

Cabinet Agenda



Date: Tuesday, 23 January 2024

Time: 4.00 pm

Venue: The Council Chamber - City Hall, College Green, Bristol, BS1 5TR

Distribution:

Cabinet Members: Marley Bennett, Mayor Marvin Rees, Donald Alexander, Nicola Beech, Craig Cheney, Asher Craig, Kye Dudd, Helen Holland, Ellie King and Tom Renhard

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Issued by: Amy Rodwell, Democratic Services

City Hall, P O Box 3399, Bristol, BS1 9NE

E-mail: democratic.services@bristol.gov.uk

Date: Monday, 15 January 2024



Agenda

PART A - Standard items of business:

1. Welcome and Safety Information

Members of the public intending to attend the meeting are asked to please note that, in the interests of health, safety and security, bags may be searched on entry to the building. Everyone attending this meeting is also asked please to behave with due courtesy and to conduct themselves in a reasonable way.

Please note: if the alarm sounds during the meeting, everyone should please exit the building via the way they came in, via the main entrance lobby area, and then the front ramp. Please then assemble on the paved area in front of the building on College Green by the flag poles.

If the front entrance cannot be used, alternative exits are available via staircases 2 and 3 to the left and right of the Conference Hall. These exit to the rear of the building. The lifts are not to be used. Then please make your way to the assembly point at the front of the building. Please do not return to the building until instructed to do so by the fire warden(s).

2. Public Forum

Members of the press and public who plan to attend a public meeting at City Hall are advised that you will be **required to sign in** when you arrive and you will be issued with a visitor pass which you will **need to display at all times**. **(Pages 7 - 9)**

Up to one hour is allowed for this item

Any member of the public or Councillor may participate in Public Forum. Petitions, statements and questions received by the deadlines below will be taken at the start of the agenda item to which they relate to.

Petitions and statements (must be about matters on the agenda):

- Members of the public and members of the council, provided they give notice in writing or by e-mail (and include their name, address, and 'details of the wording of the petition, and, in the case of a statement, a copy of the submission) by no later than 12 noon on the working day before the meeting, may present a petition or submit a statement to the Cabinet.

- One statement per member of the public and one statement per member of council shall be admissible.



- A maximum of one minute shall be allowed to present each petition and statement.
- The deadline for receipt of petitions and statements for the 23 January Cabinet is 12 noon on **Monday 22nd January 2023**. These should be sent, in writing or by e-mail to: Democratic Services, City Hall, College Green, Bristol, BS1 5TR
e-mail: democratic.services@bristol.gov.uk

Questions (must be about matters on the agenda):

- A question may be asked by a member of the public or a member of Council, provided they give notice in writing or by e-mail (and include their name and address) no later than 3 clear working days before the day of the meeting.
- Questions must identify the member of the Cabinet to whom they are put.
- A maximum of 2 written questions per person can be asked. At the meeting, a maximum of 2 supplementary questions may be asked. A supplementary question must arise directly out of the original question or reply.
- Replies to questions will be given verbally at the meeting. If a reply cannot be given at the meeting (including due to lack of time) or if written confirmation of the verbal reply is requested by the questioner, a written reply will be provided within 10 working days of the meeting.
- The deadline for receipt of questions for the 23 January Cabinet is 5.00 pm on **Wednesday 17th January 2023**. These should be sent, in writing or by e-mail to: Democratic Services, City Hall, College Green, Bristol BS1 5TR.
Democratic Services e-mail: democratic.services@bristol.gov.uk

When submitting a question or statement please indicate whether you are planning to attend the meeting to present your statement or receive a verbal reply to your question

3. Apologies for Absence

4. Declarations of Interest

To note any declarations of interest from the Mayor and Councillors. They are asked to indicate the relevant agenda item, the nature of the interest and in particular whether it is a **disclosable pecuniary interest**.



Any declarations of interest made at the meeting which is not on the register of interests should be notified to the Monitoring Officer for inclusion.

5. Matters referred to the Mayor for reconsideration by a scrutiny commission or by Full Council

(subject to a maximum of three items)

6. Reports from scrutiny commission

7. Chair's Business

To note any announcements from the Chair

PART B - Key Decisions

8. Purchase of properties for the provision of Children's homes

(Pages 10 - 35)

9. Wrap Around Childcare – in Primary Schools and Academies

(Pages 36 - 56)

**10. Increasing allocation for Bristol's Smoking Cessation Service -
Stopping the Start a new smokefree generation funding**

(Pages 57 - 76)

**11. Changing Futures – Bristol Multiple Disadvantage Strategy and
Changing Futures programme contract extension**

(Pages 77 - 171)

12. Clean Air Zone (CAZ) Evaluation Report

To follow

13. Application of Bristol Clean Air Zone net proceeds

To follow



14. Residents Parking Scheme Policy Review

EQIA to follow

(Pages 172 - 182)

15. Bristol Avon Flood Strategy Outline Business Case

(Pages 183 - 349)

16. Multi-Storey Car Park Pay on Foot Contract

(Pages 350 - 369)

17. Mission Net Zero Project Delivery - Innovate Pathfinder Places Programme Phase 2

(Pages 370 - 402)

18. Cemetery and Crematorium Capital Programme – South Bristol Cemetery Expansion

(Pages 403 - 433)

19. Procurement of Insurance Cover for the Council’s Leasehold Flats

(Pages 434 - 443)

20. Procurement of Financial Systems including internet and telephony payment systems

(Pages 444 - 459)

21. Housing Revenue Account (HRA) Budget Proposals 2024/25

To follow

22. Dedicated Schools Grant budget proposals 2024/25

To follow

23. 2024/25 Budget Recommendations & Treasury Management Strategy

To follow

24. Q2 Quarterly Performance Progress Report – Q2 2023/24

(Pages 460 - 477)



25. Q3 Corporate Risk Report 2023/24

(Pages 478 - 533)

26. Finance Outturn Report (P8/Q3)

(Pages 534 - 598)

PART C - Non-Key Decisions

27. Bristol's Just Transition Declaration

(Pages 599 - 620)



Public Information Sheet

Inspection of Papers - Local Government (Access to Information) Act 1985

You can find papers for all our meetings on our website at www.bristol.gov.uk.

Attendance at Public meetings

Public meetings including Cabinet, Full Council, regulatory meetings (where planning and licensing decisions are made) and scrutiny are held at City Hall.

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Please be advised that you may be asked to watch the meeting on a screen in another room should the numbers attending exceed the maximum occupancy of the meeting venue.

COVID-19 Safety Measures

We request that no one attends a Council Meeting if they:

- are suffering from symptoms of COVID-19 or
- have tested positive for COVID-19

Other formats and languages and assistance for those with hearing impairment

You can get committee papers in other formats (e.g. large print, audio tape, braille etc) or in community languages by contacting the Democratic Services Officer. Please give as much notice as possible. We cannot guarantee re-formatting or translation of papers before the date of a particular meeting.

Committee rooms are fitted with induction loops to assist people with hearing impairment. If you require any assistance with this please speak to the Democratic Services Officer.

Public Forum

Members of the public may make a written statement ask a question or present a petition to most meetings. Your statement or question will be sent to the Committee Members and will be published on the Council's website before the meeting. Please send it to democratic.services@bristol.gov.uk.

The following requirements apply:



- The statement is received no later than **12.00 noon on the working day before the meeting** and is about a matter which is the responsibility of the committee concerned.
- The question is received no later than **5pm three clear working days before the meeting.**

Any statement submitted should be no longer than one side of A4 paper. If the statement is longer than this, then for reasons of cost, it may be that only the first sheet will be copied and made available at the meeting. For copyright reasons, we are unable to reproduce or publish newspaper or magazine articles that may be attached to statements.

By participating in public forum business, we will assume that you have consented to your name and the details of your submission being recorded and circulated to the Committee and published within the minutes. Your statement or question will also be made available to the public via publication on the Council's website and may be provided upon request in response to Freedom of Information Act requests in the future.

We will try to remove personal and identifiable information. However, because of time constraints we cannot guarantee this, and you may therefore wish to consider if your statement contains information that you would prefer not to be in the public domain. Other committee papers may be placed on the council's website and information within them may be searchable on the internet.

During the meeting:

- Public Forum is normally one of the first items on the agenda, although statements and petitions that relate to specific items on the agenda may be taken just before the item concerned.
- There will be no debate on statements or petitions.
- The Chair will call each submission in turn. When you are invited to speak, please make sure that your presentation focuses on the key issues that you would like Members to consider. This will have the greatest impact.
- Your time allocation may have to be strictly limited if there are a lot of submissions. **This may be as short as one minute.**
- If there are a large number of submissions on one matter a representative may be requested to speak on the groups behalf.
- If you do not attend or speak at the meeting at which your public forum submission is being taken your statement will be noted by Members.
- Under our security arrangements, please note that members of the public (and bags) may be searched. This may apply in the interests of helping to ensure a safe meeting environment for all attending.
- As part of the drive to reduce single-use plastics in council-owned buildings, please bring your own water bottle in order to fill up from the water dispenser.

For further information about procedure rules please refer to our Constitution

<https://www.bristol.gov.uk/how-council-decisions-are-made/constitution>



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Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 23rd January 2024

TITLE	Purchase of properties for the provision of Children’s homes		
Ward(s)	Lockleaze		
Author: Gail Rogers	Job title: Head of Children’s Commissioning		
Cabinet lead: Cllr Asher Craig, Deputy Mayor (Children, Education & Equalities)	Executive Director lead: Stephen Peacock, Chief Executive		
Proposal origin: Mayor			
Decision maker: Cabinet Member Decision forum: Cabinet			
Purpose of Report To seek approval for the funding for the acquisition of two properties from the One Lockleaze development to be used as Children’s Homes.			

Evidence Base:

1. Context overview – Children in Care

- 1.1. Bristol has a Children in Care population of 730 (Aug 2023), with 14 children in Bristol City Council’s (BCC’s) five registered Children’s Homes, and 59 in out of area Homes. Over the past 3 years Bristol has had an increasing percentage of children in care placed at 20 miles or more away from home from 21% in 2019/20 to 25% in July 2023, the national performance for this measure is 17%. For BCC’s children in external children’s homes, this figure rises to 70%. The number of children in care is predicted to be between 736 and 790 children by the end of 2023/4 (a link to the Corporate Sufficiency Strategy 2023-25 can be found below) It is BCC’s aspiration that most children requiring care live with families in a family setting, and this can be through arrangements with family members or in fostering provision. However, the national picture for fostering shows a marked decline in the availability of foster carers, which we have also seen in Bristol. This has led to a higher ratio of children being placed in residential provision than we have seen previously. Data above shows that 8% of looked after children were in residential care in August 2023, but this has climbed to 11% in November 2023 due to lack of fostering options and causes significant budgetary pressures.
- 1.2. An emerging problem has also been a small number of children whose needs are too great for providers to manage. These children are those with the greatest trauma, often presenting with very high self-harm or with particularly challenging behaviour. No regulated care offer is available because of these risks and hybrid arrangements for care and management are being commissioned short-term at high cost and high reputational risk.
- 1.3. [Care Standards Act 2000](#) says that ‘an establishment is a children’s home if it provides care and accommodation wholly or mainly for children’. Children are defined as people who are aged under 18. Young

people aged 18 and over may also live or stay in a children’s home, but they must be in a minority. A children’s home is an establishment where a child or young person live with professional staff to look after them. Children’s homes aim to make sure that they meet the needs of children who can’t live with their own families

- 1.4. In December 2022, the updated Sufficiency Strategy was agreed at Cabinet outlining the issues above and proposing some solutions. We have an internal programme of growth for BCC’s own Children’s Homes, and also a plan to increase further through the procurement of a strategic partner who will be in place by April 2024. Proposals for growth through a strategic partner and through BCC’s own expansion can be seen in the table below. Approval for funding and progression for all growth was contained within a paper to Cabinet in September 2023, which included approval for two bespoke homes and also a same day urgent care home which could take 2 children and is in addition to the map below. This brings our intended Children’s Homes estate up to 31 places within Bristol.

children's homes places - sufficiency map				
Name of home	No. of places		timeline	provider
Frome	2		current	in house
Silbury	4		current	in house
Cherry Blossom	3		current	in house
Blaise	2		current	in house
Witchazel/Elderberry	3		current	in house/strategic partner Nov 24
Tot places	14			
Elderberry	3	double count to Witchazel	Nov-23	in house
St Peter's	2		Mar-24	in house
Vowell Close	4		Nov-24	strategic partner
Lockleaze 1	1		Dec-24	strategic partner
Lockleaze 2	1		Dec-24	strategic partner
additional house	3		Mar-25	in house
Maple Tree	4		Sep-24	in house
Tot new places	15			
Total sufficiency	29		Mar-25	

- 1.5. As part of the Children and Education Transformation programme, known as Our Families, a key outcome for the Council is to have;

Secured better value for money through a balanced budget by addressing the drivers for the increase in spend and future-proofed the service against increasing demand:

- 1.6. Delivered sufficiency of high-quality placements within the local area, thus securing better outcomes for our children in their own communities; Less CYP are placed out of area

2. Summary of Proposal

- 2.1. Two houses completed by Bristol City Council’s Strategic Housing Partner, Goram Homes on the One Lockleaze development have been identified as suitable for use as a home for children in care. Both are three-bed and could be used to care for individual children (or two as maximum if there was a very good match) as a bespoke arrangement, or for urgent care arrangements where assessments are required before sourcing the right care and support. These provisions align within the Council’s sufficiency plans above and would be a good opportunity for us to develop much needed provision and to reduce the use of hybrid or unregistered arrangements as well as reducing costs. (Unit details and layouts can be found in Appendix A1 and A2)
- 2.2. The purchase price of the homes is £442,500 each - £885,000 for two. Three options as to how the assets could be held have been considered in this report.
- 2.3. This proposal is predicated on the homes being acquired and held by the general fund in the first instance.

3. Business Case for the purchase of additional homes for children in care - Demand and Cost

- 3.1. Children’s services external placements team is receiving 60 referrals per week. These are made once all internal placement options are exhausted or ruled out. Of these 60 referrals, 12 (20%) are requests for residential placements. This demand is not driven by overall numbers of children, but BCC’s cohort of children entering care aged 10 and above is higher than the national average and over 70% of BCC’s children in care are now aged 10 and above.
- 3.2. Children’s services are seeing a cohort of teenagers where foster carers are no longer able to manage their needs, perhaps exacerbated by Covid experiences, and we are seeing older care entrants with a profile of risk and need that cannot be managed by foster carers. Children’s services are also seeing children whose needs could have been met by fostering, but where no carers can be found. For these reasons, the use of residential care is growing. Added to this, there are a constant number of children at any one time in unregistered (hybrid) placements, often in rented accommodation with agency staff providing care. Unfortunately, as some children successfully move on, others are in the same situation.
- 3.3. The table below shows the top-10 weekly placement costs for children in BCC’s care currently. The table includes both unregulated and regulated placements. The weekly total is £ 161,054 and amounts of almost £7M per year, paying for largely unsatisfactory arrangements. This proposal will enable us to bring some of these children back into our newly developed.

Market	Total Weekly Cost	Social Care weekly cost	SEN Weekly Cost	Health Weekly Cost	Placement Location
Residential	£43,599.50	£29,660.40	£0.00	£13,939.20	Bristol
Unregistered	£25,744.00	£25,744.00	£0.00	£0.00	Bristol
Residential	£17,000.00	£17,000.00	£0.00	£0.00	Swindon
Unregistered	£14,518.00	£14,518.00	£0.00	£0.00	Bristol
Residential	£14,406.63	£8,446.18	£4,960.45	£1,000.00	Derbyshire
Unregistered	£14,312.00	£14,312.00	£0.00	£0.00	Bristol
Residential	£14,250.00	£14,250.00	£0.00	£0.00	Birmingham
Residential	£13,000.00	£13,000.00	£0.00	£0.00	Staffordshire
Residential	£13,000.00	£12,000.00	£0.00	£1,000.00	Staffordshire
Unregistered	£12,124.00	£12,124.00	£0.00	£0.00	Walsall

- 3.4. The cost of external residential care is increasing, driven by increased staff costs and inflation and also by high levels of profit. Lack of sufficiency nationally has led to the market dictating costs because local authorities have no choice but to place wherever there is a viable offer, even when that placement is at a distance from the child’s home and networks and where the placement requires very high resources to agree to the placement. In 2021, the Competitions and Markets Authority looked at 15 large providers from 2016 to 2020 and saw operating profit margins averaging 22.6% where a well-functioning market should generate returns to investors of up to 6% Children's social care market study final report - GOV.UK (www.gov.uk)

4. What is the cost of running a Home?

- 4.1. Children with complex needs require a high ratio of staffing to keep them safe. If we run two houses as solo homes for children, costs are likely to be based on three staff on shift most of the time. This is similar to BCC’s own 3-bed children’s homes which cost around £600,000 per year to run. Run by a strategic partner, it is likely that we would pay around 7% on top of this as profit: £642,000 per year and divided by 52, this represents a weekly cost of £12,400 per house or £24,800 per week for both.

5. Co-funding opportunities

- 5.1. Children with complex care needs frequently receive funding contributions from Health and SEND, and this is usually because their needs cannot be met through ordinarily available provision. The children likely to be placed within the two purchased properties would need a strong therapeutic input and appropriate education from the outset.
- 5.2. BCC has begun discussions with Health commissioners and practitioners (ICB and AWP) to define the likely clinical requirement within homes for BCC's children where we currently share costs. We have not yet agreed this, so cannot determine how this would contribute to costs, but current Health costs for the 8 children above are as high as £13,900 per week for a child in hospital for whom there is no regulated, safe solution at this time. There is a shared interest in supporting a community solution for a small group of children for whom a hospital setting has become their place of safety. We would push for a core staffing contribution to enable a Registered Mental Health practitioner to be part of the daily staff team.

6. Considerations

- 6.1. The two new homes will require planning permission to change use. This may take up to 12 months in current circumstances. This would add cost overall because we could not operate a Children's Home without this change of purpose. Some LAs would allow this under a Lawful Development Certificate (South Gloucester) and others would require full planning – we would require this to be fast-tracked if so.
- 6.2. Children's homes must register with Ofsted in England. Any person carrying on or managing a children's home that provides care and accommodation must register with Ofsted in respect of that individual children's home. Failure to do so is an offence under section 11 of the Care Standards Act 2000. There are circumstances when it may be appropriate to be registered as a care home with Care Quality Commission (CQC) rather than as a children's home with Ofsted.
- 6.3. Children's Services will have a strategic partner in January 2024 to run its proposed Children's Homes, including these. It will take some time for them to recruit staff and then to apply for registration with Ofsted. Recruitment will take 6 months, and registration is currently taking up to 6 months. A mitigation to this could be that we begin operating and run the registration concurrently with the full knowledge of Ofsted. This would still require staffing lead in time.

7. Cost Benefit Estimate

	Weekly	annual
Average weekly cost (current) per child in unregistered provision	£ 16,674.5	£ 867,074
Cost of a children's home sole occupancy	£12,400	£644,800
Income - Health contribution (estimate based on current averages)	-£1,730	-£89960
Net cost to BCC per house	£10,670	£554,840

8. Acquisition Options

- 8.1. The paper proposes that the route of acquisition is delegated to the Directors of Finance, of Growth and Regeneration, and the Executive Director of Children's and Education Services. The purchase price of the homes is £442,500 each - £885,000 for two. There will be an additional capital cost of amending the internal specification of these units to reflect their intended use as children's homes. This is going to cost in the region of £35,600 / unit for the internal upgrade by the developer and up to an additional £26k/unit for fit out and Ofsted registration by BCC (Details in Appendix A3) totalling £1,008,200.
- 8.2. Detailed financial and Legal advice is being sought to inform the route of purchase.
- 8.3. Two options have been considered to secure these two Children's Homes:

Option a. BCC purchase and holds the asset itself, and leases to itself/the operator

Option b. BCC works with a private sector partner who purchases the properties and leases to the council/home operator. The timescale of this option does not meet the timeline for acquiring the 2 available units and does not meet Council aspirations to directly benefit from acquiring the asset.

8.4. With a single option meeting timescales and corporate aspirations, a financial appraisal was completed by the Children's Finance Business Partner to provide due diligence around cost and benefit. This can be found at appendix G

9. Selection of option A in the immediate term

9.1. There is a time imperative which requires the council to approve the purchase of the homes prior to their completion, so for expediency, it is recommended that the properties are purchased and held on the general fund (please see finance commentary for further detail), in order to enable Children's services to start the preparatory work to get the homes ready and approved for use.

9.2. **Option B**, to work with a private sector provider to purchase the properties has been discounted as an option at this time in favour of pursuing a combination of option A and option B above which has a closer alignment with BCC's overall strategy in this area.

10. Further Detail regarding Option A: BCC acquisition

10.1. In order to secure these units as soon as they are available for sale, officers have secured authority from the Council's s151 officer and Exec Director of Growth and Regeneration to commence initial work at risk, prior to Cabinet approval to acquire the units.

Legal have been instructed to commence early stages of the conveyancing for the two homes

Goram have been instructed to formally cost the specification upgrades and commence work. This will be reflected in the purchase price of the units by BCC

Goram have also been asked to commence the Change of Use planning application as an amendment to the live planning consent for the development

10.2. To ensure these homes are brought into active use as quickly as possible, officers have or are in the process of also:

- Undertaken market engagement for the Strategic Partner and carried out follow up discussions with some.
- Preparing tender documents for the market to invite bids for a Strategic Partner. Lease arrangements are being confirmed for the ITT with corporate colleagues around a peppercorn rent, and a Procurement colleagues is assigned to the project. Tender documents should go live on ProContract week commencing mid January 2024.
- Discussing the homes with the regional Ofsted Inspector to ensure that registration would be feasible for these two homes.
- Discussed the availability of the homes with Health colleagues in the context of a system priority for children with very high complex care needs.

11. Risk Assessment

11.1. Officers have identified two key risks with this proposal:

- The two houses will require a change of use through Planning from C3 residential units to Childrens' Homes. There is a risk to the timeliness of a change of use planning decision. There has been Executive agreement that this project will be prioritised, which should mitigate the risk. If commenced early, there is also unlikely to be objection to proposals within the development. It is being proposed that the One Lockleaze LLP manage this change of use as an amendment to their live planning consent to further

mitigate risk

- A further risk is around registration of the two homes by Ofsted. All Children's Homes must be registered under the Children's Homes Regulations 2015. In order to register, the homes require a Responsible Individual from the strategic partner and also a Registered Care Manager recruited who will need to submit the application. Timescales for regulation through Ofsted are up to 6 months currently, but this could be reduced by early discussion with Ofsted and the use of their 'fast track' process.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Approve funding for the acquisition of two properties from the One Lockleaze development as outlined in this report.
2. Authorise the Executive Director Children and Education and Director of Finance in consultation with the Cabinet Members for Children, Education & Equalities to spend the funding to acquire and determine the appropriate place for the properties to be held and managed within the General Fund in accordance with the options set out in this report.

Corporate Strategy alignment:

1. CYP1 Child Friendly City – Children and young people will be cared for and supported in the City they have grown up in and will be supported to overcome adverse childhood experiences.
2. CYP2 Supported to Thrive - Children and young people will be supported to thrive, by ensuring there are sufficient placements.

City Benefits:

1. Meet the needs of children in care and care leavers in line with the Children Act 1989 and the Equalities Act 2010
2. Increase the availability of provision which meets BCC's high aspirations young people in BCC's care, delivering in line with the assessed needs to achieve agreed outcomes.
3. Develop partnership working between Bristol City Council, Partner Organisations and Providers to meet the changing needs of the children / young people in BCC's care.

Consultation Details:

1. Internal consultation only – Legal, Finance, Housing Delivery Team and Goram Homes

Background Documents:

- Section 22G [The Children Act 1989 guidance and regulations \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/100000/section-22g-guidance-and-regulations.pdf)
- [Sufficiency Strategy for Children in Care and Care Leavers 2023-2025](#)
- [Our Families Programme \(Children & Education Transformation\)](#)

Revenue Cost	£1.28m p/yr	Source of Revenue Funding	Children's Placements External market costs
Capital Cost	£1,008,200 one-off	Source of Capital Funding	Capital borrowing
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input checked="" type="checkbox"/>	Saving Proposal <input checked="" type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice:

Saving will be realised as the capacity of the Council's in-house provision is increased which will result in reduced

reliance on external placement providers. The reduction in expenditure on external placements will provide the operational budget to support running cost of the two new homes.
The net change in the cost of provision from external to in-house will realise the targeted savings based on reduced external placements costing £16k per week. The first year is a part year benefit as the units are not expected to be operational until October 2024. Savings are then based on a 90% occupancy rate every year.
Appendix G gives examples of possible levels of savings by comparing either the average cost of the top ten placements or the target group which is the very high cost placements with the forecast cost of the new provision. The associated Net Present Value calculations use a discount rate of 3.5% and show positive NPVs under all scenarios except that based on a 10-year loan and an average top 10 placement saving. It will therefore be important to target the most expensive placements to ensure that the project has the highest possible value to the local authority. The funding for the homes will come from corporate capital contingency funds.

Finance Business Partner: Richard Young, Head of Strategic Finance 15th January 2024; Guy Marshall, Finance Business Partner.

2. Legal Advice: The Council’s power to acquire property by agreement and at market value falls within the Local Government Act 1972 i.e. for the purpose of any of its functions or for the benefit, improvement or development of the area.

Legal Team Leader: Eric Andrews; Team Leader Legal Services; 15 January 2024

3. Implications on IT: IT are supportive and available to aid in progressing relevant work and can be engaged through the existing work request process.

IT Team Leader: Alex Simpson – Lead Enterprise Architect 12 December 2023

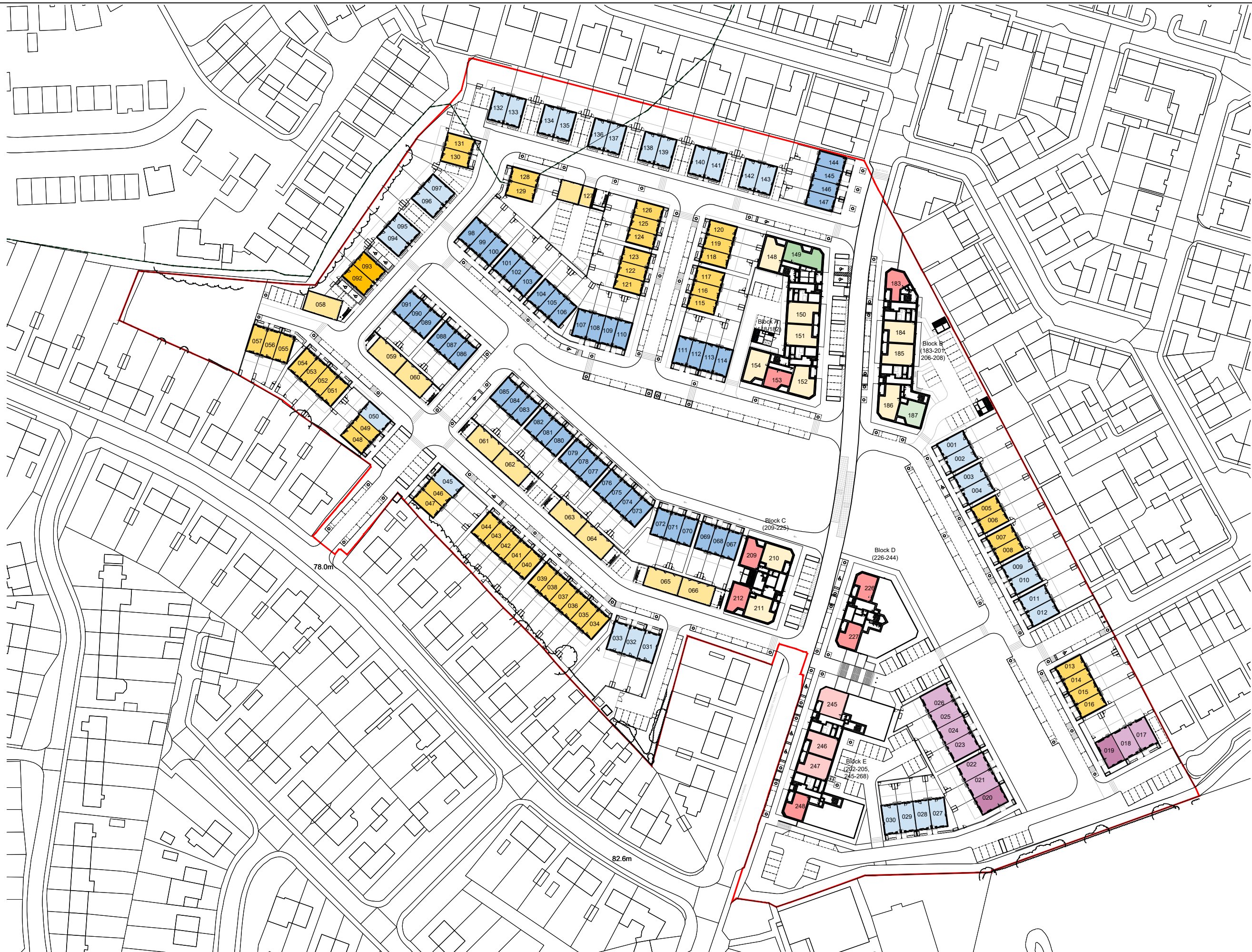
4. HR Advice: The report is seeking approval for funding to buy two properties from the One Lockleaze development which have been identified as suitable for use as homes for children in care. The homes will be managed and staffed by a strategic partner, yet to be identified. The current proposals have no significant HR implications for Bristol City Council employees

HR Partner: Lorna Laing - HR Business Partner 12 December 2023

EDM Sign-off	Reena Bhogal-Welsh	13 December 2023
Cabinet Member sign-off	Cllr Asher Craig, Deputy Mayor (Children, Education & Equalities)	8 January 2024
For Key Decisions - Mayor’s Office sign-off	Mayor’s Office	15 December 2023

Appendix A – Further essential background / detail on the proposal A1 Site layout A2 Floor Plans A3 Specification Upgrades	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal (YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice	YES

Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO



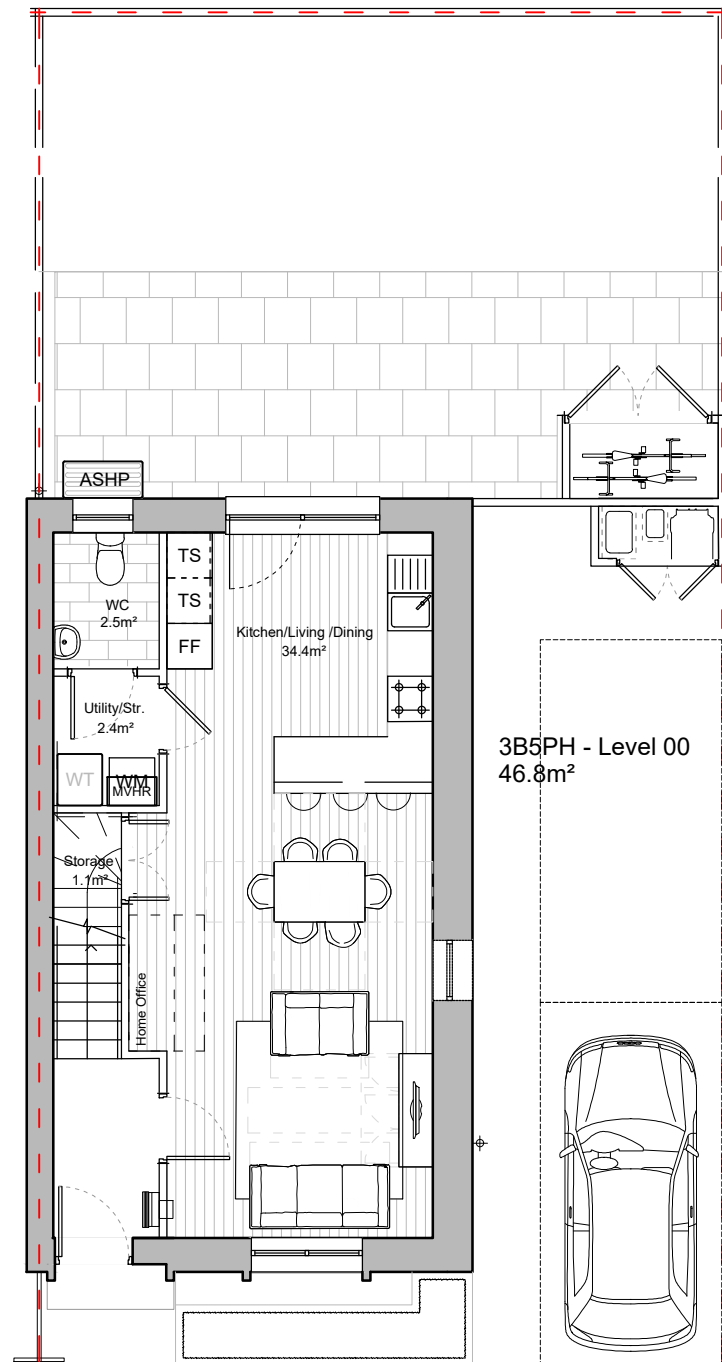
Rev	Date	Drawn	Description
A	17.08.20	PPR	Issue for Co-ordination
B	30/10/20	PPR	Issue to Client
C	06/11/20	PPR	Issue for Planning
D	23/11/20	PPR	Revised - Issue for Planning
E	04.02.21	NHE	Revised Legend
F	01.03.21	NHE	Revised Issue for Planning
G	31.03.21	NHE	Revised Parking Layout
H	14.04.21	NHE	Unit typology annotation amended
	05.07.21	NHE	Revised Blocks B & E

Notes:
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 Drawing to be read in conjunction with specification.

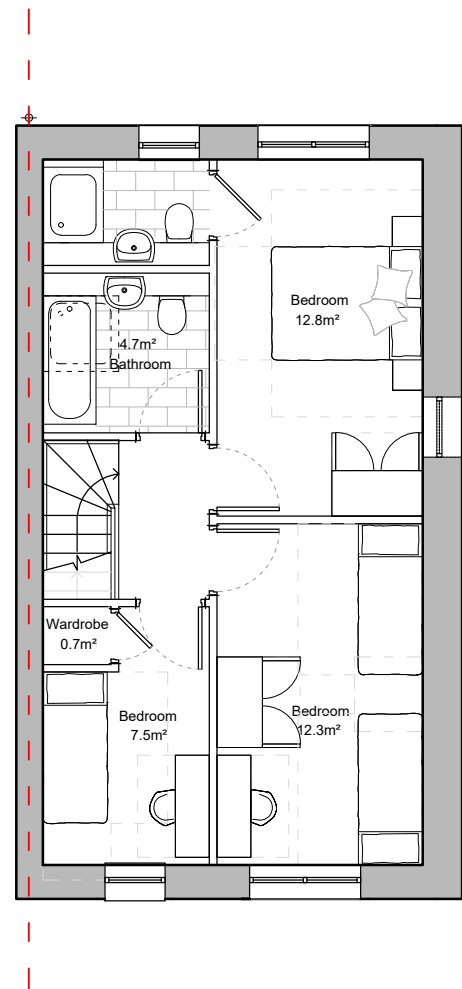
Legend	Unit Type
	Site Boundary (Total Site Area - 5.189 ha)
	Council Jurisdiction Boundary
	1 Bed 2 Person Flat
	1 Bed 2 Person WCH Flat
	2 Bed 3 Person Flat
	2 Bed 3 Person WCH Flat
	2 Bed 4 Person Flat
	2 Bed 4 Person Flat over Garage
	2 Bed 4 Person Two Storey House
	2 Bed 4 Person Two Storey WCH House
	3 Bed 5 Person Two Storey House
	3 Bed 5 Person Three Storey House
	4 Bed 6 Person - Two Storey House
	4 Bed 6 Person - Side Entrance House

<p>Unit Type Plan Level 00 drawing title Romney House, Bristol</p> <p>Vistry & Goram Homes Romney House</p> <p>client / project</p>	<p>HTA-A_DR_0120 drawing number</p> <p>1:1250 Scale @ A3</p> <p>GTP-RHB project number</p>	<p>H revision</p> <p>PPR originated by</p>
<p>FOR PLANNING status</p>		<p>HTA Design LLP www.hta.co.uk London Edinburgh Manchester Bristol</p>

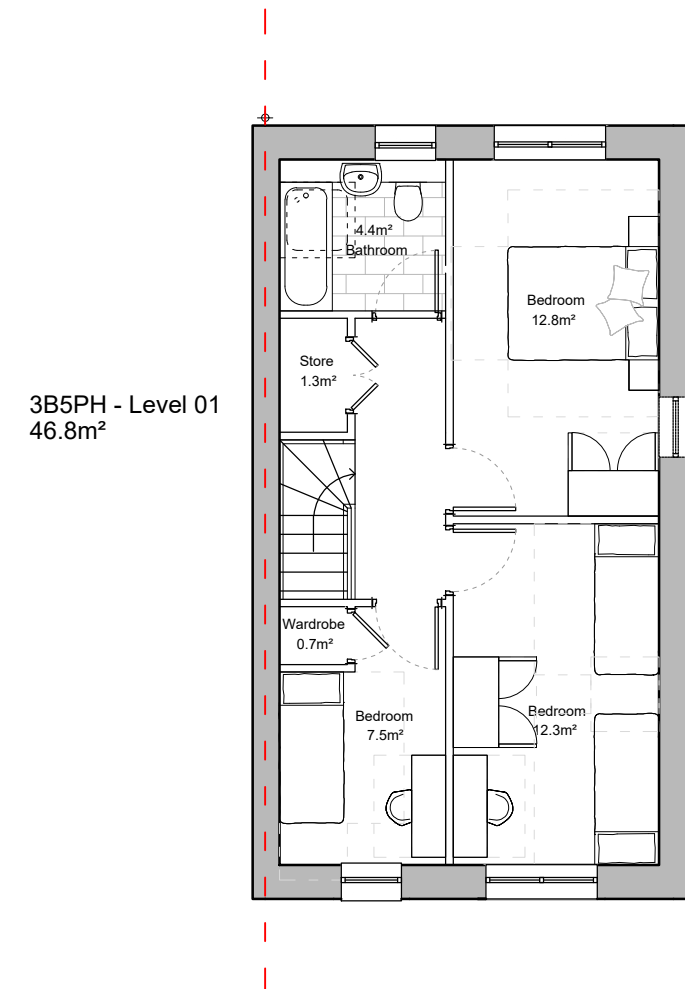




Ground Floor Plan
1 : 100



First Floor Plan Type 1
1 : 100



First Floor Plan Type 2
Affordable Units Only
1 : 100

3B5PH - Level 01
46.8m²

3 Bed 5 Person House - 2 Storey	
AREA	
Gross Floor Area:	93.6 m ²
NDSS Target Gross Floor Area:	93.0 m ²
Combined K/L/D Area:	34.4 m ²
STORAGE:	
PFS Unit Gross Storage Area:	4.2 m ²
Affordable Unit Storage Area:	5.5 m ²
NDSS Min. Storage Area:	2.5 m ²

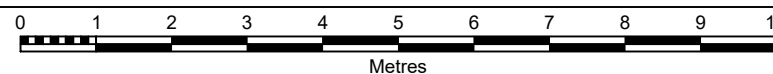
Rev	Date	Drawn	Description
A	17.08.20	NHE	Draft Issue
B	30/10/20	PPR	Draft Planning Issue
C	06/11/20	PPR	Issue to Client
D	23/11/20	PPR	Issue for Planning
E	12.01.21	NHE	Revised - Issue for Planning
			Revised Energy Strategy

Notes:

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Legend



3B5PH-2 Storey House
drawing title Romney House, Bristol

HTA-A_DR_0307
drawing number

E
revision

client / project
Vistry & Goram Homes
Romney House

1 : 100
Scale @ A3

GTP-RHB
project number

NHE
originated by

FOR PLANNING
status

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Acquisition of 2 homes at One Lockleaze

Draft specification upgrades required for x2 Children Homes

- Fire Risk Assessment (FRA) – higher standard (initial risk assessment Aiden Cleary FRA officer)
- Recommended fire alarm system and measures from FRA.
- 18mm MDF panelling to walls within the property (children's bedroom areas and lounge areas) – partition walls ie plasterboard
- FD30S doors and frames with continuous stainless-steel hinges, soft-close Perko door closers, and anti-vandal door handles.
- Window restrictors to all windows – balance level of risk
- Wireless door sensors in all doors to monitor activity within the property (Tunstall or similar).
- Radiator covers throughout the property to avoid contact burns.
- Temperature control valves to be fitted to all sinks, showers, and suggest remove baths.
- Shower fittings and head to be close fit to walls
- Commercial-grade vinyl flooring throughout, including 9mm plywood substrate.
- All light fittings/ceiling bulkheads to be flush to prevent damage.
- Grade A fire alarm.
- Master key system.
- The property is to be fully furnished with furniture and furnishings that comply with standards BS 7176 (upholstered furniture), BS 7177 (bed bases and mattresses), and BS 5867 (curtains and blinds). All curtains/blinds are to be anti-ligature – involve the providers as part of this process
- Fencing – needs to be considered – need to view property
- Stairs - considering managing of incidents

Equality Impact Assessment [version 2.12]



Title: Purchase of two new Children's Homes	
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input type="checkbox"/> Service <input checked="" type="checkbox"/> Other Children's Home	<input checked="" type="checkbox"/> New <input type="checkbox"/> Already exists / review <input type="checkbox"/> Changing
Directorate: Children and Education	Lead Officer name: Gail Rogers
Service Area: Children and Families	Lead Officer role: Head of Children's Commissioning

Step 1: What do we want to do?

The purpose of an Equality Impact Assessment is to assist decision makers in understanding the impact of proposals as part of their duties under the Equality Act 2010. Detailed guidance to support completion can be found here [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#).

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the [Equality and Inclusion Team](#) early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use plain English, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

The aims and objectives are to provide two new homes in Bristol for children needing residential care. The proposal is part of the wider work the Council is undertaking to deliver greater sufficiency in or close to Bristol. More children in care will be able to remain living locally, enabling them to maintain family, health and education links.

The two homes are likely to be solo homes for a small cohort of young people who require Health services, including mental health due to trauma and, frequently, those experiencing neurodiversity such as autism. The addition of the two homes will meet those equality needs.

We will commission a strategic partner to run the homes, and Bristol City Council will have responsibility for working in partnership with the Provider to ensure that we are meeting the needs of the children and young people. The services will be co-designed with Health, Education and Social Care and we will ensure the contractual arrangements in place are flexible to meet any changing demographic of children and young people's needs. As part of the commissioning process, providers will be required to demonstrate a good understanding of Equality Act 2010 requirements and the public sector equality duty; including that equality of opportunity is central to internal processes / workforce; and services will be regularly tailored and reviewed to meet the diverse needs of Bristol citizens.

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1.2 Who will the proposal have the potential to affect?

<input type="checkbox"/> Bristol City Council workforce	<input checked="" type="checkbox"/> Service users	<input type="checkbox"/> The wider community
<input checked="" type="checkbox"/> Commissioned services	<input checked="" type="checkbox"/> City partners / Stakeholder organisations	
Additional comments:		

1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If 'No' explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by Equality and Inclusion Team.

If 'Yes' complete the rest of this assessment, or if you plan to complete the assessment at a later stage please state this clearly here and request review by the Equality and Inclusion Team.

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	[please select]
--	------------------------------------	-----------------

Step 2: What information do we have?

2.1 What data or evidence is there which tells us who is, or could be affected?

Please use this section to demonstrate an understanding of who could be affected by the proposal. Include general population data where appropriate, and information about people who will be affected with particular reference to protected and other relevant characteristics: [How we measure equality and diversity \(bristol.gov.uk\)](http://bristol.gov.uk)

Use one row for each evidence source and say which characteristic(s) it relates to. You can include a mix of qualitative and quantitative data e.g. from national or local research, available data or previous consultations and engagement activities.

Outline whether there is any over or under representation of equality groups within relevant services - don't forget to benchmark to the local population where appropriate. Links to available data and reports are here [Data, statistics and intelligence \(sharepoint.com\)](http://sharepoint.com). See also: [Bristol Open Data \(Quality of Life, Census etc.\)](http://bristol.gov.uk); [Joint Strategic Needs Assessment \(JSNA\)](http://bristol.gov.uk); [Ward Statistical Profiles](http://bristol.gov.uk).

For workforce / management of change proposals you will need to look at the diversity of the affected teams using available evidence such as [HR Analytics: Power BI Reports \(sharepoint.com\)](http://sharepoint.com) which shows the diversity profile of council teams and service areas. Identify any over or under-representation compared with Bristol economically active citizens for different characteristics. Additional sources of useful workforce evidence include the [Employee Staff Survey Report](http://bristol.gov.uk) and [Stress Risk Assessment](http://bristol.gov.uk)

Data / Evidence Source [Include a reference where known]	Summary of what this tells us
Bristol Key Facts 2022	Population Profiles for Equalities Groups bring together detailed analysis looking at equalities groups and how they differ in relation to age, health, employment, education and housing, and maps the distribution of equalities groups across the city. Rates of young people admitted to hospital due to self-harm (693 per 100,000) continue to increase and are still significantly worse

	<p>than the England average (422 per 100,000). This is likely to be the cohort group residing in the Goram homes solo provisions as these children become very difficult to source provision that is safe and helps them to retain their local treatment plans and networks.</p>
<p><u>Joint Strategic Needs Assessment (JSNA)</u></p>	<p>The Joint Strategic Needs Assessment reports on the health and wellbeing needs of the people of Bristol. It brings together detailed information on local health and wellbeing needs and looks ahead at emerging challenges and projected future needs. The JSNA is used to provide a comprehensive picture of the health and wellbeing needs of Bristol (now and in the future); to inform decisions about how we design, commission and deliver services, and also about how the urban environment is planned and managed; to improve and protect health and wellbeing outcomes across the city while reducing health inequalities; and to provide partner organisations with information on the changing health and wellbeing needs of Bristol, at a local level, to support better service delivery.</p> <p>Our Goram Homes proposal will support children and young people with emotional and mental health dysfunction usually caused through trauma.</p> <p>Based on national studies estimated number of children and young people in Bristol who are likely to be experiencing a mental disorder at any one time is:</p> <ul style="list-style-type: none"> • 920 children aged 2-4 (1 in 18 or 5.5%). • 9,600 children and young people aged 5-16 (1 in 6 or 16%). This has increased from 1 in 9 or 10.8% among this age group in 2019, reflecting the impact of COVID 19 and related policy on the children and young people population. • 9,900 young people aged 17-22 (1 in 5 or 20%) <p>Nationally, rates of emotional disorder among 5-19 year olds are higher among females (10%) than males (6.2%).</p>
<p><u>Bristol One City: Cost of Living Crisis – Bristol’s One City approach to supporting citizens and communities (Oct 2022)</u></p>	<p>The rising cost of living is not impacting on everyone equally. People who are already experiencing inequity and poverty will be disproportionately impacted. In terms of the Goram proposal, children and young people in care are more likely to be from lower income families and from single parent families, with information relevant to this below.</p> <ul style="list-style-type: none"> • People on the lowest incomes - will have less available income but also pay more for the same services. For example, people unable to pay their bills by Direct Debit and those borrowing money are subject to higher costs and interest rates. This is what anti-poverty campaign group Fair by Design has referred to as a Poverty Premium • Parents and young families – parents of young children are more likely to seek credit and alternative support as they are less able, on average, to afford an unexpected expense. Single parents will be

	<p>disproportionately affected; and one in four single parents find it difficult to manage financially (28.6%).</p> <ul style="list-style-type: none"> • Disabled people – just under half of all people in poverty in the UK are Disabled people or someone living with a Disabled person. Disabled people have higher living costs, and tend to pay more for their heating, travel, food/diet, prescription payments, and specialist equipment. It is estimated that UK households that include Disabled children pay on average £600 more for their energy bills than an average household. 																				
<p>BCC Insight, Performance and Intelligence (2021). The Population of Bristol September 2021</p>	<p>The mid-2020 population of Bristol is estimated to be 465,900 with children making up 85,700 of this total (18.4% of the total population).</p> <p>This means almost 1 in every five people living in Bristol is under the age of 16, with the age profile by ward varying significantly. There are 167,035 children and young people aged 0-25 in Bristol. Based on the figures above, this is over a third of the total Bristol population. Our proposal will specifically support children between the ages of 10-19 which is estimated to be 62,900 currently.</p>																				
<p>Children in Care Data</p>	<p>At the time of writing there are currently 727 children in care, 57% are male and 43% female (compared to 51% and 49% of the overall child population). 9% are Disabled children (compared to 6.1% of the total Bristol child population) and the majority (73%) are aged 10-17.</p> <p>Ethnicity: 60% White (compared to 72% across the total Bristol child population) 16% Mixed Race 12% Other Ethnicity 9% Black British 3% Asian/Asian British</p> <p>This compares with the following data taken from the school census (it has not been possible to find like for like categorisation)</p> <table border="1"> <thead> <tr> <th>Ethnicity</th> <th>Percent of Pupils.</th> </tr> </thead> <tbody> <tr> <td>White - White British</td> <td>58.3</td> </tr> <tr> <td>White - Any other White background</td> <td>8.5</td> </tr> <tr> <td>Black - Black African</td> <td>7.7</td> </tr> <tr> <td>Black - Any other Black background</td> <td>1.6</td> </tr> <tr> <td>Black - Black Caribbean</td> <td>1.4</td> </tr> <tr> <td>Asian - Pakistani</td> <td>3.2</td> </tr> <tr> <td>Asian - Indian</td> <td>2.3</td> </tr> <tr> <td>Asian - Any other Asian background</td> <td>2.1</td> </tr> <tr> <td>Asian - Bangladeshi</td> <td>0.8</td> </tr> </tbody> </table>	Ethnicity	Percent of Pupils.	White - White British	58.3	White - Any other White background	8.5	Black - Black African	7.7	Black - Any other Black background	1.6	Black - Black Caribbean	1.4	Asian - Pakistani	3.2	Asian - Indian	2.3	Asian - Any other Asian background	2.1	Asian - Bangladeshi	0.8
Ethnicity	Percent of Pupils.																				
White - White British	58.3																				
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Asian - Pakistani	3.2																				
Asian - Indian	2.3																				
Asian - Any other Asian background	2.1																				
Asian - Bangladeshi	0.8																				

	Asian - Chinese	0.8
	Mixed - White and Black Caribbean	3.2
	Mixed - Any other Mixed background	3.0
	Mixed - White and Asian	2.1
	Mixed - White and Black African	1.3
	Any other ethnic group	1.7
	Unclassified	2.1
<p>Bristol continues to have deprivation 'hot spots' that are amongst some of the most deprived areas in the country yet are adjacent to some of the least deprived areas in the country. 15% of Bristol's population live in the most deprived 10% of areas in England in 2019 (16% in 2015) including 18,900 children.</p>		

2.2 Do you currently monitor relevant activity by the following protected characteristics?

<input checked="" type="checkbox"/> Age	<input checked="" type="checkbox"/> Disability	<input type="checkbox"/> Gender Reassignment
<input type="checkbox"/> Marriage and Civil Partnership	<input type="checkbox"/> Pregnancy/Maternity	<input checked="" type="checkbox"/> Race
<input type="checkbox"/> Religion or Belief	<input checked="" type="checkbox"/> Sex	<input type="checkbox"/> Sexual Orientation

2.3 Are there any gaps in the evidence base?

Where there are gaps in the evidence, or you don't have enough information about some equality groups, include an equality action to find out in section 4.2 below. This doesn't mean that you can't complete the assessment without the information, but you need to follow up the action and if necessary, review the assessment later. If you are unable to fill in the gaps, then state this clearly with a justification.

For workforce related proposals all relevant characteristics may not be included in HR diversity reporting (e.g. pregnancy/maternity). For smaller teams diversity data may be redacted. A high proportion of not known/not disclosed may require an action to address under-reporting.

Although our corporate approach is to collect diversity monitoring for all relevant characteristics, there are gaps in the available local diversity data for some characteristics, especially where this has not always historically been included in census and statutory reporting e.g. for sexual orientation.

There are potentially gaps on our understanding of Disability for children with very complex needs. A recent reverse mapping exercise for children who had been held in an acute hospital setting due to no registered placement coming forwards for them showed that 6 of 8 children had a diagnosis or were pending diagnosis for autism and/or neurodiversity disorders. With this compelling evidence, the new Children's Homes will ensure that staff are trained in evidence-based interventions for working with autism.

In addition, we do not monitor by gender re-assignment or religion and belief. We will capture religion and belief in our monitoring for the Homes and prevalence of gender re-assignment.

2.4 How have you involved communities and groups that could be affected?

You will nearly always need to involve and consult with internal and external stakeholders during your assessment. The extent of the engagement will depend on the nature of the proposal or change. This should usually include

individuals and groups representing different relevant protected characteristics. Please include details of any completed engagement and consultation and how representative this had been of Bristol’s diverse communities.

Include the main findings of any engagement and consultation in Section 2.1 above.

If you are managing a workforce change process or restructure please refer to [Managing a change process or restructure \(sharepoint.com\)](#) for advice on consulting with employees etc. Relevant stakeholders for engagement about workforce changes may include e.g. staff-led groups and trades unions as well as affected staff.

We have consulted with internal and external stakeholders through the Children’s Integrated Care Board (now called the Children’s Health and Improvement Group). A project group is working up proposals across Health and Social Care to resolve inequalities for children who frequently are unable to be found a suitable placement after being admitted to hospital.

2.5 How will engagement with stakeholders continue?

Explain how you will continue to engage with stakeholders throughout the course of planning and delivery. Please describe where more engagement and consultation is required and set out how you intend to undertake it. Include any targeted work to seek the views of under-represented groups. If you do not intend to undertake it, please set out your justification. You can ask the Equality and Inclusion Team for help in targeting particular groups.

Children in care have been identified by our internal teams to support with consultation on how the new homes should be furnished and decorated to best suit their needs.

Step 3: Who might the proposal impact?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered above and the characteristics protected by the Equality Act 2010. Also include details of existing issues for particular groups that you are aware of and are seeking to address or mitigate through this proposal. See detailed guidance documents for advice on identifying potential impacts etc. [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#)

3.1 Does the proposal have any potentially adverse impacts on people based on their protected or other relevant characteristics?

Consider sub-categories and how people with combined characteristics (e.g. young women) might have particular needs or experience particular kinds of disadvantage.

Where mitigations indicate a follow-on action, include this in the ‘Action Plan’ Section 4.2 below.

GENERAL COMMENTS (highlight any potential issues that might impact all or many groups)	
Young females are more adversely impacted by acute mental health presentation including disordered eating or self-harm and these young people are admitted to hospital more frequently than males with concerning mental health presentation.	
PROTECTED CHARACTERISTICS	
Age: Young People	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	positive as there is currently no provision dedicated to support children presenting with these specific mental health type issues in the community.
Mitigations:	Another 3-bed home is proposed and is currently being renovated, so should be ready for children in approximately 12 months
Age: Older People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	

Disability	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Positive – supporting good diagnosis and treatment for those with neurodiversity. 9% of children in care are Disabled compared to 6.1% of the general population. Disabled children in care could face barriers if proper adjustments are not made to fit their needs. Some children with neurodiversity find change confusing and are facing trauma through inconsistent care.
Mitigations:	Communicate with children through the CIC Council and sub-groups to find out how to best meet need and ensure the environment is accessible.
Sex	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	More females noted and provides positive impact for them in supporting placement. A deep dive of children residing in the Health are including Bristol who had been inpatients at a hospital through a mental health concern showed that 7 out of 8 were female.
Mitigations:	Ensure that we hear the voices of females when designing the homes and understand the different needs in terms of staffing and types of intervention.
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Gender reassignment	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Race	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Religion or Belief	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	The Homes would be able to specifically cater for religious affiliation or belief
Mitigations:	There can be a consideration of staffing and scheduling in the Homes to meet the particular religious or belief needs of children being cared for. For example that they could be supported to attend a place of worship, to access literature or resources related to a belief of their choice and supported to feel confident in expressing their held beliefs.
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
OTHER RELEVANT CHARACTERISTICS	
Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Child in care frequently from deprived families and areas. Deprivation and poverty may lead to reduced resilience and also to a higher level of referrals into Social Care. For example, the Nuffield Foundation 2022 'The relationship between Child Poverty and Neglect, an evidence review' notes that family poverty and inequality are key drivers of harm to children.
Mitigations:	Children in care who will reside in these community homes will be supported to access education, support for their mental health and wellbeing, and encouraged to develop life skills that will support them to be economically active.
Carers	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Supports carers who have come to the end of their ability to support highly complex young people. Bristol census shows 34,000 unpaid carers. If we can retain children in Bristol, their parents/carers can remain an important part of their lives long into the future when the child has become an adult.

Mitigations:	Bristol Parent Carers organisation has a dedicated parent carer support officer who we can link up with parents who have felt they were no longer able to care for their child. We will ensure child/parent contact is maintained and seek to support an ongoing relationship even while the child is living in care.
Other groups [Please add additional rows below to detail the impact for any other relevant groups as appropriate e.g. asylum seekers and refugees; care experienced; homelessness; armed forces personnel and veterans]	
Potential impacts:	
Mitigations:	

3.2 Does the proposal create any benefits for people based on their protected or other relevant characteristics?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our [Public Sector Equality Duty](#) to:

- ✓ Eliminate unlawful discrimination for a protected group
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't
- ✓ Foster good relations between people who share a protected characteristic and those who don't

More children in care will be enabled to remain in Bristol close to family and networks and to retain familiar services and support. This is critical when parents/carers have no longer been able to keep their child safe due to the child's significant needs. For those with a disability, either classified or not, the proposal helps them receive support to meet their needs and build on their aspirations within their City of belonging. A focus on engaging in education, a local community provision will support improved opportunity for economic success into the future, breaking the poverty cycle.

Step 4: Impact

4.1 How has the equality impact assessment informed or changed the proposal?

What are the main conclusions of this assessment? Use this section to provide an overview of your findings. This summary can be included in decision pathway reports etc.

If you have identified any significant negative impacts which cannot be mitigated, provide a justification showing how the proposal is proportionate, necessary, and appropriate despite this.

Summary of significant negative impacts and how they can be mitigated or justified:
None
Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:
<p>More children in care will be able to remain living locally, enabling them to maintain family, health and education links. Females are more likely to become inpatients through mental health presentation and self-harm. This provides them with an environment that is safe and attuned with their individual identities, supporting them to be confident as they achieve stability.</p> <p>Social care to enable discharge and/or to prevent hospital admission and re-admission thereby reducing trauma and harm for young people with a disability or otherwise.</p> <p>Support children with mental health needs to live in the community through a collaborative model of delivery with Health, Education and Social Care.</p> <p>A focus on engaging in education, a local community provision will support improved opportunity for economic success into the future, breaking the poverty cycle.</p>

4.2 Action Plan

Use this section to set out any actions you have identified to improve data, mitigate issues, or maximise opportunities etc. If an action is to meet the needs of a particular protected group please specify this.

Improvement / action required	Responsible Officer	Timescale
All relevant EqIAs will be published on the Council's website https://www.bristol.gov.uk/council-spending-performance/council-budgets and continue to be updated as appropriate.	Gail Rogers	Ongoing
Inclusion of equalities question in tender to ensure provider will be inclusive and work from an equalities perspective	Hannah Gillett	Autumn 24
Ongoing monitoring of the service with inclusion of voice of young people	Hannah Gillett	Ongoing

4.3 How will the impact of your proposal and actions be measured?


How will you know if you have been successful? Once the activity has been implemented this equality impact assessment should be periodically reviewed to make sure your changes have been effective your approach is still appropriate.

Our Equality and Inclusion Annual Progress Reports show what we have done to achieve the aims of our Equality and Inclusion policy and strategy, and the progress we have made including reporting on all relevant KPIs and workforce diversity [Equalities policy - bristol.gov.uk](https://www.bristol.gov.uk/equalities-policy)

There will be regular monitoring meetings with the successful provider of these homes. These meetings will focus on outcomes achieved and the quality of the provision.

Step 5: Review

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the [Equality and Inclusion Team](#) before requesting sign off from your Director¹.

Equality and Inclusion Team Review: <i>Reviewed by Equality and Inclusion Team</i>	Director Sign-Off:  Vanessa Wilson Director of Children and Education Transformation
Date: 8/12/2023	Date: 08/12/2023

¹ Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.



Environmental Impact Assessment [version 1.0]

Proposal title: Purchase of homes for children in care		
Project stage and type: <input type="checkbox"/> Initial Idea Mandate <input type="checkbox"/> Outline Business Case <input checked="" type="checkbox"/> Full Business Case		
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input checked="" type="checkbox"/> Service <input type="checkbox"/> Other [please state]	<input checked="" type="checkbox"/> New <input type="checkbox"/> Already exists / review	<input type="checkbox"/> Changing
Directorate: Children Services		Lead Officer name: Gail Rogers
Service Area: Children Communities		Lead Officer role: Head of Service Childrens Commissioning

Step 1: What do we want to do?

The purpose of this Environmental Impact Assessment is to help you develop your proposal in a way that is compliant with the council’s policies and supports the council’s strategic objectives under the [One City Climate Strategy](#), the [One City Ecological Emergency Strategy](#) and the latest [Corporate Strategy](#).

This assessment should be started at the beginning of the project proposal process by someone with a good knowledge of the project, the service area that will deliver it, and sufficient influence over the proposal to make changes as needed.

It is good practice to take a team approach to completing the Environmental Impact Assessment. See further [guidance](#) on completing this document. Please email environmental.performance@bristol.gov.uk early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Please use plain English, avoiding jargon and acronyms.

Purchase of 2 newbuild homes at One Lockleaze to use as childrens homes

1.2 Will the proposal have an environmental impact?

Could the proposal have either a positive or negative effects for the environment now or in the future? If ‘No’ explain why you are sure there will be no environmental impact, then skip steps 2-3 and request review by sending this form to environmental.performance@bristol.gov.uk

If ‘Yes’ complete the rest of this assessment.

<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No [please select]

These homes form part of a wider new build development by Goram Homes which will have had a full EIA as part of their planning application and consent. There are no additional environmental impacts associated with this purchase.
--

1.3 If the proposal is part of an options appraisal, has the environmental impact of each option been assessed and included in the recommendation-making process?

If ‘Yes’ please ensure that the details of the environmental impacts of each option are made clear in the pros and cons section of the [project management options appraisal document](#).

<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Not applicable [please select]
--

If 'No' explain why environmental impacts have not been considered as part of the options appraisal process.

Step 2: What kinds of environmental impacts might the project have?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered. See detailed [guidance documents](#) for advice on identifying potential impacts.

Does the proposal create any benefits for the environment, or have any adverse impacts?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our corporate environmental objectives and the wider [One City Climate and Ecological Emergency strategies](#).

Consider how the proposal creates environmental impacts in the following categories, both now and in the future. **Reasonable efforts should be made to quantify stated benefit or adverse impacts wherever possible.**

Where the proposal is likely to have a beneficial impact, consider what actions would enhance those impacts. Where the proposal is likely to have a harmful impact, consider whether actions would mitigate these impacts.

Enhancements or mitigation actions are only required when there is a likely impact identified. Remember that where enhancements or mitigation actions are listed, they should be assigned to staff and appropriately resourced.

GENERAL COMMENTS (highlight any potential issues that might impact all or many categories)		
<p>ENV1 Carbon neutral: Emissions of climate changing gases</p> <p>BCC has committed to achieving net zero emissions for its direct activities by 2025, and to support the city in achieving net zero by 2030.</p> <p>Will the proposal involve transport, or the use of energy in buildings? Will the proposal involve the purchase of goods or services? If the answer is yes to either of these questions, there will be a carbon impact.</p> <p>Consider the scale and timeframe of the impact,</p>	Benefits	
	Enhancing actions	
	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>	
Adverse impacts		

<p>particularly if the proposal will lead to ongoing emissions beyond the 2025 and 2030 target dates.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Mitigating actions</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>ENV2 Ecological recovery: Wildlife and habitats</p> <p>BCC has committed to 30% of its land being managed for nature and to halve its use of pesticides by 2030.</p> <p>Consider how your proposal can support increased space for nature, reduced use of pesticides, reduce pollution to waterways, and reduce consumption of products that undermine ecosystems around the world.</p> <p>If your proposal will directly lead to a reduction in habitat within Bristol, then consider how your proposed mitigation can lead to a biodiversity net gain. Be sure to refer to quantifiable changes wherever possible.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Benefits</p>	
<p>Enhancing actions</p>		
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>Adverse impacts</p>		
<p>Mitigating actions</p>		
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>ENV3 A cleaner, low-waste city: Consumption of resources and generation of waste</p> <p>Consider what resources will be used as a result of the proposal, how they can be minimised or swapped for less impactful ones, where they will be sourced from, and what will happen to any waste generated</p>	<p>Benefits</p>	
<p>Enhancing actions</p>		
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>Adverse impacts</p>		

<p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Mitigating actions</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>ENV4 Climate resilience: Bristol’s resilience to the effects of climate change</p> <p>Bristol’s climate is already changing, and increasingly frequent instances of extreme weather will become more likely over time.</p> <p>Consider how the proposal will perform during periods of extreme weather (particularly heat and flooding).</p> <p>Consider if the proposal will reduce or increase risk to people and assets during extreme weather events.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Benefits</p>	
	<p>Enhancing actions</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
	<p>Adverse impacts</p>	
	<p>Mitigating actions</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>Statutory duty: Prevention of Pollution to air, water, or land</p> <p>Consider how the proposal will change the likelihood of pollution occurring to air, water, or land and what steps will be taken to prevent pollution occurring.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Benefits</p>	
	<p>Enhancing actions</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
	<p>Adverse impacts</p>	
	<p>Mitigating actions</p>	

	Persistence of effects: <input type="checkbox"/> 1 year or less	<input type="checkbox"/> 1 – 5 years	<input type="checkbox"/> 5+ years
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Step 3: Action Plan

Use this section summarise and assign responsibility for any actions you have identified to improve data, enhance beneficial, or mitigate negative impacts. Actions identified in section two can be grouped together if named responsibility is under the same person.

This action plan should be updated at each stage of the project. Please be aware that the Sustainable City and Climate Change Service may use this action plan as an audit checklist during the project’s implementation or operation.

Enhancing / mitigating action required	Responsible Officer	Timescale

Step 4: Review

The Sustainable City and Climate Change Service need at least five working days to comment and feedback on your impact assessment. Assessments should only be marked as reviewed when they provide sufficient information for decision-makers on the environmental impact of the proposal.

Please seek feedback and review by emailing environmental.performance@bristol.gov.uk before final submission of your decision pathway documentation¹.

Where impacts identified in this assessment are deemed significant, they will be summarised here by the Sustainable City and Climate Change Service and must be included in the ‘evidence base’ section of the decision pathway cover sheet.

Summary of significant beneficial impacts and opportunities to support the Climate, Ecological and Corporate Strategies (ENV1,2,3,4):
Summary of significant adverse impacts and how they can be mitigated:

Environmental Performance Team Reviewer: Daniel Shelton	Submitting author: Gail Rogers
Date: 07/11/2023	Date: 07/11/2023

¹ Review by the Sustainable City and Climate Change Service confirms there is sufficient analysis for decision makers to consider the likely environmental impacts at this stage. This is not an endorsement or approval of the proposal.

Appendix G Goram Lockleaze Financial Summary

	30 year Loan £000	10 year Loan £000	
Estimated finance cost per year	57.57	114.61	
Estimated operational costs	1,284.77	1,284.77	
Estimated annual cost	1,342.34	1,399.38	
Cost per place	671.17	699.69	
Cost per place per week	12.91	13.46	
Average (top 10 placements)			
External placement avoided	1,123.20	1,123.20	Assumes 90% occupancy
Cost per place	561.60	561.60	
Cost per place per week	13.50	13.50	
Average (top 10 placements)			
NPV	£2,430.95	£2,300.33	based on 30 years
NPV - 10 year	-£1,767.11	-£2,232.00	based on 10 years
Target Cohort (Very high cost placements)			
External placement avoided	1,872.00	1,872.00	Assumes 90% occupancy
Cost per place	936.00	936.00	
Cost per place per week	22.50	22.50	
Target Cohort (Very high cost placements)			
NPV	£22,121.20	£10,178.85	based on 30 years
NPV - 10 year	£3,994.76	£2,367.67	based on 10 years



Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 23 January 2024

TITLE	Wrap Around Childcare – in Primary Schools and Academies		
Ward(s)	All wards		
Author: Deborah Brown	Job title: Project Lead / Free Entitlement Development Officer		
Cabinet lead: Cllr Craig Cheney Deputy Mayor City Economy, Finance and Performance	Executive Director lead: Stephen Peacock Chief Executive		
Proposal origin: Other			
Decision maker: Cabinet Member Decision forum: Cabinet			
Purpose of Report: To seek approval to accept and spend grant funding (£1.8M revenue + £170K capital) from the Department for Education (DfE) to support the creation / expansion of wrap around childcare places in Primary Schools and Academies.			
Evidence Base:			
Background			
<ol style="list-style-type: none"> 1. The Government has pledged to support working parents by providing set up funding for primary schools and academies to provide wrap around childcare. The need is identified by the DfE and no data for demand has been shared with local authorities to date. 2. With full wrap around childcare, the Government aspires that working parents will be able to return to work / find better jobs / extend their working hours, and travel to and from school, and so therefore support the economy. 3. The premise is that starting in Sept 2024 (and ending in March 2026), Schools and Academies will create wrap around childcare provision which parents pay for, developing a sustainable model by the time the funding expires in March 2026. 4. Wrap around childcare means the provision directly before and after the school day covering the hours of 0800-1800, during term time for school age children at the school they attend. Parents should not be required to pick up their children from school and drop them off at another location. Enrichment and extracurricular activities provided in schools and academies do not therefore meet the definition of Wrap around childcare. 			
Objectives and Scope for Wrap Around Childcare			
<ol style="list-style-type: none"> 5. Wrap around childcare should deliver provision that is child-centred, easily accessible, and responds to the needs of the families, including those of children with special educational needs and disabilities (SEND). 6. To have sufficient wrap around childcare places for children in Reception to Year 6 where parents need support, starting in Sept 2024. 7. To map the supply and demand of wrap around childcare places by the end of February 2024, planning for 			

the future sufficiency

8. To create new and expand existing wrap around childcare places by providing programme funding in 23/24, 24/25 and 25/26 (ending in March 2026) with a 'front loaded' amount of funding to enable rapid growth.
9. To signpost parents to providers of wrap around childcare
10. To promote Tax Free Childcare (TFC) and Universal Credit (UC) as a means for parents to pay for wrap around childcare time.
11. To share with internal stakeholders all relevant information to enable them to support families to understand the availability of wrap around childcare in Bristol.

Funding

12. The £1.8M will be paid to BCC over 3 financial years comprising 23/24 already received £18K, 24/25 = £1.2M and 25/26 = 570K
13. The funding will be allocated in a 'pump prime' model (i.e. much of it up front to negate set up costs) through the Early Years ('EY') Team. The EY Teams were specifically targeted by the DfE as they carry the statutory duty for childcare sufficiency up to the age of 14, even though this funding is for primary school aged children only (not early years children).
14. The allocation of the funding will be based on a needs assessment, where only areas showing parental demand are evidenced. Schools and Academies can make an application against a set of criteria (yet to be finalised but essentially; whether wrap around childcare is present or not, where demand is evidenced or not, where the school and academy present a sustainable model). The DfE are providing support for the criteria in Spring 2024. Funding will be allocated from April 2024 on an application basis and decided upon by a board comprised of EY Senior Leaders, HAF Project Management and Bristol Association of Neighbourhood Daycare (BAND).
15. The £170,474 capital grant funding (from a larger allocation of £825K, where the remaining £655K is for the expansion of childcare places in early years), will support with the provision of non-revenue purchases and will be allocated on an application basis and decided upon by a board comprised of EY Senior Leaders, HAF Project Management and Bristol Association of Neighbourhood Daycare (BAND).

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Note the acceptance of funding for the financial year 23/24 of £18k.
2. Authorises the Executive Director Children and Education in consultation with the Deputy Mayor and Cabinet Member for City Economy, Finance and Performance to take all steps required to accept and spend the grant funding allocations for 24/25 and 25/26 (including procuring and awarding contracts over £500k) necessary for the implementation of the programme up to March 2026, in-line with the maximum budget envelopes outlined in this report.

Corporate Strategy alignment:

1. Children and Young People Theme – where every child belongs and every child gets the best start in life (by being in working families and accessing safe and fun childcare experiences)
2. Economy and Skills – economic growth (where parents are able to return to work / work longer hours / achieve better employment)

City Benefits:

1. For children – quality and safe environment in which to prepare for and reflect on their school day.
2. For parents – flexible childcare which enables them to return to work / extend their working day / find a better job / travel to and from school; all with the security of knowing their child is cared for
3. For schools and academies – start up funding to improve the likelihood of establishing a sustainable wrap around childcare scheme
4. For Private Nurseries, Childminders, After School Clubs – the opportunity to be commissioned by a school or

- academy to deliver wrap around childcare
5. For BCC – additional funding to support the development of an area of education which has not had any financial support for 10 years +

Consultation Details:

None

Background Documents:

[Wraparound childcare: guidance for local authorities - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

[Wraparound childcare programme: S31 grant determination letter \(publishing.service.gov.uk\)](http://publishing.service.gov.uk)

[Childcare expansion capital grant funding - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

Revenue Cost	£1,822,744.15	Source of Revenue Funding	DfE Grant
Capital Cost	£170,474	Source of Capital Funding	DfE Grant
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice:

In March 2023, the government announced £289 million in funding over three FY, 2023- 24 to 2025-26, to ensure that all parents of primary school children who need it, are able to access wraparound childcare in their local area from 8am-6pm. On 27th October, allocations to LA's were published: Bristol's award is a maximum of: £1.823m and allocated over the three financial years as shown in the table below. Whilst the award is in the form of a non-ringfenced grant, expenditure is contingent upon the terms in the Memorandum of Understanding for the programme.

LA	FY 23-24	FY 24-25	FY 25-26 (Provisional)	Total
Bristol, City of	£18,641.54	£1,230,764.72	£573,307.89	£1,822,744.15

This activity is not expected to have any direct General Fund implications for the council, however support for this initiative will come from existing staffing and these are funded from general fund. These support costs will be recovered where eligible to do so, and all expenditure attributed to this scheme must be incurred within the conditions of grant.

Finance Business Partner: Travis Young, Finance Business Partner 1 December 2023

2. Legal Advice: The procurement process must be conducted in line with the 2015 Procurement Regulations and the Councils own procurement rules. Legal services will advise and assist officers with regard to the conduct of the procurement process and the resulting contractual arrangements.

Legal Team Leader: Husinara Jones – Solicitor/Team Manager 8 January 2024

3. Implications on IT: I can see no implications on IT in regard to this activity.

IT Team Leader: Alex Simpson – Lead Enterprise Architect 15 January 2024

4. HR Advice: The report is seeking approval to accept and spend grant funding from the DfE to support the creation and expansion of wrap around childcare places in Primary Schools and Academies. This request has no significant HR implications arising for Bristol City Council employees.

HR Partner: Lorna Lang, HR Business Partner 1 December 2023

EDM Sign-off	Reena Bhogal-Welsh	06 December 2023
Cabinet Member sign-off	Cllr Craig Cheney	11 December 2023
For Key Decisions - Mayor's Office sign-off	Mayor's Office	15 December 2023

Appendix A – Further essential background / detail on the proposal	NO
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	YES
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO

Decision Risk Assessment [Version 1.0]

Title of Report	Wrap Around Childcare
Report Author	Deborah Brown
Date of Completion	27/11/2023

Purpose of this risk assessment

Risk Management supports good corporate governance which in turn supports effective decision making and improved performance. Applying risk management processes will help strategic decision makers make informed decisions about of policy decisions and service delivery options.

Risk is the chance of something happening that will have an impact on achievement of the council’s aims or objectives. Risk can be both Positive Opportunities (for example, pursuing a grant or changing a way of working to increase efficiencies) and Negative Threats (such as the risk of financial loss or reputational damage to the council).

Risk management is the identification, evaluation, management and review of these opportunities or threats.

This risk assessment is intended to:

- Demonstrate that all significant risks related to the decision have been considered.
- Provides evidence that the decision maker has been provided with sufficient information about risks in terms of probability and impact
- Explain how the risks will be managed.

Guidance	<p>The assessment requires the report author to record ‘significant’ risks identified in relation to the decision.</p> <ul style="list-style-type: none"> •Section 1 – Threat Risks - Identify and record the threat risks in relation to taking the proposed recommendation(s) (including the risks of implementation), and the risks of not taking the recommended action. •Section 2 – Opportunity Risks - Identify and record the opportunity risks related to taking the proposed recommendation. <p>When identifying risks consider the type of risk – these can be related to finances, reputation, governance, technology, etc In addition, consider the actions and controls that serve to mitigate the risk or increase the opportunity.</p> <p>Please contact riskmanagement@bristol.gov.uk for further support.</p>
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Further risk management guidance can be found on the Source	https://bristolcouncil.sharepoint.com/sites/Corporate/SitePages/risk-management.aspx
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Threat Risks											Updates automatically		Updates automatically	
Risk Title	Risk Description	Key Causes	Key Consequences	Status Open / Closed	Risk Category	Key Mitigations	Current Risk Level				Monetary Impact of Risk £k	Council Risk Appetite for the risk type identified	Does the risk exceed the council's risk appetite?	Financial Risk Exposure
							Likelihood	Impact	Risk Rating	Risk Level				
Over allocation of project funding	More funding is promised than is available	Poor project management	Financial loss	Open	Financial Loss/Gain	Rigorous controls on allocation of funding Monthly monitoring of spend Clear maximum values for application	1	3	3	Minor	unknown at this time	Cautious	No	£0.00
Delay in funding from DfE	Funding is not given on time by Department for Education	Unforeseen capacity	Financial loss	Open	Financial Loss/Gain	Tolerance - explain to schools and academies about delays	1	3	3	Minor	unknown at this time	Cautious	No	£0.00
Change of Government	General Election in 2024, midway through largest funding allocation could result in change of plans if a new government is formed	Unforeseen Circumstances	Financial loss	Open	Financial Loss/Gain	Terminate project as unsustainable by BCC if no DfE funding available	1	5	5	Medium	unknown at this time	Cautious	Yes	£0.00

£0.00

Opportunity Risks												
Opportunity Risk Title	Risk Risk Description	Key Causes	Key Consequence	Status Open / Closed	Risk Category	Key Mitigations	Current Risk Level				Monetary Impact of Risk	Financial Opportunity Exposure
							Likelihood	Impact	Risk Rating	Risk Level	£k	
Introducing or expanding WAC could affect Independent Childminders	Bristol has 300 childminders, many of whom already offer WAC. This focus on schools could affect their income	Implementation of new way of working	Bringing WAC 'in house' to schools could limit the business available to childminders in the city	Open	Financial Loss/Gain	Seek to establish opportunities for childminders to work with schools and academies to offer WAC, rather than taking place on site Work with Childminding Support Lead to engage with childminders	2	3	6	Medium	Unknown at this time	£0.00
Use of private Wrap Around Childcare	Schools and Academies may commission existing private WAC providers (e.g. Shine After School Club) to meet this request	Implementation of new way of working	Schools and academies could be contracted into an agreement beyond the life of the funding, or the private WAC provider could increase their prices once the funding is finished	Open	Financial Loss/Gain	Make it a criteria of the funding allocation that no Private WAC provider can contract a school or academy for longer than March 26	1	1	1	Minor	Unknown at this time	£0.00
WAC could cease after funding ends	Schools and Academies could cease their Wrap Around Childcare after March 2026	End of funding	Schools and Academies end their wrap around childcare places and parents are left with no support, which could also affect their employment.	Open	Reputation	Make it a criteria of the funding allocation that long term sustainable proposals only will be considered.	1	3	3	Minor	Unknown at this time	£0.00

£0.00

Threat Risks	
Number of Open Risks	3
CRITICAL	0
HIGH	0
MEDIUM	1
LOW	0
Cost Risk Exposure	£0.00
Number of risks exceeding risk appetite	1
Number of risks within risk appetite	2

Opportunity Risks	
Number of Open Risks	3
SIGNIFICANT	0
HIGH	0
MEDIUM	1
LOW	0
Cost Opportunity Exposure	£0.00

LIKELIHOOD AND IMPACT RISK RATING SCORING CRITERIA

Likelihood Guidance

Likelihood	Likelihood Ratings 1 to 4			
	1	2	3	4
Description	Might happen on rare occasions.	Will possibly happen, possibly on several occasions.	Will probably happen, possibly at regular intervals.	Likely to happen, possibly frequently.
Numerical Likelihood	Less than 10%	Less than 50%	50% or more	75% or more

Severity of Impact Guidance (Risk to be assessed against all of the Categories, and the highest score used in the matrix).

Impact Category	Impact Levels 1 to 7			
	1	3	5	7
Service provision	Very limited effect (positive or negative) on service provision. Impact can be managed within normal working arrangements.	Noticeable and significant effect (positive or negative) on service provision. Effect may require some additional resource, but manageable in a reasonable time frame.	Severe effect on service provision or a Corporate Strategic Plan priority area. Effect may require considerable /additional resource but will not require a major strategy change.	Extremely severe service disruption. Significant customer opposition. Legal action. Effect could not be managed within a reasonable time frame or by a short-term allocation of resources and may require major strategy changes. The Council risks 'special measures'. Officer / Member forced to resign.
Communities	Minimal impact on community.	Noticeable (positive or negative) impact on the community or a more manageable impact on a smaller number of vulnerable groups / individuals which is not likely to last more than six months.	A more severe but manageable impact (positive or negative) on a significant number of vulnerable groups / individuals which is not likely to last more than twelve months.	A lasting and noticeable impact on a significant number of vulnerable groups / individuals.
Environmental	No effect (positive or negative) on the natural and built environment.	Short term effect (positive or negative) on the natural and or built environment.	Serious local discharge of pollutant or source of community annoyance that requires remedial action.	Lasting effect on the natural and or built environment.
Financial Loss / Gain	Under £0.5m	Between £0.5m - £3m	Between £3m - £5m	More than £5m
Fraud & Corruption Loss	Under £50k	Between £50k - £100k	Between £100k - £1m	More than £1m
Legal	No significant legal implications or action is anticipated.	Tribunal / BCC legal team involvement required (potential for claim).	Criminal prosecution anticipated and / or civil litigation.	Criminal prosecution anticipated and or civil litigation (> 1 person).
Personal Safety	Minor injury to citizens or colleagues.	Significant injury or ill health of citizens or colleagues causing short-term disability / absence from work.	Major injury or ill health of citizens or colleagues may result in. long term disability / absence from work.	Death of citizen(s) or colleague(s). Significant long-term disability / absence from work.
Programme / Project Management <i>(Including developing commercial enterprises)</i>	Minor delays and/or budget overspend but can be brought back on schedule with this project stage. No threat to delivery of the project on time and to budget and no threat to identified benefits / outcomes.	Slippage causes significant delay to delivery of key project milestones, and/or budget overspends. No threat to overall delivery of the project and the identified benefits / outcomes.	Slippage causes significant delay to delivery of key project milestones; and/or major budget overspends. Major threat to delivery of the project on time and to budget, and achievement of one or more benefits / outcomes.	Significant issues threaten delivery of the entire project. Could lead to project being cancelled or put on hold.
Reputation	Minimal and transient loss of public or partner trust. Contained within the individual service.	Significant public or partner interest although limited potential for enhancement of, or damage to, reputation. Dissatisfaction reported through council complaints procedure but contained within the council. Local MP involvement. Some local media/social media interest.	Serious potential for enhancement of, or damage to, reputation and the willingness of other parties to collaborate or do business with the council. Dissatisfaction regularly reported through council complaints procedure. Higher levels of local or national interest. Higher levels of local media / social media interest.	Highly significant potential for enhancement of, or damage to, reputation and the willingness of other parties to collaborate or do business with the council. Intense local, national and potentially international media attention. Viral social media or online pick-up. Public enquiry or poor external assessor report.

Equality Impact Assessment [version 2.12]



Title: Wrap Around Childcare	
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input checked="" type="checkbox"/> Service <input type="checkbox"/> Other [please state]	<input checked="" type="checkbox"/> New <input type="checkbox"/> Already exists / review <input type="checkbox"/> Changing
Directorate: Children and Education	Lead Officer name: Deborah Brown
Service Area: Early Years	Lead Officer role: Lead for Wrap Around Childcare / Free Entitlement Development Officer

Step 1: What do we want to do?

The purpose of an Equality Impact Assessment is to assist decision makers in understanding the impact of proposals as part of their duties under the Equality Act 2010. Detailed guidance to support completion can be found here [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#).

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the [Equality and Inclusion Team](#) early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use plain English, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

The introduction of 'Wrap Around Childcare' is childcare provision directly before and after the school day, during term time only and for primary school age children (0800-1800). This is a Department for Education initiative to support working parents with childcare across England. The aim is that by March 2026, all primary schools and academies should have wrap around childcare where demand is needed, to enable parents to take up employment / extend employment hours and includes travel time to and from their child's school/academy. BCC will provide funding (£1.8M) to schools and academies to cover the creation or expansion of existing wrap around childcare in a variety of delivery methods (e.g. on school sites, through childminders, through private nursery provision). Schools / Academies will submit applications and funding awarded where a) demand is evidenced, b) a full and sustainable plan is agreed. Funding will only be available until March 2026, when the school/academy should have a sustainable model up and running. Funding will be 'front loaded' so that rapid growth can take place in terms of wrap around childcare places.

Although being led by Early Years (due to the sufficiency duty managed by the team to ensure sufficient childcare up to the age of 14 years old), this is exclusively to provide wrap around childcare places for primary aged children.

1.2 Who will the proposal have the potential to affect?

<input checked="" type="checkbox"/> Bristol City Council workforce	<input checked="" type="checkbox"/> Service users	<input checked="" type="checkbox"/> The wider community
<input type="checkbox"/> Commissioned services	<input checked="" type="checkbox"/> City partners / Stakeholder organisations	
Additional comments:		

1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If 'No' explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by Equality and Inclusion Team.

If 'Yes' complete the rest of this assessment, or if you plan to complete the assessment at a later stage please state this clearly here and request review by the Equality and Inclusion Team.

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	[please select]
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Step 2: What information do we have?

2.1 What data or evidence is there which tells us who is, or could be affected?

Please use this section to demonstrate an understanding of who could be affected by the proposal. Include general population data where appropriate, and information about people who will be affected with particular reference to protected and other relevant characteristics: [How we measure equality and diversity \(bristol.gov.uk\)](http://bristol.gov.uk)

Use one row for each evidence source and say which characteristic(s) it relates to. You can include a mix of qualitative and quantitative data e.g. from national or local research, available data or previous consultations and engagement activities.

Outline whether there is any over or under representation of equality groups within relevant services - don't forget to benchmark to the local population where appropriate. Links to available data and reports are here [Data, statistics and intelligence \(sharepoint.com\)](http://sharepoint.com). See also: [Bristol Open Data \(Quality of Life, Census etc.\)](#); [Joint Strategic Needs Assessment \(JSNA\)](#); [Ward Statistical Profiles](#).

For workforce / management of change proposals you will need to look at the diversity of the affected teams using available evidence such as [HR Analytics: Power BI Reports \(sharepoint.com\)](http://sharepoint.com) which shows the diversity profile of council teams and service areas. Identify any over or under-representation compared with Bristol economically active citizens for different characteristics. Additional sources of useful workforce evidence include the [Employee Staff Survey Report](#) and [Stress Risk Assessment](#)

Data / Evidence Source [Include a reference where known]	Summary of what this tells us
Census 2021	35.2% of Bristol population were economically inactive – wrap around childcare is aimed at working parents. Of this, 14.5% are retired so unlikely to using primary schools for their children, which leaves 20.7% of over 16s who are not the target of this project. They are not excluded as those seeking employment and claiming benefits can use Universal Credit to pay for wrap around childcare.
Census 2021	Of the 67.5% of the population who were economically active, 10.4% work less than 16 hours a week. Eligibility for Tax Free Childcare is a minimum of 16 hours income at minimum wage, meaning that those who are employed and not on

Data / Evidence Source [Include a reference where known]	Summary of what this tells us
	Universal Credit, nor eligible for Tax Free Childcare, will get no government support with the costs of wrap around childcare.
Bristol Key Facts 2021	There is a 2.3% rise in employment levels in Bristol (Sept 21 compared to Dec 21) which shows that more citizens are gaining employment and will have a need for wrap around childcare if they have primary school aged children.
Women's Budget Group - 2023 https://wbg.org.uk/analysis/uk-policy-briefings/spring-budget-2023-gender-and-early-education-and-childcare/	An estimated 1.7M women are prevented from taking on more hours of paid work due to childcare issues
Universal Credit / Gov's Back to Work schemes https://www.gov.uk/government/publications/jobseekers-allowance-back-to-work-schemes/universal-credit	The DWP is encouraging parents to return to work by removing barriers and providing financial support. In July 23 the implemented a monthly advance for childcare costs for parents on UC to enable them to start nursery (where payment is often required up front).
Additional comments:	

2.2 Do you currently monitor relevant activity by the following protected characteristics?

<input type="checkbox"/> Age	<input type="checkbox"/> Disability	<input type="checkbox"/> Gender Reassignment
<input type="checkbox"/> Marriage and Civil Partnership	<input type="checkbox"/> Pregnancy/Maternity	<input type="checkbox"/> Race
<input type="checkbox"/> Religion or Belief	<input type="checkbox"/> Sex	<input type="checkbox"/> Sexual Orientation

2.3 Are there any gaps in the evidence base?

Where there are gaps in the evidence, or you don't have enough information about some equality groups, include an equality action to find out in section 4.2 below. This doesn't mean that you can't complete the assessment without the information, but you need to follow up the action and if necessary, review the assessment later. If you are unable to fill in the gaps, then state this clearly with a justification.

For workforce related proposals all relevant characteristics may not be included in HR diversity reporting (e.g. pregnancy/maternity). For smaller teams diversity data may be redacted. A high proportion of not known/not disclosed may require an action to address under-reporting.

There are no current records about the take up of wrap around childcare on a city wide basis, so sadly there is no evidence to show the levels of diversity of a) the children attending or b) the working status of their families.
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2.4 How have you involved communities and groups that could be affected?

You will nearly always need to involve and consult with internal and external stakeholders during your assessment. The extent of the engagement will depend on the nature of the proposal or change. This should usually include individuals and groups representing different relevant protected characteristics. Please include details of any completed engagement and consultation and how representative this had been of Bristol's diverse communities.

Include the main findings of any engagement and consultation in Section 2.1 above.

If you are managing a workforce change process or restructure please refer to [Managing a change process or restructure \(sharepoint.com\)](#) for advice on consulting with employees etc. Relevant stakeholders for engagement about workforce changes may include e.g. staff-led groups and trades unions as well as affected staff.

Schools and Academies were not consulted by the Department for Education before the Chancellor announced in Spring 2023 of the project's intention, however BCC will engage with the sector regularly throughout the project.

Similarly with parents and carers in Bristol, no previous consultation has been carried out to assess demand for wrap around childcare, but will be a key piece of evidence as part of this project. It will be ensured that engagement and access to the support is accessible for all – including making accessibility adjustments for Disabled people / people with English as a second language.

2.5 How will engagement with stakeholders continue?

Explain how you will continue to engage with stakeholders throughout the course of planning and delivery. Please describe where more engagement and consultation is required and set out how you intend to undertake it. Include any targeted work to seek the views of under-represented groups. If you do not intend to undertake it, please set out your justification. You can ask the Equality and Inclusion Team for help in targeting particular groups.

Regular webinars for providers and surveys for parents will be carried out. Anecdotal evidence from parents and carers will also be fed back via schools and academies.

Step 3: Who might the proposal impact?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered above and the characteristics protected by the Equality Act 2010. Also include details of existing issues for particular groups that you are aware of and are seeking to address or mitigate through this proposal. See detailed guidance documents for advice on identifying potential impacts etc. [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](https://sharepoint.com)

3.1 Does the proposal have any potentially adverse impacts on people based on their protected or other relevant characteristics?

Consider sub-categories and how people with combined characteristics (e.g. young women) might have particular needs or experience particular kinds of disadvantage.

Where mitigations indicate a follow-on action, include this in the 'Action Plan' Section 4.2 below.

GENERAL COMMENTS (highlight any potential issues that might impact all or many groups)	
PROTECTED CHARACTERISTICS	
Age: Young People	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	This scheme will impact children as they will be primary service users. Primary school aged children could be in school for a longer period of time
Mitigations:	Schools and academies will be responsible for managing the needs to children and letting parents know if there are coping issues with children in wrap around childcare for long periods of time.
Age: Older People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Disability	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Disabled children could be disproportionately impacted if the childcare was not fit for their needs
Mitigations:	It will be ensured that the schools ensure childcare is fit for Disabled children, including any access requirements

Sex	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	More women care for children than men and have had their career progression hindered by childcare
Mitigations:	Promotion with major employers to get more women into the work place by highlighting the wrap around childcare option
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Gender reassignment	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Race	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Religion or Belief	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
OTHER RELEVANT CHARACTERISTICS	
Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	This initiative is aimed to support working parents. Whilst this may encourage some non-working parents to return to work, it may also make non-working parents feel that there is support for employed parents only.
Mitigations:	Plug the childcare element of Universal Credit!
Carers	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Other groups [Please add additional rows below to detail the impact for any other relevant groups as appropriate e.g. asylum seekers and refugees; care experienced; homelessness; armed forces personnel and veterans]	
Potential impacts:	
Mitigations:	

3.2 Does the proposal create any benefits for people based on their protected or other relevant characteristics?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our [Public Sector Equality Duty](#) to:

- ✓ Eliminate unlawful discrimination for a protected group
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't
- ✓ Foster good relations between people who share a protected characteristic and those who don't

It can provide support for women who have been disproportionately impacted by lack of childcare / unaffordability of childcare. It will also support those from lower socio-economic backgrounds

Step 4: Impact

4.1 How has the equality impact assessment informed or changed the proposal?

What are the main conclusions of this assessment? Use this section to provide an overview of your findings. This summary can be included in decision pathway reports etc.

If you have identified any significant negative impacts which cannot be mitigated, provide a justification showing how the proposal is proportionate, necessary, and appropriate despite this.

Summary of significant negative impacts and how they can be mitigated or justified:
None
Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:
This is a wonderful opportunity to support women to return to work / gain additional hours of employment, whether they are returning to work with the support of UC or using the Tax Free Childcare system when from a household where all parents are working.

4.2 Action Plan

Use this section to set out any actions you have identified to improve data, mitigate issues, or maximise opportunities etc. If an action is to meet the needs of a particular protected group please specify this.

Improvement / action required	Responsible Officer	Timescale
Continued assessment of child's well being if in wrap around childcare every morning and afternoon every day	Deborah Brown	Ongoing

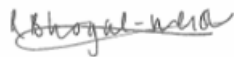
4.3 How will the impact of your proposal and actions be measured?

How will you know if you have been successful? Once the activity has been implemented this equality impact assessment should be periodically reviewed to make sure your changes have been effective your approach is still appropriate.

A count of wrap around childcare places will be measured citywide and the take up of wrap around childcare places to show sufficiency levels in each childcare sufficiency assessment.
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Step 5: Review

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the [Equality and Inclusion Team](#) before requesting sign off from your Director¹.

Equality and Inclusion Team Review: Reviewed by Equality and Inclusion Team	Director Sign-Off: Reena Bhogal-Welsh 
Date: 30/11/2023	Date: 4/12/23

¹ Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.



Environmental Impact Assessment [version 1.0]

Proposal title: Wrap Around Childcare		
Project stage and type: <input checked="" type="checkbox"/> Initial Idea Mandate <input type="checkbox"/> Outline Business Case <input type="checkbox"/> Full Business Case		
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input checked="" type="checkbox"/> Service <input type="checkbox"/> Other [please state]	<input checked="" type="checkbox"/> New <input type="checkbox"/> Already exists / review	<input type="checkbox"/> Changing
Directorate: Children and Education		Lead Officer name: Deborah Brown
Service Area: Early Years		Lead Officer role: Project Lead

Step 1: What do we want to do?

The purpose of this Environmental Impact Assessment is to help you develop your proposal in a way that is compliant with the council’s policies and supports the council’s strategic objectives under the [One City Climate Strategy](#), the [One City Ecological Emergency Strategy](#) and the latest [Corporate Strategy](#).

This assessment should be started at the beginning of the project proposal process by someone with a good knowledge of the project, the service area that will deliver it, and sufficient influence over the proposal to make changes as needed.

It is good practice to take a team approach to completing the Environmental Impact Assessment. See further [guidance](#) on completing this document. Please email environmental.performance@bristol.gov.uk early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Please use plain English, avoiding jargon and acronyms.

The introduction of ‘Wrap Around Childcare’ is childcare provision directly before and after the school day, during term time only and for primary school age children (0800-1800). This is a Department for Education initiative to support working parents with childcare across England. The aim is that by March 2026, all primary schools and academies should have wrap around childcare where demand is needed, to enable parents to take up employment / extend employment hours and includes travel time to and from their child’s school/academy. BCC will provide funding (£1.8M) to schools and academies to cover the creation or expansion of existing wrap around childcare in a variety of delivery methods (e.g. on school sites, through childminders, through private nursery provision). Schools / Academies will submit applications and funding awarded where a) demand is evidenced, b) a full and sustainable plan is agreed. Funding will only be available until March 2026, when the school/academy should have a sustainable model up and running. Funding will be ‘front loaded’ so that rapid growth can take place in terms of wrap around childcare places.

Although being led by Early Years (due to the sufficiency duty managed by the team to ensure sufficient childcare up to the age of 14 years old), this is exclusively to provide wrap around childcare places for primary aged children.

1.2 Will the proposal have an environmental impact?

Could the proposal have either a positive or negative effects for the environment now or in the future? If ‘No’ explain why you are sure there will be no environmental impact, then skip steps 2-3 and request review by sending this form to environmental.performance@bristol.gov.uk

If ‘Yes’ complete the rest of this assessment.

<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No	[please select]
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- The majority of provision (if not all) will be on the same site of the school or academy and parents are already travelling to school for their child’s primary education, there will not be any additional travel / pollution etc.
- We are not providing capital grant funding (only start up funding for staff training etc) so no ‘building’ work will be completed which could have an environmental impact.
- Additional waste will be minimal as many children will be using existing resources, already provided by the school

1.3 If the proposal is part of an options appraisal, has the environmental impact of each option been assessed and included in the recommendation-making process?

If ‘Yes’ please ensure that the details of the environmental impacts of each option are made clear in the pros and cons section of the [project management options appraisal document](#).

Yes No Not applicable [please select]

If ‘No’ explain why environmental impacts have not been considered as part of the options appraisal process.

Step 2: What kinds of environmental impacts might the project have?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered. See detailed [guidance documents](#) for advice on identifying potential impacts.

Does the proposal create any benefits for the environment, or have any adverse impacts?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our corporate environmental objectives and the wider [One City Climate and Ecological Emergency strategies](#).

Consider how the proposal creates environmental impacts in the following categories, both now and in the future. **Reasonable efforts should be made to quantify stated benefit or adverse impacts wherever possible.**

Where the proposal is likely to have a beneficial impact, consider what actions would enhance those impacts. Where the proposal is likely to have a harmful impact, consider whether actions would mitigate these impacts.

Enhancements or mitigation actions are only required when there is a likely impact identified. Remember that where enhancements or mitigation actions are listed, they should be assigned to staff and appropriately resourced.

GENERAL COMMENTS (highlight any potential issues that might impact all or many categories)		
ENV1 Carbon neutral: Emissions of climate changing gases	Benefits	
BCC has committed to achieving net zero emissions for its direct activities by 2025, and to support the city		

<p>in achieving net zero by 2030.</p> <p>Will the proposal involve transport, or the use of energy in buildings? Will the proposal involve the purchase of goods or services? If the answer is yes to either of these questions, there will be a carbon impact.</p> <p>Consider the scale and timeframe of the impact, particularly if the proposal will lead to ongoing emissions beyond the 2025 and 2030 target dates.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Enhancing actions</p>	
	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>	
	<p>Adverse impacts</p>	
	<p>Mitigating actions</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>ENV2 Ecological recovery: Wildlife and habitats</p> <p>BCC has committed to 30% of its land being managed for nature and to halve its use of pesticides by 2030.</p> <p>Consider how your proposal can support increased space for nature, reduced use of pesticides, reduce pollution to waterways, and reduce consumption of products that undermine ecosystems around the world.</p> <p>If your proposal will directly lead to a reduction in habitat within Bristol, then consider how your proposed mitigation can lead to a biodiversity net gain. Be sure to refer to quantifiable changes wherever possible.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Benefits</p>	
	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>	
	<p>Enhancing actions</p>	
	<p>Adverse impacts</p>	
<p>Mitigating actions</p>		
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		

<p>ENV3 A cleaner, low-waste city: Consumption of resources and generation of waste</p> <p>Consider what resources will be used as a result of the proposal, how they can be minimised or swapped for less impactful ones, where they will be sourced from, and what will happen to any waste generated</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	Benefits	
	Enhancing actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
	Adverse impacts	
	Mitigating actions	
Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years		
<p>ENV4 Climate resilience: Bristol's resilience to the effects of climate change</p> <p>Bristol's climate is already changing, and increasingly frequent instances of extreme weather will become more likely over time.</p> <p>Consider how the proposal will perform during periods of extreme weather (particularly heat and flooding).</p> <p>Consider if the proposal will reduce or increase risk to people and assets during extreme weather events.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	Benefits	
	Enhancing actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
	Adverse impacts	
	Mitigating actions	
Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years		

<p>Statutory duty: Prevention of Pollution to air, water, or land</p> <p>Consider how the proposal will change the likelihood of pollution occurring to air, water, or land and what steps will be taken to prevent pollution occurring.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	Benefits	
	Enhancing actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
	Adverse impacts	
	Mitigating actions	
Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years		

Step 3: Action Plan

Use this section summarise and assign responsibility for any actions you have identified to improve data, enhance beneficial, or mitigate negative impacts. Actions identified in section two can be grouped together if named responsibility is under the same person.

This action plan should be updated at each stage of the project. Please be aware that the Sustainable City and Climate Change Service may use this action plan as an audit checklist during the project’s implementation or operation.

Enhancing / mitigating action required	Responsible Officer	Timescale

Step 4: Review

The Sustainable City and Climate Change Service need at least five working days to comment and feedback on your impact assessment. Assessments should only be marked as reviewed when they provide sufficient information for decision-makers on the environmental impact of the proposal.

Please seek feedback and review by emailing environmental.performance@bristol.gov.uk before final submission of your decision pathway documentation¹.

¹ Review by the Sustainable City and Climate Change Service confirms there is sufficient analysis for decision makers to consider the likely environmental impacts at this stage. This does not an endorsement or approval of the proposal.

Where impacts identified in this assessment are deemed significant, they will be summarised here by the Sustainable City and Climate Change Service and must be included in the 'evidence base' section of the decision pathway cover sheet.

Summary of significant beneficial impacts and opportunities to support the Climate, Ecological and Corporate Strategies (ENV1,2,3,4):
Summary of significant adverse impacts and how they can be mitigated:

Environmental Performance Team Reviewer:	Submitting author:
Daniel Shelton	Deborah Brown
Date:	Date:
06/12/23	06/12/23

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 23 January 2024

TITLE	Increasing allocation for Bristol’s Smoking Cessation Service (Stopping the Start: a new smokefree generation funding)		
Ward(s)	City wide		
Author: Sally Hogg		Job title: Consultant in Public Health	
Cabinet lead: Cllr Ellie King, Cabinet Member for Public Health and Communities		Executive Director lead: Hugh Evans, Executive Director Adults and Communities	
Proposal origin: BCC Staff			
Decision maker: Cabinet Member Decision forum: Cabinet			
Purpose of Report: To seek approval to accept and spend additional funding in relation to Bristol’s Smoking Cessation Service.			
Evidence Base:			
<ol style="list-style-type: none"> 1. In October 2023 the Department for Health and Social Care published a command paper detailing a package of measures that will reduce the harms caused by smoking and prevent ill-health, disability and death. This includes plans to create the first smokefree generation, increasing support for existing smokers to quit smoking, and taking action to tackle vaping amongst young people. The Government’s proposals will help achieve the national ambition of a smokefree England by 2030 and protect children and young people from developing a nicotine addiction. 2. As part of this package of measures, increased funding has been announced for local authority-commissioned smoking cessation services. The funding will be delivered through a new Section 31 grant, over five financial years from 2024 -2025 to 2028 -2029. The funding will be ringfenced for the purposes of local authority-led stop smoking services. 3. Bristol City Council currently spends around £455k on Stop Smoking and Tobacco Control. This includes Quit Services, Nicotine Replacement Therapy (NRT) costs, tobacco control and commissioning costs. 4. The new funding allocation for Bristol is £742,043 per year. 5. Local authorities will be required to meet specific criteria to be eligible for the additional funding. The funding figures listed in the schedule are therefore indicative of the maximum amount of funding each area will be able to receive from the grant by meeting all the eligible criteria. 6. The eligibility criteria are as follows: <ol style="list-style-type: none"> a) To receive the funding local authorities must maintain their existing spend on stop smoking services, as of Quarter 2 in 2022 -2023 throughout the whole grant period. b) Local authorities must also maintain compliance with the reporting requirements for expenditure related to the stop smoking service by submitting quarterly reports to NHS Digital. 			

7. Detailed funding criteria will be communicated to local authorities through the formal grant agreement process.
8. There will be some flexibility for the funding to support wider tobacco and youth vaping control efforts, such as local awareness raising campaigns, to provide more flexibility at the local level. However, the majority of the funding is required to be focused on smoking cessation. Bristol City Council Public Health team work closely with schools and their wider communities to address youth smoking and vaping in a whole-school evidence-based manner via the Healthy Schools programme. This includes information for local policy and leadership, lesson planning, behaviour management and clear pathways for further support. Prevalence of youth vaping is newly measured within the Bristol Pupil Voice survey which amasses data from schools across the city; and findings are used to target activity as appropriate. Bespoke training on vaping is available to schools and partners for free and has recently been delivered to School Nurses across BNSSG. Bristol Public Health also fund specific enforcement work focussing on youth vaping from local Trading Standards, who host a dedicated regional Trading Standards post. Bristol Tobacco Control colleagues work closely with BNSSG partners and regional South West counterparts to maintain an understanding and awareness of youth vaping intelligence, guidance and interventions.
9. Note that the approvals within this report supersede the previous Cabinet decision taken in July 2023 which were to not renew the current contract with the incumbent provider in order to commission a new service, to address new developments in smoking cessation and tobacco control. The funding that has since been announced in Autumn 2023 local authority is unprecedented and public health teams were not forewarned. As a result of this new funding allocation a compliant contract extension/variation with the incumbent provider will be implemented to allow for the time required to design a new smoking cessation service of higher value and greater complexity.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Note the new annual allocation of funding for local authority smoking cessation services, of up to £742,043 per year from 1st April 2024 until 31st March 2029.
2. Authorise the Executive Director for Adults and Communities in consultation with the Director of Public Health and the Cabinet Member for Public Health and Communities City to accept and spend the funding including to procure and award contracts in relation to smoking cessation services as outlined in this report.
3. Authorise the Head of Strategic Procurement & Supplier Relations to approve appropriate procurement routes to market where these are not yet fully defined in this report, or if changes to procurement routes are subsequently required.
4. Note that the approvals within this report supersede the previous Cabinet decision taken in July 2023, prior to notification of additional funding and enable a compliant contract extension/variation to allow for design of higher value services to reflect the additional funding.

Corporate Strategy alignment:

1. Theme 4 (wellbeing) of the Bristol City Council Corporate Strategy 2022-2027 describes an ambition to tackling health inequalities, focusing on preventative and early intervention approaches that are person-centred and rooted in communities. Tobacco addiction remains the single biggest cause of premature death in Bristol, the largest lifestyle driver of inequalities in health and the leading modifiable risk factor for poor pregnancy outcomes.
2. The One City Plan contains ambitions to give children the best start in life, to help residents live long and healthy lives, and reduce health inequalities. The evidence base for smoking cessation interventions directly supporting

each of these goals is robust and substantial.

City Benefits:

1. This proposal ensures the expanded provision of smoking cessation services focussing upon the communities in Bristol who are at the highest risk of poor health outcomes and health inequalities in Bristol.
2. Tobacco is the one of the most preventable causes of ill health, disability and death, responsible for 1,300 deaths in Bristol each year.
3. Total costs of smoking in Bristol are £227.9million every year, accrued across healthcare costs, social care costs, fire service costs, and lost productivity.
4. Three-quarters of current smokers would never have started if they had the choice again, and there is strong public support for action: 77% of adults in England support government action to limit smoking or think the government should do more.

Consultation Details:

1. Future consultation will include strategic leads, practitioners and service users of local partner organisations including local BNSSG Integrated Care Board, North Somerset Council, South Gloucestershire Council and strategic leads at the Office for Health Improvements and Disparities. The resulting recommendations will be incorporated in any decision around spend of the funding allocation.

Background Documents:

1. [Stopping the start: our new plan to create a smokefree generation - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/stopping-the-start-our-new-plan-to-create-a-smokefree-generation)
2. [Health Policy - ASH](#)
3. [Facts at a Glance - ASH](#)
4. [Smoking, Pregnancy and Fertility - ASH](#)
5. [Smoking and mental health | RCP London](#)
6. [Quality of life in Bristol](#)
7. [NHS Long Term Plan » Online version of the NHS Long Term Plan](#)
8. [Smokers urged to swap cigarettes for vapes in world first scheme - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/smokers-urged-to-swap-cigarettes-for-vapes-in-world-first-scheme)
9. [Cabinet Paper Targeted Smoking Cessation 4.7.23 FINAL.pdf \(bristol.gov.uk\)](#)

Revenue Cost	£742,043	Source of Revenue Funding	Section 31 funding from DHSC.
Capital Cost	£0	Source of Capital Funding	N/A
One off cost <input type="checkbox"/>	Ongoing cost <input checked="" type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice: This report follows on from the July 2023 report to Cabinet and seeks authority to accept a revised allocation of funding for local authority smoking cessation services and to procure and award contracted smoking cessation services, in line with this new funding agreement. The funding allocation is now confirmed at £742,043 for 2024/25. This new funding is in addition to the current Public Health grant allocations. This funding will continue until 2028/29 but payment will be based in future years on a 3-year average rate of smoking numbers so could vary. To receive the funding, the council needs to maintain its existing spending levels on stop smoking services. There will be no additional costs to the Council.

Finance Business Partner: Denise Hunt, Finance Business Partner, 9 November 2023

2. Legal Advice: The procurement process must be conducted in line with the 2015 Procurement Regulations and the Councils own procurement rules. Legal services will advise and assist officers with regard to the conduct of the procurement process and the resulting contractual arrangements.

Legal Team Leader: Husinara Jones, Team Manager/Solicitor, 8 January 2024

3. Implications on IT: I can see no implications on IT in regard to this activity.

IT Team Leader: Alex Simpson, Lead Enterprise Architect, 8 November 2023
4. HR Advice: The report is seeking permission to accept additional Stopping the Start (smoking cessation) funding and delegated authority to procure and to award contract services in line with the funding agreement. There are no significant HR implications arising from this report for Bristol City Council employees.
HR Partner: Lorna Laing, HR Business Partner, 6 November 2023

EDM Sign-off	Hugh Evans, Executive Director Adults and Communities	22 November 2023
Cabinet Member sign-off	Cllr Ellie King, Cabinet Member for Public Health and Communities.	30 November 2023
For Key Decisions - Mayor's Office sign-off	Mayor's Office	20 December 2023

Appendix A – Further essential background / detail on the proposal	NO
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	No
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO

Equality Impact Assessment [version 2.12]



Title: Bristol's Targeted Smoking Cessation Service - Commissioning	
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input checked="" type="checkbox"/> Service <input type="checkbox"/> Other [please state]	<input type="checkbox"/> New <input type="checkbox"/> Already exists / review <input checked="" type="checkbox"/> Changing
Directorate: Adults, Children, Education and Public Health	Lead Officer name: Jennifer Davies
Service Area: Public Health	Lead Officer role: Tobacco Control Lead and Senior Public Health Specialist

Step 1: What do we want to do?

The purpose of an Equality Impact Assessment is to assist decision makers in understanding the impact of proposals as part of their duties under the Equality Act 2010. Detailed guidance to support completion can be found here [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#).

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the [Equality and Inclusion Team](#) early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use plain English, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

The proposal is to allow Bristol City Council to accept the newly allocated funding for local authority smoking cessation services which is newly offered by the Department of Health and Social Care as part of the 'Stopping the Start' command paper. The proposal also seeks cabinet approval to grant delegated authority to procure and to award contract services in line with the funding agreement.

This proposal ensures the expanded provision of smoking cessation services focussing upon the communities in Bristol who are at the highest risk of poor health outcomes and health inequalities in Bristol.

- Tobacco is the one of the most preventable causes of ill health, disability and death, responsible for 1,300 deaths in Bristol each year.
- Total costs of smoking in Bristol are £227.9million every year, accrued across healthcare costs, social care costs, fire service costs, and lost productivity.
- Three-quarters of current smokers would never have started if they had the choice again, and there is strong public support for action: 77% of adults in England support government action to limit smoking or think the government should do more.

The theory of 'proportionate universalism' will be applied to this programme of work, whereby the relative intensity of the resource application is directly informed by the relative need of the populations targeted. All Bristol residents who smoke will be able to access some level of smoking cessation support or information.

Smoking cessation services will offer target provision to the following high priority groups: pregnant women and those with young families, people from high smoking prevalence wards (typically strongly associated with wards with the highest deprivation), people from Black, Asian and Minoritised Ethnic communities, people referred via NHS health check or Serious Mental Illness physical examinations, and people with long term conditions. The

service will adapt its targeted approach in response to changing population needs and changing healthcare provision.

Communities will be engaged early on and will be closely involved in the design and delivery of smoking cessation interventions, ensuring that this work is appropriate, accessible, and helpful for the people we are trying to support.

1.2 Who will the proposal have the potential to affect?

<input checked="" type="checkbox"/> Bristol City Council workforce	<input checked="" type="checkbox"/> Service users	<input checked="" type="checkbox"/> The wider community
<input checked="" type="checkbox"/> Commissioned services	<input checked="" type="checkbox"/> City partners / Stakeholder organisations	
Additional comments: Future consultation will include strategic leads, practitioners and service users of local partner organisations including local BNSSG Integrated Care Board, North Somerset Council, South Gloucestershire Council and strategic leads at the Office for Health Improvements and Disparities. The resulting recommendations will be incorporated in any decision around spend of the funding allocation.		

1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If 'No' explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by Equality and Inclusion Team.

If 'Yes' complete the rest of this assessment, or if you plan to complete the assessment at a later stage please state this clearly here and request review by the Equality and Inclusion Team.

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	[please select]
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Step 2: What information do we have?

2.1 What data or evidence is there which tells us who is, or could be affected?

Please use this section to demonstrate an understanding of who could be affected by the proposal. Include general population data where appropriate, and information about people who will be affected with particular reference to protected and other relevant characteristics: [How we measure equality and diversity \(bristol.gov.uk\)](https://www.bristol.gov.uk/equality-diversity/how-we-measure-equality-and-diversity)

Use one row for each evidence source and say which characteristic(s) it relates to. You can include a mix of qualitative and quantitative data e.g. from national or local research, available data or previous consultations and engagement activities.

Outline whether there is any over or under representation of equality groups within relevant services - don't forget to benchmark to the local population where appropriate. Links to available data and reports are here [Data, statistics and intelligence \(sharepoint.com\)](https://www.bristol.gov.uk/data-statistics-intelligence). See also: [Bristol Open Data \(Quality of Life, Census etc.\); Joint Strategic Needs Assessment \(JSNA\); Ward Statistical Profiles.](#)

For workforce / management of change proposals you will need to look at the diversity of the affected teams using available evidence such as [HR Analytics: Power BI Reports \(sharepoint.com\)](https://www.bristol.gov.uk/hr-analytics-power-bi-reports) which shows the diversity profile of council teams and service areas. Identify any over or under-representation compared with Bristol economically active citizens for different characteristics. Additional sources of useful workforce evidence include the [Employee Staff Survey Report](#) and [Stress Risk Assessment](#)

Data / Evidence Source [Include a reference where known]	Summary of what this tells us
Beyond the Data: Understanding the Impact of COVID-19 on BAME Communities (publishing.service.gov.uk)	COVID-19 did not create health inequalities, but rather the pandemic exposed and exacerbated longstanding inequalities affecting Black, Asian and Minoritised Ethnic groups in the UK. Smoking is associated with economic disadvantage, as well as Covid 19 incidence and severity.
Tobacco and Ethnic Minorities - ASH	Nationally, there is a higher smoking prevalence amongst men of mixed ethnicity (22%) than men of white ethnicity (17%). Men are overall more likely to smoke than women, but there is also a higher prevalence of smoking among women of mixed ethnicity (19%) compared to white women (14%).
Health inequalities and smoking - ASH	Smoking is the single largest driver of health inequalities in England. Smoking is far more common among people with lower incomes. The more disadvantaged someone is, the more likely they are to smoke and to suffer from smoking-related disease and premature death.
Deprivation and the impact on smoking prevalence, England and Wales - Office for National Statistics	Smoking is far more common amongst people from more deprived communities, with 33% of all smoking adults belonging to the two most deprived population deciles in 2021; compared to 10% belonging to the least deprived population deciles.
Young people and smoking - ASH	The proportion of children who have ever smoked continues to decline. School based education interventions and taxation remain the most popular methods of preventing initiation of smoking.
Bristol Pupil Voice Survey Results	Approximately 2% of secondary school students in Bristol have smoked a cigarette in the previous 7 days (2022).
Overview: NHS Long Term Plan tobacco commitments - ASH	Outlines the NHS ambitions to deliver NHS smoking cessation interventions within maternity, inpatient and mental health settings.
Quality of life in Bristol	The wards in Bristol with the highest prevalence of resident smokers are Hartcliffe and Withywood (31%) and Lawrence Hill (26%).
Pregnant women smokers - Local Maternity Data set	Smoking at Time of Delivery is 8.6%, similar to the England average of 9.1%.
Current provider performance reports (not publicly available)	People from Black, Asian and Minoritised Ethnic communities are underrepresented within the service compared to what could reasonably be expected, based upon prevalence data.
Director of Public Health Report 2021 (bristol.gov.uk)	Gender impact on premature death from cardiovascular disease.
<p>Additional comments: Commissioners have previously funded additional work, in response to inequalities highlighted by Covid, to engage people from Black, Asian and Minoritised Ethnic communities who are currently underrepresented in service. We have been able to evidence some success in reaching people from Black, Asian and Minoritised Ethnic communities and increasing uptake of the service within these groups. There remains room for improvement and the new service will include a focus on ensuring acceptability and accessibility of the service for people from Black, Asian and Minoritised Ethnic communities.</p>	

2.2 Do you currently monitor relevant activity by the following protected characteristics?

- | | | |
|---|---|--|
| <input checked="" type="checkbox"/> Age | <input checked="" type="checkbox"/> Disability | <input type="checkbox"/> Gender Reassignment |
| <input type="checkbox"/> Marriage and Civil Partnership | <input checked="" type="checkbox"/> Pregnancy/Maternity | <input checked="" type="checkbox"/> Race |
| <input type="checkbox"/> Religion or Belief | <input checked="" type="checkbox"/> Sex | <input type="checkbox"/> Sexual Orientation |

2.3 Are there any gaps in the evidence base?

Where there are gaps in the evidence, or you don't have enough information about some equality groups, include an equality action to find out in section 4.2 below. This doesn't mean that you can't complete the assessment without the information, but you need to follow up the action and if necessary, review the assessment later. If you are unable to fill in the gaps, then state this clearly with a justification.

For workforce related proposals all relevant characteristics may not be included in HR diversity reporting (e.g. pregnancy/maternity). For smaller teams diversity data may be redacted. A high proportion of not known/not disclosed may require an action to address under-reporting.

Our understanding of the evidence base is restricted on both a national and local level by the quality of the equalities data available. For example, current local smoking cessation data does not have a straightforward way of collecting up-to-date and accurate gender identity data sets, given the age of the software in use and technical possibilities concerned. Within the data collected there are additional gaps, for example – most but not all ethnicities are listed within tick box methods of data collection. In some instances, particularly concerned pregnant women, some data characteristics may not be shared as numbers are so small as to be potentially identifiable. Both providers and commissioners must maintain an awareness of the limitations of the data collection methods in use and continue to make the service as accessible and equitable as possible as well as being led by ongoing feedback from service users and stakeholders.

2.4 How have you involved communities and groups that could be affected?

You will nearly always need to involve and consult with internal and external stakeholders during your assessment. The extent of the engagement will depend on the nature of the proposal or change. This should usually include individuals and groups representing different relevant protected characteristics. Please include details of any completed engagement and consultation and how representative this had been of Bristol's diverse communities.

Include the main findings of any engagement and consultation in Section 2.1 above.

If you are managing a workforce change process or restructure please refer to [Managing a change process or restructure \(sharepoint.com\)](#) for advice on consulting with employees etc. Relevant stakeholders for engagement about workforce changes may include e.g. staff-led groups and trades unions as well as affected staff.

Future consultation will include strategic leads, practitioners and service users of local partner organisations including local BNSSG Integrated Care Board, North Somerset Council, South Gloucestershire Council and strategic leads at the Office for Health Improvements and Disparities. The resulting recommendations will be incorporated in any decision around spend of the funding allocation.

Existing needs analysis will be utilised wherever applicable, to build upon survey results i.e. People Power engagement, Lawrence Hill art research, Maternity Equity Audit 2022, Beezeebodeez Healthy Weight pilot; and feedback will be used to inform the commissioning of the new service.

Commissioners will work closely with BCC Communities team and Community Health Champions to maximise opportunities to work with our target populations and design an intervention which works for them.

Provider(s) of smoking cessation services will be required to engage with communities for both design of interventions and also evaluation of service delivery.

2.5 How will engagement with stakeholders continue?

Explain how you will continue to engage with stakeholders throughout the course of planning and delivery. Please describe where more engagement and consultation is required and set out how you intend to undertake it. Include any targeted work to seek the views of under-represented groups. If you do not intend to undertake it, please set out your justification. You can ask the Equality and Inclusion Team for help in targeting particular groups.

Providers of smoking cessation services will be required to work very closely with identified high-risk communities to build upon existing community assets, and support and motivate these groups of people to take action to improve their health and stop smoking. This will require ongoing engagement with priority groups, likely in the form of focus groups, surveys, service user feedback etc (this will form part of the providers bid and subsequent contract). The service will build upon knowledge gained from community focussed work undertaken with priority groups elsewhere within the Bristol public health team, particularly the Black, Asian and Minoritised Ethnic communities work undertaken by BeezeeBodeez around healthy weight.

A collaborative, community-focussed approach will utilise skills and resources of Bristol Community Health Champions to deliver smoking cessation interventions and related support. Health Champions are motivated and enthusiastic Bristol residents who are empowered and supported to work within their communities to effect change.

Opportunities for a 'test and learn' pilot scheme with a local provider to work with communities to collaboratively design and deliver smoking cessation interventions with communities and for communities will be explored. Any launch of this scheme will include careful evaluation.

Step 3: Who might the proposal impact?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered above and the characteristics protected by the Equality Act 2010. Also include details of existing issues for particular groups that you are aware of and are seeking to address or mitigate through this proposal. See detailed guidance documents for advice on identifying potential impacts etc. [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#)

3.1 Does the proposal have any potentially adverse impacts on people based on their protected or other relevant characteristics?

Consider sub-categories and how people with combined characteristics (e.g. young women) might have particular needs or experience particular kinds of disadvantage.

Where mitigations indicate a follow-on action, include this in the 'Action Plan' Section 4.2 below.

GENERAL COMMENTS (highlight any potential issues that might impact all or many groups)	
Wherever the service comes into contact with a person who is smoking but who does not meet the eligibility criteria for access to treatment, they will receive a brief intervention in smoking cessation and be signposted to free online NHS smoking cessation resources and interventions to support nicotine detoxification i.e. licenced nicotine replacement therapy, or electronic cigarettes.	
PROTECTED CHARACTERISTICS	
Age: Young People	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Service is available to anyone aged 13 or over as per national protocols however they tend to be unattractive to young people. It is unlikely that a smoking addicted young person will want to reach out to a smoking cessation service.
Mitigations:	Additional work will be undertaken to support young people who want to stop smoking, such as Healthy Schools, training and education for Health Visitors and School Nurses, the establishment of a Children and Young Peoples Illegal Tobacco Action Group to facilitate wider multidisciplinary working that is likely to be more effective at tackling smoking amongst young people.
Age: Older People	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	It is possible that older adults could be less inclined or less confident to engage with the service digitally or via telephone. Older adults may be less likely to encounter any promotion from the service that is digital or online.
Mitigations:	The service will offer face to face interventions for anyone who prefers this, including older adults. The service will develop strong working relationships with primary care

	services to ensure that those in contact with older adults who meet the requirements for service eligibility can be referred (if they are less likely to call or go online to self refer).
Disability	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Disabled people with long term conditions and/or disability are more likely to be targeted by the service for both promotional purposes and to receive interventions from health professionals which lead to referral to the service. Given the association between smoking prevalence and deprivation, people who are disabled and/or have long term health issues and may experience higher levels of deprivation are more likely to access the service and to be a recipient of any promotional activity. All promotion and engagement will be undertaken in a sensitive non judgmental manner and will remain entirely optional. The provider will be required to ensure that the service is entirely accessible to Disabled people and that reasonable adjustments are made, in line with BCC contract conditions as a minimum.
Mitigations:	
Sex	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	As there is a generally higher smoking prevalence amongst men than women, men may be more likely to be targeted by the service for both promotional purposes and to receive interventions from health professionals which lead to referral to the service. Smoking is one of the many risk factors for cardiovascular disease. Premature death from cardiovascular disease disproportionately affects men at both a local and national level. All promotion and engagement will be undertaken in a sensitive non-judgmental manner and will remain entirely optional.
Mitigations:	
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	People who identify as lesbian, gay, bisexual or other non-heterosexual sexualities are statistically more likely to smoke compared to heterosexual people. The service commissioned is targeted and not universal, therefore not all LGB+ people will be eligible for a service.
Mitigations:	People of any sexual orientation must be made welcome and safe within the service. The service will be asked to explore opportunities to ensure that they are inclusive employers and to ensure they visibly make LGB+ people feel welcome i.e. environmental cues. For LGB+ people not eligible for the service, they can be signposted to free online NHS resources and/or over-the-counter medication to support their quit attempt.
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Pregnant women are the priority target population for the service, and they will represent a significant proportion of the service user population. Women will be receiving an intervention as part of their medical care within NHS maternity services or they can self-refer to the service. Smoking during pregnancy has lifelong negative impacts upon the health of the child, such as an increased risk of several respiratory conditions, learning difficulties, attention/hyperactivity problems, obesity, diabetes, and complications of ear nose and throat health.
Mitigations:	Participation in smoking cessation interventions is voluntary and informed consent is obtained. Women are able to withdraw consent and remove themselves from treatment at any time with impunity. The service works closely with maternity services to ensure that all interventions are delivered in a sensitive and compassionate, non-judgmental manner. All service staff to receive specialist training in supporting pregnant women to stop smoking.
Gender reassignment	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	People who have undergone gender reassignment are statistically more likely to smoke compared to cisgender people. The service commissioned is targeted and not universal, therefore not all transgender people will be eligible for a service.

	People of any gender must be made welcome and safe within the service. The service will be asked to explore opportunities to ensure that they are inclusive employers and to ensure they visibly make transgender people feel welcome i.e. environmental cues. For transgender not eligible for the service, they can be signposted to free online NHS resources and/or over-the-counter medication to support their quit attempt.
Mitigations:	
Race	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	There is a higher smoking prevalence amongst men and women from mixed ethnicities compared to white ethnicities. This means that smoking harms are also more likely amongst people from mixed ethnic backgrounds. The service may at times target provision towards geographical locations and/or community assets that are frequented by people from Black, Asian and Minoritised Ethnic community backgrounds.
Mitigations:	The service will build upon the existing evidence base and work closely with other community assets to engage with people in a positive, respectful and culturally sensitive manner. Engagement will be undertaken to understand how this can be done, both as part of service design and a part of ongoing service delivery.
Religion or Belief	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
OTHER RELEVANT CHARACTERISTICS	
Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Smoking is far more common among people with lower incomes. The more disadvantaged someone is, the more likely they are to smoke and to suffer from smoking-related disease and premature death. The service may apply the theory of proportionate universalism and target more intensive promotion and engagement activities within areas of higher deprivation in Bristol, as these areas are likely to have a higher proportion of people smoking, who want help to stop smoking, and would benefit their health significantly by stopping smoking.
Mitigations:	Community based work will be undertaken along with existing community assets to ensure that any targeted engagement is done in a sensitive and appropriate manner. Engagement with the service will remain voluntary.
Carers	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Other groups [Please add additional rows below to detail the impact for any other relevant groups as appropriate e.g. asylum seekers and refugees; care experienced; homelessness; armed forces personnel and veterans]	
Potential impacts:	
Mitigations:	

3.2 Does the proposal create any benefits for people based on their protected or other relevant characteristics?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our [Public Sector Equality Duty](#) to:

- ✓ Eliminate unlawful discrimination for a protected group
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't
- ✓ Foster good relations between people who share a protected characteristic and those who don't

The service will advance equality of opportunity between people who share a protected characteristic and those who don't, as it will work to remove the single largest determinant of health inequalities – smoking. Improved health outcomes are associated with improved quality of life, educational attainment, employment etc. REF

Step 4: Impact

4.1 How has the equality impact assessment informed or changed the proposal?

What are the main conclusions of this assessment? Use this section to provide an overview of your findings. This summary can be included in decision pathway reports etc.

If you have identified any significant negative impacts which cannot be mitigated, provide a justification showing how the proposal is proportionate, necessary, and appropriate despite this.

Summary of significant negative impacts and how they can be mitigated or justified:

Young people are unlikely to choose to access support to stop smoking services for help to stop smoking. Young people aged 13+ will be offered a sensitive and appropriately tailored intervention wherever required. Additional tobacco control work is already undertaken by Public Health and will continue to ensure that other more acceptable and affective avenues of support are provided to young people.

The service will mainly be delivered digitally which could negatively impact some older people, for this reason the service will continue to offer face to face or telephone support to anyone who would prefer this method of communication.

People who identify as lesbian, gay, bisexual, or other sexuality, or who have undergone gender reassignment, are statistically more likely to smoke compared to heterosexual and/or cisgender people. The service will ensure it offers an LGBT+ friendly service provision wherever people meet the eligibility criteria and will display environmental cues indicating a safe space.

Pregnant women will be a priority population for the service due to the very significant risk of harm that smoking presents to the mother, the unborn child, and the child after birth. The service will collaborate with maternity services to engage women in a sensitive and non-judgmental manner and all treatment will remain optional. All service staff to receive specialist training in supporting pregnant women to stop smoking.

People from mixed ethnic backgrounds have been demonstrated as more likely to smoke than people from white backgrounds. For this reason, the service may at times target provision towards geographical locations and/or community assets that are frequented by people from these ethnic backgrounds. The service will build upon the existing evidence base and work closely with other community assets to engage with people in a positive, respectful, and culturally sensitive manner.

The service may at times target geographical locations based upon there being higher levels of deprivation, which is strongly associated with higher levels of smoking. Men with long term conditions exacerbated by smoking may be more likely to receive an intervention from the service given that men are more likely to smoke than women. Community based work will be undertaken along with existing community assets to ensure that this work is done in a sensitive and appropriate manner. Engagement with the service will remain voluntary.

Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:

The service will advance equality of opportunity between people who share a protected characteristic and those who don't, as it will work to remove the single largest determinant of health inequalities – smoking.

4.2 Action Plan

Use this section to set out any actions you have identified to improve data, mitigate issues, or maximise opportunities etc. If an action is to meet the needs of a particular protected group please specify this.

Improvement / action required	Responsible Officer	Timescale
Service specification to include instruction for: <ul style="list-style-type: none"> • Face to face service provision available upon request by service user. • Close working with maternity services to support pregnant women appropriately • Staff trained in supporting pregnant women (NCST package) • Service to work in a community asset-based manner, focussing on collaboration with community groups who represent our priority populations 	Jennifer Davies	September 2023
Service to explore opportunities to sign up to a visible support scheme or similar, with approval from commissioners, and ensure LGB+ people feel welcome to both work in and receive a service from the provider.	Jennifer Davies/Service Provider	April 2024 and ongoing
Service to work collaboratively with community assets to co-produce elements of service delivery in order to maximise engagement with underrepresented groups i.e. people from Black, Asian and Minoritised Ethnic communities.	Jennifer Davies/Service Provider	April 2024 and ongoing


4.3 How will the impact of your proposal and actions be measured?

How will you know if you have been successful? Once the activity has been implemented this equality impact assessment should be periodically reviewed to make sure your changes have been effective your approach is still appropriate.

Key performance indicators will be designed to understand how well the service is engaging with and supporting people with protected characteristics including what their treatment outcomes may look like compared to those without protected characteristics. This will be reported quarterly to commissioners and the provider and commissioner will work together, drawing upon other national and local resources as needed to improve service provision.

Step 5: Review

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the [Equality and Inclusion Team](#) before requesting sign off from your Director¹.

Equality and Inclusion Team Review: <i>Reviewed by Equality and Inclusion Team</i>	Director Sign-Off: Christina Gray 
Date: 9 th November 2023	Date: 9 th November 2023

¹ Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.



Environmental Impact Assessment [version 1.0]

Proposal title: Increasing allocation for Bristol’s Smoking Cessation Service (Stopping the Start: a new smokefree generation funding)		
Project stage and type: <input type="checkbox"/> Initial Idea Mandate <input type="checkbox"/> Outline Business Case <input checked="" type="checkbox"/> Full Business Case		
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input type="checkbox"/> Service	<input type="checkbox"/> New	<input type="checkbox"/> Changing
<input type="checkbox"/> Other [please state]	<input checked="" type="checkbox"/> Already exists / review	
Directorate: Adults and Communities	Lead Officer name: Jennifer Davies	
Service Area: Public Health	Lead Officer role: Senior Public Health Specialist	

Step 1: What do we want to do?

The purpose of this Environmental Impact Assessment is to help you develop your proposal in a way that is compliant with the council’s policies and supports the council’s strategic objectives under the [One City Climate Strategy](#), the [One City Ecological Emergency Strategy](#) and the latest [Corporate Strategy](#).

This assessment should be started at the beginning of the project proposal process by someone with a good knowledge of the project, the service area that will deliver it, and sufficient influence over the proposal to make changes as needed.

It is good practice to take a team approach to completing the Environmental Impact Assessment. See further [guidance](#) on completing this document. Please email environmental.performance@bristol.gov.uk early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Please use plain English, avoiding jargon and acronyms.

Cabinet – January 2024 - Seek permission to accept additional stop the start (smoking cessation) funding and delegated authority to procure and to award contract services in line with the funding agreement.
--

1.2 Will the proposal have an environmental impact?

Could the proposal have either a positive or negative effects for the environment now or in the future? If ‘No’ explain why you are sure there will be no environmental impact, then skip steps 2-3 and request review by sending this form to environmental.performance@bristol.gov.uk

If ‘Yes’ complete the rest of this assessment.

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	[please select]
---	-----------------------------	-----------------

1.3 If the proposal is part of an options appraisal, has the environmental impact of each option been assessed and included in the recommendation-making process?

If ‘Yes’ please ensure that the details of the environmental impacts of each option are made clear in the pros and cons section of the [project management options appraisal document](#).

<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input checked="" type="checkbox"/> Not applicable	[please select]
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If ‘No’ explain why environmental impacts have not been considered as part of the options appraisal process.

Step 2: What kinds of environmental impacts might the project have?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered. See detailed [guidance documents](#) for advice on identifying potential impacts.

Does the proposal create any benefits for the environment, or have any adverse impacts?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our corporate environmental objectives and the wider [One City Climate and Ecological Emergency strategies](#).

Consider how the proposal creates environmental impacts in the following categories, both now and in the future.

Reasonable efforts should be made to quantify stated benefit or adverse impacts wherever possible.

Where the proposal is likely to have a beneficial impact, consider what actions would enhance those impacts. Where the proposal is likely to have a harmful impact, consider whether actions would mitigate these impacts.

Enhancements or mitigation actions are only required when there is a likely impact identified. Remember that where enhancements or mitigation actions are listed, they should be assigned to staff and appropriately resourced.

GENERAL COMMENTS (highlight any potential issues that might impact all or many categories)		
<p>ENV1 Carbon neutral: Emissions of climate changing gases</p> <p>BCC has committed to achieving net zero emissions for its direct activities by 2025, and to support the city in achieving net zero by 2030.</p> <p>Will the proposal involve transport, or the use of energy in buildings? Will the proposal involve the purchase of goods or services? If the answer is yes to either of these questions, there will be a carbon impact.</p> <p>Consider the scale and timeframe of the impact, particularly if the proposal will lead to ongoing emissions beyond the 2025 and 2030 target dates.</p>	Benefits	Smoking emits around 14g of lifecycle emissions per cigarette (Source: World Health Organization Tobacco: Poisoning the Planet, 2022). With 18% of Bristol residents smoking an average of ten cigarettes per day, that equates to almost 4,350 tonnes of emissions from smoking per year in Bristol.
	Enhancing actions	Helping people to stop smoking reduces demand for the product, which reduces emissions. An average of 1,000 people give up smoking each year, although there may be other factors besides the service involved. Assuming that the service is an important factor in giving up smoking, the reduction in lifecycle smoking-related emissions in Bristol is 51 tonnes per year. Assuming that the emissions from operating this mostly telephone-based service do not exceed 51 tonnes per year. The emissions (for working in an office or from home) averages between 0.55-1 tonne per year and there is almost no travel associated with this service, although there will be some lifecycle emissions related to medication or vaping equipment provided. Even with this, it is safe to assume that there is a net reduction in citywide greenhouse gas emissions from this service.
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years	
	Adverse impacts	There will be some emissions from any travel involved in running the service.

Further guidance <input type="checkbox"/> No impact	Mitigating actions	See above
Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years		
<p>ENV2 Ecological recovery: Wildlife and habitats BCC has committed to 30% of its land being managed for nature and to halve its use of pesticides by 2030.</p> <p>Consider how your proposal can support increased space for nature, reduced use of pesticides, reduce pollution to waterways, and reduce consumption of products that undermine ecosystems around the world.</p> <p>If your proposal will directly lead to a reduction in habitat within Bristol, then consider how your proposed mitigation can lead to a biodiversity net gain. Be sure to refer to quantifiable changes wherever possible.</p> <p>Further guidance <input checked="" type="checkbox"/> No impact</p>	Benefits	
	Enhancing actions	
Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years		
	Adverse impacts	
	Mitigating actions	
Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years		
<p>ENV3 A cleaner, low-waste city: Consumption of resources and generation of waste</p> <p>Consider what resources will be used as a result of the proposal, how they can be minimised or swapped for less impactful ones, where they will be sourced from,</p>	Benefits	<p>Smoking in Bristol creates 32 tonnes of waste annually, of which 13 tonnes is street litter. Helping people stop smoking reduces the amount of cigarettes that can be discarded as litter.</p> <p>The use of medication within the service will generate some landfill waste over the short term but ultimately reduces waste as they will stop medication over approximately 12 weeks and then no longer require cigarettes or medication.</p>
	Enhancing actions	<p>Service users will be advised on safe disposal of used medication and of any electronic vaping devices that may be used.</p> <p>Helping people to stop smoking reduces demand for the product, which reduces smoking-related waste.</p>
Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years		

<p>and what will happen to any waste generated</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	Adverse impacts	
	Mitigating actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
<p>ENV4 Climate resilience: Bristol’s resilience to the effects of climate change</p> <p>Bristol’s climate is already changing, and increasingly frequent instances of extreme weather will become more likely over time.</p> <p>Consider how the proposal will perform during periods of extreme weather (particularly heat and flooding).</p> <p>Consider if the proposal will reduce or increase risk to people and assets during extreme weather events.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	Benefits	
	Enhancing actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
	Adverse impacts	
	Mitigating actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
<p>Statutory duty: Prevention of Pollution to air, water, or land</p> <p>Consider how the proposal will change the likelihood of pollution occurring to air,</p>	Benefits	<p>Cigarette filters contain microplastics and make up the second-highest form of plastic pollution worldwide. Discarded cigarettes leach toxic chemicals into soil and waterways. Helping people stop smoking reduces the amount of cigarettes that can be discarded as litter.</p>
	Enhancing actions	<p>Helping people to stop smoking reduces demand for the product, which reduces microplastic pollution.</p>
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years	

water, or land and what steps will be taken to prevent pollution occurring. Further guidance <input type="checkbox"/> No impact	Adverse impacts	
	Mitigating actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	

Step 3: Action Plan

Use this section summarise and assign responsibility for any actions you have identified to improve data, enhance beneficial, or mitigate negative impacts. Actions identified in section two can be grouped together if named responsibility is under the same person.

This action plan should be updated at each stage of the project. Please be aware that the Sustainable City and Climate Change Service may use this action plan as an audit checklist during the project’s implementation or operation.

Enhancing / mitigating action required	Responsible Officer	Timescale
Service users will be advised on safe disposal of used medication and of any electronic vaping devices that may be used.	Jennifer Davies	As project progresses

Step 4: Review

The Sustainable City and Climate Change Service need at least five working days to comment and feedback on your impact assessment. Assessments should only be marked as reviewed when they provide sufficient information for decision-makers on the environmental impact of the proposal.

Please seek feedback and review by emailing environmental.performance@bristol.gov.uk before final submission of your decision pathway documentation¹.

Where impacts identified in this assessment are deemed significant, they will be summarised here by the Sustainable City and Climate Change Service and must be included in the ‘evidence base’ section of the decision pathway cover sheet.

Summary of significant beneficial impacts and opportunities to support the Climate, Ecological and Corporate Strategies (ENV1,2,3,4):

The significant impacts of this proposal are that by investing in smoking cessation services, fewer people in Bristol will continue to smoke cigarettes and this will reduce greenhouse gas emissions, household and street waste in Bristol, and the environmental impact of discarded products particularly upon waterways, streets and parks. These benefits may be offset to some extent by any travel-related emissions and any emissions and waste

¹ Review by the Sustainable City and Climate Change Service confirms there is sufficient analysis for decision makers to consider the likely environmental impacts at this stage. This is not an endorsement or approval of the proposal.

associated nicotine replacement medication and vaping.

The proposals include the following measures to mitigate the impacts- service users will be advised of safe disposal of nicotine replacement therapy medication and of any electronic vaping devices that may have been used.

The net environmental impacts of the proposals will be a likely reduction of citywide greenhouse emissions of at least 40 tonnes, due to a reduction in smoking. Smoking related litter and its ecological impact will also reduce.

Summary of significant adverse impacts and how they can be mitigated:

Environmental Performance Team Reviewer: Nicola Hares – Environmental Performance Senior Officer	Submitting author: Jennifer Davies
Date: 03/01/2024	Date: 03/01/2024



Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 23 January 2024

TITLE	Changing Futures – Bristol Multiple Disadvantage Strategy and Changing Futures programme contract extension	
Ward(s)	All wards	
Author: Helen Pitches	Job title: Transformation and commissioning manager	
Cabinet lead: Cllr Helen Holland, Cabinet Member for Adult Social Care and Integrated Care System	Executive Director lead: Hugh Evans, Executive Director Adults and Communities	
Proposal origin: BCC Staff		
Decision maker: Cabinet Member Decision forum: Cabinet		
<p>Purpose of Report To provide an update on the Changing Futures programme including the development of the Bristol Multiple Disadvantage Strategy and seek approval to spend additional grant funding to extend the contract with the lead delivery partner.</p>		
<p>Evidence Base</p> <p>Changing Futures programme overview</p> <ol style="list-style-type: none"> In April 2021 Bristol was successful in its bid to the Department of Levelling Up, Housing and Communities to deliver the Changing Futures programme. Changing Futures is a government funded programme, dedicated to improving local services for adults and young people who face multiple disadvantages. In July 2021 Cabinet approved the delivery plans to spend the Changing Futures grant in line with the aims and objectives of the programme in Bristol. A compliant procurement process was completed and a contract awarded to 2nd Step (a local Mental Health charity) as the lead provider to deliver the programme. The contract was awarded from October 2021 to March 2024 with a total value of £2,983,121. The contract makes provision for extensions in the event that the programme is extended. In Bristol we have worked with people with lived experience and other local stakeholders to develop our own Changing Futures vision where `People with multiple disadvantages are valued and empowered. They inspire and are inspired to have a life beyond services` To realise this vision we have acknowledged that the system was not designed to support people facing multiple disadvantages and that this must change. Using the resources of the Changing Futures programme we are working as a city-wide multi agency partnership to bringing together organisations from the health, social care, voluntary and community, criminal justice, local government, employment, and housing sectors. Together this partnership is testing new ways of work in partnership whilst recording and sharing the learning generated. We look at all our work through three different lenses: 		

- a) Lived experience of multiple disadvantage
 - b) Trauma-informed practice
 - c) Equality, diversity and inclusion
5. Our aim is to create sustainable change at individual, service and system levels and influence government policy and local commissioning. We have identified four outcomes for the programme.
- a) Embed the My Team Around Me model across Bristol as a way of supporting people facing multiple disadvantages.
 - b) Embed shared safety planning and considered risk-taking in approaches that support people facing multiple disadvantages.
 - c) Integrate commissioning processes and support earlier intervention.
 - d) Create the conditions for lasting cultural, and system change for people to live a life beyond services.

Changing Futures Programme update

Co-production

6. The Independent Futures team brings together people with lived experience who contribute to a number of the workstreams that deliver the Changing Futures programme. They have
- a) worked with system partners (criminal justice, substance misuse, and health and social care) delivering workshops on co-production.
 - b) developed guidance on working with peers who have lived experience.
 - c) considering a co-production strategy for the Council and system partners.

My Team Around Me (MTAM)

7. People who have experienced multiple disadvantages are at the heart of the programme. The team are currently working with 16 people who have experienced Domestic Violence and Abuse, 13 young people from Black African and Black Caribbean backgrounds who have experience of the criminal justice system, and 20 people who have experienced long term homelessness and challenges to their mental health. Using the My Team Around Me (MTAM) model brings together all the people that are supporting the person (this could be from housing, health, criminal justice or employment support or the like depending on their support needs) and puts the person at the centre of their support planning and decision making. 49 out of the 60 people now have a full or partial My Team Around Me supporting them. We have
- a) supported team members to work in a more psychologically informed way, including a trauma informed approach.
 - b) delivered training and made resources easily available online, taking a strengths based/MTAM approach.
 - c) facilitated reflective practice for all team members.
 - d) developed a review tool so that the MTAM approach is evaluated and so we understand better what approaches really works for people.
 - e) moved from the pilot phase into implementation of the approach with a view to it being part of our mainstream way of working with people before the end of the Changing Futures programme.

Shared safety planning

8. This has been a core goal of the My Team Around Me approach. A shared safety planning tool was created through co-production with agencies involved in support to people experiencing multiple disadvantages and as part of My Team Around Me. Individual organisations working with people experiencing multiple disadvantages continue to complete their own risk assessment and safety planning, and the shared safety planning work complements this.

9. Issues around information sharing have been fully considered by organisations and people with lived experience whilst keeping the person at the centre of the safety planning process. The programme has adopted a test and learn approach and the use and impacts of shared safety planning will be evaluated.

Integrate commissioning and support earlier intervention

10. The Local Authority and Changing Futures programme lead have created a Multiple Disadvantage Transformation Board to embed and strengthen the approach to people experiencing multiple disadvantages. The Board is chaired by the Director of Public Health and draws together representatives from organisations who are responsible for support for people affected by homelessness, mental health, physical health, domestic violence and abuse to consider where these issues intersect and direct the city's response accordingly. The Board will:
- a) Complete multiple disadvantage needs analysis to better understand the scale of the issue in Bristol and to inform strategy and commissioning plans.
 - b) Apply a multiple disadvantage lens to current commissioning activity including homelessness, social care and substance misuse commissioning plans.
 - c) Identify and align scarce resources to support partners to provide more effective and inclusive support for people facing multiple disadvantages across equalities groups.
 - d) Inform local and national policy and take an active role in embedding learning and good practice in this area.

Cultural and system change

11. Changing Futures Bristol is taking a systematic approach to recording and sharing the learning from the programme, looking to drive cultural and system change.
- a) My Team Around Me model – learning to date is feeding into the review of local mental health services Care Programme Approach (CPA).
 - b) Six system change opportunities have been identified - further analysis and action planning for change underway.
 - c) Commissioners from NHS, social care and criminal justice backgrounds are part of Relational Commissioning training delivered by Collaborate. Commissioners are committed to work together to progress this approach from theory into action.
 - d) Learning from the programme about Trauma Informed principles and approaches is feeding into commissioning practice. Learning will inform the homelessness, substance misuse and adult social care commissioning frameworks.
 - e) Cross sector working groups addressing identified system issues e.g.
 - Restorative approaches pilot – to work in a trauma informed way to increase stability in housing and support for people with multiple disadvantage.
 - Bristol Rough Sleeping Partnership - Women's subgroup – working with Nelson Trust, One25, BCC homelessness commissioning and Changing Futures to ensure women have access to the right services and support in Bristol. A current focus of the group is around Women's prison pathways by mapping provision for women through the phases of prison release e.g., pre-release, day of release, long term.

Changing Futures Programme extension

12. In May 2023 Bristol made a successful bid for additional resources from the Department of Levelling Up, Homes and Communities (DLUHC) to extend the Bristol Changing Futures programme for a further year - from April 2024 to March 2025. Bristol was awarded by DHLUC an additional £800,816 (DLUHC £400,816 and the National Lottery Community foundation £400,000).
13. This decision pathway paper is seeking permission to extend the existing contract (this is permitted in the terms of the current contract) for a further year with Second Step as the lead delivery partner from April '24 to March '25 to a value of £800,816 to continue to embed the Changing Futures learning; to create sustainable change in the way that people and organisations can prevent people experiencing multiple disadvantages and to support people who do experience multiple disadvantage in a more trauma informed and effective way.

Bristol's Multiple Disadvantage Strategy

14. To create and support a foundation for sustainable change, Bristol stakeholders have developed a Multiple Disadvantage Strategy. The development of the strategy has been overseen by Bristol's Multiple Disadvantage Transformation Board and the Changing Futures Programme Board.
15. The strategy uses an evidence-based needs assessment drawn from local and national data sources. The diverse voices and experiences of people with lived experience have also informed the needs assessment alongside contributions and feedback from a range of stakeholder organisations and partnerships.
16. The definition of multiple disadvantage is people who are experiencing three or more combinations of the following: homelessness, substance misuse, mental ill-health, criminal justice involvement, domestic abuse, as defined in the Changing Futures programmeⁱ. DLUHC also recognise that 'many people in this situation may also experience poverty, trauma, physical ill-health and disability, learning disability, and/or a lack of family connections or support networks'ⁱⁱ.
17. The strategy estimates the numbers of people experiencing multiple disadvantages in Bristol, and recommends a new approach:
 - a) For the estimated 200 people experiencing the most severe needs, the offer of a new support model, My Team Around Me.
 - b) For the estimated number experiencing at least three multiple disadvantage factors, services will work more effectively by being trauma-informed, more coordinated, and inclusive.
 - c) For the estimated number experiencing two multiple disadvantage factors, where it is known there is the risk of their needs escalating, services will intervene more quickly to prevent this.
 - d) Drive commissioning approaches, leading to a new commissioning plan for utilising scarce resources and budgets more effectively.
 - e) Ensure there is a co-owned strategic commitment to addressing multiple disadvantages by transforming the way services work together, improving citizens' life chances and outcomes.
18. The strategy has been discussed at and supported by Bristol's Health and Wellbeing Board. With BCC Cabinet approval the aim is to have collective ownership of the Multiple Disadvantage Strategy as a 'city strategy', and individual ownership by the relevant boards and agencies. In support of this, the Health and Wellbeing Board will own the strategy at a corporate level, on behalf of those organisations with a role and contribution for taking it forward.
19. The next stage in delivering the strategy will be the development of a collaborative delivery plan, with a target of January 2024. The Multiple Disadvantage Transformation Board will oversee the delivery plan. People with lived experience of multiple disadvantages will continue to be centrally involved in the development and implementation of this plan.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Approves the Bristol Multiple Disadvantage Strategy at Appendix A and notes that the Multiple Disadvantage Commissioning Board (reporting to the Health and Wellbeing Board) will have oversight of the strategy.
2. Authorises the Executive Director: Adults and Communities in consultation with the Cabinet member for Social Care and Integrated Care System to take all steps required to extend the Second Step contract up to the value of £800,816 to March 2025 for the implementation of the extended Changing Futures programme.

Corporate Strategy alignment:

1. This work cuts across several strands of the One City Plan, and in particular links to Health and Wellbeing and Homes and Communities in addressing inequalities and multiple disadvantages. The work is strategically aligned to the building blocks of the corporate strategy – specifically around Development and Delivery in

partnership with others in the city and through pro-active and intentional improvement of equality and inclusion - by designing it into the programme.

City Benefits:

1. Embed service and system improvements for people experiencing three or more multiple disadvantages, including a new approach for those with the highest levels of acuity, to transform the support they receive, reduce inequalities, and improve people’s lives.
2. Intervene earlier at all stages of the life course, taking a trauma-informed approach, to reduce the incidence, duration and impact of multiple disadvantage.

Consultation Details: The Multiple Disadvantage Strategy has been co-produced by people with lived experience of multiple disadvantage. It has been discussed and approved by partners through the Changing Futures programme board , the Multiple Disadvantage programme board and the Health and Wellbeing Board. It has been presented to the Cabinet Member for Social care at a Cabinet Member briefing session.

Background Documents:

1. [Changing Futures - GOV.UK \(www.gov.uk\)](http://www.gov.uk)
2. Previous key decision - Changing Futures MHCLG Bid Submission [ModernGov - bristol.gov.uk](http://ModernGov-bristol.gov.uk)

Revenue Cost	£800,816	Source of Revenue Funding	Changing Futures Programme
Capital Cost	£	Source of Capital Funding	
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice: This report seeks approval to extend the Changing Futures contract with Second Step until March 2025 at a cost of £800,816. The report notes the receipt of additional grant funding of £800,816 awarded to Bristol City Council as follows which will fund the Changing Futures contract:

DLHUC	£400,816
National Lottery Community fund	£400,000

Expenditure will need to comply with the grant conditions of both funding bodies. The report also seeks approval of a Multiple Disadvantage Strategy. There are no direct financial implications at this stage and any future spend proposals linked to the strategy, would need to be brought through normal council decision pathways to progress further.

Finance Business Partner: Denise Hunt, Finance Business Partner, 13 December 2023

2. Legal Advice: The additional funding affords the opportunity to extend the programme, and the existing agreement with Second Step anticipated this and provided for extension in such event, albeit subject to Second Step agreement.

Legal Team Leader: Eric Andrews, Legal Services, 15 January 2024

3. Implications on IT: I can see no implications on IT in regard to this activity.

IT Team Leader: Alex Simpson, Lead Enterprise Architect, 14 November 2023

4. HR Advice: There are no significant HR issues arising from this report for Bristol City Council employees.

HR Partner: Lorna Laing – HR Business Partner, Adults & Communities, Children's & Education, 1November 2023

EDM Sign-off	Hugh Evans, Executive Director Adults and Communities	22 November 2023
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Cabinet Member sign-off	Cllr Helen Holland, Cabinet Member for Adult Social Care and Integrated Care System	11 December 2023
For Key Decisions - Mayor's Office sign-off	Mayor's Office	20 December 2023

Appendix A – Further essential background / detail on the proposal	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	No
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO

Bristol's Multiple Disadvantage Strategy (2023 -2026)



Foreword

“What we have been doing isn’t working, we need to take a different approach.”

(SJ Morris)

Building on Fulfilling Lives and Making Every Adult Matter (MEAM) learning, the Changing Futures programme has helped us better understand how we can prevent people from getting stuck in an endless revolving door of services.

The Multiple Disadvantage (MD) strategy acknowledges that there is evidence of needs and that we must work together differently to address these. We know that by relinquishing organisational boundaries, services are much better able to deal with complex needs.

The strategy highlights the need to look at the whole person and recognises that a joined-up approach will deliver better results and be a better use of resources.

One of our objectives under the One City plan was to reduce health inequalities. The MD strategy is a key part of this work. It aligns with other pieces of strategic work that have happened or are happening across the city.

The MD strategy will help those working in the health and care sectors across Bristol to all take the same direction and work to the same objectives. It is there to inspire people in organisations and agencies to consider what their role is in delivering change for those facing multiple disadvantage. What can we tweak and how can we work together to improve the service offer and delivery? How can we consolidate our resources and work in a more joined up way?

Coproduction is also, quite rightly, high on the city’s agenda. Meaningful change can only come from listening to the voices of people with lived experience. We want to avoid “doing to” and instead collaborate with the person.

Coproduction brings a more rounded, realistic view and puts the person at the forefront of everyone’s minds, which leads to better outcomes. By working together to improve service

delivery, we can start to rebuild trust with individuals and establish more supportive relationships on their journey to recovery.

This strategy is our opportunity to shape services for the future. Our vision is to empower organisations to establish strategic partnerships to better serve our most vulnerable citizens to live a life beyond services.

Foreword contributors:

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Appendices

Appendix 1 – phase one of the needs assessment

1. Executive summary

Bristol's first Multiple Disadvantage Strategy 2023 – 2026, aims to achieve long term improvements in services for people experiencing multiple disadvantage, and to take forward the ambitions, learning and sustainability planning from Bristol's Changing Futures programme.

The intention is that it is co-owned by agencies working with this population and will lead to significant changes in people's life chances and outcomes.

It is based on evidence from the first phase of a needs assessment (Appendix 1) which brings together comprehensive data drawn from local and national sources. It has been informed by the diverse voices and experiences of people with lived experience, and the contributions and feedback from a range of stakeholder organisations and partnerships.

The strategy estimates the numbers of people experiencing MD in Bristol, and recommends a new approach:

- For the estimated 200 people experiencing the most severe needs, the offer of a new support model, My Team Around Me.
- For the estimated number experiencing at least three MD factors, services will work more effectively by being trauma-informed, more coordinated, and inclusive.
- For the estimated number experiencing two MD factors, where it is known there is the risk of their needs escalating, services will intervene more quickly to prevent this.

Across all populations, the aim will be to intervene earlier.

Five strategic objectives set out what we want the strategy to achieve:

Objective 1: embed service and system improvements for people experiencing three or more MD needs, including a new approach for those with the highest levels of acuity, to transform the support they receive, reduce inequalities, and improve people's lives.

Objective 2: intervene earlier at all stages of the life course, taking a trauma-informed approach, to reduce the incidence, duration and impact of MD.

Objective 3: Strengthen and embed co-production with people with lived experience of MD, so that their diverse voices and expertise continue to influence positive change.

Objective 4: Improve data on MD, so we have a ‘whole system view’ of people’s diverse and intersecting needs and strengths, to drive earlier intervention, influence policy, and deliver truly person-centred support.

Objective 5: Continue to work in partnership, building our collective skills, capacity, leadership, and resilience, to achieve cultural and system change.

For each of these objectives, a vision has been created of what success will look like.

A number of steps are recommended to achieve sign up by Bristol’s strategic boards and agencies working with the MD population.

It is proposed that the newly formed Multiple Disadvantage Transformation Board oversees development of a collaborative delivery plan to translate the strategy into tangible action and change.

2. Background and aims of the strategy

Bristol’s Changing Futures¹ programme has committed to the development of a Multiple Disadvantage Needs Assessment and Strategy for the City, as a key vehicle for achieving long-term, positive, sustainable change and impact for people experiencing multiple disadvantage.

The definition of multiple disadvantage (MD) is people who are experiencing three or more combinations of the following: homelessness, substance misuse, mental ill-health, criminal justice involvement, domestic abuse, as defined in the Changing Futures² programme.

We also recognise that ‘many people in this situation may also experience poverty, trauma, physical ill-health and disability, learning disability, and/or a lack of family connections or support networks’³.

¹<https://www.changingfuturesbristol.co.uk/>

² <https://www.gov.uk/government/collections/changing-futures>

³https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/943316/Changing_Futures_Programme_-_Prospectus_for_local_EOIs.pdf, page 9

The Strategy is for a three-year period from 2023 to 2026.

It is based on the evidence from Phase One of the Needs Assessment, see Appendix 2.

The strategy aims to:

- drive commissioning approaches
- promote a shift to earlier intervention
- lead to a new commissioning plan for utilising scarce resources and budgets more effectively
- ensure there is a co-owned strategic commitment to addressing multiple disadvantage by transforming the way services work together, improving citizens' life chances and outcomes.

It reflects early learning from the CF Bristol programme.

The strategy has been developed with the involvement of people with lived experience of MD, commissioners, and service providers, and has been overseen by Bristol's MD Transformation Board, and CF Programme Board.

What is driving it?

While services in Bristol work hard to meet the needs of people experiencing MD, the way the system works currently means that:

- We lack 'whole system' data. By this we mean that data relating to individuals needs and histories is typically held by different parts of the system, and we lack a joined up holistic picture of individuals.
- Partly as a result of the point above, no single agency 'sees' the whole person and the system does not 'see' or understand the whole person, or the equalities factors involved, and intersectionality.
- The system is not learning consistently from people's lived experience
- Agencies lack shared purpose, shared responsibility and accountability for outcomes
- While there is some joint commissioning of services, commissioning is not currently designed to address combinations of intersecting needs

Intended audience

The strategy is for people working locally with, or seeking to influence services for, people experiencing MD. This includes lived experience groups, local commissioners and policy makers, and strategic Boards. The engagement and contribution of the corporate sector is also welcomed, as part of a city-wide approach.

For version two of the strategy, it is recommended that the opportunity is explored to extend the needs assessment and strategy development to cover the Bristol, North Somerset and South Gloucestershire (BNSSG) area, to align with the BNSSG Integrated Care System ICS.

Stage reached and next steps

The Strategy has been discussed and endorsed by the Changing Futures Partnership Board and supported by the Health and Wellbeing Board.

We intend to take the Strategy through BCC Cabinet approval process in Autumn 2023 to secure BCC-wide sign up, as well as taking it through Bristol's other strategic boards to gain partners' backing and support. The aim is that it has both collectively ownership as a city strategy, and individual ownership by the relevant Boards and agencies.

In support of this, the Health and Wellbeing Board will own the Strategy at corporate level, on behalf of those organisations with a role and contribution for taking it forward.

The next stage in the process will be the development of a collaborative delivery plan, with a target of having this in place by January 2024. Consideration will also be given to the next phase of the Needs Assessment. Both activities will be overseen by the MD Transformation Board. People with lived experience of MD will continue to be centrally involved.

3. Summary findings from Phase One of the Needs Assessment

Evidencing the scale of MD in Bristol

It is estimated that between 1300 and 1600 people in Bristol are experiencing three or more of the MD factors in their lives currently.

Of this number, and taking the midpoint in this range, it is estimated that 200 (c.15%) have higher levels of acuity, and need a new approach to how services are delivered.

The number of people facing two MD factors is estimated to be 3750.

Based on the evidence, and the strategic objectives set out in section 4, the proposed approach for these populations is shown in the diagram below.

The key point is that person-centred support and an early intervention approach is needed across all three groups. This is both to reduce the likelihood of people experiencing escalating levels of adversity and MD factors in their lives, and, where people are already experiencing higher levels of acuity, to reduce the duration and impact this has on them.

For those experiencing higher levels of acuity, shown in the top part of the pyramid, the new approach being proposed is based on the My Team Around Me model⁴, which is being piloted and evaluated in Changing Futures Bristol. For other people with three plus MD factors, who do not have the most severe needs, shown in the middle of the pyramid, the intention is that services will be more effective in working together to provide trauma informed, culturally inclusive support, informed by the good practice and learning from CF and other developments. For the population experiencing two MD factors, shown in the bottom part of the pyramid, earlier intervention by services will seek to prevent an escalation of their needs.

⁴ <https://www.changingfuturesbristol.co.uk/my-team-around-me>



A further point in consideration of the numbers: feedback from some of our stakeholders suggested that the levels of young people facing multiple disadvantage may be different, and that it could be useful to explore this further. This is covered in the section on gaps in the data, below.

The complexity and impact of MD

We recognise that the extreme nature of MD and the impact on people’s lives lies in the ‘multiplicity and interlocking nature of these issues and their cumulative impact, rather than necessarily in the severity of any one of them’⁵.

⁵ Hard Edges, Bramley and others, 2015, page 8

There are high levels of adversity and trauma amongst people with MD, and these have profound and lasting impacts on people's lives. Jayden's story⁶ highlights this.

Jayden's story

Jayden had nearly four decades of complexities which started at the age of nine. He experienced historical abuse from his parents, and several foster care placements. As an adult, he experienced substance use, periods of homelessness and criminal justice system problems, undiagnosed learning difficulties, mental health, and trauma issues.

He had been around the system, and in contact with many local agencies, countless times.

He felt stuck and hopeless that anything would change for him.

"Nobody really gets me. It always goes wrong. Nobody cares."

For some people, the impact is seen across generations. People facing MD may not have close friends or family who are able to advocate, advise and support them in making choices in life, or to access support.

Poverty is a significant factor. The barriers people experience impact their life chances, opportunities to pursue their aspirations, and live the lives they want to.

As evidenced in the Needs Assessment, amongst the barriers people experience are the following:

- Assessment processes and thresholds are in conflict across different agencies and parts of the system, for example in relation to people experiencing mental health and substance misuse. They are ambiguous, overly complicated and can be ineffective in providing support to meet a person's needs.

⁶ This story has been anonymised to protect the individual's identity.

- Transitions are challenging across the system and life course⁷. By life course, we mean across the different stages and critical transition points during people's whole lives, from birth.
- Where people's behaviours challenge the system, this may be related to differences in their neurological functioning.
- The system is not responding in a trauma-informed way or providing people with what they feel they need or would value.
- There is a mismatch between what is being offered and what people facing MD would find valuable prior to a point of crisis. People facing MD are more likely to access emergency and crisis services, than the general population.
- People facing MD are not typically in receipt of timely mental health services, and substance misuse is a real barrier to mental health support.
- A high proportion of safeguarding reviews include people experiencing MD. A failure to offer the right support at the right time, is putting people's lives at risk.

Overall, the evidence highlights that as a system, we are missing opportunities to intervene earlier. This is hugely costly, both in human terms, and in terms of the costs to the system.

Understanding MD is never going to be an exact science - people's needs are complex and dynamic but we know there are common themes from the quantitative and qualitative data reflecting people's experiences, to make the case for providing more targeted, tailored, support.

The demographic profile of people facing MD

The main findings are:

⁷ <https://www.gov.uk/government/publications/health-matters-life-course-approach-to-prevention/health-matters-prevention-a-life-course-approach>

- There is a higher prevalence of disability in MD cohorts compared to the general population which underlines the importance of including disability in MD definitions.
- It is important to consider MD from a gender perspective, to consider the impact of domestic abuse and gender-based violence.
- There are higher numbers of young people from ⁸Black and Minority Ethnic backgrounds amongst school exclusions and we can make a direct connection to a higher risk of entering the criminal justice system, and of becoming homeless.
- People from Black African, Caribbean, Black British and White Other backgrounds are over-represented in rough sleeping; within prison leavers, there are disproportionate numbers of people identifying as Mixed Race.
- In relation to sexual orientation, there are gaps in the data, and this may be an area for further exploration in phase two of the needs assessment.
- MD is a city-wide issue; all localities need to consider an MD response.
- We need to consider the data gaps and other sources of information to apply to Bristol's picture, including specific populations and areas of need, and organisations with specialist knowledge who can help. This is discussed further below.

Gaps in the data and areas for further exploration

We recognise there are limitations in the data available, in particular relating to:

- People from LGBTQ+ groups
- Certain ethnic groups, including Gypsy, Roma and Traveller communities, and amongst those seeking asylum, or whose immigration status is unknown

⁸ Terms used to describe different ethnic groups reflect the terms used in the evidence in the Needs Assessment. Where research is not being quoted, we will always be specific about the ethnic groups we are referring to, only using a collective term where there is a legitimate need to. Where a collective term is appropriate, we are using the phrase 'people of Black African Caribbean and Asian descent'. In this, we are following NHS Race and Health Observatory principles: https://www.nhsrho.org/wp-content/uploads/2021/11/NHS_RaceHealthObservatory_Terminology-consultation-report-NOV-21-1.pdf

- The nature of people's disabilities
- An intersectional analysis, so we lack an understanding of how data on protected characteristics and socio-economic factors, and people's different needs, can combine to impact people's experiences.

Alongside this, from our stakeholder consultation, there was interest in gathering further evidence on the needs and experiences of specific groups, including:

- People leaving prison
- People with a brain injury
- Young people aged 16 to 25, including an estimate of the numbers experiencing MD locally

It is recommended that consideration is given to addressing these data gaps and areas in the next phase of the needs assessment, along with collaborative work to link datasets.

4. Strategic objectives

In this section we set out what we want the strategy to achieve, based on the evidence we have gathered, and what success will look like. Five strategic objectives are proposed.

These objectives have been informed by:

- Phase one of the needs assessment – the beginnings of an evidence base for the strategy
- Feedback and comments from our stakeholders. This includes people with diverse lived experience, commissioners, practitioners, partner organisations and the CF Programme Board
- The learning, ambitions, progress and sustainability planning within Bristol's Changing Futures programme

Objective 1: embed service and system improvements for people experiencing three or more MD needs, including a new approach for those with the highest levels of acuity, to transform the support they receive, reduce inequalities, and improve people's lives.

Objective 2: intervene earlier at all stages of the life course, taking a trauma-informed approach, to reduce the incidence, duration and impact of MD.

Objective 3: Strengthen and embed co-production with people with lived experience of MD, so that their diverse voices and expertise continue to influence positive change.

Objective 4: Improve data on MD, so we have a ‘whole system view’ of people’s diverse and intersecting needs and strengths, to drive earlier intervention, influence policy, and deliver truly person-centred support.

Objective 5: Continue to work in partnership, building our collective skills, capacity, leadership, and resilience, to achieve cultural and system change.

In the following section we describe what we envisage success will look like for each of these.

Strategic objective 1: embed service and system improvements for people experiencing three or more MD needs, including a new approach for those with the highest levels of acuity, to transform the support they receive, reduce inequalities, and improve people’s lives.

What will success look like?

- People with the highest levels of acuity will receive targeted, tailored, personalised, trauma-informed support, based on the learning from the My Team Around Me model. This improves their experience of services, and their outcomes. It is estimated we should aim for this to be available for around 145 people in Bristol.
- Fidelity to the model will be established. By this we mean the principles, key characteristics and features of the original model which it is expected all those delivering it will adhere to. It will be strengths-based, trauma and adversity informed, reduce inequalities and promote inclusion. Given the deep-rooted issues people are facing, and the high levels of system mistrust and harm that have been caused, the evidence suggests this support should not be time limited.
- The model will integrate a shared safety planning approach, where the support agencies involved in supporting the person are jointly accountable, in the best interests of the individual. There will be visible backing and accountable leadership

for this, across the system. Roles and expectations across key partners will be clear and information sharing agreements will be in place.

- The model will be evidence-based, informed by local and national evaluations, good practice and learning. Evidence will include an economic evaluation of the impact of MD, and cost/benefit analysis of the model, to ensure value for money.
- The wider population of people experiencing three plus MD needs, estimated to be in the region of 1300 to 1450 people, will receive more coordinated, flexible, trauma-informed, personalised support.
- Assessments, thresholds and the ways services work together will recognise intersecting needs, and the cumulative impacts of these.
- The service offer will vary, through personalised support planning.
- Examples of how services have adapted/tailored their offer to better meet the needs of people facing MD will be shared as good practice.
- Where there is an evidence-based gap for a particular service, this will be considered through the commissioning process.
- People will have increased opportunities 'to live a life beyond services'⁹ - to pursue what they want for their lives, their aspirations and hopes for the future.
- This will include more opportunities to refresh and develop their skills, move into Peer roles, pathways into volunteering, work placements across sectors, and employment.
- All agencies delivering support will operate trauma-sensitive practices and skills in managing safe relationships with people, and in assessing and supporting their safety.
- Support staff and managers will be trained in working effectively with MD, with reflective practice, networking and multi-agency/multi-disciplinary working enabled and embedded across agencies.
- Commissioning will address intersecting need, and work in partnership with people with lived experience, and in collaboration with service providers, to design

⁹ Changing Futures Bristol vision: 'people with MD are valued and empowered. They inspire and are inspired to live a life beyond services'

strengths-based, trauma and adversity informed, and culturally inclusive services for people facing MD.

- Commissioning processes will recognise the value of partnership working and consider the role of specialist community organisations and agencies in engaging and supporting populations experiencing MD who face additional barriers, due to cultural, historical, socio-economic or other factors. For example, organisations with expertise in engaging women, people of African, Caribbean, and Asian descent, and people from LGBTQ groups.

Strategic objective 2: intervene earlier at all stages of the life course, taking a trauma-informed approach, to reduce the incidence, duration and impact of Multiple Disadvantage.

What will success look like?

A system will be in place for identifying people facing MD earlier, which will reflect the life course approach, and Bristol's commitment to be a Trauma Informed City.

We will be better equipped to anticipate peoples care and support needs, providing a tailored response.

Children and young people at risk of being on a MD trajectory in their lives will be supported early on, so they have improved life chances.

Earlier intervention with people who are already experiencing some of the MD factors, will prevent them from escalating to higher levels of acuity. An improved offer of support will engage them at the earliest possible opportunity.

Services will reflect restorative approaches, which recognise the impact of trauma on people's behaviour. The approach will seek to avoid more punitive measures.

People with higher acuity levels will receive an immediate offer of support, to enable them to move out of crisis, to engage in services, and to start planning their futures. The process and timescales for identifying individuals, and accessing support, will be defined.

People presenting at GPs, Accident and Emergency departments and at other crisis services across the system will know who they can talk to, so that there is an effective response as early as possible.

Psychological support will be offered at key life changing moments such as family breakdown, child removal, and bereavement.

Young people from Black African, Caribbean and Dual Heritage backgrounds in transition to children and young people services, who are at risk of criminal exploitation, and of entering the criminal justice system, will receive an improved offer of support. This will be culturally inclusive, trauma and adversity informed, addressing mental health and other issues. Young people will have confidence in the system of support.

This will link with Bristol's strategic work to reduce disproportionality of young men from Black African, Caribbean and Dual Heritage backgrounds within the criminal justice system and improve transitions from children and young people's services to adult services.

The system costs will be reduced. Health and other inequities will be reduced. People will see a future for themselves, have the chance to thrive in their communities and feel part of the city.

Strategic objective 3: Strengthen and embed co-production with people with lived experience of MD, so that their diverse voices and expertise continue to influence positive change.

What will success look like?

People are valued for the full breadth and diversity of their experiences of multiple disadvantage, taking an intersectional approach. People will no longer be viewed through a single 'lens.'

Relationships amongst people with diverse lived experience, and the agencies and communities involved, will continue to grow, strengthen and evolve, including links at regional and national levels.

Co-production will be resourced, supported and embedded across the city.

The MD system will consistently learn from people's lived experiences and will change and adapt in response.

People will be represented within governance structures and decision-making processes for services that intend to support them, including the MD Transformation Board, as equal partners at the table.

They will be fully involved at all stages of the commissioning cycle, and in service and policy reviews. Quality assurance and service performance frameworks will be co-produced by people with lived experience, in terms of what matters to them. People will contribute through activities such as peer research, evaluations and journey mapping, and by supporting parts of the system where people facing MD present, to consider adaptations.

Strategic objective 4: Improve data on MD, so we have a 'whole system view' of people's diverse and intersecting needs and strengths, to drive earlier intervention, influence policy, and deliver truly person-centred support.

What will success look like?

Appropriate data sharing agreements and data governance processes will be in place to improve our understanding of MD locally.

People will feel confident in sharing information to provide better, coordinated, person-centred support.

We will be able to better evidence where changes are needed and consider the cost avoidance potential, to inform future spend decisions.

We will know the numbers of unique people facing MD, their needs and equalities profile, applying an intersectional approach. We will be able to identify trends and projections. We will have this data for both those with higher acuity levels, and those with two MD needs where there is an opportunity for earlier intervention, including younger people from aged 16. This will include MD data at locality partnership level, as part of a place-based, integrated approach.

We will be able to evidence that MD data has been considered in strategic plans and service design across the system at a citywide and a locality level.

Strategic objective 5: Continue to work in partnership, building our collective skills, capacity, leadership, and resilience, to achieve cultural and system change.

What will success look like?

The needs and aspirations of people with MD will be understood, embraced, and integrated across the plans, programmes, and activity of strategic partnerships, city-wide and at locality level.

Collaboration and partnership working will be healthy, dynamic, and achieving positive change.

People with lived experience, and the diverse strengths and contributions of statutory and VCSE agencies collaborating with people facing MD, will be valued for the roles they play, including smaller specialist providers, and grass roots organisations.

Workforce development programmes, learning resources, training, and tools will support trauma informed practice. Partnership work will build leadership, skills, capacity, and resilience for cultural and system change.

The culture within partnerships and individual organisations, will support creativity, learning, courageous risk, and different ways of working. Opportunities will be seized.

An intersectional approach to need and equality and diversity, will promote inclusion. This will have visible leadership, be reflected in the profile of our workforce, and embedded in our collective ongoing work, across sectors.

Language used across the system will be person-centred, promote diversity and inclusion, raise awareness of 'being human first', and challenge the discrimination and stigma experienced by people facing MD. The voices of people with lived experience of MD will continue to be heard and to influence change.

Corporate sector engagement will open up wider opportunities across the city, for example relating to Bristol's arts and cultural scene, and employment opportunities.

Governance structures will support a city-wide approach.

5. Acknowledgements

We are extremely grateful for the input of people with lived experience from Independent Futures whose diverse insights and creative thinking has shaped the needs assessment and strategy. Alongside this, we thank all the agencies, and individuals who have contributed along the journey. This includes those who attended our sense making workshop, members of the Advisory Group, our expert advisors, and members of the Changing Futures Programme Board and team.

6. Glossary of Terms

Term	Definition
Multiple Disadvantage	People who are experiencing three or more combinations of the following: homelessness, substance misuse, mental ill-health, criminal justice involvement, domestic abuse, as defined in the Changing Futures programme. In the strategy, we also recognise those experiencing two of the above MD factors.
People with Lived Experience of multiple disadvantage	People with first-hand knowledge of multiple disadvantage gained through their own life experiences.
Acuity	Severity of need, as used within critical or emergency care settings in the health system. Indicators of high levels of acuity amongst people experiencing multiple disadvantage may include repeat

	accident and emergency presentations, exclusions from services, repeat safeguarding referrals, repeat incidences of sleeping rough.
Intersectional	An approach which considers how protected characteristics and socio-economic factors, and people’s different identities, cultures, needs and histories, can combine to impact people’s experiences.
My Team Around Me	An approach to working with people experiencing MD who need multi-agency support. The approach is strengths-based and provides the client with a dedicated collaborative cross-sector team. More information here: https://www.changingfuturesbristol.co.uk/my-team-around-me
Life course	The different stages and critical transition points during people’s whole lives, from birth. This term is used in Public Health, in relation to a prevention approach: https://www.gov.uk/government/publications/health-matters-life-course-approach-to-prevention/health-matters-prevention-a-life-course-approach
Fidelity to the model	The principles, key characteristics, and features of the original model which it is expected all those delivering it will adhere to.
VCSE	Voluntary, community and social enterprise organisations

Appendix 1: Multiple Disadvantage Needs Assessment

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1. Purpose of the Multiple Disadvantage (MD) Needs Assessment - phase one

This first phase of the Needs Assessment seeks to provide a picture of the scale, demographic profile and needs of citizens in Bristol who are facing multiple disadvantage.

While many local projects have collated data and evidence of an aspect of need and some of the complexities within this population, this is the first time an exercise has been carried out which has attempted to bring data together, both to understand what the numbers look like, and to recognise more fully the intersectional nature of MD.

By intersectional, we mean consideration of intersecting needs, for example such as those relating to housing, mental health and domestic abuse, together with an intersectional approach to understanding people's histories, cultures, identities and the socio-economic factors affecting their lives. Applying an intersectional lens will help us to understand how interconnected these factors are. By overlaying and integrating these aspects, we strive to gain a more holistic, nuanced view of how individual experiences differ. We say more about an intersectional approach in the MD Strategy.

The aim is that phase one of the Needs Assessment provides the beginnings of an evidence base, to inform the MD Strategy.

Phase two of the Needs Assessment is discussed in the MD Strategy and will be informed by the findings and learning from Phase One.

2. Scope of Phase 1 of the MD Needs Assessment

In phase one we sought to:

- Understand the number of people aged 16 plus facing three or more MD factors, so we have a sense of the scale in Bristol.
- By looking at people experiencing three, four or five of the MD factors, we are focused on acuity. Alongside those in services, we have attempted to identify people who are on the periphery of support, who are not consistently engaged in services, or who have frequent contact with crisis or emergency services. This has proved challenging.

- Gain greater insights into the needs and issues for younger people from aged 16, many of whom may be in transition from children to adult services.
- Understand their demographic profile, including where they live in the city.
- Build a picture of the number of people with the different combinations of three plus needs, across the MD domains; for example, those experiencing domestic abuse, substance misuse, and mental ill-health; or homelessness, substance misuse and involvement with the criminal justice system.
- Gain a picture of the numbers with three plus needs who have died, to gain a deeper understanding of how MD affects people's life chances.

Figure 3 below illustrates what we mean by multiple disadvantage.

In phase one we did not set out to link data across datasets. This is to be considered as part of a second phase of the Needs Assessment, ensuring GDPR compliance.

The following are Out of Scope of the Needs Assessment:

- People facing less than three of the MD needs
- Under 16s
- People living outside of Bristol (although we do include some data on people from Bristol who are returning to the city after a period in prison)
- Families and children, for example engaged in the Supporting Families approach
- Commentary on the effectiveness of existing services, as this is not an evaluation

3. Methodology for Phase One

We collected existing data held by commissioners of services, and service providers, for the period April 2021 to March 2022.

To do this, we designed a template which asked for:

- Data on the numbers and demographic profile of individuals facing three plus needs across the MD domains
- Of that group, the combinations of three plus MD needs experienced.
- The total number of individuals within the MD population to understand the proportion who were people with three plus MD needs.

Because we were asking agencies to draw on their existing records, we did not provide definitions of homelessness, domestic abuse, substance misuse, mental health, or contact with the criminal justice system. Some guidance was provided on the categories used for the demographic data. We decided to give broad categories for ethnicity and age, based on the 2011 Census findings, as we anticipated that there would be different categories in use across the agencies, and broad categories would make it possible to collate the data.

See Appendix 5 for the template used.

The approach we took sought to:

- Bring together information and communicate this in a straightforward and accessible way.
- Provide assurance that the methodology used, data analysis and review of existing research studies and data has been robust.
- Address the data disclosure risk inherent in the presentation of small numbers – we have therefore applied suppression to the data tables in the Needs Assessment. This means that any values between one and four have been replaced with an asterisk.
- Draw on and reference other relevant data projects, findings and reports, seeking to enhance the available evidence, and avoid duplication of effort.
- Work within existing data sharing agreements

4. What we know now

4.1 Bristol's population

The population of Bristol was estimated to be 472,400 people on Census Day, 21 March 2021.

Bristol is the largest city in the Southwest and one of the 11 'Core Cities'¹ in the United Kingdom. Over the last 10 years, Bristol was the fastest growing of all the Core Cities in England and Wales.

Overall, there were 234,500 men (49.6% of the overall population) and 237,900 women (50.4% of the overall population) living in Bristol in 2021. Between 2011 and 2021, all age groups increased in Bristol except for those between the ages of 0- and 4-year-olds, reflecting a decade of falling birth rates, and amongst people aged 80 and over. Since 2016, the rate of population growth has

¹ Belfast, Birmingham, Bristol, Cardiff, Glasgow, Leeds, Liverpool, Manchester, Newcastle, Nottingham, Sheffield

slowed. This is in line with the UK population. In Bristol, growth has been mainly concentrated in the inner city, especially among young adults.

Bristol's population is projected to increase to 499,200 by 2030 if pre-pandemic trends continue, representing an increase of c.213% from the 2021 census figure. Bristol has a relatively young age profile with a median age of 32.4 years, compared to 40.3 years nationally. Bristol's child population is projected to remain stable up to 2030, whilst the population of people over 75 years is projected to increase by 15% over 2020-2030.

Our population is increasingly diverse. Around 19% of the population were from Black and minority ethnic backgrounds at the 2021 Census, rising from 16% at the 2011 Census.

4.2 External Influences

There are a number of cross-cutting themes that continue to impact people facing MD:

- Cost of living crisis
- Growing inequalities
- Growing numbers in poverty

The pandemic exacerbated existing inequalities. Studies highlight the disproportionate impact of the pandemic and its consequences on people from Black, Asian and minority ethnic communities (Women and Equalities Committee, 2020).

There was an increase in levels of domestic abuse (Women's Aid, 2021).

People's mental health worsened. Those who were more likely to struggle with their mental health before the pandemic were most affected (Mind, 2021).

Alongside this picture, the following are set to impact further:

- Risk of recession

- Cuts to public services, including Adult Social Care, and the VCSE, impacting local community resources as well
- Pressure on the health and social care system, with significant workforce shortages, overload, and recovery from the impact of the pandemic. This is forcing some services into 'crisis' or 'firefighting' mode, impacting thresholds, and capacity generally.

In this context, there is a tension between managing immediate service demands, and focusing efforts 'upstream' on earlier intervention, to help tackle some of the systemic root issues.

The challenges involved in this picture are significant and look set to continue, certainly for the immediate term. We recognise this is likely to mean a rise in the numbers facing MD, at least for the foreseeable future.

4.3 Evidencing the scale and complexity of MD in Bristol

It is estimated that between 1300 and 1600 people in Bristol are experiencing three or more of the MD factors in their lives currently.

Of this number, it is estimated that approximately 15% need a new approach to how services are delivered. Taking the mid-point in the above range, this number is estimated to be 200 people.

Our estimate of between 1300 and 1600 has been derived from two sets of information:

- Data collated from the stakeholders shown below in Figure 1, drawing on the numbers on the Probation caseload for our upper estimate within the range
- Research published by Lankelly Chase in the Hard Edges Report (Bramley, et al., 2015) and adjusted for a number of factors to reflect a more up to date and rounded picture.

4.3.1 Estimating the number of people with higher levels of acuity in Bristol

Within the population experiencing three or more MD factors it is estimated that 200 people (approximately 15%) have higher levels of acuity, are not meaningfully engaged in services, and have been repeatedly excluded. This population is farthest from mainstream support, at higher risk of harm, and is more likely to be presenting to emergency or crisis services, or to have had multiple hospital admissions. We have drawn on a number of sources to inform this estimate:

- Numbers in the homelessness priority group: 80 people
- Numbers of people put forward for Bristol’s Changing Futures (CF) programme: there were 25 people nominated who were not taken on to the CF caseload
- Numbers of women contacted by One25 through their outreach, who did not engage in the service: 67
- Numbers being supported by CF: 60 (maximum caseload)

We have also sense-checked this estimate with professionals working in the sector.

It is our view that 200 is a reasonable estimate for this population.

The data collected from local agencies during phase one of our Needs Assessment is shown in Figure 1 below.

	MD3 or more individuals on caseload	Total individuals on caseload	% MD3 or more on caseload
Changing Futures (April 2023)	49	54	91%
Drug & Alcohol Services (BCC)	295	3642	8%
Nelson Trust	509	592	86%
Next Link Hospital	196	570	34%
Next Link Plus	665	2245	30%
One25	162	167	97%
Pathway Placements	477	1646	29%
Probation	1592	2901	55%
Young People's Supported Accommodation	22	83	27%

Figure 1: Numbers and percentages of people experiencing three or more MD factors across local agencies, data is for April 2021- March 2022 except for CF data collected in April 2023. We have not shown the total numbers at the bottom of the table, as we know there is likely to be a level of double counting across agency datasets.

This shows the highest number being 1592 in the Probation caseload. As noted above, while across the whole of this dataset there is likely to be some double counting, the Probation

caseload provides an indication of the minimum number of people in Bristol experiencing three or more MD factors, as this is the largest dataset that shows unique individuals.

There was limited information available on young people, and it is recommended that further consideration is given to this population in phase two of the needs assessment.

4.3.2. Calculating the number of people experiencing three or more of the MD factors in Bristol

As noted above, our estimate of between 1300 and 1600 has been derived from 2 sets of information:

- Data collated from the stakeholders shown below in Figure 1, drawing on the Probation caseload number for our upper estimate within the range
- Research published by Lankelly Chase in the Hard Edges Report (Bramley, et al., 2015) summarised below and adjusted for a number of factors to reflect a more up to date and rounded picture.

Hard Edges Report

The Hard Edges Report (Bramley, et al., 2015) is the only nationwide attempt to map what is termed 'severe and multiple disadvantage'. This was defined as two or three MD factors across homelessness, criminal justice, and substance misuse.

The Hard Edges mapping used three national data sources that recorded adults in contact with homelessness, substance misuse and criminal justice services across local authorities in England in 2010/11. These sources were Supporting People, the Offender Assessment System OASys, and National Drug Treatment Monitoring System. Supporting People covered people in local authority funded housing-related support services for a range of groups, including domestic abuse survivors, people with mental health issues, substance misuse, homelessness or rough sleeping histories, and people convicted of criminal offences. Because of this breadth, our researchers used the Supporting People dataset as the basis of their estimate.

There was no nationally available dataset on mental health services delivery, so the researchers made an estimate of numbers within the other available datasets, while noting that this was likely to be a significant under-representation. We have not included this data here, because we have a range of more recent data relating to mental health within the MD population.

In Hard Edges, the researchers looked at adults i.e., aged 18 plus, experiencing two and three of the MD needs. It is significant that eighty percent of those recorded were men. The definitions and understanding of MD have continued to evolve, with domestic abuse included in the definition used by the Department of Levelling Up Housing and Communities (DLUHC) in ²Changing Futures.

In relation to women, there is a significant body of evidence of the importance of a gendered understanding of MD. We have included some of this evidence in the sections below.

Figure 2 below provides the Hard Edges findings for Bristol, based on Supporting People data.

Group	Number
People with 2 MD factors	2500
People with 3 MD factors	870
Total	3370

Figure 2: (Appendix J, Table 4,(Bramley, et al., 2015))

Some caution needs to be exercised with this data. Firstly, it was collected over 10 years ago, and secondly, the numbers and experiences of women, of those with mental health issues, and those who are not engaged in services, are under-represented. In recognition of this, we have applied a number of adjustments to the above figures, as follows.

- a) The figures are based on data from 2010/11. We are therefore adding 10% to reflect Bristol's population growth of 10.3% between the 2011 census and 2021 census.
- b) Hard Edges recognises that the incidence of mental health is likely to be 'significantly greater' than recorded in their data, page 26 in their report. We have therefore added 10% in recognition of this.
- c) To reflect the under-representation of women, we have added a further 20%.
- d) We know that some people experiencing MD are not engaged with services and will therefore have been omitted from the Hard Edges mapping. This could include for example people who have faced barriers for cultural reasons, such as people of Black African, Caribbean and Asian descent, or people from LGBTQ+ groups. We are therefore adding a further 10% to reflect this.

² <https://www.gov.uk/government/collections/changing-futures>

We recognise that other factors, such as the impact of the Covid19 pandemic, and the cost-of-living crisis are likely to impact further.

While these uplifts are likely to be an under-estimate, this takes us towards a more representative picture.

Looking firstly at those with a higher level of acuity, the adjusted estimate for the number with three MD needs is 1305, rounded to 1300.

For those with two MD needs, the adjusted estimate is 3750.

Our Needs Assessment scope excluded those with fewer than three MD needs. However, we believe there is value in considering the population with two MD needs and have set out our thinking on this in the MD Strategy.

4.4 Building our understanding of the complexity and impact of Multiple Disadvantage

There is a growing body of evidence of the complexity of needs amongst people experiencing MD, and the impact on their lives. Hard Edges notes that the extreme nature of Severe Multiple Disadvantage was often said to lie in the ‘multiplicity and interlocking nature of these issues and their cumulative impact, rather than necessarily in the severity of any one of them’.

The following image illustrates how MD factors may overlap, with the parts coloured orange showing the areas of most disadvantage:

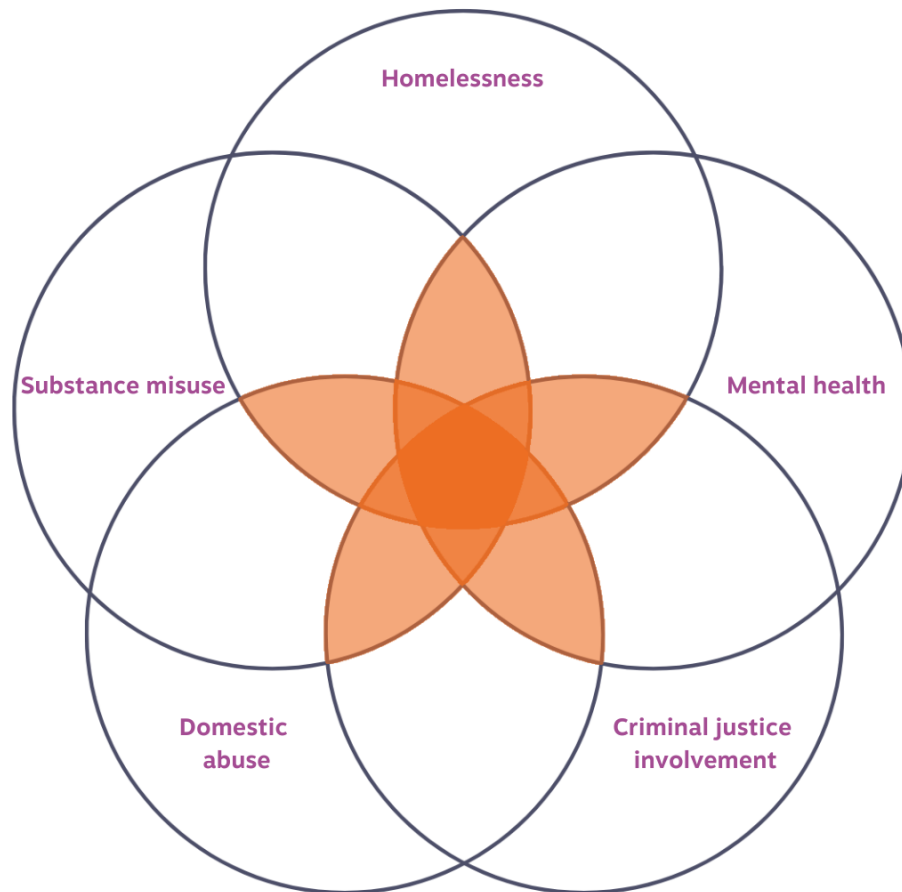


Figure 3: Illustration of overlapping and connecting needs across the MD domains.

In the following sections we draw on data we collected from local agencies and by CF Bristol.

4.4.1 Data from local agencies

As part of our phase one data collection exercise, we asked agencies to tell us the percentage of people on their caseloads with the different combinations of MD needs. The data is shown in Figure 4 below.

	Homelessness, Substance misuse, Mental health	Homelessness, Criminal Justice Involvement, Mental health	Homelessness, Criminal Justice Involvement, Substance misuse	Substance misuse, Mental health	Criminal Justice Involvement, Domestic Abuse, Mental health	Substance misuse, Domestic Abuse	Homelessness, Domestic Abuse, Mental health	Homelessness, Substance misuse, Domestic Abuse	Homelessness, Criminal Justice Involvement, Domestic Abuse	Substance misuse, Domestic Abuse, Mental health
Drug & Alcohol Services (BCC)	295									
Nelson Trust		263	180	276	148	110			88	
Next Link Hospital					29	16	31	24	7	108
Next Link Plus					68	48	183	47	15	219
One25					50	49	110	108	45	124
Pathway Placements	471	452	446				56	52	35	
Probation		927	953	1189	22	19			16	
Young Person's Supported Accommodation			*	8	7	9				

Figure 4: different combinations of MD needs within agency datasets (April 2021 – March 2022)

We suggest the most important point being illustrated here is the range of possible combinations people experience, and the intersectional impact these can have.

This underlines the importance of an intersectional approach to understanding people’s needs.

4.4.2. Data from Changing Futures Bristol

Nominations from local agencies for Bristol’s CF cohorts targeted people experiencing three plus of the MD domains, who were placing a high demand on local response services, but for whom current support systems were not working. A particular focus was given to people who were not well connected to existing support services, and therefore may be missing from service data and local needs analyses, despite potentially placing high demand on reactive services. (See Appendix 5 for a description of the three CF Bristol priority groups).

Figure 5 below shows the numbers of people on the CF caseload in April 2023 with two, three, four and five MD factors.

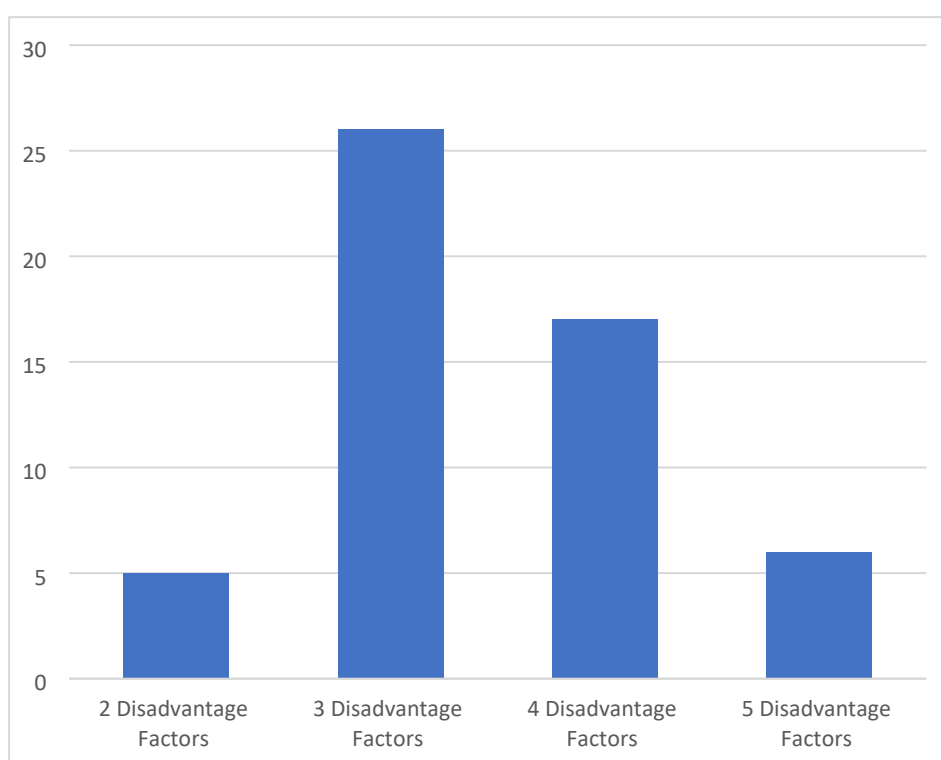


Figure 5: MD factors within Changing Futures Bristol caseload (April 2023)

We can see that most people are experiencing three or four disadvantage factors, and some have all five.

The CF prospectus (Department for Levelling Up, Housing and Communities, 2020) recognises that ‘many people in this situation may also experience poverty, trauma, physical ill-health and disability, learning disability, and/or a lack of family connections or support networks .

The personal stories and voices of people experiencing MD give important further insights into the reality of these experiences. The stories included here are based on real lives, and representative of what we know from local agencies' work with people facing MD. They have been anonymised, to protect people's identities and personal data.

Jayden's story

Jayden had nearly four decades of complexities which started at the age of nine. He experienced historical abuse from his parents, and several foster care placements. As an adult, he experienced substance use, periods of homelessness and criminal justice system problems, undiagnosed learning difficulties, mental health and trauma issues.

He had been round the system, and in contact with many local agencies, countless times.

He felt stuck and hopeless that anything would change for him.

"Nobody really gets me. It always goes wrong. Nobody cares."

4.4.3. The impact of other factors in people's lives

Poverty

The National CF evaluation (CFE Research with Cordis Bright, 2023) found that for the majority of beneficiaries, 72%, their main source of income is Universal Credit; 32% receive other benefits. A small proportion receive income from begging, 8%, and sex work, 4%. At least 60% of beneficiaries are in debt or behind on their bills.

"I have no bank account, so my money goes into an ex-boyfriend's account. I have rent arrears from a council property I had years ago. I have not worked because I have an addiction." (CF beneficiary).

In the Unhealthy State of Homelessness (Hertzberg & Boobis, 2022), a third of respondents, 33%, 153, reported on average only eating one meal a day.

The Gender Matters Study (Sosenko, et al., 2020) , which looked at gendered patterns of severe and multiple disadvantage, found that ‘both men and women in the most disadvantaged groupings are twice as likely as those without experience of primary domains of disadvantage to be resident in a deprived neighbourhood’.

Intergenerational experiences of MD

The Revolving Doors literature review (Good & Marriott, 2017) lists various research relating to intergenerational links across all MD domains, where a person’s parent(s) have had the same issues. The same report also highlights that for some people there is no generational link e.g. (Perlman, et al., 2012). It is important therefore not to assume this.

Adversity and Trauma

We recognise that adversity and trauma have profound and lasting impacts on people’s lives. We are using the terms ‘trauma’ and ‘adversity’, to recognise the importance of understanding the impact of trauma across people’s lifetimes, and adversity which places more emphasis on people’s social contexts, including experiences such as poverty, racism, sexism and other forms of inequality.

A Rapid Evidence Review (CFE Research, 2023) produced for the national CF programme states that ‘there is a plethora of high-quality evidence showing how trauma can have a negative impact on different aspects of someone’s life, including their health and wellbeing, employment and educational outcomes, and likelihood of experiencing multiple disadvantage’.

It also recognises that ‘trauma is not evenly distributed in society. It disproportionately affects marginalised populations and is inseparably bound up with systems of power and oppression.’

Within Bristol’s CF programme, most clients have experienced complex trauma, with many having multiple, and intersecting, experiences of trauma throughout their lives. These experiences of trauma include domestic and/or sexual violence, childhood abuse and neglect, being in local authority care, homelessness and racial trauma.

Aston's story

Aston, aged 17, of Black African-Caribbean and White descent, had experienced abuse as a child, and had been in local authority care since he was six years old. At school he had suffered racial bullying. As a teenager he had been exploited by local drug dealers, had developed problematic cannabis use, was known to the local Youth Offending Team and children's services. He had spent time sofa surfing and had been in and out of temporary accommodation.

Aston was passionate about writing poetry and hoped to undertake a creative writing course to develop his talent, and ultimately be published.

The racial trauma Aston had experienced affected his confidence in professionals, and his perspective on what was happening to him. He felt that they treated him differently because of his race.

Tall for his age, representatives from some of the agencies involved commented that Aston could be "quite intimidating". With an opportunity to reflect, his housing worker said she felt ill- equipped, and both she and his social worker said they felt nervous about his challenges around racism and of "getting it wrong".

For many of the CF clients who have been exposed to complex trauma, the difficulties they face throughout their lives are rooted in their need to adapt to and survive those experiences. In particular, substance misuse, mental ill health and problems forming trusting relationships are present for a large proportion of all three cohorts. This adversely impacts their ability to engage with services, trust professionals and navigate complex processes - three things often required to access and maintain the support they need.

The trauma experienced by CF clients is largely rooted in close relationships and so requires relational repair through enduring, patient and trauma-informed interactions with professionals (Sweeney, et al., 2018).

There is also evidence that trauma impacts people on a physiological level, which has lifelong impacts (Harris, 2014). This includes increased cortisol production, changes to the prefrontal cortex, hormonal imbalances, and affecting DNA transcription. Long term exposure to stress has lifelong implications, including risks of premature ill health.

The data analysed as part of the Hard Edges research found that 85% of people with SMD had experienced traumatic experiences in childhood that stemmed from Adverse Childhood Experiences ACEs, and that these increased markedly amongst those who had all three SMD domains.

The prevalence of different kinds of traumatic experience is detailed in Figure 6:

Background experience/ACE	Percentage of SMD 3 who have experience
Left home before 18 th birthday	47%
Ran away	41.9%
Parents violent	29.3%
Parents drug/alcohol	29%
Abused	24.4%
Neglected	17.9%
In care	17.8%
Starved	17.3%
Parent mentally ill	16.9%

Figure 6: Table 1: Adverse Childhood Experiences amongst SMD 3 Population (Bramley, et al., 2015)

The increase for those with three of the SMD domains is shown in the example data below, again from Hard Edges.

Experience/ACE	SMD1	SMD 2	SMD3
Parents - drug alcohol	9.1%	19.9%	29%

Ran away	10.3%	28.3%	41.9%
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Figure 7: Table 2 Correlation between Adverse Childhood Experiences and SMD (Bramley, et al., 2015)

The central aim of the Gender Matters study (Sosenko, et al., 2020) was to develop a statistical profile of women affected by severe and multiple disadvantage in England. The study found that “the chance of experiencing each of the primary disadvantage domains in adult life increases steeply as the number of adverse childhood experiences increases”.

Further, the Report states “The Children in Need dataset indicates a clear correlation between the number of adverse experiences faced by children and the number of disadvantages faced by their parents”.

The Report concludes: “Adverse experiences in childhood are confirmed as a very strong risk factor for severe and multiple disadvantage later in life. Individuals reporting the most complex combinations of primary and secondary domains of disadvantage during adulthood were highly likely to report having experienced abuse or neglect when they were children”.

Brain Injury, Autism and Learning Difficulties

There is a high prevalence of Traumatic Brain Injury found in homeless populations. A systemic review and meta-analysis showed 53% of homeless and marginally housed individuals suffered from some kind of TBI, which often had further implications for physical and mental health (Stubbs, et al., 2020).

Additionally, Groundswell, Homeless Link and other organisations estimate that up to 12% of people who are homeless have autism, compared to just over 1% of the wider population (Groundswell, 2020).

Brain injury and autism often go undiagnosed in the MD population. They can both impact on people’s mental health and their behaviour and may be a significant underlying reason why some people facing MD are considered ‘problematic’, ‘hard to reach’, are excluded from services, or be involved in anti-social behaviour (Churchard, et al., 2019).

Though evidence is limited, it is also likely that learning difficulties, or neurodiversity, for example relating to autism, ADHD or dyslexia, will be relatively high in the MD population. Certainly, it is

higher for homeless people (Churchard, et al., 2019) and in the prison and probation populations a study (Criminal Justice Joint Inspection, 2021) quotes that approximately 50% of the prison population have a neurodiversity condition.

Safeguarding and Cuckooing

We know that the vulnerability of people experiencing MD means that safeguarding issues are often involved.

We include some information from Bristol Safeguarding below. People experiencing MD are vulnerable to exploitation by others and this may take several forms. One such is known as ‘cuckooing’. This is where a vulnerable person is exploited by others for their own gain, who take over the person’s home. The cuckooing may take a few different forms, ranging from financial or sexual exploitation to illegal activity.

Employment

The CF national evaluation (CFE Research with Cordis Bright, 2023) found that 5% of beneficiaries had participated in any employment, training or volunteering in the past three months, and 3% were said to be thinking about working toward employment, volunteering or training.

Bristol’s CF programme shows a similar picture, with 2% of clients in work or self-employed, April 2023).

The data analysed in the Hard Edges report found that most people facing severe multiple disadvantage SMD3, were either unemployed or only working casually, or unable to work due to sickness or disability, as the table below shows.

Employment status	Percentage of people with SMD3
Long term limiting illness	45.5%
Ever long term sick	33.4%
Mostly unemployed	22.7%
Mostly casual employment	18.5%

Figure 8: employment status and Severe Multiple Disadvantage (Bramley, et al., 2015)

National data from the Fulfilling Lives programme shows higher numbers unable to work, at 70%, see figure 9 below. This programme principally worked with people with highest levels of multiple disadvantage.

Employment status	Sample size = 2094
Unable to work	70.1%
Unemployed	12.3%
Working/self-employed	1.9%
Other	15.7%

Figure 9: Fulfilling Lives beneficiary data collected July 2014 to December 2018

This picture is in stark contrast to the general population, where the current percentage of adults in work in England and Wales is 57.2%, Census 2021, and in Bristol where 64.8% were economically active, Census 2021.

4.4.4. Further evidence

The following sections set out headlines drawn from national and local sources. We have also included statements from local agencies and people with lived experience, who attended a data sense-making workshop during Phase One of the Needs Assessment. Workshop participants reviewed the available data and tested out some initial observations to generate the statements below.

4.4.4.1 National Evidence

Mental Health

- Mental ill health is the most prevalent form of disadvantage experienced by programme participants – 83 per cent reported mental health problems in the past three months. There is a high degree of overlap between mental ill health and drug and alcohol problems – almost 7 out of 10 participants have experience of both. (CFE Research with Cordis Bright, 2023)
- Almost all, 93% of Fulfilling Lives beneficiaries experienced mental health problems, and 90% of Fulfilling Lives beneficiaries with mental health problems also had a need relating

to substance misuse (CFE Research and The University of Sheffield, with the Systems Change Action Network, 2020)

People in prison or leaving prison

- The HM Inspectorate of Probation reported that in 2018–19, 16% of male prisoners and 19% of female prisoners were released homeless, and around a third of male prisoners and a quarter of female prisoners were released without settled accommodation (HM Inspectorate of Probation, 2020).
- Offenders with accommodation needs are more likely to reoffend: a report from 2012 showed that 79% of prisoners who reported being homeless prior to entering custody were reconvicted within a year of release, compared to 47% of those with accommodation (Williams, et al., 2012).
- Research has shown that as many as 70% of people in prison have two or more mental health disorders (Edgar & Rickford, 2009). Reports also show an increasing number of prisoners report developing a substance misuse problem in custody (Shilson-Thomas, 2020).

Young People

- In England, 112,500 young people presented as homeless or at risk of homelessness to their local authority in 2021/2022, an increase of 8,100 (8%) from the previous year (Nicoletti, 2023).
- MHCLG survey 2020 of homeless people found that 72% of people sleeping rough had experienced time in care as a child, been permanently excluded from school, regularly truanted, left school before 16 or a mix of these (Ministry of Housing, Communities and Local Government, 2020).
- Research on routes into homelessness demonstrates a high prevalence of childhood trauma with highest risks in low-income populations (Luchenski, et al., 2018).

4.4.4.2 Local Evidence

From 835 adults and young people who are homeless and living in the **Bristol Pathways accommodation**:

- 79% have been identified as having support around mental health needs.
- 39% have physical health needs
- 63% have identified an issue with drugs or alcohol use
- 12% have support needs relating to domestic violence, sexual violence, child sexual exploitation, trafficking and forced marriage

From **Bristol City Council's Multiple Disadvantage and Preventing Rough Sleeping analysis:**

- 59% of people sleeping rough had mental health needs and 72% had substance misuse needs

From **Next Link domestic abuse services:**

- Under Covid-19, Next Link saw a 30% increase in women seeking help from domestic abuse services.
- 38% presenting at the high-risk service were repeat victims with trauma symptoms, mental ill-health, history of childhood abuse and ACEs, dual diagnosis, immigration issues, substance misuse and offending behaviour. 48% were from Black and Minority Ethnic communities, 38% had disabilities.

Data from **OPOKA, providing domestic abuse support to Polish women:**

- OPOKA saw 206 women in Bristol during 2019/20 of which approximately 80% had complex needs/MD (most common is substance misuse and mental health, also housing issues).
- There was a significant increase in demand in 2020 with 912 calls, up from 277 calls in 2019. Whilst the increase was citywide, higher numbers of calls came from areas of the city experiencing higher deprivation.

From **One25: data on vulnerable women including those on the edge of services**

One25 worked with 234 women during May 2021 to May 2022. Of 167 women where data was available:

- 97% experienced sexual violence and/or domestic abuse at some point in their lives
- 86% experienced substance misuse in the last year
- 92% experienced mental health problems in the last year

- 75% experienced homelessness in the last year
- 79% physical health problems in the last year
- 65% experience of street sex work at some point
- 56% disclosed experience of child sexual abuse
- 32% experienced offending in the last year

The remaining 67 women were seen primarily via the One25 Van Outreach with a few via the drop in and did not go on to have complete assessments or relationships with the One25 team.

Based on One25's expert knowledge of the client group, all 67 meet the MD three plus definition, with experience of domestic abuse, mental health issues and substance misuse. All were street sex working (technically an offence) to fund their addiction, to manage their trauma, and their mental health issues.

Of 37 women supported in quarter one by the **Respite Rooms pilot** launched in 2021 to support those fleeing domestic abuse:

- 36 (97%) had needs around domestic abuse, homelessness and mental health
- 29 (78%) had needs around domestic abuse, homelessness and substance use
- 10 (27%) had needs around domestic abuse, homelessness and a disability including learning disabilities or autism.

Prison leavers data: men and women released from any prison back into Bristol and South Gloucestershire (data is for 18 months, covering October 2021 to September 2023)

- On average there are 71 releases monthly
- Of all releases, 62% of people identify as having three or more MD needs, with 38% who do not. January 2023 was the first time there were less people with three or more MD needs (49%), than those who do not (51%).

Accommodation on the day of release:

- For those with at least three MD needs, 75% had were being released into temporary or settled accommodation, whilst 18% were not (i.e., they were homeless, or awaiting assessment, or their status was unknown).
- This compared to 86% and 10% respectively, for people who do not have three or more MD needs.

- This highlights that there were higher numbers of people with three or more MD needs who were homeless/awaiting assessment/with status unknown.

People with different lengths of prison sentence: of the 1592 people experiencing 3 or more MD factors on the caseload during April 2021 to March 2022, figure 10 below shows the sentence length of 230 individuals who had had a custodial sentence (pre and post release both included), looking at the length of their most recent sentence, and comparing that to the custodial sentences of people without MD3 factors.

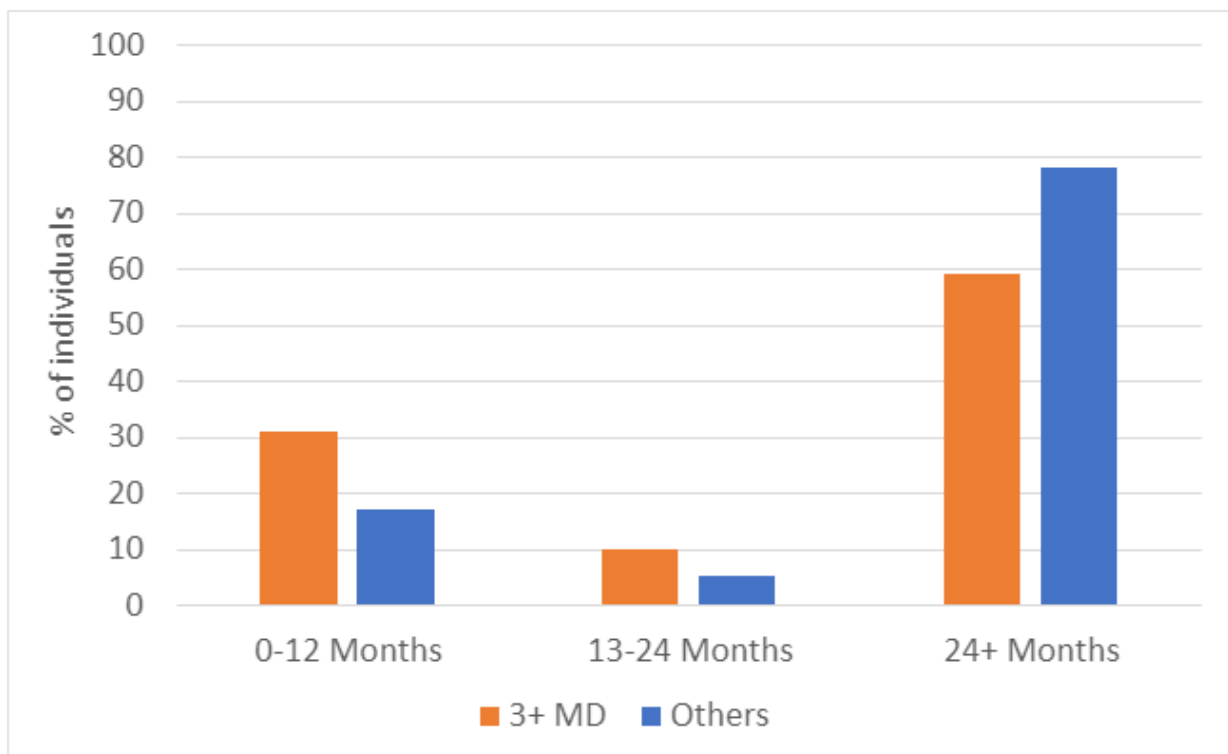


Figure 10: The sentence length of 640 individuals, showing the proportion with MD3+ and non MD3 across different sentence lengths (MD3+ sample is 263 people, people without MD3 + sample is 377 individuals).

This shows that across this population around a third of people were experiencing three or more MD factors, and there is a higher proportion with three or more MD factors in the shorter sentence group.

Substance Misuse data (from Theseus, 2020 – 2021):

- 466 clients had all three of mental health, housing/homelessness and substance misuse needs

The Homeless Move On Team (2020 - 2021):

- Of 123 referrals for an assessment of need under section 9 of the Care Act, 59 (48%) individuals had three of the five MD needs

From **Bristol's Combating Drugs Partnership** (data for January 2020 – December 2021):

- an estimated 5,000 people use opiates and crack cocaine - almost double the national average.
- Across the core cities, Bristol has the largest proportion of very high complexity clients which makes them more likely to be in treatment for longer and need specific support
- For people experiencing three or more MD factors the use of opiates is noticeably more likely: where there is domestic abuse and substance use: 76.5% opiate use; where there is homelessness and, mental ill-health and substance use: 76.3% opiate use, where there is homelessness, mental ill health, domestic abuse and substance use: 90.9% opiate use

People experiencing homelessness in Bristol – Health Needs Analysis (2022)

This study shows that in relation to physical health, amongst people who are homeless, there is increased incidence and higher risk levels across several areas, including:

- Poor oral health, chronic liver disease, asthma, epilepsy, COPD, heart problems and stroke - significantly higher levels than housed people
- Increased risk of HIV, Hep C and TB
- Lifetime prevalence of moderate to severe of Traumatic Brain Injury - 10 times higher than amongst non-homeless population

- Deaths caused by drugs, alcohol, suicide, respiratory, cardiovascular and digestive system diseases considerably higher

Young People aged 16 to 25 – data collated in 2019

- Cross cutting service demand is frequently based in early trauma (Adverse Childhood Experiences (ACEs)) presenting at gateways such as criminal justice, homelessness, substance misuse, mental health and the need for safeguarding protection.
- 24% of young people known to services have two or more ACEs with most common of these being domestic abuse and neglect.
- Children and Young People’s Services assess around 100 young people as very high risk of harm to themselves and others where mental health, thinking and behaviour, relationships and substance misuse, speech and language difficulties underlie their presentation to services for help.
- Young people from Black and Minority Ethnic (BAME) backgrounds are disproportionately represented at higher tier levels of need, and sanction: of young homeless people in high support accommodation, 64% are BAME; there are higher mental health issues amongst BAME young people; 76% of those gang involved are BAME; and high numbers are remanded and imprisoned from BAME backgrounds.

Young people who are homeless

- 1318 young people approached Bristol City Council in 2019/20 because they were homeless (Centrepont)

Supporting statements from key stakeholders from their review of the data:

- Homeless populations, including young people, show high levels of mental ill health, substance misuse, domestic abuse and physical health needs.
- There is a strong connection between MD and opiate use.
- Bristol shows high levels of substance misuse complexity and as that complexity is closely linked to MD, this may mean Bristol has higher than average MD levels.
- Data showing that 8% of the drug and alcohol in treatment caseload are experiencing 3+ MD factors feels like a significant under representation.



4.5 Our understanding of the demographic profile of people facing MD

There is a significant, growing body of evidence about the demographic profile of people experiencing MD, and the different impacts of MD on diverse groups and populations.

At the same time, it is important to acknowledge where we have gaps in the data, and to recognise those groups and populations we still know less about.

We have drawn evidence from the following sources:

- Data collected from agencies during Phase one of the Needs Assessment.
- Local reports
- National reports

4.5.1 Data collected from local agencies

The data shown here was reported by the agencies who returned data, using the template provided.

Except where stated otherwise, this was drawn from their existing records for clients accessing their services during April 2021 to March 2022.

It is likely that there may be some variations across the agencies in how the data was originally collected, or in some of the categories or definitions used.

Gender

Figure 11 below shows the breakdown of clients' gender across the nine agency datasets, shown as numbers and percentages for each dataset. The Bristol Census data 2021 is shown for comparison.

	Male	Female	Trans- gender	Non- binary	Not known
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Bristol Census					
2021*	49.6%	50.4%	0.2%	0.2%	-
Changing Futures					
(April 2023)	30	24	0	0	0
	55.6%	44.4%	0.0%	0.0%	0.0%
Drug & Alcohol					
Services BCC	218	77	-	-	-
	73.9%	26.1%			
Pathway					
Placements	364	113	0	0	0
	76.3%	23.7%	0.0%	0.0%	0.0%
Nelson Trust	0	507	*	0	*
	0.0%	99.6%	*%	0.0%	*%
Next Link Hospital	10	184	*	*	0
	5.1%	93.9%	*%	*%	0.0%
Next Link Plus	*	650	11	*	0
	*%	97.7%	1.7%	*%	0.0%
One25	0	132	*	0	30
	0.0%	81.0%	*%	0.0%	18.4%
Probation	1346	235	11	0	0
	84.5%	14.8%	0.7%	0.0%	0.0%
St Mungo's ACE	132	102	6	*	8
	53.0%	41.0%	2.4%	*%	3.2%
Young People's					
Supported					
Accommodation	14	6	0	0	0
	70.0%	30.0%	0.0%	0.0%	0.0%

Figure 11: Gender of people experiencing multiple disadvantage. Data collected from April 2021 – March 2022.

It is recognised there may be some double counting across these datasets. It is also noted that some of these agencies provide women only services, and others see many more men than women. Data from one agency, Next Link, includes a number who identify as transgender, and non-binary. The gender identity of a proportion of people is unknown.

We did not set out in phase one to identify the exact gender profile of the MD population. We cannot draw any firm conclusions from the data about the numbers, or the proportion, of men, women, transgendered people, and non-binary people within Bristol’s MD population.

The picture here underlines the importance of not under-estimating the numbers of women, and while recognising that a number of people identify as transgender, and non-binary, we do not have the full picture.

Of beneficiaries within the national CF programme, 40% are female and 59% male, with less than 5 people (of the sample size of 324) reporting their identity as non-binary/other.

Ethnicity

The template used for collecting data used broad ethnic categories, and provided a definition of these, based on the 2011 census categories.

Figure 12 below shows the ethnic breakdown of clients with three MD domains in each of the agency datasets, as numbers and percentages, and with data from the Bristol census 2021 for comparison. The ethnic categories we used broadly match those used in the 2021 census.

	White British	White Eastern European	Mixed Race/Dual Heritage	Asian	Black	Other Ethnic Group	Not known
Bristol Census							
2021	72%	10%†	9%	7%	6%	2%	-
Changing Futures							
(April 2023)	28	*	*	*	11	*	*
	52%	*%	*%	6%	20%	*%	*%
Drug & Alcohol							
Services BCC	258	-	23	*	6	-	5

Appendix 1: Multiple Disadvantage Needs Assessment v2 13.10.23

	87%		8%	*%	2%		2%
Nelson Trust	412	0	31	6	23	22	15
	81%	0%	6%	1%	5%	4%	3%
Next Link Hospital	155	*	13	8	3	9	6
	79%	*%	7%	4%	2%	5%	3%
Next Link Plus	494	16	49	37	43	21	5
	74%	2%	7%	6%	6%	3%	1%
One25	101	-	11	*	13	10	25
	62%		7%	*%	8%	6%	15%
Pathway							
Placements	128	*	30	6	35	13	262
	27%	*%	6%	1%	7%	3%	55%
Probation	1206	46	103	20	174	15	28
	76%	3%	6%	1%	11%	1%	2%
St Mungo's ACE	147	-	19	15	16	14	32
	60%		8%	6%	7%	6%	13%
Young Person's Supported							
Accommodation	18	0	*	0	0	*	0
	82%	0%	*%	0%	0%	*%	0%

Figure 12: Recorded ethnicity of people experiencing three plus multiple disadvantage needs.

Data collected from April 2021 – March 2022. Note † is 'White Other' in the census data.

The high proportion of 'not known' within the Pathway Placement data was due to a data error during the period, which has since been corrected.

The Changing Futures data includes the cohort of around 20 young people from Black and minoritised ethnic communities (Black African/Black Caribbean/Dual Heritage), aged 16 to 25, whose experience of MD is compounded by discrimination, and who are involved with the criminal justice system. This group represents approximately a third of the total number of CF clients.

The data shows that within the Probation, Pathway Placements and Next Link datasets there were higher numbers of people with three or more MD factors identifying as Black, Mixed Race/Dual Heritage and belonging to 'Other Ethnic Group', than the numbers from these communities in Bristol's general population at the Bristol 2021 census.

At the national level, the ethnicity of CF participants broadly reflects the general population. However, Asian participants are under-represented in the data compared to the wider population. The evaluation notes that this may be due to lower prevalence of MD among this community, or lower levels of engagement with services.

Disability

Disability was defined as 'physical or mental health impairment that has a substantial and long-term negative impact on your ability to do normal day to day activities' (as used in the Equality Act 2010). Figure 13 below shows the recorded disability of caseloads, compared to data for the general population from the Bristol 2012 census.

	Has a disability	Does not have a disability	Not known
Bristol Census 2021	8%	92%	
Drug & Alcohol Services (BCC)	84 28%	134 45%	81 27%
Nelson Trust	121 24%	252 50%	136 27%
Next Link Hospital	149 76%	44 22%	* *%
Next Link Plus	551 83%	112 17%	* *%
One25	34 21%	58 36%	70 43%
Pathway Placements	62	343	51

	14%	75%	11%
Probation	768	589	235
	48%	37%	15%
St Mungo's ACE	76	111	54
	32%	46%	22%
Young People's Supported Accommodation	*	7	8
	*%	37%	42%

Figure 13: disability of people on caseloads experiencing three plus MD factors. Data collected for April 2021 to March 2022. Data was not available for the CF caseload.

While the numbers where disability was 'not known' are quite high in some of the datasets, the data highlights that there were higher numbers with disabilities amongst people experiencing three or more MD factors across all the agency caseloads, than in Bristol's general population. In some datasets, the numbers are significantly higher, notably in the Next Link (76% and 83%) and Probation (48%) caseloads.

At the national level, 85% of CF participants consider themselves to have some form of physical or mental health condition or illness lasting or expected to last 12 months or more.

Sexual Orientation

Figure 14 below shows the recorded sexual orientation of caseloads, compared to the general population recorded in Bristol's 2021 census.

	Heterosexual	Gay/ Lesbian	Bisexual	Other	Not known
Bristol Census 2021	85%	2%	3%	1%	
Changing Futures (April 2023)	24				30
	44%	0%	0%	0%	56%
Drug & Alcohol Services BCC	261	*	11	*	19
	88%	*%	4%	*%	6%

Appendix 1: Multiple Disadvantage Needs Assessment v2 13.10.23

Nelson Trust	221	9	15	*	262
	43%	2%	3%	*%	51%
Next Link Hospital	147	*	17	*	26
	75%	*%	9%	*%	13%
Next Link Plus	556	6	50	12	41
	84%	1%	8%	2%	6%
One25	96	*	11	0	54
	59%	*%	7%	0%	33%
Pathway Placements	354	6	14	*	99
	74%	1%	3%	*%	21%
Probation	1313	35	36	5	203
	82%	2%	2%	0%	13%
St Mungo's ACE	153	*	12	*	64
	65%	*%	5%	*%	27%

Figure 14: sexual orientation of people on caseloads experiencing three or more MD factors. Data collected for April 2021 to March 2022 except for the Changing Futures caseload (April 2023).

It is noted that there was a high percentage of people where their sexual orientation was 'not known', with this being the highest in the CF data, at 56%, and the Nelson Trust data, at 51%. This highlights the challenges in gaining an accurate picture. We are mindful that staff applying a trauma informed approach will prioritise building trusting relationships and avoid asking people personal questions, for example around their sexuality, which they could perceive as intrusive. We respect people's right not to disclose this data if they choose not to.

Within the CF data, 92% of beneficiaries identify as heterosexual or straight, roughly in line with the wider population (Office for National Statistics, 2022).

Age

Figure 15 below shows the ages of people experiencing three or more MD factors from the data reported by each of the local agencies, with data from the Bristol 2021 census.

	16 – 25	26 - 49	50 - 64	65+
Bristol Census 2021	15%	39%	15%	13%
Changing Futures (April 2023)	20	28	5	*
	37%	52%	9%	*%
Drug & Alcohol Services				
BCC	16	255	24	*
	5%	86%	8%	*%
Pathway Placements	40	367	69	*
	8%	77%	14%	*%
Nelson Trust	72	361	72	*
	14%	71%	14%	*%
Next Link Hospital	33	121	29	13
	17%	62%	15%	7%
Next Link Plus	85	463	102	15
	13%	70%	15%	2%
One25	10	118	19	0
	7%	80%	13%	0%
Probation	279	1127	178	8
	18%	71%	11%	1%
St Mungo's ACE	23	175	29	15
	10%	72%	12%	6%
Young People's Supported Accommodation	14	6	0	0
	70%	30%	0%	0%

Figure 15: recorded age of people experiencing three plus multiple disadvantage needs. Data collected from April 2021 – March 2022, except for the CF caseload collected in April 2023.

It is noted that the Young People's Supported Accommodation is specifically for younger people.

The higher number of young people aged 16 to 25 within the CF caseload reflects the young people's cohort, who are approximately a third of the total caseload.

The data shows that most people fell within the 26 to 49 age group.

The CF national data shows that the majority of participants are aged between 30 and 49 – this is in line with wider research on MD.

Where people live, or are staying

Data was collected on people's Bristol postcode. Within the caseloads, some people were living in their own home, some were homeless, either sleeping rough or in other situations, some were living in temporary, or other forms of short-term housing, for example the Homeless Pathways Accommodation and young people's supported accommodation. The data in figure 16 below therefore reflects this range of situations.

	BS1	BS2	BS3	BS4	BS5	BS6	BS7	BS8	BS9	BS10	BS11	BS12	BS13	BS14	BS15	BS16	Not known
Changing Futures (April 2023)	* 10%	5 10%	* 14 5%	0 22 7%	8 33 11%	* 10 3%	* 15 5%	0 * 0%	0 5 2%	* 14 5%	0 7 2%	0 0 0%	* 19 6%	0 7 2%	0 10 3%	* 16 5%	* 22 44%
Drug & Alcohol Services BCC	7 2%	19 6%	14 5%	22 7%	33 11%	10 3%	15 5%	* * 0%	5 2%	14 5%	7 2%	0 0%	19 6%	7 2%	10 3%	16 5%	102 34%
Nelson Trust	14 4%	17 5%	28 8%	46 13%	41 11%	14 4%	13 4%	11 3%	6 2%	20 6%	19 5%	0 0%	33 9%	13 4%	21 6%	39 11%	25 7%
Pathway Placements	18 4%	147 33%	30 7%	14 3%	104 24%	17 4%	9 2%	7 2%	* * 0%	20 5%	* * 0%	0 0%	8 2%	* * 0%	33 7%	27 6%	* * 0%
Probation	24 2%	138 9%	88 6%	110 7%	194 12%	25 2%	177 11%	19 1%	25 2%	87 5%	45 3%	0 0%	95 6%	56 4%	57 4%	137 9%	315 20%
Young People's Supported Accommodation	0 0%	0 0%	5 25%	0 0%	* * 0%	* * 0%	0 0%	* * 0%	* * 0%	* * 0%	0 0%	* * 0%	* * 0%	* * 0%	* * 0%	* * 0%	0 0%

Figure 16: Where people with three or more MD factors were living, by Bristol postcode. Data is for April 2021 to March 2022, except for CF Bristol (April 2023).

Figure 16: Where people with three or more MD factors were living, by Bristol postcode. Data is for April 2021 to March 2022, except for CF which is for April 2023.

In some datasets, the information was not available.

While data was not known for a significant proportion of people within several datasets, the data highlights MD is a city-wide issue, and across all the ICS locality partnerships.

Consideration will be given to further mapping in phase two of the needs assessment, and to explore whether there are any links with areas of higher deprivation in the City.

4.5.2 Further evidence: national sources

Changing Futures national evaluation

In relation to disability/long term health conditions: 85% of CF beneficiaries (base = 325) reported a long-term physical or mental health condition, compared to 41% of Fulfilling Lives beneficiaries (base = 2,303). This compares to 18% of the wider population.

A third of participants had some form of neurodiversity, including learning disability, ADHD and acquired brain injury.

LGBT experiences

Findings from a research study (LGBT Foundation, 2020) into understanding LGBT people's experiences of severe and multiple disadvantage found:

- high rates of substance misuse and homelessness
- limited evidence of criminality
- vast majority of participants report facing two or more of the domains of severe and MD identified in the original Hard Edges report, but this frame was not sufficient to understand the full range of people's experiences and did not capture the different kinds of marginalisation they had faced.
- There are profoundly unique barriers and challenges LGBT people face, and many of these make them vulnerable to, and interlink with severe and multiple disadvantages.
- The discrimination which they faced in childhood and adulthood often made them isolated and reduced the opportunities they had to build a support network.
- Stresses related to coming out impacted people throughout their lives and separated them from their friends. In some instances, stigma and a lack of understanding within

mainstream services often meant participants were reluctant to engage with services, which often meant they would try to cope with and address their issues on their own. This made issues which were unrelated to their LGBT identities, like adverse childhood experiences, harder to process and made the trauma more impactful.

Severe and multiple disadvantage amongst girls and women

A Study (McNeish, et al., 2016) found that compared to men, women are more likely to:

- be receiving medication for mental health problems
- be dually diagnosed
- have no qualifications
- report significant financial problems
- report significant family relationship problems
- report some or significant partner relationship problems
- have had significant adverse experiences in childhood
- have been a victim of domestic violence

Women in prison

Women in custody are twice as likely to have mental health needs, than men.

Age

- For all serious multiple disadvantage categories apart from homeless-only, the most common age group is 25–34 years old.
- 40% of those only experiencing homelessness are aged under 25.
- Age profiles appear to be changing over time - most apparent in the drug treatment serious multiple disadvantage population, suggesting that there is a cohort ageing process at work – a group of people who were younger adults in the early 2000s, and were then dominant in the drug misuse scene, are moving up the age categories while still remaining active drug users.

Asylum seekers and migrants who are sleeping rough

St Mungo's Migrant strategy 2022 - 2025 quotes the following figures for London:

- where we have the most accurate data, 48% of individuals who are rough sleeping are migrants. 17% are from non-EEA countries 12% are from Romania.

4.5.3 Further evidence: local sources

Bristol Rough Sleeper data

- There are higher levels of Black African/Caribbean/Black British people and people identified as White Other engaging with the Rough Sleeper service, compared to the Bristol population

Street Impact Bristol (SIB)

- Eight of 125 clients had epilepsy - 6% compared to 1% in general population
- Three clients had diagnoses of Autism. The team identified 13 other people demonstrating behaviours that suggest Autism. The national average is 5-8%
- If ADHD, undiagnosed brain injury, learning disability and Korsakoff's syndrome are included, the figure increases to 24 of the SIB clients (20%).

Prison leavers data

Men and women released from any prison back into Bristol and South Gloucestershire over a period of 18 months (Oct 2021 to September 2023) (from HM Prison and Probation Service).

Gender

- Of all releases, 92% are Male and 8% are Female
- Whilst 60% of men identify as having three or more MD needs, the rate for women is considerably higher at 83%
- Age: The 26-49 age category is by far the largest group making up 73% of all releases. 67% of this age group identify as having three or more MD needs, compared to only 49% for all other age groups

Ethnicity

- People identifying as White are by far the largest group making up 75% of all releases - of this group 65% have three or more MD needs.
- Across other Ethnic groups, for those identifying as Mixed Race, 74% had three or more MD needs, compared to 55% amongst those identifying as Black, and 39% in those identifying as Asian.

Sexuality

- The Majority, 79%, identify as heterosexual and of these 63% have three or more MD needs
- 2% identified as Gay/Lesbian of which slightly less, 56%, have three or more MD needs, whereas of the 2% identified as Bisexual, 70% had three plus needs

Bristol Safer Options Team

- Exclusions from school have a direct impact in young people entering the Avon and Somerset criminal justice system with boys from Black and Minority Ethnic backgrounds on free school meals twice as likely to be excluded as their White peers.

Golden Key

- Of 154 clients, 80% would have been considered to have severe and multiple disadvantage by the programme definition of having three or four needs.
- Nearly all were reported to have mental health needs and just under two thirds were recorded as experiencing homelessness at the start.
- 80.9% had a history of offending and 85.8% of misusing substances.

Golden Key – Gender and Severe and Multiple Disadvantage

- There are gendered differences in how women experience severe and MD in comparison to men. Practitioners and researchers have highlighted the need for services to be gender informed, paying attention to and implementing practices relating to specific gender needs and viewing individuals' difficulties within their social contexts (Rogers, et al., 2021)

Supporting statements from key stakeholders' review of the data:

- There is a higher prevalence of disability in MD cohorts compared to the general population (according to the Census), which shows the importance of including disability in MD definitions
- There are higher numbers of young people from Black and Minority Ethnic backgrounds amongst school exclusions and we can make a direct connection to a higher risk of entering the criminal justice system, and of becoming homeless.
- People from Black African, Caribbean, Black British and White Other backgrounds are over-represented in rough sleeping.
- It is important to consider MD from a gender perspective, to consider the impact of domestic abuse and gender-based violence.
- MD is a City-wide issue, all localities need to consider an MD response.
- We need to consider the data gaps and other sources of information to apply to Bristol's picture, including specific populations and areas of need, and organisations with specialist knowledge who can help

Tracey's story

Tracey had a history of drug and alcohol misuse, and significant experience of trauma, which included childhood abuse and domestic abuse. She suffered from chronic fatigue, and had complex mental health needs, including anxiety and depression, and a personality disorder diagnosis. Her child had been placed in care.

Tracey had been in contact with services for much of her life and had well established feelings of not being heard or believed when the victim of abuse. Her lack of trust in services and significant trauma led to defensive and avoidant behaviours, and she would frequently miss appointments and become frustrated and vocal when her needs weren't being met.

As a bright and articulate woman, she was confident in advocating for herself and her child. This was often met with resistance from professionals who frequently judged her as being aggressive, 'difficult', uncooperative, and questioning of their expertise. This led to professionals, at times, refusing to engage with her.

"I Just want what's best for me and my kid. They don't listen. It's the same thing over and over again".

5. Gaps in the data where we need to know more

We recognise there are some limitations in the data available, in particular:

- While national reports provide some information, our local MD data highlights gaps in data on people from LGBTQ+ groups, which means we know less about their specific experiences and needs, with the risk that these are not included in future service plans
- We lack detailed local data on people in certain ethnic groups, including Gypsy, Roma and Traveller communities, and also amongst those seeking asylum, or whose immigration status is unknown

- Detailed information on people's disability is limited, so we lack a full understanding of how this is impacting their lives and access to services
- Generally, the available data and reports do not provide an intersectional analysis, so we lack an understanding of how data on protected characteristics and socio-economic factors, and people's different needs, can combine to impact people's experiences.

Alongside this, stakeholders expressed interest in gathering further evidence on the needs and experiences of a number of specific groups, including:

- People leaving prison
- People with brain injury
- Young people aged 16 to 25

6. Barriers to accessing services and meaningful engagement

There is a body of evidence relating to this, and again we have drawn on local and national sources to summarise some of the headline evidence and the issues that need to be addressed in our Strategy.

In particular, the Changing Futures programme itself, was driven by a recognition of the need for further work to achieve a more coordinated, integrated, trauma-informed approach to supporting people experiencing three or more MD needs, as noted in the Changing Futures prospectus:

'many of those experiencing MD have been caught in this situation for years, experiencing entrenched disadvantage, trauma and ill-health. They come into repeated contact with our police, criminal justice, and emergency response services without receiving the support they need to help them break the cycle...'

Make Every Adult Matter (MEAM) states: 'People facing multiple disadvantage experience a combination of problems including homelessness, substance misuse, contact with the criminal justice system and mental ill health. They fall through the gaps between services and systems, making it harder for them to address their problems and lead fulfilling lives' (Making Every Adult Matter, 2018).

6.1 Evidence from national sources

- Only 17% of Fulfilling Lives beneficiaries received counselling or therapy within their first 3 months on the programme (CFE Research and The University of Sheffield, with the Systems Change Action Network, 2020)
- Access to secondary mental health care is generally through GP referral, but research carried out in Stoke on Trent found approximately 75% of GP practices are not following this guidance, meaning that homeless people face limited choices in how and where to seek help with mental ill-health (CFE Research and The University of Sheffield, with the Systems Change Action Network, 2020)
- Over the course of the national Fulfilling Lives programme, at least 217 people died – 5% of all those involved. The average age of those who died was 43 for men and 39 for women – over 5 times that in the general population, where the average age at death is 79 for men and 83 for women (CFE Research and The University of Sheffield, 2022).
- People with substance issues who are also homeless have seven to nine times the chance of dying from alcohol related diseases and over 20 times the chance of dying from drugs when compared to the general public (Thomas, 2012)
- Alcohol is the leading risk factor for ill health, early mortality and disability among those aged 15 to 49 in England. Alcohol and mental ill health often go hand-in-hand and yet most services are poorly equipped to support people who are experiencing both alcohol use disorders and mental-ill health (Commission on Alcohol Harm, 2020).
- According to Dr Helen McAvoy, alcohol is involved in around half of all self-harm presentations and almost half (46%) of all people presenting with suicidal ideation in Northern Ireland between 2012 and 2018 had consumed alcohol. The leading cause of alcohol-attributable death among men aged 25-34 is intentional self-harm (Commission on Alcohol Harm, 2020).
- Just under half of national Changing Futures participants (47%, base=357) had visited an A&E department at least once in the past 3 months (CFE Research with Cordis Bright, 2023)
- 35% of national Changing Futures participants had been the victim of a violent crime in the last 3 months (CFE Research with Cordis Bright, 2023)

- 72% of national Changing Futures participants said they had not been able to cope with problems without misusing drugs or alcohol (CFE Research with Cordis Bright, 2023).

6.2 Evidence from local sources

Multiple Disadvantage and Preventing Rough Sleeping analysis

- Average age of death of men is 47 years old and lower for homeless women at 43
- 40% of people coming onto the streets were 'returners' to rough sleeping
- People who end up sleeping rough often experience barriers in accessing both health and care services and experience poor health outcomes in comparison to the rest of society
- In 2020/21 the rate of homelessness among young people in Bristol aged 16-24 was 2.4 households per 1000, rising from 1.8 per 1000 in 2018/19
- Leaving prison is consistently one of the top three reasons for people sleeping rough

Evictions and abandonments

- 127 incidents of eviction or abandonment from temporary accommodation represent 31% of those in the rough sleeper street count.
- In the Homelessness Pathways accommodation, of 1004 incidents of people leaving, 314 (31%) were in an unplanned way (source entered).

People leaving prison

- Four out of five (80%) of people who leave prison with a treatment need don't make it into community services within 3 weeks. Bristol performs worse than the national average of 38%, and worse than other similar sized local authorities, which average around 34%.

Golden Key

- 93% of beneficiaries reported having a mental health problem, however only 17% received mental health support within the first 3 months of the programme
- The local independent evaluation of Golden Key (Isaac, et al., 2022) identified a number of prevalent system issues causing barriers for clients of the programme. These were that assessment processes and thresholds conflict, are ambiguous, overly complicated or

ineffective; there is a lack of appropriate options for people; and service transitions are challenging.

- Relating to transitions, relationship endings with beneficiaries' Golden Key Service Coordinator, during the point of transition to another worker, proved challenging. The independent evaluation notes 'planned, appropriate and timely move on is key. People with a trauma history who have developed healthy relationships, perhaps for the first time, face a challenge to move on from that relationship. Understanding what was needed to enable clients to move on to mainstream services in a healthy and safe manner was central to the approach'.
- The average length of engagement in Golden Key support was three years one month, though half engaged for three and a half to five years. This underlines the importance of longer-term support for clients experiencing MD.

People experiencing homelessness in Bristol – Health Needs Analysis (Cooke, 2022)

- Of 623,081 admissions to local hospitals (2017 – 2022):
 - 1258 had problems relating to homelessness
 - 441 were patients of the Homeless Health Service
 - Of the above two, 94% and 88% respectively were emergency rather than planned - compared to 38% in general population i.e. 20 times higher
- Homeless cohorts with mental and behavioural disorders due to psychoactive substance use were four to five times higher than non-homeless admissions

Bristol Combatting Drugs Partnership Needs Assessment (Bristol Combating Drugs Partnership, 2023)

Bristol has high numbers of vulnerable young people who have experienced adversity and trauma and are at higher risk of using drugs and alcohol, including:

- 2036 children known to social care and 691 children in care (2022). Bristol has a significantly higher rate of Looked After Children than the national average and higher levels of risk factors for poor mental health.
- 22% of 17-24 year olds (approximately 15,000 young adults) are estimated to have a probable mental disorder

- Over an 11 month period, 780 children were identified as being harmed through extra-familial abuse i.e. abuse within the community, including sexual and criminal exploitation

Safeguarding:

- Of 20 independent safeguarding reviews (8 safeguarding adults and 12 domestic homicides), 12 (60%) of the 20 people had three plus MD factors in their lives, 3 people (15%) had two factors. All 12 had contact with the police and had a history of substance misuse.
- Within the CF caseload, there are 80 associated safeguarding enquiries/concerns with 23 of those 28 active social care cases.

Supporting statements from key stakeholders from their review of the data:

- Behaviours that challenge the system, such as those leading to unplanned departures from homelessness accommodation, may be related to people's physiological and neurological brain conditions.
- People facing MD are not typically in receipt of timely mental health services, and substance misuse is a real barrier to mental health support.
- People experiencing MD are more likely to access emergency and crisis services, rather than planned services, and accessing services in this way is costly.
- 72% of people sleeping rough had experienced time in care as a child, been permanently excluded from school, regularly truanted, left school before 16 or a combination of these. This underlines the point that early intervention is critical.
- Health data suggests that health services have a limited health view of homelessness.
- Unplanned exits data highlights how the system isn't responding in a trauma-informed way or providing people with what they feel they need or would value
- A high proportion of safeguarding reviews include people experiencing MD
- It would be valuable to explore safeguarding data from an MD perspective to further understand opportunities for engaging people
- Understanding MD is never going to be an exact science, people's needs are complex and dynamic but we know there are a number of common stories or

themes in people's experiences to illustrate the vital importance of providing more targeted, tailored support

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Equality Impact Assessment [version 2.12]



Title: Multiple Disadvantage Strategy	
<input type="checkbox"/> Policy <input checked="" type="checkbox"/> Strategy <input type="checkbox"/> Function <input type="checkbox"/> Service <input type="checkbox"/> Other [please state]	<input checked="" type="checkbox"/> New <input type="checkbox"/> Already exists / review <input type="checkbox"/> Changing
Directorate: People	Lead Officer name: Katherine Williams
Service Area: Adult Social Care - Commissioning	Lead Officer role: Strategic Commissioning Manager

Step 1: What do we want to do?

The purpose of an Equality Impact Assessment is to assist decision makers in understanding the impact of proposals as part of their duties under the Equality Act 2010. Detailed guidance to support completion can be found here [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](https://sharepoint.com).

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the Equality and Inclusion Team early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use plain English, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

Bristol’s Changing Futures (CF) programme has committed to the development of a Multiple Disadvantage Needs Assessment and Strategy for the City, as a key vehicle for achieving long-term, positive, sustainable change and impact for people experiencing multiple disadvantage.

The definition of multiple disadvantage (MD) is people who are experiencing three or more of the following: homelessness, substance misuse, mental ill-health, criminal justice involvement, domestic abuse.

We also recognise that ‘many people in this situation may also experience poverty, trauma, physical ill-health and Disability, learning Disability, and/or a lack of family connections or support networks’ .

The Strategy is for a three-year period from 2023 to 2026.

It is based on the evidence from Phase One of the Needs Assessment.

The strategy aims to:

- drive commissioning approaches
- a shift to earlier intervention
- lead to a new commissioning plan for utilising scarce resources and budgets more effectively
- ensure there is a co-owned strategic commitment to addressing multiple disadvantage (MD) by transforming the way services work together, improving citizens’ life chances and outcomes.

It reflects early learning from the CF Bristol programme.

The strategy has been developed with the involvement of people with lived experience of MD, commissioners, and service providers, and overseen by Bristol’s MD Transformation Board, and Changing Futures Programme Board. We intend to take this through BCC Cabinet approval process to secure city wide sign up to the recommendations and develop a collaborative action plan.

1.2 Who will the proposal have the potential to affect?

<input checked="" type="checkbox"/> Bristol City Council workforce	<input checked="" type="checkbox"/> Service users	<input checked="" type="checkbox"/> The wider community
<input checked="" type="checkbox"/> Commissioned services	<input checked="" type="checkbox"/> City partners / Stakeholder organisations	
Additional comments: Our proposal focuses on improving provision for people facing multiple disadvantage.		

1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If 'No' explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by Equality and Inclusion Team.

If 'Yes' complete the rest of this assessment, or if you plan to complete the assessment at a later stage, please state this clearly here and request review by the Equality and Inclusion Team.

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	[please select]
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Step 2: What information do we have?

2.1 What data or evidence is there which tells us who is, or could be affected?

Please use this section to demonstrate an understanding of who could be affected by the proposal. Include general population data where appropriate, and information about people who will be affected with particular reference to protected and other relevant characteristics: [How we measure equality and diversity \(bristol.gov.uk\)](http://bristol.gov.uk)

Use one row for each evidence source and say which characteristic(s) it relates to. You can include a mix of qualitative and quantitative data e.g. from national or local research, available data or previous consultations and engagement activities.

Outline whether there is any over or under representation of equality groups within relevant services - don't forget to benchmark to the local population where appropriate. Links to available data and reports are here [Data, statistics and intelligence \(sharepoint.com\)](#). See also: [Bristol Open Data \(Quality of Life, Census etc.\)](#); [Joint Strategic Needs Assessment \(JSNA\)](#); [Ward Statistical Profiles](#).

For workforce / management of change proposals you will need to look at the diversity of the affected teams using available evidence such as [HR Analytics: Power BI Reports \(sharepoint.com\)](#) which shows the diversity profile of council teams and service areas. Identify any over or under-representation compared with Bristol economically active citizens for different characteristics. Additional sources of useful workforce evidence include the [Employee Staff Survey Report](#) and [Stress Risk Assessment](#)

Data / Evidence Source [Include a reference where known]	Summary of what this tells us
<p><i>Age</i></p> <p>Published Evidence</p> <p>Ministry of Housing, Communities and Local Government, 2020. <i>Understanding the Multiple Vulnerabilities, Support Needs and Experiences of People who Sleep Rough in England. Initial findings from the Rough Sleeping Questionnaire</i>, London: Ministry of Housing, Communities and Local Government.</p>	<p>MHCLG survey 2020 of homeless people found that 72% of people sleeping rough had experienced time in care as a child, been permanently excluded from school, regularly truanted, left school before 16 or a mix of these.</p>

<p>Centrepoint, n.d. <i>Youth Homelessness Databank</i>. [Online] Available at: https://centrepoint.org.uk/databank/Bristol,%20City%20of/2019-2020/</p>	<p>1318 young people approached Bristol City Council in 2019/20 because they were homeless.</p>
<p>Bramley, G. et al., 2015. <i>Hard Edges Mapping severe and multiple disadvantage</i>, London: Lankelly Chase Foundation.</p>	<p>85% of people with severe multiple disadvantage had experienced traumatic experiences in childhood that stemmed from Adverse Childhood Experiences (ACEs)</p>
<p><i>Disability</i> CFE Research with Cordis Bright, 2023. <i>Evaluation of the Changing Futures: Baseline Report</i>, London: Department for Levelling Up, Housing & Communities.</p>	<p>85% of Changing Futures beneficiaries (base = 325) reported a long-term physical or mental health condition. This compares to 18% of the wider population.</p>
<p>Local data sources</p>	<p>Bristol Probation service identified 48% of their caseload as having some form of disability. Bristol City Council Drug and Alcohol Services identified 28% of their caseload as being a Disabled person. The Bristol Census for 2021 recorded 8% of the Bristol population as being Disabled.</p>
<p><i>Brain Injury, Autism and Learning Difficulties</i> Groundswell, 2020. <i>Autism and Homelessness Toolkit</i>, London: Groundswell.</p>	<p>Up to 12% of people who are homeless are Disabled people with autism, compared to just over 1% of the wider population.</p>
<p>Stubbs, J. et al., 2020. Traumatic brain injury in homeless and marginally housed individuals: a systematic review and meta-analysis. <i>Lancet Public Health</i>, pp. 19-32.</p>	<p>A systemic review and meta-analysis showed 53% of homeless and marginally housed individuals suffered from some kind of Traumatic Brain Injury, which often had further implications for physical and mental health.</p>
<p><i>Gender</i> McNeish, D. et al., 2016. <i>Women and Girls Facing Severe and Multiple Disadvantage</i>, London: Lankelly Chase.</p>	<p>Women experiencing Multiple Disadvantage are more likely than men to:</p> <ul style="list-style-type: none"> -be receiving medication for mental health problems - be dually diagnosed

	<ul style="list-style-type: none"> - have no formal qualifications - report significant financial problems - report significant family relationship problems - report some or significant partner relationship problems - have had significant adverse experiences in childhood - have been a victim of domestic violence
Local Data Sources	Bristol Probation Service report 85% of their case load as male. Bristol City Council Drug and Alcohol Service report 74% male.
<i>Race</i> Feedback from focus group involving local professionals and experts	There are higher numbers of young people from Black and Minority Ethnic backgrounds amongst school exclusions and we can make a direct connection to a higher risk of entering the criminal justice system, and of becoming homeless .
<i>Mental Health</i> Bristol Pathways accommodation (Local data)	From 835 adults and young people who are homeless and living in the Bristol Pathways accommodation 79% have been identified as having support around mental health needs.
One25: Local data on vulnerable women including those on the edge of services	One25 worked with 234 women during May 2021 to May 2022. Of the 167 women where data was available 92% experienced mental health problems in the last year
Additional comments:	

2.2 Do you currently monitor relevant activity by the following protected characteristics?

<input checked="" type="checkbox"/> Age	<input checked="" type="checkbox"/> Disability	<input checked="" type="checkbox"/> Gender Reassignment
<input checked="" type="checkbox"/> Marriage and Civil Partnership	<input checked="" type="checkbox"/> Pregnancy/Maternity	<input checked="" type="checkbox"/> Race

2.3 Are there any gaps in the evidence base?

Where there are gaps in the evidence, or you don't have enough information about some equality groups, include an equality action to find out in section 4.2 below. This doesn't mean that you can't complete the assessment without the information, but you need to follow up the action and if necessary, review the assessment later. If you are unable to fill in the gaps, then state this clearly with a justification.

For workforce related proposals all relevant characteristics may not be included in HR diversity reporting (e.g. pregnancy/maternity). For smaller teams diversity data may be redacted. A high proportion of not known/not disclosed may require an action to address under-reporting.

- While national reports provide some information, our local MD data highlights gaps in data on people from LGBTQ+ groups, which means we know less about their specific experiences and needs, with the risk that these are not included in future service plans.
- We lack detailed local data on people in certain ethnic groups, including Gypsy, Roma and Traveller communities, and also amongst those seeking asylum, or whose immigration status is unknown.
- Detailed information on people's disability is limited, so we lack a full understanding of how this is impacting their lives and access to services.
- The available data and reports do not provide an intersectional analysis, so we lack an understanding of how data on protected characteristics and socio-economic factors, and people's diverse needs, can combine to impact people's experiences.

2.4 How have you involved communities and groups that could be affected?

You will nearly always need to involve and consult with internal and external stakeholders during your assessment. The extent of the engagement will depend on the nature of the proposal or change. This should usually include individuals and groups representing different relevant protected characteristics. Please include details of any completed engagement and consultation and how representative this had been of Bristol's diverse communities.

Include the main findings of any engagement and consultation in Section 2.1 above.

If you are managing a workforce change process or restructure please refer to [Managing a change process or restructure \(sharepoint.com\)](#) for advice on consulting with employees etc. Relevant stakeholders for engagement about workforce changes may include e.g. staff-led groups and trades unions as well as affected staff.

We invited local agencies and people with lived experience to attend a data sense-making workshop during Phase One of the Needs Assessment. Workshop participants reviewed the available data and tested some initial observations and assumptions. They helped identify gaps in the available data and using their local experience to corroborate findings from published research.

2.5 How will engagement with stakeholders continue?

Explain how you will continue to engage with stakeholders throughout the course of planning and delivery. Please describe where more engagement and consultation is required and set out how you intend to undertake it. Include any targeted work to seek the views of under-represented groups. If you do not intend to undertake it, please set out your justification. You can ask the Equality and Inclusion Team for help in targeting particular groups.

- We will continue to engage with stakeholders across the system in particular:
- Lived experience Input.

- Data Experts form ICB, Public Health, CJS

Exploration around who needs to be involved in the next phase, development of a strategic delivery plan. Targeted work to focused on Young People and the services that support them.

Step 3: Who might the proposal impact?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered above and the characteristics protected by the Equality Act 2010. Also include details of existing issues for particular groups that you are aware of and are seeking to address or mitigate through this proposal. See detailed guidance documents for advice on identifying potential impacts etc. [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#)

3.1 Does the proposal have any potentially adverse impacts on people based on their protected or other relevant characteristics?

Consider sub-categories and how people with combined characteristics (e.g. young women) might have particular needs or experience particular kinds of disadvantage.

Where mitigations indicate a follow-on action, include this in the 'Action Plan' Section 4.2 below.

GENERAL COMMENTS (highlight any potential issues that might impact all or many groups)	
PROTECTED CHARACTERISTICS	
Age: Young People	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	The lack of Data for Young People may mean our strategy doesn't fully consider the needs of Young People.
Mitigations:	A recommendation in the Multiple Disadvantage strategy addressed the gap that we need more YP data. We've been careful around the wording in the strategy - keeping our recommendations quite broad to have a wider impact.
Age: Older People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Disability	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	<ul style="list-style-type: none"> • People facing Multiple Disadvantage are not typically in receipt of timely mental health services, and substance misuse is a real barrier to mental health support. • There is a higher prevalence of disability in Multiple Disadvantage cohorts compared to the general population which underlines the importance of including Disability in Multiple Disadvantage definitions. • We also recognise that 'many people in this situation may also experience poverty, trauma, physical ill-health and Disability, Learning Disability, and/or a lack of family connections or support networks' .
Mitigations:	<ul style="list-style-type: none"> • Strategy highlights the potential impact and recommends wider consideration i.e., mental illness, neuro diversity, physical ill-health and Disability, Learning Disability. <ul style="list-style-type: none"> • Development of Strategy action plan to consider accessibility of current service offer for Disabled people.
Sex	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	This will link with Bristol's strategic work to reduce disproportionality of young men from Black African, Caribbean and Dual Heritage backgrounds within the criminal justice system and improve transitions from children and young people's services to adult services. <ul style="list-style-type: none"> • Possible impact on young white women and men not being recognised.

Mitigations:	<ul style="list-style-type: none"> More insight is needed into young women from Black African, Caribbean and Dual Heritage backgrounds within the criminal justice system and improve transitions from children and young people's services to adult services
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	In relation to sexual orientation, there are gaps in the data.
Mitigations:	This may be an area for further exploration in phase two of the needs assessment.
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	Lack of data for this area
Mitigations:	This may be an area for further exploration in phase two of the needs assessment.
Gender reassignment	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	Lack of data for this area
Mitigations:	This may be an area for further exploration in phase two of the needs assessment. Further training around gender reassignment
Race	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	This may impact white individuals.
Mitigations:	Recognise white individuals face multiple disadvantages
Religion or Belief	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
OTHER RELEVANT CHARACTERISTICS	
Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Poverty has been considered and recognised there is a strong connection to Multiple Disadvantage but this is not always the case.
Mitigations:	Multiple Disadvantage has been presented as a city-wide issue to limit further exclusions.
Carers	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	It has not been considered
Mitigations:	Further exploration in phase 2; especially the common thread is there is a lack social capital and support for individuals and intergenerational nature of MD.
Other groups [Please add additional rows below to detail the impact for any other relevant groups as appropriate e.g. asylum seekers and refugees; care experienced; homelessness; armed forces personnel and veterans]	
Potential impacts:	These have been considered throughout the strategy
Mitigations:	

3.2 Does the proposal create any benefits for people based on their protected or other relevant characteristics?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our [Public Sector Equality Duty](#) to:

- ✓ Eliminate unlawful discrimination for a protected group.
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't.
- ✓ Foster good relations between people who share a protected characteristic and those who don't.

This strategy will make a positive contribution to supporting our Public Sector Equality Duty given the primary focus is on multiple disadvantage. This work has allowed us the opportunity to further understand peoples' experiences and how services and the system can flex to better meet intersecting

need, their required outcomes and address inequalities, working towards long term sustainable system change.

Step 4: Impact

4.1 How has the equality impact assessment informed or changed the proposal?

What are the main conclusions of this assessment? Use this section to provide an overview of your findings. This summary can be included in decision pathway reports etc.

If you have identified any significant negative impacts which cannot be mitigated, provide a justification showing how the proposal is proportionate, necessary, and appropriate despite this.

Summary of significant negative impacts and how they can be mitigated or justified:

We have not identified any significant negative impact from the strategy however the prioritisation of resources to better meet the needs of people facing multiple disadvantage may mean disbenefits will be felt elsewhere. The prioritisation of characteristics and circumstances is based on available evidence of need.

Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:

Learning is expected to have a wider positive impact

4.2 Action Plan

Use this section to set out any actions you have identified to improve data, mitigate issues, or maximise opportunities etc. If an action is to meet the needs of a particular protected group, please specify this.

Improvement / action required	Responsible Officer	Timescale
Addressing the data gaps, further analysis and use of qualitative information to explore potential impact further.	Helen Pitches – Changing Futures Commissioning Manager	March 2025

4.3 How will the impact of your proposal and actions be measured?


How will you know if you have been successful? Once the activity has been implemented this equality impact assessment should be periodically reviewed to make sure your changes have been effective your approach is still appropriate.

The Changing Futures programme will develop a strategic action plan to take a system approach to delivering against the recommendations made throughout this strategy. Our impact measures will be EDI informed. The multiple disadvantage strategy will be overseen by the Health and Wellbeing Board with the delivery of the strategy delegated to the partners involved in the Multiple Disadvantage transformation board.

Step 5: Review

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the [Equality and Inclusion Team](#) before requesting sign off from your Director¹.

¹ Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.

Equality and Inclusion Team Review: <i>Reviewed by Equality and Inclusion Team</i>	Director Sign-Off: 
Date: 5/1/2024	Date: 11 January 2024



Environmental Impact Assessment [version 1.0]

Proposal title: Changing Futures – Bristol Multiple Disadvantage Strategy and Changing Futures programme contract extension		
Project stage and type: <input type="checkbox"/> Initial Idea Mandate <input type="checkbox"/> Outline Business Case <input type="checkbox"/> Full Business Case		
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input type="checkbox"/> Service	<input checked="" type="checkbox"/> New	<input type="checkbox"/> Changing
<input checked="" type="checkbox"/> Other [please state]	<input type="checkbox"/> Already exists / review	
Directorate:	Lead Officer name:	
Service Area:	Lead Officer role:	

Step 1: What do we want to do?

The purpose of this Environmental Impact Assessment is to help you develop your proposal in a way that is compliant with the council’s policies and supports the council’s strategic objectives under the [One City Climate Strategy](#), the [One City Ecological Emergency Strategy](#) and the latest [Corporate Strategy](#).

This assessment should be started at the beginning of the project proposal process by someone with a good knowledge of the project, the service area that will deliver it, and sufficient influence over the proposal to make changes as needed.

It is good practice to take a team approach to completing the Environmental Impact Assessment. See further [guidance](#) on completing this document. Please email environmental.performance@bristol.gov.uk early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Please use plain English, avoiding jargon and acronyms.

Bristol’s Changing Futures (CF) programme has committed to the development of a Multiple Disadvantage Needs Assessment and Strategy for the City, as a key vehicle for achieving long-term, positive, sustainable change and impact for people experiencing multiple disadvantage.

The definition of multiple disadvantage (MD) is people who are experiencing three or more of the following: homelessness, substance misuse, mental ill-health, criminal justice involvement, domestic abuse.

We also recognise that ‘many people in this situation may also experience poverty, trauma, physical ill-health and disability, learning disability, and/or a lack of family connections or support networks’ .

The Strategy is for a three-year period from 2023 to 2026.

It is based on the evidence from Phase One of the Needs Assessment.

The strategy aims to:

- drive commissioning approaches
- a shift to earlier intervention
- lead to a new commissioning plan for utilising scarce resources and budgets more effectively
- ensure there is a co-owned strategic commitment to addressing multiple disadvantage (MD) by transforming the way services work together, improving citizens’ life chances and outcomes.

It reflects early learning from the CF Bristol programme.

The strategy has been developed with the involvement of people with lived experience of MD, commissioners, and service providers, and overseen by Bristol’s MD Transformation Board, and Changing Futures Programme Board. We intend to take this through BCC Cabinet approval process to secure city wide sign up to the recommendations and develop a collaborative action plan.

1.2 Will the proposal have an environmental impact?

Could the proposal have either a positive or negative effects for the environment now or in the future? If 'No' explain why you are sure there will be no environmental impact, then skip steps 2-3 and request review by sending this form to environmental.performance@bristol.gov.uk

If 'Yes' complete the rest of this assessment.

<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No	[please select]
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The proposal relates to a strategy to address the impact of multiple disadvantage in Bristol. The contract with 2nd Step to deliver the Changing Futures programme has been compliantly procured following BSS policy and procedures. This has included consideration of the environment as part of the Social value element of the tender process.

1.3 If the proposal is part of an options appraisal, has the environmental impact of each option been assessed and included in the recommendation-making process?

If 'Yes' please ensure that the details of the environmental impacts of each option are made clear in the pros and cons section of the [project management options appraisal document](#).

<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not applicable	[please select]
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If 'No' explain why environmental impacts have not been considered as part of the options appraisal process.

Step 2: What kinds of environmental impacts might the project have?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered. See detailed [guidance documents](#) for advice on identifying potential impacts.

Does the proposal create any benefits for the environment, or have any adverse impacts?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our corporate environmental objectives and the wider [One City Climate and Ecological Emergency strategies](#).

Consider how the proposal creates environmental impacts in the following categories, both now and in the future.

Reasonable efforts should be made to quantify stated benefit or adverse impacts wherever possible.

Where the proposal is likely to have a beneficial impact, consider what actions would enhance those impacts. Where the proposal is likely to have a harmful impact, consider whether actions would mitigate these impacts.

Enhancements or mitigation actions are only required when there is a likely impact identified. Remember that where enhancements or mitigation actions are listed, they should be assigned to staff and appropriately resourced.

GENERAL COMMENTS (highlight any potential issues that might impact all or many categories)

<p>ENV1 Carbon neutral: Emissions of climate changing gases</p> <p>BCC has committed to achieving net zero emissions for its direct activities by 2025, and to support the city in achieving net zero by 2030.</p> <p>Will the proposal involve transport, or the use of energy in buildings? Will the proposal involve the purchase of goods or services? If the answer is yes to either of these questions, there will be a carbon impact.</p> <p>Consider the scale and timeframe of the impact, particularly if the proposal will lead to ongoing emissions beyond the 2025 and 2030 target dates.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	Benefits	
	Enhancing actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
	Adverse impacts	
	Mitigating actions	
Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years		
<p>ENV2 Ecological recovery: Wildlife and habitats</p> <p>BCC has committed to 30% of its land being managed for nature and to halve its use of pesticides by 2030.</p> <p>Consider how your proposal can support increased space for nature, reduced use of pesticides, reduce pollution to waterways, and reduce consumption of products that undermine ecosystems around the world.</p> <p>If your proposal will directly lead to a reduction in habitat within Bristol, then consider</p>	Benefits	
	Enhancing actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
	Adverse impacts	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	

<p>how your proposed mitigation can lead to a biodiversity net gain. Be sure to refer to quantifiable changes wherever possible.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Mitigating actions</p>	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>
<p>ENV3 A cleaner, low-waste city: Consumption of resources and generation of waste</p> <p>Consider what resources will be used as a result of the proposal, how they can be minimised or swapped for less impactful ones, where they will be sourced from, and what will happen to any waste generated</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Benefits</p>	
	<p>Enhancing actions</p>	
	<p>Adverse impacts</p>	
	<p>Mitigating actions</p>	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>
<p>ENV4 Climate resilience: Bristol’s resilience to the effects of climate change</p> <p>Bristol’s climate is already changing, and increasingly frequent instances of extreme weather will become more likely over time.</p> <p>Consider how the proposal will perform during periods of extreme weather (particularly heat and flooding).</p> <p>Consider if the proposal will reduce or increase risk to</p>	<p>Benefits</p>	
	<p>Enhancing actions</p>	
	<p>Adverse impacts</p>	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>

people and assets during extreme weather events. Further guidance <input type="checkbox"/> No impact	Mitigating actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
Statutory duty: Prevention of Pollution to air, water, or land Consider how the proposal will change the likelihood of pollution occurring to air, water, or land and what steps will be taken to prevent pollution occurring. Further guidance <input type="checkbox"/> No impact	Benefits	
	Enhancing actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
	Adverse impacts	
	Mitigating actions	
Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years		

Step 3: Action Plan

Use this section summarise and assign responsibility for any actions you have identified to improve data, enhance beneficial, or mitigate negative impacts. Actions identified in section two can be grouped together if named responsibility is under the same person.

This action plan should be updated at each stage of the project. Please be aware that the Sustainable City and Climate Change Service may use this action plan as an audit checklist during the project’s implementation or operation.

Enhancing / mitigating action required	Responsible Officer	Timescale

Step 4: Review

The Sustainable City and Climate Change Service need at least five working days to comment and feedback on your impact assessment. Assessments should only be marked as reviewed when they provide sufficient information for decision-makers on the environmental impact of the project.

Please seek feedback and review by emailing environmental.performance@bristol.gov.uk before final submission of your decision pathway documentation¹.

Where impacts identified in this assessment are deemed significant, they will be summarised here by the Sustainable City and Climate Change Service and must be included in the 'evidence base' section of the decision pathway cover sheet.

Summary of significant beneficial impacts and opportunities to support the Climate, Ecological and Corporate Strategies (ENV1,2,3,4):
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Summary of significant adverse impacts and how they can be mitigated:
--

Environmental Performance Team Reviewer: Nicola Hares – Environmental Performance Officer

Submitting author: Helen Pitches
--

Date: 22/11/2023

Date: 22/11/2023

¹ Review by the Sustainable City and Climate Change Service confirms there is sufficient analysis for decision makers to consider the likely environmental impacts at this stage. This is not an endorsement or approval of the proposal.



Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 23 January 2024

TITLE	Residents Parking Scheme Policy Review		
Ward(s)	All central area wards with RPS schemes and City Centre CPZ		
Author: Adam Crowther	Job title: Head of City Transport		
Cabinet lead: Cllr Donald Alexander, Cabinet Member for Transport	Executive Director lead: John Smith, Interim Executive Director Growth and Regeneration		
Proposal origin: BCC Staff			
Decision maker: Cabinet Member Decision forum: Cabinet			
Purpose of Report: To seek approval of changes following a review of the Council’s Resident Parking Schemes.			
Evidence Base: Background: <ol style="list-style-type: none"> At the Cabinet Meeting of 06 June 2023, it was approved that RPS policy changes were to be reviewed and considered by officers and returned to cabinet. This process has taken longer than expected due to further considerations of potential changes. Some elements are no longer under consideration such as change of operating hours and changes to restrictions during the day. In addition, some other elements have been included following further exploration of options and issues such as the increase to the first permit cost. RPSs intend to promote modal shift by removing the opportunity for extended commuter parking in the central area and inner-city neighbourhoods. Prioritising parking for residents may however have the effect of encouraging more short, local trips by car as those residents can be more confident of a parking space when they return home. This issue could be addressed by improving walking, cycling and bus infrastructure within neighbourhood areas and reducing the attractiveness of making short trips by car through treatments such as modal filters or – in a more holistic sense – Liveable Neighbourhoods. A cabinet report in December 2021 approved that Easton & St Phillips (ES) RPS would be changed to mirror the overall charging and permit structure of the other RPS. Due to the price increases that were entailed it was agreed to do this in two phases. Phase one is due to be implemented in early February 2024. This will bring the structure in line with the other schemes but the permit prices will be lower. Since then a subsequent report has approved the removal of emissions based discounts and an increase in 2nd and 3rd permits prices which is being implemented everywhere except ES RPS in January 2024. If approved, this report will make further changes and officers recommend that all outstanding ES RPS changes are implemented as one to ensure the scheme is brought fully in line with all other schemes (ie fully consistent pricing for all permits, and the removal of emissions based discounts and 3rd permits. 			
Policy Context:			

4. The current Joint Local Transport Plan adopted in 2019 provides policy justification for the implementation of RPSs. Alongside transport policies, the council is also committed to wider policies designed to mitigate the impacts of climate change which set out the need to reconsider how we best use road space to mitigate the impact of climate change and biodiversity loss.

Current position:

5. An initial review and consideration has been undertaken of the policy changes below with further evidence base work recommended to ensure a suitably robust set of policy recommendations can be derived for future consideration, and possible initial informal consultation with stakeholders.

a.) Eligibility of permit holders

Further detailed work is recommended to establish the eligibility of houses in multiple occupation (HMO), low car and car free developments, and the types of trades eligible for trader permits as these categories are of most concern in terms of eligibility.

b.) Number of visitors permitted

Each eligible household is entitled to 50, 60 or 70 free visitor permits, and the same number of chargeable visitors permits (£1.30 each, available in bundles of 10). The permit entitlements are equitable as they reflect the number of days each scheme operates, i.e. households in a Monday to Friday Scheme have 50 free permits and those in a Monday to Sunday scheme have 70 permits.

Further detailed work is recommended to explore the methods of significantly reducing the number of visitor permits, without detriment to residents themselves, and replace with either the expansion of pay & display capacity and or changes to the current pricing regime for visitor permits.

c.) Customers permits

There is current anecdotal evidence of abuse of customer permits by business staff and a more suitable balance with Pay & Display parking demands may be beneficial to reduce this.

Further data collection and survey works is recommended in addition to the investigation of changing customer permits to a digital format, facilitating real time usage (possibly on an hourly basis) to prevent abuse of permits.

The potential to remove the provision of customer permits, and customer permit prices will be reviewed and are likely to be set to similar levels as pay & display costs.

A further detailed review is recommended to consider potential exemptions from the removal of customer permits for example garages and hotels etc. This review would be incorporated into the overall review of the eligibility of all permit holders as referenced in item a. previously.

Due to the unique environment and parking capacity pressures within Clifton Village approval is sought to introduce a reduction in business permits in that area of 10%, for those businesses who currently have over seven customer permits or more.

d.) Multiple vehicles

Consideration has been given to removing the third vehicle permit from current users. Based upon the new proposed RPS charges tariff that was approved for implementation at the Cabinet Meeting of 6 June 2023 this would incur a significant revenue loss to the council dependant on the number of 3rd permit holders who would forsake the permit when the new RPS tariff levels come into operation.

Approval is sought for the removal of third vehicle permits within the context of reduced income to the council, with additional income from other areas meeting this loss.

e.) Review zoning for general parking within RPS areas and size of areas

Consideration has been given to make the current RPS areas smaller and create smaller sub zones in each area. Where applicable there will be reallocation of highway space to sustainable modes of travel and sustainable urban drainage systems (SUDS) to mitigate the encouragement of short car journeys being made by permit holders due to the likely availability of a parking space upon return.

Further data collection and survey works is recommended to formulate a robust future policy recommendation and members views are sought on the merit of undertaking an initial informal consultation with relevant stakeholders on this potential significant policy change, noting that the survey work to develop a detailed proposal would be costly and any subsequent changes to the operation of the RPS would potentially be expensive to implement and communicate to residents.

h.) Cost of a first permit

Members are requested to approve an increase in the cost of a first permit from £56 to £178 respectively. This is to reflect the value of road space and the increasing need to support other modes.

Consultation will be carried out on proposals where relevant and required. Notices of variation will be used where appropriate and where TROs require amendment formal statutory consultation will take place.

Benchmarking

6. To inform and support our policy development we are undertaking a benchmarking review of other comparable local authority policy approaches RPS and will be providing information on those and incorporating any emerging best practice into our policy recommendations within a future report to cabinet.

Analysis

7. Further work is required to analyse bay availability and usage in each scheme area to assess whether the current balance between resident's business, visitor and pay and display parking is correct. This will inform further recommendations on the types and volumes of permits that should be available and on how best the available roadspace should be allocated between permit holders, pay and display users and measure to directly support active travel.
8. It is anticipated that a significant amount of analysis can be undertaken by council officers using data available to us from our permit and car parking systems. However, some survey work is also likely to be required and this may incur costs.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Note that further work will be undertaken to support the further development of RPS policies for future consideration as outlined in this report including alterations to visitor permit provision to increase the focus on pay and display.
2. Approves a reduction in business permits in the Clifton Village area of 10%, for those businesses who currently have over seven customer permits or more.
3. Approves the removal of third vehicle permits
4. Approves increasing the cost of a first permit from £56 to £178.
5. Authorise the Executive Director Growth and Regeneration in consultation with the Cabinet member Transport to take all steps required to undertake consultation on the proposals where required, consider any objection report and decide whether the existing Traffic Regulation Order should be varied, and to implement the necessary statutory procedures to implement these changes.

Corporate Strategy alignment:

1. Transport and Connectivity – Safe and Active Travel, Connectivity. Proposals will help to prioritise more road space for sustainable modes through infrastructure like cycle hangars as well as better reflecting the cost of parking.
2. Environment and Sustainability – Climate Resilience, Ecological Recovery, Carbon Neutral. Both through

encouraging sustainable transport use and through enabling reallocation of road space to climate resilience measures like street trees and SUDS features.

City Benefits:

1. Enhance ability to adapt to climate change through reallocation of road space.
2. Increased desirability of sustainable transport modes.

Consultation Details:

1. Internal and Member consultation undertaken via the Cabinet approval process.
2. Consultation required for other RPS policy changes to be carried out as required.

Background Documents:

[6 June 2023 agenda item 10 - Residents Parking Scheme and Policy review cabinet report](#)

Revenue Cost	£NA	Source of Revenue Funding	NA
Capital Cost	£NA	Source of Capital Funding	NA
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice:

The report seeks Cabinet support and direction on the next steps in the further development of RPS policies. If support for the further development of these policies is granted the outcome of this will be represented to Cabinet for further consideration and subsequently wider stakeholder consultation.

These proposals have the potential to impact the council’s revenue budget, depending on the details that result from the subsequent considerations. Two of the proposals can be assessed at this stage, the removal of the third permit and the increase in the cost of the first permit. The combined financial impact of these changes is anticipated to be around £1m of additional income to the council but further work will be required to determine the likely financial impacts of these measures. Due to existing pressures any additional income will be used to offset existing pressures in the parking services budget. Any financial implications arising will be scrutinised when these details are ascertained.

Finance Business Partner: Ben Hegarty, Finance Business Partner Growth and Regeneration, 10 January 2024.

2. Legal Advice: Notice of variations to charges under the RPS must be published in a local newspaper at least 21 days before the revised charges come into force, and copies of this notice must be displayed in any relevant parking place until such time as the revised tariff comes into force.

All changes to the RPS, including but not limited to variations to charges, must be the subject of a consultation process which is carried out at a formative stage, must give sufficient detail of the reasons for each proposal (so as to enable intelligent consideration of what is being proposed), and must allow sufficient time for any consultees to consider the proposals and respond to them. Any consultation responses received must be conscientiously taken into account in finalising the decision. There must also be clear evidence that the decision maker has actively considered all the consultation responses received, or at least a summary of them, before the decision on the proposed changes to the RPS policy is made.

Legal Team Leader: Joanne Mansfield Team Manager Legal Services 10 January 2024

3. Implications on IT: The potential for future digitisation of RPS permits is welcome, but any move towards this should involve IT & Digital colleagues to ensure solutions meet required technical architecture and security standards.

RPS permits are managed within a third-party system, and there will be a need to update details in this system and on the council's website with the new information on fees should Cabinet approve the recommendations.

IT Team Leader: Tim Borrett; Director: Policy, Strategy and Digital; 15 January 2024.

4. HR Advice: Council officers will undertake analysis of the data relating to bay usage and availability, and some additional survey work required may incur costs. There are no significant HR or staffing implications evident in this report.

HR Partner: Celia Williams HR Business Partner 15 January 2024

EDM Sign-off	John Smith, Interim Executive Director Growth and Regeneration	6 September 2023
Cabinet Member sign-off	Cllr Donald Alexander, Cabinet Member for Transport	7 December 2023
For Key Decisions - Mayor's Office sign-off	Mayor's Office	20 December 2023

Appendix A – Further essential background / detail on the proposal	NO
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO

Environmental Impact Assessment [version 1.0]

Proposal title: Residents Parking Scheme Policy Review		
Project stage and type: <input type="checkbox"/> Initial Idea Mandate <input type="checkbox"/> Outline Business Case <input type="checkbox"/> Full Business Case		
<input checked="" type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input type="checkbox"/> Service <input type="checkbox"/> Other [please state]	<input checked="" type="checkbox"/> New <input type="checkbox"/> Already exists / review	<input type="checkbox"/> Changing
Directorate: Growth and Regeneration – Economy of Place and Management of Place	Lead Officer name: Damian Garner	
Service Area: City Transport and Highways and Traffic	Lead Officer role: Transport Policy	

Step 1: What do we want to do?

The purpose of this Environmental Impact Assessment is to help you develop your proposal in a way that is compliant with the council’s policies and supports the council’s strategic objectives under the [One City Climate Strategy](#), the [One City Ecological Emergency Strategy](#) and the latest [Corporate Strategy](#).

This assessment should be started at the beginning of the project proposal process by someone with a good knowledge of the project, the service area that will deliver it, and sufficient influence over the proposal to make changes as needed.

It is good practice to take a team approach to completing the Environmental Impact Assessment. See further [guidance](#) on completing this document. Please email environmental.performance@bristol.gov.uk early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Please use plain English, avoiding jargon and acronyms.

Residents Parking Schemes (RPS) intend to promote modal shift by removing the opportunity for extended commuter parking in the central area and inner-city neighbourhoods.

The current Joint Local Transport Plan adopted in 2019 provides policy justification for the implementation of RPSs. Alongside transport policies, the council is also committed to wider policies designed to mitigate the impacts of climate change which set out the need to reconsider how we best use road space to mitigate the impact of climate change and biodiversity loss.

At the Cabinet Meeting of 06 June 2023, it was approved that RPS policy changes were to be reviewed and considered by officers and returned to cabinet. The proposal is to seek approval of changes below following a review of the Council’s Resident Parking Schemes.

- A reduction in business permits in the Clifton Village area of 10%, for those businesses who currently have over seven customer permits or more.
- The removal of third vehicle permits.
- Increasing the cost of a first permit from £56 to £178 respectively.

The aims and objectives of this proposal is achieving better alignment with the corporate strategy i.e.

1. Transport and Connectivity – Safe and Active Travel, Connectivity. Proposals will help to prioritise more road space for sustainable modes through infrastructure like cycle hangars as well as better reflecting the cost of parking.

2. Environment and Sustainability – Climate Resilience, Ecological Recovery, Carbon Neutral. Both through encouraging sustainable transport use and through enabling reallocation of road space to climate resilience measures like street trees and SUDS features.

and to realise City Benefits:

3. Enhance ability to adapt to climate change through reallocation of road space.
4. Increased desirability of sustainable transport modes.

Consultation on the proposals will subsequently be undertaken where required.

Additionally, further evidence-base work recommended to ensure a suitably robust set of policy recommendations can be derived for future consideration, and possible initial informal consultation with stakeholders.

1.2 Will the proposal have an environmental impact?

Could the proposal have either a positive or negative effects for the environment now or in the future? If 'No' explain why you are sure there will be no environmental impact, then skip steps 2-3 and request review by sending this form to environmental.performance@bristol.gov.uk

If 'Yes' complete the rest of this assessment.

Yes No [please select]

1.3 If the proposal is part of an options appraisal, has the environmental impact of each option been assessed and included in the recommendation-making process?

If 'Yes' please ensure that the details of the environmental impacts of each option are made clear in the pros and cons section of the [project management options appraisal document](#).

Yes No Not applicable [please select]

If 'No' explain why environmental impacts have not been considered as part of the options appraisal process.

Environmental impacts have not been considered as part of the options appraisal process as the proposal is a policy proposal at the moment, with only a broad financial assessment undertaken.

Step 2: What kinds of environmental impacts might the project have?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered. See detailed [guidance documents](#) for advice on identifying potential impacts.

Does the proposal create any benefits for the environment, or have any adverse impacts?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our corporate environmental objectives and the wider [One City Climate and Ecological Emergency strategies](#).

Consider how the proposal creates environmental impacts in the following categories, both now and in the future.

Reasonable efforts should be made to quantify stated benefit or adverse impacts wherever possible.

Where the proposal is likely to have a beneficial impact, consider what actions would enhance those impacts. Where the proposal is likely to have a harmful impact, consider whether actions would mitigate these impacts.

Enhancements or mitigation actions are only required when there is a likely impact identified. Remember that where enhancements or mitigation actions are listed, they should be assigned to staff and appropriately resourced.

GENERAL COMMENTS (highlight any potential issues that might impact all or many categories)		
<p>ENV1 Carbon neutral: Emissions of climate changing gases</p> <p>BCC has committed to achieving net zero emissions for its direct activities by 2025, and to support the city in achieving net zero by 2030.</p> <p>Will the proposal involve transport, or the use of energy in buildings? Will the proposal involve the purchase of goods or services? If the answer is yes to either of these questions, there will be a carbon impact.</p> <p>Consider the scale and timeframe of the impact, particularly if the proposal will lead to ongoing emissions beyond the 2025 and 2030 target dates.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Benefits</p>	<p>The proposal will encourage greater modal shift, in turn leading to reduced emissions.</p> <p>The proposal will help to prioritise more road space for sustainable modes through infrastructure like cycle hangars.</p> <p>With regards to Just Transition considerations, the proposal will see the number of RPS permit allocations limited to no more than 2 vehicles per household. This is an improvement over the current situation whereby generally wealthier households with more than average number of vehicles contribute proportionally more emissions than those with fewer vehicles.</p>
	<p>Enhancing actions</p>	<p>Increase BCC's ability to support additional sustainable transport measures in future through reallocation of road space.</p>
	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years</p>	
	<p>Adverse impacts</p>	
	<p>Mitigating actions</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>ENV2 Ecological recovery: Wildlife and habitats</p> <p>BCC has committed to 30% of its land being managed for nature and to halve its use of pesticides by 2030.</p> <p>Consider how your proposal can support increased space for nature, reduced use of pesticides, reduce pollution to waterways, and reduce</p>	<p>Benefits</p>	<p>Increasing the amount of available road space for reallocation to sustainable transport and ecological recovery actions, such as additional street trees, increases possibilities for these actions in future.</p>
	<p>Enhancing actions</p>	

<p>consumption of products that undermine ecosystems around the world.</p> <p>If your proposal will directly lead to a reduction in habitat within Bristol, then consider how your proposed mitigation can lead to a biodiversity net gain. Be sure to refer to quantifiable changes wherever possible.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years		
	Adverse impacts		
	Mitigating actions		
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years		
<p>ENV3 A cleaner, low-waste city: Consumption of resources and generation of waste</p> <p>Consider what resources will be used as a result of the proposal, how they can be minimised or swapped for less impactful ones, where they will be sourced from, and what will happen to any waste generated</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	Benefits		
	Enhancing actions		
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years		
	Adverse impacts		
	Mitigating actions		
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years		
<p>ENV4 Climate resilience: Bristol’s resilience to the effects of climate change</p> <p>Bristol’s climate is already changing, and increasingly frequent instances of extreme weather will become more likely over time.</p>	Benefits	Both through encouraging sustainable transport use and through enabling future reallocation of road space to climate resilience measures like street trees and SUDS features.	
	Enhancing actions		

<p>Consider how the proposal will perform during periods of extreme weather (particularly heat and flooding).</p> <p>Consider if the proposal will reduce or increase risk to people and assets during extreme weather events.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years	
	Adverse impacts	
	Mitigating actions	
Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years		
<p>Statutory duty: Prevention of Pollution to air, water, or land</p> <p>Consider how the proposal will change the likelihood of pollution occurring to air, water, or land and what steps will be taken to prevent pollution occurring.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	Benefits	Supporting modal shift will lead to reduced air pollution across the city region.
	Enhancing actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years	
	Adverse impacts	
	Mitigating actions	
Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years		

Step 3: Action Plan

Use this section summarise and assign responsibility for any actions you have identified to improve data, enhance beneficial, or mitigate negative impacts. Actions identified in section two can be grouped together if named responsibility is under the same person.

This action plan should be updated at each stage of the project. Please be aware that the Sustainable City and Climate Change Service may use this action plan as an audit checklist during the project’s implementation or operation.

Enhancing / mitigating action required	Responsible Officer	Timescale
Public / Key Stakeholder Consultation on approved policy changes	Adam Crowther	2024/2025

Step 4: Review

The Sustainable City and Climate Change Service need at least five working days to comment and feedback on your impact assessment. Assessments should only be marked as reviewed when they provide sufficient information for decision-makers on the environmental impact of the proposal.

Please seek feedback and review by emailing environmental.performance@bristol.gov.uk before final submission of your decision pathway documentation¹.

Where impacts identified in this assessment are deemed significant, they will be summarised here by the Sustainable City and Climate Change Service and must be included on the cover sheet of the decision pathway documentation.

Summary of significant beneficial impacts and opportunities to support the Climate, Ecological and Corporate Strategies (ENV1,2,3,4):
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Summary of significant adverse impacts and how they can be mitigated:
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Environmental Performance Team Reviewer:	Submitting author:
---	---------------------------

Daniel Shelton	Damian Garner
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Date:	Date:
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15.01.2024	15.01.2024
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¹ Review by the Sustainable City and Climate Change Service confirms there is sufficient analysis for decision makers to consider the likely environmental impacts at this stage. This does not constitute an endorsement or approval of the proposal.



Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 23 January 2024

TITLE	Bristol Avon Flood Strategy	
Ward(s)	Hotwells and Harbourside, Central, Bedminster, Southville, Lawrence Hill, Brislington West, Brislington East, St George Troopers Hill, Avonmouth & Lawrence Weston	
Author: Shaun Hartley	Job title: Project Director, Bristol Avon Flood Strategy	
Cabinet lead: Cllr Nicola Beech, Cabinet Member for Strategic Planning, Resilience & Floods	Executive Director lead: John Smith, Interim Executive Director of the Growth and Regeneration Directorate	
Proposal origin: BCC Staff		
Decision maker: Cabinet Member		
Decision forum: Cabinet		
Purpose of Report:		
<ol style="list-style-type: none"> To seek approval of the Outline Business Case (OBC) for the Bristol Avon Flood Strategy and to approve its submission to the Environment Agency for assurance review. To seek approval to bid for, accept and spend funding to progress the development of detailed designs, Full Business Case (FBC) and consents. 		
Evidence Base:		
<ol style="list-style-type: none"> The OBC for the Bristol Avon Flood Strategy sets out the preferred approach to managing flood risk throughout Bristol City centre and surrounding areas from the river Avon. Once the delivery of defences is reasonably certain, new development will be able to progress in areas that will be protected once the defences are constructed, provided they appropriately manage the interim risk. This is crucial to enable the strategic growth and regeneration sites in the city centre to progress. The Strategic Outline Case and supporting Strategic Environmental Assessment underwent public consultation from 26th October – 20th December 2020. The consultation marked a major milestone for the project and generated interest from a range of individuals, groups and organisations. The feedback was overwhelmingly positive, with 84% of respondents ‘agreeing’ or ‘strongly agreeing’ with the proposal for adaptive flood defences which allow for changes in height over time. We are seeking approval from Cabinet to endorse the preferred approach of adaptive raised defences to manage the risk of flooding from the river Avon as set out in the OBC, noting these are an evolution of the proposals in the SOC as further design and investigation work has been completed. We also seek approval to progress to the development of a phased FBC and to apply for grant funding to support its development. Parts of Bristol city centre are at flood risk from the River Avon during high river flows and tidal surges. Currently, a severe flood from the river Avon would result in the flooding of some 1,300 homes and businesses. The flood risk continues to worsen however, such that by the end of the century, climate change predictions indicate that this same number of homes would more-likely-than-not be flooded every year, 		

while the extent of a major flood would increase to around 4,500 existing properties. The social, economic and environmental impact would be lasting and widespread across the South-West.

5. Future projections of flood threat pose a significant constraint to potential development, which will continue to negatively impact the attractiveness of the city region for investment. This brings a risk that Bristol will not be able to deliver fully on its sustainable development ambitions and in particular house-building targets (including St Phillips Marsh and part of Western Harbour). This in turn would increase pressure on neighbouring authorities and greenbelt, so there is a clear regional context, which extends beyond housing to movement of people and goods, provision of services and security of local employment. Furthermore, unless the flood threat is suitably mitigated, there is a risk that the updated Local Plan would not pass examination.
6. The council is working in partnership with the Environment Agency to deliver a long-term plan to better protect homes and businesses from flooding and enhance the riverside environment for all. Our ambition is for flood defences that create value and amenity for Bristol year-round, not just when the river levels are high. By designing defences that improve public spaces, we will provide new green spaces, better access to the river, enhanced heritage features, and improved active travel routes that link new and existing communities to places of work and leisure. This approach will also support the city's journey to a low-carbon economy, by safeguarding the natural environment and avoiding the disruption, damage and resource consumption that follows a flood event. By adopting this strategic approach, we can protect Bristol and create a more healthy, sustainable and resilient city region.
7. Following public consultation which demonstrated strong support for the proposals and technical approval by the Environment Agency, in March 2021 Cabinet endorsed the preferred approach of adaptive (i.e. adjusted over time) raised defences as set out in the Strategic Outline Case (SOC). The OBC takes this design concept forward, providing a reference design in support of the next formal stage of the business case.
8. Recent planning inquiry outcomes have permitted development in flood risk areas, provided such development addresses its own flood risk and mitigates any impact on others. This creates a significant risk, through piecemeal development, to the delivery of a coherent approach for flood defences. If they continue, such planning outcomes would erode the opportunity to provide the wider social and environmental benefits being promoted by the council and Environment Agency. It is therefore imperative that development which is inconsistent with the Strategy is resisted. The draft Local Plan, in which the flood strategy has its own policy as reference for development, has now been produced and approved by full council for submission to the Planning Inspectorate for public examination. Examination is expected to take place in 2024 prior to adoption in 2025 but is now a material consideration as the direction of travel. The 'Development in areas of flood risk Planning Position Statement' was also produced in 2022 to consolidate the Council's position in respect of emerging development in the Strategy area and remains valid (ref to background documents).
9. The OBC has updated the forecast cost to deliver Phase 1 of the Strategy, and re-baselined this to a revised timing for the conclusion of the FBC in 2028. This is now £255m in present value (at 2028) terms. The OBC identifies potential for Flood Defence Grant in Aid (FDGiA) funding of £211m. Other contributions remain unchanged from the Cabinet Key Decision in October 2022. The project is developing an iterative plan for funding the delivery, including identifying a range of credible sources and mechanisms to resolve the shortfall. Delivery of the capital works will require public funding but opportunities for private sector investment through the development process is also anticipated. Gaining an appreciation of how the capital cost will be met builds confidence in delivery of the scheme and the existing commitment of Strategic CIL and council reserves is positive for the project. The flood defences delivered in Phase 1 will be designed to be adapted during Phase 2, expected to be in the 2060s, as influenced by the effects of climate change as then understood. The funding for Phase 2 is not required to be secured before Phase 1 is delivered.
10. For the Council to construct and maintain the flood defences on the River Avon, the Environment Agency will need to delegate some of its statutory powers to the council. This will need a legal agreement. A progressive series of agreements between the council and the EA is being introduced to provide a pathway to the final legal agreement. These started with a Memorandum of Agreement, which consolidated the intent to work

together. Building on this is the Initial Collaborative Agreement, to capture the funding and planning obligations to increase confidence in delivery. These first two agreements have been signed by both parties. The final agreement, with versions potentially needed for each sub-project (or build stage) of Phase 1, will delegate powers for delivery and management of the defences.

11. Progress: Since the adoption of the Strategic Outline Case in March 2021, the focus has been on developing the funding strategy and Outline Business Case. This has included (non-exhaustive):
 - Autumn 2021 engaged key stakeholders and convened workshop. Recommendations from that were embedded into the workstreams.
 - Technical work includes improving flood modelling evidence, including with more detailed survey information to reduce the risk, to better define necessary works upstream and downstream, and reviewing budget allowances for works at Entrance Lock and Netham Lock.
 - Identification of potential future funding sources from the council, to demonstrate commitment to delivering the scheme. This culminated in Cabinet endorsement of several decisions in October 2022 (see background information) relating to commitment of CIL, EDF and council reserves, but still leaves a funding gap. It is recognised that the council cannot fund infrastructure of this scale by itself.
 - The Funding Strategy work seeks to identify a range of credible sources to address the remaining funding need, with further investigation into their feasibility needed. This remains a work in progress.
 - Increasing alignment with the West of England Combined Authority over the delivery phasing for the Temple Quarter and St Philip's Marsh regeneration area, with reference to the part it may play in the design and delivery of the defences in that area, noting this will be influenced by its forthcoming masterplanning work.
 - Grant funding of £1.75m from the Environment Agency secured for the project to repair the Underfall Yard sluices. This is an essential enabling project for the future flood defence work and is anticipated to start on site in summer 2024.
12. Next steps:
 - Prior to proceeding into the FBC, a detailed estimate for the cost of this stage will be examined on a value-for-money basis to determine whether all outlay is essential at this time or whether some could be deferred, or work descoped with consideration of the programme position.
 - Work on the Funding Strategy will be prioritised to build confidence that the flood defence works can be fully funded and that the spending on the FBC work will not be nugatory.
 - Both the Funding Strategy and the estimated costs for the FBC will be reviewed by the Section 151 Officer, or a delegated officer, before spending begins on the FBC.

Cabinet Member / Officer Recommendations:

That Cabinet

1. Approves the Outline Business Case and notes and approves its submission to the Environment Agency for its assurance review.
2. Notes the capital cost for delivery (in 2028 present value terms) of Phase 1 construction is estimated at £255m, of which approximately £251m (also in 2028 present value terms) of funding through Defra's Flood Defence Grant in Aid, WECA's Economic Development Fund, council reserves and Community Infrastructure Levy is identified in principle.
3. Authorises the Executive Director for Growth and Regeneration, in consultation with the S151 Officer and the Cabinet Member for Finance, Governance and Performance, to apply for and enter into agreements or contracts to spend grant funding of £2.2m Local Levy raised by the Wessex Regional Flood and Coastal Committee in support of the delivery of the Full Business Case and supporting activities.
4. Authorises the Executive Director for Growth and Regeneration, in consultation with the S151 Officer and the Cabinet Member for Finance, Governance and Performance, to apply for and enter into agreements or contracts to spend funding of up to £10m from the West of England Combined Authority, in support of the delivery of the Full Business Case and supporting activities.
5. Authorises the Executive Director for Growth and Regeneration, in consultation with the S151 Officer and the Cabinet Member for Finance, Governance and Performance, to enter into agreements or contracts to spend

the council's capital reserves (as previously allocated to the delivery of the strategy) in support of the delivery of the Full Business Case and supporting activities.

Corporate Strategy alignment:

The proposals align with the key themes of the corporate strategy, in particular by:

1. Creating more resilient communities (Wellbeing). The proposals will enable communities currently at risk of flooding to be adequately protected from the risk of flooding over the next century.
2. Taking steps to make Bristol a joined-up city (Well connected). Our vision shows how we intend to create measures that work for Bristol all year round and not just when flooding is expected. A key part of this is by integrating enhanced high-quality connectivity along the river.
3. Pursuing economic growth (Fair and Inclusive). The proposals are estimated to bring over £8bn of benefits to the region and over £2bn of benefit to the UK as a whole.

City Benefits:

Implementation of the Bristol Avon Flood Strategy will protect Bristol from the threat of flooding from the river Avon for many decades. It will promote a more sustainable and physically active city, while unlocking the potential for significant investment in the city delivering more homes, infrastructure and space for businesses in areas currently subject to flood risk. The Strategy will help to address the climate and ecological emergencies by reducing the risk of flooding and incorporating biodiversity improvements. The proposal will enable social value to be generated by enabling the delivery of new places to live, work and visit, focusing on inclusive growth by eradicating the risk of some neighbourhoods falling behind on account of flood risk threat.

Consultation Details:

Public consultation

Public consultation on the SOC took place in autumn / winter 2020 and the consultation report is available in the background documents. No further public consultation has been carried out on the basis that no material changes have taken place to the proposed approach consulted on at SOC stage.

Further public consultation will take place during FBC stage, informed by the consenting process.

Scrutiny

An update on the project was provided to the Growth and Regeneration Scrutiny Commission was held on 27 November 2023. The Commission noted the progress and recognised the strategic significance and regional importance of the project.

Background Documents:

All SOC technical reporting can be found at <https://www.ask.bristol.gov.uk/bristol-avon-flood-strategy-consultation>

Details of the consultation carried out at SOC stage can also be found at [Bristol Avon Flood Strategy consultation | Ask Bristol Consultation and Engagement Hub](#)

Cabinet Report October 2022 [ModernGov - bristol.gov.uk](#)

Development in flood risk areas PPS [Development in areas of flood risk \(bristol.gov.uk\)](#)

Revenue Cost	£nil	Source of Revenue Funding	n/a
Capital Cost	£255million	Source of Capital Funding	Defra Grant, council reserves, CIL and EDF
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/HR partners:

1. Finance Advice: This Cabinet Report requests approval to endorse the principle of adaptive defence laid out in the Outline Business Case (OBC), note the expected Phase One capital costs of £255 million and agree to proceed with the development of a Full Business Case (FBC). We will need to confirm the cost of the FBC before work starts in earnest and prioritise work on the Funding Strategy to offer assurance that the flood works can be delivered. The Phase One costs are currently based on 2028 prices, but this figure may change if programme delivery is further delayed.

Funding the development of the FBC relies on £2.2 million from Local Levy raised by the Wessex Regional Flood and Coastal Committee (which has pledged that funding should the remainder of the FBC costs be met), up to a further £9.925 million from the Council’s reserves which were set aside for this purpose in the approval of the Strategic Outline Case and a contribution from the West of England Combined Authority which may match the Council’s contribution. A division of funding for the FBC has been agreed in principle with WECA to demonstrate the commitment of all parties. We are now confirming the cost profile with reference to where the funding currently sits.

The production of the FBC will enable us to bid for funding for delivery of Phase One. OBC analysis demonstrates a compelling case for Defra Flood Defence Grant in Aid with an estimated value of £211m, subject to Environment Agency assurance and assuming a continuation of grant allocation rules beyond April 2027.

Finance Business Partner: Ben Hegarty, Finance Business Partner Growth and Regeneration, 09 January 2024.

2. Legal Advice: The submission of bids for grant funding does not raise any specific legal implications. Legal Services will advise and assist in relation to the grant agreements.

The consultation responses must be conscientiously taken into account in finalising the decision. The leading cases on consultation provide that consultation should occur when proposals are at a formative stage, should give sufficient reasons for any proposal to permit intelligent consideration and should allow adequate time for consideration and response. There must be clear evidence that the decision maker has considered the consultation responses, or a summary of them, before taking its decision.

Legal Team Leader: Husinara Jones – Team Manager/Solicitor – 11 January 2024

3. Implications on IT:

I can see no implications on IT in regard to this activity.

IT Team Leader:

Alex Simpson – Lead Enterprise Architect – 04th December 2023

4. HR Advice:

There are no HR implications evident

HR Partner:

Celia Williams – HR Business Partner – 06 December 2023

EDM Sign-off	John Smith, Interim Executive Director Growth and Regeneration	15 November 2023
Cabinet Member sign-off	Cllr Nicola Beech, Cabinet Member for Strategic Planning, Resilience & Floods	20 November 2023
For Key Decisions - Mayor’s Office sign-off	Mayor’s Office	20 December 2023

Appendix A – Further essential background / detail on the proposal • BAFS Outline Business Case	YES
Appendix B – Details of consultation carried out - internal and external Refer to background documents	NO
Appendix C – Summary of any engagement with scrutiny	NO

Appendix D – Risk assessment	YES
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	No
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO

BRISTOL CITY COUNCIL

Bristol Avon Flood Strategy Outline Business Case



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1.0 Executive Summary

Bristol and its neighbouring communities have grown and thrived on the banks of the River Avon. However, people and property face an increasing risk of flooding. Storms can increase flows coming down the river or can force tidal water to surge up the Severn Estuary. Large parts of Bristol's centre are vulnerable to the River Avon overtopping low spots and also causing water within the harbour to flood properties. Flood risk is increasing due to climate change, causing sea levels to rise and causing storms to increase in frequency and severity.

A major flood event that currently has a 0.5% Annual Exceedance Probability (AEP) (1 in 200 annual chance) of occurring now, could become as frequent as once a year (63% AEP) by the end of the century if no strategic management of the risk is implemented.

Bristol City Council (BCC), the Environment Agency and the West of England Combined Authority (WECA) are working together to deliver a long-term plan to better protect homes, businesses and infrastructure from flooding from the River Avon. This is a unique opportunity to enhance the river for all by creating a more resilient, active and sustainable city that can meet the future needs of its residents, businesses and visitors.

This report sets out the Outline Business Case (OBC) to deliver a strategic flood risk management approach to Bristol and its neighbouring communities. The OBC has been produced in accordance with the HM Treasury Green Book and Flood and Coastal Risk Management (FCRM) Appraisal Guidance principles. This OBC covers the Bristol Avon Flood Strategy project – referred to as the Strategy throughout this document.

1.1 Strategy objectives

The key investment objectives for the Strategy have been set to reflect the importance of delivering robust and sustainable flood risk management infrastructure for the strategy area, whilst acknowledging the importance of the area for employment purposes and future redevelopment opportunities. They are as follows:

- To support safe living, working and travelling in and around central Bristol by ensuring flood threat is reduced and measures address residual risks.
- To facilitate the sustainable growth of Bristol and the West of England by supporting opportunities for employment and residential land, and infrastructure.
- To maintain natural, historic, visual and built environments within the waterfront corridor and where possible deliver enhanced recreational, heritage and wildlife spaces.
- To ensure navigation of river and harbour, and marine activities continue.
- To ensure the strategy is technically feasible and deliverable.

These have been used to evaluate the flood risk management strategic approaches and to support the appraisal process. In addition, the following objectives have been developed in relation to wider opportunities, following the identification of a preferred way forward:

- To enhance walking and cycling links to enable greater access to opportunities, work and housing.
- To bring existing communities closer together, as well as providing the opportunity to unlock new development land and attract residents, businesses and visitors.
- To protect and enhance recreational, heritage and wildlife spaces, to create healthier and more resilient communities, particularly those with higher inequality or limited access to green space and contribute to ambitions for the Avon Corridor as a key green infrastructure resource.
- To seek opportunities to provide improved harbour operational arrangements where feasible and consistent with wider project objectives.

1.2 Strategic case

Tidal and fluvial flooding from the River Avon represent an increasingly significant risk to Bristol and its neighbouring communities with the potential for severe consequences. The city is at risk from both tidal surges and high river flows. Climate change is increasing sea levels and peak river flows meaning that widespread flooding of central Bristol is likely to become a relatively frequent occurrence.

Bristol has a history of flooding. More than twenty minor tidal events in the last decade have flooded properties and/or roads around the river including at Sea Mills, the Portway, Cumberland Basin, Avon Crescent, Coronation Road, Cattle Market Road and at St Philip's. The highest of these was in March 2020.

Flooding currently poses a threat to lives, properties, wellbeing and the long-term economic prosperity of the city and wider region. A severe flood today would result in lasting widespread impact from hazardous flood water, damage to property, damage and disruption to infrastructure and loss of cultural heritage.

Bristol's Floating Harbour forms a fundamental part of the city's current River Avon flood defences. The harbour's capacity is limited and the tidal flood gates are increasingly vulnerable to operational failure, overtopping and outflanking by flood water.

Futureproofing the city and neighbouring communities – Without investment, Bristol and neighbouring communities are at increasing risk of widespread flooding. Around 1,000 homes and businesses near the city centre and around 400 properties in neighbouring communities are at risk of being flooded in either a severe river or tidal flood today from the River Avon. Tidal flooding would be relatively rapid. Predictions show flood waters inundating a wide area to significant depths, creating an environment hazardous to life. Without action, by the end of the century almost 3,100 existing properties could be at risk in severe floods (Table 1).



Figure 1 - Visualisation of flood risk predictions looking east – Hotwells and Junction Lock in foreground, SS Great Britain and Spike Island in background



Figure 2 - Visualisation of flood risk predictions looking east – Temple Meads in foreground, St Philip’s Marsh and Netham in background

Year	Location	Residential properties	Non-residential properties	Total
2030	Central Bristol	616	426	1,418
	Downstream	170	26	
	Upstream to A4174	117	63	
2130	Central Bristol	1,483	1,062	3,086
	Downstream	323	31	
	Upstream to A4174	117	70	

Table 1 - Properties at risk of flooding in 0.5% AEP tidal or 1% AEP fluvial events in the Do-Minimum status quo baseline (Avoids double counting and is not properties claimed in the Partnership Funding Calculator)

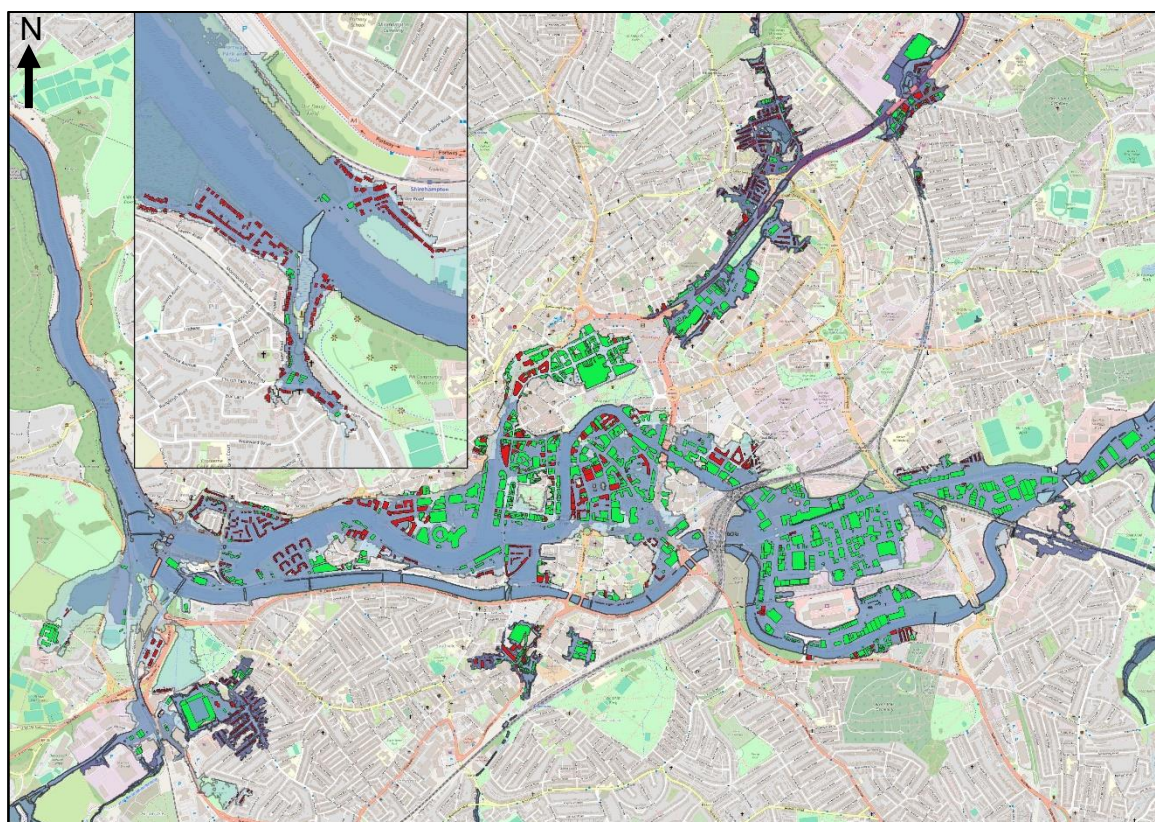


Figure 3 - Residential (red) and non-residential (green) properties within the 2130 0.5% AEP tidal (pale blue) and 1% AEP fluvial (dark blue) flood extents. Inset: Pill & Shirehampton

Without investment, Bristol and neighbouring communities are at an increasing risk of widespread flooding. Without the Strategy, the operation of the harbour for navigation will also be severely impacted due to increasing inundation of operational areas. The Harbour Authority has endorsed the Strategy.

Enabling a greener, more active city – Creating and improving flood defences presents an opportunity to improve walking and cycling routes along the River Avon. Links could be created with other parts of the city, better connecting people with housing, work and recreation. Improved active travel links are planned to be integrated into the defences. In areas where more space is available, defences could take the form of a green space that provides additional wildlife and recreation benefits every day. Access to the riverside could be improved, whilst areas with historic features, such as retaining walls, could be restored and maintained to prolong their life.

Unlocking Bristol's potential - Currently, without a Flood Risk Management Strategy that has reasonable certainty of delivery, new development must individually deliver flood risk mitigation to ensure the development is safe for its lifetime (100 years for residential uses) without increasing flood risk elsewhere and benefits from safe, dry access during a “design flood”. In some locations this is extremely challenging to achieve, meaning development is unlikely to comply with national planning policy and may be refused on this basis. Hence, regeneration in the area is stagnating. The proposed approach has learnt lessons from other cities divided by rivers who have successfully seized similar opportunities including Derby, Leeds and Sheffield.

The Strategy also recognises the potential synergies with the emerging masterplans at Western Harbour and Bristol Temple Quarter. There is significant scope for integrating the redevelopment of these areas with proposed flood defences, rather than constructing standalone defences for the Strategy and for development. This has the potential to reduce the overall cost of the Strategy to BCC, whilst also allowing development to come forward and bringing wider benefits such as active travel to the city.

A Strategy with a reasonable certainty of delivery will reduce the constraint of flood risk and open opportunities for regeneration and new development, contributing to the economic success of the city. By defending areas currently at risk of flooding, the proposed defences will also unlock wider benefits to the city through supporting growth and regeneration such as the jobs, homes and public spaces that will ensure Bristol is a resilient city where people and business can thrive.

A planning position statement published in July 2022 set out the adopted and emerging planning policy position for managing flood risk in Bristol. This confirmed that “*The Strategy is also the council's preferred approach to enabling new development in areas at risk of flooding from the river Avon.*” The draft Bristol Local Plan (due for adoption in 2025) sets out the development objectives for Bristol, and includes a policy specifically in relation to the proposals set out in this OBC. Policy FR2 – Bristol Avon Flood Strategy states that “*Flood risk from the river Avon will be addressed on a strategic basis consistent with the Bristol Avon Flood Strategy.*”

1.3 Economic case

The preferred long-term adaptive approach is to create new flood defences or raise the level of existing flood defences in phases along sections of the River Avon riverbanks to better protect people and property from the increasing risk of fluvial and tidal flooding.

The Strategy will deliver an estimated **£2.5bn in benefits to the UK economy by reducing flood risk** over the next one hundred years (Outcome measure (OM)1a benefits). These benefits include £628m benefits to people (OM1b) and 507 properties at flood risk today are moved to a lower risk band by the end of the strategy life (OM2a). A further 190 properties at flood risk in future climate conditions are moved to a lower risk band by the end of the strategy life (OM2b). **The benefit to the local economy could be over £8.7bn.** Even this estimate does not account for the potential value to the wider West of England of avoiding blight and frequent flooding to the central transport hub, and commercial and cultural heart of the region.

The operation of the existing infrastructure around the Floating Harbour reduces tidal flood risk. However, this will become less effective in future due to climate change, and there is an increasing risk that this will not be able to be operated during large flood events.

A comprehensive appraisal process of strategic approaches has been carried out to determine the preferred way forward to manage flood risk over the next one hundred years. Different flood defence interventions that might be effective were identified. Combinations of these interventions were used to create a long list of adaptive approach options. This was reduced to a shortlist from which the preferred approach of phased raised defences was selected as the most feasible option for reducing the flood risk to Bristol and its neighbouring communities.

As outlined in the SOC, a downstream tidal barrier closing when tidal surges are forecast would be significantly more expensive than the proposed approach. A tidal barrage that permanently dams the river would be even more costly and have significant negative impacts on habitats, landscape, fish passage and navigation of the river. Both a barrage and barrier were found to increase upstream flood risk as the River Avon does not have sufficient space to store river flows trapped when the structures are closed.

The SOC also considered measures such as flood storage areas, working with nature or land management capture. This concluded that while these measures store water, slow and somewhat reduce the peak river flows from upstream tributaries, smaller streams or rivers that flow into the River Avon, these techniques will not reduce tidal flood risk from the estuary. However, SOC consultation demonstrated a high level of support for such measures and the wider benefits. BCC will continue work with neighbouring authorities, the Environment Agency and other organisations to exploit opportunities as they arise to help reduce peak flows from upstream and bring wider ecological benefits to the area. Further work will be done at FBC.

The option selection process also identified an adaptive (rather than precautionary) approach had significant advantages in terms of economic efficiency and environmental impact. Defences will be built in phases:

- In the 2020s and 2030s, raised defences in locations along the Avon from Swineford upstream, through Bristol city centre and as far downstream as Shirehampton and Pill.
- In the 2060s, where necessary these defences will be raised, as well as additional defences being constructed as extensions to defences already built.

Subsequently, additional analysis was undertaken to determine the required and optimum Standard of Protection (SoP) for the defences in each phase and for the spatial extent of the Strategy.

In total, around 15km of raised defences are required to be constructed, in addition to a limited number of property flood resilience measures. These range in geographic area from Swineford upstream to Pill and Shirehampton downstream. The raised defences generally take the form of walls and embankments, as well as utilising existing defences where possible. New lock gates are proposed at Entrance Lock, and a new flood gate at Netham. A number of smaller flood gates are required, although the strategy looks to utilise 'passive' defences where possible. It is expected that for areas that overlap with areas of growth and regeneration (particularly Bristol Temple Quarter and Western Harbour), defences will be integrated into development.

The preferred scheme on economic grounds in accordance with the FCRM Appraisal Guidance Decision Rule is a 1 in 75 annual chance standard of protection (SoP), constructed in 2030 with an allowance for climate change to 2069, and defences uplifted in the 2060s to have a climate change allowance to 2130. This scheme is assessed in the Defra Partnership Funding (PF) Calculator to be eligible for £211.2m FCRM Grant in Aid (GiA) funding towards up-front costs.

Local Choice – BCC's local preference is a scheme that unlocks development potential by addressing the requirements of the National Planning Policy Framework (NPPF) to enable development. If such a scheme was also developed in two phases like the Decision Rule compliant scheme described above, the second phase would be very similar to the 2069-2130 phase of the Decision Rule compliant scheme, but somewhat lower in the first (2030-2069) phase. It is therefore recommended that local choice should seek to promote a scheme that provides the highest defence level required in each Phase. **This local choice option is the preferred way forward.**

The scheme capital costs are estimated at £255m present value for the initial construction starting in 2029.

The whole life costs of the scheme are estimated at £293m present value, which includes an additional £10.9m present value for the future works in the 2060s, and maintenance costs of £27.1m. The benefit cost ratio for this scheme (against GiA eligible benefits) is 8.6 – with details of the alternatives shown in Table 2.

Including benefits to the local economy, this BCR is approximately 30, demonstrating a compelling case for the Strategy to move forward.

	Do nothing	Do minimum	1.33% AEP SoP	1% AEP SoP	0.5% AEP SoP	Local choice
Damages (£m)	2768	2603	276	280	262	259
Benefits (£m)	0	165	2492	2487	2506	2509
Whole Life Costs (£m)	0	19	286	288	295	293
Benefit Cost Ratio		8.7	8.7	8.7	8.5	8.6
IBCR to previous option		8.7	8.7	-3.9	2.3*	2.3*

Table 2 - Present Value damages, benefits and whole life costs of baseline and do-something options of Standard of Protection (SoP) considered by economic appraisal. * IBCR compared with 1.33% AEP SoP

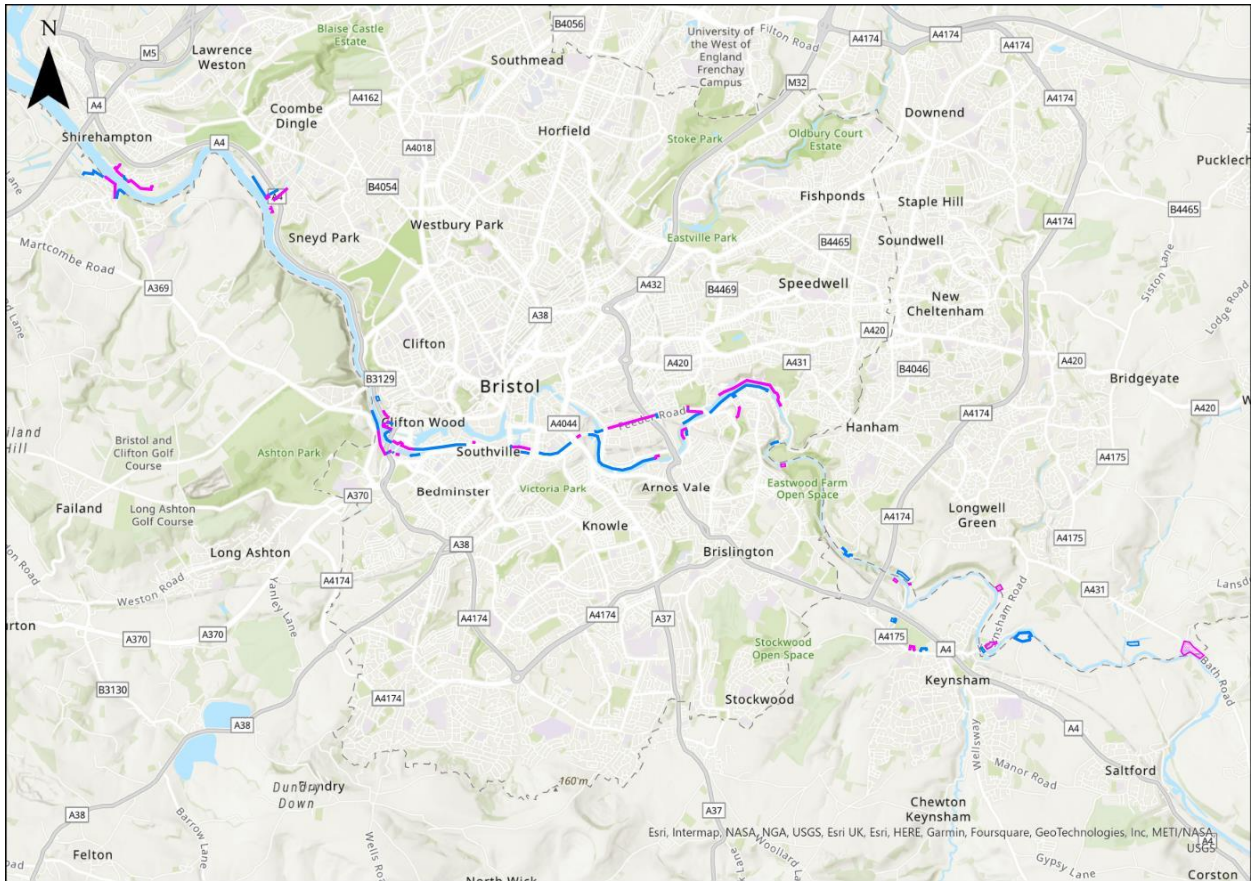


Figure 4 - Extent of Defences. Separate colours denote a change in defence type

A full Environmental Impact Assessment (EIA) will be required as part of the consenting approach for delivery of the Strategy. A Preliminary Draft EIA Scoping Report has been written for the OBC stage, building on the Strategic Environmental Assessment carried out to support the SOC. The purpose of this has been to both inform the scope of the Full Business Case (FBC) and to prepare for the formal submission of the EIA Scoping Report to the determining authority. This will be undertaken at FBC.

The report sets out the need for the Strategy and the site context; the policy context surrounding it; a high-level approach to the EIA methodology and outlines those topics considered to have the potential for significant effects. The key environmental topics were identified as Cultural Heritage, Biodiversity, Ground conditions and Contaminated land; Townscape and Visual impact and Water environment and Flood risk. Statutory stakeholder working group sessions were held quarterly with representatives from the EA, BCC, Natural England, Historic England and others. These sessions were used to discuss these key environmental topics, seeking feedback to inform the report.

To support the report, additional studies have been carried out including:

- Preliminary Ecological Appraisal
- Outline Heritage Desk-based assessment
- Habitats Regulation Assessment

- Preliminary Water Environment Regulations assessment

A Biodiversity Net Gain (BNG) assessment has also been carried out. The Strategy will deliver a minimum of 10% BNG, with an aspiration to deliver 20%.

The carbon impact of the strategy has also been assessed. An estimated 55,000 tonnes of CO_{2e} of emissions are estimated across the strategy's 100-year life, with multiple areas for reduction identified for development. The carbon impacts avoided from flooding that the strategy is predicted to prevent is over 1,372,000t CO_{2e}, making the strategy carbon negative overall.

1.4 Commercial case

BCC will lead the delivery of the Strategy in recognition of the potential impact and opportunity for the city, and the Strategy's interface with BCC's harbour, highways, planning, lead local flood authority, coastal protection, civil protection and major landowner roles. The Environment Agency and BCC have a Memorandum of Agreement and an initial collaborative agreement in place. The Environment Agency intends to delegate statutory powers for flood risk management works to Main Rivers to BCC, as necessary, achieved through further legal agreements.

Procurement for the Strategy will follow the design – bid – build procurement route. FBC stage will be consultant led with Early Supplier Engagement, and include the detailed design, associated surveys and investigations; with supporting specialist advice and expertise provided through ESE.

Multiple FBCs are proposed to maximise the significant opportunity to coordinate with areas of growth and regeneration. Phasing will be in line with both masterplan and business case development.

The three FBCs proposed are:

- FBC1 - Defences outside areas of growth and regeneration
- FBC2 - Western Harbour Reach
- FBC3 - St Philips March Reach

A procurement strategy for the construction phase will be developed at FBC stage, in line with BCC procurement rules, submitted as part of the Transport and Works Act Order 1992 (TWAo) application.

During FBC stage, BCC will be subject to development planning applications. In support, the Strategy will be embedded into relevant planning policies, providing guidance on residual risk mitigation measures to be addressed in individual planning applications.

Integrating defences into development will be encouraged through the publication of the Local Plan, setting out expectations of how development should integrate flood defences into proposals.

Figure 5 demonstrates a credible route to delivery, following a full TWAo consenting process, strategically aligned with areas of growth and regeneration

(G&R). Further updates to this timeline will be required at FBC stage in response to G&R programmes.

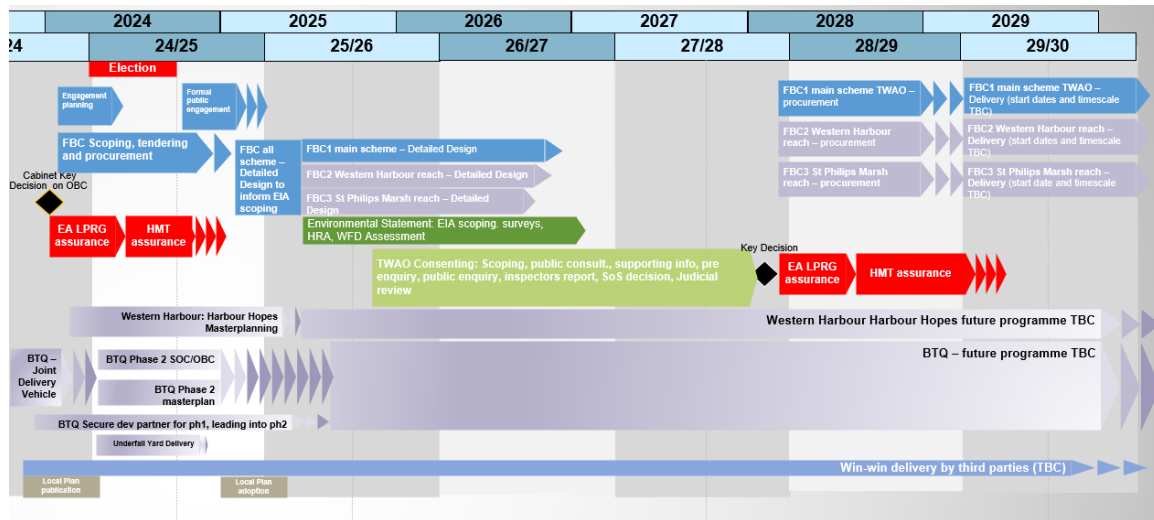


Figure 5 - Indicative strategy timeline showing the delivery of multiple FBCs, TWAO consent and construction over the 2020s, leading into 2030s.

1.5 Financial case

In cash terms, the total phase 1 scheme costs (not including SOC or OBC costs incurred, but including FBC development) are £335.1m (or £270.5m in present value terms). Funding has been allocated from various sources, including:

- FCRM GiA, which is estimated via the partnership funding calculator at £211.2m in pv terms, which equates to £255.3m in cash terms.
- The WECA Economic Development Fund has a programme allocation of £5m in 2023 and £5m in 2032 (today's prices).
- BCC reserves of £10m identified (today's prices).
- CIL allocated by BCC totalling £20.4m (today's prices).
- Local Levy funding of £2.2m (today's prices) towards FBC costs.

Making reasonable assumptions about the profiling of those funding sources gives a total allocated amount of £301.5m in cash terms (£252.9m in pv terms). That leaves an additional funding requirement of £33.6m in cash terms (£17.6m in pv terms). The current cost and funding position is summarised below. This is presented in present value and cash terms for comparison across the rest of the OBC.

Summary Table	Present Value (£m)	Cash Cost (£m)
	<i>50 %ile risk, inflated and discounted to 2028</i>	<i>95 %ile risk, inflated to outturn year, undiscounted</i>
Project capital costs, including inflation, risk and optimism bias	255.5	320.1
Identified funding (excl local levy)	250.7	299.3
Additional funding requirement (excl FBC)	4.8	20.8
Project capital costs plus FBC costs	270.5	335.1
Identified funding (incl local levy)	252.9	301.5
Additional funding requirement (incl FBC)	17.6	33.6

Table 3 - Summary of cost and funding position

This translates into partnership funding scores as set out below.

Source of Funding	%
Raw Partnership Funding score	77
Adjusted Partnership Funding score	94

Table 4 - Partnership funding scores

A wide range of other funding sources has been explored to maximise local contributions to the Strategy. Further work is planned to determine the quantum of each option, however, analysis completed to date has identified sufficient funding to achieve an adjusted partnership funding score of up to 120%. Only a small proportion of the identified funding opportunities needs to be secured to achieve a score of 100%.

This funding assessment is based on considerable work that has been undertaken by BCC in close consultation with the Environment Agency and other partners to develop a funding strategy for the project. The overarching approach has followed the 'beneficiary pays' principle i.e. the approach should distinguish between:

- National contributions towards the 'public good' elements of the programme.
- City-wide and/or broader regional contributions, to reflect the role that Bristol plays in the West of England economy.
- Specific contributions from those who are directly subject to flood risk, where appropriate and feasible.

There is a compelling case for other sources of funding for the Strategy. Opportunities for contributions in the form of cash or 'in kind' contributions such as associated works delivered by BCC or developers will be sought. The economic analysis identifies significant potential benefits (£8.6bn) to the local economy, in terms of supporting development proposals, protection against

business disruption, the tourism economy, and transport infrastructure improvements. Further funding options are identified in Section 5.4.3, along with an indicative funding solution.

With a clear plan for managing the risk of River Avon flooding, citizens and businesses will have confidence that Bristol is a city to invest in, helping in turn to fund defences for the city and ensuring flood defences are integrated into new developments.

FCRM GiA cannot be used for maintenance and operational costs. One of the conditions for receiving FCRM GiA is that the authority applying for grant must find the funding for ongoing operation and maintenance. In general, the Strategy is dependent on the continued serviceability of some of the existing New Cut and harbour structures. In practice, a significant part of the projected maintenance and operational costs for the Strategy are derived from the need to continue Floating Harbour operations and these costs would have been incurred anyway.

1.6 Management case

Future stages of the Strategy including detailed design and construction will be overseen by a multi-agency Project Board. The Project Board will comprise senior management representation from BCC, the Environment Agency and suppliers, and will be supported by a project team led by a dedicated Project Manager. The Strategy will be reviewed periodically over its lifetime, at least every six years or as the evidence base is significantly updated.

The Strategy will be delivered using powers under the Flood and Water Management Act or Water Resources Act. BCC is the landowner for the majority of the Strategy however in St Philip's Marsh, east of Temple Meads and in neighbouring communities there will be third-party interfaces.

In October 2020, public consultation commenced to inform BCC's decision-making prior to adopting the Strategy. The consultation raised awareness of the need for the Strategy and sought views on the leading strategic approach. At FBC stage, BCC will seek wider consultation in line with the TWAO consenting route, and work with neighbouring authorities to consult communities affected by the proposals outside of Bristol. On completion and following BCC cabinet approval, the full business case will be submitted to the Environment Agency's Large Project Review Group (LPRG) for assurance and onto Defra and HM Treasury (HMT) for further assurance and approval.

1.7 Project statistics for EA assurance

Approval Value of Project £338.3m Assurance Value of Project (next stage – FBC Development) £15m

Project Summary (£m)	Economic appraisal	Whole life cost	Project cost (approval)
	(Pv costs, 50 th %ile risk, no inflation)	(Cash cost, 95 th %ile risk, + inflation)	(Cash cost, 95 %ile risk, + inflation, no future costs)
Project development costs			
a) to SOC	<i>Sunk Costs</i>	1.3	1.3
b) SOC to OBC	<i>Sunk Costs</i>	1.9	1.9
c) OBC to FBC	<i>Sunk Costs</i>	15.0	15.0
Post approval project costs	165.8	186.6	186.6
Inflation		16.0	16.0
Risk	8.0	18.3	18.3
Optimism bias (49%)	81.2	99.2	99.2
Initial project costs	255.0	338.3	338.3
Future costs:			
Capital	7.3	31.6	
Revenue	20.8	84.1	
Future risks (assumed 30% of maintenance, 49% on capital works)	9.8	40.7	
Total project costs	293.0	494.7	338.3

Table 5 - Summary of project costs for preferred option

Flood risk type: Fluvial & Tidal

Numbers of households at flood and/or erosion risk

- Households at very significant risk now –138
- Households at significant risk now - 1
- Households at intermediate risk now – 307
- Households at moderate risk now – 61

- Households at very significant risk in 2130 - 0
- Households at significant risk in 2130 – 0
- Households at intermediate risk in 2130 – 4
- Households at moderate risk in 2130 – 178

Critical Infrastructure at risk now and in 2130

- Bristol Temple Meads station
- Road and rail infrastructure in Bristol
- Floating harbour infrastructure

Over the 100-year appraisal period a total of 111 electrical substations are at risk in the Do-Nothing scenario.

National Grid facilities at Avonbank off Feeder Road include engineering offices, administrative offices, and repair facilities, as well as a 20MW biofuel generation site for addressing peak demand.

Several educational properties are at risk over the 100-year appraisal period for the Do-Nothing scenario.

- St. Philips Marsh nursery school
- St. Mary Redcliffe & Temple C of E school
- Redcliffe Childrens Centre and maintained Nursery School
- Becket Hall Day Nursery

Emergency service centres at risk over the 100-year appraisal period for the Do Nothing scenario:

- Avon Fire & Rescue Service (Hartcliffe Way & Temple back)
- Bristol Ambulance Emergency Medical Services and fleet repair (off Feeder Road)
- Bristol Ambulance Emergency Medical Services (Albert Crescent)
- Kenneth Steele House Police Station (off Feeder Road)

Healthcare facilities at risk within the appraisal area in the Do-Nothing scenario:

- Bristol Child and Adolescent Mental Health Services, Redcliffe
- Bristol Central Health Clinic
- Queens Park Clinic, Queens Square
- Public Health England Offices, 2 Rivergate
- Nuffield Health, Canynge St

Economic cost and benefit of selected option

- Present Value Benefit - £2509m
- Present Value Cost - £293m
- Net Present Value - £2217m
- Benefit to Cost Ratio – 8.6
- Incremental Benefit to Cost Ratio – 2.3*
- Whole Life Cash Cost - £494.7m

*Comparison with 1.33% AEP SoP. The local choice option addresses the requirements of the National Planning Policy Framework.

Affordability of selected option

- Raw Partnership Funding score is 77%
 - Adjusted Partnership Funding score is 94% from confirmed sources. Analysis completed to date has identified sufficient funding to achieve an adjusted partnership funding score of up to 120%.
 - Funding from Environment Agency (Grant in Aid) is £211.3m
 - Funding from the Regional Flood and Coastal Committee is £2m
-

Risk

- The total contingency amount is £117.5m (cash terms – including optimism bias and 95th percentile risk allowance)

Top three residual risks are:

- Delay or challenge to delivery of Strategy
 - Securing remaining required funding
 - Landowner / occupier agreements
-

Permissions and consents

- Transport and Works Act Order
 - All consents & permissions to be secured post OBC assurance.
-

Outcomes

- OM2a – 507
 - OM2b - 190
-

2.0 Strategic Case

2.1 Introduction

Bristol and its neighbouring communities have grown and thrived on the banks of the River Avon, creating one of the largest economic centres in the South West.

Built on a background of trade, commerce and infrastructure, Bristol has grown into a city recognised internationally with a sustainable, innovative and culturally diverse community. The city's success brings with it challenges such as inequality, increased cost of living and congestion.

As with any city located close to rivers and the sea, Bristol has experienced many flood events in its past. Today its people and property face an ongoing flood threat which due to climate change will significantly worsen in future without intervention. In addition, it is becoming increasingly difficult to enable development to proceed within the city centre under the current circumstances, stagnating the city's ability to thrive.

A Strategy for flood risk management is needed to better protect Bristol and neighbouring communities from the increasing flood risk posed by the River Avon from high river flows and tidal surges. A major flood event which currently has a 0.5% annual chance of occurring now, could occur as frequently as once a year (63% AEP) by the end of the century if no strategic management of the risk is implemented.

The Strategy is ambitious and will rely on funding from a range of sources. With a clear plan, flood defences can be integrated with high-quality public spaces in future developments, positively regenerating areas around the River Avon, whilst giving businesses the confidence to invest in Bristol, unlocking the funding needed to realise these ambitions.

2.1.1 The Bristol Avon flood strategy background

The Bristol Avon Flood Strategy sets out a strategic long-term plan for managing flood risk from the River Avon to Bristol and its neighbouring communities.

The Strategy has been developed by Bristol City Council (BCC), with support from the Environment Agency, the West of England Combined Authority (WECA) and consultants Arup. BCC lead in recognition of the potential impact and opportunity for the city, and the Strategy's interface with BCC's harbour, highway, planning, lead local flooding, coastal protection, civil protection and major landowner roles. The Environment Agency will play an essential role given their statutory lead role for Main River and coastal flood risk management. WECA is also a key project partner, recognising the transformative nature of the Strategy and the opportunities for multiple regional benefits including active travel, green infrastructure and regeneration, and how this aligns with WECA's ambitions.

This report is presented in the format of an Outline Business Case (OBC). The report is intended to inform BCC's and Environment Agency's decision makers and will be formally submitted to the Environment Agency to support advancing the delivery of the first phase of the Strategy.

2.1.2 Flood risk

The Strategy has been developed because effective strategic flood risk management is essential for the long-term sustainability of Bristol and the health and wellbeing of its citizens, as well as neighbouring communities. Flooding poses a threat to lives and property, and to the long-term economic prosperity and viability of the city.

Bristol is positioned near the mouth of the River Avon as it connects with the Severn Estuary, with the highest tidal range in Europe. It is therefore subjected to flood risk caused by extreme tidal events (from the sea) and extreme fluvial events (from the inland waterways) and probabilistic combinations of both types of events occurring at the same time.

The predominant flood risk and potential for the most severe damage to much of the city centre is from high tides combining with storm surges. This forces water up the river, overtopping many low spots around the harbour and causing the Floating Harbour to flood properties. Some overtopping is shown at Albert Road in the 63% AEP tidal event in 2030, the first 'out of bank' flooding predicted to occur. However, the River Avon is also fed by a large upstream catchment causing a significant fluvial flood risk.

Over 1,000 homes and businesses near the city centre and around 400 properties in neighbouring communities are currently at risk of being flooded in either a severe river or tidal flood from the River Avon, severing the region's transport network (see 2.5.1), causing grid lock to the city centre, and putting the operation of the existing flood risk management systems at risk.

2.1.3 Influence of climate change

Since 1900, UK sea levels have risen by more than 16cm. Studies of records at Avonmouth found between 1993 to 2007 sea levels on average increased 0.2cm every year. As a consequence of climate change, the observed increasing sea levels and peak river flows are predicted to continue and accelerate. Without action, by the end of this century over 3,100 existing properties could be at risk in the event of a severe tidal flood. Figure 6 shows the areas that would be flooded by a 50% annual chance flood in 2069 and 2130 should no action be taken (the 'Do Nothing' scenario). The 2130 flood outline is the equivalent of a 0.5% AEP event today.

Flood risk is currently a significant constraint on development opportunities in central Bristol. Without a strategic intervention, the predicted impact of climate change would exacerbate the impact of flood risk, causing deep and hazardous flooding and further constrain the scale and form of development in the central area.

Flood risk in the study area will increase unless appropriate action is taken. BCC operates the infrastructure in the Floating Harbour which forms a fundamental part of the flood defences of the City. However, this is increasingly vulnerable to tidal overtopping.

The climate change allowances used in this business case are discussed in Section 3.5.1, and the residual risks discussed in Section 3.10.

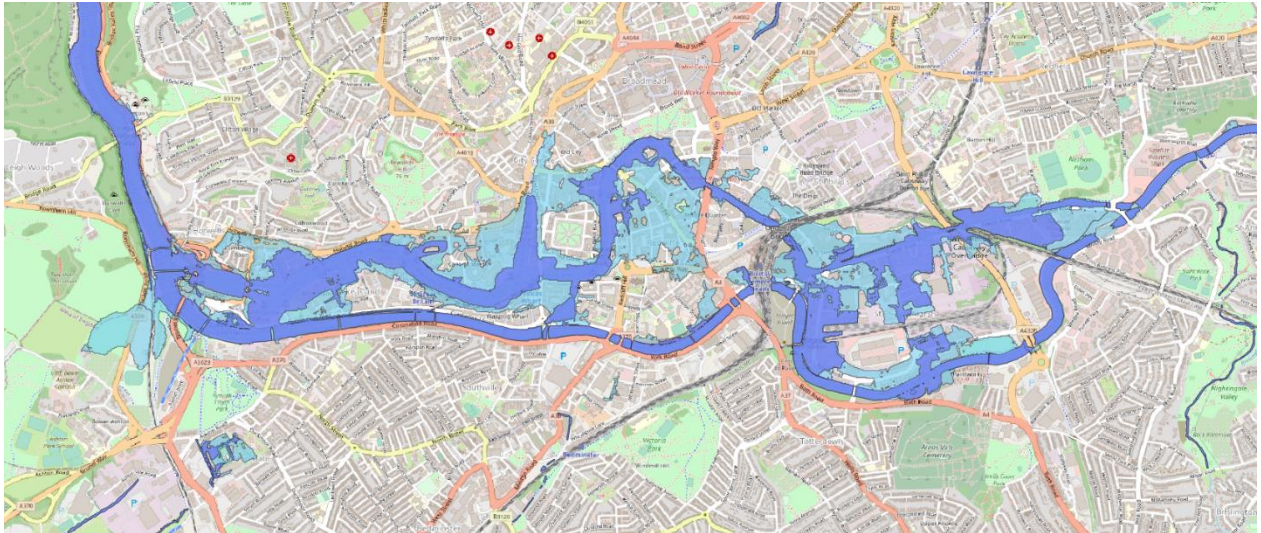


Figure 6 - Do Nothing 50% annual chance tidal flood outline, 2069 (dark blue) and 2130 (light blue) (background mapping © OpenStreetMap).

2.1.4 Strategy development

In 2017 an early study focusing on the threat from tidal surges was produced. The River Avon Tidal Flood Risk Management Strategy (the “2017 Study”)¹ was developed by BCC with consultants AECOM following the Environment Agency’s strategic appraisal approach whereby the technical, economic, environmental and social merits of a range of strategic options were assessed. The 2017 Study set out a preferred option which involved delivering flood defences at low spots along the River Avon delivered in phases. Engagement was limited to statutory consultees informing the emerging technical studies. The 2017 Study is referred to throughout this document.

In 2018 Arup were appointed to work with BCC to develop the 2017 Study. The work reviewed and built on the evidence base and ensured that the strategic approach also manages fluvial flood risk and delivers wider benefits to public spaces.

The revised Strategy added detail in considering:

- combined fluvial and tidal flood risk.
- future areas of growth and regeneration around the harbour and NPPF requirements.
- opportunities to unlock wider benefits of the Strategy.
- measures to prevent adverse impacts of the preferred option.
- a revised phasing plan.
- updated costing and economics.
- updated funding strategy.

¹ AECOM, “River Avon Tidal Flood Risk Management Strategy - Strategy Technical Report,” 2017.

- the environmental impact of these options, in addition to the work done as part of the 2017 Study.
- a plan for stakeholder engagement.

The Strategy was developed and presented as a Strategic Outline Case (SOC) following a public consultation². This was presented to the Environment Agency's Large Project Review Group (LPRG) and assured in January 2021 prior to Environment Agency Director endorsement. BCC Cabinet approved the Strategy in March 2021. In October 2022, BCC Cabinet approved³ the Environment Agency-BCC initial collaboration agreement, planning position statement and the emerging funding strategy.

This OBC builds on the SOC and will be presented to BCC Cabinet for approval, followed by the Environment Agency's LPRG for assurance and onward approval. It will be agreed as to whether it also needs to go to Defra and HMT at this stage.

2.1.5 Historic flood events

Bristol has a long history of flooding, as suggested by numerous place names throughout the city centre, such as Temple Meads and St Philip's Marsh. The extent of tidal dominance in the New Cut channel changes depending on tide conditions. Under extreme conditions the tide can extend far upstream of Netham Weir.

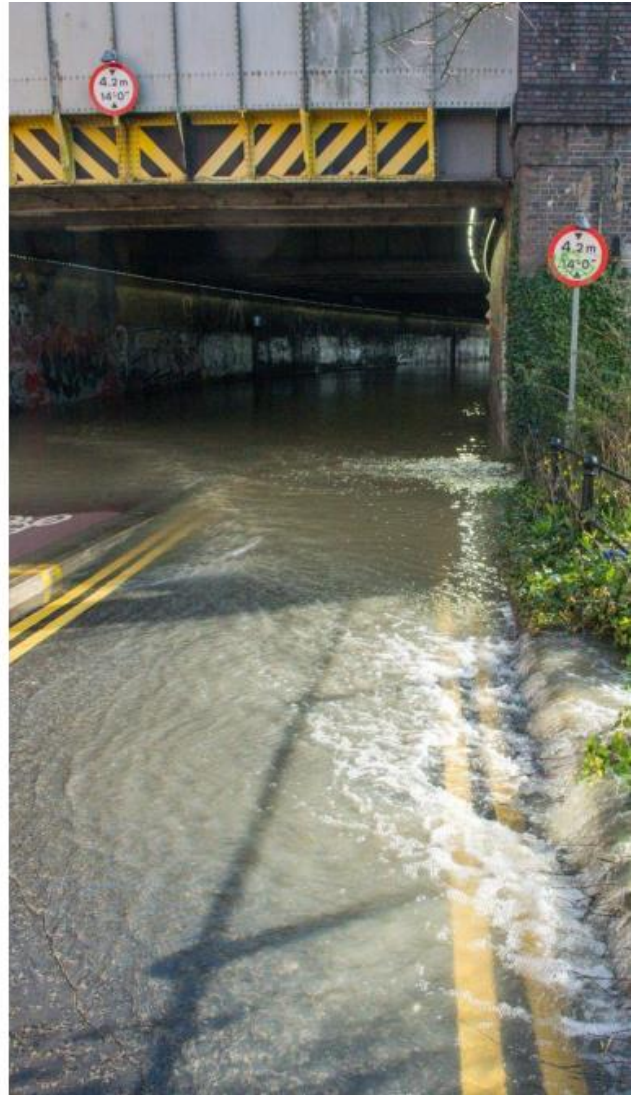
Bristol has been lucky in recent years and has avoided severe flooding. However, there have been more than twenty minor tidal floods in the last decade. Properties and roads around the river have been flooded including at Pill, Sea Mills, the Portway, Cumberland Basin, Avon Crescent, Coronation Road and Cattle Market Road.

A 1.6m tidal surge in December 1981 caused levels to reach 8.8mOD and flood many properties at Pill, Shirehampton, Avon Crescent and across St Philip's. Subsequently flood defences were constructed by the Environment Agency at Pill, Shirehampton and St Philip's. Despite this defence, there was still localised flooding of St Philip's in 2014 and 2020.

There have been many recent near misses. Levels reached 8.8mOD in February 1990 and 8.7mOD in January 2014 when flooding closed key roads including the A4 Portway, Cattle Market Road and Cumberland Road. Good weather in 2014 reduced forecast surge levels by 0.8m and the proactive use of a temporary barrier protected properties at Avon Crescent.

² Bristol City Council, Bristol Avon Flood Strategy consultation, October 2022 Available at: <https://www.ask.bristol.gov.uk/bristol-avon-flood-strategy-consultation>

³ Bristol City Council, Key Decision Paper," [Online]. Available: <https://democracy.bristol.gov.uk/ieDecisionDetails.aspx?AllId=27802>



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Figure 7 - March 2020 tidal surge caused localised overtopping around the Harbour and River Avon

In March 2020, Bristol experienced the highest tidal event (of 8.81m AOD) since records began. This led to significant flood depths under the Clifton Suspension Bridge, at Junction Lock and at Cattle Market Road (see Figure 7). Flooding occurred for up to 15 hours⁴. Astronomical high tides combined with a 1.0m storm surge caused by a low-pressure system and south-westerly winds. Flood gates were closed at Pill and Shirehampton. At Sea Mills property flood defences were successful in protecting all but one property. Roads were inundated throughout the city, with disruption amplified due to precautionary closures for safety. The following morning, levels were again high at 8.67mOD. It was also difficult to access the harbour assets for maintenance and proactive intervention as the harbourside itself was flooded. The event could have been significantly worse if it had coincided with the worst of the storm surges seen just a few weeks earlier. The hydraulic model developed as part of this OBC was successfully validated against the March 2020 event.

Downstream, Pill and Shirehampton experienced widespread flooding with three major tidal flooding episodes between 1981 and 1990 affecting roads and properties to depths of 0.6m, prior to construction of raised defences. The riverside communities here have a long history of fluvial flooding.

Upstream, high tides frequently overtop Netham weir. The tidal limit stretches up to Hanham Weir in a 50% fluvial event with a Mean High Water Spring tide. However, a 0.5% AEP tidal event paired with a 50% AEP fluvial event impacts almost to Salford Weir because the tide prevents fluvial flows from discharging. This area is also subject to frequent fluvial flooding. Some properties on the River Avon between Bristol and Bath flooded in 2000, 2014 and 2023.

2.1.6 Extent of Strategy Influence

Outside of Bristol, the Strategy extends into North Somerset at Pill and Ashton; South Gloucestershire at Hanham Mills; and Bath and North East Somerset (B&NES) at Keynsham and Swineford, potentially interfacing with emerging ambitions for growth and regeneration at North Keynsham.

2.2 Strategic Context

2.2.1 United Nations Sustainable Development Goals (United Nations, 2015)

Several of the UN’s sustainable development goals are relevant to the development of the Strategy, as described below.

- Goal 3 – good health and well-being. The Strategy is required to protect Bristol’s residents from the detrimental effects of flooding to physical and mental health, as well as promoting improved health by improving opportunities for active travel.
- Goal 4 – quality education. The Strategy is required to protect schools in Bristol which are at risk of being closed or damaged by flood events.

⁴ Bristol City Council, “Flood Investigation for the March 2020 Tidal Flood Events,” 2020.

- Goal 8 – decent work and economic growth. The Strategy is required to help to promote economic growth throughout Bristol and its neighbouring communities.
- Goal 9 – industry, innovation and infrastructure. The Strategy is required to ensure Bristol is resilient and has high quality infrastructure.
- Goal 11 – sustainable cities and communities. The Strategy will look to safeguard cultural heritage, reduce the number of people affected by disasters (in this case flooding) and provide access to safe, inclusive and accessible public spaces.
- Goal 13 – climate action. The Strategy will strengthen the city’s resilience and adaptive capacity to climate-related hazards and integrate climate change requirements.
- Goal 14 – life below water. The Strategy is required to protect the ecosystems and habitats within Bristol and the River Avon.

2.2.2 Flood and Coastal Risk Management (FCRM)

The National FCRM Strategy for England⁵ has been split into three high level core ambitions concerning future risk and investment need.

- Climate resilient places: working with partners to bolster resilience to flooding and coastal change across the nation, both now and in the face of climate change.
- Today’s growth and infrastructure resilient to tomorrow’s climate: making the right investment and planning decisions to secure sustainable growth and environmental improvements, as well as resilient infrastructure.
- A nation ready to respond and adapt to flooding and coastal change.

The primary Strategy Objectives agreed by BCC’s Project Board are directly aligned with the National FCRM strategy ambitions.

The Strategy sits on the second tier of flood risk management hierarchy, below the Severn Estuary Shoreline Management Plan (SMP) which was completed in 2010 and the Local Flood Risk Management Strategy (LFRMS) and Flood Risk Management Plan (FRMP) for Bristol.

These plans and strategies identify flood risk management policies to deliver sustainable flood risk management for the long term. The SMP is a high level non-statutory planning document which presents a long-term policy framework to reduce the risks associated with coastal processes. Within the SMP, the Strategy area has a designated ‘hold the line’ management policy.

In the LFRMS and FRMP the recommended policy for Bristol is to take further action to reduce flood risk to ensure that the SoP through Bristol is improved where required. The Wessex Regional Flood and Coastal Committee Strategy

⁵ Environment Agency, “National Flood and Coastal Erosion Risk Management Strategy for England”, [online] Available: <https://www.gov.uk/government/publications/national-flood-and-coastal-erosion-risk-management-strategy-for-england--2>

identifies Bristol as a priority at-risk community. Managing flood risk is also a priority in Bristol City's Resilience Strategy initiative.

In addition to these plans and strategies, a number of studies have investigated flood risk in Bristol in more detail. In 2010 BCC commissioned the Bristol Central Area Flood Risk Assessment (CAFRA) to develop an understanding of flood risk on tidally influenced watercourses within the Bristol City boundary. A significant aspect of this study involved the building of a numerical hydrodynamic model and its use for option testing. Updates to the CAFRA study were made in 2014, 2015, 2017 and 2019.

In 2013, a first phase Feasibility study was undertaken to appraise strategic options to manage the flood risk in central Bristol. Given the changing flood risk profile over the next century an adaptive approach that progressively improves the flood risk management by building on the outcomes of previous interventions was advocated by the study.

In addition to the above, a draft of the Severn Estuary Flood Risk Management Strategy was produced in 2013⁶. This defines a 100-year plan of investment for flood defences for the coast between Gloucester to Lavernock Point near Cardiff, and from Gloucester to Hinkley Point in Somerset. The Strategy does not yet have formal approval from the Department for Environment, Food and Rural Affairs (Defra) or the Welsh government and is considered a working draft.

2.2.3 Climate Resilience

The Climate Change Act 2008 commits the UK Government to reduce carbon emissions to net zero by 2050.

BCC declared a Climate Emergency in 2018, recognising the risk of climate change to the city. In 2020 BCC published the Bristol One City Climate Strategy⁷ setting out a strategy for a carbon neutral, climate resilient Bristol by 2030. The wider opportunities of flood risk mitigation are recognised within the Strategy, such as integrating green infrastructure solutions into a city centre flood management strategy and developing wildlife and nature corridors (green and blue) to create a network through Bristol that connects to surrounding areas.

Launched in January 2019, the One City Plan describes where BCC want to be by 2050, and how city partners will work together to create a fair, healthy, and sustainable city. Drawing from feedback, input and consultations throughout the year, the City Office produced the second iteration of the One City Plan. Relevant goals include:

- Improve Bristol's infrastructure to protect against flash flooding in high-density areas (by 2026)

⁶ Severn Estuary Coastal Group, "Flood Risk Management Strategy" [online]. Available: <https://severnestuarycoastalgroup.org.uk/severnestuaryfrms/>

⁷ Bristol City Council, "One City Climate Strategy" [online]. Available: <https://www.bristolonecity.com/wp-content/uploads/2020/02/one-city-climate-strategy.pdf>

- Sustainable urban drainage will span the city and reduce likelihood of localised flooding during wet weather (by 2043)
- The city is fully resilient and able to respond to rising water levels and localised flood risks (by 2048)

In February 2020 BCC declared an ecological emergency. In response it published the One City Ecological Emergency Strategy in September 2020. One of the actions emerging from the strategy is to “*embed biodiversity planning and Nature Based Solutions within Local Flood Risk Management Strategy work*”⁸. Natural Flood Management (NFM) and nature based solutions are discussed further in this OBC in 3.9.3.

The Environment Agency have committed⁹ to becoming a net zero organisation by 2030. The construction of FCRM capital projects forms a major source of carbon emissions and early consideration of carbon is required to identify solutions that efficiently minimise whole life carbon impacts. By contrast, the function of FCRM capital projects is to reduce carbon emissions by preventing damage to property and other assets with embodied carbon.

2.2.4 Planning and Development Policy

The NPPF sets out the Government’s planning policies for England. Those policies require that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future) – the sequential approach. Where development is necessary in such areas, it is expected to be made safe for its lifetime, considering the predicted impacts of climate change without increasing flood risk elsewhere. Strategic policies for flood risk are expected to take account of advice from the Environment Agency.

The draft Bristol Local Plan¹⁰ (due for adoption in 2025) sets out the development objectives for Bristol. The local plan includes BCC’s approach to minimising the risk and impact of flooding in the context of new development. Its spatial strategy is based on a sequential approach whereby priority is given to development of sites with the lowest risk of flooding in the area.

The Local Plan also includes a policy specifically in relation to the proposals set out in this OBC. Policy FR2 – Bristol Avon Flood Strategy states that “*Flood risk from the river Avon will be addressed on a strategic basis consistent with the Bristol Avon Flood Strategy*”. It provides the policy basis for securing developer contributions to the strategy, ensuring that “*Development in an area that benefits from a reduction in flood risk by the future delivery of the Bristol Avon Flood Strategy will be expected to... Facilitate the delivery of future flood defences and*

⁸ Bristol City Council, “One City Ecological Emergency Strategy” [online]. Available: <https://www.bristolonecity.com/wp-content/uploads/2020/09/One-City-Ecological-Emergency-Strategy-28.09.20.pdf>

⁹Environment Agency, “Environment Agency sets net zero emissions aim” [online]. Available: <https://www.gov.uk/government/news/environment-agency-sets-net-zero-emissions-aim>

¹⁰ Bristol City Council, “Local Plan review” [online]. Available <https://www.bristol.gov.uk/residents/planning-and-building-regulations/planning-policy-and-guidance/local-plan/local-plan-review>

an enhanced multi-purpose greenway along the river Avon frontage including through financial contributions where appropriate”.

The policy goes further with development located within or adjacent to areas that are essential for the delivery of future flood defences which will be “expected to accommodate space for and/or deliver flood protection infrastructure required as part of the development of the area including an enhanced greenway”.

As part of the draft Local Plan, it is expected that large numbers of new homes and other forms of development will be delivered in central Bristol within the plan period, with scope for significantly greater numbers where the delivery of flood risk management infrastructure can unlock more potential. Potential is focussed particularly in proposed areas of growth and regeneration at Western Harbour, Bristol Temple Quarter and St Philip’s Marsh which all include areas at risk of flooding.

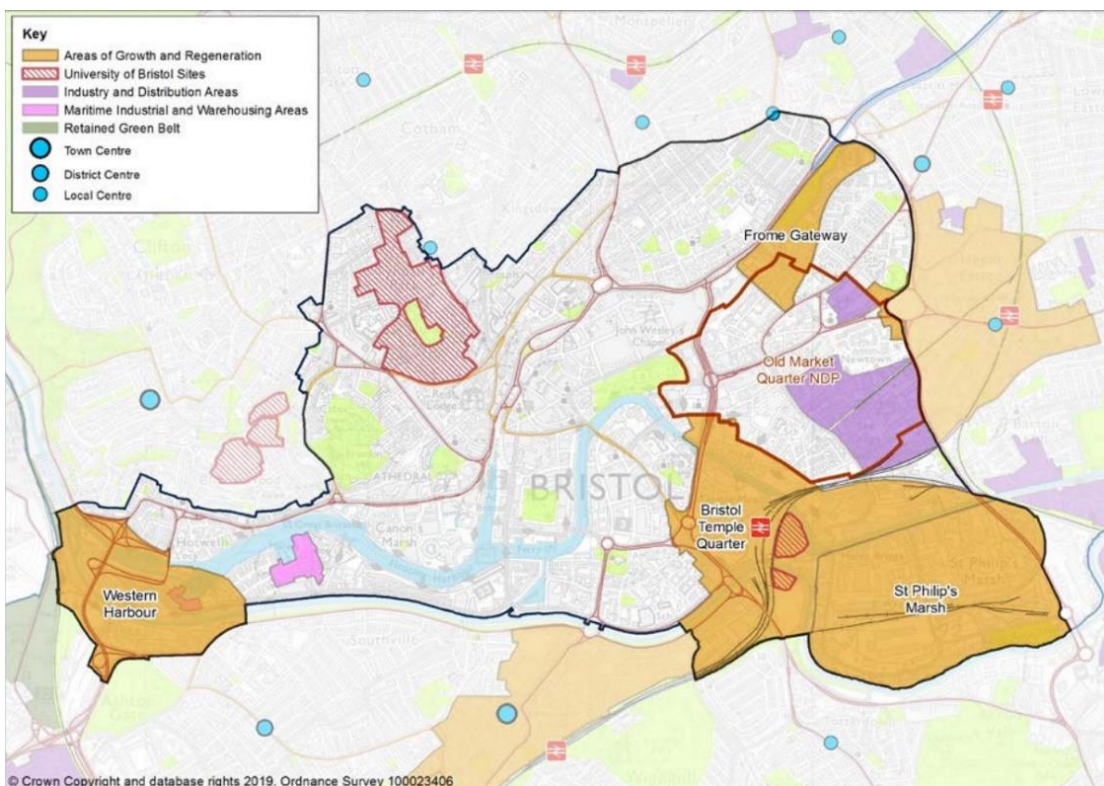


Figure 8 - Areas of growth and regeneration identified in the Local Plan Review¹¹

A planning position statement¹³ published in July 2022 set out the adopted and emerging planning policy position for managing flood risk in Bristol. This confirmed that “*The Strategy is also the council’s preferred approach to enabling new development in areas at risk of flooding from the river Avon. However, [BCC]*

¹¹ Bristol City Council, “Local Plan review” [online]. Available <https://www.bristol.gov.uk/residents/planning-and-building-regulations/planning-policy-and-guidance/local-plan/local-plan-review>

¹³ Bristol City Council, “Development in areas of flood risk. Planning position statement” [online]. Available: <https://www.bristol.gov.uk/files/documents/5158-development-in-areas-of-flood-risk-planning-position-statement/file>

recognises that new development proposed in areas at risk of flooding cannot delay applications given the urgent need for new homes in the city. The current position is that new development proposed in areas at risk of flooding cannot rely on defences being built through the Strategy. However, confidence that the Strategy will be delivered is increasing, and appropriate weight will be given to the Strategy at the time of determining individual applications.” Since this was published the Environment Agency and BCC have agreed a further joint position statement that sets out how developers can rely on the future defences, but will a contribution towards their delivery is expected. This has not yet been published but will complement the Local Plan policies.

2.2.5 Local Cycling and Walking Infrastructure Plan

The spatial extent of the Strategy interfaces with the WECA regional strategic transport programme, which includes the A4 Bath-Bristol and MetroWest Portishead to Bristol suburban rail corridor enhancements.

In June 2020, WECA produced a Local Cycling and Walking Infrastructure Plan¹⁴ 2020-2036 as part of their wider plans and ambitions for creating and improving active travel, and their vision to “*Connect people and places for a vibrant, inclusive and carbon neutral West of England*”. The plan includes key walking routes and zones, as well as proposed improvements, for several areas impacted by the Strategy including Bedminster, Southville and Shirehampton.

2.2.6 Joint Green Infrastructure Strategy (JGIS)

The West of England Joint Green Infrastructure Strategy 2020-2030¹⁵ aims to secure investment in Green Infrastructure planning and provision. The rich and diverse natural environment of the West of England is integral to the region’s health and economic prosperity. Well planned, managed and functioning Green Infrastructure is crucial for people, places and nature and is a key component in addressing environmental impacts including climate change and biodiversity loss. The JGIS strategy establishes the approach for identifying and coordinating future partnership projects and funding bids for key shared green infrastructure assets such as the River Avon.

2.3 Environment and other considerations

The Strategy area is a mixture of developed urban environment and open space, as well as some agricultural land. There are a number of environmental designations within and adjacent to the study site. For maps of the environmental designations within and adjacent to the study site refer to the Preliminary Draft EIA Scoping Report (Appendix I). The following sections offer a description of the main environmental considerations.

¹⁴ TravelWest, “Local Cycling and Walking Plan,” [Online]. Available: <https://travelwest.info/projects/local-cycling-and-walking-infrastructure-plan>

¹⁵ West of England Combined Authority , “West of England Joint Green Infrastructure Strategy 2020-2030,” [Online]. Available: <https://www.westofengland-ca.gov.uk/west-of-england-joint-green-infrastructure-strategy>

2.3.1 Ecology

Consideration has been given to the potential impacts of the development on ecological receptors. During OBC stage, guidance and advice was provided at optioneering by an experienced ecologist, and opportunity identification was undertaken during design development to minimise potential impacts. The primary intention as part of iterative design development was to align legislation and policy requirement as part of evolving proposals.

Sensitive designated sites were identified within or adjacent to the study site:

- Avon Gorge Site of Special Scientific Interest (SSSI), Horseshoe Bend SSSI, Ashton Court SSSI, Bickley Wood SSSI, Cleeve Wood, Hanham SSSI and Ham Green SSSI.
- Avon Gorge Special Area of Conservation (SAC).
- The Severn Estuary, situated close to Pill and Shirehampton, is designated as a SSSI, SAC, Ramsar and Special Protection Area (SPA).
- North Somerset and Mendip Bat SAC.
- Bath and Bradford-on-Avon Bats SAC.
- Leigh Woods National Nature Reserve (NNR).
- The River Avon, which forms a Site of Nature Conservation Interest throughout the city and links Important Open Spaces.
- Lamplighters Marsh Local Nature Reserve (LNR), Avon New Cut LNR, Eastwood Farm LNR, Avon Valley Woodland LNR, Troopers Hill LNR, St George's Flower Bank LNR, Stockwood Open Space LNR, Royate Hill LNR and Callington Road LNR.

A Preliminary Ecological Appraisal (PEA) was undertaken to inform key constraints, design development and consents. Designated sites, habitats such as Habitats of Principal Importance and ancient woodlands, and protected species were identified, and will be used to inform the scope of FBC. Potential for bats, badgers, beavers, hazel dormice, otter, water vole, white clawed cray fish, breeding and wintering birds, reptiles, great crested newts, invertebrates, and fish were identified, therefore further surveys are required to confirm presence prior to the submission of an Environmental Statement. Required surveys are detailed in the PEA (Appendix I) and suggested timescales are included in the project schedule (Appendix G).

2.3.2 Heritage

The Floating Harbour, the New Cut, the Feeder canal and associated structures form, as an ensemble, the primary heritage asset of the city¹⁶. The globally significant innovations in engineering required to allow the docks to operate and flourish, through the management of the Avon's extreme tidal range by the creation of the Floating Harbour, fundamentally altered the physical, commercial and social landscape of the city. While there are many individual heritage assets

¹⁶ Bristol City Council, 2015. *Our Inherited City: Bristol Heritage Framework. 2015-2018*, Bristol: Bristol City Council.

that form part of the Avon, Floating Harbour, New Cut and Feeder Canal, they form one overarching historic landscape, combining both natural and engineered features. Upstream and downstream of the city, the historic landscape is less urban, but still combines many historic and natural features, including harbours, river crossings and inter-war housing estates.

A large number of individual heritage assets are also present along the river, including the scheduled Roman settlement of *Abonae* at Sea Mills and the scheduled Underfall Yard. There are numerous listed buildings, including the Grade I listed Temple Meads Station, Temple Meads Old Station, the Avon Bridge and the Clifton Suspension Bridge and the Grade II* listed swing bridges and entrance locks at the Cumberland Basin. Areas of historic built heritage are designated within 12 conservation areas, while Ashton Court is a Grade II* registered park and garden. There are also a large number of non-designated heritage assets and areas of archaeological potential.

The historic nature of the docks means that many of the designated and non-designated heritage assets are integral to the existing flood defences along the River Avon and the Floating Harbour and have the potential to be impacted by the strategy, although the scale will depend on the design of the flood defences.

The character of the reaches along the river varies significantly. From the wide-open estuarine environment at Pill and Shirehampton, to the iconic setting of the River Avon gorge, the urban historic townscape of the New Cut, the original river course upstream of Temple Meads with both urban and natural settings, and then to wooded river valley at Conham. The scale of the impact is dependent on the setting of the area and the form and scale of any flood defence.

The River Avon at Entrance Lock and Cumberland Road falls within the City Docks Conservation Area. It is rich in both long-range panoramic views, long views to specific features, landmarks and distinctive skylines, as well as short-range contained views and glimpses. The Cumberland Basin area offers high quality views out of the character area including the iconic view of the Avon Gorge and Clifton Suspension Bridge.

The Cumberland Road and Bathurst Basin areas are more enclosed, offering local views across the New Cut and longer views along the river corridor to bridge crossings. From Bedminster in the South, when the trees are not in leaf, views from the slightly elevated Coronation Road are across the New Cut to Spike Island, with the distinctive skyline of Clifton, Clifton Wood and Brandon Hill above.

2.3.3 Townscape

Consideration has been given to the potential impacts of the development on townscape and visual receptors. During OBC stage, specialist landscape guidance and advice was provided at optioneering and design development to minimise potential impacts and highlight opportunities for enhancement. The primary intention as part of iterative design development was to align with existing local character and embed public space enhancement as part of evolving proposals.

Receptors sensitive to changes in townscape and visual were identified as part of the preparation of the Preliminary Draft EIA Scoping Report to inform the scope of FBC. These included sensitive landscape character areas such as Avonmouth floodplain, Avon Gorge, Entrance Lock to the west of the development and Wooded Avon Valley, Keynsham floodplain to the east, and sensitive views towards the development such as from public rights of way.

2.3.4 Water

By nature of the Strategy, the development of flood defences in and around Bristol has the potential to affect the water environment and is intended to manage flood risk for the years to come. A large number of surface water features and ground water features have been identified to provide context to the Strategy, including Water Framework Directive (WFD) classified and non-WFD classified surface water and groundwater features, drinking water safeguarding zones and aquifers.

Consideration has been given to the potential impacts on the waterbodies and protected sites and compliance with the Water Environment Regulations (WER). Potential impacts were screened into the assessment given the potential in-river works and the potential for changes in flood flows to impact upon the hydromorphology of the River Avon. A scoping assessment to identify WER quality elements at risk from the project was undertaken including the need for further assessment. Opportunities for enhancement have also been identified as part of the assessment including benefits to water quality through biodiversity benefits through provision of riparian planting and bankside improvements which can also contribute to erosion protection and reduce the input of sediment.

Further detail of the water features and flood risk are summarised in the Preliminary Draft EIA Scoping Report (Appendix I).

2.3.5 Ground conditions and contaminated land

Bristol City and surrounding areas have been subject to ground raising and subsequent residential, industrial and commercial land-use development since the 1800s. Poor fill engineering and extensive historical industrial use mean the area is likely to contain a variety of contaminants. During OBC, desk study investigations were undertaken to identify the geological, land contamination, agricultural land, and mineral resources baseline, and the potential for unexploded ordnance.

Further detail of the ground conditions and contaminated land are summarised in the Preliminary Draft EIA Scoping Report and desk studies (Appendix I)

2.4 Consenting

The Strategy extents comprise areas in both the marine and terrestrial jurisdictions. The marine area is defined as the area below the Mean High Water Springs (MHWS), and the terrestrial area is defined as the area above the Mean Low Water Springs (MLWS). The regulatory body for the marine area is the Marine Management Organisation (MMO) and for the terrestrial area are the respective Local Planning Authorities (LPAs).

A review of existing harbour legislation and provisions contained within them has identified that BCC does not, in its capacity as statutory harbour authority (SHA), already have statutory authorisations for all the proposed works situated below MHWS in its area of jurisdiction. The existing powers that BCC hold only relate to a proportion of the proposed works. Similarly, with works also proposed below MHWS outside the Council's area of jurisdiction as SHA, statutory authorisation may also, in principle, be required for those works as well.

Three potential consenting routes were considered:

1. Application for planning permission under the Town and Country Planning Act 1990 (TCPA) and application for Listed Building Consent under the Planning (Listed Building and Conservation Areas) Act;
2. An Order made under the Transport and Works Act 1992; and
3. An application for Development Consent under the Planning Act 2008.

A Development Consent Order (DCO) was discounted due to the associated costs and timescales associated with it. Due to the nature of works below or impacting on the area below MHWS, a TCPA route alone would not be sufficient to provide the necessary powers to construct and operate the scheme.

Therefore, to obtain the necessary statutory authorisation for works below or impacting on the area below MHWS (during construction for example), a Transport and Works Act Order (TWAO) would provide the necessary statutory authorisation to construct and operate the strategy.

A TWAO is a statutory instrument made under the Transport and Works Act 1992 (TWA 1992) to the Secretary of State (SoS) to authorise guided transport schemes and certain other types of infrastructure. Section 3 of the TWA 1992 includes provisions relating to 'Orders as to inland waterways, etc.' It is considered that the provisions of Section 3(1)(b)(i) '(b) the carrying out of works which— (i) interfere with rights of navigation in waters within or adjacent to England and Wales, up to the seaward limits of the territorial sea' would apply to the consenting option in relation to flood defences.

Furthermore, given the scale of the proposals covering multiple Local Authority areas, consent could be applied for under the TWA 1992 to the SoS and the TWAO application could cover the whole Strategy area within Bristol, North Somerset, and Bath and North East Somerset (BANES), or such areas as required.

Further benefits of the TWAO include:

- powers to construct, alter, maintain and operate (or transfer the operation of) a transport system or inland waterway.
- powers to carry out and use works that interfere with navigation rights.
- compulsory powers to buy land and take temporary possession.
- the right to use land on short-term arrangements or long-term provisions (for example, for access or for a work site).
- amendments to, or exclusion of, other legislation.

- the closure or alteration of roads and footpaths.
- provision of temporary alternative routes.
- safeguards for public service providers and others.
- transfers of undertakings.

powers for making bylaws or introducing penalty fares.

2.5 Need for intervention

The ‘Do Minimum’ scenario for the Strategy represents a continuation of the status quo, assuming existing activities are continued and the current defences are kept in place, but not raised. The do minimum scenario is described in more detail in 3.5.1, as it also takes into account the fact that the infrastructure must be operated successfully, which is in itself susceptible to potentially hazardous flooding.

Numerical modelling has shown that around 1,050 homes and businesses near the city centre and 400 properties in neighbouring communities are at risk of being flooded in either a severe river or tidal flood today from the River Avon in the Strategy area and sever the region’s transport network. Tidal flooding would be relatively rapid. Predictions show flood waters inundating a wide area to significant depths, creating an environment hazardous to life. Without action, by the end of the century almost 3,100 existing properties could be at risk in severe floods.

Year	Location	Residential properties	Non-residential properties	Total
2030	Central Bristol	616	426	1,418
	Downstream	170	26	
	Upstream to A4174	117	63	
2130	Central Bristol	1483	1062	3086
	Downstream	323	31	
	Upstream to A4174	117	70	

Table 7 - Properties at risk of flooding in 0.5% AEP tidal or 1% AEP fluvial events in the Do-Minimum status quo baseline (Avoids double counting and is not properties claimed in the Partnership Funding Calculator)

The main areas of River Avon flood risk in central Bristol are located on the north bank of the New Cut and the Floating Harbour. On the south bank of the New Cut

the flood risk is more localised and often multi-sourced, for example, from tide locking of fluvial watercourses. Flood maps showing the flood risk to Bristol in a 'do nothing' or 'do minimum' (the status quo) are included in Appendix D.



Figure 9 - View looking East - Temple Meads in foreground, St Philip’s Marsh and Netham in background.



Figure 10 - View looking east - Hotwells and Cumberland Basin in foreground. SS Great Britain and Spike Island in background.

The impact of frequent and / or widespread flooding to Bristol would be felt across the West of England due to the city’s importance for employment, transport, recreation, tourism and economic growth. Key heritage and tourist attractions are also at risk, such as the SS Great Britain (located in the Floating Harbour), the Mshed and We the Curious museums. Frequent flooding would lead to blight to the cultural and economic centre of Bristol, with long term impact for the wider city and region.

2.5.1 Transport severing

Bristol is a South West hub for links between South East (Bath, Swindon, Reading, London), the Midlands (Gloucester, Cheltenham, Birmingham), Wales (Cardiff, Newport) and the South West (Bridgwater, Exeter, Devon and Cornwall). Many people work in, visit or travel through the centre of Bristol every day, so people across the city and the region will be affected. Although it should be noted

that the coronavirus pandemic may have had a long-term effect on transport and how people use cities, the centre of Bristol will remain vital. Bristol’s transport network is vulnerable to flooding; ranging from the Portway and riverside arterial routes to Bristol Temple Meads railway station underpass becoming impassable, as happened during the March 2020 flood mentioned in 2.1.5.

Bristol Temple Meads station is a key transport hub for the wider south-west region, and investment in the station is seen as a key component of economic growth for the region. Significant investment is being made around the station in the form of Bristol Temple Quarter – see section 2.14.1, and to the station itself to increase its capacity. Yet, flood mapping from this project shows that by 2130, all major roads around the station will subject to flooding more than once a year on average.

WEST OF ENGLAND PRIORITY TRANSPORT INVESTMENT MAP

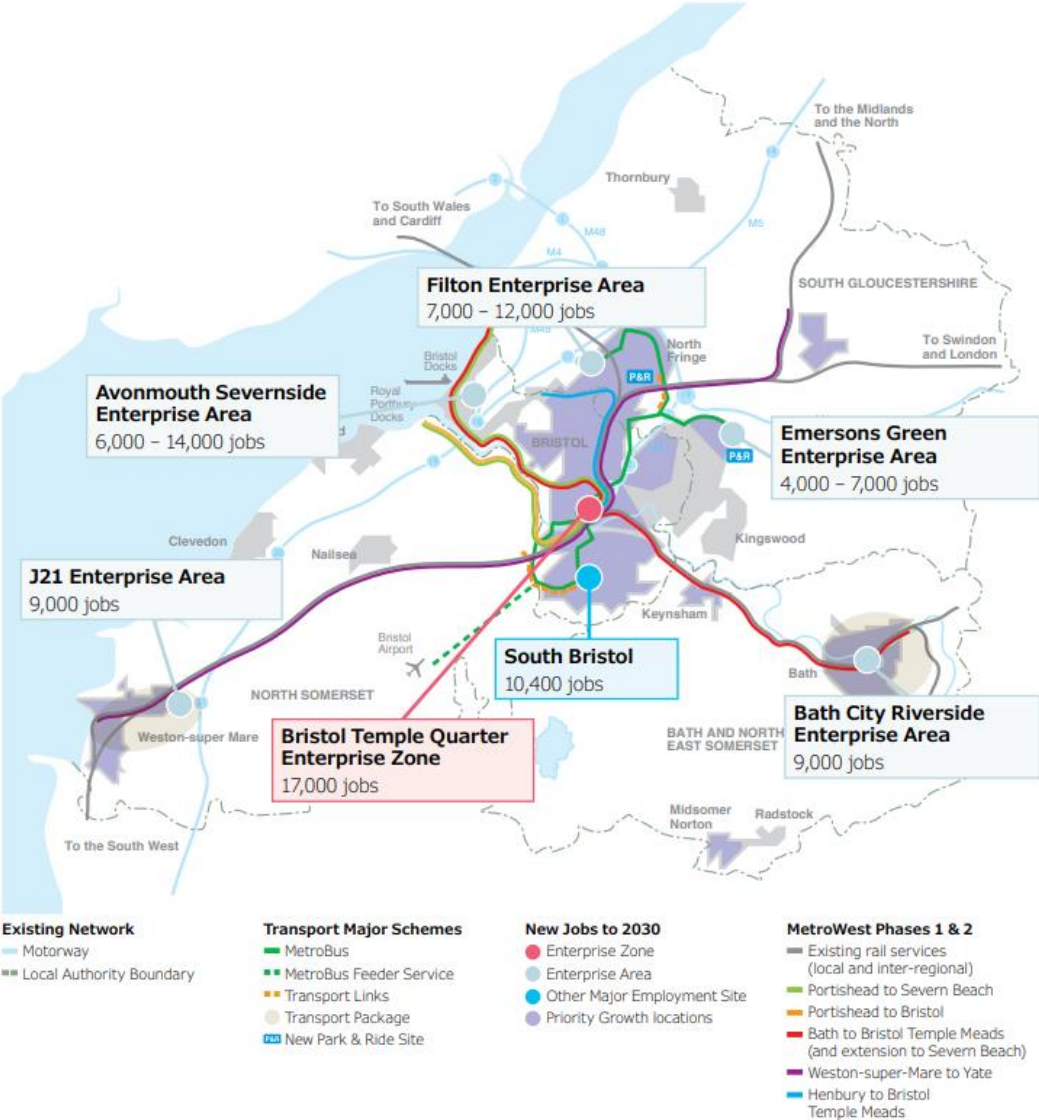


Figure 11 - Bristol Temple Meads and Bristol City Centre are key transport hubs for the South West and beyond. (Extract from the West of England Strategic Economic plan 2015-30)

2.5.2 Social consequence

Flooding can also have large social consequences for communities and individuals. Parts of Redcliffe and Barton Hill fall within the 10% most deprived neighbourhoods in England. In some cases, flooding can lead to poverty in low income households. It can make life more precarious for the vulnerable and elderly and have psychological impacts. There are also short- and long-term health impacts associated with flooding. For instance, drowning, injuries and hypothermia could all occur during or immediately after a flood event, whereas long term issues such as chronic disease, disability, poor mental health, as well as stress and anxiety related illnesses may be a legacy from a severe flood event.

The benefits of reducing the flood risk in Bristol are therefore wide ranging, with economic, social, health, infrastructure, recreation and tourism benefits.

2.6 Supporting development

Developments in central Bristol which are at risk of flooding must be consistent with the 'sequential approach' and comply with the 'exception test'. That means they should deliver sustainable development benefits which outweigh the flood risk and will be safe for their lifetimes without increasing flood risk elsewhere. Previously, without a Flood Risk Management Strategy that had reasonable certainty of delivery, new development has been required to individually deliver flood risk mitigation to ensure the development is safe for its lifetime (100 years for residential uses), without increasing flood risk elsewhere, and provide safe, dry access during a "design flood". In some locations this has been impractical to achieve meaning development has been unable to comply with planning policy and in some instances refused on this basis.

With the OBC adopted by BCC and endorsed by the Environment Agency as providing increased certainty of delivery, it will further enable opportunities for regeneration and new development that aligns with the Strategy to contribute to the economic success of the city.

The draft Local Plan policy FR2: Bristol Avon Flood Strategy, sets out how new development can rely on the future delivery of the strategic flood defences ahead of their construction, but in return will be expected to contribute financially to the delivery of the scheme, and / or provide a section of the defences consistent with the overall Strategy within the development proposals. The proposed approach has learnt lessons from other cities, divided by rivers, but have successfully seized similar opportunities including Derby, Leeds and Sheffield.

2.7 Other sources of flooding

Whilst River Avon flooding is the key source of risk being addressed by the Strategy there is also a significant localised flood risk from the River Frome and other tributaries outside the scope of the Strategy. For example at Ashton, the flood risk from Colliter's Brook is the result of a combination of tide locking, stormwater discharge and land drainage issues.

Other sources of flooding, such as surface water, sewer and groundwater flooding, are outside of the scope of the Strategy and have not been considered

in detail. These aspects will need to be adequately appraised and any adverse impacts prevented through suitable mitigation in the design and delivery of required schemes.

Wessex Water (WW), the sewerage undertaker for Bristol, has identified operational performance concerns with a small number of combined sewer overflows into the River Avon, where tidal ingress can occur at times of extreme high tide. There are reports of drainage surcharging at times of tidal surge. WW plan studies by 2026 to review and improve or rationalise these arrangements where necessary and this may involve pumped arrangements and enhanced non-return valves to maintain flood protection against increasing tidal levels.

The likelihood of a GiA application(s) for other sources of flooding in the Strategy location is thought to be low. Nonetheless, a strategic approach has been applied by avoiding claiming benefits within surface water flooding hotspots highlighted by the SWMP, and by avoiding double counting of benefits on the Frome and at Pill.

2.8 Strategic objectives

The key investment objectives for the Strategy have been set to reflect the importance of delivering robust and sustainable flood risk management infrastructure for the strategy area, whilst acknowledging the importance of the area for employment purposes and future redevelopment opportunities.

- To support safe living, working and travelling in and around central Bristol by ensuring flood threat is reduced and measures address residual risks.
- To facilitate the sustainable growth of Bristol and the West of England by supporting opportunities for employment and residential land, and infrastructure.
- To maintain natural, historic, visual and built environments within the waterfront corridor and where possible deliver enhanced recreational, heritage and wildlife spaces.
- To ensure navigation of river and harbour, and marine activities continue.
- To ensure the Strategy is technically feasible and deliverable.

In addition, objectives have been developed in relation to placemaking opportunities, following the identification of a preferred way forward. The placemaking opportunities report produced as part of the SOC expanded on these in relation to the four character areas identified in Figure 12.

- To enhance walking and cycling links to enable greater access to opportunities, work and housing.
- To bring existing communities closer together, as well as providing the opportunity to unlock new development land and attract residents, businesses and visitors.
- To protect and enhance recreational, heritage and wildlife spaces, to create healthier and more resilient communities, particularly those with higher

inequality or limited access to green space and contribute to ambitions for the Avon Corridor as a key green infrastructure resource.

- To seek opportunities to provide improved harbour operational arrangements where feasible and consistent with wider project objectives.



Figure 12 - Character Areas identified as part of the SOC Placemaking Report

2.9 Current arrangements

Numerical model simulations show that River Avon flooding occurs in two ways; by directly flooding properties adjacent to low points in the New Cut defences, and by indirectly flooding properties adjacent to the Floating Harbour after flood water has entered the harbour, filled to capacity and then spilled into adjacent areas.

2.9.1 Bristol's Floating Harbour

Bristol's historic Floating Harbour was constructed to overcome the challenge of the second highest tidal range in the world. Opened in 1809, the river was diverted, and lock gates were installed so that the water level in the harbour remains constant, regardless of the level of the tide. In the 1870s, changes were made to Cumberland Basin and the harbour's water and silt level regulation.

Now, two pairs of BCC-owned lock gates west of Cumberland Basin and a pair of lock gates at Junction Lock maintain water levels at 6.2mOD and enable navigation during mid-tide. During high tide these navigation lock gates have no ability to hold back high river levels because they are mitred in the opposite direction, and so are opened to avoid damage due to reverse loading.

Fluvial flow enters the harbour from the River Avon via the Feeder Canal at Netham Lock diverted by Netham Dam, and also from the River Frome which passes through the centre of Bristol and enters from the north at Broad Quay and Castle Park. Flows discharge from the harbour via four culverts at Underfall Yard sluice, located close to Junction Lock. The schematic in Figure 13 shows the range of connected assets associated with controlling the Harbour, and their approximate locations, from which it can be seen that it is a relatively complex system.

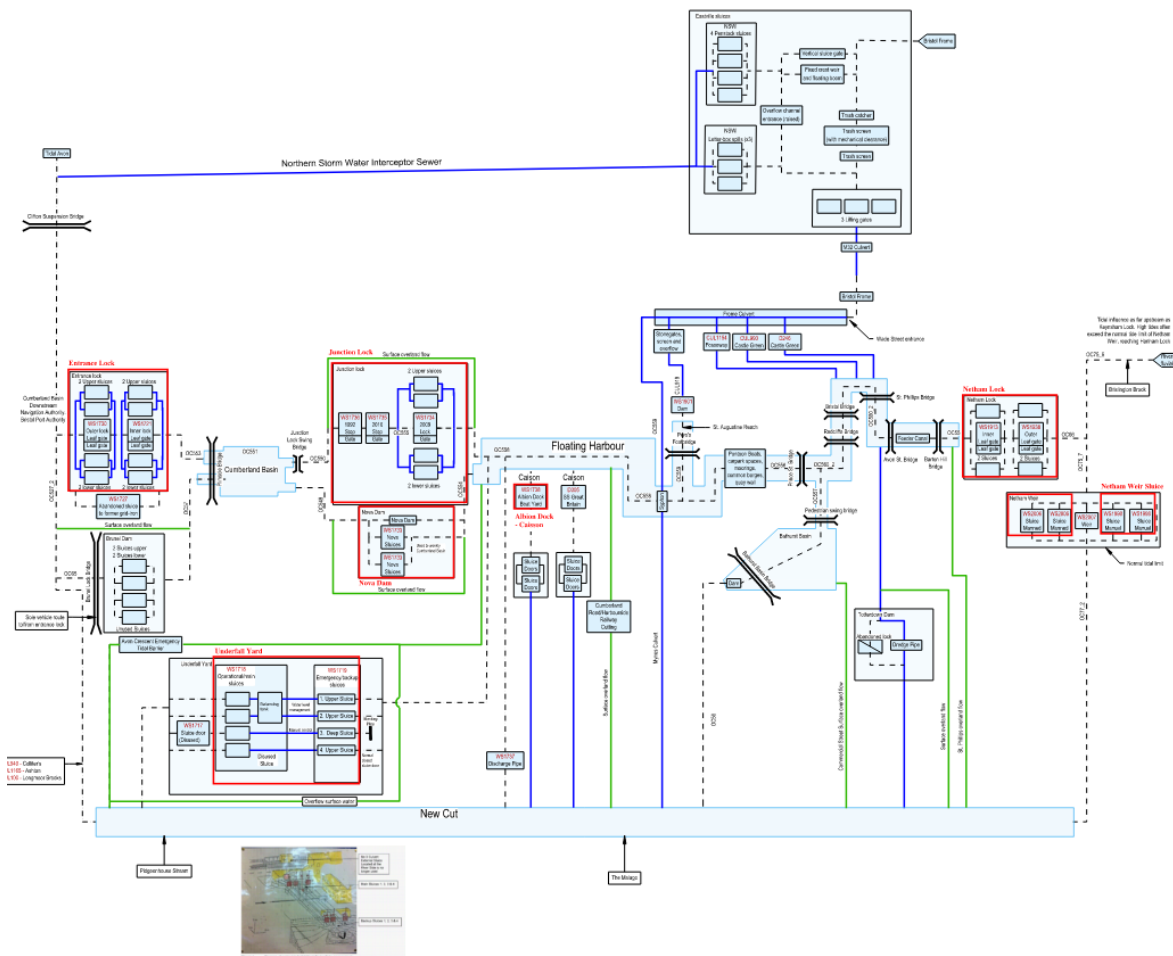


Figure 13 - Asset schematic showing the numerous interconnected control structures around the Harbour.



Figure 14 - Netham Lock

At Junction Lock and Netham Lock the quayside levels adjacent to the stop gates are lower than the crest level of the gates, and if water levels exceed 8.2mOD, river water can overflow into the harbour. Other low points in the defences adjacent to the harbour also serve as entry points, such as Bathurst Basin Dam at 8.3mOD.



Figure 15 - Water shown overtopping the Junction Lock stop gates into the Floating Harbour

2.9.2 Bristol’s Floating Harbour operation

The harbour infrastructure and operating procedures aim to reduce the chance and consequences of overtopping into the Floating Harbour to reduce flood risk to large parts of the central Bristol. Two pairs of flood stop gates are deployed by BCC at Junction Lock (the downstream entry point to the harbour) to restrict water from flowing from the River Avon channel into Cumberland Basin and then into the harbour. The stop gates are operated and maintained by BCC under a Memorandum of Understanding with the Environment Agency who pay for their operation. The Junction Lock stop gates are operated around 200 times every year but are otherwise left open. The manual lock gates at Netham (upstream entry point to the harbour) were refurbished in 2011, and restrict water entering at this location.

BCC works in partnership with the Environment Agency and Met Office to monitor river levels and rainfall and respond accordingly. In addition to the above, water levels in the Floating Harbour are typically lowered by 0.05m prior to a flood event to increase the storage capacity of the harbour. The maximum the harbour level can be reduced by is 0.5m.

The procedures to manage flood risk in central Bristol are reliant on effective and timely flood forecasting. The Environment Agency flood forecasting enables preparation, however, Bristol’s 12m tidal range makes tidal forecasts challenging. Significant variations in predictions occurred during the lead up to peak tidal surge events in 1981, 1990, 2014 and 2020. Water levels are gauged by the Environment Agency upstream of Netham Weir and at Avonmouth, and by BCC at Bedminster Bridge.

The harbour’s capacity is limited. The harbour’s control infrastructure operation is extremely vulnerable to flooding and some key assets are approaching the end of their lives. As sea levels rise, the risk of operational failure increases.

An operational incident with the lock gates in 2006 almost led to the rapid draw down of harbour levels, risking the collapse of dockside walls. Despite a subsequent £11m refurbishment programme, operation remains dependent on human intervention and control infrastructure could become inoperable due to debris. Studies have highlighted the significant risk posed from boats, cars and other potential floating debris. Junction Lock hydraulic power units are resilient to flood levels up to 9.6mOD.

Flooding at three main operational locations (Junction Lock, Netham Lock and Underfall Sluices) is predicted to be hazardous. Junction Lock is typically the most hazardous location, followed by Netham. At Junction Lock the hazard rating is 'Danger for most' during 0.83% AEP events or above today, increasing to 5% AEP by 2030. In this situation the operation of the stop gates at Junction Lock during a flood event is likely to be unfeasible.

The following considerations highlighted by the Central Area Flood Risk Assessment (CAFRA) Harbour Resilience Study (2013) are relevant when assessing future plausibility of maintaining gate deployment and harbour operations with minimal investment:

- No recent extreme tidal event has been recorded. Tidal stop gates have only been operated during events up to a 5% annual chance.
- BCC Harbour Master has noted the Netham Lock assets are manually operated and remote from the wider harbour operation.
- The Harbour's vulnerability increases significantly during more extreme events (especially as it relies on human intervention which may be hindered during a flood), and it will continue to increase in vulnerability as the impact of sea level rise is realised.



Figure 16 - Construction of Junction Lock, 1964 (left) and Brunel Harbour, 1929 (right)

2.9.3 Containing river levels

Along the banks of the River Avon, low points include Cumberland Road, Commercial Road, Clarence Road and Cattle Market Road. Raised defences in

the city include the recently constructed MetroBus flood wall along a section of Cumberland Road and a combination of embankments and defacto defences at St. Philip's. The MetroBus flood wall (Figure 17) is constructed to 9.2mOD (1% AEP SoP). The St Philip's riverbank is narrow and the flood defences are lower at 8.8mOD and now in a variable condition, relying on some privately-owned walls and buildings with gaps as low as 8.4mOD. Private gabion wall flood defences reduce risk to the Paintworks development in Totterdown.



Figure 17 - The MetroBus flood wall on Cumberland Road

2.9.4 Outside the city centre

Pill is located downstream of central Bristol, on the south bank of the River Avon. The frontage is defended to 9.3mOD by a sea wall constructed in the 1990s and a series of manually operated flood gates. Shirehampton is located opposite Pill, on the north bank of the River Avon, and includes a mixture of defences also built in the 1990s to 9.35mOD and a set of manually operated raised flood gates. Several properties rely on standalone flood defences at Watch House Road. The flood gates at Pill and Shirehampton are operated by the Environment Agency and rely on effective and timely flood forecasts. Nearby at Sea Mills, a number of low-lying properties have installed private property flood resilience measures.

Upstream of Bristol, several riverside properties between Hanham and Saltford had property flood resilience measures installed in 2016 to reduce the consequence of flooding, supported by the Environment Agency following repeated fluvial flooding. Environment Agency modelling predicted flooding to properties in proximity to Riverside Inn, Saltford (20% AEP), Swineford (1.33% AEP, with gardens 5% AEP), Broadmead Lane Industrial Estate (2% AEP) and Hanham/Riverside (50% AEP).

2.9.5 Tributaries

Following catastrophic fluvial flooding in July 1968 where seven people died and more than 800 properties flooded, large tunnels (Airport Road Tunnel, Malago Interceptors and the Northern Storm Water Interceptor, NSWI) have been built that significantly reduce the fluvial flood risk to large parts of the city by diverting

flood water into the River Avon from tributaries such as the River Frome and Malago.

2.9.6 Management authorities

Flood risk in Bristol is currently jointly managed by BCC and the Environment Agency. BCC is responsible for operating the water level control infrastructure in the city centre, such as the tidal stop gates at Junction Lock and Netham, and the numerous sluice and culvert systems. BCC is also responsible for the upkeep of the retaining walls on the banks of the New Cut which somewhat act as a flood defence to the areas behind. The Environment Agency is responsible for providing flood forecasting and warnings to the area which are essential for the timely operation of the water level control infrastructure of the Harbour. In addition, the Environment Agency is responsible for the closure of manually operated flood gates at Pill and Shirehampton. The Environment Agency is also responsible for opening the Eastville Sluices, which relieves the Harbour and central Bristol area in times of high flow in the River Frome.

2.10 Main benefits

The Strategy will deliver a high standard of protection against flooding for Bristol and neighbouring communities, reducing the flood risk to properties, businesses, infrastructure, heritage and commerce to 2130 and beyond. Without the Strategy, large sections of Bristol's city centre will be at potential risk of write-off or development blight. The total economic benefit to the nation is over £2.5bn when compared with the Do Nothing scenario, and over £2.3bn when compared with Do Minimum.

In addition, as outlined in 3.5.5, local financial benefits will be significant, by avoiding damage to properties and infrastructure, disruption to businesses and tourism, and unlocking sites for regeneration. These benefits are estimated at more than £8.7bn when compared with the Do Nothing scenario. Even this estimate does not account for the potential value to the wider West of England of avoiding blight and frequent flooding to the commercial and cultural heart of the region.

Whilst the key objective of this Strategy is to better protect people and property from flooding, it also brings opportunities to invest in public and wildlife spaces; improve walking and cycling links; enhance historic features and support regeneration; tackle the challenges of the climate crisis and build stronger communities (see Figure 18). The Strategy will also unlock developments in key areas around the city which are either currently at risk of flooding or will be in future. All of these will further contribute to the economic success and wellbeing of local people, businesses and visitors.

From an environmental perspective, the delivery of the Strategy provides beneficial effects to people, health, material assets, heritage features and climatic factors, as well as opportunities for environmental enhancement and biodiversity net gain (e.g. native planting, urban greening etc.). These works are crucial to the preservation of key areas of Bristol that are fundamental to the character and make-up of the city and will better protect these areas from flood events arising from both tidal and fluvial flows.







Heading	Social	Economic	Environmental
 Development: supporting economic vibrancy by providing the waterfront setting for existing and future major development sites.	New development establishes new communities and can create new destinations; increasing activity and liveliness and natural surveillance of the public realm	Increased quality development promotes development and increases values and footfall for local businesses	Delivers a high quality, sustainable public realm that balances development, movement and nature
 Landscape: creating a publicly accessible, linear greenspace; connecting healthy and well communities across the city.	As green infrastructure, landscape positively affects both mental and physical health	Landscape can provide a high quality, natural setting that increases land values and inward investment	Helps to mitigate climate change and air pollution through new tree planting
 Movement: connecting people and jobs through enhanced walking and cycling links.	Active travel choices increase levels of activity and fitness, and the physical and mental health and wellbeing of the population	Providing better active transport choices helps to reduce motor vehicle usage and highway maintenance, with the associated cost benefits	Reduces motor vehicle use which will reduce air pollution and improve air quality
 Heritage and Culture: protecting and conserving Bristol's harbour heritage. Supporting the visitor experience. Fostering opportunities to integrate public art.	Cultural heritage tells the story of places and communities by providing contextual identity	Stabilisation, repair and reuse of historic assets is a cost effective, sustainable approach	The repair, reuse and integration of historic assets is key to creating a quality environment, and helps to reduce the environmental impact of construction
 Recreation: encouraging social and physical activity by designing in sociable places, fitness trails and resting spaces.	Fitness and play enhances and promotes healthy lifestyles and social activity	Encouraging a healthy population through recreation choices helps to reduce the costs of health care	Increased activity and liveliness in urban areas enhances a sense of ownership of the public realm
 Nature: providing habitats and food for wildlife to enhance the biodiversity of the river corridor, and the movement of nature through the city.	Connection to nature has a positive affect on the mental and physical health of people	Nature based design approaches can reduce maintenance and operation costs	Reduces/ mitigates biodiversity lost through development

Figure 18 - Key benefits identified as part of a wider placemaking strategy

2.11 Main risks

A delivery risk register has been kept and updated throughout the development of the Strategy. Table 8 captures those considered the highest priority at this stage, and that could materially affect the delivery of the Strategy. Residual risks following construction of the Strategy are discussed in 3.10.

Key risk	Consequence	Response and action
Consultation risk.	Delay or challenge to delivery of Strategy.	Supportive engagement and awareness raising. Clarity of language and timing. Cross-party consensus and continue Stakeholder Working Group liaison.
Strategy assurance and approval by Environment Agency or adoption by BCC Cabinet delayed.	Delay to adoption and / or delivery of Strategy.	Programme of briefings and reporting planned. Clear governance structure agreed.
Insufficient capital funding – either insufficient budget estimates or unaddressed funding gap.	Delay to flood strategy delivery. Risk to reasonable certainty of delivery sufficient for Environment Agency consideration of strategy as part of planning consultee responses.	Funding strategy to continue to be updated throughout Strategy development. Maximise opportunity for alignment with areas of Growth and Regeneration.

Landowner / occupier agreements protracted or delayed. Areas of land currently unregistered.	Programme delay and potential increase in costs for additional studies and mitigation measures.	Default strategy option minimises requirement for works on non-BCC land. Budget estimate includes compensation allowance. Embed agreements in policy.
Challenge to strategy consenting	Programme delay and potential increase in costs for additional studies and mitigation measures.	Works to prevent adverse impacts have been developed in consultation with the Environment Agency. Affected communities to be engaged, identifying 'win-win' opportunities.
Strategy contains direct impacts on heritage assets. Risk of further archaeological finds.	Potential significant increase in costs, delay or changes to proposed defences. Consent from Historic England / LPA.	Heritage baseline and assessment completed. Environmental documentation to be further updated in future stages. Engage with Historic England.
Prohibitive construction restrictions (e.g. allowable working space or level of disruption) in city centre	Potential significant increase in construction programme and costs	Engagement with ESE contractors. Cost allowance based on concurrent working areas being far enough apart to limit disruption to a single carriageway closure.
Political changes	Change from mayoral to committee could lead to delays in 2024, impacting assurance/approval of OBC and funding to progress FBC.	Cabinet approval of Strategy planned prior to election period. Cross-party support.
Ground conditions	Risk of UXO, high ground permeability and / or deeper than expected bedrock leads to increased cost of foundations	Planned Ground Investigation at FBC stage. Geotechnical feasibility studies

		carried out at OBC to inform design.
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Table 8 - Key risks, consequences and proposed responses

2.12 Constraints

There are a large number of constraints on the Strategy, including:

- The need to minimise disruption to adjacent businesses, transport networks and the community along the Avon, its tributaries and neighbouring communities.
- The need to maintain harbour structures, operation and navigation.
- The requirement not to increase flood risk (adverse impact) due to implementation of the Strategy through permanent or temporary works.
- Funding constraints, and those associated with other works taking place in the Strategy area, are discussed in other sections of this report.
- The Strategy needs a reasonable certainty of delivery, which will require agreement with the Environment Agency.

Reasonable certainty relates to the linkage between the emerging Strategy and spatial planning and is a requirement of the regulatory role of the Environment Agency. Without reasonable certainty of delivery of strategic flood risk management infrastructure, new development is unlikely to comply with national planning policy. The NPPF requires new development to be safe in respect of flood risk, taking into account the predicted impacts of climate change without increasing flood risk elsewhere. Without a flood risk management strategy that has reasonable certainty of delivery, new development must individually meet these requirements. In some locations this is impossible to achieve due to the high flood depths, meaning that the Environment Agency as statutory consultee would be duty bound to object and development would be likely refused on this basis.

In order to overcome this issue and support the Council’s aspirations for growth and the development, the Environment Agency (and Planning Inspector at any Local Plan Examination) will require reasonable certainty of delivery of a FRMS, which means that the Environment Agency need to be confident that the strategy is deliverable.

2.13 Dependencies

2.13.1 Existing riparian assets

The Strategy is dependent on retaining structures along the New Cut, the banks of the River Avon, the harbour dam structures and the harbour water control assets at Underfall Yard. In addition, navigation within the Floating Harbour requires the lock gates at Entrance Lock, Junction Lock and Netham to remain in operation throughout the duration of the Strategy.

The external dependence on these existing assets and need for continued investment in the harbour outside of the scope of the Strategy is recognised by BCC. Works to refurbish the harbour water control assets at Underfall Yard are ongoing and subject to a complementary business case (see Section 2.14.9). The cost of continuing to operate harbour assets is not fully known but BCC is committed to funding this. Following a recent comprehensive condition survey, an asset management strategy is scheduled to be completed and this will form the basis from which BCC will manage the existing assets. Regular monitoring and maintenance of the existing walls is also recommended to ensure they can retain the design flood events, as well as in the interests of public safety.

In 2018 BCC commenced preliminary inspections of existing infrastructure in and around the Harbour and New Cut. The condition of riparian retaining walls is poor in places and deteriorating. Recent riparian wall collapses include Clarence Road (2014) and Cumberland Road (1981 and 2020, see below). An asset condition survey carried out in 2019 highlighted that some were in 'serious' or 'critical' condition – most notably on Cumberland Road and also around the Paintworks, which are likely to require remediation prior to flood defences being constructed. Arup carried out a review of the harbour assets in serious or critical condition that are relevant to the Strategy (see Section 6.4.1).

2.13.2 Cumberland Road stabilisation works

In January 2020, a 113m-long section of riparian wall on Cumberland Rd collapsed (see Figure 19). The area had been subject to long-term monitoring due from progressive movement of the road and parallel Chocolate Path. The collapse itself was a sudden failure related to oscillating groundwater levels driven by the tidal cycle, exacerbated by a lack of groundwater drainage.

The failure led to immediate closure of the highway, heritage railway, footpath and cycle path, with significant disruption at a local and regional level. Although the highway was partially reopened, all routes were not reopened until completion of the works in September 2023 at a cost of ~£11m. The cost of emergency works was higher than if a similar solution had been carried out as part of planned works as significant extra piling works were required to enable a working platform for the main repair works. Other areas along the Cumberland Road are currently being identified as subject to similar levels of degradation.

The new structure supports Cumberland Road, Bristol Harbour Railway and the Chocolate Path and comprises a contiguous bored pile wall and pile group tied together by a single concrete slab. Crucially the structure has been designed to allow the future raising of the Cumberland Road parapet flood wall from the existing 9.2mOD to 10.5mOD to accommodate this Strategy's response to sea level rise.



Figure 19 - Photo showing collapse of the riparian wall on Cumberland Road in 2019

2.13.3 Partnership funding

The Strategy is dependent on the provision of partnership funding in addition to FCRM Grant in Aid . In order to progress an application for GiA it will also be necessary for the OBC for the first phase works to be approved by the Large Projects Review Group (LPRG).

2.14 Interfaces with other projects

Emerging proposals and projects likely to influence the Strategy, and vice versa, are summarised below.

2.14.1 Bristol Temple Quarter (BTQ) Growth and Regeneration Programme Area

Working in Partnership

The BTQ regeneration programme is a partnership between BCC, WECA, Homes England and Network Rail. In June 2022, £94.7m was awarded to kickstart BTQ Phase 1 focused on areas immediately around Bristol Temple Meads station. Improvements will include new Northern and Southern Gateways to the station, and the completion of a new Eastern entrance by September 2026 giving direct access to the University of Bristol's Enterprise Campus, Temple Island and future developments nearby. The investment will unlock the delivery of 2,500 new homes by 2032 and support 2,200 jobs.

BCC's Cabinet has now approved the council entering into a Joint Delivery Vehicle (JDV), including pooling its land with the other project partners and for the JDV once set up in February 2024, to begin the procurement of a development partner to deliver much needed new homes, jobs and public spaces.

Key to the regeneration of BTQ is the University of Bristol's new Enterprise Campus. Set to open in September 2026, the £500m investment will bring thousands of new jobs and more inclusive routes to education to Bristol, stimulating wider investment at BTQ and fostering innovative knowledge-led employment.

Quality Placemaking

BTQ Phase 2 includes 57 hectares of land across St Philip's Marsh. In May 2023, BCC's Cabinet endorsed a Development Framework¹⁷ following extensive public consultation. The framework sets the vision for change in the area. 87% of respondents to the consultation agreed or strongly agreed with the five principles that will guide change in the area.

The partnership has now appointed masterplanners to help develop proposals for the transformation of BTQ to build on the high-level principles for change in the Temple Quarter Development Framework. Alongside the masterplanning team, the partnership has also appointed consultants to help define the sort of place Temple Quarter should become. This placemaking commission will ensure the area becomes somewhere people want to live, work and spend time, while reflecting the best that the city-region has to offer.

BTQ and the Flood Strategy

The masterplan will include an infrastructure and delivery strategy to build on the early flood strategy work in respect of identifying opportunity to activate the river frontage with public realm spaces that can also function as flood defences when needed. This will lead to exploration of a widened river frontage with a high-quality placemaking approach. This will support the overall flood resilience strategy but equally enable consideration of the regeneration area holistically.

Although the Bristol Avon Flood Strategy has identified a solution for costing purposes that could be delivered within the narrow river corridor, this would not be an optimal solution when considered against the wider opportunities arising from such a major infrastructure enhancement. It would provide few of the wider opportunities identified in the BTQ masterplan and would not maximise the wider benefit to the city. The city's clear ambition is therefore to blend the needs of the flood defences with emerging development proposals, to provide enhanced and more integrated solutions along the river frontage.

The BTQ workstreams will include an infrastructure and delivery strategy that is expected to be consistent with the broader ambition as set out in the Development Framework and supportive of an integrated approach with a wider river frontage. They will also include extensive stakeholder engagement and public consultation, leading in due course to a strategy which is anticipated to be given formal status in the Development Plan (in the form of a Supplementary Planning Document or SPD) alongside a delivery plan for comprehensive regeneration. This will underpin the Bristol Local Plan Review which includes

¹⁷ Bristol Council, 2023 Available at: <https://www.bristol.gov.uk/business/planning-and-building-regulations-for-business/planning-for-business/planning-in-bristol-temple-quarter>

policy proposing comprehensive regeneration and delivery of the widened river frontage including flood defences. The Plan is currently out to formal statutory consultation (Reg 19) from November 2023 to January 2024.

A Coordinated Approach to Design and Delivery

By working together through shared governance (BAFS – via BCC/Environment Agency Flood Board) and BTQ (Shadow JDV Board and Strategic Board) the two programmes are demonstrating a positive and mutually supportive approach through co-ordinating a number of complex workstreams. Terms of Reference are in place, project managers and consultants appointed, PMO support on board and an agreed joint programme.

During 2024, BAFS will aim to secure OBC approvals and FBC scoping and procurement ready to commence FBC in late 2024. During this time, BTQ will have:

1. Established the Joint Delivery Vehicle in February 2024;
2. Commenced BTQ Phase 2 Strategic Case, with an aim to complete by end 2024 and have entered BTQ OBC stage;
3. Completed the BTQ Phase 1 and 2 Masterplan.

In addition, the JDV will be well on the way to securing a development partner (by early 2025), bringing private sector expertise to the design and delivery of BTQ Phase 1 and then BTQ Phase 2 (St Philips Marsh).

2.14.2 Western Harbour Growth and Regeneration Area

The Western Harbour¹⁸ was also included in the Bristol Local Plan Review 2018 as an area of growth and regeneration, consulted on in 2019. Proposals are at a very early scoping stages and a masterplan for the area has yet to be developed. Progress to date has included a Transport Feasibility Study and significant engagement to develop a vision for Western Harbour which was since endorsed by BCC in July 2022. The Council has recently secured funding to develop a masterplan and infrastructure delivery plan for the area and are in the process of commissioning this work which will focus on the area that is mainly within BCC ownership. In addition, there are a number of development sites that fall outside of the council's ownership are likely to come forward in due course.

There is significant scope for integrating the redevelopment of this area with proposed flood defences which can be explored at future stages. Delivery is constrained and regeneration is anticipated to be phased over the long term.

2.14.3 Pill

The Environment Agency is investigating the case for works to sustain or improve the Standard of Protection within the Pill area, focusing on the Markham Brook tributary. Likely works include upgrades to a culvert, trash screen and pumping station on Markham Brook; and implementation of NFM options upstream is also

¹⁸ Bristol City Council, "Western Harbour," [Online]. Available: <https://www.bristol.gov.uk/planning-and-building-regulations/western-harbour>

being considered. Studies and engagement are ongoing as part of the OBC programmed for approval in May 2024, leading in to FBC stage and subject to funding, construction starting in summer 2025. As works are required at Pill as part of the Strategy, this interface will be managed to ensure the schemes are compatible, and that benefits are not claimed twice.



Figure 20 – Existing flood defences in operation at Pill

2.14.4 Lower River Frome

The River Frome discharges into the Floating Harbour, with the River Avon and harbour levels causing a backwater effect, increasing river levels and flood risk to properties in the lower River Frome area. The area is significantly constrained by flood risk, driven by limited pass-forward culvert capacity and considerations of necessarily precautionary NSWI Tunnel failure scenarios.

BCC is working in partnership with the local community to guide and shape the long-term transformation of the land either side of the lower River Frome in St Jude’s and has produced a Regeneration Framework¹⁹ to create a long-term vision and strategy for change in this area of proposed regeneration, which is called Frome Gateway.

The Environment Agency has started developing a business case to better define the case for asset repairs to sustain defences in the lower River Frome, including the NSWI Eastville sluices. The OBC is anticipated to be completed in 2025. In parallel, the Environment Agency is to complete a Bristol Frome Catchment Investment Strategy to identify the case for short-, medium- and long-term interventions to reduce flood risk and deliver wider benefits with partners BCC and South Gloucestershire Council. BCC and the Environment Agency will ensure that both schemes are compatible and benefits will not be ‘double-counted’. The benefits identified for the BAFS on the River Frome assume that the existing assets are in a good condition, leaving the benefits available for the

¹⁹ BCC Frome Gateway Regeneration [Online]. Available: <https://fromegateway.co.uk/>

deteriorating condition of the assets to be claimed by the River Frome refurbishment project (Eastville to city centre).

2.14.5 Local cycling and walking infrastructure plan

The WECA Local Cycling and Walking Infrastructure Plan²⁰ includes proposed improvements to walking and cycling in the Strategy area. The Strategy may interface with emerging proposals for cycle path enhancements of St Philip's Marsh River Avon, Feeder Road and St Anne's, and Bedminster Bridges improvements.

2.14.6 North Keynsham

North Keynsham was identified as a strategic development location in the West of England Joint Spatial Plan (JSP). The JSP was halted at examination and the Plan was withdrawn in January 2020. Within the context of the subsequently withdrawn JSP, Bath and North East Somerset (B&NES) Council undertook work on their Local Plan 2016-2036, including an Issues and Options consultation. A 2017 initial strategic planning framework undertaken to inform the Local Plan 2016-2036 assessed and identified the development potential of this location (circa 1,400 new homes with supporting mixed land uses over the 150ha site)²¹. The site slopes to the River Avon and a riverside park was proposed for areas within the functional floodplain. As the JSP was withdrawn in 2020 work also ceased on the Local Plan 2016-2036. B&NES Council is now undertaking work to inform its current Local Plan Review, which will cover the 2022-2042 period. This work includes further technical assessments of the area that will help to determine whether the North Keynsham area will be put forward as a locational option for development.

Subject to North Keynsham being put forward as an Option in the B&NES Local Plan there is scope for integrating proposed works to prevent adverse impacts with development proposals which can be explored at FBC. Synergies will be pursued such as sharing of enhanced hydraulic modelling. Any regeneration is anticipated to be phased over several decades.

2.14.7 Review of Bristol Harbour

Bristol Harbour is classified as a Statutory Harbour Authority. To ensure that it is operating to modern standards, BCC has carried out an independent Harbour Operational Review which will enable the Harbour Authority to be governed and managed sustainably for the benefit of the whole city in line with national best practice and guidance. In July 2023 the decision²² was taken to approve the creation of ring-fenced accounts for the sustainable management and operation of the Harbour and to prepare and submit a new Harbour Revision Order (HRO),

²⁰ TravelWest, "Local Cycling and Walking Infrastructure Plan," [Online]. Available: <https://travelwest.info/projects/local-cycling-and-walking-infrastructure-plan>

²¹ Bath & North East Somerset Council, "North Keynsham Strategic Planning Framework", [Online]. Available: https://www.bathnes.gov.uk/sites/default/files/sitedocuments/Planning-and-Building-Control/Planning-Policy/LP20162036/lp_201636_to_north_keynsham_strategic_planning_framework.pdf

²² Bristol City Council, "Bristol City Docks - Harbour Revision Order," [Online]. Available: <https://democracy.bristol.gov.uk/ieDecisionDetails.aspx?ID=1736>

with approval anticipated by late 2025. The new HRO will amend and make harbour legislation fit for purpose, and the Strategy's preferred option delivery will need to comply.

The Harbour Authority endorses the strategy preferred option. In principle, recognising the significant operational risk to the harbour posed by the Do-Nothing or Do-Minimum scenarios. Engagement with the Authority has supported refinement of the preferred option since SOC at key operational interfaces. This has included replacing pedestrian flood gates with ramps and mitigating the impact of siting new flood gates at Entrance Lock through continued day to day operation of existing Junction Lock flood gates. This will ensure the Cumberland Basin remains in use as a holding area for vessels during tides that exceed the harbour floating level. During FBC, the surveys and design will revisit opportunities to decommission both Junction Lock flood gates through changes to Entrance Lock proposals and rationalising Netham proposals to replace the existing lock gates in favour of introducing a new set of downstream gates.

2.14.8 Wessex Water

Wessex Water is the regulated Water and Sewerage Company providing sewerage and wastewater treatment services in Bristol. They own and maintain the sewerage network which comprises a mixture of separate storm and foul, and combined sewerage, including some 32 surface water drainage and Combined Sewer Overflow outfalls within the currently defined extents of the Bristol Avon Flood Strategy defences. In addition to these, Wessex Water is also responsible for at least 51 other outfalls to the River Avon between Keynsham and Avonmouth which could be indirectly affected by the BAFS flood defence proposals.

Outfall assets generally have non-return flap valves to protect the upstream network against flooding from high river levels and tidal surge, however these cannot guarantee total isolation and it is known that saline ingress can occur during high tide conditions. Furthermore these valves cannot provide protection against flooding when heavy rainfall coincides with high tides, due to the risk of self-flooding behind a closed valve; this is particularly the case in low-lying locations such as St Phillips, where ground level is lower than the current peak river level during tidal / fluvial extremes.

The Council shared information supporting scoping feasibility studies in 2022. During 2025 to 2030, subject to the outcome of the 2024 Price Review, Wessex Water plans to conduct further detailed investigations into the condition and operation of these outfalls and to make the case for investment to improve the drainage and sewerage networks' long-term resilience to tidal surges and River Avon flood levels

2.14.9 Underfall Sluice Repairs

In November 2021 BCC procured a Hazard and operational analysis (HAZOP) and dive inspection of the sluices and culverts located at Underfall Yard. The condition report provided repair and maintenance recommendations to maintain the integrity and functionality of the structures. The HAZOP assessment identified upgrades required to increase the resilience and reliability of the existing system. Failure of the sluices in a fluvial event would cause significant

flooding, modelling demonstrates flooding to 112 residential properties in a 1:20 year event.

BCC received Environment Agency approval of an £1.75m OBC to undertake these works²⁴. BCC aim to procure the services of a D&B Contractor to complete the design and to construct the works between May – October 2024.

The appraisal period for the Underfall Sluice Repairs avoids overlap with the Strategy appraisal period.

2.14.10 New cut erosion

BCC have identified several high priority areas along the River Avon New Cut that require urgent remediation to avoid potential collapse, leading to significant disruption and / or road closures. This includes areas of Cumberland Rd where defences are not identified as being required for this Strategy.

A project to explore potential FCRM GiA contributions towards capital costs is being carried out in early 2024. There is potential for physical interface between any proposed works and those required by this Strategy, and efficiencies in design and procurement.

2.14.11 Brislington New Bridge

Brislington New Bridge carries Feeder Road over the River Avon just downstream of where the Feeder Canal and the Avon split, upstream of Netham Weir. The bridge was constructed in 1937 and comprises twin reinforced concrete bowstring arches with a single span of 42.7m. Since 2015, various inspections have revealed defects, and maintenance works carried out. The bridge is particularly susceptible to impact loading.

Throughout 2024, an OBC is to be developed by BCC to review the strategic options for the bridge including major refurbishment and on- or offline replacement. There is significant interface with the design of the defences for the Strategy and this bridge, and potential works provide an opportunity to integrate flood defences into the bridge works. This could lead to upgrading the existing lock gates at Netham to provide flood protection, with associated cost savings.

²⁴ <https://democracy.bristol.gov.uk/ieDecisionDetails.aspx?AllId=31168>

3.0 Economic Case

3.1 Introduction

Throughout this section, ‘options’ should be considered as preferred strategic approaches or ways forward, as opposed to finalised engineering designs.

The appraisal period adopted is 100 years, based on the expected design life of any interventions. The geographic boundaries of the appraisal are set by the range of hydraulic influence of interventions at the Floating Harbour – i.e. analysis has taken account of any detriment to property caused by those works and account for any detriment mitigation, both in terms of costs and benefits.

3.2 Critical success factors

The critical success factors identified below were used to differentiate between options and formed the basis of the options assessment. The most important critical success factor is the reduction of flood risk to existing communities; however, the wider objectives and potential benefits of the strategy are acknowledged.

Critical Success Factor	Measurement Criteria
<p>To support safe living, working and travelling in and around central Bristol by ensuring flood threat is reduced and that measures address residual risks.</p>	<ul style="list-style-type: none"> • No. of people better protected against flooding over the whole life of the Strategy • No. of residential and commercial properties better protected from flooding over the whole life of the Strategy • No. of key infrastructure assets better protected from flooding • Adverse impact to other areas managed to within agreed acceptable limits
<p>To ensure the strategy is technically feasible and has a reasonable certainty of delivery. Associated risks can be reasonably managed to ensure timely delivery. Optimise benefits and outcomes to demonstrate value for money.</p>	<ul style="list-style-type: none"> • Delivery of Strategy to provide agreed scale of flood risk management • A costed option which maximises the benefit to cost ratio • Planning permission granted • Required partnership funding contributions identified and secured to achieve final PF score >100% • Key stakeholders are supportive of proposals. Communities are aware

	<p>and understand project benefits and timescale</p> <ul style="list-style-type: none"> • Health, safety and wellbeing of all involved
<p>To facilitate the sustainable growth of Bristol and the West of England by supporting opportunities for employment and residential land, and infrastructure.</p>	<ul style="list-style-type: none"> • New employment opportunities created • Sustainable development in areas benefitting from Strategy
<p>To maintain natural, historic, visual and built environments within the waterfront corridor and where possible deliver enhanced recreational, heritage and wildlife spaces</p>	<ul style="list-style-type: none"> • No net loss of key habitat and enhancement where possible • Compliance with regulations • Protection of cultural heritage assets • Placemaking opportunities realised
<p>To ensure navigation of river and harbour, and marine activities continue.</p>	<ul style="list-style-type: none"> • Number of vessel journeys affected • Continuation of existing activities • Potential enhancement of harbour operational capabilities realised

Table 9 – Critical success factors

3.3 Long list options

A long list of options was considered for managing flood risk for Bristol. The long list development and appraisal was originally undertaken in the 2017 Study, and summarised in the SOC. Given that the leading option was identified during the SOC, no further development of the longlist has taken place at OBC. This is summarised in Figure 21.

Although additional work has been carried out as part of this Strategy that has changed the costs of the raised defences options, it was noted in the sensitivity testing of the 2017 Study that even with an increase in raised defences cost *“the relative economic merits of each option would be largely unchanged”*. Similarly, *“should the barrier cost reduce by 50% the barrier options still remain significantly higher than the cost of the preferred option”*. Therefore, revisiting the longlist was not considered appropriate or worthwhile.

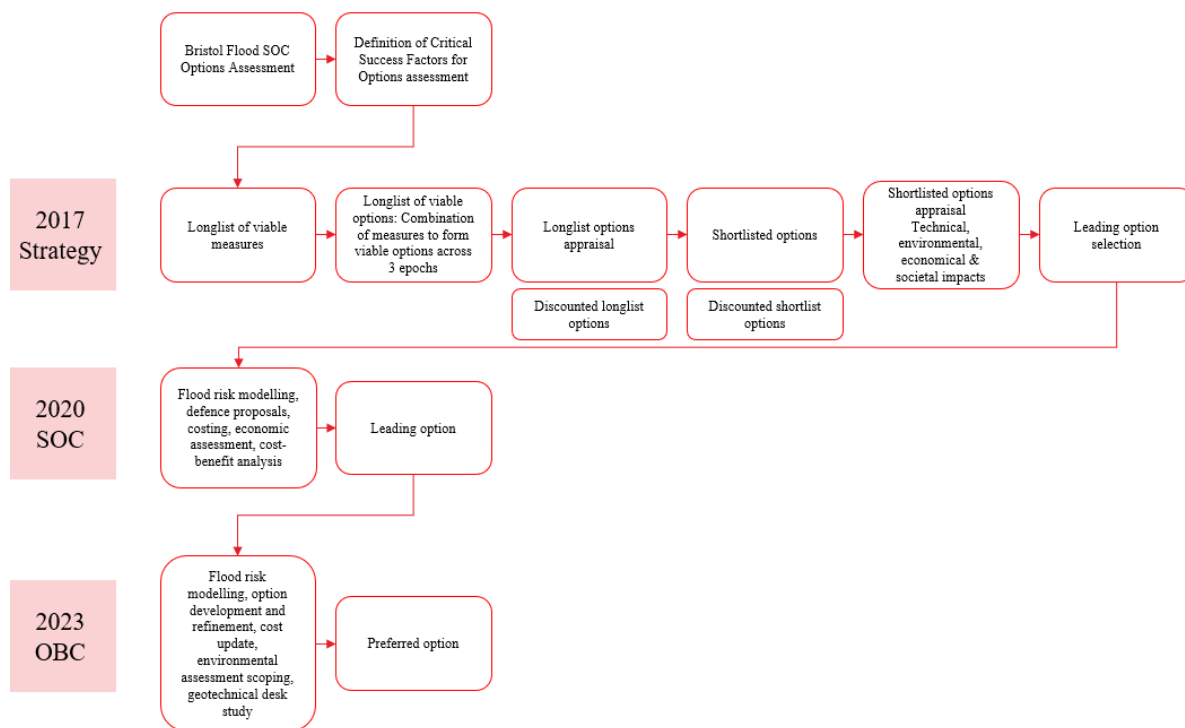


Figure 21 – Representation of the optioneering process across the 2017 Strategy, 2020 SOC and into the current OBC

A number of measures were discounted as they were not considered technically feasible.

- Source techniques to **slow the flow upstream** (such as flood storage, working with nature or land management) to capture and store water, slow and somewhat reduce the peak river flows from upstream tributaries, smaller streams or rivers that flow into the River Avon were discounted on technical grounds due to the impractically large scale of required upstream works for the 2,200km² upstream catchment and the fact that this approach would not reduce tidal flooding from the estuary.

However, SOC consultation demonstrated a high level of support for such measures and the wider benefits. BCC will continue work with neighbouring authorities, the Environment Agency and other organisations to exploit opportunities as they arise to help reduce peak flows from upstream and bring wider ecological benefits to the area where possible. A study looking at potential NFM measures that reduce peak river flows has been carried out as part of this OBC and is summarised in Section 3.9.3.

- Source techniques which **keep out tidal surges** include tidal barrages (permanently damming the river and controlling water levels upstream, such as the Cardiff Bay barrage) and tidal barriers (which close at times when flood tides are forecast, such as the Thames Barrier in London). A barrage would be significantly more costly than a tidal barrier and would have significant negative impacts on habitats, landscape, fish passage and navigation of the river. A barrage would increase upstream flood risk as the River Avon does

not have enough space to store river flows. Potential for wider benefits to be incorporated (e.g. synergies with a new transport link crossing the River Avon or tidal energy generation) were considered but this failed to improve the economic case. A tidal barrier was included in the long list.

- Pathway techniques to **increase the river flow conveyance capacity** (such as dredging or constructing a flood relief channel or tunnel) could potentially reduce fluvial flooding however these were discounted as they would increase tidal flood risk by allowing more water to flow up the river from the estuary and space is constrained.
- **Storing the flood water** in the Floating Harbour as it overtops low spots along the River Avon, with levels lowered at times when flooding is forecast. However, there is not enough storage space in the harbour and it would be overwhelmed during a severe flood.

Table 10 summarises the techniques taken forward to form a long list of strategic options.

Measure	Description	Commentary	Outcome
Do Nothing	A cessation of all flood risk maintenance and operations. Harbour flood gates assumed to be in open position.	No benefits delivered	Not an acceptable or viable approach. Included as a baseline against which strategic options could be compared.
Do Minimum	Maintain the 'status quo' i.e. continued maintenance of all existing defences and the existing Floating Harbour water level control structures, but no new defences and no raising of defences.	No additional benefits delivered	Not an acceptable or viable approach. Included as a baseline against which strategic options could be compared. Harbour operation increasingly prone to failure due to frequent inundation.

'Low' defences	Constructing new defences, to a chosen SoP for 2030, as an interim measure	Flood risk management up to 2030 required funds only to provide part of the defence.	Considered viable to take to the shortlist in combination with other measures.
'High' defences	Constructing defences to a chosen SoP for 2115*. Implemented by constructing a new defence or raising a low defence.	Flood risk management up to 2115*. Construction of new defences require funds in phase 1. Raising of existing defences is considered and may achieve cost savings.	Considered viable to take to the shortlist in combination with other measures.
Wide tidal barrier	Construction and operation of a tidal barrier across a 'wide' section of the River Avon downstream of Bristol at Pill and Shirehampton, approximately 500m upstream of the M5 road bridge	Flood risk management against tidal flooding. Traps fluvial flows when barrier shut and raised defence option would be required. High cost and high-risk option with negative environmental impacts.	Considered viable to take to the shortlist in combination with other measures. Potential secondary uses (generation of tidal energy and provision of transport links) found not to be viable.
Narrow tidal barrier	Construction and operation of a tidal barrier across a 'narrow' section of the River Avon downstream of	Flood risk management against tidal flooding. Traps fluvial flows when barrier shut and raised defence	Considered viable to take to the shortlist in combination with other measures.

	Bristol at Ham Green / Nibley Road, approximately 1500m upstream of the wide barrier option location.	option would be required. Relatively higher cost and higher risk option than raised defence options. Considerable negative environmental impacts.	
Local scale measures	Property resilience measures (such as flood plans, flood doors and flood resilient buildings) and temporary defences to increase the capacity of people and property to withstand the impacts of flooding and to rapidly recover after a flood.	Limited benefits. Only suitable for shallower depths of flooding.	Considered viable to take to the shortlist for suitable individual properties only. The scale, depth and speed of predicted flooding is too great to rely on these on their own. Need to be considered with other measures.

Table 10 – Summary of long list measures

*At the time of longlisting, 2115 was the strategy end date. This has since been updated to 2130.

Strategic long-list options were then formed by assigning measures to each time epoch (noting that three epochs were used during the 2017 Study, and now only two epochs are proposed). For instance, an option could comprise local scale measures followed by low and then high defences. Each long-listed option was developed sufficiently in terms of concept and spatial influence and potential form to ensure an adequate understanding of potential option impacts was achieved in order to carry out a robust appraisal with sound decision making. A long list of thirty-nine reasonable strategic options were assessed for the short list.

3.4 Shortlist options

The appraisal of the long list of options to a shortlist included a multi-criteria assessment whereby each long list option was scored against the Strategy objectives (as described in Section 2.8) in equal measure. The total score of

each of the thirty-nine long listed options across the Strategy objectives was used to select the short list of options. From this assessment, the options below were discounted:

- A **wide barrier** was discounted due to having the highest capital cost, high delivery risk and estimated 20% lower GiA contributions than other options. There were also significant delivery risk and potential environmental impacts across multiple receptors. It was judged that the benefits of the wide barrier option could largely be achieved by combining alternative measures with fewer negative impacts such as the narrow barrier or high defence measures.
- **Property flood resilience (PFR)** measures were discounted as a standalone option due to the operational risks – the speed and depth of flooding makes these unsuited and thousands of individual properties would require measures to be installed in the event of a flood warning. However, PFR could still be combined with other options if appropriate.

Based on the scoring, a shortlist of seven strategic options covering both precautionary and adaptive approaches was created. A precautionary approach is where defences are built to provide flood protection to the end of the project lifetime in the short term (Epoch 1 or 2). An adaptive approach is one where lower defences are built in epoch 1 or 2, and raised in epoch 3.

The options scoring the highest from the multi-criteria assessment were adaptive approaches providing the flexibility to build defences to the level required for each epoch and thus requiring funds in phases. Precautionary approaches scored lower but were still considered viable short list options. The resulting short list was comprised of seven strategic options (denoted A-G), in addition to the Do Nothing and Do Minimum scenarios. Table 11 is a summary of the shortlisted options.

Table 11 – Shortlist of strategic options taken forward

Option	Epoch 1 (2015-2030)	Epoch 2 (2030-2065)	Epoch 3 (2065-2115)
Do nothing	No maintenance, no new defences	No maintenance, no new defences	No maintenance, no new defences
Do minimum	Existing defences maintained but no new defences, no defence raising	Existing defences maintained but no new defences, no defence raising	Existing defences maintained but no new defences, no defence raising
A	PFR measures and temporary barriers used to	Linear flood walls built to protect Bristol to a	Additional linear flood walls built to protect Bristol to a chosen standard until 2115, with

	mitigate flood risk	chosen standard until 2065	existing walls being raised or replaced as necessary
B	PFR measures and temporary barriers used to mitigate flood risk	Linear flood walls built to protect Bristol to a chosen standard to 2115.	Walls maintained, standard falls over time to chosen standard in 2115
C	PFR measures and temporary barriers used to mitigate flood risk	'Narrow' tidal flood barrier built to protect Bristol to a chosen standard or higher, for the next 100 years	Barrier maintained, standard falls over time to chosen standard or higher
D	Linear flood walls built to protect Bristol to a chosen standard for 2030.	Walls maintained, standard falls over time.	Additional linear flood walls built to protect Bristol to a chosen standard until 2115, with existing walls being raised or replaced as necessary
E	Linear flood walls built to protect Bristol to a chosen standard for 2030.	'Narrow' tidal flood barrier built to protect Bristol to a chosen standard or higher, for the next 100 years	Barrier maintained, standard falls over time to chosen standard or higher
F	Linear flood walls built to protect Bristol to a chosen standard for 2115.	Walls maintained	Walls maintained, standard falls over time to 2115
G	Do Minimum approach, existing defences maintained but no new defences	Do Minimum approach, existing defences maintained but no new defences	Linear flood walls built to protect Bristol to a chosen standard until 2115

3.4.1 Short list options assessment

The short list options appraisal consisted of a qualitative assessment of each of the shortlisted measures against the Strategy objectives and critical success factors. Each shortlisted measure was appraised on its technical viability, environmental impact and other impacts such as cost, buildability and socio-economic impact. In addition to the technical and environmental assessment undertaken in the 2017 Study, a red, amber, green (RAG) colour scheme was used to indicate the viability of each measure, included in the SOC.

A key change from the 2017 Study when the shortlisting process was carried out to the current Strategy was moving from three epochs to two. The proposed phases 1 (construction in 2020s) and 2 (2030s), were combined due to the minimal difference in water levels between 2025 and 2035, and because the vast majority of proposed defences were found to require construction in Phase 1. This is explained in more detail in a report²⁵ produced to support modelling for the BTQ masterplan.

By developing strategic options in accordance with these time epochs it has allowed an adaptive approach to be developed that keeps pace with climate change and potential changes in predicted sea level rise. In addition, the approach has in-built flexibility to address future uncertainty to ensure that the timing of future works is appropriate.

3.4.2 Selecting the preferred option

An economic appraisal including assessment of costs and damages and benefits was carried out on each of the seven shortlisted options.

The strategic options (Options C and E) with barrier measures, could not be economically justified (costing significantly more to construct) and the appraisal of non-economic benefits did not yield significant reasons to select them over other options. Extensive raised defences would still need to be built throughout the city centre to contain river flows trapped at times the barrier was closed, despite testing barrier locations as far downstream as possible. Therefore, these options were discarded.

The options comprising of low defence, high defence and PFR measures (Options A, B, D and F) showed economic justification for the increased investment to implement defences in epoch 1 or 2 rather than deferring to epoch 3, without any significant adverse issues so the Do minimum and deferred high defence option (Option G) was discarded.

The economic case for the low defence options (Options A and D) and the high defences options (Options B and F) were very similar. However, considering the Strategy objectives in terms of earlier investment in defences to better support wider growth and development opportunities, options involving PFR measures (Options A and B) were discarded.

²⁵ Arup, "Hydraulic modelling to support Bristol Temple Quarter project", 2019

The Low defence option supporting an adaptive approach (Option D) was selected as the leading option over the high defence precautionary option (Option F) for the following reasons:

- Lower cost, and significant part of cost deferred until the 2060s.
- High defence construction deferred until the 2060s, deferring adverse visual impacts.
- A more adaptable approach, with low defences constructed in phase 1 and ability to review the requirements of the higher defences in phase 2 with a more accurate view of sea level rise projections.

The leading option was therefore confirmed as raised defences with an adaptive approach. Defences would be constructed in the 2020s and 2030s to provide a chosen SoP to 2065. The defences would then be raised in the 2060s to provide a chosen SoP in 2115. The SOC for this Strategy confirmed this, and introduced additional complexity in the form of:

- Updated climate change allowances
- Addressing fluvial flood risk as well as tidal
- Addressing adverse impacts of the defences
- The consideration of placemaking opportunities.

This provided further justification for the leading option, as it showed that higher defences are required earlier, and that this requires significant foundations which increase the Phase 1 costs whilst reducing the Phase 2 costs. As part of the SOC, the end of epoch 2 was moved to 2130 to reflect a 100-year appraisal period.

The identified leading option at SOC remains the OBC preferred option. The preferred option has been further developed as part of this OBC. One of the key strategic updates has been to move the appraisal period end of phase 1 from 2065 to 2069, as this is more consistent with changes in climate change guidance, where a 'step change' in the increase in fluvial flows must be applied after 2069.

3.5 Economic appraisal

This assessment looks at the economic case for the scheme; the basis for selection of the preferred scheme using the FCRM Decision Rule; and the case for "local choice" of an alternate scheme that facilitates Bristol's greater ambitions.

The assessment has undertaken analysis of FCRM GiA eligible benefits, which are attributable to the reduction of flood risk, and reflect economic impacts on the nation. These will form the basis for the assessment of the quantum of FCRM GiA that may be available to the scheme, as calculated using the Partnership Funding Calculator (PFC).

The assessment has also analysed local benefits, reflecting the financial impacts on the City of Bristol and surrounding areas of addressing flood risk. This will support the basis of bids to alternate sources of funding.

Further details of the assessment are available in the Economic Appraisal Technical Report²⁶, Appendix E.

3.5.1 Climate change allowances

The latest Environment Agency guidance on climate change allowances at the time of writing are:

- FCRM projects, schemes and strategies: climate change allowances, Environment Agency, May 2022. This guidance is for risk management authorities seeking GiA for FCRM projects, schemes and strategies.
- Flood risk assessments: climate change allowances, Environment Agency, May 2022. This guidance is to be used for strategic flood risk assessments and flood risk assessments (FRAs) for planning applications, and development consent orders for nationally significant infrastructure projects. This includes FCRM schemes that need planning permission.

Review of the above guidance documents showed there is no practical difference in the fluvial flow allowances between the two guidance documents.

There is a small difference in the sea level rise allowances between the two guidance documents. In all cases, the FRA Climate Change allowances were slightly higher than the FCRM allowances. Given this result, it was agreed that the sea level rise allowances specified in the FRA CC guidance as opposed to the FCRM CC guidance could be used for all modelling to be undertaken in the BAFS OBC. Further information is given in the baseline modelling report (appendix D).

This is a significant change from SOC when the latest guidance at the time showed material differences between FRA and FCRM climate change allowances. Therefore at SOC, multiple scenarios based on FCRM and FRA climate change allowances had to be costed and assessed. At this OBC stage, the preferred option of constructing defences in the 2020s to provide a SoP up until 2069, and in the 2060s to provide a SoP up to 2130 has been costed. This has been carried out for a range of standards of protection to inform the economic appraisal.

3.5.2 Detriment mitigation

A significant change has also been made regarding the purpose of the proposed defences. At SOC, the 'main scheme' defences were those between Netham Lock upstream and Entrance Lock downstream. These defences were set at the required SoP to protect receptors behind the defence, including freeboard for residual uncertainties. Other defences (generally those up- and downstream of

²⁶ Arup, "Economic Appraisal Technical Report," 2020

the city centre) were set at the height required to prevent detriment with the phase 1 defences in place and climate change allowances applied to 2130.

During the modelling for this OBC, it was determined that the required defence height to provide flood protection in 2069 (including freeboard allowance) was at or above the level required to prevent detriment in 2130 (which does not include freeboard). It was therefore agreed with BCC and the EA that all defences downstream of (and including) St Anne's should have a consistent design basis as below:

- All Phase 1 flood defences to provide the required SoP based on 2069 epoch year and include freeboard allowance.
- All Phase 2 flood defences to provide the required SoP based on 2130 epoch year and include freeboard allowance.
- Phase 1 and Phase 2 flood defences to be sufficiently high to prevent detriment to properties based on agreed detriment criteria (given in the OBC modelling report, Appendix D).

The advantages of this approach are a clear narrative on the purpose of defences whilst a greater number of properties will be better protected for either no increase or a marginal increase in cost. During detriment mitigation modelling, some defences were locally increased to ensure compliance with the design basis.

Upstream of St Anne's, an analysis of receptors was carried out to determine where detriment mitigation measures were required, extending as far upstream as Swineford. Further information is available in the OBC modelling report (Appendix D).

3.5.3 Practical betterment

Following detriment mitigation modelling, an analysis of the required measures showed that upstream of Bristol, the flood depths in 2130 before any defences are built are predicted to be over 3m in places. Any detriment caused by the construction of defences was relatively small in comparison (between 100 and 300mm). As these areas are undefended, constructing raised defences to prevent all detriment in 2130 would result in some cases in prohibitively high defences (up to 3.5m in some areas). The majority of the affected receptors were either properties where the views of the river would be entirely blocked by a defence (significantly reducing property values and having a high likelihood of challenge) or businesses requiring waterfront access (such as marinas). It was therefore agreed in conjunction with the Environment Agency that this was likely to be unacceptable to the affected homes and businesses, so a 'practical betterment' approach could be taken with agreement from those landowners. In these instances, defences could be constructed or measures put in place to reduce the risk of flooding in more frequent (lower return-period) events, but not preventing detriment in 2130 to the design events. Details of the measures assumed for costing in this business case are provided in Section 3.9.

3.5.4 Damages assessment

Economic losses from the predicted flood risk have been estimated using the Flood Hazard Research Centre's Multi Coloured Manual (MCM)²⁷ methodology. The avoidance of damage from flooding to residential and non-residential property fabric and contents is the principal benefit for the purposes of the economic assessment (so called 'direct' damages).

In addition, the below 'indirect' damages have also been estimated:

- Emergency Services
- Utilities damages
- Indirect commercial impacts due to flooding to businesses
- Costs of evacuation
- Vehicle damages
- Risks to Life
- Mental health
- Intangible Health Benefits
- Rail disruption
- Traffic disruption
- Erosion impacts – similar to those experienced following the recent Cumberland Road bank failure (see 2.13.2)
- Impact of rapid drawdown of the Floating Harbour
- Carbon emissions avoided
- Active travel benefits
- Environmental benefit (EHOV)
- Heritage & Cultural impact
- Recreation & Amenity impact

The shortlisted options for the economic assessment were as follows:

- Do Nothing
- Do Minimum
- Construction of flood defences

3.5.4.1 *Do Nothing*

Under the Do Nothing scenario, the flood gate protective structures at Netham Lock and Junction Lock are no longer powered, supported or maintained. In the

²⁷ Flood and Coastal Erosion Risk Management: A Manual for Economic Appraisal, 2013 Flood Hazard Research Centre

absence of proactive management of the gates, they would not be closed on time. The lock gates at Entrance Lock managed by the Harbour Master are not constructed to hold back flooding from the River Avon. All lock and flood gates are modelled as being static and open. The sluices at Underfall Yard are modelled as failing in the open position, and the Northern Storm Water Interceptor Sewer (NSWI) remains operational.

The Avon through Bristol is not subject to active maintenance. However increases to roughness or bed levels have conservatively not been assumed in the Do Nothing scenario.

3.5.4.2 Do Minimum

The Do Minimum option assumes that the lock gate and flood gate protective structures at Netham Lock and Junction Lock are maintained and refurbished over the appraisal period so that, if operated successfully, they provide a significant reduction in flood risk in flood events.

The default modelled scenario in the Do Minimum is therefore that the locks are managed in a timely fashion prior to a flood event and are managed proactively during the event so that the levels of fluvial events entering the Floating Harbour do not cause flooding by being prevented from leaving the docks.

However, the locks have had near misses during past flood events, where due to equipment failure, electrical failures, and traffic disruption impacting on staff availability, flood control systems were difficult to operate. Although this has not caused a significant issue to date, it will become more of an issue as flood risks are increasing and events are becoming more common. Notably, the need for proactive management during a flood event requires multiple operations in advance of a flood event.

In flood events greater than a present day 0.83% AEP fluvial event, or a 5% AEP tidal event, flood flows bypassing the lock gates via the quays on either side are fast and deep, achieving hazard ratings of “*dangerous to most*” or above; and it may reasonably be considered that there is a very significant chance of failure to close the gates. In the largest tidal and fluvial events, the tide has been witnessed carrying significant volumes of debris, (including vehicles), which may impair the function of the gates.

The Do Minimum economic modelling reflects this by reverting to the outputs of the Do Nothing modelling in these events.

3.5.4.3 Construction of flood defences

As explained in Section 3.4.2, the assessment of flood defences is based on an adaptive approach to raised defences. A range of SoPs have been considered in the assessment, to facilitate assessment of the Decision Rule and to allow identification of a range of options for the development of the “Local Choice” preferred option, particularly with a view to management of climate change.

3.5.4.4 Development of flood defence options

As a starting point, scenarios have been built around the concept of constructing a scheme in 2029 on a precautionary basis, the standard of which will decline

against time to meet a given standard in 2069, at which point the defence will be raised again to a higher level, the standard of which will decline against time to meet the given standard in 2130 at the end of scheme life.

For example: To provide a 1.33% AEP SoP on this basis (and considering only the tidal component for now), the scheme would need to be built to the equivalent of a ~0.2% AEP SoP scheme in 2030. Over time, this SoP would decline, reaching a 1.33% AEP SoP in 2070. At this point in time, the scheme would be raised to what would be, in 2070, the equivalent of 0.05% AEP SoP. However, over time, this too would decline to a 1.33% AEP SoP by the end of scheme life.

This example is a good illustration of why this adaptive approach is necessary. Had the scheme not been raised in 2070, the 1.33% AEP scheme would have continued to decline such that by 2130, it would have had a SoP equivalent to a 63% AEP and the property it protected would be at risk of being written off.

On the other hand, to construct on a fully precautionary basis to the 2130 1.33% AEP SoP would have meant that, when constructed, the scheme would have had a SoP equivalent to the 2030 0.011% AEP event. This would be potentially excessive, and it is noted that the defence heights in some locations are significant: their visual and amenity impact is reduced by deferring construction to the 2130 standard. The difference between 2069 and 2130 defence heights is typically 0.70 – 0.75m.

The options considered are for a 1.33% AEP, 1% AEP and 0.5% AEP SoP, as well as a combination of 1% AEP fluvial and 0.5% AEP tidal SoPs, consistent with NPPF requirements, and identified as the 'Local Choice' option at SOC.

3.5.4.5 Overlaps and apportionment

Flood alleviation projects are being considered at Frome and Pill, which both lie within the benefit area of the Flood Strategy. However these are both refurbishment projects aiming to restore degraded assets to their current level of service. The modelling for the Flood Strategy assumes a baseline in which the assets are already restored, and as such avoids claiming benefits addressed by those projects.

Surface Water flood maps and the Surface Water Management Plan have been reviewed for overlaps with the benefit area of the Flood Strategy. Where there are overlaps, properties and benefits have not been claimed.

The analysis into impacts on the local economy covers the same area geographically as the flood damage assessment. Where proposals are being assessed for their potential to unlock future development, care has been taken to manage overlaps.

Understanding of development proposals in Bristol has been informed by BCC datasets covering disparate development initiatives, generally in a near time frame of 0-10 years, consultation of BCC planning officers, and by various masterplan documents relating to Bristol's more strategic and longer-term Growth and Regeneration initiatives.

For properties overlapped by proposed developments, it is assumed that damages are only accrued for a 5-year period. This is because the development

of those sites will lead to replacement of the properties on those sites with NPPF compliant construction.

For properties overlapped by Bristol’s more extensive masterplan ambitions, the timelines of those masterplans have been considered. Damages can still be accrued until the expected delivery timelines of those developments. Properties can still be written off if at high risk in the Do Minimum and Do Nothing scenarios.

3.5.4.6 Benefits

Capped PVD damages are shown in Table 12.

	Do nothing	Do minimum	1.33% AEP SoP	1% AEP SoP	0.5% AEP SoP	Local choice
Damages (£m)	2768	2603	276	280	262	259
Benefits (£m)	0	165	2492	2487	2506	2509

Table 12 – Summary of economic benefits of options

The benefits of the 1% AEP standard are noted as being lower than those of the 1.33% AEP, so this has been investigated.

The strategy comprises a mix of core benefit areas, around which the strategy design has been developed, and areas that are protected from detriment. For the areas that are protected from detriment, it happens to be the case that higher flood defences at the core benefit area result in higher water levels (when compared with lower flood defences) at the areas protected from detriment. Essentially, higher flood defence levels reduce the relieving mechanisms that would have applied in exceedance events.

This does not mean that those areas are at worse flood risk, but it does mean that the relationship between their residual damages and the standard of protection is inverted when compared with the core benefit areas. The overall impact on residual benefits is however a balance between the direct protection provided by the detriment flood defences, and the raised residual risk. This leads to some inconsistencies between increased standards of protection, and reduced benefits.

3.5.4.7 Costs

Net present value costs of each option have been calculated as described in 5.1.1, and are summarised in Table 13.

	Do nothing	Do minimum	1.33% AEP SoP	1% AEP SoP	0.5% AEP SoP	Local choice
Capital works, 2020s (£m)	0	14	248.6	249.8	257.3	255
Capital works, 2070s (£m)	0	0	10.6	10.6	10.9	10.9
Whole life O&M (£m)	0	5	27.1	27.1	27.1	27.1
Whole Life Costs (£m)	0	19	286.3	287.5	295.3	293

Table 13 - Summary of NPV costs for each option

3.5.4.8 Benefit cost ratios

Having calculated the benefits and costs of each option, a benefit cost ratio, and the incremental benefit cost ratio (IBCR) can be calculated as per Table 14.

	Do nothing	Do minimum	1.33% AEP SoP	1% AEP SoP	0.5% AEP SoP	Local choice
Damages (£m)	2768	2603	276	2780	262	259
Benefits (£m)	0	165	2492	2487	2506	2509
Whole Life Costs (£m)	0	19	286	288	295	293
Benefit Cost Ratio		8.7	8.7	8.7	8.5	8.6

IBCR to previous option	-	8.7	8.7	-3.9	2.3	2.3*
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Table 14 - Benefit cost ratios for each option

3.5.4.9 Application of the Decision Rule

From the Do Minimum, an IBCR>1 is required to progress to a subsequent option. The analysis indicates an IBCR >8.

From the 1.33% AEP SoP, an IBCR>3 is required to progress to consideration of the next option, which not achieved due to a slight reduction in benefits associated with 1% AEP SoP option (discussed in Appendix E). This makes the 1.33% AEP option the “preferred scheme on economic grounds” and this is the basis on which GiA should be calculated.

Therefore, the scheme that the calculation of GiA should be based on is a 1.33% AEP scheme, constructed to the 2069 1.33% AEP standard in Phase 1 and uplifted to the 2130 1.33% AEP standard in 2070.

The GiA associated with this option is **£211.2m**, based on the payments for outcomes shown in Table 15.

OM	Deprivation	Qualifying benefits	% benefits	Payment rate	Eligible FCERM GiA	%
OM1a	overall	£1,867,188,019	74.9%	6	£112,031,281	47.2
OM1b	people related	£612,700,000	24.6%	20	£122,540,000	51.6
OM2	20% most	£769,218	0.0%	45	£346,148	0.1
	21% to 40%	£2,606,849	0.1%	30	£782,055	0.3
	60% least	£8,963,630	0.4%	20	£1,792,726	0.8
OM3	20% most	£ -	0.0%	45	£ -	0.0
	21% to 40%	£ -	0.0%	30	£ -	0.0
	60% least	£ -	0.0%	20	£ -	0.0
OM4	habitat	£ -	0.0%	20	£ -	0.0
	rivers	£ -	0.0%	20	£ -	0.0
Total		£2,492,227,715	pv max. eligible GiA		£237,492,210	

Table 15 - Payment for outcomes from the Partnership Funding Calculator

It should be noted that GiA rules may be subject to change, and with FBC submission not expected until 2028, there is a risk of this value changing.

3.5.4.10 Local Choice

The regional ambitions for the City of Bristol, such as Western Harbour and BTQ, merit the consideration of an NPPF-compatible SoP. Such a scheme would be constructed to the greater of the 100-year fluvial, or 200-year tidal SoP, with greater allowances for climate change.

Both phases of the NPPF compatible scheme would have defence heights higher than the preferred option base purely on economic grounds , as it uses a higher SoP.

The cost analysis suggests that in Net present terms, the NPPF scheme would be slightly more expensive than the Grant eligible scheme, at £293m NPV capital works (compared to £286.3m for the grant eligible scheme).

3.5.5 Local benefits

The FCRM GiA funding is determined based on the national economic benefits flood damages avoided. The effects on the local economy, of interest to BCC, will not necessarily be taken into account in such an assessment, and these effects are set out in this section. The unit of impact is a monetary measure of the value added by businesses to the local economy termed Gross Value Added, GVA.

The benefits assessed include:

- The “first order” losses associated with direct flood impacts on commercial property.
- GVA losses saved through reduced flood risk to existing businesses.
- GVA earned through jobs created by the unlocking of development on the floodplain.
- GVA earned through jobs created by construction of the strategy and the unlocked development.
- GVA losses saved through reduced flood risk to the tourist industry.

The calculations and methodology are set out in more detail in Appendix E, and the results are summarised in Table 16. In terms of the local economy, the strategy will help deliver significant benefits through avoided damage to businesses and infrastructure, avoided disruption to local businesses and the creation of construction jobs. The Bristol tourist industry is centred on the Floating Harbour as an aesthetic heritage site and the absence of investment in the Strategy could effectively lead to a significant portion of this industry being written off.

Even this estimate does not account for the potential value to the wider West of England of avoiding blight and frequent flooding to the commercial and cultural heart of the region.

Category	Benefit to Local Economy compared with Do Nothing (£m)
Direct benefits	
GiA compatible GVA	912
Tourism	354
GVA (construction of FAS)	23
GVA (Business Disruption avoided)	360
TOTAL Direct benefits	1,664
Indirect benefits (unlocked development) – general development	
GVA commercial development enabled	1,860
GVA construction	4
Indirect benefits (unlocked potential) – Temple Gate & St Phillips enabled	
Net GVA commercial development enabled	3,447
Net GVA construction	11
Net residential expenditure	1,472
Net amenity benefits	101
Net Council tax receipts	137
Net Business rate receipts	13
TOTAL Indirect benefits	7,045

Table 16 - Potential local benefits of the Strategy

Clearly the bulk of these benefits are associated with the growth enabled at unlocked development sites. It is important to recognise that identification of the potential local benefit of the scheme is not the same as claiming all these benefits toward a funding application. Flood risk is not the only infrastructure issue to be resolved to enable the unlocked sites or enabling green transport infrastructure, and the benefits identified above would need to be apportioned across a number of infrastructure investments. However, without resolving flood risk, it is true to say that these developments will only proceed with significant delay or cost.

The city's ambitions for growth outside of the floodplain require an effective integrated transport network linking it to the city centre, and Bristol Temple Meads rail station is the key hub of that network. However, the station, and

routes to and from the station are at risk of disruption from flooding, and the strategy proposals will form a key part of making this ambition effective.

3.6 Environmental appraisal

Prior to the OBC stage, a number of environmental studies were undertaken to assist in the development of the project's Strategy and feed into the options appraisal process at key stages. As part of this BCC chose to commission a Strategic Environmental Assessment (SEA) which was undertaken in 2017²⁸. The aim of this was to identify significant positive and negative effects and ensure the surrounding environment was considered during decision making.

Following this, BCC commissioned Arup to continue the development of the Strategy which needed to consider the combination of fluvial inputs and tidal flows and their impacts on the core areas of Bristol. Arup undertook a SEA Addendum²⁹ which looked at changes to the Strategy as a result of the flood risk modelling undertaken on the preferred approach and provides an update to the original SEA report to review the environmental impacts to align with the amended Bristol Avon Flood Strategy.

3.6.1 Preliminary Draft EIA Scoping Report

The Strategy is considered an Annex II development under the EIA Directive: 10 (f) Inland-waterway construction not included in Annex I, canalisation and flood-relief works. As such, a full EIA will be required as part of the planning application for the Proposed Development. A Preliminary Draft EIA Scoping Report has been written for the OBC stage. The purpose of this has been to both inform the scope of the Full Business Case (FBC) and to prepare for the formal submission of the EIA Scoping Report to the determining authority. This will be undertaken in FBC.

The report sets out the need for the strategy and the site context, the policy context surrounding it, a high level approach to the EIA methodology and outlines those topics considered to have the potential for significant effects. The key environmental topics were identified as Cultural heritage, Biodiversity, Ground conditions and contaminated land, Townscape and visual impact and Water environment and flood risk. Other topics which require further studies to determine whether they would be included in the scope of the EIA were identified as Air quality, Noise and Vibration, Traffic and transportation, Climate change and greenhouse gases, Socioeconomics and Health and communities.

The consenting route for the full EIA has not yet been confirmed (see Section 2.4), but will likely be submitted under the Transport and Works (Application and Objections Procedure) (England and Wales) Rules 2006 (S.I. 2006/1466)

3.6.2 Preliminary Ecological Appraisal

A Preliminary Ecological Appraisal (PEA) has been prepared for the Proposed Development as part of the OBC. This identifies any ecological opportunities

²⁸ AECOM, "River Avon Tidal Flood Risk Management Strategy - Strategic Environmental Assessment: Environmental Report," 2017.

²⁹ Arup, "River Avon Flood Risk Management Strategy - SEA Addendum," 2020.

associated with the Strategy and outlines mitigation measures required during construction. It considers ecological sites within the study areas including SACs, SPAs, a Ramsar site, SSSIs, NNRs and LNRs amongst others. UK Habitat Classification surveys were undertaken to identify habitats within the study area and their potential to support protected and notable species. The PEA also sets out further potential surveys including National Vegetation Classification, hedgerow, bat, badger, dormouse, otter, water vole, breeding and wintering birds, reptile, eDNA for great crested newts, terrestrial and aquatic invertebrates, and invasive and non-native species (INNS). Consultation with relevant stakeholders, including local Councils and Natural England, is outlined for the next stage.

3.6.3 Biodiversity Net Gain (BNG)

As part of the Environment Act 2021³⁰, there will be mandatory requirement for new developments to provide BNG. This will require planning applicants to demonstrate that proposals will achieve at least a 10% increase in the level of biodiversity after the development, when compared to the level of biodiversity pre-development. This mandate will come into effect in England from January 2024³¹. Given the anticipated programme for this Strategy, it is likely that BNG will be mandatory at the time of any planning submission. BCC also provide a focus and framework for securing net gain within the cities 'Green Infrastructure' policy³², and the Ecological Emergency Action Plan / Strategy^{33,34}.

In compliance with legislation and policy, the Strategy will deliver a minimum of 10% BNG, with an aspiration to deliver 20% BNG. Surveys were undertaken across May and June 2022 and April and May 2023, working to the BNG Metric v3.1. All accessible areas of each site included within the Strategy were walked and existing habitats were mapped and subject to condition assessments, in accordance with the latest guidance at the time for UK Habitat Classification (version 1.0)³⁵. The intertidal habitats were assessed using EUNIS habitat classification as per BNG guidance as UK Hab methodology is not suitable for these habitats. These surveys were undertaken in August 2022 and May 2023. The purpose of this initial BNG survey and assessment was to understand the scale of habitat unit loss from the proposed development, and to provide recommendations for avoidance of habitat loss, and general application of the

³⁰ UK Government. Environment Act (2021). Available at: <https://www.legislation.gov.uk/ukpga/2021/30/contents/enacted> . [Accessed online 26/10/2022]

³¹ <https://www.gov.uk/government/news/biodiversity-net-gain-moves-step-closer-with-timetable-set-out#:~:text=Under%20the%20updated%20timetable%20set,for%20example%20by%20creating%20new> [Accessed online 24/10/2023]

³² Bristol City Council. (2019). Bristol Local Plan Review. Draft Policies and Development Allocations. Available at: [file \(bristol.gov.uk\)](file://bristol.gov.uk) [Accessed online 10/09/2022].

³³ Bristol City Council. (2020). One City Ecological Emergency Strategy. Available at: <One-City-Ecological-Emergency-Strategy-28.09.20.pdf> (<bristolonecity.com>) [Accessed 10/09/22].

³⁴ Bristol City Council. (2021). Ecological Emergency Action Plan 2021-2025. Available at: <Bristol Ecological Emergency Action Plan> [Accessed 10/09/2022].

³⁵ UKHab. (2020). UK Habitat Classification System. UK Habitat definitions. Available at: <https://ukhab.org/ukhab-documentation/> (Most recent update September 2020). [Accessed 20/09/22].

mitigation hierarchy³⁶, through the design process. Recommendations for habitat creation and enhancement are also provided. At OBC stage, the landscaping and BNG proposals to deliver the required levels of net gain have not been designed, but an allowance for placemaking measures and environmental mitigation have been included in the costs. If compensating for losses within the development footprint is not possible, as a last resort, residual biodiversity losses should be offset by gains elsewhere. Offsets are distinguished from other forms of mitigation in that they are off the development site and require measurable conservation outcomes.

3.6.4 Habitats Regulations Assessment (HRA)

An HRA has been undertaken as part of the OBC stage and considers the impact of the construction and operational works on the following European Sites:

- Avon Gorge Woodlands SAC;
- Severn Estuary SAC, SPA and Ramsar site;
- Chew Valley Lake SPA;
- Norther Somerset and Mendip Bats SAC;
- Bath and Bradford-on-Avon Bats SAC; and
- Bristol Channel Approaches SAC.

Regulation 63 of the Conservation of Habitats and Species Regulations 2017, as amended by the Conservation of Habitats and Species (amendment) (EU Exit) Regulations 2019³⁷, requires a competent authority to undertake an 'Appropriate Assessment' of any plan or project (alone or in-combination with other plans and projects) which is likely to have a significant effect on the protected features of any European Site (unless the project is directly connected with the management of the site).

The pathway of effects to European Sites has been considered through design development of the proposed Strategy. An assessment is being undertaken to determine likely significant effects and will examine the potential effects, during construction and operation as a result of the proposed works.

3.6.5 Outline Heritage Desk-Based Assessment

An Outline Heritage Desk-Based Assessment (DBA) has been undertaken as part of the OBC in recognition of the significance of the historic environment which could be potentially impacted by the Proposed Development. The DBA provides a consistent baseline across the whole of the Site and has informed the design and scoping process. It will continue to inform design development and form the baseline for future impact assessment.

³⁶ CIEEM. (2019). Biodiversity net gain. Good practice principles for development. A practical guide. Available at: [Biodiversity net gain. Good practice principles for development. A practical guide \(cieem.net\)](#). [Accessed 15/10/22].

The designated assets included as part of the DBA are as follows: scheduled monuments; listed buildings; registered parks and gardens and conservation areas. Non-designated heritage assets have been identified from the lists of locally listed buildings and parks and gardens, Historic Environment Records (HER), previous assessments and walkover survey. The DBA includes details of the methodology used, based on current best practice, an overview of the historic environment baseline, an assessment of archaeological potential, an overarching statement of significance as well as individual and group statements and a complete gazetteer of all identified heritage assets.

3.6.6 Preliminary Water Environment Regulations (WER) Assessment

A WER assessment was first produced for the Strategy in 2017 and was updated in 2020 as part of the SOC. During the OBC, the WER assessment was updated again to encompass updates to WER legislation, WER status and objectives and developments in the design of the Proposed Development. The purpose of the WER assessment was: to identify relevant waterbodies which may be affected by the Strategy; set out the baseline; highlight aspects of the Proposed Development which may affect the waterbodies; identify any relevant mitigation measures which have formed part of the design; carry out a preliminary scoping assessment to identify the likely impact of the Strategy on the current status and status objectives of the waterbodies; identify any risks of non-compliance; and identify potential enhancement opportunities.

The assessment identified six surface waterbodies of which four were scoped in due to their potential to be affected: Bristol Floating Harbour, Bristol Avon, Trym and Brislington Brook. All three groundwater bodies – Bristol Triassic, Carboniferous Limestone and Portishead Mercia Mudstone – were also scoped in. The assessment concluded there was potential for minor localised adverse impacts on all the surface waterbodies scoped in as the construction of the defences with piling will reduce the aquatic habitat and potentially negatively impact the hydromorphology. This has the potential to negatively impact the ecological status of these waterbodies. The cumulative effects of multiple defence elements may also cause deterioration. There is also the potential for the piling to impact groundwater quality, levels or flows and further study is needed.

The assessment recommends that a full WER assessment is undertaken at FBC. It will evaluate the total combined length and percentage of the waterbodies affected to assess the overall impacts' significance, consider mitigation measures for adverse impacts, suggest enhancement opportunities and help to inform the development of the design.

3.7 Non-financial benefits appraisal

The objectives for the Strategy are as set out in Section 2.8. The economic and flood-risk benefits have been described in previous sections, with the remaining objectives focussing on technical robustness, continuation of navigation, environmental sustainability and the facilitation of growth.

The preferred raised defences option will leave navigation requirements largely unchanged, and opportunities for enhancing capabilities (for example, greater

separation between public and operational areas) have been discussed and incorporated into the design. Further consultation is planned at FBC.

Environmental assessments are described in Section 3.6.

3.7.1 Development opportunities

A key objective of the options was to facilitate the sustainable growth of Bristol and the West of England by supporting opportunities for employment and residential land, and infrastructure. In particular, this includes areas of growth and regeneration at BTQ and Western Harbour (see Section 2.14).

The Local Choice option described above allows an NPPF-compatible SoP to be in place for development and therefore is likely to be more attractive to potential developers.

An adaptive approach will also allow for integration between development opportunity and the Strategy. Lower defences mean greater flexibility to adapt to changing development needs. The Strategy will be reviewed and updated every 6 years following completion of phase 1. This will allow for review of climate change allowances and the evolving needs of the city. However, there will also be the flexibility to incorporate higher defences into new development as sites come forward in the short term.

3.8 Strategy Carbon Impact

BCC, supported by the Environment Agency, will work to develop solutions that efficiently minimise whole life carbon impacts. Following the carbon management hierarchy, the Strategy can make a lasting contribution through options that avoid, reduce and replace carbon. Do-something options avoid the carbon impact of the emergency response and recovery prompted by widespread flood events in the absence of investment.

At SOC stage, the whole life carbon emissions of the leading option (raised defences) were compared with the option of a narrow tidal barrier, considered to be the lowest carbon of the alternatives on the shortlist described in Section 3.4.1. This found that the narrow tidal barrier option had whole life carbon emissions 46% higher than the raised defences approach. As the raised defences option has remained the preferred option, other options on the shortlist have not been reassessed for their carbon impact. However, it is considered that the carbon impact of the raised defences option is considerably lower than the alternatives.

Throughout the design development, opportunities to reduce embodied carbon have been realised, for example:

- Reducing the length of the defence at St Anne's North by ~250m.
- Reducing the required number and lengths of piles on Cumberland Rd.
- Utilising 'passive' rather than 'active' defences such as flood gates to reduce operational carbon emissions.

The Environment Agency's ERIC carbon planning tool was used to evaluate the whole life carbon emissions of the preferred option. Details are contained in the carbon calculator and supporting technical note (Appendix J).

The emissions associated with the construction stage are 31,100 tCO_{2e}, operation and maintenance are emissions 10,700 tCO_{2e}, and residual carbon (calculated to be required after the strategy's 100-year design life) is -1,800 tCO_{2e}.

Given the limitations of the tool and the unknowns associated with the project design, it is suggested that a 50% contingency (similar to the optimism bias described in 5.1.4) is applied to the capital carbon value.

This gives a whole life carbon value of 55,600 tCO_{2e}. As would be expected, the majority of emissions are from the materials associated with construction of the defences. Opportunities for reducing emissions include:

- Refinement of the design through the detailed design, in particular whether more existing structures can be utilised
- Incorporating NFM measures (see 3.9.3), where there is an opportunity for measures to sequester around 450 tCO_{2e} annually.
- Inclusion of wider placemaking and habitat creation measures to sequester carbon
- Working with contractors to identify measures of reducing construction emissions from plant, construction methods and materials.

Do-something options avoid carbon impacts for example, from the emergency response and significant repair and recovery prompted by flood events in the absence of investment. The calculated figure for carbon avoided in this way is over 1,115,000 tCO_{2e}.

3.9 Preferred option

As described in the preceding sections, the preferred way forward is to construct raised defences in the Strategy area, from Shirehampton and Pill, through central Bristol and upstream to Keynsham and Swineford. These will be constructed in two phases. The extent of the defences is shown in the drawings in Appendix C.

The preferred option specifies the construction of defences to the SoP required for 2069 starting in the 2020s. It should be noted that the hydraulic modelling report (Appendix B) suggests additional hydraulic modelling, in particular if new data or climate change guidance is available, or changes to the planned alignment of defences. It also recognises the opportunity to reduce the height of some defences, particularly where this is significant floodplain volume behind the flood defence such as at Ashton and Pill. The levels presented in this section are therefore subject to change.

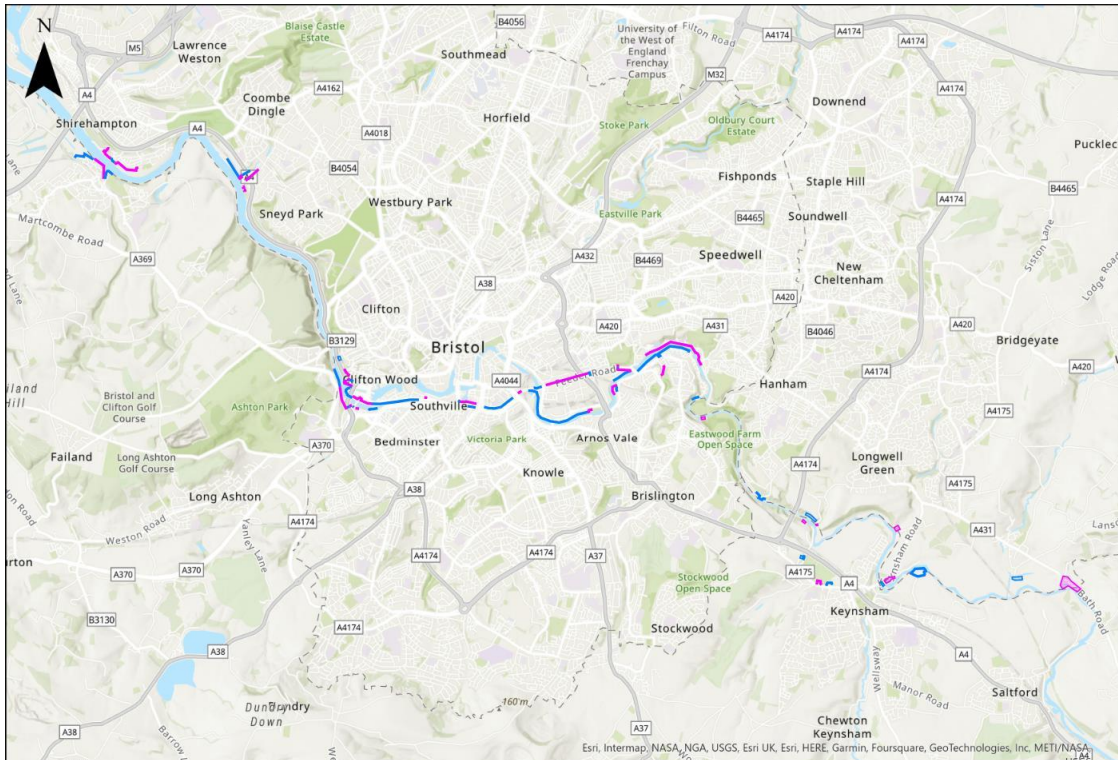


Figure 22 - Extent of Proposed Measures – different colours denote a change in defence type (for details see Table 17)

3.9.1 Engineering design

Significant optioneering work has been carried out for the Strategy. These were summarised in the SOC, where the leading option was selected as raised defences, with defences constructed in the 2020s to a chosen SoP in 2069, and then raised to provide protection in 2130.

At SOC, costs were based on a bottom-up approach, including optimism bias and an allowance for public realm enhancements. These are described in detail in the SOC and an engineering baseline report was produced in June 2022 to summarise the leading SOC option.

The design of the defences at OBC stage has been influenced by a wide range of factors and inputs, including:

- Significant hydraulic modelling has been carried out to understand the required extents and heights of defences, explained further in the baseline modelling report and OBC modelling report (Appendix D1 and D2).
- Heritage desk-based assessment (Appendix I).
- Preliminary Ecological Appraisal (PEA) Report (Appendix I).
- Geotechnical desk studies and feasibility reports (Appendix C).
- Workshops with BCC and the Environment Agency, including those with knowledge of the BTQ and Western Harbour developments.
- Workshops with BCC’s harbourmaster and operations team.

- Buildability input with ESE contractor BAM Nuttall.
- Carbon study and workshops (Appendix J).
- Updated topographical surveys in some areas.
- Harbour condition surveys by BCC.
- Site visit to the Cumberland Road stabilisation works and input from contractor Alan Griffiths Contractors.

The updated engineering design is summarised in Table 17 with reference to its associated plan in the figures below. It should be noted that some of the maximum defence heights are from areas with limited topographical information, or are limited to very isolated areas on a defence section. The plan reference are those included as part of the Preferred Options report in Appendix C. Note that the average height is above the existing ground or, where noted in the description, existing defence levels. Defences marked 'SoP' are those providing the required standard of protection.

Plan Ref	Name	Description	Defence Group	Phase 1 Level (mAOD)	Length (m)	Avg. Phase 1 Height above GL (m)
1	Avon Road Embankment	Raise existing embankment	SOP	10.29	530	0.79
2	Marine Parade	Raise existing sheet pile wall	SOP	10.30	440	0.90
3	Watch House Road Floodwall	New floodwall (piled and gravity)	SOP	10.31	320	1.31
4	Lamplighters Embankment	New embankment	SOP	10.30	320	1.60
5	Station Road Floodwall	New gravity floodwall	SOP	10.31	80	1.61
6	Sports Field Embankment	New embankment	SOP	10.32	490	0.62
7	Railway Floodwall North	New gravity floodwall	SOP	10.38	300	0.28
8	North of Tyrm Embankment	New embankment	SOP	10.38	120	2.08
9	Railway Bridge Parapet Retrofit	Bridge parapet retrofit	SOP	10.38	100	0.40
10	Allotment Properties	Raise existing floodwalls	SOP	10.38	170	0.50
11	Railway Defence	New piled floodwall	SOP	10.38	30	0.48
12	Sea Mills Lane Embankment	New embankment	SOP	10.38	310	1.98
13	Riverside Path Floodwall	New gravity floodwall	SOP	10.43	410	1.53
14	Brunel Open Space Embankment	New embankment	SOP	10.20	460	0.40

15	Brunel Way Viaduct Floodwall	New gravity floodwall	SOP	10.20	25	0.40
16	Metrobus Road Raising	New road raising	SOP	10.20	10	0.80
17	Pump Station Floodwall	New gravity floodwall	SOP	10.44	50	0.84
18	Payne's Shipyard Floodwall	New piled floodwall	SOP	10.45	160	1.35
19	Hotwell Road PFR	New PFR	SOP	10.43	N/A	1.03
20	Hotwell Road Floodproofing	New floodproofing	SOP	10.43	120	1.43
21	Bennet Way Floodwall	New gravity floodwall	SOP	10.08	60	0.08
22	Cumberland Basin Road Raising	New road raising	SOP	10.08	10	0.78
23	Entrance Lock Gates	New lock gates	SOP	10.08	25	n/a
24	The Knuckle Floodwall	New piled floodwall	SOP	10.08	180	1.88
25	Brunel Dam	Raise existing structure and floodproof	SOP	10.07	20	n/a
26	Off Ramp	New gravity floodwall	SOP	10.06	45	1.06
27	Bonded Warehouses	New floodwall (piled and gravity) and road raising	SOP	10.30	500	1.50
28	Chocolate Path Floodwall	New piled floodwall	SOP	10.29	770	1.89
29	Cumberland Road Rail Bridge	New floodgate	SOP	10.11	10	1.81
30	Bathurst Dam	Raise existing structure	SOP	10.09	10	1.75
31	Commercial Road Floodwall	New floodwall (piled and gravity)	SOP	10.21	320	0.81
32	Clarence Road Floodwall	New piled floodwall	SOP	10.25	620	1.25
33	Cattle Market Road Floodwall	New piled floodwall	SOP	10.12	90	0.62
34	Coronation Road Floodwall (Phase 2)	New gravity floodwall	SOP	10.08	60	n/a
35	Albert Road Floodwall	New minipile floodwall	SOP	10.25	1520	1.25
36	Sparke Evans Park Embankment	New embankment	SOP	10.20	250	0.9
37	West of Avon Street Floodwall	New piled floodwall	SOP	8.76	200	0.06
38	East of Avon Street Floodwall	New piled floodwall	SOP	8.76	740	0.86
39	Tie into Railway Bridge Abutment	New road raising	SOP	8.76	10	0.86

40	Feeder Canal Flood Gate	New floodgate	SOP	10.91	50	n/a
41	Feeder Road Raising	New road raising	SOP	10.91	10	0.91
42	Netham Lock Floodwall	New gravity floodwall	SOP	10.91	250	1.41
43	Netham Weir Floodwall	New sheet pile floodwall	SOP	10.50	400	1.40
44	Avon Bank Floodwall	New gravity floodwall	SOP	10.54	240	0.34
45	Whitby Road Floodwall	New gravity floodwall	Detriment	10.54	100	0.24
46	North Bank	New minipile floodwall	SOP	11.29	1200	2.39
47	South Bank	New sheet pile floodwall	SOP	11.29	1100	1.29
48	Chapel Way Floodwall	New gravity floodwall	Detriment	11.15	220	0.85
49	Pump House Lane Floodwall	New piled floodwall	Practical Betterment	10.50	70	2.20
50	Beese's Bar	New PFR	Practical Betterment	n/a	n/a	n/a
51	Riverside Cottages Embankment	New embankment	Practical Betterment	10.50	190	1.27
52	Hanham Mills	New PFR	Practical Betterment	n/a	n/a	n/a
53	Ferry Road	New road raising	Practical Betterment	10	75	0.31
54	Lock Cottage	New PFR	Practical Betterment	n/a	n/a	n/a
55	Durley Lane	New PFR and wall floodproofing	Practical Betterment	n/a	60	n/a
56	Bristol Road West	New gravity floodwall	Detriment	11.70	140	1.40
57	Bristol Road East	New gravity floodwall	Detriment	11.70	140	1.40
58	Siston Brook	New PFR	Practical Betterment	n/a	n/a	n/a
59	Marina	New PFR	Practical Betterment	n/a	n/a	n/a
60	Lock Keeper Pub	New PFR	Practical Betterment	n/a	n/a	n/a
61	Broadmead Industrial Estate	New piled floodwall	Detriment	12.10	800	1.10
62	The Meadows	New PFR	Practical Betterment	n/a	n/a	n/a
63	Bath Road, Swineford	New PFR	Practical Betterment	n/a	n/a	n/a

Table 17 - Summary of proposed defences. * indicates height above existing defence rather than height above ground level.

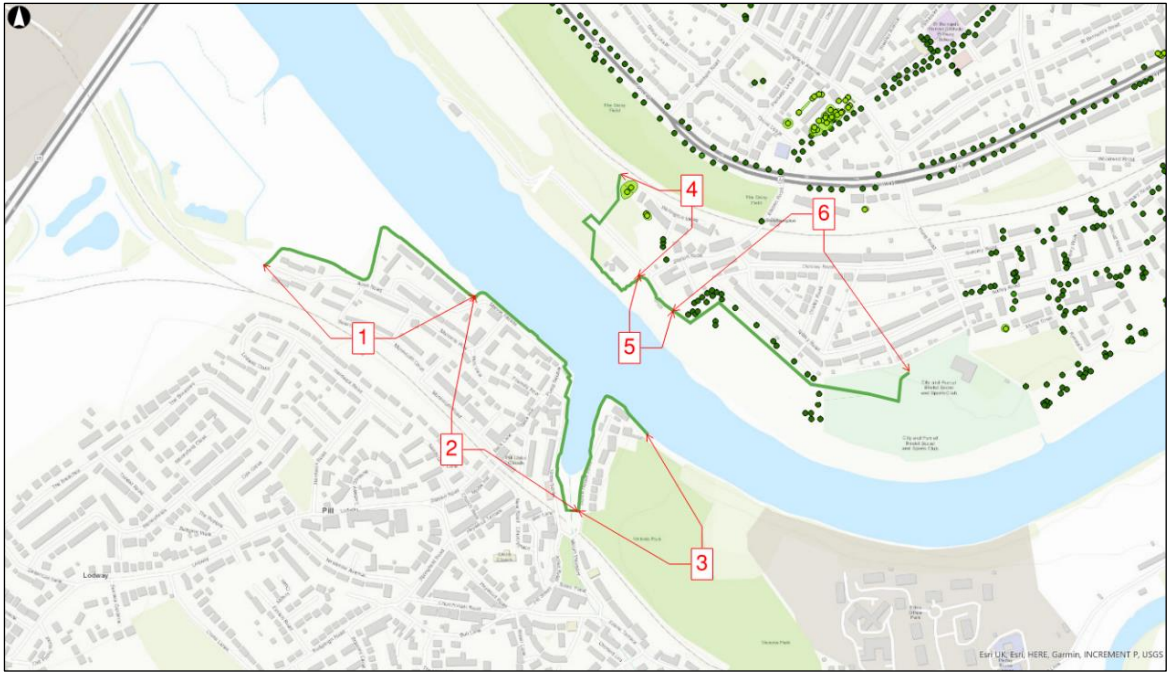


Figure 23 - Layout Plan - Pill & Shirehampton

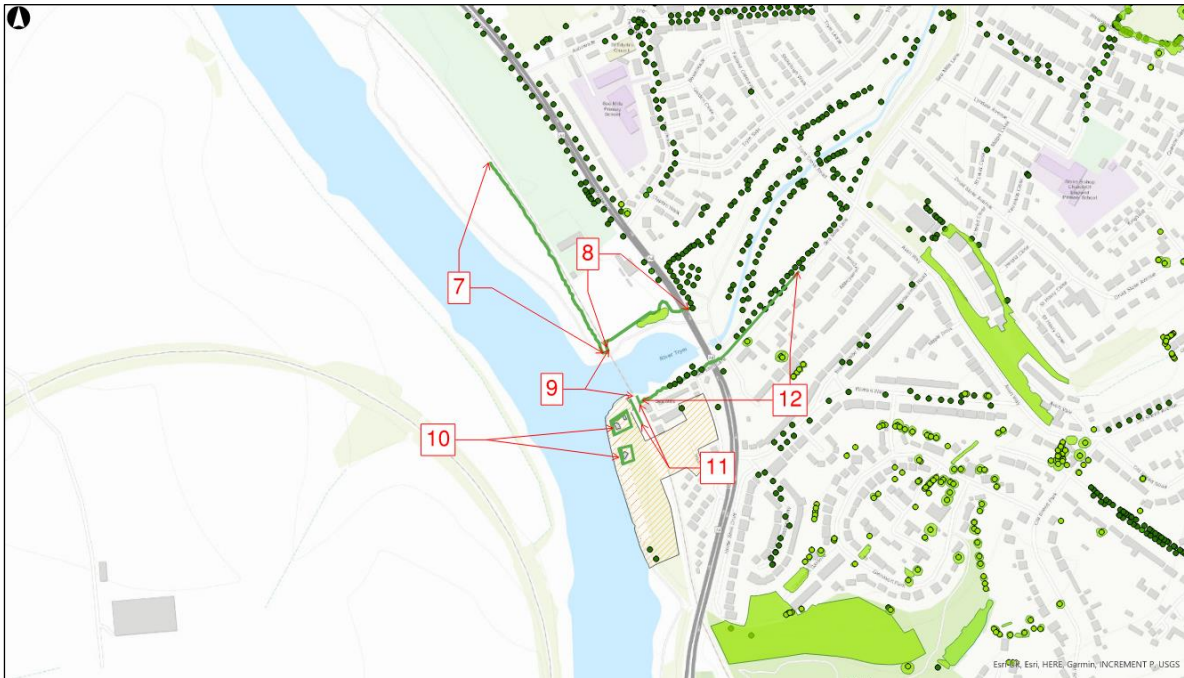


Figure 24 - Layout Plan - Sea Mills



Figure 25 - Layout Plan - Bower Ashton, Entrance Lock and Spike Island

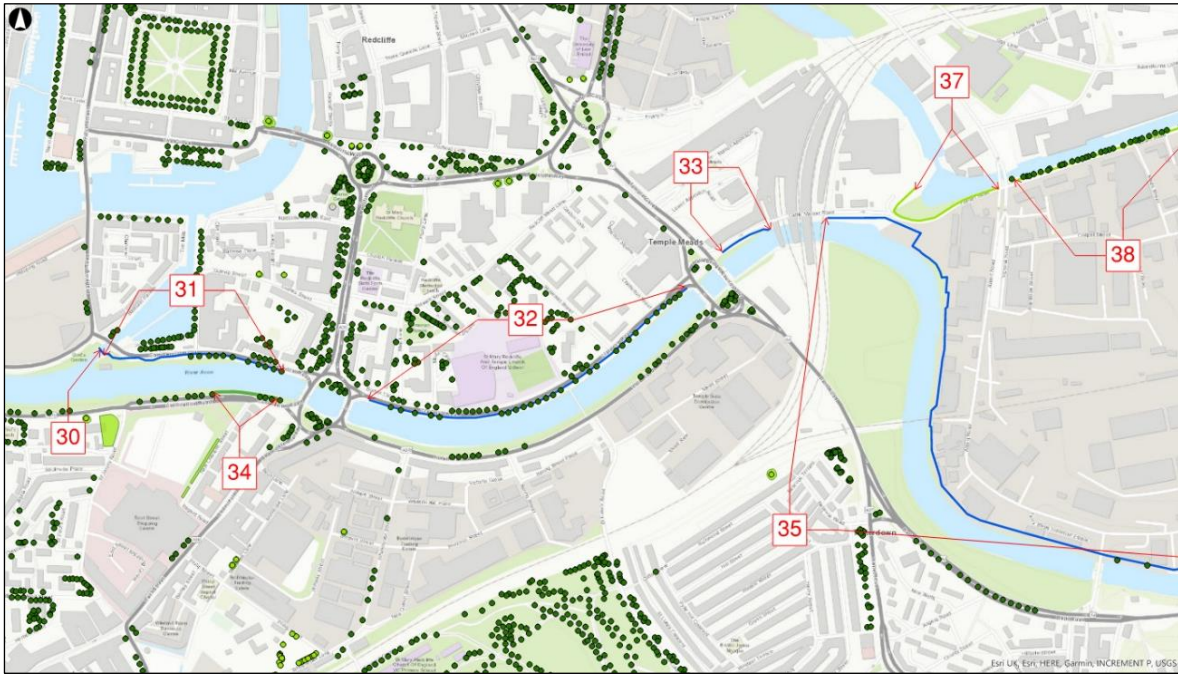


Figure 26 - Layout Plan - Redcliffe, Feeder Road and St Philip's Marsh

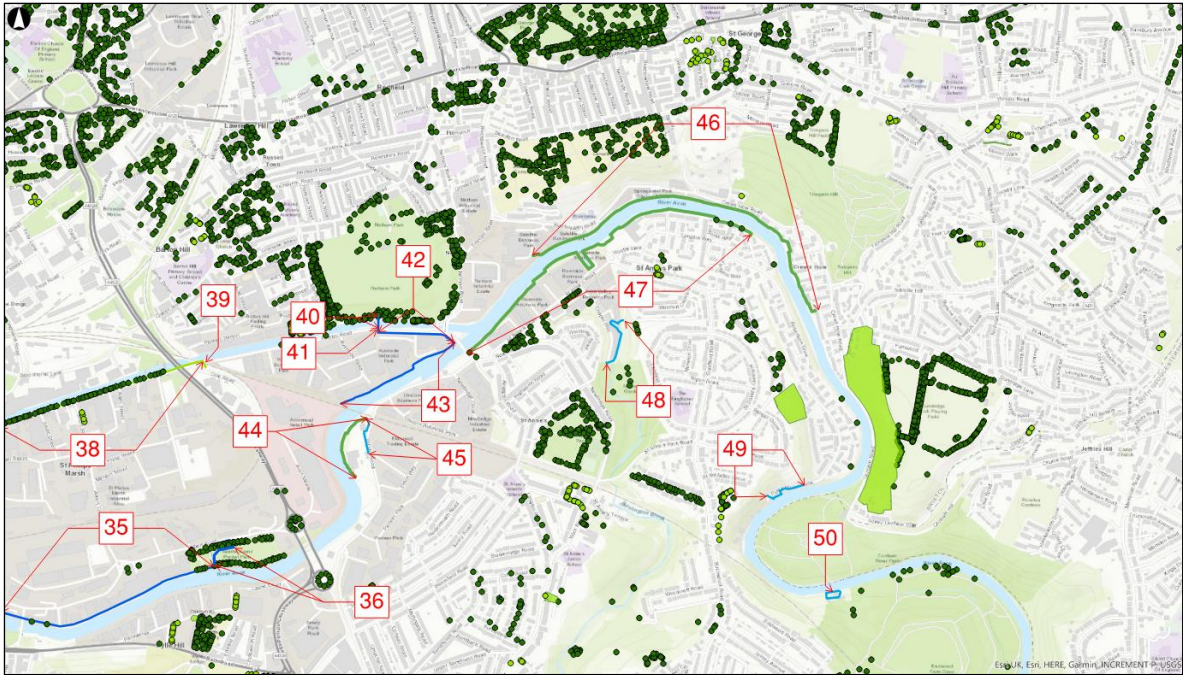


Figure 27 - Layout Plan - Feeder Road, St Philip's Marsh, Netham Lock, St Anne's and upstream

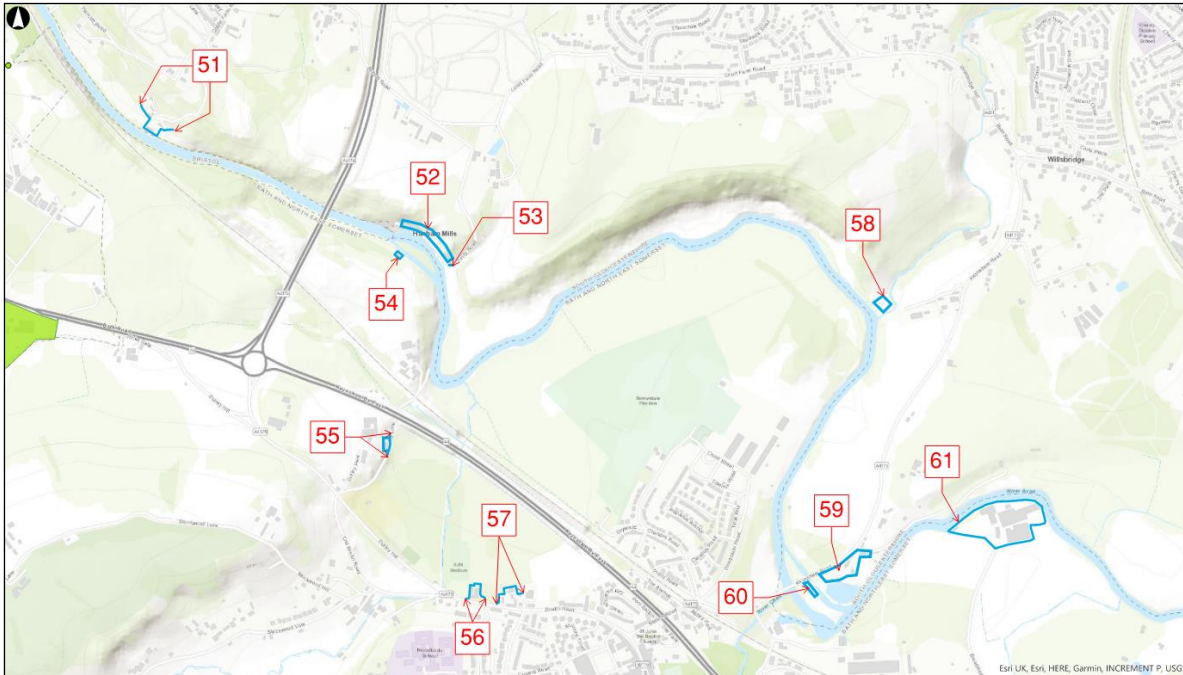


Figure 28 - Layout Plan – Upstream of A4174

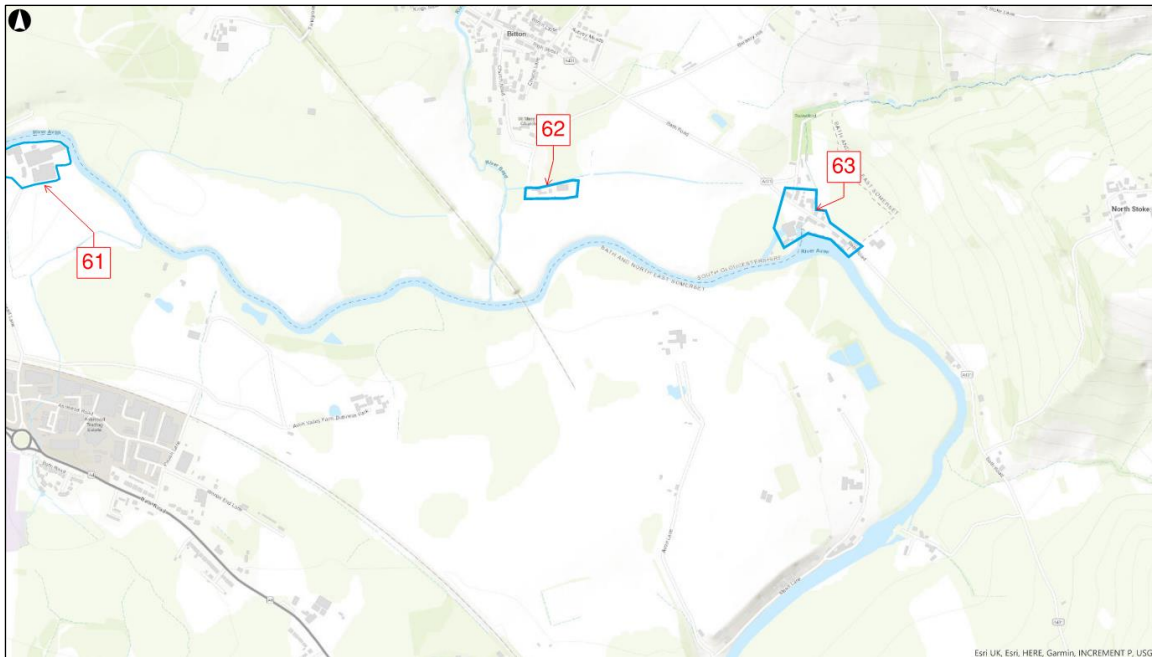


Figure 29 - Layout Plan – Broadmead industrial estate to Swineford

3.9.1.1 Raised defences

In general, defences constructed during phase 1 will be parapets, typically 0.5-1.5m above general ground level, allowing people seated beside immediately adjacent footways or paths unobstructed views of the horizon. Where defence heights do not allow this, measures have been designed to reduce the relative defence height (for instance ground raising or a raised path) to maintain views. It should also be noted that many of the higher defences (such as Cumberland Rd and Albert Rd) are designed to have active travel infrastructure on the river side, allowing unobstructed views outside storm events. Where possible, the route of the defences follows existing walls or other riparian assets.

High defences proposed through Epoch 2 (2069-2130) will be designed to allow for the impact of sea level rises and could require defences to be increased in height a further 0.7m-0.75m. Many defences require construction to their full height in phase 1 to comply with detriment mitigation criteria.

3.9.1.2 Flood gates

The existing lock gate infrastructure at the downstream (Western) end of the floating harbour are designed to maintain the Floating Harbour water levels, when this level is above that in the River Avon. They also have the facility for locking vessels out of the Floating Harbour. When levels are higher in the Avon, the gates are opened and levels are equal in the harbour and river. A key part of the Strategy will be raising the outermost set of lock gates, and changing their design to prevent high water levels in the Avon from entering the harbour and causing flooding.

The same is true at the upstream (Eastern) end of the harbour at Netham. Here, a lock gate allows passage between the River Avon upstream and the Floating Harbour when levels are different. The Strategy proposes a new flood gate on the Feeder Canal which will be open in normal conditions, but shut in flood

conditions. Existing road and bridge infrastructure prevents raising and adapting the existing lock gates (as explained in the preferred options report in Appendix C), although there may be an opportunity to revisit this based on the potential changes to Brislington New Bridge (see 2.14.11)

3.9.1.3 Development interface

The Strategy has been developed with flexibility in mind. For instance, BCC can work with potential developers to incorporate the appropriate SoP into new developments. This may involve bringing forward the delivery of flood defences in areas of developments or changing designs to fit with those constructed by developers. It is also possible that some areas could be delayed to avoid defences being constructed by BCC only to be replaced by developers. However, this would require agreement to ensure that there is not an unacceptable risk to properties should development be delayed.

This is most likely in the Western Harbour (ref. 14-27) and St Philip’s Marsh (ref. 35-39) areas of growth and regeneration. Other developments such as the consented Payne’s Shipyard will be required incorporate their own flood defences once developed, negating the need for further defences (in this case near ref. 18).

In these areas, the designs outlined in Table 17 and Appendix C should be viewed as a ‘backstop’ option to allow the costing and assessment of the Strategy, but the preferred outcome is for these areas to be developer-led, allowing the defences to be better integrated into future developments and utilising a wider river corridor.

3.9.2 Placemaking

Flood defences can be integrated into wider multi-functional public realm infrastructure. At SOC stage, a placemaking opportunities study explored aspirational opportunities that align with the Strategy’s strategic objectives. The study focused on four character areas, shown in Figure 30. It also shows the network of green spaces around the River Avon and the opportunity to create a green corridor for health, wellbeing and wildlife benefits. The corridor has many strategic transport nodes with the potential to establish strong connections along the E-W river corridor with N-S links into the city.



Figure 30 - Network of green spaces identified around the River Avon to create a green corridor

At this OBC stage, opportunities and constraints for each area have been identified in relation to public space functions, movement, accessibility,

biodiversity, heritage and views. These have been recorded in the Opportunities and Constraints drawings (Appendix C).

Following this, placemaking opportunities were integrated with the flood defences design and optioneering to align the preferred option with the opportunities identified. The sections in Appendix C show indicatively how public space interventions can be incorporated into the new designs.

For costing purposes, indicative quantities of landscaping materials including cladding, surfacing, benches and tree planting were used to ensure sufficient placemaking allowances in the construction cost. Additional allowances for measures to address biodiversity net gain are discussed in 5.1.1.

The opportunities identified relate to the preferred option design for the scheme described in this section. However, it should be noted that there are additional opportunities for integrating more ambitious placemaking interventions through coordination with the areas of growth and regeneration mentioned in 2.14. Primarily, this would be achieved through having a wider available river corridor in which to construct defences.

Placemaking has been incorporated into the Landscape and Townscape Character sections of the Draft EIA Scoping Report as well as Visual Amenity. Sensitive receptors have been identified and general mitigation measures proposed.

Due to the sensitivity of the areas affected by the proposed flood defences, a comprehensive package of works for public space design, including mitigation measures and enhancement will be required at the detailed design stage.

3.9.3 Natural Flood Management (NFM)

As discussed in Section 3.3, NFM was excluded from the shortlist of options for the strategy overall due to the required scale of interventions upstream to be effective, and more fundamentally, the need to protect against tidal flooding. However, it is recognised that NFM measures can mitigate localised flood risk from pluvial and fluvial flooding within the study area. NFM also has the opportunity to provide wider benefits including enhancing habitat and sequestering carbon. Moreover, implementation of NFM aligns with the objectives outlined in the Bristol City Climate Change Strategy to achieve by 2030.

An NFM assessment (see Appendix I) has been undertaken to identify NFM opportunities throughout the River Avon catchment and estimate the storage and peak flow mitigation potential within its sub-catchments. As part of the assessment high-level cost and carbon sequestration calculations have been carried out for two sub-catchments of focus within the River Avon, the Brislington Brook and the Malago. A site visit validated the mapping through ground truthing of the identified NFM features, as well as identifying potential additional opportunities.

The storage modelling results show that Brislington Brook could store 20,500m³ within the catchment, with a downstream mitigated impact of 12.3% during a 1 in 100-year return period fluvial flood event. From the opportunity mapping, the Malago catchment was indicated to be able to store 6,000m³, with a downstream

mitigation impact of 3.7% during a 1 in 100-year return period fluvial flood event. The site visit indicated that there may be potential for more ambitious NFM interventions within these catchments than those detailed by the opportunity mapping, which is underpinned by conservative assumptions.

Following on from this work, an expression of interest was submitted by BCC to take part in the Environment Agency’s new NFM Programme. Successful submissions are expected to be announced in early 2024. If Bristol is successful, the works proposed in the Malago catchment area will be complementary to the Strategy.

Further work is planned to quantify the potential benefits to property and infrastructure in terms of flow reduction on the Brislington Brook and Malago, as well as BNG and water quality improvements.

3.10 Residual risk

Residual risk for the Strategy has two main elements: risks associated with the failure of the defences and risks associated with events occurring which exceed the design parameters of the defences.

It should also be noted that some flooding will still occur in the design event once the Strategy has been implemented, however as demonstrated in Figure 31 and Figure 32 **the reduction in flooded area for the city of Bristol is significant for each SoP.**

For all figures, the smaller flood extent is placed on top of the next smallest flood extent. Therefore, the green areas show the additional flooding from the 1.33% AEP SoP option compared to the 1% AEP SoP option and the light blue areas show the additional flooding from the 1% AEP SoP option compared to the 0.5% AEP SoP option.

The results show significant areas of Bristol would benefit from the proposed scheme even if a 1.33% AEP SoP was selected. The 1.33% AEP and 1% AEP SoP results are similar. While there is significant benefit for fluvial events, there is greater benefit in tidal events. The benefit in 2130 is significantly greater than in 2069 due to the significant increase in flooding between 2069 and 2130 for the baseline Do Minimum option.

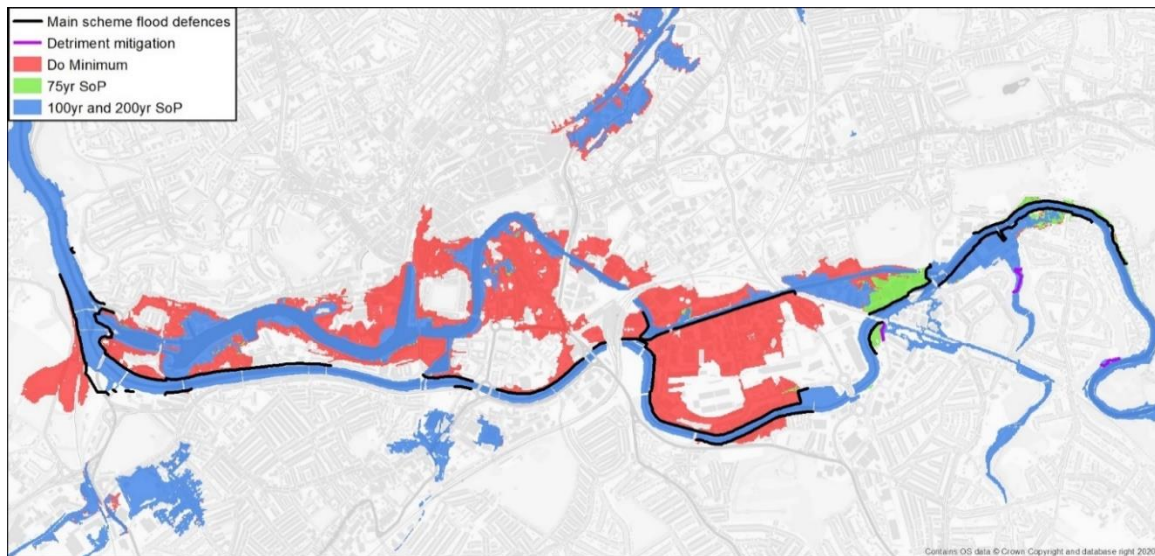


Figure 31 - Flood extents of raised defences options at local choice SoP vs Do Minimum for 2130 fluvial 1% AEP event.

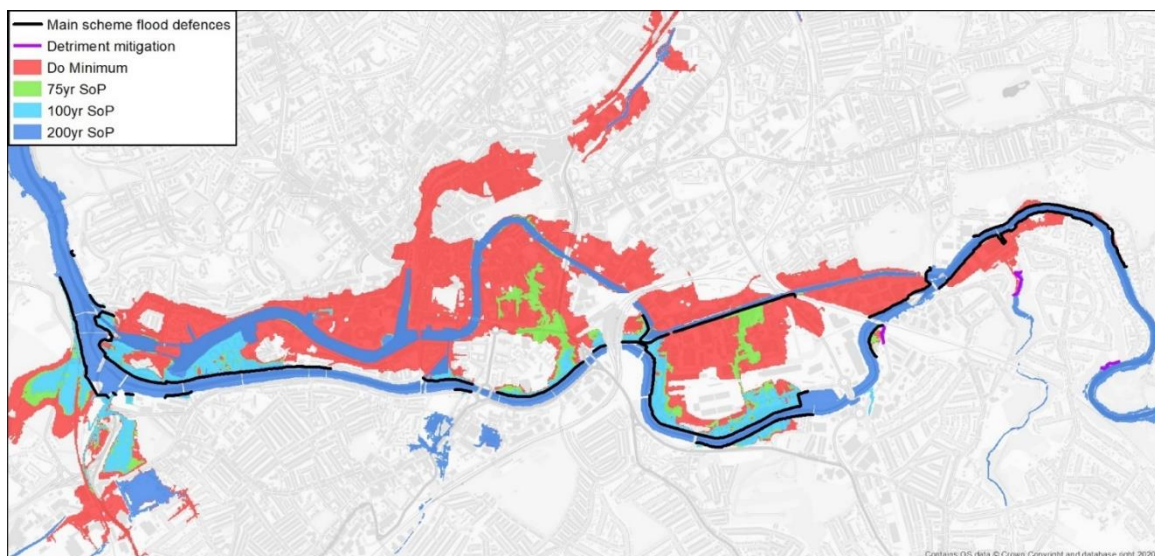


Figure 32 – Flood extents of raised defences options at local choice SoP vs Do Minimum for 2130 tidal 0.5% AEP event.

3.10.1 Risk of defence failures

The 2017 Strategy included model runs to investigate residual risk, including those associated with defence breaches at locations along the raised defence alignments and at entrance points to the Floating Harbour. For the worst case design event, the flood risk during a 2115 0.5% AEP event with Entrance Lock gates failing, led to flooding in areas around Entrance Lock, Junction Lock, Victoria Street, Temple Back and St Philip's. Failure of the proposed gates at Netham for the same event showed flooding in Netham and St Philip's. The flood risk associated with the breaching of raised defences was also modelled extensively.

It should be noted that this modelling considered only tidal flooding and will require updating at future stages.

When the preferred way forward is implemented, the chance of failure of the defences will be greatly reduced compared with the present day, considering:

- New flood gates will be constructed with multiple levels of redundancy to protect against failure.
- Most of the new defences are ‘hard’ defences (concrete walls, sheet piles or ground raising) and are generally not susceptible to failure.
- Defences will be designed to accommodate loading from the design water levels plus a freeboard allowance for uncertainty. In practice this will lead to them being designed structurally for a larger event

To reduce the risk of manually operated gates being incorrectly deployed during a flood event, current operations procedures will require updating and refining following the implementation of the Strategy.

3.10.2 Risk of events greater than the design flood

The process for choosing the SoP for the proposed defences is explained in Section 3.5.4. It should be recognised that the Strategy is unable to completely protect the city and surrounding areas from flooding, since larger, rarer events can always occur, however unlikely. This is to some extent mitigated by the provision of freeboard on the defences, which increase defence levels in practice.

Residual risk analysis has been carried out to determine the impact on Bristol of climate change allowances greater than those allowed for in the design of the defences (see 3.5.1), with the phase 1 defences in place. The scenarios are given in Table 18, and results are available in the modelling report (Appendix D).

With / Without freeboard?	Climate change allowances	Epoch	Flood event AEP
Without	Fluvial HC* & Tidal UE**	2069	Fluvial 1%
Without	Fluvial HC & Tidal UE	2069	Tidal 0.5%
Without	Fluvial CE*** & Tidal HC	2130	Fluvial 1%
Without	Fluvial CE & Tidal HC	2130	Tidal 0.5%
Without	Fluvial HC & Tidal UE	2130	Fluvial 1%
Without	Fluvial HC & Tidal UE	2130	Tidal 0.5%
With	Fluvial CE & Tidal HC	2130	Fluvial 1%
With	Fluvial CE & Tidal HC	2130	Tidal 0.5%

Table 18 - Climate change scenarios

*HC = Higher central allowance

**UE = Upper end allowance

***CE =Central allowance

4.0 Commercial Case

4.1 Procurement strategy and timescales

4.1.1 Regeneration and Development

The Strategy sets out a clear route to deliver the safe management of flooding across the city without increasing flood risk elsewhere. Dependencies on which the Strategy could become reliant have been identified and mitigated to avoid barriers to reasonable certainty of delivery.

A proportion of the defences interface with areas of growth and regeneration (discussed in 2.14) where proposals are at an early stage of their development. Work on masterplans for these areas is expected to commence in 2024. Implementation of these plans is constrained and anticipated over the long term.

The preferred option approach for the Strategy is phased standalone flood defences. The Strategy avoids reliance on defences integral to new development, delivered over a period of time to a degree as the market dictates. However, integration of the defences into the urban landscape as part of developments offers many opportunities. To maximise these opportunities BCC has developed a phasing plan for the detailed design which aligns with the G&R masterplan programmes, focused on ensuring the flood defences will be integrated with high-quality public spaces in future developments, providing defences that benefit Bristol all year round, not just in times of flood.

BCC continues to work closely with the Environment Agency to ensure the Strategy is delivered in an appropriate timeframe to enable new development to rely on the proposed defences. The draft Local Plan provides new planning policy to support the delivery of Phase 1. The plan sets out the requirement for defences to be accommodated or implemented as part of development, and safeguards land for delivery. Prospective developers are provided with the details necessary to incorporate any mitigation measures to address residual risks through information provided in the Level 2 Strategic Flood Risk Assessment.

To deliver a flood strategy which achieves the wider benefits, some sections of the flood defences located in areas on Growth and Regeneration will need to be funded and delivered by the development. BCC will continue to work with private developers to seek agreement to integrate defences within proposals, along with gaining contributions towards the Strategy to address the additional funding requirement.

4.1.2 Maintenance

In accordance with FCRM GiA allocation (specifically the conditions relating to the Grant Memorandum), it is the responsibility of the Risk Management Authority (in this case, BCC) applying for the grant to obtain sufficient funds to carry out all maintenance operations for the proposed assets linked with the GiA allocation.

Where the projected maintenance and operational costs for the Strategy are existing, derived from the need to continue Floating Harbour operations, or relate

to defences which are replacing existing infrastructure within the harbour, these costs will be funded by the harbour authority.

Beyond this, BCC will be responsible for obtaining the funds to operate and maintain any new flood defence infrastructure, which will be sourced through a combination of BCC internal funds, external sources and in the form of commuted sums from third party owners who have incorporated flood defences within their developments.

The Environment Agency operate and maintain the tidal flood defences at Pill and Shirehampton. The Environment Agency also currently provide funding to BCC to operate the existing harbour stop gates under a Memorandum of Understanding. These principles will remain, even where existing infrastructure is replaced.

BCC and the Environment Agency have worked closely to develop a forecast for the operational and maintenance costs for the Strategy, as included in the OBC. With the Harbour Revision Order currently under review, the final decision on the split between operation and maintenance liability of assets between the harbour authority and BCC cannot be finalised. This will be completed during the FBC stage.

BCC and the Environment Agency have a Memorandum of Agreement and Collaborative Agreement in place, which sets out the respective roles and responsibilities. It is expected that a further legal agreement will be required to enable the Council to build and maintain the defences.

4.1.3 Procurement Strategy

Procurement of the Strategy will be in accordance with public sector procurement rules under the Public Contracts Regulations 2015, via the e-notification service Find a Tender (FTS). This will be achieved by following the HM Government's 'The Construction Playbook'- Government Guidance on sourcing and contracting public works projects and programmes.

The focus of the Playbook is to get projects right from the start, including the procurement and management of public works projects. The Strategy's procurement strategy considers project outcomes to create the right environment to embed social value; utilising incentivised contracting arrangements (modern methods of construction) to deliver sustainable, whole life carbon approach based solutions that works for the city.

At SOC stage, the Strategy considered multiple OBCs, followed by a single FBC for the scheme. Through discussions with members of the LPRG, it was agreed that the strategy will deliver a single OBC, followed by multiple FBCs.

There are key considerations BCC need to assess when deciding on the number of FBCs required, these include:

- available funds.
- phasing requirements.
- priority works.

- complexity of design.
- early supplier involvement.
- skills, knowledge and experience of supply chain.

At FBC, the Strategy will undertake the detailed design, associated surveys and investigations, consenting, and supporting specialist advice and expertise required to successfully manage and deliver a major capital programme.

The Strategy will need to conclude its assessment of the preferred consenting approach. Through advice, it is understood that an application to the Secretary of State under the Transport and Works Act Order 1992 (TWAO) - including to grant planning permission to obtain powers to carry out and use works that interfere with navigation rights will be required. Recognising TWAO applications are a set of complex legal documents, BCC as promoter will appoint a legal advisor to act as their parliamentary agent, responsible for advising BCC on their application to the Secretary of State, and subsequent decision-making process.

Although the Strategy has been developed as a strategic approach to a single benefit area for GiA funding (plus measures upstream or downstream of central Bristol) to mitigate adverse impact, the multiple FBCs offer flexibility to sections of defences within areas of Growth and Regeneration (Western Harbour and BTQ), with potential developer led opportunities, whilst always prioritising flood risk mitigation in the context of the overall flood risk strategy. The GiA benefits and funding will be apportioned between the FBCs.

An assessment of the procurement approaches for the construction phase has been undertaken, by BCC. A summary of the advantages and disadvantages are provided in Table 19 below.

Procurement option	Summary	Application for the flood strategy
Open Procedure:	In the open procedure, any interested supplier can submit a bid in response to a public sector procurement opportunity. This method is typically used for low to medium-value contracts where competition is encouraged.	Not Suitable for the full BAFFS programme due to its overall size and complexity however this method could be utilised for smaller bespoke projects within the programme
Restricted Procedure:	In the restricted procedure, suppliers must express their interest in participating in the procurement process. Only those suppliers who meet the pre-qualification criteria are invited to submit bids. This method is used for more complex or high-value contracts.	Not Suitable for the full BAFFS programme but as with the Open procedure could be utilised for a smaller standalone project or groups of projects
Competitive Dialogue (CD):	The competitive dialogue procedure is used for complex contracts where the contracting authority engages in dialogue with potential suppliers to identify the most suitable solution. This method is often used for innovative or technically challenging projects.	Preferred Solution as this method enables the specification to be developed through dialogue with potential bidders before award of contract(s). The focus of this method is more around the specification of the requirement and its delivery.
Competitive Procedure with Negotiation (CPN):	This method involves a competitive process where negotiations with selected suppliers are allowed. It is used for particularly complex contracts that require negotiation to determine the final terms.	Possible Option. A solution to appoint a delivery partner for the BAFFS programme. The CPN method requires all bidders to submit an initial tender which can then each be individually negotiated. The focus of this method is more on price than the CD method.
Create BCC Framework Agreements:	Framework agreements are long-term agreements with one or more suppliers that establish the terms and conditions for future contracts. Public sector organizations can call off from these frameworks	Not Suitable. A bespoke Framework to deliver BAFFS would likely be too complex to put in place and would require multiple call offs to support the programme.

	when they need specific goods or services without going through a full procurement process each time.	
Innovation Partnerships:	Innovation partnerships are used when a public sector organization wants to develop innovative products, services, or works with the help of one or more partners. The process involves a competitive dialogue to select suitable partners.	Not Suitable for BAFFS as the majority, if not all of the required works are in existence and therefore do not require an innovative/new solution.
Utilise existing Framework Agreements	Multiple Frameworks exist that could be utilised e.g. CCS, Pagabo, Scape and the Environment Agency's own Collaborative Delivery Framework.	Possible Option either for the entirety of the BAFFS programme to appoint a delivery partner or for multiple call offs of individual projects. However framework total values, limited choice of suppliers and need for competitive prices restricts the value of this option for the Strategy.

Table 19 - Procurement options

4.1.4 Full Business Case

At this stage, the Strategy considers the following approach to the delivery of multiple FBCs:

FBC1

- All defences outside of the areas of growth and regeneration.

FBC2

- Defences linked to Western Harbour development area. Separating this particular interface/dependency to one area, allows alignment on programme and emerging design.

FBC3

- Defences linked to BTQ development area. Again, separating this particular interface/dependency to one area, allows alignment on programme and emerging design.

Splitting the next stage into three FBCs provides the ability to react accordingly to the progress of G&R areas, whilst mitigating the reliance on the development of their masterplans to start design work on defences located elsewhere.

4.1.5 FBC Contract Strategy

There are multiple contract strategies, including but not limited to the following options as outlined in Table 20:

- a traditional design-bid-build.
- a specialist design and build contract (fixed price or target cost).
- incorporating the works as part of developer-led works.

Approach	Advantages	Disadvantages
Traditional (design-bid-build)	<ul style="list-style-type: none"> • Quality; full design pretender • Design flexibility, variations and instructions Specialist subcontractors • Design control • Cost; there may be a lump sum cost benefit unless multiple changes are made 	<ul style="list-style-type: none"> • Time; requires full detailed pack pretender • Cost; not a benefit if many changes are made once the design is tendered.
Design and build – Option A Lump Sum Fixed Price	<ul style="list-style-type: none"> • Time; fast track, overlap of design and construction • Cost; lump sum / guaranteed maximum price • Single point of responsibility; contractor design and build responsibility • Buildability; Early contractor input to design 	<ul style="list-style-type: none"> • Scope; Need to develop the employer’s requirements and design to a significant level where the contract with the contractor can be let without passing over too much risk as this will drive the costs up. • Quality; cheapest route to meet contract specification can lead to low quality products / build quality • Innovation; limited benefits to contractor to provided value engineering proposals • Design flexibility; request for changes will have high cost / time implications • Cost; Can end up paying for risks which are not realised.

Design and build – Option C Target Cost	<ul style="list-style-type: none"> • Budget setting; Forecasts provided for stage 2 costs during design development. Opportunity to not proceed with stage 2 if total of the Prices can not be agreed for the target cost. Transparency on costs during stage 1 and 2 through open book and audit procedures • Time; fast track, overlap of design and construction, detailed scope to be developed by supply chain • Cost; incentivised to beat target cost during construction through value engineering proposals • Single point of responsibility; contractor design and build responsibility • Innovation; can benefit quality Low risk for the client • Buildability; Early contractor input to design 	<ul style="list-style-type: none"> • Quality; cheapest route to meet contract specification can lead to low quality products / build quality • Cost; risk of cost increase, with spend over target shared between contracting parties • Design flexibility; request for changes will have high cost / time implications
Growth and Regeneration / Private Developer led	<ul style="list-style-type: none"> • Cost; Defences funded by others • Responsibility; Reduced responsibility for BCC to manage Defence levels can still be met 	<ul style="list-style-type: none"> • Control; Less control over solution. Lack of design flexibility • Programme; outside of BCC control • O&M; Greater complexity for assurance, inspection and maintenance

Table 20 - Contract strategies

4.1.6 Procurement route and timescales

To achieve a consented strategy, as well as assurance of the FBC(s), a design that is coherent for a single flood strategy is required. Given the strategic context on which this scheme is being delivered, the need to align the Strategy with masterplan developments, and continued control over the design is required at this stage. As such, the preferred approach is design-bid-build, two stage open tender with support through Early Supplier Engagement on buildability considerations for detailed design and consenting of the FBC(s).

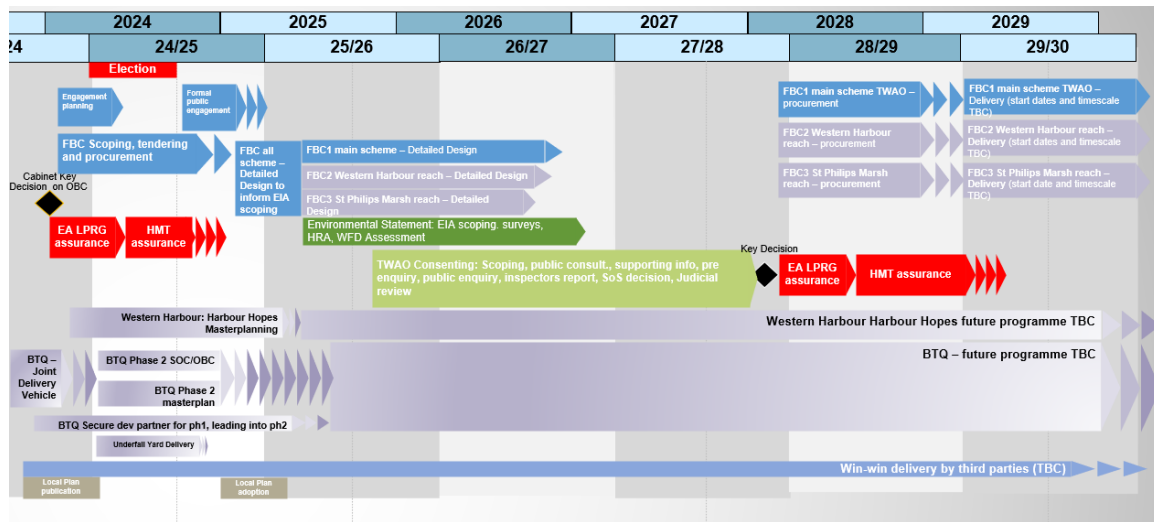


Figure 33 - Indicative Strategy delivery timeline

4.2 Efficiencies and commercial issues

Identifying and realising efficiencies has been and will continue to be an integral part of the delivery of the scheme, with an aim to deliver a minimum 10% efficiency saving on the overall scheme costs (as per the Defra/Environment Agency FCRM six-year capital programme-level target for efficiency savings).

It is understood that the Defra funding condition applies to all capital GiA spend, whether led by the Environment Agency, or by another Risk Management Authority (RMA), as set out in the Grant Memorandum issued along with the GiA funding allocation. The project delivery team will work with Environment Agency local Area Programme and PSO teams on the future reporting of efficiencies.

It should be noted that the scale of inflationary pressure on the scheme from Gateway 0 to present day (OBC submission), far exceeds any realisable efficiency saving. Despite this challenge, significant design development, value engineering and collaborative working has brought about notable cost reductions from the SOC design. These include:

- Cumberland to Clarence Road – through further geotechnical desk studies, the extent of piling required at SOC has been significantly reduced. Despite the increase in construction costs generally due to inflation, and the later assumed construction start date, the cost of these defences has reduced by approximately £30m.

- Incorporating further topographic and threshold survey into the hydraulic model has reduced the length of the defence on the North bank at St Anne's by approximately 250m, saving ~£4m.
- The height of the Chapel Way defence has been significantly reduced through further hydraulic modelling, to allow limited overtopping without flooding properties.
- Reduced defence lengths at Shirehampton, Sea Mills and Bower Ashton to take advantage of natural high ground.
- The use of practical betterment measures upstream of central Bristol (see 3.5.3)

4.2.1 Contract management

Contract management for the FBCs (detailed design) and construction will be delivered in accordance with the BCC procedures ensuring compliance with all relevant legislation.

5.0 Financial Case

5.1 Summary of financial appraisal

5.1.1 Approach to costing

To develop the costing of the preferred option, a bottom-up approach has been used. The updated hydraulic modelling work defines the levels, height and lengths of the flood defences and works to meet the scheme objectives and prevent adverse impacts.

For flood defences that are designed to provide protection to receptors behind the defence, allowance has been made for freeboard to manage the uncertainty in modelled water levels. However, where the flood defence is used purely to prevent detriment, a freeboard allowance is not required. The freeboard allowance has been determined via a residual uncertainty analysis following the latest Environment Agency guidance (Appendix B), and ranges from 290 to 760mm.

To enable the benefit-cost assessment for the strategy, the cost of the scheme has been derived for a number of scenarios with different SoPs. The report and associated spreadsheet in Appendix F gives details, summarised below. Input from early supplier engagement has also been used to inform the costs.

Allowances have been made for other costs including:

- Utilities diversions – based on returns from statutory undertakers, an uplift of Capex costs ranging from 0-5% has been applied.
- Environmental mitigation – based on initial analysis of BNG requirements, a 3% uplift has been applied.
- Site investigation costs covering topographic and utilities searches, as well as ground investigation, have been estimated.
- Costs for design, FBC development, site supervision and other consultancy services have been estimated and applied. These are described further in Section 5.1.6.
- An allowance for compensation to landowners has been applied at 5%, based on analysis of previous similar projects.

At SOC stage, placemaking was costed by applying an indicative rate per linear m of defence across the scheme, set as either 'high' or 'low' depending on location. A full placemaking 'design' has not been carried out at this stage (see 3.9.2), but placemaking opportunities have been incorporated into the engineering design – for instance through terracing, inclusion of active travel opportunities and landscaping.

Indicative quantities of these elements have been costed to include in the overall cost estimate. For some areas, an indicative per metre rate has been applied to the scheme.

Cladding allowances for each flood defence have also been updated. This was undertaken with information and assumptions provided by the placemaking team.

5.1.2 Capital cost

Capital costs are defined as construction and preliminary costs associated with building the new defences. This includes construction works to raise existing embankments, replace existing floodgates, introduce new floodwalls and foundations, alter road infrastructure and other adaptations to the river where flood defences are required.

The capital cost estimates have been produced from professional advice from Arcadis and Arup. Their cost estimate is derived from volume and unit rates and cost precedents of similar flood defence schemes. They have taken into account the Environment Agency's FCRM projects and funding guidance (FCRM-AG). The phasing of capital works relates to sequencing of constructing the flood defence works, acknowledging further flood defence work will need to be undertaken in phase 2 by raising and where necessary extending raised defences as described in 3.4.2.

5.1.3 Operation and maintenance cost

The Operation & Maintenance (O&M) costs for the scheme developed at SOC have been updated to reflect the preferred option development. Working with the Environment Agency, a standard template of O&M costs for each defence type being proposed has been developed that could be replicated across the reaches and factored for its length.

It should be noted that a significant part of the projected maintenance and operational costs for the Strategy are derived from the need to continue Floating Harbour operations and these costs would have been incurred anyway. The preferred option described in 3.9 will also modernise many of the harbour assets, which is expected to reduce future operations and maintenance costs. In addition, Maintenance funding is discussed further in 4.1.2.

For each defence type, these are described below. It is assumed that there will be an overall "Tidewatch" cost associated to personnel monitoring and managing the operation of the floodgates across the scheme.

The costs were aggregated over the strategy's 100 years design life and summed across the scheme before being discounted accordingly to provide a present value cost. It has been assumed that when defences are raised in the 2060s to provide an increased SoP, existing defences will also be fully refurbished. Further information is included in Appendix F.

Raised wall costs (gravity and piled):

- Inspection of walls, flap valves, joints and pile caps
- CCTV survey and jetting of outfalls where necessary
- De-vegetation
- Flap valve replacement

Embankment costs:

- Inspection
- Grass cutting
- 'Top up' of low spots where necessary

Floodgate costs:

- Monthly and pre-tide inspections
- MEICA inspection and repair
- Structural and mechanical inspection and repair
- Replacement every 45 years in line with Environment Agency guidance

Property Flood Resilience:

- Inspection
- Replacement

Dams:

- Inspection
- Localised repairs where necessary

The cost of operating the new flood gates at Entrance and Netham Lock have been estimated by analysing the cost per operation of the existing lock gates at Entrance Lock, and estimating how many times per year the flood gates will be required. Likewise, an allowance for routine inspections of the gates has also been included.

5.1.4 Risk

The Strategy's delivery risk register has been updated (see Appendix H). Several key risks identified at SOC have been closed out, in particular around hydraulic modelling uncertainty, environmental assessment and the definition of detriment mitigation proposals. The remaining identified risks have been qualitatively and quantitatively analysed to determine their cost and programme impacts, as well as likelihood of occurrence. Those with the highest impact include:

- Delays to project delivery due to challenge, stakeholder agreement and the change in governance at BCC expected in 2024.
- Adverse ground conditions
- Landowner and occupier agreements
- Temporary works and traffic management or restrictions

This data has been used to inform probability modelling, also known as a Monte Carlo analysis, of the required risk allowance in the scheme. The 50th percentile risk value is £9.0m in cash cost terms, and the 95th percentile value is £18.3m. The 95th percentile represents more of a worst case scenario of risk materialising

and subsequent costs. 50th percentile represents a credible average level of risk materialising. These have been included in the project costing as appropriate.

A 49% optimism bias has been applied to the costs, following FCRM technical guidance and using project-specific factors to reduce from the average allowance for flood defence projects at this stage of development.

For areas where the chosen defences involved property flood resilience (PFR), a lower 41% was used, however as a weighted proportion of the scheme costs, this does not have a significant impact on the overall Optimism Bias of the scheme. This is broken down in Table 21.

Risk components contributing to above factors		Average % Risk Component for Flood Defence Projects		
		Non-PFR defences	PFR	
Procurement	Late contractor involvement in design	1	1	1
	Dispute and claims occurred	11	11	11
	Other	1	1	1
Project specific	Design complexity	4	3	2
	Degree of innovation	4	1	1
	Environmental impact	13	13	3
	Other	9	9	9
Client specific	Inadequacy of the Business Case	23	12	12
	Funding availability	2	3	3
	Project management team	1	1	1
	Poor project intelligence	8	6	6
Environment	Public relations	5	5	5
	Site characteristics	4	4	2
External influences	Economic	5	5	5
	Legislation/regulations	4	4	3
	Technology	4	1	1
	Other	1	1	1
TOTAL		100	81	67
Optimism bias %		60	49	41

Table 21 - Optimism bias calculation

Risk allowances have been applied to each section (site reference) of the full programme of capital works. These risk categories can be defined as 'Risk on Construction items', 'Risk on Non-Construction items' and 'General'.

5.1.5 Project costs

The total capital works cost expressed in cash cost is shown in Table 22.

Cost heading	Cash cost (£)
Cost up to OBC	3,200,000
Salary costs	Included in 'Professional Advice'
Cost of Professional Advice	15,000,000
Site investigation and survey	3,600,000
Construction	170,500,000
Supervision	Included in 'Professional Advice'
Environmental mitigation	4,600,000
Land purchase & compensation	7,700,000
Other (Inflation)	16,000,000
Risk and Optimism Bias	117,500,000
Future cost (Construction + Maintenance)	115,700,000
Optimism Bias on future cost	40,700,000
Total	494,700,000*

Table 22 - Whole life project costs

*Total does not sum due to rounding.

Table 23 provides an overview of the total value of project, which excludes future costs and those incurred up to OBC.

Cost Heading	Total value of project (cash cost, £) (For approval)
Cost up to OBC	Exclude previous applications
Salary costs	Included in 'Professional Advice'
Cost of Professional Advice	15,000,000
Site investigation and survey	3,600,000
Construction	170,500,000
Supervision	Included in 'Construction'
Environmental mitigation	4,600,000
Land purchase & compensation	7,700,000
Other (inflation)	16,000,000
Risk and Optimism Bias	117,500,000
Total	335,000,000

Table 23 - Total value of the project in cash terms

5.1.6 Strategy development costs

Project Development cost	Cost (cash cost, £)
SOC	1,300,000
SOC to OBC	1,900,000

Table 24 - Project development cost up to OBC

So far, the strategy development costs have been funded by BCC, WECA, and the Wessex Regional Flood and Coastal Committee via Local Levy.

The Environment Agency's Collaborative Delivery Framework (CDF) Lot1 PSC Cost Curve has been used to give an indication of the expected FBC development costs, based on analysis of previous Environment Agency FCRM schemes. From this, an FBC cost of around £6.5m is suggested. However, it is important to recognise that the cost curve has very few high values, and no directly comparable scheme data points. It is expected that the development of a TWAO and all associated legal costs, extensive consultation and the production of multiple FBCs (as may be required to align with the areas of regeneration) may increase this cost significantly in comparison with an average scheme that would otherwise fit the cost curve more closely. Furthermore, an initial high-level estimate of £3.5m has been identified for ground investigation costs in support of the FBC work.

It could therefore be reasonably expected that development costs up to FBC submission may be in the region of £15m. This figure has not been derived from a detailed bottom-up costing exercise however, so it would be prudent to apply a suitable optimism bias to reflect this uncertainty.

Project Development cost	Cost (cash cost, £)
OBC to FBC	15,000,000*

* this figure has not been market-tested at this time, so a suitable optimism bias should be applied.

Table 25 - Project development cost from OBC to FBC overview

5.2 Identified funding sources

5.2.1 FBC delivery funding

Funding of £2.2m has been programmed from Local Levy. The remaining funding required to develop the FBCs is being sought between a balance of Bristol City Council flood reserves funding and new WECA grant funding.

5.2.2 FCRM Grant in Aid

Maximum eligibility for Grant-in-Aid (GiA) has been estimated as £211.2m (present value terms). A full explanation of how this figure has been assessed is provided in section 3.5.4 and Appendix E.

5.2.3 Other allocated funding

- The WECA Economic Development Fund (EDF) has a programme allocation of £10.0m (today’s prices). Seeking further funding from this source could be explored but given that the EDF is fully subscribed this could only be via a substitution with other BCC programme allocations.
- In an October 2022 key decision, BCC allocated £20.4m of future Community Infrastructure Levy (CIL) funding towards the project.
- The 2022/2023 BCC budget earmarked £10.0m of reserves for the project.

5.3 Expenditure and income profile

Table 26 provides an overview of the expenditure and income of the flood scheme over the FBC and construction period (2024/25 to 2035/36). Cost less contingency is the total capital costs, excluding sunk costs. Contingency is defined as the sum of optimism bias and 95th percentile risk allowance. Contributions are defined as all identified funding other than GiA, as outlined in 5.2.

All funding amounts have been committed in today’s prices apart from GiA, which is calculated in present value terms. For consistency with the presentation of costs in this financial case, all funding amounts are presented below in cash terms. To convert from today’s prices to cash terms, it is assumed that GiA is spread across the construction period in proportion to project costs and that

remaining funding is drawn down on the date of need. Inflation is then applied in line with the GDP deflator. These assumptions need to be confirmed with funding providers.

Income and Expenditure streams (Cash terms, £m)	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	34/35	35/36	Total
Cost less contingency	3.4	3.4	3.4	2.4	2.4	32	46	20	31	44	17	13	218
Contingency (risk + OB)	-	-	-	-	-	19	27	12	18	25	10	8	118
Total cost	3.4	3.4	3.4	2.4	2.4	50	73	32	48	69	27	21	335
Grant in aid	-	-	-	-	-	40	58	25	38	55	21	17	255
Contributions	2.2	-	-	-	-	10	15	6	10	3	-	-	46
Total income	2.2	-	-	-	-	50	73	32	48	58	21	17	302

Table 26 - Expenditure and income profile from 2024-36 – excludes SOC and OBC development costs

5.4 Funding strategy

5.4.1 Summary of current funding position

The current cost and funding position is summarised below. This is presented in present value and cash terms for comparison across the rest of the OBC. The remainder of the Financial Case is presented in cash terms only.

Summary Table	Present Value (£m)	Cash Cost (£m)
	<i>50 %ile risk, inflated and discounted to 2028</i>	<i>95 %ile risk, inflated to outturn year, undiscounted</i>
Project capital costs, including inflation, risk and optimism bias	255.5	320.1
Identified funding (excl local levy)	250.7	299.3
Additional funding requirement (excl FBC)	4.8	20.8
Project capital costs plus FBC costs	270.5	335.1
Identified funding (incl local levy)	252.9	301.5
Additional funding requirement (incl FBC)	17.6	33.6

Table 27 – Summary of cost and funding position

Table 28 shows a more detailed breakdown of allocated funding for project costs (in cash terms only).

Source of Funding	Value (£, cash terms)
Flood Defence Grant in Aid	255,300,000
BCC reserves	10,900,000
WECA Economic Development Fund	10,900,000
Allocated CIL	22,200,000
Local Levy	2,200,000
Total funding	301,500,000

Table 28 - Sources of funding

This translates into partnership funding scores as set out below.

Source of Funding	%
Raw Partnership Funding score	77
Adjusted Partnership Funding score	94

Table 29 - Partnership funding scores

Based on allocated funding and including FBC costs there is a current additional funding requirement of £33.6m in cash terms (£17.6m in pv terms). A wide range of other funding sources have been explored to maximise local contributions to the Strategy. Further work is planned to determine the quantum of each option, however, analysis completed to date has identified sufficient funding to achieve an adjusted partnership funding score of up to 120%. Only a small proportion of the identified funding opportunities needs to be secured to achieve a score of 100%. The options considered are detailed further in 5.4.3.

5.4.2 Overall approach

BCC will act as the accountable body for the Strategy’s delivery. BCC has experience of managing capital construction projects and will be responsible for performance and compliance to ensure the activities supported fit within the programme objectives, are value for money and are an efficient use of public resources.

Following approval of the SOC, considerable work has been undertaken by BCC in close consultation with the Environment Agency’s partnership funding specialists and other partners to develop a funding strategy for the project. The overarching approach has followed the ‘beneficiary pays’ principle i.e. the approach should distinguish between:

- National contributions towards the ‘public good’ elements of the programme
- City-wide and/or broader regional contributions, to reflect the role that Bristol city centre plays in the West of England economy.
- Specific contributions from those who are directly subject to flood risk, or benefiting from the defences, where appropriate and feasible.

There is a compelling case for other sources of funding for the Strategy. In terms of the local economy, the Strategy will help deliver significant benefits through avoided damage to businesses and infrastructure (£912m), avoided disruption to local businesses (£360m), protection of the tourism industry (£354m) and the creation of construction jobs (£23m). There are emerging/proposed developments that could be capable of generating an estimated £5.3bn in GVA, and £1.7bn in other benefits, located in the benefitting floodplain of the strategy and whilst the progression of these developments is not solely dependent on delivery of a flood strategy, it removes a significant constraint and will enable these to progress to a faster timescale and lower cost. By protecting the city centre, it will safeguard a transport hub that is central to plans for economic growth in the wider West of England region. This transport hub is currently the

key location within proposals being considered for mass transit systems for Bristol, worth several £bn.

A wide range of funding options has been considered. These fall into the following broad categories: BCC and WECA funding; central government funding; land value capture; and other beneficiaries. Each possible funding option was rated according to its relevance of funding to flooding; scale of funding available; and feasibility of accessing funding. Following this sift, a series of options were shortlisted for further analysis.

5.4.3 Shortlisted funding options

Developer contributions

Developers are key potential beneficiaries of the Strategy due to the scale of development unlocked, so significant emphasis has been placed on maximising contributions from developers. In addition to CIL payments, BCC's draft local plan includes an expectation that developers in areas benefitting from the scheme will make financial contributions and/or deliver flood protection infrastructure where appropriate.

The financial contributions would take the form of negotiated contributions, following the principle of beneficiary pays. The potential scale of these contributions is subject to further consideration, but when combined from sites across the areas in the city set to benefit, could form a significant contribution to the overall funding need.

Delivery of flood protection infrastructure has potential to form a significant level of in-kind contribution if developers construct the required level of flood defence as part of their developments. Again, this follows the principle of beneficiary pays because developers need to deliver a sufficient level of flood protection for their schemes. Doing so in a coordinated manner will benefit the wider flood Strategy too. This is likely to be most feasible in major regeneration areas, such as Western Harbour and Bristol Temple Quarter, as well as planned developments such as Payne's Shipyard. The total cost of works in these areas is around £45m (cash terms, excluding risk). Estimating the amount that could be captured from in-kind contributions is challenging at this stage, but it has potential to be a significant proportion of that cost.

Bristol City Council is in early discussions with developers in relation to both these types of contributions.

Additional grant funding contributions

Additional grant funding could come from various sources. Given the substantial regional benefits of the Strategy there is a strong argument for WECA funding. £25m (today's prices) has been provisionally identified as a potential future allocation, but this is not yet confirmed.

There may also be a case for additional central government funding, if required. The Strategy will unlock significant development and regeneration, supporting DLUHC and Homes England objectives. DLUHC has already awarded £95m, mainly for transport infrastructure, to support regeneration at Bristol Temple Quarter. Further grant funding could be explored to maximise the value of this

investment and spread the benefits across a wider area. There are several other central government departments with objectives aligned to the project and further work is needed, supported by a strong and unified regional voice, to build a case for additional central government support.

Additional CIL

In an October 2022 key decision, BCC allocated £20.4m of future Community Infrastructure Levy (CIL) funding towards the project from FY 2025/6 to 2031/2 inclusive.³⁸ Any future additional CIL allocation would be a decision for BCC, taking account of CIL collection rates and other infrastructure priorities. However, given the importance of the delivery of flood defences for Bristol there is a rationale for considering future additional allocations.

Recognising that there are numerous demands on CIL, it is however reasonable to assume that a portion of future CIL growth could be allocated to support the delivery of the Strategy. Key assumptions, each subject to change, include development volumes and timing, the level of the CIL charging rate, and proportions of eligible floorspace.

Public sector land value

There are substantial public sector land holdings in areas that will benefit from a reduction in flood risk as a result of the scheme. Where this reduced flood risk increases the potential for development on public sector land, there is an opportunity to capture the associated increase in land value.

³⁸ This time period will need to be reviewed based on the anticipated spend profile for the project.

5.4.4 Indicative funding solution

Potential funding solutions totalling £119m (cash terms) have been identified from the shortlisted options described above. These are indicative amounts, subject to further refinement at future stages of development. However, the analysis gives confidence that an adjusted partnership of at least 100% can be secured (or potentially up to 120%, should funding from each of identified sources be maximised).

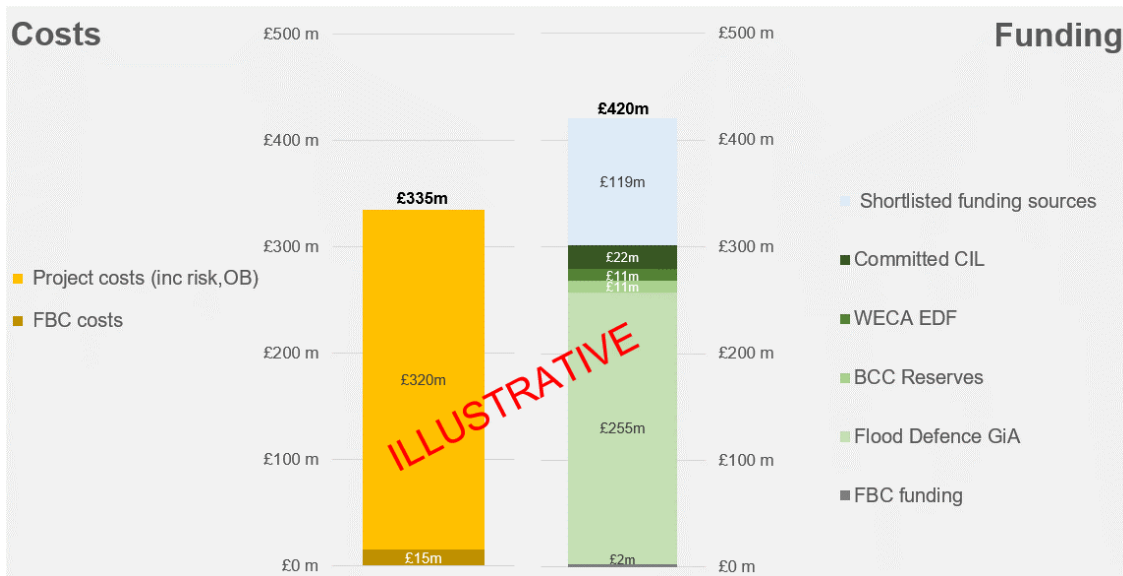


Table 30 – Indicative funding solution (cash terms)

5.5 Future capital and revenue costs

A series of flood risk management assets will be created. The revenue costs associated with the maintenance required over the whole life of the Strategy have been estimated and responsibility for meeting them has been identified.

FCRM GiA cannot be used for maintenance and operational costs. In general, the Strategy is dependent on the continued serviceability of some of the existing New Cut and harbour structures. In practice, a significant part of the projected maintenance and operational costs for the Strategy are derived from the need to continue Floating Harbour operations and these costs would have been incurred anyway.

Further detail on maintenance costs and responsibilities is set out in Section 4.1.2.

6.0 Management Case

6.1 Project Management

6.1.1 Roles

BCC will lead the delivery of the Strategy in recognition of the potential impact and opportunity for the city, and the Strategy's interface with BCC's harbour, highway, planning, lead local flooding, coastal protection, civil protection and major landowner roles. The Environment Agency intends to delegate statutory powers for flood risk management works to Main Rivers to BCC, as necessary through legal agreements. The scheme elements pertaining to flood risk management will primarily be carried out under the Environment Agency's powers; Section 165 of the Water Resources Act, 1991. The Environment Agency will issue notices of entry under Section 172 of the Water Resources Act authorising BCC to enter land.

A Memorandum of Agreement, followed by an Initial Collaboration Agreement (see appendix L) is in place to formalise the roles and responsibilities of in delivery of the Strategy between BCC and the Environment Agency.. Further legal agreements are planned. Such an approach has been successfully used to support the Derby City Council led, Environment Agency supported Our City Our River partnership project and lessons have been shared.

6.1.2 Phase 1 management

This management case sets out the first phase of construction works planned for 2029 onwards. Phase 2 is proposed to be constructed in the 2060s, and thus proposing management arrangements at this stage is not appropriate.

However, reviews of the Strategy are proposed at least every six years to review the latest observations and projections of the impact of climate change on River Avon flood risk predictions. The reviews will enable BCC and the Environment Agency to determine the timing and form of Phase 2 when the magnitude and rate of sea level and peak river flows increase can be better determined.

6.1.3 Project structure and governance

Delivery of the Strategy will be managed by BCC, supported by the Environment Agency and WECA. Roles and responsibilities are outlined below and in Figure 34.

6.1.4 Project board

A multi-agency Project Board comprising senior management representation from BCC, the Environment Agency and supplier(s) will provide direction and management for the Strategy's implementation. The board will give direction for the Strategy and be accountable for its success. The board will have sufficient authority to carry out their responsibilities effectively. Membership from the Environment Agency and BCC includes flood risk, planning and development, city docks, estates, harbour and regeneration. The collective responsibilities of board members include:

- Accepting and demonstrating ownership of the Strategy.
- Working as a team to provide collective and unified direction.
- Effective delegation with appropriate project tolerances and exception management processes.
- Facilitating cross functional working ensuring that the project structure is recognised and respected by line management.
- Supporting development and delivery of the funding strategy.
- Committing all of the resources required to successfully complete the project.
- Effective decision-making including risk, issue and change management.
- Project assurance and quality control.
- Ensuring timely and effective communication within the project and with external stakeholders.
- Ensuring the Strategy deliverables are reliable, sustainable and can be maintained effectively.

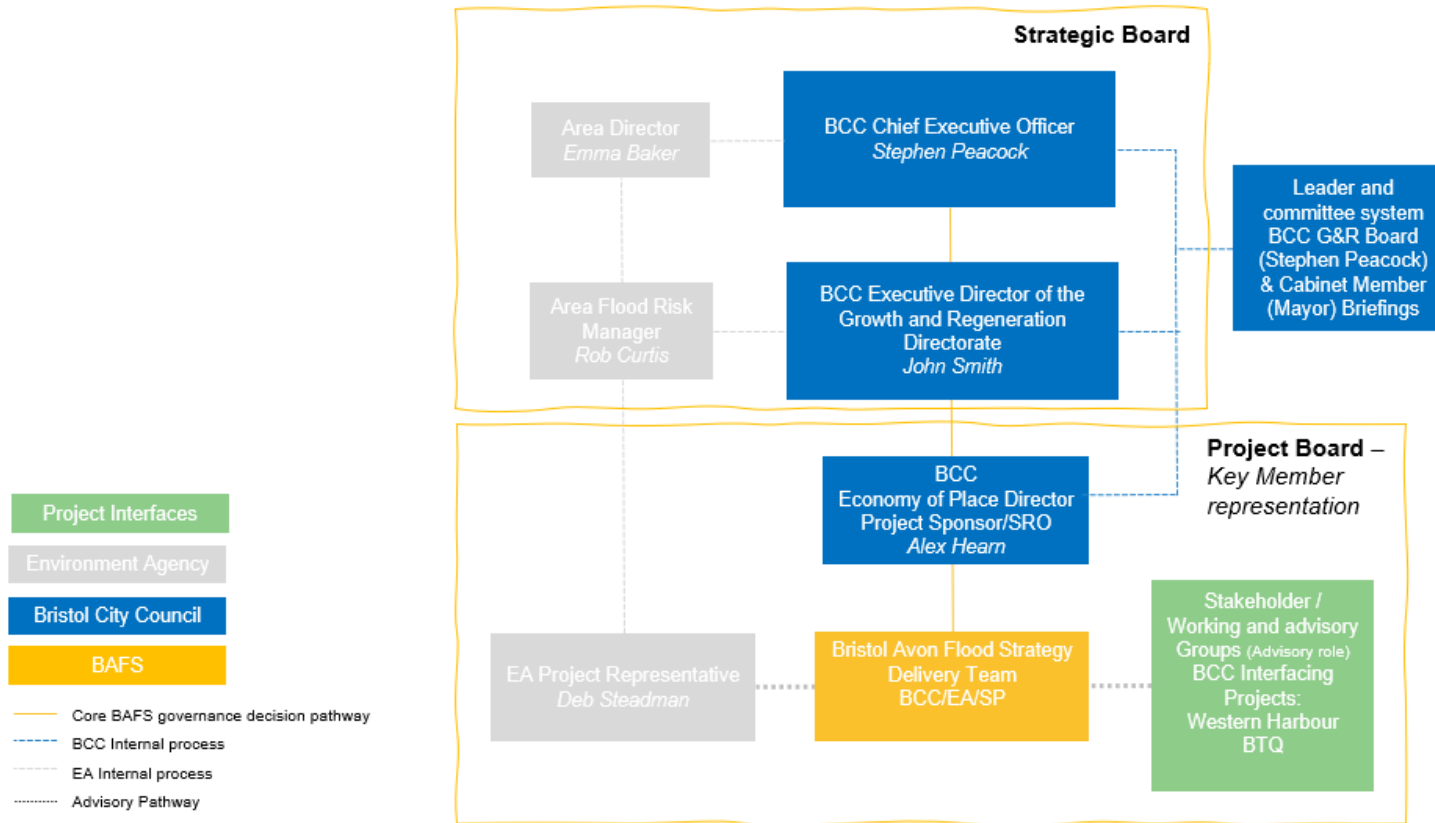


Figure 34 - Management structure

6.1.5 Strategic Board

Overseeing the Project Board will be a Strategic Board comprising representation from BCC, the Environment Agency and WECA.

This governance structure provides appropriate routes for escalation, steer on key strategic decisions, and interface management with parallel projects such as BTQ and Western Harbour, as shown in Figure 34. Decisions will be made through the Project Board, escalated to the Strategic Board by exception. Project board meetings are held monthly.

The Strategic Board is the senior decision-making forum represented by BCC's Executive Director for Growth and Regeneration and the Environment Agency's Area Flood Risk Manager supported by officers. The Strategic Board is formed by the Mayor or delegated cabinet member (to be replaced by a Committee Chair following the change in governance to a committee system in 2024) and the Environment Agency's Area Director.

It is also noted that both the Environment Agency and BCC have their own decision-making pathways. These will be followed to ensure appropriate internal officers and members are well informed of the decisions that are to be taken at each level. BCC's Economy of Place Director takes responsibility for managing the interfaces as Sponsor, such as BTQ and Western Harbour Growth and Regeneration projects.

6.1.6 Project Manager

The Board will be supported by a team led by a dedicated Project Manager who has the authority to run the projects to deliver the Strategy on a day-to-day basis on behalf of the Project Board. The Project Manager's primary responsibility is to ensure that the project produces the required outcomes to the required standard of quality and within the specified constraints of time and cost.

6.1.7 Project representative

The Environment Agency provide a Project Representative from the Wessex Area team to work with BCC on a weekly basis to represent the interests and requirements of the Environment Agency and provide general advice for delivery of the Strategy. This time will not be charged directly to the Strategy. Advice from the Environment Agency cost and carbon lead, NEAS, modelling, legal or other specific advice will be charged to the FBCs and funded through Local Levy.

Other statutory bodies with an interest in the Strategy (specifically Historic England, Natural England, Wessex Water, Port of Bristol, and neighbouring risk management authorities as well as BCC and Environment Agency in their role as regulators) support through a stakeholder working group

6.1.8 Project roles and responsibilities

Specific roles for the Strategy are subject to change but listed below:

- Project Sponsor – Alex Hearn
- Project Executive – Shaun Hartley

- Project Manager – Matt Sugden
- Environment Agency Project Representative - Deborah Steadman

6.1.9 Change management

Robust change management control procedures will be used for the FBCs (detailed design) and construction phases of the schemes, managed by exception.

Project changes will be agreed with the Project Board, seeking endorsement to ensure consistency in reviewing all project changes and also whether there is a need to implement the change.

6.1.10 Safety plan

Public health and safety elements will form a key consideration in scheme development, will be considered throughout further design stages and will form part of the designer's risk assessment. This will be continued through detailed design with any residual risks included in the Health and Safety file.

Consideration will be given to the Construction (Design and Management) Regulations (CDM) and key health and safety issues as the preferred strategy is advanced through the development of FBCs (detailed design) stage. Designer risk assessments will be written, and appropriate records will be kept throughout future stages of the schemes. Where risks are identified that cannot be resolved entirely then appropriate mitigation measures will be developed wherever possible to reduce the probability of the risk occurrence.

Public Safety Risk Assessments (PSRAs) will be carried out prior to any work starting on site to ensure the safety of the public during and after construction.

A health and safety file will be produced for all stages of a scheme to ensure that the operation and maintenance of any built asset can be carried out safely.

6.1.11 Safety of harbour management

An essential component of the strategy is the installation of new flood gates at the upstream and downstream ends of the Floating Harbour. The gates will require routine operation and with this brings operational safety risks. BCC Harbour Authority will operate these gates, in the same way as they operate the existing harbour gates by agreement with the Environment Agency by way of a memorandum of understanding. This sets out the funding provisions by the Environment Agency, and also sets out the expectations of both parties associated with operation, including the requirement to use every endeavour to perform the works with due skill, care and diligence, and to the highest appropriate accepted standards of public sector accountability. Appropriately trained personnel are to be made available by the Authority to carry out the works. By continuing with these approach, adequate safety protocols will be ensured for the operation of the new gates.

6.1.12 Post project evaluation

Upon closedown of the FBCs and construction projects a post project evaluation will be completed. This will be to verify that all objectives are met, the intended

benefits realised, and lessons learnt are captured and shared with the Project Board.

Reviews will be carried out periodically during the development stages.

6.1.13 Contingency plans

BCC Emergency Preparedness, Resilience and Response Team have an emergency response plan for flood events. The BCC Harbour Operational Protocol is well-established and constantly reviewed for improvements, with new telemetry to be installed at Netham and the River Frome network to support intra-organisational communication and management. Contingency plans will be established during the FBC stage of the scheme delivery.

6.2 Schedule

The following milestones have been agreed at a high level for the Strategy OBC and FBCs. Further detail of the programme is given in Appendix G.

- SOC Strategy Adoption March 2021
- Phase 1 OBC key decision January 2024
- EA assurance (LPRG), Defra and HMT Autumn 2024
- Phase 1 FBC 1 design and consenting: 2024-29
- Phase 1 FBC 1 construction: 2029 onwards
- Phase 1 FBC 2 design and consenting: 2026-29 (incorporating Western Harbour engagement and masterplanning for areas of growth and regeneration)
- Phase 1 FBC 2 construction: 2029 onwards
- Phase 1 FBC 3 design and consenting: 2026-9 (incorporating BTQ engagement and masterplanning for areas of growth and regeneration)
- Phase 1 FBC 3 construction: 2029 onwards
- Supportive planning instruments: ongoing (Local Plan Regulation 19 publication November 2023, adoption 2025 with subsequent Supplementary Planning Document anticipated)

The Strategy interfaces with many projects and programmes. Phasing of the proposed construction works is discussed in 6.2.1.

6.2.1 Phasing Plan

The strategy has been divided into two phases, as described in 3.4.2. The first phase to be delivered over several years, split into a number of areas. The delivery of some areas will be reliant on external factors outside the control of the flood strategy and will require continued alignment throughout the FBC stage. There are key elements in different areas that need to progress in advance.

Complex areas are likely to be delivered by BCC, with support from the Environment Agency. The proposed flood gates at Entrance Lock and Netham

Lock will require ongoing operation and maintenance and require full consideration to ensure no impact on navigation, with Entrance Lock flood gate also to replace the navigation lock gate. Upstream and downstream raised defences interface with existing Environment Agency assets, particularly at Pill and Shirehampton. Raised defences along sections of the New Cut interface with highways, the harbour railway and other BCC assets.

Elsewhere, in areas of Growth and Regeneration, sections of the Strategy could be delivered by developers. Phasing the scheme, assured through multiple FBCs, such that the construction of defence sections located along the Western Harbour and St Philip's frontages are separated from other works will maximise the chance of integration with Bristol City masterplans and enable the potential opportunity for the delivery of sections by developers. A review of the following impacts on the timing of the key reach areas has been assessed. These impacts include:

- Reliance on other BCC projects
- Reliance on private developers
- Abortive work
- Construction inefficiency
- Impairment of development opportunities
- Adverse flood risk impact elsewhere
- Disruption to the city through major infrastructure works
- Flood risk benefits

Components with a low risk of impact have been prioritised, leading to the initially suggested build priority of the Phase 1 works, shown in Figure 35. The variety of defence forms may favour splitting delivery into further discrete packages to be procured separately, especially at the FBC and construction stages.

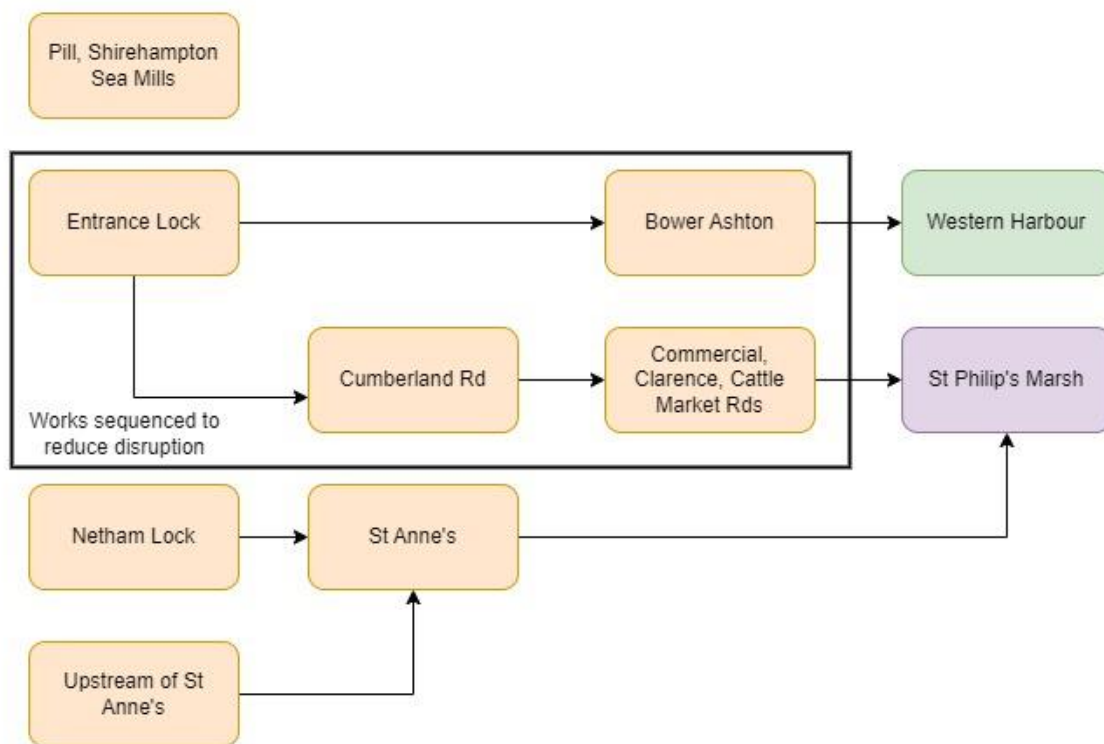


Figure 35 - Phasing of the works

Key points of this approach:

- Detriment mitigation addressed upfront, so that strategy is NPPF/flood risk assessment compliant.
- Reduction of disruption, in particular around the city centre
- Areas that could be constructed by developers in areas of growth and regeneration are last to be planned

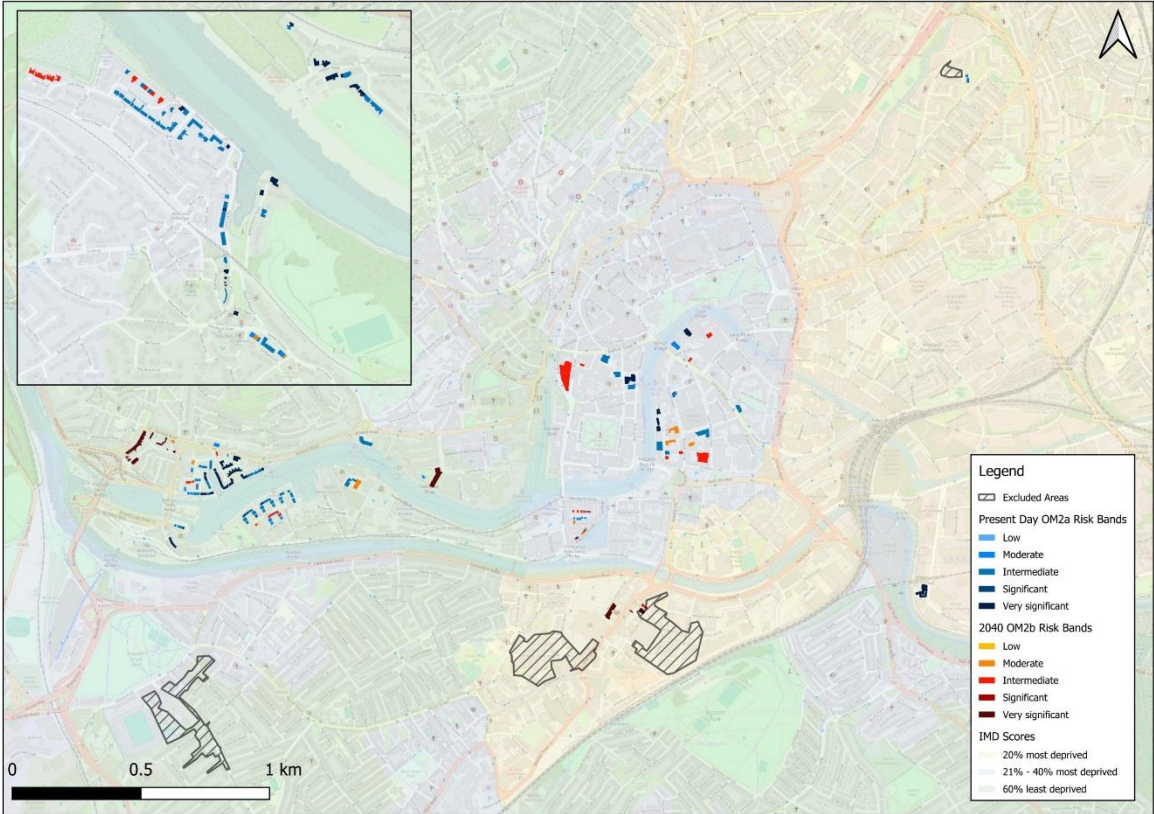
6.3 Outcomes

The realisation of benefits will be managed by BCC in their capacity as the lead organisation for delivering the Strategy. All benefits will be realised when construction works have been completed. The location of the households moving to lower flood categories (in relation to OM2) is shown in Figure 36. The number of properties are:

- **Households moved out of any flood probability category to a lower category: 697**
- **The number of households for which the probability of flooding is reduced from the very significant or significant category to the moderate or low category: 139**
- **The number of households in the 20% most deprived areas moved from the very significant or significant flood probability category to the moderate or low category: 4**

The first phase works are currently expected to be completed between 2029-36 (as per Figure 5) and therefore BCC will report the realisation of benefits at that time.

Ongoing realisation of benefits will be achieved through a co-ordinated response to ensure flood gates and lock gates are closed prior to future flood events. This will be achieved by continuing forecasting of flood events and asset operations.



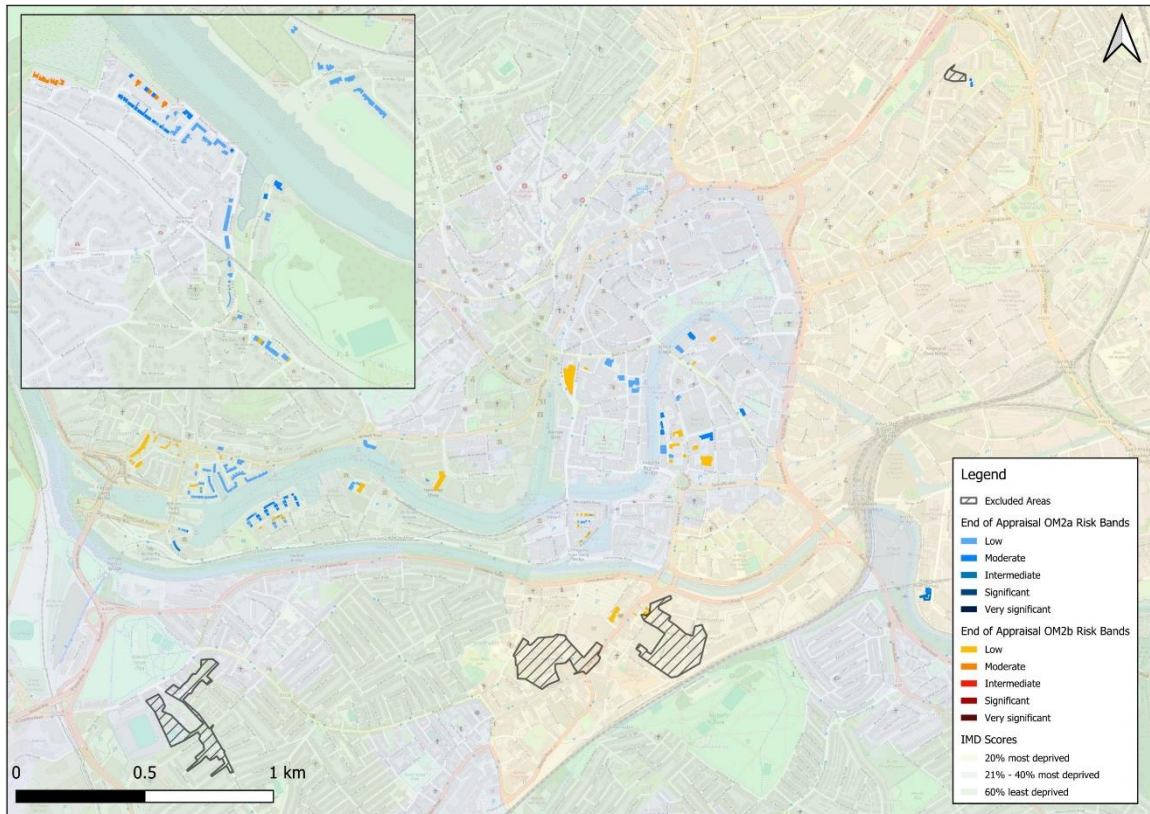


Figure 36 - Shows the change in flood probability for households in the present day (above) and at the end of the appraisal period for the 1.33% AEP SoP (below)

6.4 Risk, assumptions, issues and dependencies management

The key delivery risks for the Strategy are summarised in Section 2.11. Refer to the risk register included in Appendix H for more information.

6.4.1 Strategy asset dependencies

The condition of river and harbour assets is variable and maintenance will be required to maintain their current serviceability. The costs of the Strategy are dependent on the serviceability of the New Cut retaining structures, banks of the River Avon, dam structures (Brunel and Bathurst) and the harbour water control assets at Underfall Yard (see Section 2.13).

However, there are significant synergies such as the new gates at Entrance Lock, and the preferred option includes the replacement of riparian walls along much of the New Cut and sections of the River Avon. In general BCC will need to identify funding to maintain those assets where the Strategy is dependent on the structures.

Assets	Preferred Option assumption	Impact commentary
Entrance Lock	Relies on existing masonry gate cill and dockside wall structures. Replaces Outer Lock gate.	Recent BCC asset visual surveys did not identify significant defects with the dockside wall structures. Potential saving opportunity to reduce maintenance / operational costs through decommissioning part / all of the two tidal stop gates at Junction Lock if both sets of Entrance Lock gates were replaced Opportunity for placemaking design around the Knuckle to increase separation between publicly accessible and operational areas.
Brunel and Bathurst Dam	Works to increase crest level of existing dockside structures.	Recent BCC asset visual surveys did not identify significant deficiencies with these structures.
Riparian retaining walls at Cumberland, Commercial and Clarence Road	Capital costs assume new raised defences with new replacement retaining structures.	Cumberland Road costs take into account recent remedial works to Chocolate Path and railway retaining wall. Elsewhere riparian retaining wall to be replaced.
Netham	New flood gate and gate cill	Preferred option assumes short section of existing Feeder Canal dockside structures replaced.
Pill and Shirehampton	Flood walls/ embankment replaced except Pill sheet pile wall where allowance has been made to raised existing.	Aligns with emerging Environment Agency proposals at Pill.
Brunel Way	Existing off-ramp to be utilised as defence	No condition surveys carried out on this asset recently.

Other reaches	Preferred option has been costed so that flood defences are independent of riverbank stability (for instance through using new raised defences founded on mini-piles). Stability during construction may require additional mitigation.	At St Philip's preferred option costing also allows for cantilevered path to maintain the footpath. Riverbank defences costed to avoid requirement for land assembly however BCC's ambition is to integrate flood defence proposals into emerging wider development opportunities as part of a green corridor.
		No repair works to existing retaining walls or bank allowed in preferred option costing. Should major slippage occur during construction or operation, BCC funded repairs will be needed independent of Strategy.
		Opportunity at Netham and St Anne's to utilise existing sheet piles pending further investigation. Some aspects of Netham sheet piles were rated as 'poor' in condition assessment, however this may only apply to some areas. No inspection carried out at St Anne's.
Floating Harbour water level management		Strategy dependant on continued serviceability and BCC operation/maintenance outside of preferred option costing.

Table 31 – Strategy asset dependencies

6.5 Assurance

The Strategy's Integrated Assurance and Approvals Plan (IAAP) is included in Appendix A, which has been developed in line with the Environment Agency's Integrated Assurance and Approval Strategy (IAAS) and following the model structure presented by the Infrastructure and Projects Authority.

The governance structure laid out in Section 6.1.3 will be responsible for project assurance for the FBCs. Due to the scale of work required over the lifetime of this strategy, the Strategy will be subject to assurance from the Environment Agency's LPRG for this OBC and the subsequent FBCs. This will complement the BCC scrutiny process including the Growth and Regeneration Scrutiny Commission.

The council's assurance process for major projects including those funded by external grants is known as the decision pathway (see Figure 37). The pathway ensures that the Council can show how spend taxpayers' money is being spent and to ensure accountability. Any proposal must demonstrate that it is legally and

financially viable, and to assist with that all proposals are scrutinised by finance and legal teams before they are presented to senior leadership and elected members. Furthermore, projects are subject to scrutiny in public by the members of the relevant scrutiny commission which in the case of the Strategy is the Growth and Regeneration scrutiny commission. Once the proposal obtains approval from the relevant cabinet and / or full council meeting, authority is then delegated to the appropriate officer(s) to proceed. In the case of major projects such as this, that authority is delegated to the Executive Director in consultation with section 151 officer and relevant BCC cabinet members. The pathway provides a rigorous assurance process to ensure that authority to proceed with a proposal is only given following financial, legal, environmental, and equalities due diligence.

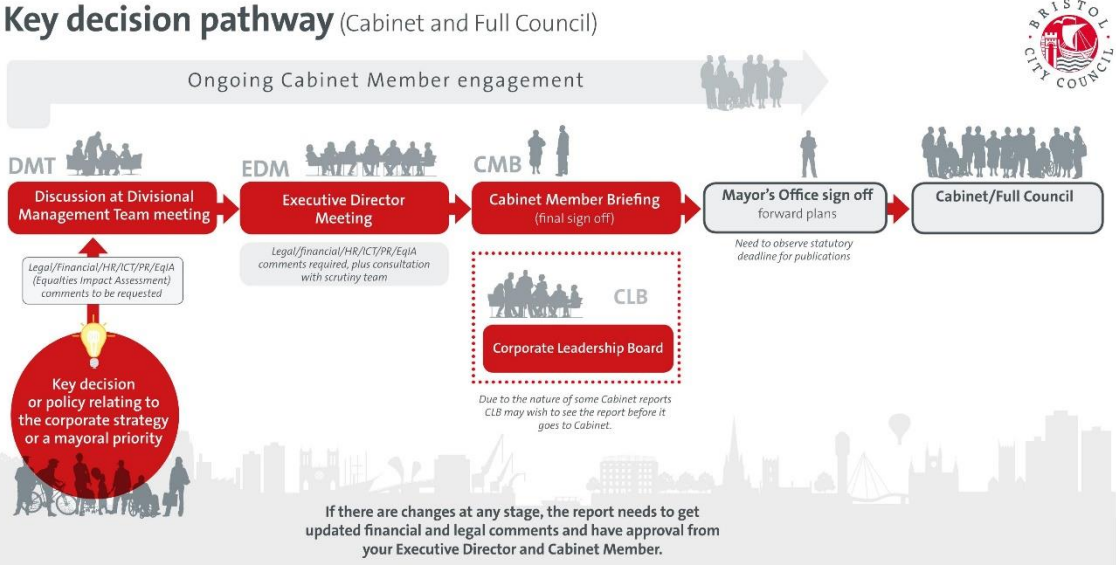


Figure 37 - Illustration of BCC's key decision pathway

In addition, because this project is eligible for more than £100m of FCRM GiA, it is intended to seek approval from Defra and HMT at FBC. Assurance on the OBC from LPRG and approval from the Environment Agency to continue work on the FBC will be sought. At this point the best route for further OBC assurance including giving Defra the opportunity to influence the development of this scheme will be agreed. However, as no FCRM GiA is being spent until FBC approval, the intention is to progress work on the FBC in parallel to this process, using other funding from BCC, Local Levy and WECA. This will avoid major cost increases and delay to the delivery of these flood defences, which are urgently needed to manage the hazardous flood risk, especially for new development that is coming forward now.

6.6 Communications and stakeholder engagement

6.6.1.1 Statutory stakeholder engagement

Stakeholder engagement with statutory bodies has helped shape early technical stages of the Strategy. These include BCC, Environment Agency, Natural

England, Historic England, North Somerset, South Gloucestershire, Bath & North East Somerset and Wessex Water.

The organisations have formed the stakeholder working group who meet regularly to provide assurance and support to the project team. Emerging work is shared for observation and information.

6.6.1.2 Public engagement and consultation

In Autumn 2020, public consultation informed BCC's decision-making to adopt the Strategy, specifically Cabinet approval, and subsequent stages. The consultation raised awareness on the need for the Strategy and views on the strategic approach. Views on alternative strategic approaches that were not proposed were also invited.

BCC will work with neighbouring authorities to ensure that the communities affected by the proposals outside of Bristol are also appropriately engaged and consulted.

Specific objectives of the consultation are:

- To create understanding of the need for the Strategy and the benefits it will bring to the city.
- To seek the views of local people, businesses, stakeholders and developers about the preferred strategic approach outlined in the strategy, placemaking opportunities and to ensure that they have the opportunity to comment on the approaches that the council is proposing not to take forward.
- To ensure that those outside of Bristol who may be affected by flood measures in their areas are adequately consulted.
- To ensure citizens and stakeholders have the opportunity to comment on other options that the council is not proposing to take forward.
- To ensure that consultees understand how flood measures can be successfully designed into developments and create opportunities for placemaking.
- To consult on the Strategic Environmental Assessment.

Further rounds of engagement and consultation are planned as the first phase of the Strategy progresses to design, consenting and construction. For example, when initial designs are drawn up to help develop the proposals at a local level. Feedback will inform the case and then design of the first phase of measures.

6.7 Next steps

- Finalise detailed scope for the FBC stage and outline programme, noting necessary interfaces with other projects in the city and the development of the areas of strategic regeneration.
- Procure FBC supply chain and resources in accordance with the Management Case. Surveys and defence design, including engagement, consultation and suitable Early Constructor Engagement/Involvement.

7.0 Glossary

ABCR	Average Benefit Cost Ratio - the ratio of project benefits to costs over the lifetime of the project, with all benefits and costs discounted to the present day
AEP	<p>Annual Exceedance Probability is the probability associated with a return period, or chance of occurrence in any given year. An event of return period 50 years has an AEP of 1 in 50 or (2%).</p> <ul style="list-style-type: none"> • High risk means that each year this area has a chance of flooding of greater than 3.3%. • Medium risk means that each year this area has a chance of flooding of between 1% and 3.3%. • Low risk means that each year this area has a chance of flooding of between 0.1% and 1%. • Very low risk means that each year this area has a chance of flooding of less than 0.1%.
BCC	Bristol City Council
BCR	Benefit Cost Ratio – This is an indicator, used in the cost–benefit analysis to summarise the overall value for money of a project
BAFS “The Strategy”	Bristol Avon Flood Strategy focusing on managing the risk of flooding from the River Avon to Bristol and neighbouring communities.
BNG	Biodiversity Net Gain
BTQ	Bristol Temple Quarter – the area around Temple Quarter and St Philip’s Marsh
CAFRA	Central Area Flood Risk Assessment completed 2010 to assess flood risk in central Bristol from the River Avon and its tributaries.
EA	Environment Agency
EIA	Environmental Impact Assessment
FBC	Full Business Case recording the procurement phase, to identify the option that offers the best public value, records the contractual arrangements, confirms affordability and puts in place the agreed management arrangements for the delivery, monitoring and post-evaluation of the project. Document for submittal to Environment Agency to secure GiA funding of a scheme.

FCRM-AG	Flood and Coastal Erosion Risk Management Appraisal Guidance
Flood defence	Structures built to reduce flood risk
Flood risk	A combination of the chance and the impact of flooding in an area. Could be caused by high tides and storm surges, high river levels, heavy rainfall, sewers and drainage overflowing or high groundwater.
Fluvial flood	Flooding caused when excessive rainfall across the upstream catchment causes flows to exceed the river's capacity.
GiA	Grant in Aid
HMT	HM Treasury
HRA	Habitat Regulations Assessment
IBCR	Incremental Benefit Cost Ratio, the marginal benefit-cost ratio of one scheme compared to a less costly one, used as a test of whether the additional benefits justify the additional costs.
LPRG	The Environment Agency's assurance Large Project Review Group.
LNR	Local Nature Reserve
NNR	National Nature Reserve
NPPF	National Planning Policy Framework
OB	Optimism Bias – HM Treasury Guidance advises there is a demonstrated, systematic, tendency for project appraisers to be overly optimistic. To redress this tendency appraisers are required to make explicit, empirically based adjustments to the estimates of a project's costs.
OBC	Outline Business Case identifying the investment option which optimises Value for Money, prepare the scheme for procurement and put in place the necessary funding and management arrangements for the successful delivery. secure in-principle GiA
PLP or PFR	Property Level Protection or Property Flood Resilience measures applied to individual properties to provide flood proofing
PFC	Partnership Funding Calculator, the tool used to determine the allocation of FCRM Grant in Aid
SAC	Special Area of Conservation
SEA	Strategic Environmental Assessment

SOC	Strategic Outline Case to establish the case for change and to provide a preferred way forward
SoP	Standard of Protection, the return period up to which a flood defence is designed to be effective and beyond which the flood defence will be overtopped/exceeded.
SPA	Special Protection Area
SSSI	Site of Special Scientific Interest
Storm surge	When storms create a surge of higher water levels out at sea that can travel inland, increasing the water level in the River Avon.
Tidal flood	A flood caused by a high tide and/or a storm surge.
WFD	Water Framework Directive
WLC	Whole Life Cost costs are the total costs of investing in an option over its entire life. For example, all costs associated with the build phase, operation, maintenance and decommission.
1 in 200 (0.5% AEP)	An event that would have a 1 in 200 chance or 0.5% probability of occurring in any given year.
2017 study	Study completed in 2017 appraising options to manage the risk of tidal flooding.

Appendix A

IAAP

Appendix B

Partnership Funding Calculator

Appendix C

Preferred option Report

Appendix D
Modelling report

Appendix E
Economic Appraisal

Appendix F
Cost breakdown

Appendix G
Project schedule

Appendix H

Risk register

Appendix I
Environmental reports

Appendix J
Carbon calculator

Appendix K
Equality Analysis

Appendix L

MoU

Risk ID	Risk description		Risk status	Risk owner	Qualitative ranking (before response action)					Response Action			Qualitative Ranking (After Response Action)					Data for Quantitative Analysis				Assumptions (for cost and time basis)	
	Source of risk	Consequence on project			Probability scale	Cost impact	Time impact	Cost+time impact	Risk priority	Existing safeguards in place	Action	Action owner	Residual probability (%)	Probability scale	Cost impact	Time impact	Cost+time impact	Priority	Least cost (£)	Most likely cost (£)	Max cost (£)		MEV (£)
1	Perception of low general awareness of risk/problem strategy seeks to address, to city and wider region. Adverse PR possible. Limited engagement resources.	Delay/challenge to flood strategy delivery or funding priority	Live	BCC	M	M	M	M	M	Consultation carried out at SOC stage to raise awareness.	Ongoing engagement and consultation planned through FBC stage	BCC	40%	M	M	H	H	H	£ 5,000	£ 1,500,000	£ 6,000,000	£600,000	Least - 1 month overheads, most likely - 6 month inc. inflation (1% total increase), most - 2 year inc. inflation (4%)
3	Interfaces with other projects/strategies engagement	Delay/challenge to flood strategy delivery.	Live	BCC	L	M	M	M	M	Interface management plan in place. BCC leading engagement planning.	Ongoing engagement and consultation planned through FBC stage	BCC	30%	L	VL	H	H	M	£ 5,000	£ 300,000	£ 1,200,000	£90,000	Least - 1 month overheads, most likely - 6 month inc. inflation (1% total increase), most - 2 year inc. inflation (4%)
6	BCC - EA Legal Agreement for delivery of strategy (use of stat. powers, maintenance responsibilities)	Delay to flood strategy delivery.	Live	BCC	VL	L	M	M	L	MOA and Initial Collaboration Agreement drafted.	Review at FBC stage. EA/BCC to identify resource.	BCC / EA	5%	VL	L	M	M	L	£ 5,000	£ 30,000	£ 60,000	£300,000	Least - 1 month overheads, most likely - 6 month overheads, 1 year overheads
8	Lack of funding delays FBC start - significant requirement at this stage	Delay to flood strategy delivery.	Live	BCC	H	L	H	H	H	Budget monitoring	Options in discussion to fund FBC. Possibility of 'soft start' FBC funding	BCC	50%	H	VL	M	M	M	£ 5,000	£ 30,000	£ 60,000	£15,000	Least - 1 month overheads, most likely - 6 month overheads, 1 year overheads
9	OBC assurance delays start of FBC	Delay to flood strategy delivery.	Live	BCC	M	L	M	M	M	Approved SOC, ongoing EA engagement	Engagement with EA ongoing through OBC. Robust business case to be presented to LPRG.	BCC / SP	40%	M	VL	M	M	M	£ 5,000	£ 30,000	£ 60,000	£12,000	Least - 1 month overheads, most likely - 6 month overheads, 1 year overheads
10	FBC assurance delays start of construction	Delay to flood strategy delivery.	Live	BCC	M	L	M	M	M	Approved SOC, ongoing EA engagement	Engagement with EA ongoing through OBC. Robust business case to be presented to LPRG.	BCC	20%	L	VL	M	M	M	£ 5,000	£ 30,000	£ 60,000	£6,000	Least - 1 month overheads, most likely - 6 month overheads, 1 year overheads
11	Lack of funding certainty delays TWA0 submission	Delay to flood strategy delivery.	Live	BCC	M	L	M	M	M	Budget monitoring	Review and monitor	BCC	40%	M	VL	M	M	M	£ 5,000	£ 30,000	£ 60,000	£12,000	Least - 1 month overheads, most likely - 6 month overheads, 1 year overheads
12	Insufficient revenue funding between EA and BCC wrt maintenance liabilities	Delay to flood strategy delivery.	Live	BCC				Data missing	Data missing	Lessons from examples such as Derby. Precedence of Junction Lock MOU. Paper on powers and maintenance responsibilities prepared.	Review and monitor	BCC	40%	L	L	L	L	L	£ 5,000	£ 30,000	£ 60,000	£12,000	Least - 1 month overheads, most likely - 6 month overheads, 1 year overheads
13	Change in flood defence grant arrangements	Delay to flood strategy delivery.	Live	BCC	L	L	M	M	M	OBC based on 2021-2027 partnership funding rules	Review and monitor	BCC / EA	10%	L	L	L	L	L	£ -	£ -	£ -	£ -	No cost to project as would be significant scope change and also affect benefits - more likely to have positive effect. Allowance in OB
14	Natural Flood Management measures increase total costs/benefits	Increase to budget identified by OBC	Live	BCC	H	M	L	M	M	NFM measures identified in OBC	NFM opportunities report carried out to give budget estimates.	BCC / EA	60%	H	VL	VL	VL	L	£ 50,000	£ 475,000	£ 1,295,000	£285,000	Lower Malago only: £50k. All Malago: £475k. Malago plus BB: £1.3m
15	Insufficient funding for wider benefits or placemaking approach	Delayed/unrealised opportunities for wider benefits	Live	BCC				Data missing	Data missing	Provide a range of placemaking options and indicate 'low' and 'high' costs	Refine budget estimates for phase 1 works.	BCC & SP		M	L	L	L	L	£ 0	£ 0	£ 0	£ 0	No cost to project as would reduce Capex, but may lead to project not being viable.
17	Climate change impact projections/guidance changes	Impact on defence levels/benefits, and timing of future phases.	Live	BCC	L	H	VH	VH	H	Allows agreed with EA and BCC	Modelling carried out to latest climate change guidance. No planned updates within project timescales known.	BCC	10%	VL	M	H	H	M	£ 0	£ 0	£ 0	£ 0	No cost to project as would be significant scope change and also affect benefits - more likely to have positive effect. Allowance in OB
23	Additional ecological and Heritage surveys required	Additional complexity and risk of challenge	Live	BCC	H	L	L	L	M	Allowance for extra surveys in forward programme and costs	Monitor and prioritise	BCC	40%	M	L	L	L	L	£ 25,000	£ 50,000	£ 500,000	£20,000	Future costs include ecological and heritage surveys. Range of additional surveys costed
26	Local Choice delays flood strategy timing/phasing due to interface with other projects	Limited change flood risk in strategic and site specific planning terms (requires enabling infrastructure to have reasonable prospect of delivery).	Live	BCC				Data missing	Data missing	Governance agreed.	Governance.	BCC/EA		M	M	M	M	M	£ 0	£ 0	£ 0	£ 0	No cost
27	Interface with other sources of flood risk - surface water and sewerage. Known surcharging e.g. Albert Road.	Additional cost (e.g. non-return valves)	Live	BCC	M	L	L	L	L	SOC considered surface water and sewerage interface at strategic level, ensuring no increase in risk.	Wessex Water ongoing study. Opportunity to incorporate at FBC	BCC	20%	L	L	L	L	L	£ 10,000	£ 100,000	£ 500,000	£20,000	Estimate of unknown additional costs
30	Non-acceptance/delayed acceptance by statutory consultees (HE, NE, BCC, BANES, South Glos, North Somerset - Highways Authorities, Harbour Authorities etc)	Programme delay and potential increase in costs for additional studies/mitigation measures.	Live	BCC	M	M	VH	VH	H	Engagement to gain buy-in and support during Strategy development.	Further engagement through strategy consultee working group. TWA0 and supporting assessments required	BCC & SP	20%	L	M	VH	VH	M	£ 10,000	£ 1,500,000	£ 6,000,000	£300,000	Least - 1 month overheads, most likely - 6 month inc. inflation (1% total increase), most - 2 year inc. inflation (4%)
31	Landowner/occupier agreements protracted/delayed. Areas of land unregistered (e.g. St Philips Avon Path)	Programme delay and potential increase in costs for additional studies/mitigation measures.	Live	BCC	H	L	H	H	H	Default flood strategy option minimises requirement for works on third-party (i.e. non-BCC) land. Budget estimate includes compensation allowance including compounds and working access.	Early identification of likely landowner agreements and early engagement	BCC & SP	40%	M	L	H	H	H	£ 700,000	£ 1,400,000	£ 7,000,000	£560,000	Additional compensation mitigation allowance needed. 10-100% extra allowance, most likely 20%
32	Change to scheme(s) consenting due to perception of flood risk impact on third parties	Programme delay and potential increase in costs for additional studies/mitigation measures.	Live	BCC	M	L	L	L	L	Detriment mitigation developed in consultation with EA.	Engage affected communities, identifying opportunities for win-win (e.g. Pill wall repairs and Keynsham development strategy)	BCC & SP	20%	L	L	L	L	L	£ 5,000	£ 30,000	£ 60,000	£6,000	Detriment mitigation
33	Additional requirements to enhance navigation	Increase in costs for additional mitigation measures.	Live	BCC	H	L	L	L	M	Liaison with harbourmaster.	Engage with Harbourmaster and operators during design stages, identifying mitigation.	BCC & SP	50%	M	L	L	L	L	£ 50,000	£ 250,000	£ 5,000,000	£125,000	Max cost - additional lock gate replacement and walls. Min - additional bollards.
34	Utilities (known/unknown) interface with proposals	Potential significant increase in costs/delay or changes to proposed alignment/form.	Live	BCC	H	M	L	M	M	Budget estimate based on desk study information carried out	Further surveys and engagement with utility owners at FBC	BCC & SP	25%	M	M	L	M	M	£ 1,000,000	£ 2,500,000	£ 6,000,000	£625,000	Current allowance £6m.
35	Ground conditions including risk of Unexploded Ordnance and Contamination	Potential significant increase in costs/delay or changes to proposed alignment/form.	Live	BCC	H	H	H	H	H	Desk studies carried out, precautionary approach included in costing preferred solution	Ground investigation at FBC detailed design stage (inc. UXO search).	BCC & SP	20%	L	M	M	M	M	£ 2,500,000	£ 5,000,000	£ 12,500,000	£1,000,000	Range 1-5% additional cost of non-PFR defences. Most likely 2%
36	Procurement delays. Late contractor involvement.	Potential significant increase in costs/delay.	Live	BCC	M	H	H	H	H	OBC includes indicative procurement options, including ECI options. Some ECI carried out at OBC stage	Procurement strategy to be developed	BCC	20%	L	H	H	H	M	£ 2,500,000	£ 5,000,000	£ 12,500,000	£1,000,000	Range 1-5% additional cost of defences. Most likely 2%
37	Ground permeability may be high, affecting the effectiveness of defences by allowing water to propagate underneath them.	Effectiveness of defences may be reduced. Potential to lead to remedial construction works	Live	BCC	M	H	H	H	H	Desk studies carried out, precautionary approach included in costing preferred solution	Allow for piled / deep foundations in initial designs. Targeted assessment and GI to be undertaken at FBC	BCC & SP	20%	L	H	H	H	M	£ 2,500,000	£ 5,000,000	£ 12,500,000	£1,000,000	Range 1-5% additional cost of non-PFR defences. Most likely 2%
38	Working with heritage / ageing assets (e.g. riparian retaining structures in varying/poor condition). Risk of asset failure (e.g. Chocolate Path and Clarence Road recent collapses). Insufficient information on existing structures.	Potential significant increase in costs/delay or changes to proposed alignment/form.	Live	BCC	M	M	M	M	M	Budget estimate optimism allowance. BCC Harbour Condition Assessment findings and heritage DBA	Review at FBC stage with design, surveys and contractor engagement	BCC & SP	5%	VL	M	M	M	L	£ 500,000	£ 1,000,000	£ 5,000,000	£50,000	Estimate of potential costs
40	Flood strategy interface with rail assets	Potential significant increase in costs/delay or changes to proposed alignment/form.	Live	BCC	H	M	H	H	H	OBC recognises risk, and includes cost allowance for extra interface with NR. Some engagement between EA and NR carried out	FBC to include engagement with Network Rail	BCC & SP	20%	L	M	H	H	M	£ 100,000	£ 500,000	£ 5,000,000	£100,000	Estimate of potential costs
41	Damage (or risk of damage) to third-party structures (e.g. adjacent buildings)	Potential significant increase in costs/delay or changes to proposed alignment/form.	Live	BCC	M	M	M	M	M	OBC design recognises risk and adopts precautionary approach.	Continue precautionary approach at FBC stage	BCC & SP	5%	VL	M	M	M	L	£ 100,000	£ 500,000	£ 5,000,000	£25,000	Estimate of potential costs
43	The amended Strategy contains a number of direct impacts on heritage assets. Risk of archaeology	Potential requirement for consent from Historic England/LPA. Potential significant increase in costs/delay or changes to proposed alignment/form.	Live	BCC	M	M	M	M	M	Heritage desk based assessment completed. Design looks to avoid impact on heritage structures	Environmental documentation to be updated further at future stages. Engage with HE.	BCC & SP	20%	L	M	M	M	M	£ 1,250,000	£ 2,500,000	£ 5,000,000	£500,000	Range 0.5-2% additional cost of non-PFR defences. Most likely 1%
44	Environmental impacts deemed too great or inadequately mitigated	Potential significant increase in costs/delay or changes to proposed alignment/form.	Live	BCC	M	M	VH	VH	H	OBC adopts precautionary approach and looks to minimise harm. Preliminary EIA and other environmental surveys carried out to understand impacts	Design, engagement, consultation and further environmental assessment proposed in future stages.	BCC & SP	20%	L	M	VH	H	M	£ 400,000	£ 800,000	£ 4,000,000	£160,000	Additional environmental mitigation allowance needed. 10-100% extra allowance, most likely 20%
48	Widespread flood event	Recovery/repair costs. Potential to accelerate/change in project direction. Implications on scope, programme and cost.	Live	BCC	VL	L	M	M	L	Communication with BCC and Council leadership	Seek to deliver defences at pace, phasing FBCs	BCC	1%	VL	L	M	M	L	£ -	£ -	£ -	£ -	£0 No additional cost to project, potential interface change
49	Underfall Yard sluice operation failure - open and unable to emergency repair (and harbour drains down)	Unplanned harbour drawdown - poor condition of assets. Risk of operator issues. Vulnerability of walls and navigation craft.	Live	BCC	VL	L	M	M	L	Temporary repair	project has now received Environment Agency FSoD approval of £1.75m to fully fund the project with 100% grant in aid funding.	BCC	5%	VL	L	M	M	L	£ -	£ -	£ -	£ -	£0 No additional cost to project, potential interface change
50	Underfall Yard sluice operation failure - close and unable to emergency repair (and flooding)	If coincide with fluvial flood - over 100 homes inundated.	Live	BCC	VL	L	M	M	L	Temporary repair	project has now received Environment Agency FSoD approval of £1.75m to fully fund the project with 100% grant in aid funding.	BCC	5%	VL	L	M	M	L	£ -	£ -	£ -	£ -	£0 No additional cost to project, potential interface change
51	Entrance Lock sluices operation failure - open	Navigation through Entrance Lock hindered.	Live	BCC	VL	L	M	M	L	Temporary repair	Ongoing monitoring and preparation of business case for permanent repairs	BCC	5%	VL	L	M	M	L	£ -	£ -	£ -	£ -	£0 No additional cost to project, potential interface change
52	BCC Political Timeline including council leadership / structure change	Change from mayoral to committee could lead to a standstill period in 2024, impacting assurance/approval of OBC and funding to progress FBC	Live	BCC	H	L	H	H	H	Project Board escalation. Programme has generous allowance pre-FBC	Continued monitoring against OBC programme	BCC	50%	M	L	H	H	H	£ 5,000	£ 1,500,000	£ 6,000,000	£750,000	Least - 1 month overheads, most likely - 6 month inc. inflation (1% total increase), most - 2 year inc. inflation (4%)
53	Temporary works and traffic management - restrictions on available space for construction at key areas	Increase in time and cost to construct project	Live	BCC	H	H	H	H	H	ECI engagement has informed design and cost allows for a 'reasonable' level of disruption, including through works phasing.	Council engagement about acceptable disruption and phasing works	BCC	25%	L	H	M	H	M	£ 5,000,000	£ 10,000,000	£ 25,000,000	£2,500,000	Current costs and timescales allow for a reasonable space allowance. Least cost - 5% cost increase on city centre defences. Most likely 10%, max cost 25%

Equality Impact Assessment [version 2.9]



Title: Bristol Avon Flood Strategy	
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input type="checkbox"/> Service <input checked="" type="checkbox"/> Other: Outline Business Case	<input type="checkbox"/> New <input checked="" type="checkbox"/> Already exists / review <input type="checkbox"/> Changing
Directorate: Economy of Place	Lead Officer name: Matthew Sugden
Service Area: City Transport	Lead Officer role: Project Manager

Step 1: What do we want to do?

The purpose of an Equality Impact Assessment is to assist decision makers in understanding the impact of proposals as part of their duties under the Equality Act 2010. Detailed guidance to support completion can be found here [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#).

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the [Equality and Inclusion Team](#) early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use plain English, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

To seek Cabinet approval of the Bristol Avon Flood Strategy Outline Business Case and its submission to the Environment Agency for assurance review. To seek Cabinet approval to bid for, accept and spend funding to progress the development of detailed designs, Full Business Case (FBC) and consents.

1.2 Who will the proposal have the potential to affect?

- | | | |
|---|---|---|
| <input type="checkbox"/> Bristol City Council workforce | <input type="checkbox"/> Service users | <input checked="" type="checkbox"/> The wider community |
| <input type="checkbox"/> Commissioned services | <input checked="" type="checkbox"/> City partners / Stakeholder organisations | |

Additional comments: Delivery of the flood strategy will impact a range of stakeholders. At this stage, we are seeking approval to progress to the design stage. The design of defences and the impact on communities will be an iterative process informed by equalities impact assessments, engagement with affected communities and formal consultation.

1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If 'No' explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by Equality and Inclusion Team.

If 'Yes' complete the rest of this assessment, or if you plan to complete the assessment at a later stage please state this clearly here and request review by the Equality and Inclusion Team.

Yes No [please select]

The proposal does not introduce any new policy nor seek approval of any designs or to progress to delivery stage. Full EqIA's will be carried out at the appropriate time prior to seeking approval of any design or to commence construction.

Step 5: Review

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the Equality and Inclusion Team before requesting sign off from your Director¹.

Equality and Inclusion Team Review:
Reviewed by Equality and Inclusion Team

Director Sign-Off:
Alex Hearn

Date: 27/10/2023

Date: 08 January 2024

¹ Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.



Environmental Impact Assessment [version 1.0]

Proposal title: Bristol Avon Flood Strategy Outline Business Case		
Project stage and type: <input type="checkbox"/> Initial Idea Mandate <input checked="" type="checkbox"/> Outline Business Case <input type="checkbox"/> Full Business Case		
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input checked="" type="checkbox"/> Function <input type="checkbox"/> Service <input type="checkbox"/> Other [please state]	<input type="checkbox"/> New <input checked="" type="checkbox"/> Already exists / review	<input type="checkbox"/> Changing
Directorate: Economy of Place	Lead Officer name: Matthew Sugden	
Service Area: City Transport	Lead Officer role: Project manager	

Step 1: What do we want to do?

The purpose of this Environmental Impact Assessment is to help you develop your proposal in a way that is compliant with the council’s policies and supports the council’s strategic objectives under the [One City Climate Strategy](#), the [One City Ecological Emergency Strategy](#) and the latest [Corporate Strategy](#).

This assessment should be started at the beginning of the project proposal process by someone with a good knowledge of the project, the service area that will deliver it, and sufficient influence over the proposal to make changes as needed.

It is good practice to take a team approach to completing the Environmental Impact Assessment. See further [guidance](#) on completing this document. Please email environmental.performance@bristol.gov.uk early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Please use plain English, avoiding jargon and acronyms.

Bristol City Council (BCC) and the Environment Agency (EA) are working together to deliver a long-term plan to better protect homes, businesses, and infrastructure from flooding from the river Avon. This is a unique opportunity to enhance the river for all by creating a more resilient, active, and sustainable city that can meet the future needs of its residents, businesses, and visitors.

1.2 Will the proposal have an environmental impact?

Could the proposal have either a positive or negative effects for the environment now or in the future? If ‘No’ explain why you are sure there will be no environmental impact, then skip steps 2-3 and request review by sending this form to environmental.performance@bristol.gov.uk

If ‘Yes’ complete the rest of this assessment.

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	[please select]
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1.3 If the proposal is part of an options appraisal, has the environmental impact of each option been assessed and included in the recommendation-making process?

If ‘Yes’ please ensure that the details of the environmental impacts of each option are made clear in the pros and cons section of the [project management options appraisal document](#).

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not applicable	[please select]
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If ‘No’ explain why environmental impacts have not been considered as part of the options appraisal process.

Please see the Outline Business Case options appraisal

Step 2: What kinds of environmental impacts might the project have?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered. See detailed [guidance documents](#) for advice on identifying potential impacts.

Does the proposal create any benefits for the environment, or have any adverse impacts?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our corporate environmental objectives and the wider [One City Climate and Ecological Emergency strategies](#).

Consider how the proposal creates environmental impacts in the following categories, both now and in the future.

Reasonable efforts should be made to quantify stated benefit or adverse impacts wherever possible.

Where the proposal is likely to have a beneficial impact, consider what actions would enhance those impacts. Where the proposal is likely to have a harmful impact, consider whether actions would mitigate these impacts.

Enhancements or mitigation actions are only required when there is a likely impact identified. Remember that where enhancements or mitigation actions are listed, they should be assigned to staff and appropriately resourced.

GENERAL COMMENTS (highlight any potential issues that might impact all or many categories)

GENERAL COMMENTS (highlight any potential issues that might impact all or many categories)		
<p>ENV1 Carbon neutral: Emissions of climate changing gases</p> <p>BCC has committed to achieving net zero emissions for its direct activities by 2025, and to support the city in achieving net zero by 2030.</p> <p>Will the proposal involve transport, or the use of energy in buildings? Will the proposal involve the purchase of goods or services? If the answer is yes to either of these questions, there will be a carbon impact.</p> <p>Consider the scale and timeframe of the impact,</p>	Benefits	<p>The scheme will significantly reduce the risk of flooding to property and infrastructure, and as such a benefit of the scheme is the reduction in carbon costs associated with clean-up operations. There is also potential for some carbon sequestration benefits but these have not yet been established.</p>
	Enhancing actions	
	Adverse impacts	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years</p> <p>At SOC stage, a carbon study indicated that the total Whole Life Carbon (WLC) emissions amounts to approximately 1,540,000 tCO₂e</p>

<p>particularly if the proposal will lead to ongoing emissions beyond the 2025 and 2030 target dates.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Mitigating actions</p>	<p>The OBC stage carbon study is pending, this report to be updated following receipt.</p> <p>The detailed design and full business case will determine the mitigating actions required to be delivered as part of the scheme.</p>
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years</p>		
<p>ENV2 Ecological recovery: Wildlife and habitats</p> <p>BCC has committed to 30% of its land being managed for nature and to halve its use of pesticides by 2030.</p> <p>Consider how your proposal can support increased space for nature, reduced use of pesticides, reduce pollution to waterways, and reduce consumption of products that undermine ecosystems around the world.</p> <p>If your proposal will directly lead to a reduction in habitat within Bristol, then consider how your proposed mitigation can lead to a biodiversity net gain. Be sure to refer to quantifiable changes wherever possible.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Benefits</p>	<p>In some areas of the scheme there is the potential to create new areas for wildlife and habitat. This is most notable in areas of growth and regeneration where there is an ambition to create a multi-functional greenway including enhanced green space. Throughout the scheme, there is potential for incorporating smaller habitat improvements such as bird and bat boxes. There may be potential to improve fish passage.</p>
	<p>Enhancing actions</p>	
	<p>Adverse impacts</p>	<p>During the construction of new and amended defences, several wildlife corridors, habitats, and species could be affected, including intertidal / estuarine habitat. Other effects on estuarine ecology could result from disturbance of sediment as well as noise impacts. Effects are likely to be ‘temporary’ during construction of the scheme in the context of biodiversity, fauna and flora.</p>
	<p>Mitigating actions</p>	<p>‘Sensitive’ construction methods such as use of low noise piling techniques are recommended. Some estuarine habitats could be lost because of the scheme and the strategy would need to allow for replacement of these areas. As design evolves there will be a need to minimise any loss of intertidal mudflat and measures (including compensatory habitat) will be devised to ensure no net loss of biodiversity, taking account of any increased coastal defence footprint. Measures will be devised and presented as part of the detail to support a planning application that will commit to Biodiversity Net Gain</p>
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>ENV3 A cleaner, low-waste city: Consumption of resources and generation of waste</p> <p>Consider what resources will be used as a result of the proposal, how they can be</p>	<p>Benefits</p>	<p>The scheme will significantly reduce the risk of flooding to property and infrastructure, and as such a benefit of the scheme is the reduction in resources used associated with clean-up operations.</p>
	<p>Enhancing actions</p>	

<p>minimised or swapped for less impactful ones, where they will be sourced from, and what will happen to any waste generated</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
	Adverse impacts	<p>Most resources that will be used because of the proposal arise from the construction phase related to construction materials and traffic. Resources required to operate defences over their lifetime have been minimised (see mitigating actions).</p>
	Mitigating actions	<p>Construction impacts to be considered as part of the detailed design and construction management plan. “Passive” defences (those that do not require any operations for them to function as required) have been eliminated where possible by using ramps / ground raising in favour of gates which require active interventions.</p>
Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years		
<p>ENV4 Climate resilience: Bristol’s resilience to the effects of climate change</p> <p>Bristol’s climate is already changing, and increasingly frequent instances of extreme weather will become more likely over time.</p> <p>Consider how the proposal will perform during periods of extreme weather (particularly heat and flooding).</p> <p>Consider if the proposal will reduce or increase risk to people and assets during extreme weather events.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	Benefits	<p>The proposal seeks to significantly improve central Bristol’s resilience to flooding because of climate change. Over the lifetime of the scheme, around 4,500 existing properties will be better protected from the risk of flooding.</p>
	Enhancing actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
	Adverse impacts	N/A
	Mitigating actions	N/A
Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years		
<p>Statutory duty: Prevention of Pollution to air, water, or land</p> <p>Consider how the proposal will change the likelihood of pollution occurring to air,</p>	Benefits	<p>The scheme will provide increased flood and erosion protection and significantly reduce the chance of contaminated land exposure through erosion and contaminated run-off entering the River Avon.</p>
	Enhancing actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years	

water, or land and what steps will be taken to prevent pollution occurring. Further guidance <input type="checkbox"/> No impact	Adverse impacts	The preferred option will require activities such as piling that could affect water and soil through disturbance to the riverbed and the release of sediment into the River Avon, particularly at locations such as Cumberland Basin, Cumberland Road, Commercial Road, Clarence Road, Cattle Market Road, Bathurst Dam, Netham and St Anne's.
	Mitigating actions	The temporary nature of these effects and could be reduced with good practice construction techniques
	Persistence of effects: <input type="checkbox"/> 1 year or less <input checked="" type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	

Step 3: Action Plan

Use this section summarise and assign responsibility for any actions you have identified to improve data, enhance beneficial, or mitigate negative impacts. Actions identified in section two can be grouped together if named responsibility is under the same person.

This action plan should be updated at each stage of the project. Please be aware that the Sustainable City and Climate Change Service may use this action plan as an audit checklist during the project's implementation or operation.

Enhancing / mitigating action required	Responsible Officer	Timescale
A statutory EIA is required as part of consenting the scheme. Incorporating the findings into design considerations for maximising benefits and mitigation is required	M Sugden	4 years+

Step 4: Review

The Sustainable City and Climate Change Service need at least five working days to comment and feedback on your impact assessment. Assessments should only be marked as reviewed when they provide sufficient information for decision-makers on the environmental impact of the proposal.

Please seek feedback and review by emailing environmental.performance@bristol.gov.uk before final submission of your decision pathway documentation¹.

Where impacts identified in this assessment are deemed significant, they will be summarised here by the Sustainable City and Climate Change Service and must be included in the 'evidence base' section of the decision pathway cover sheet.

Summary of significant beneficial impacts and opportunities to support the Climate, Ecological and Corporate Strategies (ENV1,2,3,4):
BCC's Environmental Impact Assessment has determined significant beneficial impacts from the proposal: The proposal will make a significant contribution to increasing Bristol's climate resilience by better protecting around 4,500 homes. It will also likely make long term improvements to the city's ecology.

¹ Review by the Sustainable City and Climate Change Service confirms there is sufficient analysis for decision makers to consider the likely environmental impacts at this stage and to provide an endorsement or approval of the proposal.

Summary of significant adverse impacts and how they can be mitigated:

BCC's Environmental Impact Assessment has determined significant adverse impacts from the proposal: The proposal's whole life carbon emissions are estimated to be 55,000 tCO₂e. This may be partially offset during the project's lifetime through carbon emissions associated with avoided flood damage.

Environmental Performance Team Reviewer: Daniel Shelton	Submitting author: Matthew Sugden
Date: 14/12/2023	Date: 14/12/2023



Decision Pathway Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 23 January 2024

TITLE	Multi-Storey Car Park Pay on Foot Contract		
Ward(s)	Central, Clifton		
Author: Shaun Taylor	Job title: Head of Service, Highways and Traffic		
Cabinet lead: Councillor Alexander, Cabinet Member for Transport.	Executive Director lead: John Smith, Interim Executive Director, Growth and Regeneration.		
Proposal origin: BCC Staff			
Decision maker: Cabinet Member Decision forum: Cabinet			
Purpose of Report:			
<ol style="list-style-type: none"> To seek approval to tender for the installation and maintenance of new Pay on Foot equipment at Trenchard Street and West End Multi-Storey Car Parks, at an estimated contract value of up to £1m 			
Evidence Base			
<ol style="list-style-type: none"> In 2013, Parking Services procured and installed Pay on Foot (POF) equipment which consists of entry/exit barriers, pay stations and back-office software to manage the systems for Trenchard Street and West End Multi-Storey Car Parks. The contract period was 10 years and has since been extended for 2 years until September 2025, with the option to extend for a further year to September 2026. The proposed new contract will cover all hardware, spares, repairs and maintenance. Additionally, it is proposed to include the payment service provider function for card payments. This is currently managed under a separate contract, but it makes sense to integrate this into one contract. The contract will be written to futureproof for any new systems, or technologies that may be required/become available during the contract term. The proposed contract term will be 5, plus 2, plus 2, plus 1. POF systems allow for efficient management of large car parks and enable remote management of the barriers via back-office systems where required. The barriers prevent access until an entry ticket is obtained and prevent egress until payment has been made, which can be either cash or card transactions including contactless payments (Apple Pay/Google Pay). The system also features Automatic Number Plate Recognition (ANPR) for authorised vehicles, the barriers will raise when detected by the ANPR camera, access to the lifts via a card reader which can only be operated with an entry ticket and help buttons integrated into the barrier and pay stations linked to Parking Operations/Bristol Operations staff should assistance be required. The current equipment is approaching “end of life” and this is reflected in more frequent faults and subsequent maintenance issues/engineer call outs. Parking Services expectation in terms of timescales to undertake and install new equipment is 18 – 24 months. We’re seeking approval now to ensure the procurement and installation process can be completed before the existing contract expires. Market testing has indicated that installation of new systems would cost in the region of c£200k initial set up, which is proposed to be funded by re-prioritising of an existing budget and c£50k annual running/support costs, for which Parking Services has an existing budget. Pay on Foot equipment has an expected lifespan of 10 years, so this report requests approval for a 10 year contract with a maximum spend of up to £1m. This will cover all expected contract costs and includes a contingency to cover any new installations or upgrades which may be required due to legislative or ICT or data security changes during the life of the contract. For reference, the combined annual revenue from both car parks is c. £3.5m. Car Parking across the City may be reduced and impacted by Policy/Strategy goals, with schemes promoting 			

more active/sustainable transport options, implementation of the Clean Air Zone and Housing projects, however, the demand for parking at Trenchard St and West End has remained stable and help support venues such as the BRI, Hippodrome and Bristol Beacon.

7. Next steps:

- Further market testing and considering latest technological advances. i.e., the potential to modernise our POF equipment in the form of a ticketless and cashless system. This would reduce the environmental impact of ticket production and disposal, as well as reducing costs to manage cash collections and reducing the vulnerability of cash being stolen from the pay stations which has occurred in the past.
- Agree with procurement the appropriate route to market.
- Develop our system requirements.
- Procure and implement a new system.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Approve the procurement of new Pay on Foot (POF) systems in line with the estimated contract value of up to £1m over 10 years.
2. Approve re-prioritisation of an existing Highways budget to fund the set-up costs of c£200k.
3. Authorises the Executive Director, Growth and Regeneration in consultation with Cabinet Member for Transport to take all steps required to approve the system requirements following further market testing and procure and award the contract in accordance with the maximum budget envelopes outlined in this report.
4. Authorises Executive Director, Growth and Regeneration in consultation with Cabinet Member for Transport to invoke any subsequent extensions/variations specifically defined in the contract being awarded, up to the maximum budget envelope outlined in this report.

Corporate Strategy alignment:

1. Bristol will be well-connected with digital services and transport that is efficient, sustainable and inclusive; supporting vibrant local neighbourhoods and a thriving city centre.
2. Bristol will be a sustainable city, with low impact on our planet and a healthy environment for all.
3. Transport is healthy, active, sustainable, safe and enables easy movement throughout the city.
4. The city is well connected, supporting access to employment, education and services for all

City Benefits:

1. Provide an up-to-date and modern POF system, enabling an enhanced efficient customer experience when parking in Trenchard Street or West End Multi-Storey Car Parks.

Consultation Details:

1. Informal consultation with appropriate staff groups.

Background Documents:

[Corporate Strategy](#)

Revenue Cost (excluding contingency)	c£200k one off installation cost. c£50k annual maintenance, so c£500k over 10 years	Source of Revenue Funding	Re-prioritisation of existing Highways budget.
Capital Cost		Source of Capital Funding	
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input checked="" type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice: The current contract allowing customers to access and make payments at Trenchard Street and West End Multi-Storey Car Parks has been extended for 2 years until 2025, with the option to extend for one final year until 2026. As a result, a tender for the installation and maintenance of new equipment and card payment functions is necessary to ensure continuity of service.

The service is proposing a contract term of 5 years, +2, +2, +1 at an estimated contract value of up to £1m. Initial market testing is showing installation costs in the region of £0.2m and annual maintenance and support costs of £0.05m per annum, so £0.5m over 10 years. Funding has been identified from re-prioritising a Highways budget.

The tendering process must follow procurement regulations and recommendations, ensuring Value for Money.

Strong contract management, including forecasting, must continue during the contract period to ensure exposure to both financial and operational risks are minimised.

Revenue expenditure against the contract must continue to follow Council Financial Regulations, delegated approvals and any unforeseen costs must be contained within Highways approved budget envelope.

Finance Business Partner: Ben Hegarty, Finance Business Partner Growth and Regeneration, 11 December 2023.

2. Legal Advice: The procurement process must be conducted in line with the 2015 Procurement Regulations and the Councils own procurement rules. Legal services will advise and assist officers with regard to the conduct of the procurement process and the resulting contractual arrangements.

Legal Team Leader: Husinara Jones, Team Manager/Solicitor 11 January 2024

3. Implications on IT: IT are supportive and available to aid in progressing relevant work and can be engaged through the existing work request process.

IT Team Leader: Alex Simpson – Lead Enterprise Architect – 27 October 2023

4. HR Advice: There are no HR implications evident in this report

HR Partner: Celia Williams HR Business Partner 15 November 2023

EDM Sign-off	John Smith, Interim Executive Director, Growth and Regeneration.	1 November 2023
Cabinet Member sign-off	Councillor Alexander, Cabinet Member for Transport Councillor Cheney, Cabinet Member for City Economy, Finance and Performance	9 November 2023 20 November 2023
For Key Decisions - Mayor's Office sign-off	Mayor's Office	20 December 2023

Appendix A – Further essential background / detail on the proposal	NO
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	YES
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Environmental assessment	YES

Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO

Multi-Storey Car Park Pay on Foot Contract Risk Register

Negative Risks that offer a threat to Multi-Storey Car Park Pay on Foot Contract and its Aims (Aim - Reduce Level of Risk)

Ref	Risk Description	Key Causes	Key Consequence	Status Open / Closed	Strategic Theme	Risk Category	Risk Owner	Key Mitigations	Direction of travel	Current Risk Level			Monetary Impact of Risk £k	Risk Tolerance			
										Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating	Date
1	Approval not given to retender contract	Cabinet decision	Equipemnt will fail, won't be able to maintain it. Lead to income loss & negative PR	Open			DH	Detailed cabinet report & discussion through decision pathway process.		2	5	10	£3.5m per annum	1	5	5	
2	Tender prices exceed budget	Market conditions	Needing to secure additional funding, or downgrade requirements to fit budget	Open			DH	Market testing to inform likel costs & requiremets setting		3	3	9	TBC	2	3	6	
3	Legal challenges to procurement	Challenges from suppliers	Delay to process	Open			DH	Working with procurement throughout the process		3	4	12	TBC	2	4	8	
4	Existing equipment fails before new equipemnt is procured & installed	Poor maintenance/vandalism/delays in procuremtn process	Equipemnt will fail, won't be able to maintain it. Lead to income loss & negative PR	Open			DH	Maintnrance contract in place to cover the procurement period.Cabinet approval being sought in advance of maintenance contract expiring		3	4	12	TBC	2	3	6	

Equality Impact Assessment [version 2.9]



Title– Introduction of Pay & Display parking at District Car Parks	
<input checked="" type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input checked="" type="checkbox"/> Service <input type="checkbox"/> Other [please state]	<input checked="" type="checkbox"/> New <input type="checkbox"/> Already exists / review <input type="checkbox"/> Changing
Directorate: Growth and Regeneration – Management of Place	Lead Officer name: Dominic Hitchcock
Service Area: Traffic & Highways Maintenance	Lead Officer role: Infrastructure Manager

Step 1: What do we want to do?

The purpose of an Equality Impact Assessment is to assist decision makers in understanding the impact of proposals as part of their duties under the Equality Act 2010. Detailed guidance to support completion can be found here [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](http://sharepoint.com).

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the [Equality and Inclusion Team](#) early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use plain English, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

Parking Services have undertaken a survey of all district car parks where parking is currently free, to determine if it would be feasible to introduce pay and display charges. The purpose of the exercise was to determine whether the existing time limited restrictions in the car parks were effectively delivering key aspects of the parking strategy and deterring long stay car parking in these locations.

The number of disabled bays and their location in each car park will be reviewed to improve facilities. There will be no charge or time limit for Blue Badge holders parking in disabled bays within the car park under the new traffic regulation order.

There may be a disproportionate impact for carers, parents, pregnancy/maternity on the basis that they are going to be more reliant on having their own vehicle, as well as low income families. Whilst there may be a disproportionate impact for these groups, the proposal is justifiable on the basis that the sites are unviable without bringing in charges, which are required to maintain the facilities, improve Car Park management by making enforcement processes more efficient, discouraging all day parking, maximising the use of space, and ensuring effective turnover of spaces to support the local economy. An attrition level of 25% reflects the anticipated modal shift to sustainable/active travel.

Parking Services propose to sell 4 car parks with low occupancy as demand for parking is low and as the only potential remaining free car parks, will operate at a cost to the service for the continued maintenance & upkeep:

Clayton St – Avonmouth & Lawrence Weston. Predominately in a residential area with unrestricted on street parking. This car park served a social club opposite, that’s no longer in use. Demand for parking is low at this location.

Harden Rd – Stockwood. Located next to a library and in in close proximity to local shops and medical centre. However, despite this location, demand for parking appears to be low.

Queens Rd – Hartcliffe & Withywood. This car park is in close proximity to the local community centre, church and local shops. Despite this location, demand for parking is low.

Ridingleaze – Avonmouth & Lawrence Weston. This car park is in close proximity to local shops, businesses and church. Despite this, demand for parking is low.

These wards have a relatively low proportion of minoritised ethnic residents, or non-Christian faith groups, however they do have some relatively high pockets of deprivation.

The Car Parks with proposed charges below are attached to or serve as follows:

Beechwood Road – Frome Vale

Located in between the Beechwood Club (community hall) and Beechwood Medical Practice and a short walk to local schools and businesses.

Callington Road – Brislington West

Located next to local shops and opposite a supermarket.

Chalks Road – St George West

Located next to St George Park. This car park also has ZedPod housing units installed on stilts, with parking retained below. Resident’s parking is not permitted, other than in line with the current restrictions. This car park is also a short walk from local shops & businesses on Church Road.

Derby Street – St George West

Located opposite Chalks Rd Car Park. This car park backs onto the local shops & businesses on Church Road. It’s also directly opposite a children’s nurse and is close to the local church & primary school. There are plans to install 8 modular housing units in the middle of this car park, reducing the capacity to 23, with parking spaces either side of the housing units.

Ducie Road – Lawrence Hill

Located in close proximity to local shops, business, railway station, parks, church and business park

Machin Rd – Henbury & Brentry

Located to the rear of local shops & businesses. Also in close proximity to the local Schools, library community centre & public open space.

Repton Rd – Brislington West

Located off Sandy Park Rd, this car park is a short walk from the local shops, businesses and church

Stoke View Rd – Eastville

Located off Fishponds Rd next to Stoke View Business Park and a short walk to local shops and businesses. 17 spaces are currently dedicated for permit holders.

Waverley Road – Avonmouth & Lawrence Weston

Located to the rear of Shirehampton Group Health Centre. Also in close proximity to local shops, businesses and church.

Westbury Hill – Westbury-on-Trym & Henleaze

Westbury-on-Trym Primary Care Centre is located within the car park. This car park is also off the High Street, serving the local shops, businesses and churches.

1.2 Who will the proposal have the potential to affect?

<input type="checkbox"/> Bristol City Council workforce	<input checked="" type="checkbox"/> Service users	<input checked="" type="checkbox"/> The wider community
<input type="checkbox"/> Commissioned services	<input type="checkbox"/> City partners / Stakeholder organisations	
Additional comments:		

1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If ‘No’ explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by Equality and Inclusion Team.

If ‘Yes’ complete the rest of this assessment, or if you plan to complete the assessment at a later stage please state this clearly here and request review by the Equality and Inclusion Team.

Yes **No** [please select]

Step 2: What information do we have?

2.1 What data or evidence is there which tells us who is, or could be affected?

Please use this section to demonstrate an understanding of who could be affected by the proposal. Include general population data where appropriate, and information about people who will be affected with particular reference to protected and other relevant characteristics: <https://www.bristol.gov.uk/people-communities/measuring-equalities-success>.

Use one row for each evidence source and say which characteristic(s) it relates to. You can include a mix of qualitative and quantitative data e.g. from national or local research, available data or previous consultations and engagement activities.

Outline whether there is any over or under representation of equality groups within relevant services - don't forget to benchmark to the local population where appropriate. Links to available data and reports are here [Data, statistics and intelligence \(sharepoint.com\)](#). See also: [Bristol Open Data \(Quality of Life, Census etc.\)](#); [Joint Strategic Needs Assessment \(JSNA\)](#); [Ward Statistical Profiles](#).

For workforce / management of change proposals you will need to look at the diversity of the affected teams using available evidence such as [HR Analytics: Power BI Reports \(sharepoint.com\)](#) which shows the diversity profile of council teams and service areas. Identify any over or under-representation compared with Bristol economically active citizens for different characteristics. Additional sources of useful workforce evidence include the [Employee Staff Survey Report](#) and [Stress Risk Assessment Form](#)

Data / Evidence Source [Include a reference where known]	Summary of what this tells us
Census 2011 and Census 2021 2011 Census Key Statistics About Equalities Communities	The Census details the demographic profile of Bristol. The first results of the 2021 census will not be available until Spring 2022, so demographic data is still informed by 2011 census and other population related documents (listed below)
The population of Bristol	Updated annually. The report brings together statistics on the current estimated population of Bristol, recent trends in population, future projections and looks at the key characteristics of the people living in Bristol.
New wards: data profiles Ward Profiles - Power BI tool	The Ward Profiles provide a range of datasets, including Population, Life Expectancy, health and education disparities etc. for each of Bristol's electoral wards.
Bristol Quality of Life survey 2020/21 final report Quality of Life 2020-21 — Open Data Bristol	The Quality of Life (QoL) survey is an annual randomised sample survey of the Bristol population, mailed to 33,000 households (with online & paper options), and some additional targeting to boost numbers from low responding groups. In brief, the 2020 QoL survey indicated that inequality and deprivation continue to affect people's experience in almost every element measured by the survey.

Quality of Life Indicator	% for whom inaccessible public transport prevents them from leaving their home when they want to
Bristol Average	11.8
Most Deprived 10%	14.2
16 to 24 years	25.9
50 years and older	10.6
65 years and older	13.9
Female	13.9
Male	9.6
Disabled	24.7
Black, Asian and minority ethnic	13.9
Asian/Asian British	6.8
Black/Black British	13.8
Mixed/Multiple ethnic groups	19.8
White	11.5
White Minority Ethnic	12.1
White British	11.4
Christian	11.5
Other religion	9.2
No religion or faith	12.0
Single parent	15.7
Two parent	6.2
No qualifications	13.4
Owner Occupier	9.9
Rented from housing association	16.8
Rented from the council	12
Rented from private landlord	16.7
Non degree qualifications	10.6
Degree qualifications	12.1

	Part-time carer	9.9
	Full-time carer	23.8
	Carer (All)	13.2
	Parents (All)	<u>7.4</u>
	Lesbian, Gay or Bisexual	19.6

The following car parks have an average peak occupancy level of over 40% and are the sites where it is considered beneficial to introduce Pay & Display parking in order to promote short stay turnover, and encourage a modal shift away from the private car. We don't currently know who uses the car parks but as many are in the vicinity of local amenities it is likely that visitors to shops and health centres make up most short-term parkers, while long term parkers might be the people who work in local area. None of the sites are in a Resident's Parking Scheme Area or the City Centre.

Note, the 4 car parks that are proposed to be sold are also included for reference.

It appears from the data that there is a reasonable correlation between car ownership and deprivation deciles. These locations are likely to have the most buoyant local economies and the greatest demand for car parking – however this masks the fact that people will travel to areas with good local shops and amenities and the use of the car parks may not reflect the make up of the local populations.

District Car Parks	Spaces	Ward	LSOA	Deprivation IMD Decile	Average No Cars per household (Bristol = 1.04)
Clayton Street	45	Avonmouth & Lawrence Weston	E01014499	2	1.06
Ridingleaze	20	Avonmouth & Lawrence Weston	E01014638	1	1.06
Waverley Road	37	Avonmouth & Lawrence Weston	E01014493	2	1.06
Callington Road	23	Brislington West	E01014535	7	1.14
Repton Road	14	Brislington West	E01014531	6	1.14
Alexandra Park (Currently Closed)	24	Eastville	E01014572	3	1.04
Beechwood Road	67	Frome Vale	E01014590	3	1.07
Stoke View	40	Frome Vale	E01014588	3	1.07
Queens Road	14	Hartcliffe & Withywood	E01014595	1	0.81
Machin Road	21	Henbury & Brentry	E01014605	1	1.09
Ducie Road	44	Lawrence Hill	E01033356	1	0.53
Chalks Road	59	St George West	E01014681	4	0.88
Derby Street	45	St George West	E01014681	4	0.88
Harden Road	30	Stockwood	E01014707	5	1.3
Westbury Hill	104	Westbury-on-Trym & Henleaze	E01014719	9	1.42
Total Off St	587				

2.2 Do you currently monitor relevant activity by the following protected characteristics?

<input checked="" type="checkbox"/> Age	<input checked="" type="checkbox"/> Disability	<input type="checkbox"/> Gender Reassignment
<input type="checkbox"/> Marriage and Civil Partnership	<input type="checkbox"/> Pregnancy and Maternity	<input checked="" type="checkbox"/> Race

Religion or Belief

Sex

Sexual Orientation

2.3 Are there any gaps in the evidence base?

Where there are gaps in the evidence, or you don't have enough information about some equality groups, include an equality action to find out in section 4.2 below. This doesn't mean that you can't complete the assessment without the information, but you need to follow up the action and if necessary, review the assessment later. If you are unable to fill in the gaps, then state this clearly with a justification.

For workforce related proposals all relevant characteristics may not be included in HR diversity reporting (e.g. pregnancy/maternity). For smaller teams diversity data may be redacted. A high proportion of not known/not disclosed may require an action to address under-reporting.

We do not hold information on the protected characteristics of these groups in respect to car ownership, and usage of car parks however, we do have specific ward data on the protected characteristics identified above.

2.4 How have you involved communities and groups that could be affected?

You will nearly always need to involve and consult with internal and external stakeholders during your assessment. The extent of the engagement will depend on the nature of the proposal or change. This should usually include individuals and groups representing different relevant protected characteristics. Please include details of any completed engagement and consultation and how representative this had been of Bristol's diverse communities. See <https://www.bristol.gov.uk/people-communities/equalities-groups>.

Include the main findings of any engagement and consultation in Section 2.1 above.

If you are managing a workforce change process or restructure please refer to [Managing change or restructure \(sharepoint.com\)](#) for advice on consulting with employees etc. Relevant stakeholders for engagement about workforce changes may include e.g. staff-led groups and trades unions as well as affected staff.

The approach will be agreed through the decision pathway process but initial process to determine which, if any, sites to progress would potentially be based on:

- Sites surveys to assess usage levels
- Online consultation questionnaire
- Review with local councillors

2.5 How will engagement with stakeholders continue?

Explain how you will continue to engage with stakeholders throughout the course of planning and delivery. Please describe where more engagement and consultation is required and set out how you intend to undertake it. Include any targeted work to seek the views of under-represented groups. If you do not intend to undertake it, please set out your justification. You can ask the Equality and Inclusion Team for help in targeting particular groups.

The approach will be agreed through the decision pathway process but initial process to determine which, if any, sites to progress would potentially be based on:

- Sites surveys to assess usage levels
- Online consultation questionnaire
- Review with Local Councillors

Step 3: Who might the proposal impact?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered above, and the characteristics protected by the Equality Act 2010. Also include details of existing issues for particular groups that you are aware of and are seeking to address or mitigate through this proposal. See detailed guidance documents for advice on identifying potential impacts etc. [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#)

3.1 Does the proposal have any potentially adverse impacts on people based on their protected or other relevant characteristics?

Consider sub-categories (different kinds of disability, ethnic background etc.) and how people with combined characteristics (e.g. young women) might have particular needs or experience particular kinds of disadvantage.

Where mitigations indicate a follow-on action, include this in the 'Action Plan' Section 4.2 below.

GENERAL COMMENTS (highlight any potential issues that might impact all or many groups)	
The introduction of pay and display charges will affect all users of the car park as they will have to pay for their parking whereas currently it is free, however those on fixed or low incomes would be disproportionately impacted by additional costs. Charges will initially be introduced at a low level to minimise the impact.	
Access to disabled parking facilities will not be reduced. There will be no parking charge or time limit for vehicles displaying a Blue Badge and parked in a Disabled Bay in any of the car parks, as is the current situation.	
The final proposals will be subject to statutory consultation as part of the Traffic Regulation Order making process.	
PROTECTED CHARACTERISTICS	
Age: Young People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Age: Older People	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Some older people who are less mobile and less able to walk significant distances may be disproportionately impacted by additional costs
Mitigations:	Charges will initially be introduced at a low level to minimise the impact.
Disability	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Some Disabled people with impairments which mean they are more dependent on a motor vehicle as a driver or passenger may be disproportionately impacted by additional costs
Mitigations:	Blue Badge holders will be able to park for free as in all other BCC Pay & Display car parks. Charges will initially be introduced at a low level to minimise the impact.
Sex	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	People who are dependent on a motor vehicle as a driver or passenger because they are pregnant or have young children may be disproportionately impacted by additional costs.
Mitigations:	Charges will initially be introduced at a low level to minimise the impact.
Gender reassignment	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Race	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Religion or Belief	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	

OTHER RELEVANT CHARACTERISTICS	
Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	The introduction of Pay & Display charges may have a disproportionate impact on low income households.
Mitigations:	Charges will initially be introduced at a low level to minimise the impact.
Carers	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	People who are dependent on motor vehicles to provide care for others may be disproportionately impacted by additional costs
Mitigations:	
Other groups [Please add additional rows below to detail the impact for other relevant groups as appropriate e.g. Asylums and Refugees; Looked after Children / Care Leavers; Homelessness]	
Potential impacts:	
Mitigations:	

3.2 Does the proposal create any benefits for people based on their protected or other relevant characteristics?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our Public Sector Equality Duty to:

- ✓ Eliminate unlawful discrimination for a protected group
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't
- ✓ Foster good relations between people who share a protected characteristic and those who don't

Those in low or fixed income households may include some pensioners and those in receipt of disability payments. These groups are likely to already be in receipt of concessions such as free public transport or Blue Badges which partially mitigate any rise in parking charges.

The parking charge also needs to be taken in the local context. A day ticket for bus travel in the Bristol area costs £5, a Park & Ride tickets costs £5. The proposed parking charges mean that customers can generally park for 4 hours for £4. It would undermine the Council's transport policies if parking in the city centre were so cheap that it deterred people from making more sustainable travel choices.

Efficient transport policies which reduce congestion and improve public transport efficacy and air quality will improve the environment for all residents and visitors to the city.

The Council's policies are focussed on reducing the dependence on the private car and encouraging those who can, to use alternative, more sustainable means of transport. These policies improve the environment for everybody while also helping those unable to make different choices by reducing the overall demand which in turn improves the turnover of spaces and provides more opportunity & better services to those who need it.

The Council is actively promoting active travel through improved walking and cycling facilities and initiatives.

Step 4: Impact

4.1 How has the equality impact assessment informed or changed the proposal?

What are the main conclusions of this assessment? Use this section to provide an overview of your findings. This summary can be included in decision pathway reports etc.

If you have identified any significant negative impacts which cannot be mitigated, provide a justification showing how the proposal is proportionate, necessary, and appropriate despite this.

Summary of significant negative impacts and how they can be mitigated or justified:
Those in low or fixed income households may include some pensioners and those in receipt of disability payments. These groups are likely to already be in receipt of concessions such as free public transport or Blue Badges which mitigate any rise in parking charges. However, pregnant women and women with children may be adversely affected, but we will introduce charges initially at a lower introductory rate.
Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:
The Council's policies are focussed on reducing the dependence on the private car and encouraging those who can, to use alternative, more sustainable means of transport. These policies improve the environment for everybody while also helping those unable to make different choices by reducing the overall demand which in turn improves the turnover of spaces and provides more opportunity & better services to those who need it.

4.2 Action Plan

Use this section to set out any actions you have identified to improve data, mitigate issues, or maximise opportunities etc. If an action is to meet the needs of a particular protected group please specify this.

Improvement / action required	Responsible Officer	Timescale


4.3 How will the impact of your proposal and actions be measured?

How will you know if you have been successful? Once the activity has been implemented this equality impact assessment should be periodically reviewed to make sure your changes have been effective your approach is still appropriate.

<ul style="list-style-type: none"> Monitoring of income generation Review of relevant Quality of Life indicators by equalities group
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Step 5: Review

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the [Equality and Inclusion Team](#) before requesting sign off from your Director¹.

Equality and Inclusion Team Review: Reviewed by the Equality and Inclusion Team.	Director Sign-Off:  Patsy Mellor, Director Management of Place
Date: 9 January 2024	Date: 9 th January 2024

¹ Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.



Environmental Impact Assessment [version 1.0]

Proposal title: Multi-Storey Car Park Pay on Foot Contract		
Project stage and type: <input type="checkbox"/> Initial Idea Mandate <input type="checkbox"/> Outline Business Case <input checked="" type="checkbox"/> Full Business Case		
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input checked="" type="checkbox"/> Service	<input type="checkbox"/> New	<input type="checkbox"/> Changing
<input type="checkbox"/> Other [please state]	<input checked="" type="checkbox"/> Already exists / review	
Directorate: Management of Place	Lead Officer name: Dominic Hitchcock	
Service Area: Traffic & Highways	Lead Officer role: Infrastructure Manager	

Step 1: What do we want to do?

The purpose of this Environmental Impact Assessment is to help you develop your proposal in a way that is compliant with the council’s policies and supports the council’s strategic objectives under the [One City Climate Strategy](#), the [One City Ecological Emergency Strategy](#) and the latest [Corporate Strategy](#).

This assessment should be started at the beginning of the project proposal process by someone with a good knowledge of the project, the service area that will deliver it, and sufficient influence over the proposal to make changes as needed.

It is good practice to take a team approach to completing the Environmental Impact Assessment. See further [guidance](#) on completing this document. Please email environmental.performance@bristol.gov.uk early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Please use plain English, avoiding jargon and acronyms.

Replace the existing Pay on Foot (POF) equipment (barriers and pay stations) at Trenchard Street & West End Multi-Storey Car Parks as the equipment is approaching “end of life” and the end of the existing maintenance contract

1.2 Will the proposal have an environmental impact?

Could the proposal have either a positive or negative effects for the environment now or in the future? If ‘No’ explain why you are sure there will be no environmental impact, then skip steps 2-3 and request review by sending this form to environmental.performance@bristol.gov.uk

If ‘Yes’ complete the rest of this assessment.

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	[please select]
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1.3 If the proposal is part of an options appraisal, has the environmental impact of each option been assessed and included in the recommendation-making process?

If ‘Yes’ please ensure that the details of the environmental impacts of each option are made clear in the pros and cons section of the [project management options appraisal document](#).

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not applicable	[please select]
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If ‘No’ explain why environmental impacts have not been considered as part of the options appraisal process.

Retain existing system (but with new barriers & pay stations installed) which will continue with production & disposal of tickets.
 Install a new system that will be ticketless/cashless
 Both options will require removal, disposal and replacement of existing infrastructure.

Step 2: What kinds of environmental impacts might the project have?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered. See detailed [guidance documents](#) for advice on identifying potential impacts.

Does the proposal create any benefits for the environment, or have any adverse impacts?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our corporate environmental objectives and the wider [One City Climate and Ecological Emergency strategies](#).

Consider how the proposal creates environmental impacts in the following categories, both now and in the future. **Reasonable efforts should be made to quantify stated benefit or adverse impacts wherever possible.**

Where the proposal is likely to have a beneficial impact, consider what actions would enhance those impacts. Where the proposal is likely to have a harmful impact, consider whether actions would mitigate these impacts.

Enhancements or mitigation actions are only required when there is a likely impact identified. Remember that where enhancements or mitigation actions are listed, they should be assigned to staff and appropriately resourced.

GENERAL COMMENTS (highlight any potential issues that might impact all or many categories)		
Removal of existing infrastructure will need to be disposed of in line with relevant guidelines. New systems could be ticketless & cashless, removing environmental impact of ticket production & disposal if that option is selected. If the current ticket system is retained, then ticket production & waste could be deemed negative effects.		
ENV1 Carbon neutral: Emissions of climate changing gases BCC has committed to achieving net zero emissions for its direct activities by 2025, and to support the city in achieving net zero by 2030. Will the proposal involve transport, or the use of energy in buildings? Will the proposal involve the purchase of goods or services? If the answer is yes	Benefits	No more ticket production, or disposal required
	Enhancing actions	Reduction on total number of pay stations compared to existing system
Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years		

<p>to either of these questions, there will be a carbon impact.</p> <p>Consider the scale and timeframe of the impact, particularly if the proposal will lead to ongoing emissions beyond the 2025 and 2030 target dates.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Adverse impacts</p>	<p>Will not change the level of traffic using the car parks.</p> <p>There will be a small quantity of emissions associated with the production, end of life and installation / removal of pay and display equipment.</p> <p>There will be energy required to power the systems, although we may be able to reduce the current number of pay stations, which would reduce the current energy consumption.</p>
	<p>Mitigating actions</p>	<p>Contract specifications to include the capability to facilitate <i>charging by emissions band</i> as part of the future-proofing element of the contract.</p> <p>The majority of Trenchard street electricity contract is part of the sleeved pool arrangement meaning that the electricity consumed through that contract is effectively generated from local renewable sources / low carbon.</p>
	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years</p>	
<p>ENV2 Ecological recovery: Wildlife and habitats</p> <p>BCC has committed to 30% of its land being managed for nature and to halve its use of pesticides by 2030.</p> <p>Consider how your proposal can support increased space for nature, reduced use of pesticides, reduce pollution to waterways, and reduce consumption of products that undermine ecosystems around the world.</p> <p>If your proposal will directly lead to a reduction in habitat within Bristol, then consider how your proposed mitigation can lead to a biodiversity net gain. Be sure to refer to quantifiable changes wherever possible.</p> <p>Further guidance</p> <p><input checked="" type="checkbox"/> No impact</p>	<p>Benefits</p>	
	<p>Enhancing actions</p>	
	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>	
	<p>Adverse impacts</p>	
	<p>Mitigating actions</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>ENV3 A cleaner, low-waste city: Consumption of resources and generation of waste</p>	<p>Benefits</p>	<p>Potentially no more ticket production, or disposal required – dependent on adoption of ticketless technology during contract lifetime.</p>

<p>Consider what resources will be used as a result of the proposal, how they can be minimised or swapped for less impactful ones, where they will be sourced from, and what will happen to any waste generated</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Enhancing actions</p>	
	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>	
	<p>Adverse impacts</p>	<p>Removal and disposal of existing systems - There will be waste electrical equipment and other materials associated with installation and replacement of existing pay and display equipment.</p>
	<p>Mitigating actions</p>	<p>Ensure that the installation contract includes appropriate provisions for treating all waste generated according to the waste hierarchy (reduce, re-use, recycle, recover, dispose).</p>
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>ENV4 Climate resilience: Bristol’s resilience to the effects of climate change</p> <p>Bristol’s climate is already changing, and increasingly frequent instances of extreme weather will become more likely over time.</p> <p>Consider how the proposal will perform during periods of extreme weather (particularly heat and flooding).</p> <p>Consider if the proposal will reduce or increase risk to people and assets during extreme weather events.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Benefits</p>	
	<p>Enhancing actions</p>	
	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>	
	<p>Adverse impacts</p>	<p>Will not change the level of traffic using the car parks</p>
<p>Mitigating actions</p>	<p>Contract specifications to include the capability to facilitate <i>charging by emissions band</i> as part of the future-proofing element of the contract.</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>Statutory duty: Prevention of Pollution to air, water, or land</p>	<p>Benefits</p>	

<p>Consider how the proposal will change the likelihood of pollution occurring to air, water, or land and what steps will be taken to prevent pollution occurring.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Enhancing actions</p>	
	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>	
	<p>Adverse impacts</p>	<p>Will not change the level of traffic using the car parks</p>
	<p>Mitigating actions</p>	<p>Contract specifications to include the capability to facilitate <i>charging by emissions band</i> as part of the future-proofing element of the contract.</p>
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		

Step 3: Action Plan

Use this section summarise and assign responsibility for any actions you have identified to improve data, enhance beneficial, or mitigate negative impacts. Actions identified in section two can be grouped together if named responsibility is under the same person.

This action plan should be updated at each stage of the project. Please be aware that the Sustainable City and Climate Change Service may use this action plan as an audit checklist during the project’s implementation or operation.

Enhancing / mitigating action required	Responsible Officer	Timescale
Ensure that contract specifications include the capability to facilitate <i>charging by emissions band</i> as part of the future-proofing element of the contract.	Dominic Hitchcock	2026/7
Ensure that the installation contract includes appropriate provisions for treating all waste generated according to the waste hierarchy	Dominic Hitchcock	2026/7

Step 4: Review

The Sustainable City and Climate Change Service need at least five working days to comment and feedback on your impact assessment. Assessments should only be marked as reviewed when they provide sufficient information for decision-makers on the environmental impact of the proposal.

Please seek feedback and review by emailing environmental.performance@bristol.gov.uk before final submission of your decision pathway documentation¹.

¹ Review by the Sustainable City and Climate Change Service confirms there is sufficient analysis for decision makers to consider the likely environmental impacts at this stage. This is not an endorsement or approval of the proposal.

Where impacts identified in this assessment are deemed significant, they will be summarised here by the Sustainable City and Climate Change Service and must be included in the 'evidence base' section of the decision pathway cover sheet.

Summary of significant beneficial impacts and opportunities to support the Climate, Ecological and Corporate Strategies (ENV1,2,3,4):
Summary of significant adverse impacts and how they can be mitigated:

Environmental Performance Team Reviewer: Daniel Shelton	Submitting author: Dominic Hitchcock
Date: 09/11/2023	Date: 08/11/2023



Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 23 January 2024

TITLE	Mission Net Zero Project Delivery - Innovate Pathfinder Places Programme Phase 2		
Ward(s)	Citywide		
Author: Alex Minshull	Job title: Sustainable City and Climate Change Manager		
Cabinet lead: Cllr Marley Bennett, Cabinet Member for Waste, Climate, Ecology and Just Transition, with Cllr Kye Dudd, Cabinet Member for Housing Services and Energy	Executive Director lead: John Smith, Interim Executive Director Growth and Regeneration		
Proposal origin: BCC Staff			
Decision maker: Cabinet Member			
Decision forum: Cabinet			
Purpose of Report:			
To seek approval to accept funding from Innovate UK’s Net Zero Living Pathfinder Places Programme and to seek approval for the delivery of the Mission Net Zero Pathfinder Demonstrator Project, to contribute to the achievement of Bristol City Council’s, the city’s and the wider region’s climate goals.			
Evidence Base:			
<ol style="list-style-type: none"> 1. The Mission Net Zero Pathfinder Demonstrator Project aims to build on the successful work undertaken by Bristol City Council, including Bristol City Leap, via engagement with communities, support for the supply chain and effective energy and retrofit planning across the West of England. 2. Bristol City Council (BCC) is working with partners to help achieve the goals of the One City Climate Strategy. 3. In the BCC Climate Emergency Action Plan 2022 we committed to seek funding to develop innovative mechanisms which complement the investment already being made in the city to accelerate decarbonisation and contribute to a just transition. 4. In June 2022, Cabinet approved BCC’s participation in the EU 100 Climate Neutral and Smart Cities Mission which provides an overall approach to accelerating delivery of the One City Climate Strategy including the formation of a Transition Team to plan decarbonisation of the city. 5. In July 2023, Cabinet approved the Net Zero Investment Co-Innovation Lab project to establish a series of innovative financial mechanisms to help achieve the city’s climate change goals using £1.3m of funding provided by the EU Horizon Europe Net Zero Cities Pilot City Programme. 6. In March 2023, BCC was successful in becoming one of Innovate UK’s Pathfinder Places as part of their Net Zero Living Programme Pathfinder Places competition and in October 2023 Cabinet approved the submission of a Bid to the Phase 2 of the programme, for the Mission Net Zero Pathfinder Demonstrator Project. 7. That bid was led by BCC and submitted with 10 partner organisations (listed alphabetically): Bath and North East Somerset Council, Bristol and Bath Regional Capital CIC, Bristol Energy Network CIC, Bristol Green Capital Partnership CIC, Centre for Sustainable Energy, City Leap Energy Partnership Ltd, National Grid Electricity Distribution (South West), North Somerset Council and South Gloucestershire Council, West of England Combined Authority. 8. In December 2022 Innovate UK announced that the above Bid had been successful and awarded a total of nearly £5m. 9. The business case for the project is set out in Appendix A. 			

10. The project has been developed to integrate the principles of the Bristol Just Transition Declaration endorsed by the Mayor, Cabinet and Full Council.
11. The project is sponsored by Cllr Marley Bennett as the Cabinet Member for Waste, Climate, Ecology and Just Transition who will be the Cabinet Member responsible for the delivery of project. It is also supported by Cllr Kye Dudd, Cabinet Member for Housing Services and Energy who was responsible for the development of the project and the successful funding bid.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Note that Bristol City Council and partners submitted a successful bid to the Innovate UK Net Zero Pathfinder Places Programme for the Mission Net Zero Demonstrator Project and have been awarded nearly £5m of funding with up to £3.7m allocated to Bristol City Council.
2. Authorise the Executive Director Growth and Regeneration, in consultation with the Cabinet Members for Housing Services and Energy and Waste, Climate, Ecology and Just Transition and S151 Officer, to take all steps required to accept and spend the funding from Innovate UK of up to £3.708m (including procuring and awarding contracts over £500k); to implement the project as set out in proposals to Innovate UK and the business case in Appendix A2; and, to make any amendments to the project as necessary for successful delivery.

Corporate Strategy alignment:

1. The project is focused on achieving the priority of ENV1 Carbon Neutral but contributes to a range of corporate priorities.

City Benefits:

1. The project aims to reduce the city’s carbon emissions, reduce fuel poverty and increase jobs and training in the net zero supply chain, particularly in the building retrofit field in the context of a Just Transition.

Consultation Details

1. The project has been developed in dialogue with 10 partner organisations referred to in the evidence base.
2. The phase 2 project would involve very substantial public and stakeholder consultation over the next 2 years.

Background Documents:

- The [One City Climate Strategy](#)
- [BCC Climate Emergency Action Plan](#)
- Mission Net Zero Phase 1 Feasibility Study Final Report
- Mission Net Zero Phase 2 Bid to Innovate UK

Revenue Cost	£3.7m for BCC as part of wider £5m project	Source of Revenue Funding	Innovate UK
Capital Cost	£0	Source of Capital Funding	N/A
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:**1. Finance Advice:**

Following the successful bid, this report seeks Cabinet approval to accept funding of £3.708m from Innovate UK's Net Zero Living Programme Pathfinder Places Competition (Phase 2). The funds will be used to cover the costs of a range of activities in conjunction with several partners which are designed to contribute to the achievement of Bristol City Council's and the city's climate goals.

Costing

The costs reflect a detail costing exercise to calculate the amount needed to deliver the planned objectives. This is summarised in the table below. This funder does not allow for general inflation or contingencies to be added to its bids. However, the service has ensured that those areas (including staffing costs) that are susceptible to price increases or other risks that may inflate costs are priced accordingly and conservatively.

The awarded total project funding from innovate UK is set out below:

Work package	Bristol City Council £	Partners	Total
WP1 Governance, Co-ordination and Project Management	669,437	52,568	722,005
WP2 Regional Climate Investment Plan and Pipeline	1,198,804	67,984	1,266,788
WP3 Community Climate Investment Plans and Pipeline	220,739	1,164,169	1,384,908
WP4 NZ Neighbourhood Investment Structure	820,000	-	820,000
WP5 Supply Chain and Skills Support Package	799,325	-	799,325
Grand Total	3,708,305	1,284,721	4,993,026

Funding

The overall cost of delivering the project is estimated at £4.993m. This is to be funded by the grant from Innovate UK for £3.708m as well as funding to Partners expected to be £1.284m. There is no requirement to match fund and therefore this proposed activity will not require any funding from the council's approved revenue or capital budgets. The Council will be required to deliver the expected outputs and will ensure that this responsibility and risk is shared with or transferred to all delivery partners as appropriate.

Finance Business Partner: Ben Hegarty, Finance Business Partner Growth and Regeneration, 6 December 2023

2. Legal Advice: The procurement process must be conducted in line with the 2015 Procurement Regulations and the Councils own procurement rules. Legal services will advise and assist officers with regard to the agreement to accept the funding, the conduct of the procurement process and the resulting contractual arrangements.

Legal Team Leader: Husinara Jones, Team Manager/Solicitor 4 December 2023

3. Implications on IT: IT are supportive and available to aid in progressing relevant work and can be engaged through the existing work request process.

IT Team Leader: Alex Simpson – Lead Enterprise Architect 4 December 2023

4. HR Advice: There are no HR implications evident. Fair and open recruitment processes should be followed for resourcing support to the project, in line with our policy.

HR Partner: Chris Hather, HR Consultancy Manager 5 December 2023

EDM Sign-off	John Smith, Interim Executive Director Growth and Regeneration	12 December 2023
Cabinet Member sign-off	Cllr Kye Dudd, Cabinet Member for Housing Services and Energy and Cllr Marley Bennett, Cabinet Member for Waste, Climate, Ecology and	20 December 2023

	Just Transition	
For Key Decisions - Mayor's Office sign-off	Mayor's Office	20 December 2023

Appendix A – Further essential background / detail on the proposal A summary of the Project Proposal A1 and Full Business Case A2	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	See Business Case
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice (Financial officer must be the author of the advice)	NO
Appendix H – Legal Advice (Legal Services must be the author of the advice)	NO
Appendix I – Exempt Information (Legal Services must confirm that information is to be exempt in accordance with the constitution)	No
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO

Appendix A: Further essential background / detail on the proposal

Appendix A1:

Bristol people and businesses are very concerned about climate change. They want to be part of the solution, see changes which benefit their communities in other ways and have affordable, accessible ways to make a difference. We want to find a way to achieve these business and community climate goals faster ensuring they are joined-up with the changes we need to make as a whole city.

Investment in new low carbon technology is needed to replace the fossil fuel technology which we rely on for heat, power and getting around. Some of these investments will generate a return for investors. We want to demonstrate a way to bring more investment into climate change projects in a way that matches what people want in their home or their area.

There are many businesses already supplying climate change solutions in the city, such as builders insulating homes and heat pump installers replacing fossil-fuelled gas boilers. We want to help these businesses to grow to meet the need for climate action and create jobs and training to suit all levels of skills and experience.

The City Council has already developed the Bristol City Leap Partnership to help accelerate net zero action. However, the challenges in Bristol are similar across the UK and so we are working as part of the Innovate UK Net Zero Living Pathfinder Places Programme to collaborate with approximately 50 other towns, cities and rural areas across the UK to share ideas and learning. This includes several Demonstrator Projects which Innovate UK announced funding for in December 2023. This project is one of those Demonstrators.

The Mission Net Zero Pathfinder Demonstrator is an ambitious project to show how people can achieve their climate goals, obtain investment in new ways and grow related businesses to benefit the whole community. It is focused on how we make the fair transition to a net zero city.

The project begins by working with three Bristol communities. It will support them to create community climate investment plans and help to develop a series of projects which could be invested in. Some of these local changes will need to be enabled by new infrastructure to replace the fossil fuel infrastructure we rely on today and a strategic regional plan for climate investment will be developed through project working with partners across the West of England.

New ways to finance net zero activities will also be developed in the project with the goal of finding new ways to combine public and private sector investment to achieve net zero outcomes. This will link closely with another project already running – the Net Zero Finance Innovation Lab - which is funded by the EU Horizon Europe Programme.

The investment in net zero will create jobs and require relevant skills in greater numbers, and so the project will also work with businesses, training providers and citizens to help local businesses grow and create more job and training opportunities for local people, from a wide range of backgrounds.

The lead partner is Bristol City Council working with Bristol and Bath Regional Capital, Bristol Energy Network, Bristol Green Capital Partnership, Bath and North East Somerset Council, Centre for Sustainable Energy, City Leap Energy Partnership Ltd, National Grid Electricity Distribution (South West), North Somerset Council, South Gloucestershire Council and West of England Combined Authority.

The project will run from 29th January 2024 to October 2025.

Appendix A2: Full Business Case

A. PROJECT SUMMARY INFORMATION

Project Name:	Mission Net Zero Pathfinder Demonstrator		
Project ID (if known):			
Cabinet Member:	Councillor Kye Dudd and Cllr Marley Bennett	Lead Officer (Sponsor):	Alex Hearn
Directorate(s):	G&R lead with the involvement of all directorates	Associated service areas:	Sustainable City and Climate Change Service lead
Report lead author(s):	Full Business Case: Alex Minshull, Sustainable City and Climate Change Manager		
Report recipients:	Cabinet		

B. ORGANISATIONAL CONTEXT

Alignment to corporate theme(s):	<ol style="list-style-type: none"> 1. The Bristol City Council Corporate Strategy 2022-27 sets out ENV1 Carbon Neutrality 2. In September 2023 Cabinet approve submission of a funding application to Innovate UK for this project. 3. In December 2023 Innovate UK announced funding for the project as set out herein.
Project category:	<input type="checkbox"/> Saving delivery <input type="checkbox"/> Compliance / Statutory <input type="checkbox"/> Risk reduction <input type="checkbox"/> Cost avoidance <input checked="" type="checkbox"/> Improved outcomes <input checked="" type="checkbox"/> Enabling <Other>
Council Budget saving delivery:	If the proposal relates to a saving already approved within the approved Council's Budget please complete this section, otherwise mark N/A. N/A

C. DOCUMENT CONTROL

Sections complete:	<input type="checkbox"/> Mandate <input type="checkbox"/> Outline Business Case <input checked="" type="checkbox"/> Full Business Case			
Document status:	<input checked="" type="checkbox"/> Draft <input type="checkbox"/> Final			
Document owner:	Alex Minshull			
Version control	Version	Author(s)	Description	Date
	0.1	Alex Minshull, Sustainable City and Climate Change Service Manager	First draft	01/12/23
	0.2	Alex Minshull, Sustainable City and Climate Change Service Manager	Final draft with minor revisions following announcement of successful funding	08/12/23

FULL BUSINESS CASE

Summary

The Bristol One City Climate Strategy set out the enabling conditions for accelerating climate action – See Figure 1. The City Council has already developed the Bristol City Leap Partnership which is seeking to put in place some of these, with private sector funding for new infrastructure such as district heating.

BCC is working as part of the Innovate UK Net Zero Living Pathfinder Places Programme to collaborate with approximately 50 other towns, cities and rural areas across the UK to share learning. This includes several Demonstrator Projects of which this is one and Innovate are providing the vast majority of the project funding.

Our Demonstrator Project focuses on the West of England (WoE) covering City of Bristol; Bath and North East Somerset; North Somerset and South Gloucestershire Council areas. We have sought to address several of the enabling conditions of the Bristol One City Climate Strategy as these apply across the region and relate well to the Innovate Net Zero Pathfinder Places priorities. We will focus on:

- **Engagement** with 3 communities in Bristol to develop Community Climate Investment Plans and a pipeline of projects ready for investment
- **Engagement** with strategic partners across the West of England Regional Climate Investment Plan, with a pipeline of projects ready for investment
- **Funding** by developing a new financial investment model for investment in those projects, linking public and private sector investment
- **Skills** and supply chain support and development with a tailored package of activities to increase the number of low carbon jobs in the city and region and to improve access to them for local people
- **Data** by creating a dynamic digital platform to support on-going investment decisions and engagement with citizens and partners.

The lead partner is Bristol City Council working with Bristol and Bath Regional Capital, Bristol Energy Network, Bristol Green Capital Partnership, Bath and North East Somerset Council, Centre for Sustainable Energy, City Leap Energy Partnership Ltd, National Grid Electricity Distribution (South West), North Somerset Council, South Gloucestershire Council and West of England Combined Authority.

Recommended option:

To implement the project as submitted to Innovate UK for funding.

Recommended option delivery timescale:

29 January 2024 for 21 months

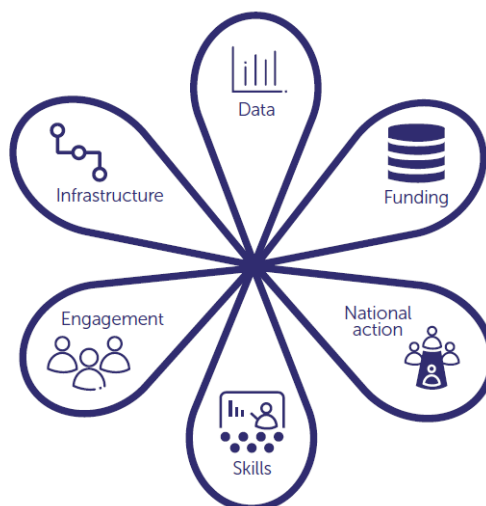


Figure 1: One City Climate Strategy Enabling Conditions

Anticipated cost/benefit profile for preferred option delivery:

£ thousands with approx. profile.	23/24	24/25	25/26	Total
Costs of existing staff funded from the Project	28	180	100	308
Cost of new staff	52	250	150	452
Overhead costs for staff	16	86	50	152
Contracted services/ other costs		2000	795	2,795
Total	96	2,516	1,095	3,708

Identified sources of funding (including any shortfall):

Innovate UK Net Zero Pathfinder Demonstrator Project funding – 100%

Other anticipated key measurable (non-financial) benefits:

Our key metric would be money committed (measured by £m) to the 4x Investment Plans by October 2025, 2026 and 2028 - enabling the continued delivery of net zero measures in neighbourhoods beyond the funded period.

We will have a common set of societal/economic benefit metrics for pipeline projects including:

- carbon emission reduction (tonnes):
- energy consumption (kwh)
- fuel poverty (% households)
- capacity of WoE supply chain (jobs in sector and number of installations)
- employment/training opportunities (jobs and training by demographic)

Learning from previous work

- The Programme has been built on feasibility work undertaken in Phase 1 and draws on the experience of the service and partners and of the city leap process.

Any decisions/endorsements already secured:

Cabinet approval of the bid submission in Sept.2023 and mobilisation work from award decision to project start date.

Decisions requested for Full Business Case sign-off:

Cabinet are requested to approve the Full Business Case at their meeting on 23rd January 2024

Existing costs approved:	0
New costs to deliver project:	3,708
Known Opportunity costs to deliver project:	0
Funding required:	3,708
Funding source(s):	Innovate UK Net Zero Pathfinder Programme
Est. timescale for project delivery:	21 months

17. Project overview -

The Bristol One City Climate Strategy set out the enabling conditions for accelerating climate action – See Figure 1. The City Council has already developed the Bristol City Leap Partnership which is seeking to put in place some of these, with private sector funding for new infrastructure such as district heating.

BCC is working as part of the Innovate UK Net Zero Living Pathfinder Places Programme to collaborate with approximately 50 other towns, cities and rural areas across the UK to share learning. This includes several Demonstrator Projects of which this is one and Innovate are providing the vast majority of the project funding.

Our Demonstrator Project focuses on the West of England (WoE) covering City of Bristol; Bath and North East Somerset; North Somerset and South Gloucestershire Council areas. We have sought to address several of the enabling conditions of the Bristol One City Climate Strategy as these apply across the region and relate well to the Innovate Net Zero Pathfinder Places priorities. We will focus on:

- **Engagement** with 3 communities in Bristol to develop Community Climate Investment Plans and a pipeline of projects ready for investment
- **Engagement** with strategic partners across the West of England Regional Climate Investment Plan, with a pipeline of projects ready for investment
- **Funding** by developing a new financial investment model for investment in those projects, linking public and private sector investment
- **Skills** and supply chain support and development with a tailored package of activities to increase the number of low carbon jobs in the city and region and to improve access to them for local people
- **Data** by creating a dynamic digital platform to support on-going investment decisions and engagement with citizens and partners.

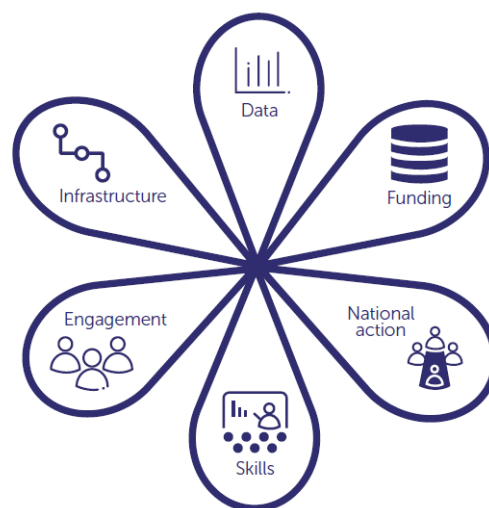


Figure 2: One City Climate Strategy Enabling Conditions

18. Preferred Option Detailed Case

18.1 Project scope

1. Scope

In Scope	
<p>In phase 2 we wish to demonstrate this process which could be replicated in any UK location.</p> <p>We actively participate in Net Zero Living Pathfinder Places cohort activities continuing to exchange knowledge with the wider cohort as we proceed, enabling followers to benefit from our successes and learn from our challenges. We would also use Bristol's membership of the Climate Neutral and Smart Cities Mission to share innovative European net zero practice.</p> <p>In phase 2 we would:</p> <ol style="list-style-type: none"> 1. Create 1x WoE Climate Investment Plan and associated finance mechanisms to stimulate/enable investment by public bodies, utilities and private sector investors 2. Create 3x Community Climate Investment Plans through enabling people to shape their own futures, turning net zero transition into an active choice that delivers major community benefit/is sustainably owned by communities not imposed top-down 3. Grow capacity and address skills shortages by working with businesses/training providers/potential employees 4. Develop a digital platform to support the creation of the plans, engagement and on-going project delivery. 	
Out of scope	Any risks/consequences associated with "Out of scope" items
Funding and implemetntation of the Investment Plans developed through this project.	That funding for implementation cannot be secured.
Maintanace of the Digital Platform beyond the life of the project	That funding for maintenance cannot be secured.

18.2 Programme objectives

The project goal is to address these non-technical barriers to net zero:

1. Financing - capital investment need
2. Consumer engagement - stimulating willingness/ability of people to act, in particular those often marginalised and distributing benefits fairly
3. Capacity, capability and skills - capacity of supply chain to deliver at scale/pace needed

Its specific objectives are:

1. Create 1x WoE Climate Investment Plan and associated finance mechanisms to stimulate/enable investment by public bodies, utilities and private sector investors.
2. Create 3x Community Climate Investment Plans through enabling people to shape their own futures, turning net zero transition into an active choice that delivers major community benefit/is sustainably owned by communities not imposed top-down. This innovative means of community engagement is central to our approach and to success.
3. Grow capacity and address skills shortages by working with businesses/training providers/potential employees

18.3 Quality expectations

18.4 Summary Costs and Benefits –

£ thousands with approx. profile.	23/24	24/25	25/26	Total
Costs of existing staff funded from the Project	28	180	100	308
Cost of new staff	52	250	150	452
Overhead costs for staff	16	86	50	152
Contracted services/ other costs		2000	795	2,795
Total	96	2,516	1,095	3,708
Partners Costs				1,284
Grand Total				4,993

18.5 Benefits

Innovate UK's (IUK) report "*Accelerating Net Zero Delivery - Unlocking the benefits of climate action in UK regions, March 2022*" concludes "*significantly better outcomes [are achieved] when places tailor their net zero delivery to the needs and opportunities of the area*"... a new delivery framework is required [which should]...[1] coordinate local delivery ... [with] [2] refreshed funding and finance instruments and [3] targeted skills and capacity development."

In Phase 1, we developed a process unlocking the non-technical barriers relating to 1-3, above, alongside community capacity building. Our Demonstrator would implement the process in practice building the capacity of 3 neighbourhoods, the wider city community, regional infrastructure providers/investors and the net zero supply chain. This enhanced capacity across the system will enable the whole city to achieve net zero faster with a pipeline of investable projects being delivered over the next 3-5 years. The IUK funding will be essential to build this pipeline and core components like the net zero neighbourhood investment model.

This process and expansion of net zero neighbourhoods to create a net zero town/city/region could be replicated UK-wide. Other elements in our climate portfolio are the region level/individual business infrastructure investments that would be stimulated by the Regional Climate Investment Plan through the work of organisations in the Transition Team and the Combined Authority.

The expected impacts are:

1. Short-term, public willingness/ability to act will be significantly improved. Medium-term, this would reduce resistance to pipeline project delivery and create new opportunities for community-led action.
2. Short-term, the integrated Regional and Community Climate Investment Plan will enable local authorities and energy infrastructure companies to align their medium- and long-term business plans/investment to those shared priorities. Our long-term aim is for cross-sector integration to create efficiencies/additionality for investors unlocking further private sector investment, as seen with Bristol City Leap.
3. Our net zero Community Investment Plans will unlock public-private investment within the funded period and create long-term access to funding and finance, complemented by the parallel Finance Innovation Lab (see Q2) with associated local economic growth.
4. Medium-term, emissions would reduce, households would save money and fuel poverty would reduce.
5. Medium-term, supply chain capacity/turnover would increase, contributing to long-term economic prosperity.
6. Medium-term, more local people will be employed in the sector and have higher skill. Long-term, learning will be used to inform future skills funding in the region.

Our key metric would be money committed (measured by £m) to the 4x Investment Plans by October 2025, 2026 and 2028 - enabling the continued delivery of net zero measures in neighbourhoods beyond the funded period.

We will have a common set of societal/economic benefit metrics for pipeline projects including:

- carbon emission reduction (tonnes):
- energy consumption (kwh)
- fuel poverty (% households)
- capacity of WoE supply chain (jobs in sector and number of installations)
- employment/training opportunities (jobs and training by demographic)

We would also measure:

- increase in sustainable transport opportunities in the 3 communities
- citizen participation in climate action (metrics on engagement activities including EDI)
- citizen attitudes to net zero measures from heat pumps to low traffic neighbourhoods

We would refine the monitoring/evaluation framework using the IUK report (above) model with an independent evaluator appointed as a subcontractor. We would follow net zero Data policy requirements by following IUK policy guidance, assigning data custodians etc. in line with BCC policy.

We confirm we actively participate in the broader programme cohort and would continue to share learning and data generated during this project with the cohort at key project milestones. We gain and disseminate information widely via networks including Core Cities/UK100/Local Government Association/Horizon Europe Climate Neutral and Smart Cities Mission.

18.6 Costs & Funding Sources

Funding source	Budget Holder	Cost-Code	Financial Year (or recurring)	Amount £k
Innovate UK Net Zero Pathfinder Demonstrator	External funding		One Off	3,708
Total funding required (ref S15.3)				3,708
Total funding secured				3,708
Variance				0
Variance commentary: N/A				
Plus a further £1,284k for Partners totalling £4,993k				

18.7 Key Risks and Issues and Risk Impact Analysis

There are **25 main risks** (those scoring 9/medium - action may be required, requires monitoring). Of these, 10 are **Managerial**. These are listed below with proposed **mitigation**:

- Tight timeframe for delivery constrains project quality - mitigated by PM keeping focus on output and partners/sub-contractors robustly forecasting contributions
- Maintaining focus and interdisciplinary discipline - mitigated by a holistic, inclusive approach to project design, ensuring that activities are designed, communicate and respond effectively
- Maintaining project focus and interdisciplinary involvement across the non-technical barriers -- mitigated by employing a senior project manager (PM) supported by a Project Support Officer (PSO)
- Large partnership - mitigated by employing a senior PM with a PSO
- Insufficient and/or poorly allocated budget - mitigated by proving value for money in phase 1 and PM proactively overseeing delivery against milestones
- Project team overstretch - mitigated by PM tracking project delivery, proactively managing and/or raising delivery risk and issues and having PSO to support them
- National events affecting stakeholders' availability - mitigated by working where Community Climate Action Plans already in development for reliable stakeholder engagement in implementation - within this Community Climate Action Forum participation will give an indication of breadth of engagement. Plus, stakeholders were involved in design through phase 1
- Managing expectations - mitigated by working with stakeholders to develop ambitious, adequately resourced delivery plans with visible outputs
- Reliable resources - failure to budget correctly - mitigated by incorporating lessons from phase 1. PM to confirm resources are committed and can be depended upon (and where not has alternative)
- Failure fatigue - mitigated by thoughtful design and planning and managing resilience/learning from failure

The main **Technical** risks limited supply chain/customer interest; financing and dependencies - mitigated by stakeholder centred approaches; planning/identification/targeting and tracking.

The main **Commercial** risks involved **inputs critical to completion** are disengagement of stakeholders; procurement of services and data sharing - mitigated by proactive involvement, use of framework contracts and clarifying data sharing agreements.

The **Environmental** risk re unforeseen travel needed (associated emissions) is mitigated by restating our commitment to low carbon travel and by selecting the lowest carbon option.

The main **Financial** risk of cost increases is mitigated allowances in budgets and BCC will use an agile procurement and PM process to maintain costs within budget.

The main risks (including Reputational) plus 10 lower level risks are outlined in the Risk Log appendix. **No outputs are foreseen to be subject to regulatory requirements etc.**

18.8 Contingency Planning

The funders do not allow contingency budgets. The key risks and their mitigation are set out in the previous section.

19. Delivery Approach

19.1 Implementation Approach

The project has 5 work packages (WP) all led by Bristol City Council (BCC).

The Project Team - all BCC, partner and subcontractor key personnel - is responsible for joint delivery of all WP.

- WP1 Governance, Co-ordination and Project Management
- WP2 Regional Climate Investment Plan and Pipeline
- WP3 Community Climate Investment Plans and Pipeline
- WP4 net zero Neighbourhood Investment Structure
- WP5 Supply Chain and Skills Support Package

Project management approach

The project would mobilise ahead of Day 1 to procure subcontractors and set up the Project Management Office - BCC's allocated Senior Project Manager (PM) with a Project Support Officer (PSO) working with the Project Board benefiting from extra pre-project BCC funding.

The project would be delivered using PRINCE2 adapted for councils. Our project management tools/mechanisms include our proactive, reflective, agile approach using software including MS Project.

The PM is accountable for delivery of the Project Plan (see appendix Project Plan); will oversee coordination/delivery of WPs; ensure the skills of the Project Team are well managed/matched to each WP; maintain focus on meeting/monitoring progress against milestones and ensure risks/issues are managed appropriately. This will all be tracked/reported using our PM3 system.

The Project Plan breaks down tasks by WP. The PM would keep delivery on track and ensure adequate flexibility. The PSO would support the PM in the above and handle the project administration and reporting including risk log management and act as day-to-day contact for project team and stakeholder queries.

The PM would direct the project ensuring each WP has a Delivery Team comprising the WP Leads from each partner and key delivery staff and BCC WP Co-ordinator. The PM would bring WP Leads together in weekly 'stand-up' meetings to report progress, share perspectives/insights/learnings and raise/address risks/issues/opportunities.

The PM would convene monthly meetings of BCC WP Co-ordinators prior to each Board to review progress and enable dependencies management between WPs and ensure communication between the wider Project Team with online and face-to-face workshops as phase 1 demonstrated its value to breaking down silos ensuring holistic perspectives incorporated.

19.2 Benefits Realisation Approach

Innovate UK's (IUK) report "Accelerating Net Zero Delivery - Unlocking the benefits of climate action in UK regions, March 2022" concludes "significantly better outcomes [are achieved] when places tailor their net zero delivery to the needs and opportunities of the area"... a new delivery framework is required [which should]...[1] coordinate local delivery ... [with] [2] refreshed funding and finance instruments and [3] targeted skills and capacity development."

In Phase 1, we developed a process unlocking the non-technical barriers relating to 1-3, above, alongside community capacity building. Our Demonstrator would implement the process in practice building the capacity of 3 neighbourhoods, the wider city community, regional infrastructure providers/investors and the net zero supply chain. This enhanced capacity across the system will enable the whole city to achieve net zero faster with a pipeline of investable projects being delivered over the next 3-5 years. The IUK funding will be essential to build this pipeline and core components like the net zero neighbourhood investment model.

This process and expansion of net zero neighbourhoods to create a net zero town/city/region could be replicated UK-wide. Other elements in our climate portfolio are the region level/individual business infrastructure investments that would be stimulated by the Regional Climate Investment Plan through the work of organisations in the Transition Team and the Combined Authority.

The expected impacts are:

- Short-term, public willingness/ability to act will be significantly improved. Medium-term, this would reduce resistance to pipeline project delivery and create new opportunities for community-led action.
- Short-term, the integrated Regional and Community Climate Investment Plan will enable local authorities and energy infrastructure companies to align their medium- and long-term business plans/investment to those shared priorities. Our long-term aim is for cross-sector integration to create efficiencies/additionality for investors unlocking further private sector investment, as seen with Bristol City Leap.
- Our net zero Community Investment Plans will unlock public-private investment within the funded period and create long-term access to funding and finance, complemented by the parallel Finance Innovation Lab (see Q2) with associated local economic growth.
- Medium-term, emissions would reduce, households would save money and fuel poverty would reduce.
- Medium-term, supply chain capacity/turnover would increase, contributing to long-term economic prosperity.
- Medium-term, more local people will be employed in the sector and have higher skill. Long-term, learning will be used to inform future skills funding in the region.

19.3 Procurement Approach

The programme will procure professional services and a small amount of goods and supplies.

Task/Subcontractor	Route to market
Net Zero Neighbourhood Investment Model - Eunomia Research and Consulting	CCS Management Consultancy 3 Framework by BCC
Independent Monitoring and Evaluation	Three quote procurement by BCC
Business Case Development	Bristol City Leap Joint Venture (if Bristol) or other framework contract by BCC
Digital Platform Consultancy – Digital Catapult	Direct Award by BCC
WoE Regional Climate Investment Plan	Framework Contract by BCC
Supply Chain and Skills Delivery	Three quote procurement by BCC

19.4 Communications and Engagement Approach

The key stakeholders are partners in the project and have been heavily engaged in its design and funding is provided to them to support their participation in the project.

Community engagement is the majority of WP3.

Regular feedback will be provided from the Project to the Pathfinder Programme and Cohort.

19.5 Timeline and Key Milestones

Key Milestones	Target Date
Full Business Case sign off	23/01/24
Project Start Date	29/01/2024
Project End Date	30/09/25
See Gantt Chart below for further detail	

A high level timeline was developed as part of the bid process and this will now be developed in detail by the partners as part of the project mobilisation.

19.6 Project Governance

Project Board comprises:

- BCC Director Economy of Place - Project Sponsor (Chair)
- BCC Sustainable City and Climate Change Manager - Senior Responsible Owner
- Senior Supplier/Senior User for each partner/key contractors
- Inclusion Advocate

Project Board meeting regularly?

Monthly.

Project Board ToR's agreed and relevant?

To be drafted.

20.1 Revised - Project Tolerances & Controls

Tolerances are indicated here as initial suggestions but would be agreed finally by the Programme Board at inception, should the approval be given to proceed.

Tolerance areas	Project level tolerance	Escalation route	Control & tracking document(s)
Time +/- amounts of time on target completion	0 months	Project Board	Project Plan Work Package Plans Highlight Report
Cost +/- amounts of planned budget	No specific contingency budget has been included and each partner will need to delivery in line with their budget.	Project Board	Project Plan Highlight Report Work Package Document
Quality Defining quality targets in terms of ranges	Overall: Quality criteria for each work package will be agreed with partners/suppliers as part of the set-up of the project	Project Board	Ditto
Scope Permitted variation of the scope of a project	Any change would need to be agreed with the funder and partners.	Project Board in consultation with the	Funding Bid

solution		funder	
<p>Benefits +/- amounts of planned benefit delivery</p>	<p>Our key metric would be money committed (measured by £m) to the 4x Investment Plans by October 2025, 2026 and 2028 - enabling the continued delivery of net zero measures in neighbourhoods beyond the funded period.</p> <p>We will have a common set of societal/economic benefit metrics for pipeline projects including:</p> <ul style="list-style-type: none"> • carbon emission reduction (tonnes): • energy consumption (kwh) • fuel poverty (% households) • capacity of WoE supply chain (jobs in sector and number of installations) • employment/training opportunities (jobs and training by demographic) <p>No targets are set for these.</p>	<p>Programme Board</p>	<p>Funding Bid Business Case Highlight Report</p>
<p>Risk</p>	<p>As per the risk guidance, Critical risks would be escalated to the Project Board who would decide on the appropriate escalation route</p>	<p>Project Board</p>	<p>RAID Log</p>

20.2 Project Team Resource Requirements –

Role within project	Days to be spent by all staff at this grade
Existing staff	
Governance	
Project Director - Director of Economy of Place	14
SRO - Sustainable City and Climate Change Manager	78
Senior User and Senior BCC Supplier - Climate Change Team Manager	117
Procurement Strategic Advice - Procurement Business Partner	5
Procurement support - Procurement Specialist	36
WP 2 - IT Strategic Advice - IT Business Partner	5
WP 2 - IT Procurement support - IT Officer	20
Finance Strategic Advice - Finance Business Partner	5
Finance Support and Grant Claim Approval - Finance Officer	26
Legal Advice and Support - Lawyer	20
Reporting and dissemination - Graphic Designer	20
Transition Team Co-ordinator - Climate Strategy Co-ordinator	167
WP Co-ordinator/Subject Matter Expert - Climate Investment Planning - Energy Innovation Co-ordinator	333
WP Co-ordinator/Subject Matter Expert - Community Engagement - Engagement Co-ordinator	133
Subject Matter Expert - Finance - Finance Business Partner	10
Existing staff total cost	
New staff	
Senior Overall Project Manager	389
Project Support Officer	389
WP Co-ordinator - Supply Chain and Skills - Skills Project Manager	333
Skills Project Delivery - Skills Officer	278
Skills Project Support - Skills Support Officer	111
New staff total cost	
Total labour costs	

21. Equalities Impact Assessment (EqIA) Summary of Impact and Key Mitigation

The Equality Impact Assessment undertaken for the project concluded that there was no adverse equality impact.

This assessment is further to the previous EqIA on the submission of this application for funding (September 2023). At that stage, we envisaged a positive impact as this project will be conducted in the context of a just transition to carbon neutrality. This assessment addresses the permission for receipt of the funding. Therefore, at this stage there is no positive or negative impact associated with this permission. Following discussion with an Equalities Team member we propose that, although no impact is recorded in this assessment, the project should produce an updated EqIA when project implementation begins and potential impacts are clearer e.g. when a process is being developed to select the communities with which the project will engage. As previously stated (Sept), the project was developed following an event to bring together communities and groups that could be affected. Co-producing with Centre for Sustainable Energy and Bristol Green Capital Partnership we had a dozen groups and organisations representing a range of excluded and marginalised communities to learn about the ideas behind the project and to influence and shape the project going forward.

This project builds upon the Community Climate Action project where communities were extensively consulted to develop their own Community Climate Action Plans. As previously stated (Sept), we still believe the project is likely to reduce inequality. The target audience for e.g. home improvements are amongst the least well-off in the city. However there is a risk the maximum potential for reducing inequalities will not be achieved if specific equalities expertise is not made integral to the project scope ongoing so that people with protected characteristics are targeted appropriately. For example we might reduce energy bills for tenants and residents of Area X (areas in 10% most deprived in England) but not successfully target the disabled community within Area X.

We envisage that Community Partner organisations representing excluded and marginalised groups will be key partners, with all time paid for, including those of participating local volunteers where appropriate to mitigate exclusion. Most protected characteristics have increased incidence of also being economically disadvantaged.

We still believe that by targeting more deprived areas we are likely to benefit people with protected characteristics. The exceptions are sexual orientation and religion. If we collect equalities data on all beneficiaries (those living in properties improved) then we can monitor this and then take mitigation measures.

22. Environmental Impact Assessment Summary of Impact and Key Mitigation

The Environmental Impact Assessment undertaken for the project concluded that there was no adverse impact.

There are no significant direct environmental impacts emissions associated with these proposals. However, approving the draw down of the funding will allow the following to be achieved:

- *Publishing a West of England Climate Investment Plan*
- *Publishing three Community Climate Investment Plans (to be written in conjunction with three Bristol communities to ensure they meet the needs of each community).*
- *Growing local climate skills capacity in order to prevent shortages of newly required skills and allow retraining from redundant skills.*

Equality Impact Assessment [version 2.9]



Title: Mission Net Zero Project Delivery - Innovate Pathfinder Places Programme Phase 2	
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input type="checkbox"/> Service <input checked="" type="checkbox"/> Other [please state]	<input type="checkbox"/> New <input type="checkbox"/> Already exists / review <input checked="" type="checkbox"/> Changing
Directorate: EoP	Lead Officer name: Alex Minshull
Service Area: Sustainable City and Climate Change	Lead Officer role: Service Manager

Step 1: What do we want to do?

The purpose of an Equality Impact Assessment is to assist decision makers in understanding the impact of proposals as part of their duties under the Equality Act 2010. Detailed guidance to support completion can be found here [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#).

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the [Equality and Inclusion Team](#) early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use plain English, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

This Equality Impact Assessment (EqIA) accompanies a Cabinet paper to seek approval to accept funding from Innovate UK’s Net Zero Living Programme Pathfinder Places Programme and to approve the delivery of the Mission Net Zero Pathfinder Demonstrator Project, to contribute to the achievement of Bristol City Council’s, the city’s and the wider region’s climate goals.

The Bristol Mission Net Zero Pathfinder Places phase 1 feasibility project (with £75k of Innovate UK funding which concluded in July 2023) set out to create a broad plan to secure the next £1bn of investment and, in particular, to create an environment where it will be invested to deliver community priorities and achieve the fair and inclusive transition set out in our One City Climate Strategy vision. The project aimed to address three specific enabling conditions which match the non-technical barriers identified:

1. Citizen and business leadership, participation and support of the Net Zero transition to ensure both its delivery and a fair and inclusive transition (the customer demand side).
2. Capacity of the supply chain to deliver the scale and pace of change and to provide the training and jobs for local people necessary for a fair and inclusive transition (the supply chain side).
3. Innovative finance mechanisms to enable a range of public and private finance to be deployed for capital investment and Net Zero business development, innovation and job creation (the financing required to underpin the supply and demand).

This second phase is to demonstrate the methodology proved in phase 1.

1.2 Who will the proposal have the potential to affect?

<input type="checkbox"/> Bristol City Council workforce	<input type="checkbox"/> Service users	<input checked="" type="checkbox"/> The wider community
<input type="checkbox"/> Commissioned services	<input checked="" type="checkbox"/> City partners / Stakeholder organisations	
Additional comments:		

1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If 'No' explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by Equality and Inclusion Team.

If 'Yes' complete the rest of this assessment, or if you plan to complete the assessment at a later stage please state this clearly here and request review by the Equality and Inclusion Team.

Yes No [please select]

This assessment is further to the previous EqIA on the submission of this application for funding (September 2023). At that stage, we envisaged a positive impact as this project will be conducted in the context of a just transition to carbon neutrality. This assessment addresses the permission for receipt of the funding. Therefore, at this stage there is no positive or negative impact associated with this permission. Following discussion with an Equalities Team member we propose that, although no impact is recorded in this assessment, the project should produce an updated EqIA when project implementation begins and potential impacts are clearer e.g. when a process is being developed to select the communities with which the project will engage.

As previously stated (Sept), the project was developed following an event to bring together communities and groups that could be affected. Co-producing with Centre for Sustainable Energy and Bristol Green Capital Partnership we had a dozen groups and organisations representing a range of excluded and marginalised communities to learn about the ideas behind the project and to influence and shape the project going forward.

This project builds upon the [Community Climate Action project](#) where communities were extensively consulted to develop their own Community Climate Action Plans. As previously stated (Sept), we still believe the project is likely to reduce inequality. The target audience for e.g. home improvements are amongst the least well-off in the city. However there is a risk the maximum potential for reducing inequalities will not be achieved if specific equalities expertise is not made integral to the project scope ongoing so that people with protected characteristics are targeted appropriately. For example we might reduce energy bills for tenants and residents of Area X (areas in 10% most deprived in England) but not successfully target the disabled community within Area X.

We envisage that Community Partner organisations representing excluded and marginalised groups will be key partners, with all time paid for, including those of participating local volunteers where appropriate to mitigate exclusion. Most protected characteristics have increased incidence of also being economically disadvantaged.

We still believe that by targeting more deprived areas we are likely to benefit people with protected characteristics. The exceptions are sexual orientation and religion. If we collect equalities data on all beneficiaries (those living in properties improved) then we can monitor this and then take mitigation measures.

Step 2: What information do we have?

2.1 What data or evidence is there which tells us who is, or could be affected?

Please use this section to demonstrate an understanding of who could be affected by the proposal. Include general population data where appropriate, and information about people who will be affected with particular reference to protected and other relevant characteristics: <https://www.bristol.gov.uk/people-communities/measuring-equalities-success>.

Use one row for each evidence source and say which characteristic(s) it relates to. You can include a mix of qualitative and quantitative data e.g. from national or local research, available data or previous consultations and engagement activities.

Outline whether there is any over or under representation of equality groups within relevant services - don't forget to benchmark to the local population where appropriate. Links to available data and reports are here [Data, statistics](#)

and intelligence (sharepoint.com). See also: [Bristol Open Data \(Quality of Life, Census etc.\)](#); [Joint Strategic Needs Assessment \(JSNA\)](#); [Ward Statistical Profiles](#).

For workforce / management of change proposals you will need to look at the diversity of the affected teams using available evidence such as [HR Analytics: Power BI Reports \(sharepoint.com\)](#) which shows the diversity profile of council teams and service areas. Identify any over or under-representation compared with Bristol economically active citizens for different characteristics. Additional sources of useful workforce evidence include the [Employee Staff Survey Report](#) and [Stress Risk Assessment Form](#)

Data / Evidence Source [Include a reference where known]	Summary of what this tells us

2.2 Do you currently monitor relevant activity by the following protected characteristics?

<input type="checkbox"/> Age	<input type="checkbox"/> Disability	<input type="checkbox"/> Gender Reassignment
<input type="checkbox"/> Marriage and Civil Partnership	<input type="checkbox"/> Pregnancy/Maternity	<input type="checkbox"/> Race
<input type="checkbox"/> Religion or Belief	<input type="checkbox"/> Sex	<input type="checkbox"/> Sexual Orientation

2.3 Are there any gaps in the evidence base?

Where there are gaps in the evidence, or you don't have enough information about some equality groups, include an equality action to find out in section 4.2 below. This doesn't mean that you can't complete the assessment without the information, but you need to follow up the action and if necessary, review the assessment later. If you are unable to fill in the gaps, then state this clearly with a justification.

For workforce related proposals all relevant characteristics may not be included in HR diversity reporting (e.g. pregnancy/maternity). For smaller teams diversity data may be redacted. A high proportion of not known/not disclosed may require an action to address under-reporting.

2.4 How have you involved communities and groups that could be affected?

You will nearly always need to involve and consult with internal and external stakeholders during your assessment. The extent of the engagement will depend on the nature of the proposal or change. This should usually include individuals and groups representing different relevant protected characteristics. Please include details of any completed engagement and consultation and how representative this had been of Bristol's diverse communities. See <https://www.bristol.gov.uk/people-communities/equalities-groups>.

Include the main findings of any engagement and consultation in Section 2.1 above.

If you are managing a workforce change process or restructure please refer to [Managing change or restructure \(sharepoint.com\)](#) for advice on consulting with employees etc. Relevant stakeholders for engagement about workforce changes may include e.g. staff-led groups and trades unions as well as affected staff.

2.5 How will engagement with stakeholders continue?

Explain how you will continue to engage with stakeholders throughout the course of planning and delivery. Please describe where more engagement and consultation is required and set out how you intend to undertake it. Include any targeted work to seek the views of under-represented groups. If you do not intend to undertake it, please set out your justification. You can ask the Equality and Inclusion Team for help in targeting particular groups.

Step 3: Who might the proposal impact?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered above and the characteristics protected by the Equality Act 2010. Also include details of existing issues for particular groups that you are aware of and are seeking to address or mitigate through this proposal. See detailed guidance documents for advice on identifying potential impacts etc. [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](https://sharepoint.com)

3.1 Does the proposal have any potentially adverse impacts on people based on their protected or other relevant characteristics?

Consider sub-categories (different kinds of disability, ethnic background etc.) and how people with combined characteristics (e.g. young women) might have particular needs or experience particular kinds of disadvantage.

Where mitigations indicate a follow-on action, include this in the 'Action Plan' Section 4.2 below.

GENERAL COMMENTS (highlight any potential issues that might impact all or many groups)	
The project should have many co-benefits for all participants e.g. reduced home energy bills, improved indoor air quality, improved thermal comfort and improved mental and physical wellbeing. No interventions will be delivered without agreement of the homeowner or tenant.	
PROTECTED CHARACTERISTICS	
Age: Young People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	
Mitigations:	
Age: Older People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	
Mitigations:	
Disability	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	
Mitigations:	
Sex	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	
Mitigations:	
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	
Mitigations:	
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	
Mitigations:	
Gender reassignment	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	
Mitigations:	
Race	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	
Mitigations:	
Religion or Belief	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	
Mitigations:	
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	
Mitigations:	
OTHER RELEVANT CHARACTERISTICS	

Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	
Mitigations:	
Carers	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	
Mitigations:	
Other groups [Please add additional rows below to detail the impact for other relevant groups as appropriate e.g. Asylums and Refugees; Looked after Children / Care Leavers; Homelessness]	
Potential impacts:	
Mitigations:	

3.2 Does the proposal create any benefits for people based on their protected or other relevant characteristics?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our Public Sector Equality Duty to:

- ✓ Eliminate unlawful discrimination for a protected group
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't
- ✓ Foster good relations between people who share a protected characteristic and those who don't

Step 4: Impact

4.1 How has the equality impact assessment informed or changed the proposal?

What are the main conclusions of this assessment? Use this section to provide an overview of your findings. This summary can be included in decision pathway reports etc.

If you have identified any significant negative impacts which cannot be mitigated, provide a justification showing how the proposal is proportionate, necessary, and appropriate despite this.

Summary of significant negative impacts and how they can be mitigated or justified:
Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:

4.2 Action Plan

Use this section to set out any actions you have identified to improve data, mitigate issues, or maximise opportunities etc. If an action is to meet the needs of a particular protected group please specify this.


Improvement / action required	Responsible Officer	Timescale

4.3 How will the impact of your proposal and actions be measured?

How will you know if you have been successful? Once the activity has been implemented this equality impact assessment should be periodically reviewed to make sure your changes have been effective your approach is still appropriate.

Step 5: Review

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the Equality and Inclusion Team before requesting sign off from your Director¹.

Equality and Inclusion Team Review: Aaliyah Miller	Director Sign-Off: 
Date: 15/12/23	Date: 9.1.2024

¹ Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.



Environmental Impact Assessment [version 1.0]

Proposal title: Mission Net Zero Project Delivery - Innovate Pathfinder Places Programme Phase 2		
Project stage and type: <input type="checkbox"/> Initial Idea Mandate <input type="checkbox"/> Outline Business Case <input checked="" type="checkbox"/> Full Business Case		
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input type="checkbox"/> Service	<input type="checkbox"/> New	<input checked="" type="checkbox"/> Changing
<input checked="" type="checkbox"/> Other [please state]	<input type="checkbox"/> Already exists / review	
Directorate: Growth and Regeneration	Lead Officer name: Alex Minshull	
Service Area: Sustainable City and Climate Change	Lead Officer role: Sustainable City and Climate Change Manager	

Step 1: What do we want to do?

The purpose of this Environmental Impact Assessment is to help you develop your proposal in a way that is compliant with the council’s policies and supports the council’s strategic objectives under the [One City Climate Strategy](#), the [One City Ecological Emergency Strategy](#) and the latest [Corporate Strategy](#).

This assessment should be started at the beginning of the project proposal process by someone with a good knowledge of the project, the service area that will deliver it, and sufficient influence over the proposal to make changes as needed.

It is good practice to take a team approach to completing the Environmental Impact Assessment. See further [guidance](#) on completing this document. Please contact the [Sustainable City and Climate Change Service](#) early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Please use plain English, avoiding jargon and acronyms.

To seek approval to accept funding from Innovate UK’s Net Zero Living Programme Pathfinder Places Programme and to approve the delivery of the Mission Net Zero Pathfinder Demonstrator Project, to contribute to the achievement of Bristol City Council’s, the city’s and the wider region’s climate goals.

The Mission Net Zero Pathfinder Demonstrator Project aims to build on the successful work undertaken by Bristol City Council, including Bristol City Leap, via engagement with communities, support for the supply chain and effective energy and retrofit planning across the West of England.

1.2 Will the proposal have an environmental impact?

Could the proposal have either a positive or negative effects for the environment now or in the future? If ‘No’ explain why you are sure there will be no environmental impact, then skip steps 2-3 and request review by the [Sustainable City and Climate Change Service](#).

If ‘Yes’ complete the rest of this assessment.

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	[please select]
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1.3 If the proposal is part of an options appraisal, has the environmental impact of each option been assessed and included in the recommendation-making process?

If ‘Yes’ please ensure that the details of the environmental impacts of each option are made clear in the pros and cons section of the [project management options appraisal document](#).

Yes
 No
 Not applicable
 [please select]

If 'No' explain why environmental impacts have not been considered as part of the options appraisal process.

Step 2: What kinds of environmental impacts might the project have?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered. See detailed [guidance documents](#) for advice on identifying potential impacts.

2.1 Does the proposal create any benefits for the environment, or have any adverse impacts?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support [our corporate environmental objectives](#) and the wider [One City Climate and Ecological Emergency strategies](#).

Consider how the proposal creates environmental impacts in the following categories, both now and in the future.

Reasonable efforts should be made to quantify stated benefit or adverse impacts wherever possible.

Where the proposal is likely to have a beneficial impact, consider what actions would enhance those impacts. Where the proposal is likely to have a harmful impact, consider whether actions would mitigate these impacts.

Enhancements or mitigation actions are only required when there is a likely impact identified. Remember that where enhancements or mitigation actions are listed, they should be assigned to staff and appropriately resourced.

GENERAL COMMENTS (highlight any potential issues that might impact all or many categories)					
<p>There are no significant direct environmental impacts emissions associated with these proposals. However, approving the draw down of the funding will allow the following to be achieved:</p> <ul style="list-style-type: none"> - Publishing a West of England Climate Investment Plan - Publishing three Community Climate Investment Plans (to be written in conjunction with three Bristol communities to ensure they meet the needs of each community). - Growing local climate skills capacity in order to prevent shortages of newly required skills and allow retraining from redundant skills. 					
<p>ENV1 Carbon neutral: Emissions of climate changing gases</p> <p>BCC has committed to achieving net zero emissions for its direct activities by 2025, and to support the city in achieving net zero by 2030.</p> <p>Will the proposal involve transport, or the use of energy in buildings? Will the proposal involve the purchase of goods or services? If the answer is yes</p>	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="background-color: #e0e0e0; text-align: center; vertical-align: middle;">Benefits</td> <td style="padding: 5px;"> <p>The proposals will enable more local climate investment and avoid the potential bottleneck of skills shortages that could slow down this investment. This should speed up the move to clean and efficient technologies in Bristol. Since these are enabling projects only, it is difficult to assign a quantity of emissions reduction to them directly.</p> <p>The climate investment plans will have no expiry date and the skills learned will be relevant in the long term, so these measures should continue to provide benefits for years to come.</p> </td> </tr> <tr> <td style="background-color: #e0f2f7; text-align: center; vertical-align: middle;">Enhancing actions</td> <td style="padding: 5px;"> <p>Monitor, measure and publicly report on the effectiveness of these enabling works in getting climate investment flowing and overcoming local barriers to this. This will include reflection on how this investment has helped provide co-benefits such as ecological gains, improved air quality and community resilience.</p> </td> </tr> </table>	Benefits	<p>The proposals will enable more local climate investment and avoid the potential bottleneck of skills shortages that could slow down this investment. This should speed up the move to clean and efficient technologies in Bristol. Since these are enabling projects only, it is difficult to assign a quantity of emissions reduction to them directly.</p> <p>The climate investment plans will have no expiry date and the skills learned will be relevant in the long term, so these measures should continue to provide benefits for years to come.</p>	Enhancing actions	<p>Monitor, measure and publicly report on the effectiveness of these enabling works in getting climate investment flowing and overcoming local barriers to this. This will include reflection on how this investment has helped provide co-benefits such as ecological gains, improved air quality and community resilience.</p>
Benefits	<p>The proposals will enable more local climate investment and avoid the potential bottleneck of skills shortages that could slow down this investment. This should speed up the move to clean and efficient technologies in Bristol. Since these are enabling projects only, it is difficult to assign a quantity of emissions reduction to them directly.</p> <p>The climate investment plans will have no expiry date and the skills learned will be relevant in the long term, so these measures should continue to provide benefits for years to come.</p>				
Enhancing actions	<p>Monitor, measure and publicly report on the effectiveness of these enabling works in getting climate investment flowing and overcoming local barriers to this. This will include reflection on how this investment has helped provide co-benefits such as ecological gains, improved air quality and community resilience.</p>				
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years</p>					

<p>to either of these questions, there will be a carbon impact.</p> <p>Consider the scale and timeframe of the impact, particularly if the proposal will lead to ongoing emissions beyond the 2025 and 2030 target dates.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Adverse impacts</p>	<p>Works that make changes as a result of realising more climate investment may temporarily increase emissions, but with more significant longer-term benefits.</p>
	<p>Mitigating actions</p>	
	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>	
<p>ENV2 Ecological recovery: Wildlife and habitats</p> <p>BCC has committed to 30% of its land being managed for nature and to halve its use of pesticides by 2030.</p> <p>Consider how your proposal can support increased space for nature, reduced use of pesticides, reduce pollution to waterways, and reduce consumption of products that undermine ecosystems around the world.</p> <p>If your proposal will directly lead to a reduction in habitat within Bristol, then consider how your proposed mitigation can lead to a biodiversity net gain. Be sure to refer to quantifiable changes wherever possible.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Benefits</p>	<p>Improving local climate investment and skills may include habitat restoration or enhancement activities.</p>
	<p>Enhancing actions</p>	
	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years</p>	
	<p>Adverse impacts</p>	<p>Works that make changes as a result of realising more climate investment may temporarily disrupt some green space, but with more significant longer-term benefits.</p>
	<p>Mitigating actions</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>ENV3 A cleaner, low-waste city: Consumption of resources and generation of waste</p> <p>Consider what resources will be used as a result of the proposal, how they can be minimised or swapped for</p>	<p>Benefits</p>	<p>Improving local climate investment and skills is likely to improve investments in how unwanted materials and goods are reused, recycled, or otherwise treated.</p>
	<p>Enhancing actions</p>	

<p>less impactful ones, where they will be sourced from, and what will happen to any waste generated</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years	
	Adverse impacts	Works that make changes as a result of realising more climate investment may temporarily increase waste, but with more significant longer-term benefits.
	Mitigating actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
<p>ENV4 Climate resilience: Bristol’s resilience to the effects of climate change</p> <p>Bristol’s climate is already changing, and increasingly frequent instances of extreme weather will become more likely over time.</p> <p>Consider how the proposal will perform during periods of extreme weather (particularly heat and flooding).</p> <p>Consider if the proposal will reduce or increase risk to people and assets during extreme weather events.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	Benefits	Improving local climate investment and skills is likely to improve climate resilience through building insulation and improvements to green spaces.
	Enhancing actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years	
	Adverse impacts	Works that make changes as a result of realising more climate investment may temporarily disrupt resilience, but with more significant longer-term benefits.
	Mitigating actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
<p>Statutory duty: Prevention of Pollution to air, water, or land</p> <p>Consider how the proposal will change the likelihood of pollution occurring to air,</p>	Benefits	Improving local climate investment and skills is likely to reduce pollution through reducing burning fuels and making cleaner travel choices.
	Enhancing actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years	

water, or land and what steps will be taken to prevent pollution occurring. Further guidance <input type="checkbox"/> No impact	Adverse impacts	Works that make changes as a result of realising more climate investment may temporarily increase pollution (or the risk of causing pollution), but with more significant longer-term benefits.
	Mitigating actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	

Step 3: Actions

3.1 Action Plan

Use this section summarise and assign responsibility for any actions you have identified to improve data, enhance beneficial, or mitigate negative impacts. Actions identified in section two can be grouped together if named responsibility is under the same person.

This action plan should be updated at each stage of the project. Please be aware that the Sustainable City and Climate Change Service may use this action plan as an audit checklist during the project’s implementation or operation.

Enhancing / mitigating action required	Responsible Officer	Timescale
Monitor, measure and publicly report on the effectiveness of these enabling works in getting climate investment flowing and overcoming local barriers to this. This will include reflection on how this investment has helped provide co-benefits such as ecological gains, improved air quality and community resilience.	Alex Ivory	31/12/2024

Step 4: Review

The Sustainable City and Climate Change Service need at least five working days to comment and feedback on your impact assessment. Assessments should only be marked as reviewed when they provide sufficient information for decision-makers on the environmental impact of the proposal. Please seek feedback and review from the [Sustainable City and Climate Change Service](#) before final submission of your decision pathway documentation¹.

Where impacts identified in this assessment are deemed significant, they will be summarised here and included on the cover sheet of the decision pathway documentation.

Summary of significant beneficial impacts and opportunities to support the Climate, Ecological and Corporate Strategies (ENV1,2,3,4):
The proposed enabling actions aim to lead to significant indirect carbon savings by increasing of climate action and investments and contribute to improving climate resilience. They are also likely to include co-benefits in

¹ Review by the Sustainable City and Climate Change Service confirms there is sufficient analysis for decision makers to consider the likely environmental impacts at this stage. This does not constitute an endorsement or approval of the proposal.

resource use, ecological gain, improved air quality, as well as non-environmental concerns such as workforce skills and employment.

Summary of significant adverse impacts and how they can be mitigated:

Environmental Performance Team Reviewer:
Giles Liddell, Environmental Performance Co-ordinator

Submitting author:
Alex Ivory, Climate Change Team Manager

Date:
07/12/2023

Date:
07/12/2023



Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 23 January 2024

TITLE	Cemetery and Crematorium Capital Programme – South Bristol Cemetery Expansion	
Ward(s)	City Wide	
Author: Jon James	Job title: Head of Service for Natural and Marine Environment	
Cabinet lead: Councillor Ellie King, Cabinet Member for Public Health and Communities	Executive Director lead: John Smith, Interim Executive Director Growth and Regeneration	
Proposal origin: BCC Staff		
Decision maker: Cabinet Member Decision forum: Cabinet		
Purpose of Report:		
<ol style="list-style-type: none"> To update Cabinet on the planned expansion of South Bristol Cemetery to meet future demands and ensure the service provision sufficiently reflects the future trends in Bristol’s population. To approve the capital funding strategy for expansion and improvements at South Bristol Cemetery To approve the allocation of Strategic Community Infrastructure Levy to the South Bristol Cemetery Expansion works. 		
Evidence Base:		
<ol style="list-style-type: none"> The Councils Bereavement Service manages over 3,500 cremations and 400 burials each year. The service is responsible for the provision of Public Funerals (no identified estate to pay for the funeral), ash internments, scattering of ashes and manages around 75% of the cremations and burials in the city. The Bereavement Service has been exploring options on how to meet the future demands and which reflects the future needs of the city. With a city which is predicted to have a population of circa 532,700 by 2043 (Increase of 70,000), it is necessary for the city to have sufficient capacity and capability to meet the needs of a diverse community. The work which is being undertaken will enable us to meet the needs of a diverse community (The preference for burial over cremation is linked to religious and cultural beliefs). The project will ensure that the needs of all sections of the community continue to be met by the cemetery and crematorium service, by ensuring that burials remain an available choice. The expansion of South Bristol Cemetery is unlikely to have any staff implications as existing site-based staff will continue to manage the grounds and burials. 		
South Bristol Cemetery Expansion		
<u>Background</u>		
<ol style="list-style-type: none"> The Council owns eight cemeteries within Bristol. Only South Bristol Cemetery now has capacity to accept new burials. Cabinet approval was secured in March 2020 for £1.4m budget for the expansion of the burial grounds at South Bristol Cemetery. Part of this approved budget was used in 2022 to develop new burial provision within previously unused parts of this cemetery. This additional provision is expected to be fully utilised by the end of 2025. There is an urgent need for the development of additional burial provision to meet the City’s needs and avoid adverse equalities impact on bereaved residents. We have 374 mapped graves available at South Bristol 		

currently. These graves were developed within remaining available land within the existing cemetery in 2022. There is no further opportunity to expand within the bounds of the existing cemetery.

Scheme Details

9. The cemetery expansion will use BCC owned land adjacent to the existing cemetery.
10. The Cemetery expansion will be undertaken in two phases, the first phase will be available from 2025 and provides provision up to the year 2039 with 1,550 standard burial plots, 260 baby burial plots, 800 ash interment plots and 230 memorialisation plaques. Phase 2 then provides a further 1,300 standard burial plots from 2039 onwards, adding a further 10 to 15 years provision.
11. Undertaking the development in two phases manages the capital expenditure required and will allow the grassland identified for phase 2 to be made available for grazing.
12. The land proposed for the cemetery expansion was secured by the Bristol Corporation (BCC) on 24 July 1936 as part of the 'Ashton Court Settled Estates' and the land was developed in the late 1960's for the long-term provision of burial space.
13. The planning application for the Cemetery Expansion works was considered at the 29th of November 2023 Planning Committee B and consent was granted.

Environmental and neighbouring interests

14. The Cemetery expansion is partly within Collitor's Brook SNCI. A number of ecological assessments and surveys have been undertaken as part of the cemetery expansion work which has identified enhancement and mitigation measures which can be introduced as part of the cemetery expansion work across site and the wider SNCI. A 30-year management plan is presently being produced for the cemetery expansion and wider SNCI site.
15. Part of the cemetery expansion land has been grazed by Yew Tree Farm since 2021 under a temporary grazing agreement.

The Council has been working with Yew Tree Farm since 2021 on the cemetery expansion proposals and has sought to limit the impact on available grazing land through both phasing of the development and grassland restoration measures. The forecast net reduction in available grazing land is 4% for the first phase of development, and a further 10% (total 14%) when the second phase is developed, which is expected to be implemented between 2034 and 2039. Ref: Supplementary Planning Information, Appendix 2, published 29 Sept 2023 (22/05714/FB) Document can be found on this page: <https://pa.bristol.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=RM4E06DNGSS00>

Project Development Status and Capital Cost Requirements

16. The March 2020 Cabinet approved a budget of £1.4m for interim expansion works, project development costs and construction costs for the cemetery expansion.
17. The project has to date expended £450k, leaving circa £950k of the original capital budget allocation approved in March 2020, towards costs for expanding South Bristol Cemetery. The project has delivered to date:
 - i. Project development activities, including detailed designs, statutory approvals, ecology surveys, ground water monitoring, drainage surveys, ground investigation surveys and planning consent for the cemetery expansion.
 - ii. Works to provide infrastructure for short-term ongoing burial provision within the existing cemetery, including: 381 Double non-denominational burial plots, 377 Muslim burial plots and the expansion of the existing baby burial area.
18. The cemetery expansion project has developed detailed RIBA Stage 4 designs and costs. The developed designs deliver an estimated 15-year ongoing burial provision (Phase 1), alongside infrastructure and consents for the future Phase 2 extension.
19. It is proposed to progress the Phase 1 development between Summer 2024 and Winter 2024, so that they are completed ahead of the forecast for existing burial provision being fully utilised in 2025.

20. The works identified includes improvements to the Muslim Burial Area within South Bristol Cemetery, to address existing quality issues and provide ongoing baby burial provision adjacent to that community's burial area.
21. The projected delivery costs for the expansion area are now estimated at £2.45m (excluding the £450k sunk costs). This covers development costs identified within the developed RIBA Stage 4 cost plan, professional and statutory fees, allowances for ecological management works, site furniture and a 40% contingency sum.
22. The project cost for the South Bristol Cemetery Expansion works is eligible for 100% funding from Strategic Community Infrastructure Levy.
23. This paper is seeking the approval to allocate £2.45m of Strategic Community Infrastructure Levy for delivery of Phase 1 of the project as outlined in this paper.
24. Table of high-level cost and budget funding is in the below table.

South Bristol Cemetery Expansion (SBCE)	Cost/ Expenditure	Budget/ Funding	Balance
SBCE Cabinet March 2020 funding approval (Capital)		£1,400,000	£1,400,000
Expenditure to date (ABW 31-10-23)	£450,000		£950,000
Reprioritise capital borrowing		£950,000	£0
SBCE Phase 1 construction and Muslim Burial remediation costs, inc management and contingency	£2,450,000		£2,450,000
South Bristol expansion - funding requirements (SCIL)		£2,450,000	
Total Project Forecast	£2,900,000	£2,900,000	£0

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Note the progress which has been made on the future provision of the City's cemetery and cremation service as outlined in this report.
2. Approve the use of Strategic Community Infrastructure Levy in relation to Phase 1 of South Bristol Cemetery Expansion.
3. Authorise the Executive Director Growth and Regeneration in consultation with the Cabinet Member Public Health and Communities to take all steps required to spend the Strategic CIL (Community Infrastructure Levy) allocation and procure and award the contracts for the Phase 1 works to deliver the South Bristol Cemetery Expansion project.
4. Note that a further report will be brought back in accordance with the decision pathway in relation to the Phase 2 development for Bristol Cemetery Expansion Works.

Corporate Strategy alignment:

1. Fair and Inclusive - Working alongside different communities and religious beliefs to provide essential facilities.
2. Well Connected Work - with cultural partners to ensure the future provision of the service gives a good level of service and provision for Bristol's diverse communities.

<p>City Benefits:</p> <p>1. Provision of burial space and maintain a cremation service for the city to meet the long-term population requirements. Provision of high-quality bereavement services. Potential for increased income for the council for revenue budget.</p>
<p>Consultation Details:</p> <p>1. A number of stakeholders were engaged in the development of the South Bristol Cemetery expansion proposals ahead of the planning application submission. Details are available within the submitted Statement of Community Involvement, accessible at https://pa.bristol.gov.uk/online-applications/ using application reference: 22/05714/FB in the search function to view the submitted documents. Further stakeholder engagement will be undertaken in the development and finalisation of the site management arrangements. The Statement of Community Involvement document has also been included in Appendix B of this paper, however, please note the direct web links within the PDF do not work.</p>
<p>Background Documents:</p> <p>March 2020 Cabinet Paper: https://democracy.bristol.gov.uk/documents/s46755/The%20Future%20of%20Bristols%20Cemetery%20and%20Crematorium%20provision%20Executive%20Summary%20v.8.pdf</p>

Revenue Cost	N/A	Source of Revenue Funding	N/A
Capital Cost	£2.90m	Source of Capital Funding	Please see above.
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input checked="" type="checkbox"/>

<p>Required information to be completed by Financial/Legal/ICT/ HR partners:</p> <p>Finance Advice: This report updates on plans to expand South Bristol Cemetery and allocate capital funding to that cemetery.</p> <p>Increased investment in South Bristol Cemetery will allow for the continued provision of burial spaces, which are both an important public health requirement and a source of income for the council. The income from new and second interment contributes a significant amount of income to the council and helps cover the costs of maintaining both the South Bristol Cemetery and our other cemeteries. The increase in funding for this project will allow economies of scale per space and secure a long-term income source for the council. The initial capital project for the cemetery was given a budget of £1.4m, a further £1.5m has been requested to be spent on South Bristol Cemetery to bring the total project costs up to £2.9m. Thus far £0.45m has been spent on the project and the team are seeking approval to reclassify the remaining £2.45m as Strategic Community Infrastructure Levy.</p> <p>Finance Business Partner: Ben Hegarty, Finance Business Partner Growth and Regeneration, 20 December 2023.</p> <p>2. Legal Advice: S216 of the Planning Act 2008 and Regulation 59 of the Community Infrastructure Regulations 2010 (as amended) permit the use of strategic CIL for the support of development in the Council’s area by permitting the provision, improvement, replacement, operation, or maintenance of infrastructure, such as open spaces, parks, and green spaces.</p> <p>The proposals contained in this report to allocate strategic CIL funds for this proposal are permitted by the Act and the Regulations.</p> <p>The procurement process must be conducted in line with the 2015 Procurement Regulations and the Councils own procurement rules. Legal services will advise and assist officers regarding the conduct of the procurement process and the resulting contractual arrangements.</p> <p>Legal Team Leader: Husinara Jones, and Joanne Mansfield Team Manager/Solicitor, 20 December 2023</p> <p>3. Implications on IT:</p>
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I can see no implications on IT regarding this activity		
IT Team Leader: Alex Simpson, Lead Enterprise Architect, 20 December 2023		
4. HR Advice: The report indicates there are no anticipated staffing implications associated with the expansion of South Bristol Cemetery, however further HR advice should be sought again after any decision is taken.		
HR Partner: Celia Williams, HR Business Partner 20 December 2023		
EDM Sign-off	John Smith, Interim Executive Director Growth and Regeneration	3 rd January 2024
Cabinet Member sign-off	Councillor Ellie King, Cabinet Member for Public Health and Communities	19 th Oct & 27 th Nov 2023
For Key Decisions - Mayor's Office sign-off	Mayor's Office	20 December 2023

Appendix A – Further essential background / detail on the proposal	NO
Appendix B – Details of consultation carried out - internal and external	YES
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of	YES
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO



South Bristol Cemetery Expansion

Expansion of existing cemetery and crematorium to provide new burial and memorial plots with associated roads, footpaths, parking, drainage infrastructure, fencing, landscaping and furniture.



Statement of Community Involvement

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1. Introduction

Proposals are being brought forward by Bristol City Council, as developer, for the expansion of South Bristol Cemetery. Details of the proposals are provided in the supporting planning documents. In advance of the planning application the Council has engaged with a number of stakeholders, groups and organisations with an interest, details of which are provided within this report.

2. Bristol City Cabinet

The project proposals were taken to Bristol City Council's 3rd March 2020 Cabinet meeting for approval. Reports are published in advance of Cabinet meetings and members of the public are able to raise questions or make statements. None were received in respect of the Cemetery proposals. Links to the papers are provided below:

<https://democracy.bristol.gov.uk/ieIssueDetails.aspx?IId=19933&PlanId=0&Opt=3#A116600>

3. South Bristol Councillors

An email summarising the development proposals was sent to all Bristol City Council Councillors representing wards within South Bristol in June 2021. One Councillor contacted the project on behalf of a resident with concerns about the quality and security of the existing baby burial area; as the enquiry related to existing operational provision this was passed to the Cemetery and Crematorium Manager to review and agree any appropriate action.

4. Publicity in local press

The planned expansion of South Bristol Cemetery was publicised in an article in Bristol 24/7 as follows: [Shortage of burial plots sees Bristol cemetery set for £1.4million expansion - Bristol Live \(bristolpost.co.uk\)](#)

5. Neighbourhood Planning Network

The Neighbourhood Planning Network were contacted in June 2021. The NPN advised that they had no residents' groups that cover South Bristol Cemetery and recommended contacting:

- **Bristol Tree Forum**
- **Bristol Parks Forum**
- **Avon Wildlife Trust**

The above groups were contacted as part of engagement of ecological interest stakeholders detailed within section 6.

6. Ecological Interest Stakeholders

The proposed extension areas to the west of South Bristol Cemetery are located within Colliter's Brook Site of Nature Conservation Interest (SNCI). In recognition of this the development sought to engage with ecological interest stakeholders.

6.1 Bristol Parks Forum

The Bristol Parks Forum were contacted and included the following text in their update to parks groups in July 2021:

“South Bristol Cemetery Expansion

There are plans to expand the South Bristol Cemetery as there is only circa 12 months of remaining capacity at South Bristol Cemetery for non-denominational burials within areas presently allocated for burials. The expansion would be onto adjacent fields previously designated for cemetery use in the site's 1969 planning approval. The Council wants to consult with interested groups ahead of ahead of a proposed submission of a certificate of lawful development. Part of the area earmarked for expansion fall within the bounds of the Colliter's Brook

SNCI. The Council say “An ecological assessment has been undertaken by Wessex Ecological Consultancy and we have been liaising with internal BCC Ecologist to identify suitable ecological design proposals and mitigation measures, which we are finalising ahead of seeking further input through consultation.” Bristol Parks Forum has been approached to find out whether we would be interested in taking part in this process. If you would like to get involved either as an individual or with your group please let us know.”

No members of the Parks Forum came forward to express an interest in engaging with the project.

6.2 Avon Wildlife Trust

The Council’s Ecological Emergency Project Manager contacted Avon Wildlife Trust (AWT) on the development’s behalf in July 2021. AWT responded that they did not have capacity to engage with the Project and recommended contacting ‘My Wild Bedminster’ (details of engagement in section 6.3 below).

AWT consequently made an enquiry to Bristol City Council’s Mayor’s Office in November 2021 regarding the submission of the certificate of lawful development application (later withdrawn). The project responded to the Mayor’s Office that the previous invitation to AWT to engage with the project remained open. AWT were copied into communication with other ecological stakeholders in February 2022 and invited to join an ecology site visit held in May 2022, which they were unfortunately unavailable to attend. No direct communications or comments have been received from AWT.

6.3 My Wild Bedminster

My Wild Bedminster were invited to engage with the development in July 2021 and the following article was included within the Bedminster Wildlife News, which is circulated to a range of individuals and groups interested in ecology within South Bristol:

Proposals for South Bristol Cemetery Extension

Bristol City Council have been developing proposals to extend South Bristol Cemetery to allow continued provision of burial services in the South of the City. The proposals include some works within the Cemetery to utilise new areas for burials alongside works to improve quality of existing burial and memorialisation areas. Alongside this the proposals include the development of new burial areas within fields adjacent to the cemetery that fall within the boundaries of the original cemetery planning approval.

Part of the cemetery extension area falls within the Colliter's Brook SNCI and the Council appointed Wessex Ecological Consultancy to assess the impact of the works and propose mitigation and enhancement measures for the project to adopt. A set of draft measures have been identified within the project's ecology report, which include retaining all existing hedgerows; retaining the most species rich areas of grassland; planting new native hedges around the boundaries of new burial areas; new tree planting; and development of a large new pond to be planted to maximise its benefit for wildlife. The Council is interested in engaging with individuals and groups within the South Bristol area who would be interested in inputting into further development of the ecological mitigation and enhancement measures.

If you would like to receive additional information on the project, or would be interested in engaging with the project, please contact Oliver Roberts, Project Manager for Bristol City Council at oliver.roberts@bristol.gov.uk. It is expected that engagement will initially be in the form of a Zoom/Teams meeting to review and discuss proposals.

No requests for additional information, or expressions of interest were received as a result of the above article.

6.4 Bristol Tree Forum

The Bristol Tree Forum were contacted in July 2021 and expressed an interest in engaging with project. Detailed information on the proposals, including design information and ecological reports were issued by email and a first site visit was held in November 2021 to walk across the site and review proposals. A second site visit was held in May 2022, which included the owner of the adjacent Yew Tree Farm (see section 7.2), the project ecologist Rupert Higgins and a Bristol City Council Ecologist.

Key points arising from emails and the site visits are:

Certificate of Lawful Development Application

The Bristol Tree Forum questioned the appropriateness of use of a Certificate of Lawful Development application which relied on the original South Bristol Cemetery planning consent that covered the proposed expansion areas. The Council withdrew the Certificate of Lawful Development application and has submitted a full planning application, which the statement forms part of.

Ecological Assessments and Net Gain

Copies of ecological assessments were provided to the Bristol Tree Forum to review. The Bristol Tree Forum asked about whether the project would be undertaking a net gain assessment, it was discussed that based on the nature of the development a quantitative only assessment taking account of total areas of habitat types pre- and post-development would not be able to provide a biodiversity net gain and the project was therefore seeking to engage on identifying a range of more qualitative mitigation and enhancement measures, which are summarised below and taken account of in the ecological assessment report provided as part of the application.

Expansion Area 1

- New native hedge planting was welcomed.
- Discussion on opportunities for additional tree planting led to the number of new trees proposed in area 1 being increased significantly from 16 to 46.
- Discussion on potential removal of the existing overgrown Leyland Cypress hedge between site 1 and the existing cemetery. It was recommended by the Tree Forum that the Leyland Cypress were treated as trees. The development proposals only cover removal of a restricted section of these trees at new entrances into the site from the cemetery, including increasing visibility between the two sites at the main entrance.

Expansion Area 3

- Protection of existing hedgerows agreed, an extended arboricultural survey was undertaken in Summer 2022 to support this. Requested an updated flora survey and bat survey for this area, which was undertaken in Summer 2022 and included in the updated ecology report.
- New native hedge planting was welcomed.
 - o Discussion on opportunities for additional tree planting led to the number of new trees proposed in area 3 being increased significantly from zero to 37.
- Potential for phasing of works was discussed. The extent of works undertaken in area 3 as part of the first phase of works will consider opportunities for managing the land for ecological benefit prior to commencement of burials alongside the requirements for infrastructure to be constructed as part of these works.

Site Drainage and Area 4

- Requested consideration of retaining use of existing outfall and consider utilisation of existing Network Rail drainage to scale of drainage works require and potentially mitigate need for new attenuation pond. It was assessed that the drainage proposals were necessary to comply with West of England Sustainable Drainage guidelines.
- Protection of existing hedgerows agreed, an extended arboricultural survey was undertaken in Summer 2022 to support this. A single drainage run is required through an existing hedge, the remainder of runs use existing openings.
- Requested an updated flora survey and bat survey for this area, which was agreed and undertaken in Summer 2022 and included in the updated ecology report.
- Discussed that attenuation basin will be designed to maintain water levels and planted to enhance ecological interest.
- Agreed that a contractor's method statement will be produced ahead of the drainage works to ensure that they minimise impact to the SNCI.

Existing South Bristol Cemetery Site

- Comments on the existing cemetery site were passed to the operational team and the ecology report has adopted a recommendation for the Council to create an action plan for enhancements within the existing site.

7. Site Neighbours

7.1 Elm Farm and Ponderosa, Bridgewater Road, Bristol.

Elm Farm is adjacent to area 1 of the proposed South Bristol Cemetery expansion land. The owner of Elm Farm previously leased land from the Council which included all land (Areas 1, 3 and 4) which are proposed for expansion of the site. Ahead of termination of the lease in June 2021 details of the proposed use of the land as a cemetery were provided and a site meeting held. The site meeting was also attended by the owner of the adjacent plot named 'Ponderosa' (the plot includes the house and the privately owned part of the field adjoining Area 1. It was asked if an access track could be created between the yard area of Elm Farm and the field owned by Ponderosa, however that could not be accommodated within the designs. It was discussed that a hedge would be planted on the boundary line between area 1 and the part of the field owned by Ponderosa. It was confirmed that the cemetery proposals would not include Bristol City Council owned land which form part of the yard area of Yew Tree Farm. No other comments were received.

7.2 Yew Tree Farm

Up until June 2021 Yew Tree Farm sub-leased land comprising part of the proposed expansion land (areas 3 and 4) from Elm Farm for cattle grazing. A site meeting was held in May 2021 with the owner of Yew Tree Farm to discuss the proposals for the cemetery expansion and the potential for Yew Tree Farm's ongoing temporary use of the proposed expansion land for cattle grazing from June 2021 onwards. Agreement was provided for Yew Tree Farm's temporary use of the Council's land for grazing until such time as development proposals are finalised and/or any formal grazing licence is put in place covering the expansion land and wider land that falls outside of the expansion proposals.

The owner of Yew Tree Farm highlighted reports of otter sightings on Colliter's Brook to the project in September 2021 and in response the project's appointed ecologist undertook an otter survey in October 2021, which is included in the submitted ecology assessment.

The owner of Yew Tree Farm has also been copied into wider communications with ecology stakeholders and attended a site visit in May 2022, which included the Bristol Tree Forum, the project ecologist Rupert Higgins and a Bristol City Council Ecologist. Questions were asked alongside those from the Bristol Tree Forum about drainage proposals, existing hedgerows and contractor method statements, which are reflected in the summary details provided in Section 6.3 covering Bristol Tree Forum input.

8. Engagement with Funeral Directors

Bristol City Council have a database of registered Funeral Directors within the Council boundary which contains contact details and addresses. The database was filtered to define those that are within the vicinity of South Bristol Cemetery and Crematorium and thus likely users of the site; this resulted in the selection of 38 Funeral Directors, who were contacted in February 2021 to take part in an online survey and telephone interviews. Of the 38 Funeral Directors contacted within this study, 30 responses were received (13 from online surveys and 17 from telephone interviews).

The survey and interviews covered both the existing site and options for consideration in the design of the proposed expansion areas. Responses on options for burial plots identified demand for double plots, which has been reflected in the selection of the sites for expansion where ground conditions allow double burials. 42% of the Funeral Directors recommended that a dedicated memorial/contemplation garden should be incorporated on site, which has been allowed for within the design of area 1. Feedback on ash internment and memorialisation options have also been incorporated in the design of area 1 alongside feedback on baby burial provision, which was further informed by engagement with SANDS (See section 9). 74% of the Funeral Directors considered that car parking provision was good and designs for Areas 1 and 3 have therefore been based on supplementing existing provision to provide provision suitable to the extended areas with a key focus on sufficient disabled parking spaces.

9. Engagement with SANDS (Stillbirth and neonatal death charity)

The existing section of South Bristol Cemetery dedicated to babies is nearing full capacity and the project has engaged with SANDS a stillbirth and neonatal death charity to plan for and design future provision.

A first meeting was held in July 2021 to consider design principles and review the potential for extension of the existing provision within the South Bristol Cemetery site. Following review it was assessed that new provision should be incorporated into the designs for Area 1 and a second meeting was held in September 2022 to review and refine detailed design proposals.

The input of SANDS has been integral to shaping the design of the new provision considering journeys and how space allows families and friends to grow with their grief and how the setting and space provides for different needs, including those of siblings.

10. Conclusion

This statement of community involvement has outlined how the proposed development has undertaken focused engagement with key stakeholders, with a particular focus on ecological interest, bereavement, and neighbouring properties. The development sought wider engagement, including through contact with Bristol's Neighbourhood Planning Network, Bristol Parks Forum and South Bristol Councillors. The development has sought to take account of all comments provided to address the ongoing shortage of burial provision within Bristol so that the Council are able to continue to provide its citizens with an essential service in an appropriate setting. The expanded facility has sought to secure input on appropriate ecological enhancements to offset impacts from the cemetery expansion, to allow the development of new provision that will be able to serve the community for the long-term and assist those who will encounter bereavement.

Equality Impact Assessment [version 2.12]



Title: Cemetery Capital Programme – EqIA to support Cabinet Papers for South Bristol Cemetery Expansion	
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input checked="" type="checkbox"/> Service <input type="checkbox"/> Other	<input type="checkbox"/> New <input type="checkbox"/> Already exists / review <input checked="" type="checkbox"/> Changing
Directorate: Growth & Regeneration	Lead Officers name: Sharon Radnedge & Ariaif Hussain
Service Area: Bereavement Services	Lead Officer role: Snr Project Manager & Cemeteries and Crematoria Manager

Step 1: What do we want to do?

The purpose of an Equality Impact Assessment is to assist decision makers in understanding the impact of proposals as part of their duties under the Equality Act 2010. Detailed guidance to support completion can be found here [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#).

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the [Equality and Inclusion Team](#) early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use plain English, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

To provide adequate burial land for the residents of Bristol and to ensure this service is provided to meet the future needs of an increased city population.

The Council owns eight cemeteries within Bristol. This proposal concerns the expansion of South Bristol Cemetery.

Only South Bristol Cemetery now has capacity to accept new burials. Part of the approved budget was used in 2022 to develop new burial provision within previously unused parts of the cemetery. This additional provision is expected to be fully utilised before the end of 2025.

Failure to provide new land would mean that families from across the city or those who have chosen to cremate their loved ones and wish to bury them close to the crematorium would be unable to do so. In order to deliver additional burial space, land has been identified which will provide adequate burial land close to the existing site at South Bristol.

1.2 Who will the proposal have the potential to affect?

<input checked="" type="checkbox"/> Bristol City Council workforce	<input checked="" type="checkbox"/> Service users	<input checked="" type="checkbox"/> The wider community
<input type="checkbox"/> Commissioned services	<input checked="" type="checkbox"/> City partners / Stakeholder organisations	
Additional comments:		

The South Bristol Cemetery Extension will continue to provide space for different kinds of burial requirements, including meeting requirements of different faith groups and age groups. Provision will include interment of ashes from cremations. With reference to access to grazing by lease for the neighbouring farm, the Council owns all land associated with the expansion of South Bristol Cemetery. The project has developed proposals to minimise the net loss of grazing land available to lease as an outcome of the cemetery expansion, alongside granting temporary grazing access with the adjacent landowner: Yew Tree Farm ahead of any future longer-term lease of residual land for grazing.

1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If 'No' explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by Equality and Inclusion Team.

If 'Yes' complete the rest of this assessment, or if you plan to complete the assessment at a later stage please state this clearly here and request review by the Equality and Inclusion Team.

Yes **No** [please select]

The proposals are associated with Capital Works to allow the continuation of existing burial service provision through new expanded burial provision. There is potential for there to be some minor beneficial impacts through changes to provision delivered.

There would be an adverse impact if the project is not progressed. In that instance a separate equalities impact assessment would need to be undertaken by the Bereavement Service to assess the impact of the reduction or loss of associated burial provision within the City and alternative options available, which is outside of the scope of this assessment.

Step 2: What information do we have?

2.1 What data or evidence is there which tells us who is, or could be affected?

Please use this section to demonstrate an understanding of who could be affected by the proposal. Include general population data where appropriate, and information about people who will be affected with particular reference to protected and other relevant characteristics: [How we measure equality and diversity \(bristol.gov.uk\)](http://bristol.gov.uk)

Use one row for each evidence source and say which characteristic(s) it relates to. You can include a mix of qualitative and quantitative data e.g. from national or local research, available data or previous consultations and engagement activities.

Outline whether there is any over or under representation of equality groups within relevant services - don't forget to benchmark to the local population where appropriate. Links to available data and reports are here [Data, statistics and intelligence \(sharepoint.com\)](http://sharepoint.com). See also: [Bristol Open Data \(Quality of Life, Census etc.\)](http://sharepoint.com); [Joint Strategic Needs Assessment \(JSNA\)](http://sharepoint.com); [Ward Statistical Profiles](http://sharepoint.com).

For workforce / management of change proposals you will need to look at the diversity of the affected teams using available evidence such as [HR Analytics: Power BI Reports \(sharepoint.com\)](http://sharepoint.com) which shows the diversity profile of council teams and service areas. Identify any over or under-representation compared with Bristol economically active citizens for different characteristics. Additional sources of useful workforce evidence include the [Employee Staff Survey Report](http://sharepoint.com) and [Stress Risk Assessment](http://sharepoint.com)

Data / Evidence Source [Include a reference where known]	Summary of what this tells us																																	
<p>ONS Census 2021 – Proportion of city population with specific religious burial requirements, specifically the requirement for burial.</p> <table border="1" data-bbox="108 383 555 824"> <thead> <tr> <th colspan="3">ONS Census 2021</th> </tr> <tr> <th>Belief</th> <th>Number</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>No religion</td> <td>241,924</td> <td>55.1%</td> </tr> <tr> <td>Christian</td> <td>152,126</td> <td>34.6%</td> </tr> <tr> <td>Muslim</td> <td>31,776</td> <td>7.2%</td> </tr> <tr> <td>Hindu</td> <td>3,545</td> <td>0.8%</td> </tr> <tr> <td>Buddhist</td> <td>2,710</td> <td>0.6%</td> </tr> <tr> <td>Sikh</td> <td>2,247</td> <td>0.5%</td> </tr> <tr> <td>Jewish</td> <td>1,228</td> <td>0.3%</td> </tr> <tr> <td>Others</td> <td>3,697</td> <td>0.8%</td> </tr> <tr> <td>Total</td> <td>439,253</td> <td></td> </tr> </tbody> </table>	ONS Census 2021			Belief	Number	%	No religion	241,924	55.1%	Christian	152,126	34.6%	Muslim	31,776	7.2%	Hindu	3,545	0.8%	Buddhist	2,710	0.6%	Sikh	2,247	0.5%	Jewish	1,228	0.3%	Others	3,697	0.8%	Total	439,253		<p>Bristol City Council has a Public Sector Equality Duty under the Equality Act 2010. The Council is responsible for a growing, diverse community and it is essential that it provides the necessary infrastructure to accommodate all citizens who will encounter bereavement at some point and ensure it adequately plans for the long-term future. Alongside personal choice for burials and cremations a number of faiths have specific requirements associated with their religious beliefs. For burial provision this includes Orthodox Jews, Muslims, and the Greek Orthodox Church, and for cremation this includes Hindu and Sikh faiths. To meet the requirements of the City’s diverse communities it is therefore important that both burial and crematorium provision remains available within the City, as proposed by this project.</p>
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<p>Charity organisation: SANDS – Saving Babies’ lives. Supporting bereaved families. SANDS exists to reduce the number of babies dying and to support anyone affected by the death of a baby, before, during or shortly after birth, whenever this happened and for as long as they need support. SANDS has extensive experience in supporting families with grief and helping shape spaces that support this process.</p> <p>SANDS have provided the following statement about the importance of bereavement spaces for families in respect of the proposed baby burial provision included within the planning application: <i>“Sands Gardens and Remembrance spaces – at Sands we understand how important it is that families have somewhere outside and in nature to remember their babies that is calm, safe and a dedicated space. Having time to reflect and remember away from the hustle and bustle of daily life can be healing and enable bereaved parents, siblings and families to take time out, create new memories and grow around their grief.”</i></p>	<p>There is limited remaining baby burial provision available at South Bristol Cemetery. Information and advice provided by SANDS through stakeholder engagement activity has highlighted the importance of providing ongoing and sensitively designed baby burial provision to meet the needs of bereaved families.</p> <p>If the expansion proposals at South Bristol Cemetery were not bought forward, there would be an adverse equalities impact on bereaved residents who presently rely on cemetery provision provided by the Council.</p>																																	
<p>Additional comments: The presentation of demographic and socioeconomic data for Bristol illustrates the groups of people who use the bereavement services, cremation and cemeteries. It is known that Disabled people the elderly and people with a lower socioeconomic status will be negatively impacted by changes to these services that reduce ease / cost of access, increase journey lengths (including by public transport) and risk a reduction of accessibility within the sites.</p>																																		

2.2 Do you currently monitor relevant activity by the following protected characteristics?

- | | | |
|---|--|--|
| <input type="checkbox"/> Age | <input type="checkbox"/> Disability | <input type="checkbox"/> Gender Reassignment |
| <input type="checkbox"/> Marriage and Civil Partnership | <input type="checkbox"/> Pregnancy/Maternity | <input type="checkbox"/> Race |
| <input type="checkbox"/> Religion or Belief | <input type="checkbox"/> Sex | <input type="checkbox"/> Sexual Orientation |

2.3 Are there any gaps in the evidence base?

Where there are gaps in the evidence, or you don't have enough information about some equality groups, include an equality action to find out in section 4.2 below. This doesn't mean that you can't complete the assessment without the information, but you need to follow up the action and if necessary, review the assessment later. If you are unable to fill in the gaps, then state this clearly with a justification.

For workforce related proposals all relevant characteristics may not be included in HR diversity reporting (e.g. pregnancy/maternity). For smaller teams diversity data may be redacted. A high proportion of not known/not disclosed may require an action to address under-reporting.

The Service do not monitor by protected characteristic. The data collected is under age 16, and for those that identify as Muslim. In this case, as identification is self-determined it would not provide relevant monitoring data to ask people to provide the equalities monitoring information.

2.4 How have you involved communities and groups that could be affected?

You will nearly always need to involve and consult with internal and external stakeholders during your assessment. The extent of the engagement will depend on the nature of the proposal or change. This should usually include individuals and groups representing different relevant protected characteristics. Please include details of any completed engagement and consultation and how representative this had been of Bristol's diverse communities.

Include the main findings of any engagement and consultation in Section 2.1 above.

If you are managing a workforce change process or restructure please refer to [Managing a change process or restructure \(sharepoint.com\)](#) for advice on consulting with employees etc. Relevant stakeholders for engagement about workforce changes may include e.g. staff-led groups and trades unions as well as affected staff.

Recognising the significant impact of grief of a loss of a baby on families and friends the Council engaged closely with SANDS, a stillbirth and neonatal death charity in the design of the new provision.

The project team have worked closely with the Bristol Muslim Burial Group to address quality issues raised with existing burial provision within South Bristol Cemetery and to plan for future burial provisions.

The project engaged with Funeral Directors to understand any key considerations associated with their use of the site and feedback from residents that they provide services for.

South Bristol Cemetery expansion engagement has also included adjacent land owners and ecological stakeholder groups. This engagement has highlighted key concerns from the consultees regarding the potential impact of the proposed works on the ecological, social and agricultural value of the effected land. For some consultees these concerns have become an emotive issue, the Council recognises and understands this. As described below, consultation with these groups will continue and the mitigation measures proposed will form part of the planning conditions and project scope. This means the mitigation measures will be formally added to the scope of the project and legally protected under planning law.

2.5 How will engagement with stakeholders continue?

Explain how you will continue to engage with stakeholders throughout the course of planning and delivery. Please describe where more engagement and consultation is required and set out how you intend to undertake it. Include

any targeted work to seek the views of under-represented groups. If you do not intend to undertake it, please set out your justification. You can ask the Equality and Inclusion Team for help in targeting particular groups.

Engagement with stakeholders will continue in relation to South Bristol Cemetery provision. Engagement will take place primarily during the pre-construction design and consenting phase. For South Bristol Cemetery Expansion planning, this consultation has been largely completed, with ongoing stakeholder engagement activity largely focused on future cemetery and ecological management arrangements.

Step 3: Who might the proposal impact?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered above and the characteristics protected by the Equality Act 2010. Also include details of existing issues for particular groups that you are aware of and are seeking to address or mitigate through this proposal. See detailed guidance documents for advice on identifying potential impacts etc. [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](https://sharepoint.com)

3.1 Does the proposal have any potentially adverse impacts on people based on their protected or other relevant characteristics?

Consider sub-categories and how people with combined characteristics (e.g. young women) might have particular needs or experience particular kinds of disadvantage.

Where mitigations indicate a follow-on action, include this in the 'Action Plan' Section 4.2 below.

GENERAL COMMENTS (highlight any potential issues that might impact all or many groups)	
The South Bristol Cemetery Expansion Project proposes improvements to the provision of cremation (interment of ashes) and burial services in a location that significantly mitigates the potential adverse impacts of a lack of bereavement services, should the proposed extension not proceed.	
PROTECTED CHARACTERISTICS	
Age: Young People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Age: Older People	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Reduced accessibility of bereavement services due to location of crematoriums and cemetery. Increased cost of journeys. Reduction in accessibility due to provision of services in a more remote location or in a location where the site physical characteristics are less favourable, such as less parking, steeper terrain, more steps or other obstacles.
Mitigations:	The south Bristol Proposal improves ease of access to bereavement services in local area, served by public transport and with safe access for the less physically mobile. Minimising cost of transport / journey length. Ensuring availability of parking close to ceremony and burial areas. Ease of access to local Cemetery services for the elderly who may rely more heavily on public transport and have specific accessibility requirements in terms of the location of services.
Disability	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Disabled people may be negatively affected during the building and refurbishment works.
Mitigations:	Disabled People using wheelchairs / other mobility aids should be able to access the site more easily following the completion of the changes and provision will need to be made for alternative methods of access and to ensure their safety in the event of an emergency evacuation whilst these are ongoing.
Sex	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>

Potential impacts:	
Mitigations:	
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Gender reassignment	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Race	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Religion or Belief	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Lack of burial space to meet religious needs – specially Muslims, Orthodox Jewish and the Greek Orthodox Church. Faiths that do not allow cremation and require provision of burial space to meet their religious requirements.
Mitigations:	Proposal for expanding South Bristol Cemetery will provide sufficient future burial space to accommodate these requirements.
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
OTHER RELEVANT CHARACTERISTICS	
Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	A reduction in the provision of local burial services, and / or a reduction in the supply of these services may lead to increased costs for both bereavement services and accessing these services.
Mitigations:	Proposal for expanding South Bristol Cemetery will mitigate of these potential impacts through the maintenance of the provision of local bereavement services.
Carers	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Other groups [Please add additional rows below to detail the impact for any other relevant groups as appropriate e.g. asylum seekers and refugees; care experienced; homelessness; armed forces personnel and veterans]	
Potential impacts:	
Mitigations:	

3.2 Does the proposal create any benefits for people based on their protected or other relevant characteristics?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our [Public Sector Equality Duty](#) to:

- ✓ Eliminate unlawful discrimination for a protected group
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't
- ✓ Foster good relations between people who share a protected characteristic and those who don't

As described above, the proposal essentially ensures the ongoing provision of cremation and burial services in Bristol. This provision will specifically benefit (or protect the provision of a service for) people with protected characteristics of age, disability and religion or faith.

Step 4: Impact

4.1 How has the equality impact assessment informed or changed the proposal?

What are the main conclusions of this assessment? Use this section to provide an overview of your findings. This summary can be included in decision pathway reports etc.

If you have identified any significant negative impacts which cannot be mitigated, provide a justification showing how the proposal is proportionate, necessary, and appropriate despite this.

Summary of significant negative impacts and how they can be mitigated or justified:
The equality impact assessment has identified that the proposed works will mitigate potential negative impacts resulting from the proposals not being implemented. The project as proposed does not present any negative impacts.
Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:
Avoid a reduction in quality / accessibility or cost of accessing bereavement services that could result from not proceeding with the proposed works. Improved provision for specific protected characteristics of age, disability, religion or faith and the provision of dedicated baby burial areas.

4.2 Action Plan

Use this section to set out any actions you have identified to improve data, mitigate issues, or maximise opportunities etc. If an action is to meet the needs of a particular protected group please specify this.

Improvement / action required	Responsible Officer	Timescale
Approval of proposed South Bristol Cemetery Expansion project to maintain bereavement services in the city.	Jon James	Spring 2024

4.3 How will the impact of your proposal and actions be measured?

How will you know if you have been successful? Once the activity has been implemented this equality impact assessment should be periodically reviewed to make sure your changes have been effective your approach is still appropriate.

As a minimum, success can be measured by maintain the current service provision with not permanent reduction in bereavement services capacity or reduction in accessibility of these services. Measurement by objective assessment of the proposals by Equality and Inclusion Team at the point of project approval (to capture any last minute changes to the proposal) and then at project completion. A positive impact is expected, an improvement of burial services for specific faith groups (specially Muslims, Orthodox Jewish and the Greek Orthodox Church) and in baby burial provision.
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Step 5: Review

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the [Equality and Inclusion Team](#) before requesting sign off from your Director¹.

Equality and Inclusion Team Review: <i>Reviewed by Equality and Inclusion Team</i>	Director Sign-Off:
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¹ Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.

A handwritten signature in black ink, appearing to read 'P. Keller', is located in the upper right quadrant of the page. The signature is written in a cursive style.

Date: 21/12/2023

Date: 2 January 2024



Environmental Impact Assessment [version 1.0]

Proposal title: Cemetery Expansion Capital Programme – EIA to support the Cabinet Paper for South Bristol Cemetery Expansion Project.		
Project stage and type: <input type="checkbox"/> Initial Idea Mandate <input type="checkbox"/> Outline Business Case <input checked="" type="checkbox"/> Full Business Case		
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input checked="" type="checkbox"/> Service	<input type="checkbox"/> New	<input type="checkbox"/> Changing
<input type="checkbox"/> Other [please state]	<input checked="" type="checkbox"/> Already exists / review	
Directorate: Growth & Regeneration	Lead Officer name: Jon James	
Service Area: Natural and Marine Environment	Lead Officer role: Head of Service for N & M Env.	

Step 1: What do we want to do?

The purpose of this Environmental Impact Assessment is to help you develop your proposal in a way that is compliant with the council’s policies and supports the council’s strategic objectives under the [One City Climate Strategy](#), the [One City Ecological Emergency Strategy](#) and the latest [Corporate Strategy](#).

This assessment should be started at the beginning of the project proposal process by someone with a good knowledge of the project, the service area that will deliver it, and sufficient influence over the proposal to make changes as needed.

It is good practice to take a team approach to completing the Environmental Impact Assessment. See further [guidance](#) on completing this document. Please email environmental.performance@bristol.gov.uk early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Please use plain English, avoiding jargon and acronyms.

Expand burial provision at South Bristol Cemetery to meet the future need for burials, baby burial, ash interment and to accommodate specific belief / faith burial requirements.

1.2 Will the proposal have an environmental impact?

Could the proposal have either a positive or negative effects for the environment now or in the future? If ‘No’ explain why you are sure there will be no environmental impact, then skip steps 2-3 and request review by sending this form to environmental.performance@bristol.gov.uk

If ‘Yes’ complete the rest of this assessment.

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	[please select]
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1.3 If the proposal is part of an options appraisal, has the environmental impact of each option been assessed and included in the recommendation-making process?

If ‘Yes’ please ensure that the details of the environmental impacts of each option are made clear in the pros and cons section of the [project management options appraisal document](#).

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not applicable	[please select]
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If ‘No’ explain why environmental impacts have not been considered as part of the options appraisal process.

Step 2: What kinds of environmental impacts might the project have?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered. See detailed [guidance documents](#) for advice on identifying potential impacts.

Does the proposal create any benefits for the environment, or have any adverse impacts?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our corporate environmental objectives and the wider [One City Climate and Ecological Emergency strategies](#).

Consider how the proposal creates environmental impacts in the following categories, both now and in the future.

Reasonable efforts should be made to quantify stated benefit or adverse impacts wherever possible.

Where the proposal is likely to have a beneficial impact, consider what actions would enhance those impacts. Where the proposal is likely to have a harmful impact, consider whether actions would mitigate these impacts.

Enhancements or mitigation actions are only required when there is a likely impact identified. Remember that where enhancements or mitigation actions are listed, they should be assigned to staff and appropriately resourced.

GENERAL COMMENTS (highlight any potential issues that might impact all or many categories)	
The scope of this EIA covers the South Bristol Cemetery Expansion. South Bristol Cemetery is the only remaining cemetery in Bristol with current and future capacity to receive burials.	
<p>ENV1 Carbon neutral: Emissions of climate changing gases</p> <p>BCC has committed to achieving net zero emissions for its direct activities by 2025, and to support the city in achieving net zero by 2030.</p> <p>Will the proposal involve transport, or the use of energy in buildings? Will the proposal involve the purchase of goods or services? If the answer is yes to either of these questions, there will be a carbon impact.</p> <p>Consider the scale and timeframe of the impact, particularly if the proposal will lead to ongoing emissions beyond the 2025 and 2030 target dates.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Benefits</p> <p>For South Bristol Cemetery Expansion, the project will allow for a continuation of existing burial services, with minor climate change gas emissions associated with use of fuel in operational activities. The project will not deliver any benefits.</p>
	<p>Enhancing actions</p> <p>The project will not deliver any benefits.</p>
	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years</p>
	<p>Adverse impacts</p> <p>None Identified</p>
	<p>Mitigating actions</p> <p>N/A</p>
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years</p>	

<p>ENV2 Ecological recovery: Wildlife and habitats BCC has committed to 30% of its land being managed for nature and to halve its use of pesticides by 2030.</p> <p>Consider how your proposal can support increased space for nature, reduced use of pesticides, reduce pollution to waterways, and reduce consumption of products that undermine ecosystems around the world.</p> <p>If your proposal will directly lead to a reduction in habitat within Bristol, then consider how your proposed mitigation can lead to a biodiversity net gain. Be sure to refer to quantifiable changes wherever possible.</p> <p>Further guidance <input type="checkbox"/> No impact</p>	<p>Benefits</p>	<p>The South Bristol Cemetery Expansion project falls partly within a SNCI (Site of Nature Conservation Interest), detailed ecological assessments have been undertaken, to ensure that localised impacts are offset by an overall net ecological benefit. Ecological enhancements proposed as part of the project will achieve a positive 2.93% gain in area habitats, 107% gain in hedgerow units and 0.19% gain in river units as measured by a formal Biodiversity Net Gain Assessment. Source: Ecological Surveys, Studies, Assessments and Calculations undertaken for BCC by Wessex Ecological Consultancy.</p>
	<p>Enhancing actions</p>	<p>South Bristol Cemetery Expansion - Key enhancement measures – to be read in conjunction with Ecological Assessment, proposed Ecological Mitigation Proposals and Biodiversity Net Gain Calculation. Document most easily accessed through the BCC Planning portal Ref:22/05714/FB. Measures:</p> <ul style="list-style-type: none"> • Site 3 phased to allow ongoing cattle grazing on part of the land for up to 15 years. • Over 1.5Km of new hedgerows planted within existing site and expansion areas. • Over 90 new trees planted within existing site and expansion areas. • Creation of a new wetland habitat, which would help address the national decline in these high value features and create additional ecological interest and value over the existing species poor grassland , • Longer grass maintained around cemetery boundary edges in order to provide habitat for insects and small mammals • Cemetery Grassland maintained at moderate height, which allows low growing plant species such as bird’s-foot trefoil and meadow vetchling to flower but has a formal appearance. Swards of this height can be of value for groups such as mining bees and some grassland fungi, which cannot compete with tall grasses. • Ecological interpretation boards in both expansion areas to add education interest to areas and wider SNCI • New access to the SNCI created from the cemetery via site 3 to improve public access • Measures to address key areas of trampled ground along river edge, whilst maintaining cattle access to drink.
	<p>Adverse impacts</p>	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years</p> <p>Summary of adverse impacts as per Ecological Report Summer 2020, Wessex Ecological Consultancy</p> <ul style="list-style-type: none"> • The areas within the cemetery that are proposed for burials do not have diverse grassland. The trees across some of these areas are of value for birds and other wildlife; the significant trees would be retained and those proposed for removal are without ecological value. There would be no adverse impact in these areas. • Extension of the cemetery would involve incorporating areas of moderately species-rich grassland, a Natural Environment and Rural Communities Act priority habitat, into the site. Use of a site for burials is not necessarily incompatible with grassland conservation: several parts of the existing cemetery support species-rich grassland. • The current proposals would involve the loss of the lower part of grassland area 3, and part of grassland area 4 would be used as an attenuation pond. The areas of both fields that would be affected support species-poor semi-improved grassland and the more diverse areas of both fields would be retained. These proposals would not affect the most valuable areas of the SNCI, which would remain intact,

		<p>but they would affect areas of grassland of interest for which the site is designated.</p> <ul style="list-style-type: none"> • There would be no significant adverse impact on hedges. • There would be no impacts on roosting bats. No other potential impacts on protected species have been identified.
	Mitigating actions	<p>Key mitigation measures:</p> <ul style="list-style-type: none"> • The expansion areas are within parts of the SNCI where the grassland is classed as “species-poor semi-improved” and avoids the areas of grassland within the SNCI that have greater ecological value and species diversity. • Management proposals will address the previously unchecked scrub encroachment within the wider SNCI, with objective of restoring areas of higher value grassland. • The development will produce a full 30-year SNCI management plan, based on the principles and measures identified in the submitted ecological mitigation document. These will include tailored management arrangements within the cemetery expansion areas to maintain the value of the existing grassland, including tailored grave digging and filling practices to maintain grassland interest. • An area of higher value species rich grassland is retained within Site 1 (outside of the SNCI) as a fenced wildlife area. It will be managed through annual hay-cut to enhance ecological-interest over previous heavy horse grazing. • Ecological protection measures to be identified within the construction phase management plan, including arboricultural and ecological watching briefs for key activities. • Can align communications to positively show how nature rich cemeteries can have a positive effect on local ecology and aid in goals around the Ecological Emergency declaration. For example simple signage around the cemetery space with information on the ecological protection measures.
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years</p>		
<p>ENV3 A cleaner, low-waste city: Consumption of resources and generation of waste</p> <p>Consider what resources will be used as a result of the proposal, how they can be minimised or swapped for less impactful ones, where they will be sourced from, and what will happen to any waste generated</p>	Benefits	<p>Waste generation and consumption of resources will not be significantly altered by the South Bristol Cemetery projects.</p>
	Enhancing actions	<p>No enhancement actions</p>
<p>Persistence of effects: <input checked="" type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
	Adverse impacts	<p>Proposed South Bristol Cemetery Expansion construction operations will generate a low level of construction waste. The excavation of foundations for roads and paths, the installation of drainage and the excavation of the attenuation pond will all generate a potential surplus of topsoil and sub soil.</p>

<p>Further guidance</p> <p><input checked="" type="checkbox"/> No impact</p>	<p>Mitigating actions</p>	<p>Site waste will be managed in accordance with construction best practice, ensuring minimisation and reuse wherever possible, and that waste from construction activities and excess materials is minimised. A Site Waste Management Plan will ensure waste disposal is controlled and disposal options are closely controlled. For SBCE all excavated arisings will be retained on site, ensuring their reuse in landscaping.</p>
<p>Persistence of effects: <input checked="" type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>ENV4 Climate resilience: Bristol’s resilience to the effects of climate change</p> <p>Bristol’s climate is already changing, and increasingly frequent instances of extreme weather will become more likely over time.</p> <p>Consider how the proposal will perform during periods of extreme weather (particularly heat and flooding).</p> <p>Consider if the proposal will reduce or increase risk to people and assets during extreme weather events.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Benefits</p>	<p>The South Bristol Cemetery Expansion project includes a comprehensive drainage design, including new main drainage runs for the existing site and a new 3265m³ Attenuation Pond (Basin). The attenuation basin reduces the risk of flooding during heavy rainfall. This will lower the flow rate into Colliter’s Brook, mitigating the increase in runoff volume from the development and reducing flood risks further downstream. Noting that the proposal does not include significant additional impermeable road, pathways or landscaping.</p>
<p>Enhancing actions</p>	<p>The proposed drainage design featuring a new attenuation pond will enhance the level of runoff control for the existing site. This allows the safe containment and controlled release of excess runoff associated with storm weather events. About 30-40% of cemetery drainage on the higher section presently goes to an outfall on the SNCI. via Site 1. The Site 1 plans allow for removal of existing drainage runs on that site and connection back to the manhole at the end of the cemetery access road leading into that area. The other parts of the cemetery go to an outfall into a ditch on the opposite side of the cemetery. There is currently no attenuation pond.</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years</p>		
<p>Adverse impacts</p>	<p>The development area is Flood Zone 1 land which is at low risk – less than 1 in 1,000 in any given year. Increased run off volume resulting from additional impermeable surfaces.</p>	
<p>Mitigating actions</p>	<p>Effective drainage design featuring over 600metres of new carrier drains of 225mm, 300mm, 375mm & 450mm diameter, Hydrobrake Chamber to control storm flow between new 3265m³ Attenuation pond and outfall into Colliters Brook and the use of permeable (porous) surface finishes where feasible and practical.</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years</p>		
<p>Statutory duty: Prevention of Pollution to air, water, or land</p> <p>Consider how the proposal will change the likelihood of pollution occurring to air, water, or land and what</p>	<p>Benefits</p>	<p>For South Bristol Cemetery Expansion, operations are undertaken in accordance with Environmental Agency Guidance to prevent the risk of pollution to groundwater.</p>
<p>Enhancing actions</p>	<p>For South Bristol Cemetery Expansion the existing surface water drainage within South Bristol Cemetery will be connected to the new drainage system, with the designed interceptor and silt traps providing an enhancement to the existing drainage system.</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years</p>		

steps will be taken to prevent pollution occurring. Further guidance <input type="checkbox"/> No impact	Adverse impacts	Project assessments have not identified other adverse statutory pollution impacts. For South Bristol Cemetery Expansion, consideration has been given to grey water pollution from burial activities and surface water pollution from vehicles using roads and parking areas.
	Mitigating actions	For South Bristol Cemetery Expansion detailed ground water monitoring, modelling and risk assessments have been undertaken to ensure that water table levels are at a level where there will be no risk of pollution from burial activities. Drainage designs are all above burials to ensure that grey water is not mixed with surface water. Drainage designs ensure that surface water from roads will be treated via an interceptor and silt traps to ensure it is uncontaminated, so that discharged ground water is clean. Source: Planning Application Documents: Flood Risk Sustainable Drainage Ground Water and Environmental Assessment include detailed Tier 3 Ground Water Assessments for both Site 1 and Site 3.
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years	

Step 3: Action Plan

Use this section summarise and assign responsibility for any actions you have identified to improve data, enhance beneficial, or mitigate negative impacts. Actions identified in section two can be grouped together if named responsibility is under the same person.

This action plan should be updated at each stage of the project. Please be aware that the Sustainable City and Climate Change Service may use this action plan as an audit checklist during the project’s implementation or operation.

Enhancing / mitigating action required	Responsible Officer	Timescale
The South Bristol Cemetery Expansion project will include the implementation of an extensive range of ecological mitigation proposals. These mitigation proposals were detailed in the Planning Application approved at Committee in November 2023. The project will be preparing detailed documentation including a full 30-year SNCI management plan and a Construction Environmental Management Plan which combined will detail the full enhancement, mitigation and management arrangements to complete the associated works. These documents will be submitted for condition discharge approval from the Planning Authority ahead fo the associated works being undertaken.	Jon James	Aligned to the project programme

Step 4: Review

The Sustainable City and Climate Change Service need at least five working days to comment and feedback on your impact assessment. Assessments should only be marked as reviewed when they provide sufficient information for decision-makers on the environmental impact of the proposal.

Please seek feedback and review by emailing environmental.performance@bristol.gov.uk before final submission of your decision pathway documentation¹.

Where impacts identified in this assessment are deemed significant, they will be summarised here by the Sustainable City and Climate Change Service and must be included in the 'evidence base' section of the decision pathway cover sheet.

Summary of significant beneficial impacts and opportunities to support the Climate, Ecological and Corporate Strategies (ENV1,2,3,4):

BCC's Environmental Impact Assessment has identified biodiversity net gain beneficial impacts. The individual measures which achieve this are described in the report above, with measures such as planting of Over 1.5Km of new hedgerows having potential to achieve significant beneficial impacts.

Summary of significant adverse impacts and how they can be mitigated:

The report identifies the mitigation measures identified to avoid a harmful impact to the SNCI area that are included within the cemetery expansion proposals. No significant adverse impacts are identified.

Environmental Performance Team Reviewer: Daniel Shelton	Submitting author: Tom Worley
Date: 29.11.23	Date: 27.11.23

¹ Review by the Sustainable City and Climate Change Service confirms there is sufficient analysis for decision makers to consider the likely environmental impacts at this stage. This is not an endorsement or approval of the proposal.



Decision Pathway – Report Template

PURPOSE: Key decision

MEETING: Cabinet

DATE: 23 January 2024

TITLE	The Leaseholder Residential Property Insurance for 2024/2025		
Ward(s)	City Wide		
Author: Richard Young	Job title: Head of Strategic Finance		
Cabinet lead: Cllr Craig Cheney - Cabinet member for Finance, Governance, Property and Culture	Executive Director lead: Stephen Peacock		
Proposal origin: BCC Staff			
Decision maker: Cabinet Member Decision forum: Cabinet			
Purpose of Report: To seek approval to procure and award insurance arrangement for the Councils Leasehold and Right to Buy Scheme for a period of one-year and retender in the subsequent year.			
Evidence Base:			
<ol style="list-style-type: none"> Due to a withdrawal of Zurich our principal supplier from residential leaseholder market in 2023, the market options have been limited and as such interim arrangements have been pursued to enable cover to be sourced on an annual basis with a full tender to occur in 2026, when it is anticipated that the market in this regard will be further developed. The insurance market for this category of insurance is currently extremely challenging with very few suppliers providing this insurance cover currently. The intention is to apply for a 1+1 year term to allow for other insurers that may enter the market. This will be via a direct award. The properties to which the cover will be applied is as summarised here: 1,861 units of flats and houses. The overall cost of the insurance cover has increased - this is due to the increases in sum insured property valuations, change in valuation approach and additional properties added to the portfolio in the previous insurance period. The most recent valuation indicated an upward movement – increasing the valuation from £280 to £480 million. It is anticipated that, given the current trends, insurance premiums are likely to increase further. The council will seek to contain the cost with the current envelope for this cover however it may be necessary to utilise the corporate insurance fund which is earmarked for this purpose if the costs cannot be contained. The average cost of cover for each leaseholder is approximately £280 a year. This compares to approximately £160 during 2022/23. (75% increase). The approximate 75% increase in premium per leaseholder is following a valuation review that has increased property values by 70%. The current 2023/24 cost is c.£500,000, this may increase or decrease subject to the tender and will be contained within the Insurance Budget 			
Cabinet Member / Officer Recommendations: That Cabinet:			

1. Authorise the Director of Finance in consultation with the Deputy Mayor, Cabinet Member Finance, Governance, Property and Culture to take all steps required to procure and award a one-year contract insurance arrangement for leaseholders and the Right to Buy Scheme as outlined in this report.

Corporate Strategy alignment:

1. Being an effective development organisation, supporting residents of Bristol City Council.

City Benefits:

1. It an essential requirement of a landlord to provide building insurance cover for Leaseholders and Right to buy Scheme.

Consultation Details:

1. None required

Background Documents:

[Finance Urgent Key Decision 029, 22nd March 2023](#)

Revenue Cost	c. £500,000	Source of Revenue Funding	Insurance Service Budget (General Fund)
Capital Cost	£0	Source of Capital Funding	n/a
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice: This report requests approval for the procurement of an insurance arrangement for the council’s Leasehold and Right to Buy Scheme with an estimated total revenue cost of c.£500,000 over one year. The final revenue cost will be subject to tender and the contract commitment for the council will be limited to one year. There is a risk that changes to properties such as increases in property values and additional properties being added to the portfolio during the insurance period may result in an increase in insurance cover.

Insurance cover for the council’s Leasehold and Right to Buy Scheme is managed within the Resources Directorate however costs are fully recharged to the Housing Revenue Account (HRA) and subsequently recharged to leaseholders where appropriate. Any pressure on the HRA will need to be managed within the overall budget envelope.

The increase to insurance premiums is being monitored as part of the MTFP refresh.

Finance Business Partner: Kathryn Long Finance Business Partner (Resources Directorate), 21 December 2023

2. Legal Advice: The procurement process must be conducted in line with the 2015 Procurement Regulations and the Council’s own procurement rules. Legal services will advise and assist officers with regard to the conduct of the procurement process and the resulting contractual arrangements.

Legal Team Leader: Husinara Jones, Team Manager Commercial and Governance: Governance Lead Legal, 15th December 2023

3. Implications on IT: I can see no implications on IT in regard to this activity.

IT Team Leader: Alex Simpson, Lead Enterprise Architect, 18th December 2023

4. HR Advice: No HR implications arising within the report.

HR Partner: Bryn Williams, Consultancy Lead Level 3, HR and Workforce, 15th December 2023

EDM Sign-off	Tim O’Gara, Monitoring Officer	13 th December 2023
Cabinet Member sign-off	Cllr Craig Cheney, City Economy, Finance and	11 th December 2023

	Performance	
For Key Decisions - Mayor's Office sign-off	Mayor's Office	20 th December 2023

Appendix A – Further essential background / detail on the proposal	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	NO
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO

Equality Impact Assessment [version 2.12]



Title: The leaseholder residential property insurance for 2024/2025	
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input checked="" type="checkbox"/> Service <input type="checkbox"/> Other [please state]	<input type="checkbox"/> New <input checked="" type="checkbox"/> Already exists / review <input checked="" type="checkbox"/> Changing
Directorate: Finance Resources	Lead Officer name: Richard Young
Service Area: Resources	Lead Officer role: Head of Strategic Finance

Step 1: What do we want to do?

The purpose of an Equality Impact Assessment is to assist decision makers in understanding the impact of proposals as part of their duties under the Equality Act 2010. Detailed guidance to support completion can be found here [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#).

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the [Equality and Inclusion Team](#) early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use plain English, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

To seek approval to procure and award insurance arrangement for the Councils Leasehold and Right to Buy Scheme for a period of one-year and retender in the subsequent year.

1.2 Who will the proposal have the potential to affect?

<input type="checkbox"/> Bristol City Council workforce	<input type="checkbox"/> Service users	<input checked="" type="checkbox"/> The wider community
<input type="checkbox"/> Commissioned services	<input type="checkbox"/> City partners / Stakeholder organisations	
Additional comments:		

1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If 'No' explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by Equality and Inclusion Team.

If 'Yes' complete the rest of this assessment, or if you plan to complete the assessment at a later stage please state this clearly here and request review by the Equality and Inclusion Team.

Yes No [please select]

The obtaining of Leasehold and Right to Buy Scheme buildings insurance cover is a legal requirement and protects residents and the Council from the impact of damage to property or assets of the Council.

As part of the commissioning process, providers will be required to demonstrate a good understanding of Equality Act 2010 requirements and the public sector equality duty; including that equality of opportunity is central to

internal processes / workforce; and services will be regularly tailored and reviewed to meet the diverse needs of Bristol citizens. There will be ongoing quality assurance and monitoring of framework providers and the works will be carried out by skilled Contractors, who will have substantial experience.

Step 5: Review

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the [Equality and Inclusion Team](#) before requesting sign off from your Director¹.

Equality and Inclusion Team Review: <i>Reviewed by Equality and Inclusion Team</i>	Director Sign-Off: Denise Murray
Date: 19/12/2023	Date: 15 January 2024

¹ Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.



Environmental Impact Assessment [version 1.0]

Proposal title: The leaseholder residential property insurance for 2024/2025		
Project stage and type: <input type="checkbox"/> Initial Idea Mandate <input type="checkbox"/> Outline Business Case <input type="checkbox"/> Full Business Case		
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input type="checkbox"/> Service	<input type="checkbox"/> New	<input type="checkbox"/> Changing
<input type="checkbox"/> Other [please state]	<input type="checkbox"/> Already exists / review	
Directorate: Finance	Lead Officer name: Richard Young	
Service Area: Strategic Finance	Lead Officer role: Head of Strategic Finance	

Step 1: What do we want to do?

The purpose of this Environmental Impact Assessment is to help you develop your proposal in a way that is compliant with the council’s policies and supports the council’s strategic objectives under the [One City Climate Strategy](#), the [One City Ecological Emergency Strategy](#) and the latest [Corporate Strategy](#).

This assessment should be started at the beginning of the project proposal process by someone with a good knowledge of the project, the service area that will deliver it, and sufficient influence over the proposal to make changes as needed.

It is good practice to take a team approach to completing the Environmental Impact Assessment. See further [guidance](#) on completing this document. Please email environmental.performance@bristol.gov.uk early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Please use plain English, avoiding jargon and acronyms.

To seek approval to procure and award insurance arrangement for the Councils Leasehold and Right to Buy Scheme for a period of one-year and retender in the subsequent year.
--

1.2 Will the proposal have an environmental impact?

Could the proposal have either a positive or negative effects for the environment now or in the future? If ‘No’ explain why you are sure there will be no environmental impact, then skip steps 2-3 and request review by sending this form to environmental.performance@bristol.gov.uk

If ‘Yes’ complete the rest of this assessment.

<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No	[please select]
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The proposal will not have any direct environmental impacts and payment of the insurance cover is going to an organisation that is demonstrably reducing its direct and indirect carbon impacts, with targets that are in line with the Paris protocol and independently verified greenhouse gas accounts.
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1.3 If the proposal is part of an options appraisal, has the environmental impact of each option been assessed and included in the recommendation-making process?

If ‘Yes’ please ensure that the details of the environmental impacts of each option are made clear in the pros and cons section of the [project management options appraisal document](#).

<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not applicable	[please select]
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If ‘No’ explain why environmental impacts have not been considered as part of the options appraisal process.

Step 2: What kinds of environmental impacts might the project have?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered. See detailed [guidance documents](#) for advice on identifying potential impacts.

Does the proposal create any benefits for the environment, or have any adverse impacts?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our corporate environmental objectives and the wider [One City Climate and Ecological Emergency strategies](#).

Consider how the proposal creates environmental impacts in the following categories, both now and in the future.

Reasonable efforts should be made to quantify stated benefit or adverse impacts wherever possible.

Where the proposal is likely to have a beneficial impact, consider what actions would enhance those impacts. Where the proposal is likely to have a harmful impact, consider whether actions would mitigate these impacts.

Enhancements or mitigation actions are only required when there is a likely impact identified. Remember that where enhancements or mitigation actions are listed, they should be assigned to staff and appropriately resourced.

GENERAL COMMENTS (highlight any potential issues that might impact all or many categories)		
<p>ENV1 Carbon neutral: Emissions of climate changing gases</p> <p>BCC has committed to achieving net zero emissions for its direct activities by 2025, and to support the city in achieving net zero by 2030.</p> <p>Will the proposal involve transport, or the use of energy in buildings? Will the proposal involve the purchase of goods or services? If the answer is yes to either of these questions, there will be a carbon impact.</p> <p>Consider the scale and timeframe of the impact,</p>	Benefits	
	Enhancing actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
Adverse impacts		

<p>particularly if the proposal will lead to ongoing emissions beyond the 2025 and 2030 target dates.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Mitigating actions</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>ENV2 Ecological recovery: Wildlife and habitats</p> <p>BCC has committed to 30% of its land being managed for nature and to halve its use of pesticides by 2030.</p> <p>Consider how your proposal can support increased space for nature, reduced use of pesticides, reduce pollution to waterways, and reduce consumption of products that undermine ecosystems around the world.</p> <p>If your proposal will directly lead to a reduction in habitat within Bristol, then consider how your proposed mitigation can lead to a biodiversity net gain. Be sure to refer to quantifiable changes wherever possible.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Benefits</p>	
<p>Enhancing actions</p>		
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>Adverse impacts</p>		
<p>Mitigating actions</p>		
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>ENV3 A cleaner, low-waste city: Consumption of resources and generation of waste</p> <p>Consider what resources will be used as a result of the proposal, how they can be minimised or swapped for less impactful ones, where they will be sourced from, and what will happen to any waste generated</p>	<p>Benefits</p>	
<p>Enhancing actions</p>		
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>Adverse impacts</p>		

<p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Mitigating actions</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>ENV4 Climate resilience: Bristol’s resilience to the effects of climate change</p> <p>Bristol’s climate is already changing, and increasingly frequent instances of extreme weather will become more likely over time.</p> <p>Consider how the proposal will perform during periods of extreme weather (particularly heat and flooding).</p> <p>Consider if the proposal will reduce or increase risk to people and assets during extreme weather events.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Benefits</p>	
	<p>Enhancing actions</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
	<p>Adverse impacts</p>	
	<p>Mitigating actions</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>Statutory duty: Prevention of Pollution to air, water, or land</p> <p>Consider how the proposal will change the likelihood of pollution occurring to air, water, or land and what steps will be taken to prevent pollution occurring.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Benefits</p>	
	<p>Enhancing actions</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
	<p>Adverse impacts</p>	
	<p>Mitigating actions</p>	

	Persistence of effects: <input type="checkbox"/> 1 year or less	<input type="checkbox"/> 1 – 5 years	<input type="checkbox"/> 5+ years
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Step 3: Action Plan

Use this section summarise and assign responsibility for any actions you have identified to improve data, enhance beneficial, or mitigate negative impacts. Actions identified in section two can be grouped together if named responsibility is under the same person.

This action plan should be updated at each stage of the project. Please be aware that the Sustainable City and Climate Change Service may use this action plan as an audit checklist during the project’s implementation or operation.

Enhancing / mitigating action required	Responsible Officer	Timescale

Step 4: Review

The Sustainable City and Climate Change Service need at least five working days to comment and feedback on your impact assessment. Assessments should only be marked as reviewed when they provide sufficient information for decision-makers on the environmental impact of the proposal.

Please seek feedback and review by emailing environmental.performance@bristol.gov.uk before final submission of your decision pathway documentation¹.

Where impacts identified in this assessment are deemed significant, they will be summarised here by the Sustainable City and Climate Change Service and must be included in the ‘evidence base’ section of the decision pathway cover sheet.

Summary of significant beneficial impacts and opportunities to support the Climate, Ecological and Corporate Strategies (ENV1,2,3,4):
Summary of significant adverse impacts and how they can be mitigated:

Environmental Performance Team Reviewer:	Submitting author:
Daniel Shelton	Richard Young
Date: 05.01.2024	Date: 05.01.2024

¹ Review by the Sustainable City and Climate Change Service confirms there is sufficient analysis for decision makers to consider the likely environmental impacts at this stage. This is not an endorsement or approval of the proposal.



Decision Pathway – Report

PURPOSE: [Key decision](#)

MEETING: [Cabinet](#)

DATE: 23 January 2024

TITLE	Procurement of Financial Systems including the Council’s Ledger and ancillary payment systems	
Ward(s)	This is an internal business application system and will not impact directly on any ward	
Author: Richard Young	Job title: Head of Strategic Finance	
Cabinet lead: Councillor Craig Cheney	Executive Director lead: Stephen Peacock	
Proposal origin: BCC Staff		
Decision maker: Cabinet Member		
Decision forum: Cabinet		
Purpose of Report:		
To seek approval to procure and award contracts in relation to the Council Financial Systems.		
Evidence Base:		
<p>The evidence base for the report is arranged into two parts, part one being the re-procurement of the Financial Accounting Ledger System, part two being the re-procurement internet payment systems being Pay 360 and Civicapay.</p> <p>To aid understanding of the technical terminology, a short glossary on the financial systems terminology is provided here:</p> <p>Unit 4 is the principal supplier of the financial accounting system ABW stands for ‘Agresso Business World’ the name of the financial accounting system ERP stands for ‘Enterprise Resource Planning’ of which ABW is a type ERP7 CSO refers to ‘Cloud Step One’, ABW will be moved to this 1st step cloud solution from an ‘on premises’ version ERP7 SAAS refers to the second and final step, where ABW is moved to ‘Software as a Solution’ product in the cloud</p> <p>Part 1 - Unit 4 Business World – Financial Accounting Ledger</p> <p>Unit 4 Ltd is the software provider for the Council’s main financial accounting system, Agresso Business World (ABW). The system provides the foundation for managing all of the Council’s financial transactions and financial reporting, including its Statutory Accounts, Returns to Government and other Statutory Authorities.</p> <p>The Council, as part of the initial implementation of ABW in 2012, purchased a ‘perpetual’ site license. The system is hosted in Microsoft Azure Cloud within the Agilisys tenant. Agilisys also provide maintenance and level 1 and 2 support with Unit 4 Ltd providing level 3 & 4 support. This relates to the provision of a database, break-fix software fault support and the provision of software releases and advice in optimising the functionality within the software. The provision of level 3 & 4 support can only be provided by Unit 4 as the business owner of the system and software source code. Lower-level support is contractually aligned to this.</p> <p>On the 17th October 2023, Unit 4 announced its intention to require all clients to move to its ERP7 SAAS software by 01/01/26. In so doing, it provided the Council with an option to allow it to effectively plan, manage and deliver the</p>		

transition to ERP7 SAAS, by that date (called 'Lift and Shift'). This would include the requirement to consolidate the hosting, support and maintenance into Unit 4. It effectively means from Dec 31st 2025 'on premise' solutions will no longer be supported or maintained.

'Lift and Shift' allows the Council to continue to use its current Unit 4 ABW ERP7 software (configuration and functionality) until 01/05/24 when it can potentially start the transition to a new service contract that would see the on-boarding to ERP7 Cloud Step One software. This is a tactical 'Lift and Shift' private cloud solution consisting of Unit 4 migrating the existing BCC and UNIT4 ERP7 environments from the Agilisys Azure tenant to the UNIT4 ERP7 Cloud Step One private cloud. The deployment would then be fully hosted and exclusively supported by UNIT4. In addition:

- All of BCC's existing integrations for UNIT4 ERP7 deployment would continue to function.
- The council will continue to use its's existing UNIT4 Income Manager system rather than having to move to the new HeyCentric Income Module (the move to the cloud necessitates a change in income modules at a cost of £20k)
- The Council can keep any SAAS prohibited customisations.

On-boarding and deployment to Cloud Step One would need to start by June 2024 given the expected timeline for the migration could be between 6 to 12 weeks. This elapsed time would also need to take account of the scope and extent of testing for the migration before deploying into a 'live' environment. This environment would need to be active no later than 30/11/24 when the existing hosting and support arrangements expire with Agilisys. The second phase to the migration would be the move to SAAS by 1/1/26, which is a more significant undertaking and would include the deployment of a new income manager module, Heycentric.

To take advantage of this 2-step approach, including the fixed price benefits offered to early adopters, an Officer Executive Decision was taken to allow the council to enter into a 1-year minimum agreement in December 2023, which it did. This afforded the council opportunity to consider its longer-term options but, with the knowledge that it had an option to invoke a 4-year extension to that agreement. This report seeks the delegated cabinet authority to make this decision. The council has until the 16th February 2024 to notify Unit 4 of its intentions to commit to the full 4 year extension.

The 2-step approach, in view of the timing, is the optimal course to take, however if the council chose not to pursue this course of action, it would present the council with:

- A significantly higher annual cost for the hosting and support for its ABW system. Market expectations suggest 2024 prices could see the council's annual fee increase by at least £50k p.a (circa 10%) and it would have to incur a one-off cloud migration fee of c£50-£75k that is waived under the 2-step approach.
- The need to move to ERP7 SAAS and HeyCentric income manager by 30/11/24 unless it is able to re-procure an additional 12 month hosting and support arrangements that are currently provided through the Agilisys contract, at an estimated current annual cost in the region of £0.2m per year. To avoid this cost, migration would need to commence by April 2024 and there is not sufficient resource capacity to manage and implement this significant change and in that time.

The choice to move to Unit 4's second step solution product (ERP7 SAAS) is brought about solely as a consequence of Unit 4's announcement to move the product to the Cloud and SAAS. Alternative courses of action could be to continue with the 'on premises' solution then develop an options appraisal to find a new ledger solution, or move to Cloud solution but not move to SAAS. For price, timing and functionality reasons (including uninterrupted user experience) neither alternative is recommended.

Options for an alternative system and its hosting would normally be explored by the Council alongside this proposed change. However, the period, between December 2023 and December 2024, is not sufficient to undertake a wholesale options appraisal process to determine whether to select a replacement main accounting system, to procure it and to successfully deploy any replacement solution. Equally noteworthy is eleven years after its original implementation the Unit 4 ABW system configuration and functionality is now considered to be mature and well

embedded, making it an integral and essential aspect of the Council's financial management and reporting arrangements. Such an approach has enabled the council to avoid the need for the costly implementation of a new system which would have both significant capital and revenue implications as well as likely disruption and risk to business continuity. The recommended option is to:

- Continue to utilise the Unit 4 ABW software; and
- Procure a new 5-year (1 year followed by 4 year) service agreement for hosting and support of that system to allow the Council to initially transition to ERP7 CSO from 01/05/24 and then to ERP7 SAAS by 31/12/25, should it decide to do so. This will allow the council to retain the current functionality and configuration of the system, so there would be no noticeable change to end users as the core application remains the same.

The service agreement affords the council the opportunity to give a 90-day Notice of its intention not to migrate to ERP7 SAAS before 31/12/25. This would lead to Unit 4 either terminating the agreement or uplifting its annual fee by c40% for the remainder of the contract term. The council's current expectation is that it will migrate to ERP7 SAAS by that timeline.

The annual cost of the 'Lift and Shift' proposal, plus any incidental costs arising from the on-boarding and migration to ERP7 CSO are expected to be contained within the current approved hosting, support and maintenance budgets. The transition to Unit 4 ABW (ERP7 SAAS mode) is expected to be appraised in more detail taking into account the likely costs to BCC. It is not however expected the appraisal will result in any change in direction ie towards adoption of the new ERP7 SAAS system, for the reason set out above.

Part two - Council On-line Payments

Pay360 software has been in use in the Council since 2003. The software provides an online payment gateway to allow citizens, businesses and other stakeholders to make a digitally secure on-line payment for works, services, and other activities provided to them by the council. Sitting alongside and integrated into this are other payment solutions including payment kiosks, an automated telephony solution and chip and pin devices under a single card merchant acquirer.

This evolving hybrid payment framework has been borne out of both business need and the changing expectations of customers to be able to make a secure payment across multiple platforms. In 2018, the council expressed an ambition to consolidate its payment solutions into a single provider software platform. A procurement exercise was held and a preferred bidder, CivicaPay, was awarded the contract. In starting to mobilise into the implementation phase of the contract it became apparent that the solution (at that time) could not fulfil the business requirements of the council, as set out in the tender requirements, which led to the implementation being paused. This is still the case to this date. The Council now wishes to formally close down the stalled implementation, review options and take the necessary action in respect of both current arrangements and the 2018 CivicaPay contract.

In 2023/24 the council agreed to a final year to the Pay360 contract that was originally signed 14/03/2022. In December 2023, an OED was taken to provide for a cost extension given the increase in the volume and value of transactions being processed, primarily arising from the introduction of the Bristol Clean Air Zone. This had been identified through routine contract management arrangements.

From 01/04/24, the Council needs to ascertain its future online payment system requirements and in so doing re-establish a baseline and forecast for expected transaction volumes. Finance, IT/business application and procurement officers have been reviewing potential options to determine the future direction for payments being made to the Council. This primarily looked at the opportunity to implement a unified payments solution versus retaining the current configuration and operating model. The current arrangements are now well embedded and interface with other payment solutions procured under separate contractual arrangements out of necessity to meet business and customer needs. The preferred choice is therefore to continue with the current 'as is' arrangement and as such the recommended option is to:

- Continue to utilise the Pay360 software; this will allow the council to retain the current functionality and

configuration of the system, so there should be no noticeable change to end users as the core application remains the same.

- Procure a new service contract for the Pay360 software that is compliant with public procurement regulations, provides value for money and is affordable within the net budgetary provision currently made available for this system.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Note the two contract extensions Decisions taken on 27/11/2023 to extend the Agilisys Hosting & Support Contract for ABW and to extend the final year of Unit 4 Support and Maintenance Level 3/4 including the transition to ERP7 Cloudstep One, referred to as a 'lift and shift', which is the first phase towards ERP7 Software as a Service (SAAS) as required by Unit 4.
2. Authorise the Director of Finance, in consultation with the Deputy Mayor with responsibility for Finance, Governance and Performance to
 - (i) procure and award the contract and implement the 4-year service agreement starting 1/5/24, bringing the total contract period to 5 years, for the hosting and support of the Council's financial ledger and accounting system, with Unit 4 Business World, including any associated technical configuration changes to ensure business continuity at an estimated potential cost of between £2.2m to £2.5m over 5 years. (This will align with the expiry of the current arrangements on 30/11/2024 and will include the move to 'SAAS').
 - (ii) procure and award the contract and implement a solution for the Council's internal payment system with 'The Access Group Pay360', when the current arrangement expires 31/03/24 at an estimated potential cost of £3m over three years.
3. Authorise the Director of Finance in consultation with the Deputy Mayor with responsibility for Finance, Governance and Performance to review options for the Council's payment systems and thereafter determine the most appropriate solution and take the necessary action (in respect of both current and new arrangements, as appropriate) to implement that decision including procuring and awarding contracts which may be above the key decision threshold.

Corporate Strategy alignment:

This proposal contributes to the Corporate Strategy principle of Good Governance, helping us be an effective development organisation by enabling responsible financial management.

City Benefits:

None

Consultation Details:

None

Background Documents:

Officer Executive Decision Authorising Contract Extension for one year for Unit 4

[ModernGov - bristol.gov.uk](https://modern.gov.uk/bristol)

Key Decision – Authorise Extended Expenditure on the Council's payments system

[ModernGov - bristol.gov.uk](https://modern.gov.uk/bristol)

Revenue Cost	£5.5m	Source of Revenue Funding	General Fund
Capital Cost	£0	Source of Capital Funding	N/A
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input checked="" type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input checked="" type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:**1. Finance Advice:**

Unit 4, BW: The current annual hosting, support and maintenance cost for the system is £539k. This is funded from within the ICT budget. There are expected to be some additional incidental costs associated with the transition to 'Lift and Shift' – ERP 7 CSO which will be funded within the current budget envelope given the reduced annual cost (£459k) resulting from consolidating support arrangements and a scheduled reduction in the number of desktop users.

At this stage, the potential cost of transitioning from ERP7CSO to ERP7SAAS is not known. The Council, however, reserves the right to give Unit 4 notice of its intention not to proceed to ERP7SAAS. This notice would need to be issued at least 90 days prior to the 31/12/25 and would lead to the contract either being terminated or a 40% uplift in its annual service cost. The Council does not at this stage expect such an occurrence.

Council Payment system: The Council's internet payment service contract is budgeted from the General Fund budget, the budget for the activity is £441k. The current annual costs are c. £1m with £441k being funded by General Fund budget and the balancing costs being fully recharged. Forecast volumes of transaction by service area suggest the cost of processing transactions for services provided outside of the General Fund, e.g. CAZ and other earmarked accounts, will enable the net cost of providing the service to be retained within the current budget allocation.

Finance Business Partner: Kathryn Long, Finance Business Partner (Resources Directorate), 11th January 2024

2. Legal Advice:

The Council's Procurement Rules and the Public Contracts Regulations 2015 must be followed in relation to the procurement process for the new contract. Legal services will advise and assist officers with regard to the conduct of the procurement process and the resulting contractual arrangements.

Legal Team Leader: Eric Andrews, Team Manager, 5th January 2024

3. Implications on IT:

Given the stated requirement to review the current arrangements, the proposed option represents the least risk, lowest disruption option. There will be the requirement to review and potentially modify the integrations with other BCC systems and IT Services effort will need to be incorporated into any transition plans. The opportunity should also be taken to clarify and codify the necessary support arrangements. IT are supportive and available to aid in progressing relevant work and can be engaged through the existing work request process

IT Team Leader: Alex Simpson – Lead Enterprise Architect, 7th January 2024

4. HR Advice: No HR implications of the recommendations. Any impact on the contractors' employees arising from service provision changes is a matter for the respective contractors

HR Partner: James Brereton, Head of Human Resources, 8th January 2024

EDM Sign-off	Stephen Peacock, Chief Executive	6 th December 2023
Cabinet Member sign-off	Cllr Craig Cheney, City Economy, Finance and Performance	11 th December 2023
For Key Decisions - Mayor's Office sign-off	Mayor's Office	20 th December 2023

Appendix A – Further essential background / detail on the proposal	NO
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO

Equality Impact Assessment [version 2.12]



Title: Procurement of Financial Systems and Ancillary Payment Systems	
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input checked="" type="checkbox"/> Function <input type="checkbox"/> Service <input type="checkbox"/> Other [please state]	<input type="checkbox"/> New <input checked="" type="checkbox"/> Already exists / review <input type="checkbox"/> Changing
Directorate: Resources	Lead Officer name: Richard Young
Service Area: Accountancy Risk and Insurance	Lead Officer role: Head of Strategic Finance

Step 1: What do we want to do?

The purpose of an Equality Impact Assessment is to assist decision makers in understanding the impact of proposals as part of their duties under the Equality Act 2010. Detailed guidance to support completion can be found here [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#).

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the [Equality and Inclusion Team](#) early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use plain English, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

The proposal involves the procurement and implementation of a new 5-year service agreement for the hosting and support of our current financial ledger and main accounting system. The ledger is a software tool for recording and reporting financial transactions and balances.

A second proposal involves procuring a new contract for the Council's current payment system because the current arrangement expires 31/03/24.

The aim is to ensure seamless uninterrupted use of the ledger and to have continued payment functionality in place at all times

1.2 Who will the proposal have the potential to affect?

<input checked="" type="checkbox"/> Bristol City Council workforce	<input checked="" type="checkbox"/> Service users	<input type="checkbox"/> The wider community
<input type="checkbox"/> Commissioned services	<input checked="" type="checkbox"/> City partners / Stakeholder organisations	
Additional comments:		

1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If 'No' explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by Equality and Inclusion Team.

If 'Yes' complete the rest of this assessment, or if you plan to complete the assessment at a later stage please state this clearly here and request review by the Equality and Inclusion Team.

<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No	[please select]
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The procurement process itself includes full equality considerations. As this is a re-procurement the process has already therefore been completed. There are no further equality impacts.

Step 2: What information do we have?

2.1 What data or evidence is there which tells us who is, or could be affected?

Please use this section to demonstrate an understanding of who could be affected by the proposal. Include general population data where appropriate, and information about people who will be affected with particular reference to protected and other relevant characteristics: [How we measure equality and diversity \(bristol.gov.uk\)](http://bristol.gov.uk)

Use one row for each evidence source and say which characteristic(s) it relates to. You can include a mix of qualitative and quantitative data e.g. from national or local research, available data or previous consultations and engagement activities.

Outline whether there is any over or under representation of equality groups within relevant services - don't forget to benchmark to the local population where appropriate. Links to available data and reports are here [Data, statistics and intelligence \(sharepoint.com\)](http://sharepoint.com). See also: [Bristol Open Data \(Quality of Life, Census etc.\)](#); [Joint Strategic Needs Assessment \(JSNA\)](#); [Ward Statistical Profiles](#).

For workforce / management of change proposals you will need to look at the diversity of the affected teams using available evidence such as [HR Analytics: Power BI Reports \(sharepoint.com\)](http://sharepoint.com) which shows the diversity profile of council teams and service areas. Identify any over or under-representation compared with Bristol economically active citizens for different characteristics. Additional sources of useful workforce evidence include the [Employee Staff Survey Report](#) and [Stress Risk Assessment](#)

Data / Evidence Source [Include a reference where known]	Summary of what this tells us
Additional comments:	

2.2 Do you currently monitor relevant activity by the following protected characteristics?

<input type="checkbox"/> Age	<input type="checkbox"/> Disability	<input type="checkbox"/> Gender Reassignment
<input type="checkbox"/> Marriage and Civil Partnership	<input type="checkbox"/> Pregnancy/Maternity	<input type="checkbox"/> Race
<input type="checkbox"/> Religion or Belief	<input type="checkbox"/> Sex	<input type="checkbox"/> Sexual Orientation

2.3 Are there any gaps in the evidence base?

Where there are gaps in the evidence, or you don't have enough information about some equality groups, include an equality action to find out in section 4.2 below. This doesn't mean that you can't complete the assessment without the information, but you need to follow up the action and if necessary, review the assessment later. If you are unable to fill in the gaps, then state this clearly with a justification.

For workforce related proposals all relevant characteristics may not be included in HR diversity reporting (e.g. pregnancy/maternity). For smaller teams diversity data may be redacted. A high proportion of not known/not disclosed may require an action to address under-reporting.

2.4 How have you involved communities and groups that could be affected?

You will nearly always need to involve and consult with internal and external stakeholders during your assessment. The extent of the engagement will depend on the nature of the proposal or change. This should usually include individuals and groups representing different relevant protected characteristics. Please include details of any completed engagement and consultation and how representative this had been of Bristol’s diverse communities.

Include the main findings of any engagement and consultation in Section 2.1 above.

If you are managing a workforce change process or restructure please refer to [Managing a change process or restructure \(sharepoint.com\)](#) for advice on consulting with employees etc. Relevant stakeholders for engagement about workforce changes may include e.g. staff-led groups and trades unions as well as affected staff.

This is a re-procurement and is therefore expected to result in an uninterrupted ledger and payment collection service.

2.5 How will engagement with stakeholders continue?

Explain how you will continue to engage with stakeholders throughout the course of planning and delivery. Please describe where more engagement and consultation is required and set out how you intend to undertake it. Include any targeted work to seek the views of under-represented groups. If you do not intend to undertake it, please set out your justification. You can ask the Equality and Inclusion Team for help in targeting particular groups.

N/a

Step 3: Who might the proposal impact?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered above and the characteristics protected by the Equality Act 2010. Also include details of existing issues for particular groups that you are aware of and are seeking to address or mitigate through this proposal. See detailed guidance documents for advice on identifying potential impacts etc. [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#)

3.1 Does the proposal have any potentially adverse impacts on people based on their protected or other relevant characteristics?

Consider sub-categories and how people with combined characteristics (e.g. young women) might have particular needs or experience particular kinds of disadvantage.

Where mitigations indicate a follow-on action, include this in the ‘Action Plan’ Section 4.2 below.

GENERAL COMMENTS (highlight any potential issues that might impact all or many groups)	
PROTECTED CHARACTERISTICS	
Age: Young People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Age: Older People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	

Mitigations:	
Disability	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Sex	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Gender reassignment	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Race	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Religion or Belief	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
OTHER RELEVANT CHARACTERISTICS	
Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Carers	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Other groups [Please add additional rows below to detail the impact for any other relevant groups as appropriate e.g. asylum seekers and refugees; care experienced; homelessness; armed forces personnel and veterans]	
Potential impacts:	
Mitigations:	

3.2 Does the proposal create any benefits for people based on their protected or other relevant characteristics?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our [Public Sector Equality Duty](#) to:

- ✓ Eliminate unlawful discrimination for a protected group
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't
- ✓ Foster good relations between people who share a protected characteristic and those who don't

No

Step 4: Impact

4.1 How has the equality impact assessment informed or changed the proposal?

What are the main conclusions of this assessment? Use this section to provide an overview of your findings. This summary can be included in decision pathway reports etc.

If you have identified any significant negative impacts which cannot be mitigated, provide a justification showing how the proposal is proportionate, necessary, and appropriate despite this.

Summary of significant negative impacts and how they can be mitigated or justified:
Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:

4.2 Action Plan

Use this section to set out any actions you have identified to improve data, mitigate issues, or maximise opportunities etc. If an action is to meet the needs of a particular protected group please specify this.

Improvement / action required	Responsible Officer	Timescale

4.3 How will the impact of your proposal and actions be measured?

How will you know if you have been successful? Once the activity has been implemented this equality impact assessment should be periodically reviewed to make sure your changes have been effective your approach is still appropriate.

Step 5: Review

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the [Equality and Inclusion Team](#) before requesting sign off from your Director¹.

Equality and Inclusion Team Review: <i>Reviewed by Equality and Inclusion Team</i>	Director Sign-Off: Denise Murray
Date: 10/01/2024	Date: 15 January 2024

¹ Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.

Equality Impact Assessment [version 2.12]



Title: Procurement of Financial Systems and Ancillary Payment Systems	
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Mitigations:	
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Potential impacts:	

Mitigations:	
Disability	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Sex	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
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Gender reassignment	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Race	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Religion or Belief	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
OTHER RELEVANT CHARACTERISTICS	
Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Carers	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Other groups [Please add additional rows below to detail the impact for any other relevant groups as appropriate e.g. asylum seekers and refugees; care experienced; homelessness; armed forces personnel and veterans]	
Potential impacts:	
Mitigations:	

3.2 Does the proposal create any benefits for people based on their protected or other relevant characteristics?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our [Public Sector Equality Duty](#) to:

- ✓ Eliminate unlawful discrimination for a protected group
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't
- ✓ Foster good relations between people who share a protected characteristic and those who don't

No

Step 4: Impact

4.1 How has the equality impact assessment informed or changed the proposal?

What are the main conclusions of this assessment? Use this section to provide an overview of your findings. This summary can be included in decision pathway reports etc.

If you have identified any significant negative impacts which cannot be mitigated, provide a justification showing how the proposal is proportionate, necessary, and appropriate despite this.

Summary of significant negative impacts and how they can be mitigated or justified:
Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:

4.2 Action Plan

Use this section to set out any actions you have identified to improve data, mitigate issues, or maximise opportunities etc. If an action is to meet the needs of a particular protected group please specify this.

Improvement / action required	Responsible Officer	Timescale

4.3 How will the impact of your proposal and actions be measured?

How will you know if you have been successful? Once the activity has been implemented this equality impact assessment should be periodically reviewed to make sure your changes have been effective your approach is still appropriate.

Step 5: Review

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the [Equality and Inclusion Team](#) before requesting sign off from your Director¹.

Equality and Inclusion Team Review: <i>Reviewed by Equality and Inclusion Team</i>	Director Sign-Off: Denise Murray
Date: 10/01/2024	Date: 15 January 2024

¹ Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.



Decision Pathway – Performance Report

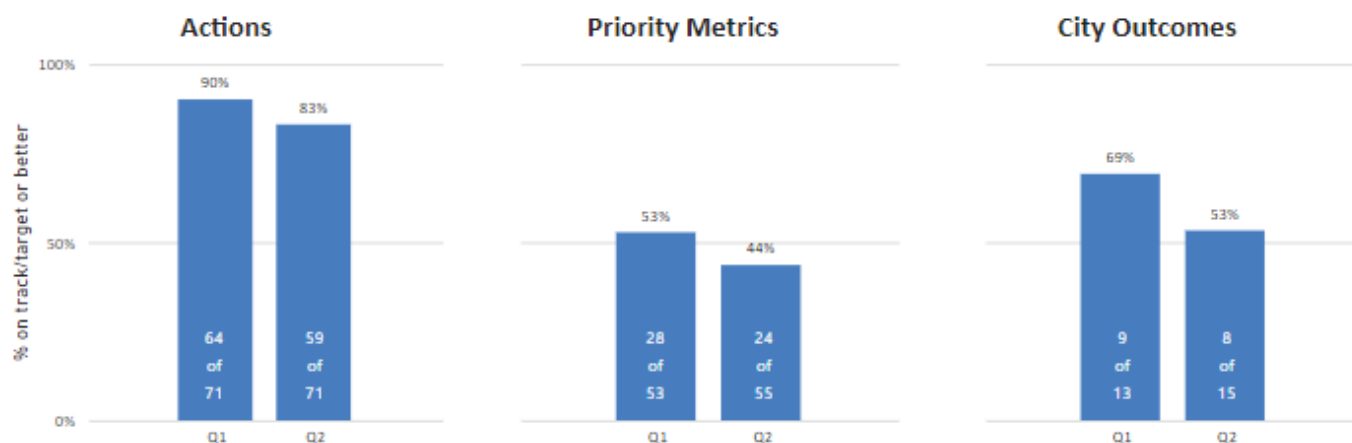
PURPOSE: For noting

MEETING: Cabinet

DATE: 23 January 2024

TITLE	Quarterly Performance Report (Q2 - 2023/24)		
Ward(s)	All wards		
Author: Guy Collings	Job title: Head of Insight, Performance & Intelligence		
Cabinet lead: Cllr Cheney, Deputy Mayor - City Economy, Finance and Performance	Executive Director lead: Stephen Peacock, Chief Executive		
Proposal origin: BCC Staff			
Decision maker: Cabinet Member Decision forum: Cabinet			
Purpose of Report: For Cabinet to note the outcomes from the Thematic Performance Clinics for Q2 2023/24 and note areas for additional Performance Improvement support.			
<p>1. Evidence Base: This report and appendices provide the relevant Performance Measures from the Business Plan 2023/24, as approved by CLB in March and noted by Cabinet in April 2023. Key points of note:</p> <p>Performance Dashboard - All Performance Metrics and Actions are at: 2023-24 Performance Dashboard (Q2 Cabinet Public); this interactive Power Bi tool is replaces the previous pdf appendices. Details are summarised in appendices.</p> <p>Thematic Performance Clinics - As per Performance Framework 2023/24, reporting is primarily through Thematic Clinics which focus on overall Performance for each of the 7 Business Plan themes and address specific Performance Improvement issues. Appendix A2 contains all 7 Theme Summary reports.</p> <p>Business Plan Actions – Performance reporting includes progress of the Business Plan Actions as well as Performance Metrics. This allows much more focus on delivery of the Business Plan Priorities.</p> <p>Business Plan Priority Metrics / City Outcome Measures – Performance reports include Business Plan Priority Metrics (mainly quarterly measures for the Business Plan Priorities; metrics the council has direct responsibility over so measure council performance) plus City Outcome Measures (mainly annual indicators on the Corporate Strategy themes and overall ‘health of the city’; outcome-focused measures that are slow moving, with long-term targets).</p> <p>Targets – Any Targets which require explanation, such as appearing counter-intuitive compared to last year’s outturn, are noted in BCC 2023/24 Business Plan Performance Measures and Targets.</p>			
<p>2. Performance summary for Q2 Taking the Business Plan Actions, Performance Metrics and City Outcomes available this quarter:</p> <ul style="list-style-type: none"> • 4 Themes are On Schedule for Q2, but with 3 Themes now rated as Behind Schedule • 83% of all Business Plan Actions are currently On Track or better (59 of 71), less than Q1 • 44% of all Business Plan Priority Measures (with established targets) are on or better than target (24 of 55) • 53% of all City Outcome Measures (with data & established targets) are on or better than target (8 of 15) 			

2023-24 Business Plan Performance Reporting (% on track / on target by quarter)



Business Plan Theme	Q1	Q2	Q3	Q4
1. Children & Young People	On Schedule	On Schedule		
2. Economy & Skills	On Schedule	Behind Schedule		
3. Environment & Sustainability	On Schedule	On Schedule		
4. Health, Care & Wellbeing	On Schedule	On Schedule		
5. Homes & Communities	On Schedule	Behind Schedule		
6. Transport & Connectivity	On Schedule	On Schedule		
7. Effective Development Organisation	Behind Schedule	Behind Schedule		

Overall Theme status as reported in quarterly reports which take into consideration BP Actions, BP Priority Metrics and City Outcome Measures. (* Provisional)

Source: [2023-24 Performance Dashboard \(Q2 Cabinet Public\)](#)

3. Key Points of focus:

Overall, only 4 of the Themes are reporting as On Schedule at the end of Q2, with a slight drop in the number of Actions, Performance Metrics and City Outcomes all reporting as on track or better than target this quarter.

- A clear majority (83%) of Business Plan Actions are on track still, inc all Actions in the Health, Care & Wellbeing Theme and 3 Themes with all bar 1 Actions on track. Most (86%) are the same rating as in Q1, with 2 picking up from behind schedule to now being on track but 7 doing worse.
- However, under half of Business Plan Priority Metrics (44%) are on target, with around half doing better than at the same point last year and half doing worse.
- Around half (53%) of City Outcomes are on target, metrics that reflect the overall 'health of the city' as opposed to specific Council performance, though only 15 of these have data available (many more will be available in Q3, inc 2023 Quality of Life survey measures); most of these (69%) are improved or the same compared to last year.

The 7 Theme Summary reports plus all data on individual Actions, Performance metrics and City Outcomes are in the appendices, including the [2023-24 Performance Dashboard \(Q2 Cabinet Public\)](#).

Key headlines from the Themes are noted in the table following:

Theme	Q1	Q2 overall progress	Points of Focus by Theme

1. Children & Young People	On Track	<ul style="list-style-type: none"> • P-CYP1.3 - Support fostering services to recruit and retain foster carers at a sustainable level... – Despite multiple actions to try and meet this, numbers are still not where we want them to be, as is the case nationally. Further campaigns and actions are planned. • BPPM245a & b – Reduce the suspension rate for Black Caribbean, Mixed white and black Caribbean, and Gypsy, Roma & Traveller pupils in primary and secondary schools – Both measures in Q2 are performing significantly better than target which is an improvement for the primary school age group and maintained performance for secondary school age.
2. Economy & Skills	Behind Schedule	<ul style="list-style-type: none"> • 83% of Q2 actions are on track (10 of 12), slight improvement on Q1 • BPOM222 take-up of free early educational entitlement (2 year olds) is well below target at 62.1% and a decrease on last year (71%). • BPPM506 the level of social value generated is significantly above the annual target at the end of Q2 at £10,953,627 (target = £6,500,000).
3. Environment & Sustainability	On Track	<ul style="list-style-type: none"> • BPPM542 – the amount of untreated waste landfilled has remained very low this quarter due to the high availability of the Energy Recovery Centres in Avonmouth. • BPPM545 - Fly-tip reporting and subsequent clearances were significantly better than target during Q2, continuing the trend seen in Q1.
4. Health, Care & Wellbeing	On Track	<p>All 6 Corporate actions are 'on Track', significantly:</p> <ul style="list-style-type: none"> • P-HCW1.1 - Develop & implement a new framework for commissioning for adult care provision... - The Single Framework was approved at BCC Cabinet in Sept 2023. The commissioning "tender" process is live (to 14 Nov) and over 200 providers have expressed an interest in this. • P-HCW1.2 - Work with partners across the Integrated Care System, NHS and VCSE sector to develop an Integrated Care strategy... - The Strategy was endorsed by BCC Cabinet in Sept 2023. Work is in hand to develop an implementation plan for the strategy.
5. Homes & Communities	Behind Schedule	<ul style="list-style-type: none"> • BPPM410 Museum visitor numbers and BPPM353 Household homelessness prevention now both better than target. • BPPM194 Numbers participating in community clear-ups significantly behind target for Q2 due to poor weather resulting in event cancellations. • BPPM374a Average relet times - the number of empty properties is decreasing each month; however, as long-term empty properties are returned to use, average number of days a property is empty is increasing.
6. Transport & Connectivity	On Track	<ul style="list-style-type: none"> • BPOM474 Park and Ride passenger numbers – above target for Q2 after being significantly below in Q1. • TC1.1 Improve connectivity across the city via planned transport projects - Most projects are on track, but the Action is behind target overall due to the lack of progress with Mass Transit. • BPPM120 Road safety incident numbers - there are ongoing issues with obtaining complete & timely data from the Police (this is being escalated)
7. Effective Development Organisation	Behind Schedule	<ul style="list-style-type: none"> • BPPM515 - Reduce % of complaints escalated from Stage 1 to Stage 2 is now significantly worse than target. More complainants are taking their complaints further. We have also seen a notable increase in escalations of CAZ complaints. • P-EDO5.1 - Preparing Bristol City Council for its change to a committee model of governance remains on track. The arrangements for the change of governance continue to proceed well, with most of the key working arrangements now being approved by Full Council.

Cabinet Member / Officer Recommendations:

1. That Cabinet note the Theme Summary reports and overall Performance progress, and the measures to address performance issues to be implemented by relevant services.

Corporate Strategy alignment: All Business Plan Performance metrics and actions are designed to demonstrate our progress towards the Corporate Strategy 2022-27.
City Benefits: Understanding whether BCC is delivering the priority outcomes for the citizens and city as outlined in the annual Business Plan will ensure organisational effort can be focussed on benefit realisation.
Consultation Details: Performance progress has been presented to Divisional Management Teams and Executive Director Meetings, and through the Thematic Performance Clinics prior to the production of this report.
Background Documents: <ol style="list-style-type: none"> BCC 2023/24 Business Plan BCC 2023/24 Performance Framework BCC 2023/24 Business Plan Performance Measures and Targets BCC Corporate Strategy 2022-27

Revenue Cost	£0	Source of Revenue Funding	N/A
Capital Cost	£0	Source of Capital Funding	N/A
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:		
1. Finance Advice: There are no specific financial implications as part of the report. Identification and delivery of meeting key performance indicators is a major part of annual service planning including budget setting. Identifying key outcomes and targets should have a significant impact on allocation of resources through annual budget setting process, similarly availability of resources to delivery outcomes will impact the achievability of targets. Performance information should be viewed alongside services financial information and progress of delivery of key projects.		
Finance Business Partner: Kathryn Long, Finance Business Partner (Resources Directorate) – 08 January 2024		
2. Legal Advice: Reporting performance against the business plan and corporate strategy assists the Council to comply with its duty to make arrangements to secure continuous improvement in the way in which the Council’s functions are exercised, having regard to a combination of economy, efficiency and effectiveness. Any specific legal issues arising from this report will be dealt with separately.		
Legal Team Leader: Nancy Rollason, Head of Legal Services – 23 November 2023		
3. Implications on IT: There are no implications on IT in regard to this activity.		
IT Team Leader: Gavin Arbuckle, Head of IT Operations – 23 November 2023		
4. HR Advice: There are no HR implications arising from this report as it is for noting only.		
HR Partner: James Brereton, Head of HR – 23 November 2023		
EDM Sign-off	A&C / C&E / G&R / Resources EDMs	22 November 2023
Cabinet Member sign-off	Cllr Cheney CMB	11 December 2023
For Key Decisions - Mayor’s Office sign-off	Mayor’s Office	11 December 2023

Appendix A – Further essential background / detail on the proposal Appendix A1: 2023-24 Performance Dashboard (Q2 Cabinet Public) Appendix A2: All 7 Theme Summary reports	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO

Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	NO
Appendix F – Eco-impact screening/ impact assessment of proposal	NO
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO

Children & Young People Theme Summary Report

Qtr 2 (01 Jul '23 – 30 Sep '23)

This is the quarterly Theme Summary report highlighting progress against the relevant actions, performance metrics and City Outcomes from the 2023/24 Business Plan, inc summary from lead Director.

Report of the Lead Director: Fiona Tudge [Director Children, Families & Safer Communities]

Actions	Priority Metrics	City Outcomes	Overall Progress
Performance			On schedule
67% on schedule or better (8 of 12)	44% on target or better (4 of 9)	50% on target or better (1 of 2)	
Direction of Travel			
N/A	60% improved compared to 12 months ago (3/5)	100% improved compared to 12 months ago (2/2)	

1. Theme Actions / Priority Metrics performing well:

- BPPM245a – **Reduce Suspension rate for Black Caribbean, Mixed White & Black Caribbean, & GRT In Primary Schools** – This measure is performing above target this year this is a new measure from this year
- BPPM245b – **Reduce Suspension rate for Black Caribbean, Mixed White & Black Caribbean, & GRT In Secondary Schools** - This measure is performing above target this year this is a new measure from this year

2. Theme Actions / Priority Metrics that are of concern:

- BPPM200 -**Increase % of children in care that have a full-time suitable education provision**– This is a new measure this year that for the second quarter is performing slightly below target
- BPPM080 – **Increase the take-up of free early educational entitlement for 3- & 4-year-olds** – This is performing slightly below target
- BPOM201 - **Percentage of audited children's social work records rated good or better** – This has improved to 59% from the previous quarter of 54% but remains below target

3. Key points discussed at Thematic Performance Clinic, inc next steps:

Key points discussed at the Theme Clinic, plus next steps:

- Education summary focussing on education of children in care, and children in education, employment and training.
 1. Children in Care. Focus on children of a statutory school age, excluding early yrs and post 16yrs provision. Accuracy of data has improved. Where children are not in full time education some of the arrangements are appropriate such as Hospital Education, re-integration post a period of suspension or the education provision meets their needs. For some children the national and local pressures regarding placement sufficiency have impacted children being able to access education in a timely way. There is clear oversight of all arrangements.
 2. Education, Training and Employment for post 16yrs. There is an improving trajectory for post 16yrs with focussed activity on career fairs, career coaches and apprenticeships.

4. Lead Director Comments:

Performance overall has decreased since Q1 however when compared to the same period in the previous year there has been an overall improvement.

No performance measures are significantly behind target this quarter compared to 1 last quarter. Although more measures are behind target they are less substantially behind target.

Fiona Tudge [Children & Families Service]

Date of Thematic Performance Clinic

31/10/23

Economy & Skills Theme Summary Report

Qtr 2 (01 July 23 – 30 Sept 23)

This is the quarterly Theme Summary report highlighting progress against the relevant actions, performance metrics and City Outcomes from the 2023/24 Business Plan, inc summary from lead Director.

Lead Director: Christina Gray [Director Communities & Public Health]

Actions	Priority Metrics	City Outcomes	Overall Progress
Performance			Behind schedule
83% on schedule or better (10/12)	38% on target or better (3/8)	40% on target or better (2/5)	
Direction of Travel			
2 improved since Q1 9 are the same as Q1 1 is worse than Q1	50% improved on 12 months ago (4/8)	50% improved on 12 months ago (2/4)	

1. Theme Actions / Priority Metrics performing well:

- BPPM268 – **Increase the number of adults in low pay work & receiving benefits accessing in work support** - This measure is well above target for Q2 at 488 (target for Q2 = 300) and is exceeding all programme targets.
- BPOM141 – **Increase the number of organisations headquartered in Bristol which are Living Wage accredited** – 243 employers now headquartered in Bristol at end of Q2 which is just below the annual target.
- BPPM506 – **Increase the level of social value generated from procurement and other council expenditure** – significantly above the annual target at the end of Q2 at £10,953,627 (target = £6,500,000).

2. Theme Actions / Priority Metrics that are of concern:

- BPPM266 - **Increase % of adults with learning difficulties known to social care who are in paid employment** – significantly below target again in Q2 at 3.6%. No improvement since Q1.
- BPPM263a – **Reduce the % of young people aged 16-17 who are NEET/Not Known** – remains below target in Q2 at 10.9% and higher than Q2 last year (9.2%).
- BPOM222 – **Increase the take-up of free early educational entitlement by eligible 2 year olds** – well below target at 62.1% and a decrease on the figure for last year (71%).

3. Key points discussed at Thematic Performance Clinic, inc. next steps:

Key points discussed at the Theme Clinic, plus next steps:

- The clinic reviewed two metrics of concern. The first was ‘Adults with learning difficulties known to social care who are in paid employment’ which saw no improvement between Q1 and Q2.
- Data recording/cleansing issues highlighted last quarter had been reviewed between the service and the data team with records updated where possible. Better knowledge of the issues with data but need a long term solution. Possible options discussed.
- The group agreed it would be helpful to discuss this area with other LAs who have better performance to understand what they are differently and consider if they are using the same definitions and cohorts.
- Wider interest has been shown in this measure and it is being picked up within the service now where further analysis and review will take place.
- The other measure reviewed was the take up of early education entitlement by eligible 2 year olds. Colleagues from public health and early years joined to discuss together. Reasons for the decrease in take up this year were considered and early years colleague explained some of the complications around data collection that impact the figure.

- Data is collected and updated throughout the year and will be reviewed within the service.
- Also considered impact of the expansion of childcare next year.

4. Lead Director Comments, inc summary of Theme rating:

This theme has been marked as 'behind schedule' for Q2 as less than half of the performance metrics and outcome measures are currently on target. Furthermore between Q1 and Q2 the theme has seen an increase in the number of measures below target, including an increase in the number of actions behind schedule.

Christina Gray [Director Communities & Public Health]

Date of Thematic Performance Clinic

2 Nov 2023

Environment & Sustainability Theme Summary Report

Qtr 2 (01 July 23 – 30 Sept 23)

This is the quarterly Theme Summary report highlighting progress against the relevant actions, performance metrics and City Outcomes from the 2023/24 Business Plan, inc. summary from lead Director.

Lead Director: Pete Anderson [Director Property, Assets and Infrastructure]

Actions	Priority Metrics	City Outcomes	Overall Progress
Performance			On schedule
87.5% on track or better (7/8)	75% on target or better (3/4)	100% on target or better (1/1)	
Direction of Travel			
1 improved since Q1 7 are the same as Q1 0 are worse than Q1	50% improved compared to 12 months ago (2/4)	Parity compared to 12 months ago	

1. Theme Actions / Priority Metrics performing well:

- **BPPM542** – the amount of untreated waste landfilled has remained very low this quarter due to the high availability of the Energy Recovery Centres in Avonmouth.
- **BPPM545** - Fly-tip reporting and subsequent clearances were significantly better than target during Q2, continuing the trend seen in Q1.
- **P-ENV3.2** - The expansion across the city of the commercial waste improvement project continues apace and is on schedule. 95% of all sites have been audited with 85% of these now having access to recycling. The HRA (Housing Revenue Account) also have 20 sites that have modifications planned for this year.

2. Theme Actions / Priority Metrics that are of concern:

- **P-ENV2.2** – Developing an ecological and green infrastructure investment plan continues to show as behind schedule. However the appointment of an Ecological Emergency Co-ordinator, who is to lead this work, has now been achieved.

3. Key points discussed at Thematic Performance Clinic:

1. Tracking our delivery of the 2025 net zero targets. Progress here has been made this quarter, with a Management Board (including related Heads of Service) set up to monitor delivery with respect our 2025/2030 targets. A document now exists which is tracking each element within this and also has a predictor indicating whether delivery is on schedule. A wider Climate Investment Plan is also in the pipeline – details to follow in the coming months.
2. Electric vehicle (EV) update. The HRA (Housing Revenue Account) was not yet in a position to buy new vehicles as the infrastructure (charging points) wasn't yet there to enable this. This is problematic as we go in search of net zero, however as per point 1 above this is being closely monitored by the Management Board. A discussion is also upcoming around Bristol Waste and the electrification of some of their fleet, to include a conversation around other local authorities joining forces to negotiate economies of scale via purchasing.
3. Waste. A discussion was had around how BCC should continue to look into potential future models for delivering a waste service in the city after a new DEFRA update on the sector. It was agreed there were many challenges, including our recycling and carbon neutral targets; also how to best to

deliver services to over 8,000 'hard to reach' properties across Bristol. Bristol Waste also needed to undertake a CO2 stock-take in relation to points 1 and 2 above.

4. BCC Business Plan metrics. Potential future KPIs – it was agreed that the current suite relating to Environment & Sustainability should stay in place for next year, however noting that the Waste Strategy may highlight other potential areas to shine a light on in the following years. Also to potentially include an explicit carbon savings target.

4. Lead Director Comments, inc. summary of Theme rating:

It continues to be heartening to see all but two of the associated metrics and actions for the Environment & Sustainability theme being either on track (actions) or better than target (metrics). Recruitment of an Ecological Emergency Co-ordinator should help with bringing our one 'behind schedule' action back on track next quarter. However the challenges associated with delivering out 2025 net zero targets should not be underestimated. Details of the specifics on all the associated measures can be found in Appendix B.

Pete Anderson [Director Property, Assets and Infrastructure]

Date of Thematic Performance Clinic

2 November 2023

Health, Care & Wellbeing Theme Summary Report

Qtr 2 (01 July 23 – 30 September 23)

This is the quarterly Theme Summary report highlighting progress against the relevant actions, performance metrics and City Outcomes from the 2023/24 Business Plan, inc summary from lead Director.

Lead Director: Mette Jakobsen [Director Adult Social Care]

Actions	Priority Metrics	City Outcomes	Overall Progress
Performance			On schedule
100% on track or better (7/7)	43% on target or better (3/7)	Data not yet due	
Direction of Travel			
100% the same as previous quarter	57% improved compared to 12 months ago (4/7)	Data not yet due	

1. Theme Actions / Priority Metrics performing well:

- All of the published actions (100%) for this theme are presently on schedule.
- 4 of the performance metrics (57%) are better than Q2 in 2022/23.
- 3 of the performance metrics (43%) are better than the Q2 target:
 - increase the percentage of service users (aged 18-64) receiving Tier 3 (long term care) at home or tenancy [snapshot]
 - increase the percentage of service users (aged 65+) receiving Tier 3 (long term care) at home or tenancy [snapshot]
 - Increase % of BCC regulated CQC Care Service providers where provision is rated 'Good or Better'

2. Theme Actions / Priority Metrics that are of concern:

Significantly behind target

- Reduce the percentage of contacts to Adult Social Care (aged 18-64) starting Tier 3 services – Behind target
- Reduce the percentage of contacts to Adult Social Care (aged 65+) starting Tier 3 services
- Number of service users (aged 18-64) in Tier 3 (long term care) [Snapshot]
- Number of service users (aged 65+) in Tier 3 (long term care) [Snapshot]

3. Key points discussed at Thematic Performance Clinic, inc next steps:

Due to similarity of the data to the previous quarter and availability of staff with key stakeholders being unable to be represented a decision was made for the meeting to be cancelled.

4. Lead Director Comments, inc summary of Theme rating:

Pleasingly all actions were reported at 30 September '23, as 'On Track'

Whilst 4 performance indicators are showing 'Below Target', 57% of the priority performance metrics are better than Q1 in 2022/23. The 4 x KPIs that are presently 'Below Target' are within my Directorate, Adult Social Care, and the position is being closely monitored.

There was contrasting performance across the Health, Care & Wellbeing Theme in Q2, but on balance the Theme is judged to be “On Schedule” for where we expect it to be.

Mette Jakobsen [Director - Adult Social Care]

Date of Thematic Performance Clinic

N/A

Homes & Communities Theme Summary Report

Qtr 2 (01 July 23 – 30 September 23)

This is the quarterly Theme Summary report highlighting progress against the relevant actions, performance metrics and City Outcomes from the 2023/24 [Business Plan](#), inc summary from lead Director.

Lead Director: Donald Graham [Director Housing and Landlord Services]

Actions	Priority Metrics	City Outcomes	Overall Progress
Performance			Behind Schedule
75% on track or better (9/12)	57% on target or better (8/14)	33% on target or better (1/3)	
Direction of Travel			
17% worse than Q1, 83% the same.	50% improved compared to 12 months ago (7/14)	50% improved compared to 12 months ago (1/2)	

1. Theme Actions / Priority Metrics performing well:

- Museum visitor numbers and the number of households where homelessness is prevented are both now above target (below in Q1).
- Most metrics significantly above target in Q1 continue to be so in Q2 – community engagement, consultation response from the 20% most deprived areas, people enabled to live independently through home adaptations, households moved into settled accommodation and private sector dwellings that were returned to occupation.

2. Theme Actions / Priority Metrics that are of concern:

- The number of citizens participating in community clean-ups has gone from significantly above target in Q1 to significantly below Q2. This usually high-performing metric's Q2 performance is attributed to the number of event cancellations because of the poor weather.
- The number of energy efficiency home installations has doubled delivery in Q2 compared to Q1 (16 in Q1, 32 in Q2, total of 48 year to date), but is still significantly behind target.
- Average re-let times has increased compared to Q1, but this is in part due to the backlog of longer-term empty properties now being completed. See discussion key points below.
- The number of households in Temporary Accommodation (1,368) has continued to increase and is worse than target.
- The percentage of major planning applications processed within 13 weeks or as agreed is now worse than target.
- As anticipated, affordable housing starts and completions are now slightly behind target.

3. Key points discussed at Thematic Performance Clinic, inc next steps:

Key points discussed at the Theme Clinic, plus next steps:

Sustainable Travel Options for young people

The Action HC4.1 Develop more sustainable travel options, including independent travel, for young people with special educational needs and disability aged 16-25yrs is behind schedule. Disability is one of the Priorities under the Homes and Communities Theme. The Action is behind schedule in Q2 due to the capacity of Communications to undertake the formal consultation on changes, which relates to around 400 current post-16 young people with special educational needs plus future cohorts. The consultation is now planned to go live mid-December with the aim that the proposed policies go to Cabinet in March. If approved, some new policies can come into force in April. Others will be from the start of the 2024-25 academic year in September. The pilot Independent Travel Training was impacted by staff sickness, but this is now progressing and ready to be implemented from April, subject to consultation results and policy adoption.

Empty properties

The number of empty properties is believed to have peaked and is now decreasing each month. However, as long-term empty properties are being brought back in to use, this is increasing the average number of days a property is empty in the quarterly reporting. It is hoped that the average number of days properties will be empty will be reducing by Q4 reporting.

The high-level changes and areas of focus that are positively impacting empty property turn-around performance are:

- Monitoring of contractor performance
- Improve internal performance through efficient use of ICT system
- Management of internal repairs performance (implemented secondments to fill vacancies in surveyors due to difficulty recruiting plus one repairs team down which the Head of Service is currently working on re-building).
- The amended re-let standard which has a focus on repair rather than replace
- Enforcing tenants to return the property to the expected standard before vacating

Housing are carrying out a 'key to key' review to identify where impediments and opportunities exist to reduce turnaround time.

Rough sleeping

Winter projects - **Winter Surge** was launched on 01/11/2023 providing 11 beds with on-site support. This is for clients with more complex needs and provides an opportunity to get these clients off the streets where some targeted work can be done. The target stay is around 12 weeks where the client will receive food and support whilst a suitable option is found for them to leave the streets. Outreach and the Higher Needs Floating support service will be working together to support these clients. **Winter Churches Shelter** started on 1/10/23 providing 9 beds with support going in to help people with move on. This is for clients with low support needs. **SWEP (Severe Weather Emergency Protocol)** is activated if there are more than 3 nights of temperatures below 0 or where the weather presents a risk to life. The outreach team will find those sleeping rough and we will offer accommodation during the cold weather.

4. Lead Director Comments, inc summary of Theme rating:

This theme is now judged to be "Behind Schedule" due to the increase in Actions and metrics performing below target in Q2. Despite the number of households where homelessness is prevented performing above target for Q2, the number of households in temporary accommodation is continuing to increase. Work being done to improve empty property turn-around time is expected to show improvements by Q4 and action is being taken to unblock affordable housing delivery where this is in the Council's control. However, the ongoing cost of living pressures means demand for housing support services is expected to increase for the rest of this reporting year.

Donald Graham [Director Housing and Landlord Services]

Date of Thematic Performance Clinic

3 November 2023

Transport & Connectivity Theme Summary Report

Qtr 2 (01 July 23 – 30 September 23)

This is the quarterly Theme Summary report highlighting progress against the relevant actions, performance metrics and City Outcomes from the 2023/24 [Business Plan](#), inc summary from lead Director.

Lead Director: Patsy Mellor [Director Management of Place]

Actions	Priority Metrics	City Outcomes	Overall Progress
Performance			On schedule
88% on track or better (7/8)	0% on target (1/1)	100% on target or better (3/3)	
Direction of Travel			
100% same as Q1 (8/8)	100% worse compared to 12 months ago (1/1)	67% improved compared to 12 months ago (2/3)	

1. Theme Actions / Priority Metrics performing well:

- **BPOM 474** Park and Ride passenger numbers are above target in Q2 after stagnating in Q1.
- **BPOM 475** Bus passenger numbers are continuing to increase and are 449,735 above the Q2 target (14% below pre-pandemic levels).
- **TC4.1** The Cumberland Road, Redcliffe Bridge and Goal Ferry bridge projects have all completed. Kings Weston and New Cut Bridges projects are progressing well and the Vauxhall Bridge project commenced on the 2nd August.

2. Theme Actions / Priority Metrics that are of concern:

- **TC1.1** Mass Transit Strategic Outline Business Case taken to the October 2023 committee, but it is unclear what the next steps will be.
- **BPPM120 Road safety incident numbers** – there are still issues with the data supply so estimates are being provided (see discussion points).
- **BPOM477 Vehicle charge point installations**

3. Key points discussed at Thematic Performance Clinic, inc next steps:

Most of the projects within the Action to improve connectivity across the city via planned transport projects are on track. The Stoke Park Path to cater for the 800 Lockleaze new homes is complete. The first phase of a bus lane on Muller Road is progressing well. The Hengrove Park work on access junctions through the urban living site of around 1,500 homes has recently started. The reason this Action is behind schedule overall is the lack of progress with Mass Transit.

Issues remain with the timeliness of road traffic accident data being supplied to the council from the Police. This is impacting on the council's ability to monitor performance. Receiving data several years after incidents occur means it is not possible to accurately judge how schemes and plans are doing in terms of road safety. The Head of Service will write to their Director to document the actions take to date to try and resolve the issue. The Director will then escalate it to the Chief Executive for consideration on raising it with the Police Crime Commissioner.

For 2023-24 the current plan, in partnership with Bristol City Leap, is to deliver 12 fast chargers across the city serving 24 charging bays for delivery in Q4.

4. Lead Director Comments, inc summary of Theme rating:

TC1.1: Most of this is complete or progressing well as outlined above. The only reason it came to clinic was the Mass Transit element which is going to October committee. Maybe be worthwhile to separate Mass Transit as a standalone project?

BPPM120 Road safety incident numbers: As above there remains issues with obtaining up to date information from the Police. Service requested to raise as an issue for the CEO to raise with PCC.

BPOM477 Vehicle charge point installations. Advised by City Leap team that the 23/24 plan is to install 12 fast charger server 24 bays and are on track.

Patsy Mellor [Director Management of Place]

Date of Thematic Performance Clinic

November 2023

Effective Development Organisation Theme Summary Report

Qtr 2 (01 July 23 – 30 Sept 23)

This is the quarterly Theme Summary report highlighting progress against the relevant actions, performance metrics and City Outcomes from the 2023/24 Business Plan, inc. summary from lead Director.

Lead Director: **Tim Borrett** [Director Policy, Strategy and Digital]

Actions	Priority Metrics	City Outcomes	Overall Progress
Performance			Behind schedule
92% on track or better (11/12)	25% on target or better (3/12)	0% on target or better (0/1)	
Direction of Travel			
0 improved since Q1 11 are the same as Q1 1 is worse than Q1	55% improved compared to 12 months ago (6/11)	0% improved compared to 12 months ago (0/1)	

1. Theme Actions / Priority Metrics performing well:

- **P-EDO5.1** - *Preparing the organisation for its change to a committee model of governance* remains on track. The arrangements for the change of governance continue to proceed well, with most of the key working arrangements now being approved by Full Council. Focus has now primarily shifted to updating the Constitution and preparing the organisation. No issues are anticipated.
- **P-EDO2.3** – *The restructure and redesign of our corporate support services to deliver ambitious savings targets that help address our budget challenge* is on track to deliver. Restructures within Policy, Strategy & Communications, Digital Transformation, and Finance are complete. Within Workforce and Change a restructure has been implemented and savings delivered, with some further re-design work underway in specific teams before it is formally finalised.

2. Theme Actions / Priority Metrics that are of concern:

- **BPPM515** - *Reduce the % of complaints escalated from Stage 1 to Stage 2* is now showing as significantly worse than target. Despite continued training from the central complaints team, officers across all services are spending less time completing high-quality Stage One responses to complaints. More complainants are now prepared to take their complaints further - this trend is likely to continue to be seen in the Q3 and Q4 periods. We have also seen a notable increase in escalations of CAZ complaints - 10.5% in Q2, compared with 6% in Q1.
- **BPPM529** - *Increase the % of young people (16-29) in the Council's workforce* remains significantly worse than target even though there was a modest improvement in Q2. Recruitment of young people is a long-standing priority for the Council, as it is for the public sector more generally. We continue to market appropriate jobs and apprenticeships and are committed to exploring other avenues through which this disparity can be addressed. An increased focus on apprenticeships and career progression opportunities is hoped to attract a greater number of younger people to apply to work at the council.
- **BPPM520** - *Increase the % of colleagues who would recommend the council as a good place to work*. There has been a 6 percentage point decrease in positive responses this time, from 70% in 2022 to 64% in 2023, which is a return to pre-Covid results (62% in 2019/20). This year's staff survey took place in the context of a wider organisational restructure and budget restraints which will have caused considerable change to colleagues' working lives and ways of working. This may well have impacted responses to this question.
- **P-EDO1.1** - *Continue to work with city partners and the mayoral commissions to deliver a wide range of citywide actions including the One City plan's refresh*. Pace of delivery has, as anticipated,

been impacted by former City Office staff leaving their roles. Successful recruitment has been undertaken and new staff are in post, with day-to-day activities remaining on track. However, there has been some delay in identifying top One City Plan actions for the City Office to support this year. This is being addressed in discussion with the One City Governance Board.

3. Key points discussed at Thematic Performance Clinic, inc. next steps:

The Clinic has had to be postponed this quarter. It is however anticipated that the following topic will be revisited during Q3 reporting, where the key points to be discussed will be:

The Clinic will focus on our workforce diversity targets and ways to implement new strategies to improve the current situation (where a number of key measures are significantly behind target). Colleagues attended a Harvard conference on this very topic recently, so discussion here is timely.

4. Lead Director Comments, inc. summary of Theme rating:

Several significant change and transformation activities which deliver necessary savings and prepare the council for its future governance model are on track, but poorer performance on KPIs – which are predominantly compliance-based metrics – suggest that organisational focus on delivering services and change activity has taken priority over good quality, timely compliance with requirements for handling complaints, FOI requests and other good governance necessities.

Back-office services (and notably Public Health and Communities) continue to be the better performers on compliance, whilst demand-driven front-line services have been less able to meet these requirements. Significant efforts have been made to address this, including the introduction of mandatory management objectives measured during 121s and 6-monthly performance reviews. There are some green shoots of improvement towards the end of Q2 and in to Q3 in some areas, and it will be important for leaders to keep this in focus alongside other change, transformation, savings and service delivery pressures.

Tim Borrett, Director: Policy, Strategy and Digital

Date of Thematic Performance Clinic

Clinic postponed

Decision Pathway – Report

PURPOSE: For reference

MEETING: Cabinet

DATE: 23 January 2024

TITLE	Corporate Risk Management Report – Q3 2023/24		
Ward(s)	City wide		
Author: Joachim Adenusi	Job title: Senior Risk and Insurance Officer		
Cabinet lead: Cllr C Cheney - Deputy Mayor and Cabinet member for City Economy, Finance and Performance	Executive Director lead: Stephen Peacock - Chief Executive (Head of Paid Service)		
Proposal origin: BCC Staff			
Decision maker: For noting			
Decision forum: For noting			
Purpose of Report: The report provides an update on current significant strategic risks to achieving the Council’s objectives as set in the Corporate Strategy 2022-2027 and summarises progress in managing the risks and actions being taken as at Quarter 3_2023-24.			
Evidence Base:			
Context			
<ol style="list-style-type: none"> 1. The Corporate Risk Report (CRR) is a key document in the council’s approach to the management of risk; it captures strategic risks set out in the Corporate Strategy 2022-2027. It also provides a context through which Directorates construct their own high-level risk assessments and is used to inform decision making about business planning, budget setting, transformation, and service delivery. 2. The CRR provides assurance to management and Members that Bristol City Council’s significant risks have been identified and arrangements are in place to manage those risks within the tolerance levels agreed. It should be noted that ‘risk’ by definition includes both threats and opportunities, which is reflected in the CRR. 3. The Accounts and Audit Regulations 2015 require that the council to have in place effective arrangements for the management of risk. These arrangements are reviewed each year and reported as part of the Annual Governance Statement (AGS). Ensuring that the Service Risk Registers (SRR), Directorate Risk Reports (DRR) and the Corporate Risk Reports (CRR) are soundly based will help the council to ensure it is anticipating and managing key risks to optimise the achievement of the council’s objectives and prioritise actions for managing those risks. 4. The registers and reports are a management tool. They need regular review to ensure that the occurrence of obstacles or events that may put individual’s safety at harm, impact upon service delivery and the council’s reputation are minimised, opportunities are maximised and when risks happen, they are managed effectively to minimise the impact. 5. The CRR summary of risks is attached to this report at Appendix A and is the latest position following a review by managers and Directors. The risks in Appendix A are presented in the order of severity, starting with the highest scoring risks followed by lower scoring risks. 			
Summary of Corporate Risks:			
<ol style="list-style-type: none"> 6. Cabinet members are asked to note the CRR as a working summary report of the critical and significant risks from the Service Risk Registers as of December 2023. 			

7. The CRR sets out the critical, significant, and high rated threats and opportunity risks. All other business risks reside on the Service Risk Registers.
8. Further programme of work with clear instructions to colleagues was undertaken to review and revise each CRR/DRR risk description, internal controls and mitigation plans and governance. The scope of this work included where possible the identification of new risks and a fresh look to confirm ongoing risks are current along with the actions to mitigate the risks.
9. Members of EDM's reviewed the current CRRs and the DRRs in November/December 2023 to form the current CRR risks was reviewed by CLB on the 19th of December 2023. Cabinet members are asked to accept the attached CRR as a working summary report of the critical and significant risks from the Service Risk Registers.
10. The Q3 23-24 Corporate Risk Report (CRR) as at December 2023 contained:

Threat Risks	Opportunity Risks	External / Contingency Risks
1 Critical 25 High 5 Medium	1 High	1 High 2 Medium
2 Improving Risks 2 Escalated Risks 9 De-escalated risks		1 Deteriorating 3 De-escalated risks

A summary of risks (Threat and Opportunities) for this reporting period is set out below:

Critical Threat Risks

There is one Critical Threat risks scoring 28.

- *CRR55 - Risk of children placed in unregistered provision which is unlawful:* The risk remains as we continue to have children placed in unregistered provision.

Improving Risks

There are two improving Threat risks within the report:

- *CRR6 - Potential threat of Fraud and Corruption. The risk score reduced from $5 \times 3 = 15$ High to $3 \times 2 = 6$ Medium. The setup of a fraud hub and prioritisation of fraud prevention has resulted in the risk score being reduced.*
- *CRR39 - Adult and Social Care major provider/supplier may fail to deliver as expected. The risk score reduced from $5 \times 3 = 15$ to $3 \times 3 = 9$. It continues to be likely that a large supplier could fail but most likely be a planned exit and as market relatively stable, it would be able to cope.*

Deteriorating Risks

There is one deteriorating External and Civil Contingency Risk risks within the report:

- *BCCC4 - Possible Increase In Winter diseases including COVID-19 and Flu:* The risk score increased from $3 \times 3 = 9$ to $4 \times 3 = 12$ as we anticipate a seasonal increase in flu or COVID in the coming quarter.

Proposed Escalation to the Corporate Risk Register

The following 2 risks are recommended for escalation from service risk registers to the Corporate Risk Register

- *CRR 58 - Failure to maintain and replace the Highway and Traffic assets may lead to future budget shocks and potential injuries to the public:* The risk score has increased from to $7 \times 3 =$ High 21. Defects on network are increasing as depreciation accelerates; and this may lead to an increase in litigation and settlement payments

to network users and motorists.

- *CRR59 - Failure to deliver timely statutory planning decisions:* The risk score has increased to 5 x 5 = High 20 as the backlog in planning applications may lead to delays in delivering development and potentially refund of fees.

De-escalated from the Corporate Risk Register

The following 12 risks are recommended for de-escalation from the Corporate Risk Register to Directorate and Services Risk Registers.

Threat Risks

- *CRR4 – Possible failure to Deliver an effective Corporate Health, Safety and Wellbeing Framework:* This risk has scored between Medium 10 and High 15 since September 2021 and will continue to be actively managed as a Resources Directorate Risk.
- *CRR6 - Potential threat of Fraud and Corruption:* The risk score has reduced to Medium 6 and will continue to be actively managed as a Resources Directorate Risk.
- *CRR18 - Possible failure to deliver enough new homes to meet Mayoral and Annual Business Plan targets:* This risk has scored between Medium 10 and 15 High since December 2022; and will continue to be actively managed as a Growth and Regeneration Directorate Risk.
- *CRR26 - ICT Resilience May Not Be Effective:* This risk has scored High 14 since March 2022 and will continue to be actively managed as a Resources Directorate Risk.
- *CRR27 - We may fail to Deliver the Capital Transport Programme:* This risk has score High 15 since December 2022 and will continue to be actively managed as a Growth and Regeneration Directorate Risk.
- *CRR29 - Information Security Management System (ISMS) May Not Be Effective:* This risk has scored Medium 10 since May 2022 and will continue to be actively managed as a Resources Directorate Risk.
- *CRR41 - Capital Portfolio Delivery May Fail:* This risk has a score of High 15 and will continue to be actively managed as a Growth and Regeneration Directorate Risk.
- *CRR49 – Potential Impact of Weak Workforce Resilience:* This risk has scored Medium 9 since August 2023 and will continue to be actively managed as a Resources Directorate Risk.
- *CRR54 - Potential Threat of Financial Sustainability of Nursery Schools:* This risk has scored Medium 6 since September 2023 and now being actively managed as a Children and Education Directorate Risk.

External and Civil Contingency Risks

- *BCCC1 - Flooding May Impact Public Safety:* This risk has scored High 15 since 2021 and will continue to be actively managed as a Directorate Risk the Growth and Regeneration Directorate.
- *BCCC4 - Possible Increase In Winter diseases including COVID-19 and Flu:* The risk has scored between Low 3 and Medium 12 since August 2022; and will continue to be actively managed as a Service Risk within the Adult and Communities Directorate.
- *BCCC5 - Cost of Living Crisis may have major impact on Citizens and Communities:* This has scored between Medium 9 and Medium 12 since May 2023; and will continue to be actively managed as a Service Risk within the Adult and Communities Directorate.

Interconnective Risks (New)

Some risk, scoring above 20, are interconnected and inform existing corporate risks. These risks will not be escalated

to the CRR as they are shown as 'Related to' the interconnected corporate risk in Pentana.

- DRR Possible Hengrove Leisure Centre PFI Budget Deficit is connected to CRR13 Possible Financial Framework and Medium-Term Financial Plan (MTFP) Failure.
- Placement sufficiency for children in care / care leavers is connected to CRR55 Risk of children placed in unregistered provision which is unlawful.
- CRR18 Possible failure to deliver enough new homes to meet Mayoral and Annual Business Plan targets is connected to CRR48 We may not be able to meet the affordable housing needs of the City by failing to meet the Project 1000 Delivery targets.
- CRR54 Potential Threat of Financial Sustainability of Nursery Schools is connected to CRR13 Possible Financial Framework and Medium-Term Financial Plan (MTFP) Failure.
- Harbour infrastructure failure: leading to property damage, flooding and injuries is connected to CRR58 Failure to maintain and replace the Highway and Traffic assets may lead to future budget shocks and potential injuries to the public.

Mitigation Actions Update

There were 10 new mitigation actions created during the reporting period which, when completed, will result in improved risk assurance and improvement towards our tolerances level. Over 9 risk mitigation actions were successfully completed.

Emerging (In Progress) Risks:

11. Feedback on RAAC Risk: We have a file with 1877 entries but please note this is not properties, just entries as there may be multiple entries for one asset / site. For the criteria of RAAC potentially being present in a building if built between 1930 to 1990, we have identified – 330 entries (so far) require a RAAC survey. 264 entries are still to be reviewed to ascertain if a survey is required or not. 1283 currently have been identified as not requiring a survey. (Further updated will be provided by Q4)
- Barton House Risk Assessment – analysis of emerging risks ongoing, working with the team.

Static Risks

12. 24 risks have scores that have remained static over the last 3 reporting cycle as at Q3 2023: an increase from 17 in Q2. Two risks were mitigated in Q3 after being static in Q2. Risk owners are advised to ensure that controls and mitigations are effective, confirm why it has remained the same and if anything could be done. These risks are summarised in Appendix B of this report.

Non CRR Risks Scoring 20-28 (New)

13. The Q2 review identified 17 risks scoring between 20 and 28 that had not been escalated to the Corporate Risk Register (CRR). A commitment was made to review these risks and provide feedback. During Q3 some risks were removed from the list for various reasons including – two risks were escalated to the CRR, the risk score reduced below 20, risks were merged with similar risks, or the risk was no longer relevant. The number of risks with scores above 20 has reduced to 16 with a summary contained in Appendix C of this report. In most cases it has been agreed that risks will be managed at EDM level, with risk score to be reviewed to reflect EDM level, controls and mitigation actively managed regularly.

Additional Information:

14. For more detail on individual risks and their management, please see the attached Appendix A.
15. The closed risks are now reflected within individual risks across the Council's Service Risk Registers.

16. All risks on the CRR have management actions in place.

17. It is not possible to eliminate the potential of failure entirely without significant financial and social costs. The challenge is to make every reasonable effort to mitigate and manage risks effectively, and where failure occurs, to learn and improve.

Risks are escalated to the Corporate Risk Report (CRR) if the risk scores higher than a 20 or if a risk is determined by CLB to remain on the corporate risk report due to monitoring its significance to the councils aims and objective.

Cabinet Member / Officer Recommendations:

That Cabinet

- Notes the current strategic risks and mitigating actions being taken to reduce to within tolerance.

Corporate Strategy alignment:

Managing risks are an integral element to the achievement of the BCC Corporate Strategy deliverables.

City Benefits:

Risk Management aims to maximise achievement of the council's aims and objectives by reducing the risks to those achievements and maximising possible opportunities that arise.

Consultation Details: none

Background Documents:

<https://democracy.bristol.gov.uk/documents/s28767/10 Appendix A - BD11378 - Risk Management Assurance Policy Jan 2019.pdf>

Revenue Cost	£ N/A	Source of Revenue Funding	N/A
Capital Cost	£ N/A	Source of Capital Funding	N/A
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice: The CRR is a live document refreshed regularly following consultation across the organisation and aims to provide assurance that the council's main risks have been identified and appropriate mitigations are in place to ensure they are managed within agreed tolerances. This includes, as set out in the annual budget report, measures to ensure appropriate financial provision for these risks is made through the budget planning process. The Council should ensure it has sufficient resource available to implement actions required to bring risks down to a tolerable level. This report highlights a few critical financially related risks which will need to continue to be addressed and mitigated through planned improvements collectively owned by the leadership, refresh to the financial outlook through the MTFP, continued robust financial monitoring throughout the financial year, as well as the Council maintaining minimum reserves levels in line with the s151 officer review of financial risk in the budget taken in February 2023.

Finance Business Partner: Kathryn Long, Finance Business Partner Resources. 12th December 2023

2. Legal Advice: The Corporate Risk Register enables the Council to monitor and manage identified risks and mitigations to ensure good governance and compliance with its statutory and other duties. Advice will be given separately in relation to any specific legal issues that may arise from the risks identified.

Legal Team Leader: Nancy Rollason, Head of Legal Service. 11th January 2024

3. Implications on IT: The Digital Transformation Team remain committed to undertaking and/or supporting the mitigation activities pertaining to the service risks. We provided identified those LOB systems that pose the greatest risk and made their details available to be incorporated on the risk registers of the area that own them, this includes

details inherent in the risk such as; Cyber Security, and IT Resilience whereby ownership and mitigation activity should be led by the responsible service areas and reported individually.

IT Team Leader: IT Team Leader: Gavin Arbuckle, Head of Service Operations. 12th December 2023

4. HR Advice: No HR implications of the recommendation.

HR Partner: James Brereton, Head of HR. 12th December 2023

EDM Sign-off	Resources EDM	13/12/2023
Cabinet Member sign-off	Cllr Cheney, Deputy Mayor and Cabinet member for City Economy, Finance and Performance	15/12/2023
For Key Decisions - Mayor's Office sign-off	Mayor's Office	04/01/2024

Appendix A – Further essential background / detail on the proposal	YES
Appendix A1 – Q3 Corporate Risk Report 2023-2024	
Appendix A2 – Static Risks Q3 2023_24 Corporate Risk Report	
Appendix A3 – Risks Scoring 20 to 28 but not in Corporate Risk Register Q3 2023	
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	NO
Appendix F – Eco-impact screening/ impact assessment of proposal	NO
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk Performance Summary

Risk	Page Number	Q4 Rating (22/23)	Q4 Matrix (22/23)	Q1 Rating (23/24)	Q1 Matrix (23/24)	Q2 Rating (23/24)	Q2 Matrix (23/24)	Q3 Rating (23/24)	Q3 Matrix (23/24)
CRR55 - Children placed in unregistered provision may be at risk	34	N/A	N/A	28 ↓	 Likelihood Impact	28 ↓	 Likelihood Impact	28 ↓	 Likelihood Impact
CRR5 - Business Continuity and Operational Resilience may not be effective	8	10 ↑	 Likelihood Impact	14 ↓	 Likelihood Impact	21 ↓	 Likelihood Impact	21 ↓	 Likelihood Impact
CRR9 - Possible Failure of Safeguarding Vulnerable Children	11	21 ↓	 Likelihood Impact	21 ↓	 Likelihood Impact	21 ↓	 Likelihood Impact	21 ↓	 Likelihood Impact
CRR10 - Safeguarding Adults may be at Risk with Care and support needs.	10	15 ↓	 Likelihood Impact	21 ↓	 Likelihood Impact	21 ↓	 Likelihood Impact	21 ↓	 Likelihood Impact
CRR12 - Emergency planning measures and resources may be overwhelmed by scope and scale of an emergency or incident faced by the Council.	13	14 ↑	 Likelihood Impact	14 ↓	 Likelihood Impact	21 ↓	 Likelihood Impact	21 ↓	 Likelihood Impact
CRR13 - Possible Financial Framework and Medium-Term Financial Plan (MTFP) Failure	14	28 ↓	 Likelihood Impact	28 ↓	 Likelihood Impact	21 ↑	 Likelihood Impact	21 ↓	 Likelihood Impact
CRR15 – Possible In-Year Financial Deficit	15	28 ↓	 Likelihood Impact	21 ↑	 Likelihood Impact	21 ↓	 Likelihood Impact	21 ↓	 Likelihood Impact
CRR48 - We may not be able to meet the affordable housing needs of the City by failing to meet the Project 1000 Delivery targets.	27	21 ↓	 Likelihood Impact	21 ↓	 Likelihood Impact	21 ↓	 Likelihood Impact	21 ↓	 Likelihood Impact

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Risk	Page Number	Q4 Rating (22/23)	Q4 Matrix (22/23)	Q1 Rating (23/24)	Q1 Matrix (23/24)	Q2 Rating (23/24)	Q2 Matrix (23/24)	Q3 Rating (23/24)	Q3 Matrix (23/24)
CRR51 - ASC may be financial unsustainable due to national and local pressures leads to a failure to deliver statutory duties and budgetary control	29	21 	 Likelihood Impact	21 	 Likelihood Impact	21 	 Likelihood Impact	21 	 Likelihood Impact
CRR52 - Potential failure to manage and evidence building safety obligations in HRA stock	30	21 	 Likelihood Impact	21 	 Likelihood Impact	21 	 Likelihood Impact	21 	 Likelihood Impact
CRR56 – Potential threat to the ASC Care Quality Commission (CQC) Assurance Preparedness and Rating	35	15 	 Likelihood Impact	15 	 Likelihood Impact	21 	 Likelihood Impact	21 	 Likelihood Impact
CRR7 - Potential Cyber Security Issues	10	20 	 Likelihood Impact	20 	 Likelihood Impact	20 	 Likelihood Impact	20 	 Likelihood Impact
CRR25 - Possible Suitability of Line of Business (LOB) Systems Issues	17	20 	 Likelihood Impact	20 	 Likelihood Impact	20 	 Likelihood Impact	20 	 Likelihood Impact
CRR37 – Homelessness and the subsequent cost of providing suitable affordable accommodation may affect long-term outcomes	21	20 	 Likelihood Impact	20 	 Likelihood Impact	20 	 Likelihood Impact	20 	 Likelihood Impact
CRR40 - Potential Threat of Unplanned Investment in Subsidiary Companies	23	20 	 Likelihood Impact	20 	 Likelihood Impact	20 	 Likelihood Impact	20 	 Likelihood Impact
CRR43 - Lack of progress for Mass Transit may have on Impact on the city	25	20 	 Likelihood Impact	20 	 Likelihood Impact	20 	 Likelihood Impact	20 	 Likelihood Impact
CRR45 - Potential failure to deliver statutory duty in respect of Children	26	20 	 Likelihood Impact	20 	 Likelihood Impact	20 	 Likelihood Impact	20 	 Likelihood Impact

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Risk	Page Number	Q4 Rating (22/23)	Q4 Matrix (22/23)	Q1 Rating (23/24)	Q1 Matrix (23/24)	Q2 Rating (23/24)	Q2 Matrix (23/24)	Q3 Rating (23/24)	Q3 Matrix (23/24)
CRR53 - Increased social worker and occupational therapists vacancies and sickness rates may result in vulnerable adults care being compromised	32	20 	 Likelihood Impact	20 	 Likelihood Impact	20 	 Likelihood Impact	20 	 Likelihood Impact
CRR57 — Possible procurement breaches and compliance with procurement rules & legislation	36	15 	 Likelihood Impact	20 	 Likelihood Impact	20 	 Likelihood Impact	20 	 Likelihood Impact
CRR39 - Adult and Social Care major provider/supplier may fail to deliver as expected	22	15 	 Likelihood Impact	15 	 Likelihood Impact	15 	 Likelihood Impact	9 	 Likelihood Impact

Opportunity Risk Performance Summary

Risk	Page Number	Q4 Rating (22/23)	Q4 Matrix (22/23)	Q1 Rating (23/24)	Q1 Matrix (23/24)	Q2 Rating (23/24)	Q2 Matrix (23/24)	Q3 Rating (23/24)	Q3 Matrix (23/24)
OP01 - Possible Impact of One City approach	39	21 	 Likelihood Impact	14 	 Likelihood Impact	14 	 Likelihood Impact	14 	 Likelihood Impact

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

CORPORATE RISKS PROPOSED FOR DE-ESCALATION FROM THE CORPORATE RISK REGISTER

Threat Risks Recommended for De-Escalation

Risks for De-escalation	Page Number	Q4 Rating (22/23)	Q4 Matrix (22/23)	Q1 Rating (23/24)	Q1 Matrix (23/24)	Q2 Rating (23/24)	Q2 Matrix (23/24)	Q3 Rating (23/24)	Q3 Matrix (23/24)
CRR18 - Possible failure to deliver enough new homes to meet Mayoral and Annual Business Plan targets.	16	10 		15 		15 		15 	
CRR27 – We may fail to Deliver the Capital Transport Programme	18	15 		15 		15 		15 	
CRR41 – Capital Portfolio Delivery May Fail	24	20 		20 		15 		15 	
CRR4 – Possible failure to Deliver an effective Corporate Health, Safety and Wellbeing framework	23	10 		10 		15 		15 	
CRR26 - ICT Resilience May Not Be Effective	18	14 		14 		14 		14 	
CRR29 - Information Security Management System (ISMS) May Not Be Effective	20	10 		10 		10 		10 	
CRR49 – Potential Impact of Weak Workforce Resilience	28	20 		20 		9 		9 	
CRR6 - Potential threat of Fraud and Corruption	9	15 		15 		15 		6 	

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Risks for De-escalation	Page Number	Q4 Rating (22/23)	Q4 Matrix (22/23)	Q1 Rating (23/24)	Q1 Matrix (23/24)	Q2 Rating (23/24)	Q2 Matrix (23/24)	Q3 Rating (23/24)	Q3 Matrix (23/24)
CRR54 - Potential Threat of Financial Sustainability of Nursery Schools	33	21 ↓ Escalated		21 ↓		6 ↑		6 ↓	


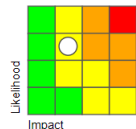

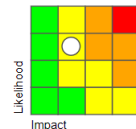

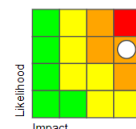





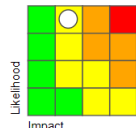

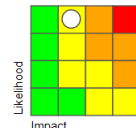

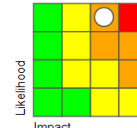
External and Civil Contingency Risks Recommended for De-escalation

Risks for De-escalation	Page Number	Q4 Rating (22/23)	Q4 Matrix (22/23)	Q1 Rating (23/24)	Q1 Matrix (23/24)	Q2 Rating (23/24)	Q2 Matrix (23/24)	Q3 Rating (23/24)	Q3 Matrix (23/24)
BCCC1 – Flooding May Impact Public Safety	40	15 ↓		15 ↓		15 ↓		15 ↓	
BCCC4 - Possible Increase In Winter diseases including COVID-19 and Flu	41	9 ↓		3 ↑		9 ↓		12 ↓	
BCCC5 - Cost of Living Crisis may have major impact on Citizens and Communities	42	28 ↓		12 ↑		12 ↓		12 ↓	




Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

CORPORATE RISKS PROPOSED FOR ESCALATION TO THE CORPORATE RISK REGISTER

Threat Risks Recommended for Escalation


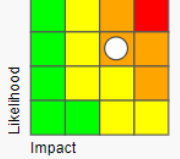
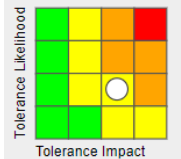
Risks for Escalation	Page Number	Q4 Rating (22/23)	Q4 Matrix (22/23)	Q1 Rating (23/24)	Q1 Matrix (23/24)	Q2 Rating (23/24)	Q2 Matrix (23/24)	Q3 Rating (23/24)	Q3 Matrix (23/24)
CRR58 - Failure to maintain and replace the Highway and Traffic assets may lead to future budget shocks and potential injuries to the public	37	9 		9 		21 		21 	
CRR59 - Failure to deliver timely statutory planning decisions	38	12 		12 		12 		20 	

Risk Trend Key


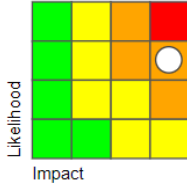
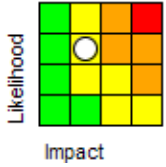
Arrow	Description
	The risk rating has improved from the previous quarter, having reduced in its severity.
	The risk rating has deteriorated from the previous quarter, having increased in its severity.
	The risk rating has not changed from the previous quarter.

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023



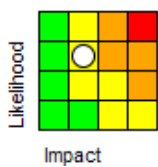
Threat Risks

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR4 – Possible failure to Deliver an effective Corporate Health, Safety and Wellbeing Framework.</p> <p>Description: To deliver an effective management framework in place to ensure that the workplace and work environment is free from health and safety hazards. The framework the Council will use to achieve this is based on the Health and Safety Executives guidance Managing for Health and Safety (HSG65) 'Plan, Do Check Act' approach. The framework will apply to all employees who work at the Council whether on a permanent or temporary basis, Schools, contractor's agency staff visitors and other parties who have a business relationship with BCC.</p>	<p>Constant</p> 	<p>15</p> <p>Likelihood = 3 Impact = 5</p>		<p>10</p> <p>Likelihood = 2 Impact = 5</p>	
<p>Risk Causes: If services do not have sufficient staff numbers to carry out work plans in a safe way. If services are not able to order appropriate equipment required for staff safety. Lack of appropriate equipment. Lack of appropriate training. Lack of oversight and control by local management. Lack of information on the potential or known risks. Inadequate contract management arrangements. Lack of effective processes and systems consistently being applied. Policies are not kept up to date.</p> <p>Risk Consequences: Risk of injury Staff, visitors, contractors, citizens.; Risk of injury to our tenants. Staff put under undue pressure leading to staff taking sick leave or leaving the organisation. Risk of legal action/penalties against the Council and individual managers, including possibility of Corporate Manslaughter. Impact on the reputation of the City Council. Lack of compliance with Health and Safety policies and safe practices, due to pressures of work or lack of training. Reputational damage</p> <p>Risk Owner(s): Chief Executive and Corporate Leadership Board (CLB), Director of Workforce Change.</p> <p>Portfolio Flag: Finance, Governance and Performance</p> <p>Strategic Theme: Our Organisation</p>	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
	<ol style="list-style-type: none"> Governance Arrangements Health Safety and Wellbeing Strategy 		Review Health and Safety Procedures	March 2024	20%
<p>Summary of Progress: Currently re prioritising the key policies and working with our policy division to identify which policies are most critical for the management of the overall risk. We are adopting the corporate policy template to do this and this requires some splitting of policy from guidance, there should be a clear plan for January. However, early work shows Asbestos , Legionella Water Management and Accident Incident Reporting will go out for consultation first alongside a review of the Corporate Health Safety and Wellbeing Policy. There is pressure to get a policy on Violence and aggression out and although this does not have a separate legal requirement it has been drafted so will go before the end of year for consultation with a view to publish early in 2024. It should be notes that there are mitigations in place for this risk.</p>					




Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment	Risk Tolerance Level		
<p>Risk Title: CRR5 - Business Continuity and Operational Resilience may not be effective</p> <p>Description: If the council has a Business Continuity disruption and is unable to ensure the resilience of key BCC operations and business activities, then the impact of the event may be increased with a greater impact on people and council Services.</p>	<p>Deteriorating</p> 	<p>21</p> <p>Impact = 7 Likelihood = 3</p>		<p>9</p> <p>Likelihood = 3 Impact = 3</p>	
<p>Risk Causes:</p> <ul style="list-style-type: none"> -Strikes (People, Fuel); Loss of key staff (communicable diseases (Covid - illness and self-isolation) and influenza.; Loss of suppliers / supply chain disruption.; Loss of accommodation to deliver key services.; Loss of equipment / infrastructure, including utilities.; Any event which may cause major disruption - e.g., severe weather; Unavailability of IT and/or Telecoms.; Knowledge loss.; Reduced chances of preventing/ responding to incidents due to a lack of forward planning or investment.; Climate change <p>Risk Consequences:</p> <ul style="list-style-type: none"> -Inability to deliver/support front line services. -Service Disruption. -Loss of service. -Transportation disruption. -Additional demand on services. -Stress. -Potential risk to staff and public safety. -Increased financial cost in terms of damage control and insurance costs. -Legal compliance and financial penalty. -Reputational damage. 	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
	1. A number of Policies, procedures and arrangements are in place including duty rotas for key service areas and the Duty Director rota.		Assessment on adherence and implementation	March 2024	40%
	2. Corporate Business Continuity Framework, including BC escalation process - Framework presented at CRG on 11th July 2022.		BC Resource to support pan BCC	April 2024	70%
	3. Corporate Business Continuity Group, bringing owners of 'cross cutting business support services' together (IT, FM, Procurement, HR) to horizon scan and risk manage - BC Group has met several times since March 2022 - Formalise reporting arrangements and governance required.		BCC utilisation of escalation framework	February 2024	30%
	4. Corporate Resilience Group overseeing, corporate preparedness, including BC capability - CRG hosted power outage exercise on 22nd March, allowing key services to test business continuity arrangements. Learning from this exercise will shape a corporate power outage plan.		Business Continuity 2023 workshops pan BCC	March 2024	80%
	5. The CRG will seek assurances from key service areas regarding the robustness of continuity arrangements against local risk.		Embed Corporate Resilience Group and Business Continuity Group into corporate governance framework, including alignment with corporate risk group	May 2024	80%
	6. Service Level Business Continuity Planning - Services will be developing their BC plans in Q3, aligned to service planning.		IT Resilience (BC)	February 2025	80%
	7. Finance Budget		Lead IT Resilience / Business Continuity project, including developing battle boxes, an IT Resilience Plan, understanding DR arrangements across BCC delivered IT services and SAAS, improving service-level BC plans for managing IT outages.	January 2024	80%
	8. Growth Paper		Workshops to support services to complete Business Continuity templates	December 2023	100%
			BCC wider BC Plan Quality and Adherence	Jan 2025	70%
<p>Risk Owner(s): Executive Director Growth and Regeneration Director Management of Place.</p> <p>Portfolio Flag: City Economy, Finance & Performance</p> <p>Strategic Theme: Our Organisation, Wellbeing.</p>	<p>Summary of Progress:</p> <p>From September 2023 workshops and awareness sessions have hosted by EPRT BC Resource (1 FTE) these have been running twice a week. Also BIA was required / completed as part of service planning for all HoS. Despite the training and the BIA requirement we are still yet to see a 100% return of impact assessments. So 100% is needed but also an assessment to audit if the BIA's produced are of a meaningful quality and only exercising on the BIA will tell - so that'll be the next actions. But this is a challenge / balance given the limited resource now trying to balance BC demands and support across BCC with an audit of service planning BIA returns for quality and content, this is a challenge with 1 FTE resource on business continuity for all BCC. (when that 1 FTE also supports emergency response and recovery - thus was recently 100% engaged in Barton House Major incident). Risk assessment and support to mitigate / reduce is being drafted into Growth Paper for decision pathway. (DMT/EDM/CLB)</p>				


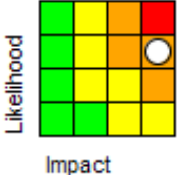
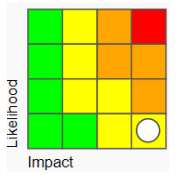
Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment	Risk Tolerance Level			
<p>Risk Title: CRR6 - Potential threat of Fraud and Corruption</p> <p>Description: Failure to prevent or detect acts of significant fraud or corruption against the council from either internal or external sources.</p>	<p style="text-align: center;">Improving</p> 	<p style="text-align: center;">6</p> <p>Likelihood = 2 Impact = 3</p>		<p style="text-align: center;">6</p> <p>Likelihood = 2 Impact = 3</p>		
<p>Risk Causes: Heightened levels of fraud, including cyber fraud, due to current cost of living increases. Failure of management to implement a sound system of internal control and/or to demonstrate commitment to it at all times. Not keeping up to date with developments, in new areas of fraud. Insufficient risk assessment of new emerging fraud issues. Lack of clear management control of responsibility, authorities and / or delegation. Lack of resources to undertake the depth of work required to minimise the risks of fraud /avoidance. Under investment in fraud prevention and detection technology and resource.</p>						
<p>Risk Consequences: Potential increase in financial losses due to increase in scams. Failure to prevent or detect acts of significant fraud or corruption could result in financial loss for the Council. Reputational damage could be suffered if fraud occurs.</p>	Existing Controls		Mitigating Actions			
<p>Risk Owner(s): Chief Executive and Director of Finance (S151 Officer).</p>	Control		Action Title	Due Date	Progress	
<p>Portfolio Flag: Finance, Governance and Performance</p>	<ol style="list-style-type: none"> 1. A dedicated Counter Fraud and Investigation team: 2. Audits: Internal Audit reviews will sometimes include an assessment of fraud controls. 3. Continued use of analytic and additional resources to perform payment checks: 4. Fraud Risk Assessments: 5. Increased use of technology and data analytics: 6. National Fraud Initiative (NFI) fraud hub App. 7. On-going improvement plan for Whistle-blowing. 8. Participation in anti-fraud exercises. 9. Planned programme of proactive fraud detection and prevention work:. 10. Whistleblowing procedure: New internal procedure developed.. 		Fraud Risk Assessments	Nov 2023	60%	
<p>Strategic Theme: Our Organisation</p>				Fraud Reviews	March 2024	25%
				Fraud Prevention Strategy	Nov 23	100%
				Implementation of Fraud Prevention Strategy actions (New)	March 26	0%
				Implementation of Hub development plan (New)	March 25	0%
				Improving control framework	March 26	25%
				Working with other Councils	March 2024	30%
				Partnership Working	March 2024	50%
	<p>Summary of Progress: - In the current economic environment characterised by rising costs and cyber threat the risk of fraud is likely to increase. However, the mitigation work that has been undertaken in previous years including the set up of a fraud hub and prioritisation of fraud prevention has resulted in the risk score being reduced. Both the likelihood of a significant fraud and its impact have been reduced to reflect the anticipated impact of the completed actions and the existing controls. Given that the fraud risk is inherent in most of our activities this risk will continue to be monitored ensuring that actions from fraud risk assessments are acted up. Ongoing work include improving awareness of fraud risk through training of staff and awareness sessions, consolidation of fraud risk assessments and communicating and taking actions on lessons learned from investigation work.</p>					


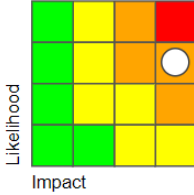
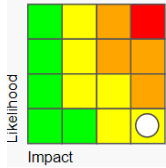
Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR7 – Potential Cyber Security Issues</p> <p>Description: The Council's risk level in regard to Cyber-security is higher than should be expected.</p>	<p>Constant</p> 	<p>20</p> <p>Likelihood = 4 Impact = 5</p>		<p>10</p> <p>Likelihood = 2 Impact = 5</p>	
<p>Risk Causes:</p> <ul style="list-style-type: none"> • Lack of investment in appropriate technologies. • Reliance on in-house expertise, and self-assessments (PSN). • Lack of formal approach to risk management (ISO27001). • Historic lack of focus. <p>Risk Consequences:</p> <p>a. Information security incidents resulting in loss of personal data or breach of privacy / confidentiality.</p> <p>b. Safeguarding data breach impacting on safety of vulnerable child or adult.</p> <p>c. Risk of breaching the regulations and being subject to penalties/fines - Regulations Fines increasing from up to £500,000 to 10-20m Euros of 4% of global turnover, enforced by the Information Commissioners Office on behalf of the European Union.</p> <p>d. Increased litigation. e. Reputational damage.</p>	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
	1. Phishing attack exercises - As well as technical controls, the Council continues to carry out regular Phishing attack exercises where we are sending emails to staff to see how users react to this type of Cyber Attack. Anyone clicking on links is directed towards targeted training.		1. Work with ICT colleagues continues and discussions around cementing roles and responsibilities is being undertaken	Dec 2023	90%
	2. Targeted Training of employees – The Information Governance and ICT team will continue to work together to support the SIRO to develop appropriate targeted training for all Council staff relating to cyber security. developed by IG and ICT Teams				
	3. Technical controls		2. Implement audit actions with oversight by IG Board	Dec 2023	90%
4. Security team training					
<p>Risk Owner(s): Chief Executive, Senior Information Risk Owner (SIRO).</p>					
<p>Portfolio Flag: Finance, Governance and Performance</p>	<p>Summary of Progress.</p> <p>Significant work is ongoing, including external assurance being conducted, however there are key elements required before this risk can be reduced. Work being conducted under DTP, as well as with external SME partners, including Microsoft commissioned pieces of work. Supported by BAU activities. In reviewing the risk, satisfied that the threshold for a Critical Impact is not met, therefore risk score remains unchanged.</p>				
<p>Strategic Theme: Our Organisation</p>					


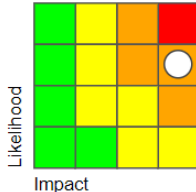
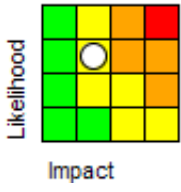
Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level		
<p>Risk Title: CRR9 - Possible Failure of Safeguarding Vulnerable Children</p> <p>Description: The council fails to prevent increased risk of harm to children, resulting in harm or death to a vulnerable child.</p>	<p>Constant</p> 	<p>21</p> <p>Likelihood = 3 Impact = 7</p>		<p>7</p> <p>Likelihood = 1 Impact = 7</p>		
<p>Risk Causes:</p> <ul style="list-style-type: none"> -Demand for services exceeds service capacity and capability.; Inadequate controls result in harm. -Increase in child protection, complex safeguarding risks, criminal exploitation, serious youth violence and gang affiliation.; Hidden harm resulting from periods of lockdown, increased stress in families and service disruption during COVID -Placement failure due to COVID infection across children's home or fostering households. An increase in demand of 6% evident across care population - specific pressures are clear for teenagers and unaccompanied children requiring our care 	<p>Existing Controls</p>		<p>Mitigating Actions</p>			
	<p>Control</p>		<p>Action Title</p>		<p>Due Date</p>	<p>Progress</p>
	<p>DCS quarterly assurance report to Corporate Leadership Board Inspections and Peer Reviews</p>		<p>Procure a strategic partner to undertake work regarding extra familial harm and with our children who go missing from home or care.</p>		<p>October 23</p>	<p>85%</p>
	<p>Quality assurance and performance framework in place.</p>		<p>Our Families Transformation Programme</p>		<p>March 2025</p>	<p>20%</p>
	<p>Strategic Risk Assurance</p>		<p>Working with other Councils</p>		<p>March 2024</p>	<p>30%</p>
<p>Risk Owner(s): Executive Director Children and Families</p>	<p>Summary of Progress:</p> <p>Quality Assurance and performance framework in place and reported on at regular intervals through to cabinet members and Scrutiny. DCS quarterly assurance report to Corporate Leadership Board and action taken to address areas for improvement. The Keeping Bristol Safe Board provides independent scrutiny of children's safeguarding and safer communities' arrangements in the city and holds BCC and partner agencies to account. LGA review undertaken and new Independent Chair driving improvements. Services and structure aimed at ensuring delivery of a safe system of work for safeguarding children and communities. Reviewing various areas of specific vulnerability and implementing improvements:</p> <ul style="list-style-type: none"> • resource in place for missing children by appointment of a strategic partner • reviewing quality assurance practice to ensure consistent quality of audits and sufficient number. Support provided by Islington through PiP. • Appointed a strategic partner to review and redesign extrafamilial harm pathway and services through DfE funds • reviewing child sexual abuse pathway with partners • Revised (as part of KBSP) Threshold document • implementing 'Safe and Together' approach to Domestic Abuse in families. • Our Families Transformation Programme to deliver better outcomes for children and families. • DfE Grant following Enhanced Diagnostics pilot to improve services to and outcomes for children. Consultants regarding adolescent services. housing pathway and recruitment and retention now started 					
<p>Portfolio Flag: Children's Services, Education & Equalities</p>						
<p>Strategic Theme: Our Organisation, Empowering and Caring, Wellbeing.</p>						


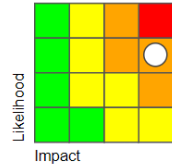
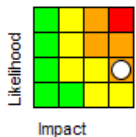
Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level		
<p>Risk Title: CRR10 - Safeguarding Adults may be at Risk with Care and support needs.</p> <p>Description: The council fails to ensure adequate safeguarding measures are in place for adults at risk.</p>	<p>Constant</p> 	<p>21</p> <p>Likelihood = 3 Impact = 7</p>		<p>7</p> <p>Likelihood = 1 Impact = 7</p>		
<p>Risk Causes: Adequacy of controls.; Management and operational practices. Demand for services exceeds capacity and capability. Poor information sharing. Lack of capacity or resources to deliver safe practice. Reduction in or lack of supply of commissioned care. Failure to commission safe care for adults at risk. Failure to meet the requirements of the 'Prevent Duty' placed on Local Authorities. Increased destitution in families, impacting on mental ill health, managing increased infection within the population. (COVID19); Increase identification of self-neglect and complexity. Carer strain / resilience.</p> <p>Risk Consequences: Financial damage Legal liability Death/Injury Reputational damage</p> <p>Risk Owner(s): Executive Director People, Director Adult Social Care.</p>	Existing Controls		Mitigating Actions			
	Control		Action Title	Due Date	Progress	
	<ul style="list-style-type: none"> Annual report shared with Elected Members to allow for scrutiny of progress of the Keep Bristol Safe Partnership (KBSP). Training for all key staff in the essentials of safeguarding. Twice weekly business continuity meeting around supply of commissioned care and active management of waiting list. Improved Data through PowerBI – capturing safeguarding concerns feeding into monthly management operational meetings Safeguarding Discussion Forum – multi-agency held monthly – sharing information on high risk/complex cases 		Demand Management Review	March 24	0 %	
			Workforce - maximising staffing resources within budget	Dec 2023	0%	
<p>Portfolio Flag: Adult Social Care & Integrated Care System</p> <p>Strategic Theme: Strategy Theme: Our Organisation, Empowering others and Caring, Fair and Inclusive, Well connected, Wellbeing.</p>	<p>Summary of Progress: Risk remains; reviewed 23 November 2023. Waiting list tray being developed by Business Analyst to enable greater insight, and operational team is working on introducing best practice model for prioritisation of waiting lists to mitigate risk.</p>					


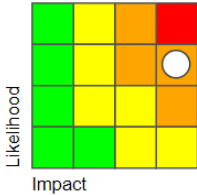
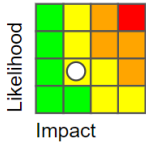
Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR12 - Emergency planning measures and resources may be overwhelmed by scope and scale of an emergency or incident faced by the council.</p> <p>Description: A Major Incident or emergency which exceeds the response capacity of the council and partner responding organisations leading to mass fatalities, excess deaths, damage to property and infrastructure and an ability to deliver key service to the community. In addition, further consequences could be litigation and reputational damage to the council.</p>	<p>Deteriorating</p> 	<p>21</p> <p>Impact 7 = Critical Likelihood 3 = Likely</p>		<p>9</p> <p>Likelihood = 3 Impact = 3</p>	
<p>Risk Causes:</p> <ul style="list-style-type: none"> -Emergency risks not identified and prepared for. -Lack of trained and available responding staff. -Emergency roles and responsibilities not embedded. <p>Risk Consequences:</p> <ul style="list-style-type: none"> Increased risk of: Disruption of public services; Disruption of transport networks; Death/injury - Displacement of people 	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
	1.24/7 Operations Centre provides effective monitoring for the city and a co-ordinary role in response and recovery		Development and roll out of the Emergency Planning e-learning package	May 24	60%
	2.Corporate Resilience Group, overseeing mitigations of contingencies risks identified on the National Security Risk Assessment and delivery of Category 1 Responder duties		Community Resilience Mapping development	January 24	80%
	3.Active participation in the Avon and Somerset Local Resilience Forum and close working with multi-agency partners, including training and exercising.		Emergency training – rest centres, humanitarian assistance and training for Marshals currently running	May 2024	70%
	4.Emergency Plans		Plan and Deliver Corporate exercise	March 2024	70%
	5.Duty Director rota in place		ERPT Resource Growth bid	March 2024	60%
	6.Duty Civil Protection Officer & other duty rotas in place (Highways, Dangerous Structures, Public Health, Social Care, etc)		Emergency Volunteer Reduction. Need increase.	March 2024	10%
	7.BCC emergency plan training and exercising in place		Horizon scanning for emerging risks annually (Via CRG, BC Group and LRF)	March 2024	65%
	8.Monitoring of severe weather events		Public Health demand v standard	March 2024	80%
9.Close working with Safety Advisory Group for Events		COMAH Off Site Emergency Plan and Exercise (New)	Nov 24	70%	
<p>Risk Owner(s): Executive Director Growth and Regeneration, Director Management of Place.</p>	10.Horizon scanning for emerging risks, including Ukraine war (through CRG, BC Group and LRF)	Updating Core Guidance (New)	March 24	60%	
<p>Portfolio Flag: City Economy, Finance & Performance</p>	<p>Summary of Progress</p> <p>The BCC ERPT team 3.5 FTE (total resource for the team inc manager to support Emergency response, recovery and business continuity across BCC), emergency response and recovery was recently 100% engaged in Barton House Major incident, thus a risk of potential concurrent or sequential incidents maybe impacted BCC./City/Citizens as the 3.5 would not have been able to respond). Risk assessment and support to mitigate / reduce is being drafted into Growth Paper for decision pathway. (DMT/EDM/CLB)</p>				
<p>Strategic Theme: Our Organisation, Wellbeing</p>					


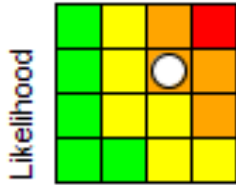
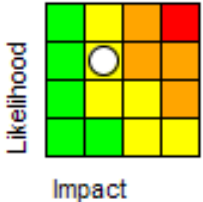
Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment			Risk Tolerance Level	
<p>Risk Title: CRR13 - Possible Financial Framework and Medium-Term Financial Plan (MTFP) Failure</p> <p>Description: Failure to be able to reasonably estimate and agree the financial 'envelope' available, both annually and in the medium-term and the council is unable to set a balanced budget.</p>	<p>Constant</p> 	<p>21</p> <p>Likelihood = 3 Impact = 7</p>		<p>14</p> <p>Likelihood = 2 Impact = 7</p>		
<p>Risk Causes: Failure to achieve Business Rates income- appeals/general economic growth/loss of major sites. Economic uncertainty impact on locally generated revenues - business rates and housing growth, impacting on council tax, new homes bonus and business rate income. The general economic uncertainty affecting the financial markets, levels of trade & investment Local Government finance settlement from spending review. Continued Impact of Covid-19 on key income sources. Inadequate budgeting & budgetary control/Financial Settlements & wider fiscal policy changes:-The potential for new funding formulas such as fair funding, business rates retention to significantly reduce the government funding available to the council alongside possible increase in demand for council services. Embedding of the new national funding formula for schools and High Needs. Political failure to facilitate the setting of a lawful budget. Unable to agree a deliverable programme of propositions that enable the required savings to be achieved. Insufficient reserves to mitigate risks and liabilities and provide resilience. Rising inflation could lead to increased cost. Impact of Adult Social Care reform and sufficient funding available to meet increased cost</p> <p>Risk Consequences: Potential failure to set a legal budget and council tax by the due date, would have a significant adverse impact on the council's ability to provides services and the council's reputation locally and nationally in terms of investor confidence. That the budget is unlikely to reflect council priorities and objectives. That the budget may not adequately resource pressures and increases in demand. That the budget includes savings which are not deliverable. That the council reserves are used for mitigating the medium-term financial plan; running down reserves, avoiding decision and reducing the Council's resilience. Negative impact on front line services. A negative opinion from external audit. Secretary of State intervention.</p>	<p>Existing Controls</p> <p>Control</p>		<p>Mitigating Actions</p> <p>Action Title</p> <p>Due Date</p> <p>Progress</p>			
	<p>1. Budget Preparation, Setting and Budget Accountability Framework - BCC manages its financial risks through a range of controls including budget preparation, budget setting and a Budget Accountability Framework. Clear roles and responsibilities for managing, monitoring and forecasting income and expenditure against approved budgets are in place.</p> <p>2. Medium Term Financial Plan – Twice yearly update including sensitivity and scenario based financial modelling on all assumptions including inflation and demand growth</p>	<p>Making representation to government departments in relation to: - the likely costs at a local level for the proposed Adult Social Care reforms</p> <p>Appropriate Finance Resourcing Improvement</p> <p>Robustness of Monitoring and Delivery of Savings</p>	<p>March 2024</p> <p>March 2024</p> <p>March 2024</p>	<p>0%</p> <p>50%</p> <p>50%</p>		
<p>Risk Owner(s): Chief Executive and Director of Finance (S151 Officer).</p> <p>Portfolio Flag: Finance, Governance and Performance</p> <p>Strategic Theme: Our Organisation</p>	<p>Summary of Progress:</p> <p>The risk is significantly impacted by issues outside of the Council's direct control, which is why this risk remains critical, including the National situation economically and politically, funding arrangements from central government and policy that impacts the Council's MTFP. Internal controls and management of the process are undertaken annually and sensitivity testing of assumptions and modelling is undertaken, as well as collaboration with peer organisations and influencing through available channels to ensure that the Council continues to manage and mitigate this risk. The MTFP budget gap remains at this time, with work continuing to enable it to be closed to support a balanced budget and MTFP to be taken forward for recommendation to full council. In addition the provisional local government financial settlement remains outstanding and therefore the final impact from that will need to be taken into account for the coming budget setting period. Overall there is limited certainty available for the medium term in terms of funding, with the current settlement term coming to an end in 24/25 and the changes anticipated at a central government level.</p>					




Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment	Risk Tolerance Level		
<p>Risk Title: CRR15 – Possible In-Year Financial Deficit</p> <p>Description: The council's financial position goes into significant deficit in the current year resulting in reserves (actual or projected) being less than the minimum specified by the council's reserves policy.</p>	<p>Constant</p> 	<p>21</p> <p>Likelihood = 3 Impact = 7</p>		<p>6</p> <p>Likelihood = 2 Impact = 3</p>	
<p>Risk Causes: A failure to appropriately plan and deliver savings. Unscheduled loss of material income streams. Increase in demography, demand and costs for key council services. The inability to generate the minimum anticipated level of capital receipts. Insufficient reserves to facilitate short term mitigations, risks and liabilities. Interest rate volatility impacting on the council's debt costs. Impairments in our commercial investments are realised. Response to inadequate SEND inspection in 2019, increased demand for EHCPs, Lack of specialist provision in Bristol, increased compliance to statutory requirements in relation to SEND.</p>	<p>Existing Controls</p> <p>Control</p>		<p>Mitigating Actions</p>		
	<ol style="list-style-type: none"> BCC Financial Framework - BCC's Financial framework ensures that we have in place sound arrangements for financial planning, management, monitoring and reporting through to Corporate Leadership Team and Cabinet. Deep Dives on non-containable pressure areas - We have continual oversight and ongoing management of the council's financial risks and deep dives in areas reported of non-containable pressures. Ensuring engagement at local, regional and national level - in round table and working groups to keep abreast the spending review, Business Rates retention and new funding formulas for Local Government. To ensure funding for Bristol is maximised and impact of changes are fed into our long-term financial planning and strategic planning. Policy and Budget Framework - Re-assessment of service delivery risks and opportunities and risk and other reserves - We will carry out frequent re-assessment of service delivery risks and opportunities and risk and other reserves. DSG - Detailed Management Plan Based on DfE Framework - A detailed Management Plan is in development, using the DfE's recommended framework - The deficit and development of the plan was discussed with the DfE in Spring 21. The DfE were not requesting a formal submission at this time. DSG - Early Years Block Task and Finish Group; Vacancy Freeze to manage budget overspend 		<p>Action Title</p> <p>DfE Deliver Better Programme</p> <p>Appropriate Finance Resourcing Improvement</p> <p>Robustness of Monitoring and Delivery of Savings</p>	<p>Due Date</p> <p>Dec 2023</p> <p>March 2024</p> <p>March 2024</p>	<p>Progress</p> <p>60%</p> <p>50%</p> <p>50%</p>
<p>Risk Consequences: The council's financial position goes into significant deficit in the current year resulting in reserves (actual or projected) being less than the minimum specified by the council's reserves policy.</p>					
<p>Risk Owner: Director Finance (CFO S151)</p>					
<p>Portfolio Flag: Finance, Governance and Performance</p> <p>Strategic Theme: Our Organisation</p>	<p>Summary of Progress: This remains High. At P7 and moving into P8 there remain significant items highlighted on the risk and operations log along side forecast deterioration. Whilst much of the adverse position has been managed through in year mitigation and balances held in abeyance following P4/P5, the position has worsened and further management of that is now required before outturn.</p>				


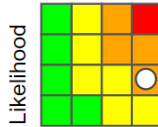
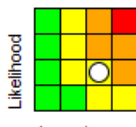
Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level		
<p>Risk Title: CRR18 - Possible failure to deliver enough new homes to meet Mayoral and Annual Business Plan targets.</p> <p>Description: Failure of the City to deliver to the Mayoral Target of 2000 new homes per year by 2024. Strategies and delivery models designed to further stimulate growth in the housing market and deliver diversity of the housing offer across the city prove to be ineffective and do not attract and retain economically active residents.</p>	<p>Constant</p> 	<p>15</p> <p>Likelihood = 3 Impact = 5</p>		<p>9</p> <p>Likelihood = 3 Impact = 3</p>		
<p>Risk Causes:</p> <ul style="list-style-type: none"> -Not enough planning applications submitted -Not enough planning permissions granted -Insufficient housing land identified in strategic planning documents -Inability of the housebuilding industry to deliver at this level -Increased uncertainty in the market due to Brexit and Covid-19. <p>Risk Consequences:</p> <ul style="list-style-type: none"> -Reputational damage - Fail to deliver inclusive growth - Increased housing need / homelessness -Increased cost of housing -Failure to retain economically active residents. -Widening gap on demand -Growth of student accommodation retracting <p>Risk Owner(s): Executive Director Growth and Regeneration, Director Development of Place.</p> <p>Portfolio Flag: Housing Delivery and Homes</p> <p>Strategic Theme: Fair and Inclusive</p>	<p>Existing Controls</p>		<p>Mitigating Actions</p>			
	<p>Control</p>		<p>Action Title</p>		<p>Due Date</p>	<p>Progress</p>
	<p>1.Created a single multi-disciplinary Housing Delivery Team</p>		<p>Secure Homes England Affordable Housing Programme Funding</p>		<p>March 2026</p>	<p>70%</p>
	<p>2.Established a Local Housing Company (Goram Homes). Introduced the Affordable Housing Practice Note.</p>					
	<p>3.Issued grants to Registered Providers (RPs).</p>					
	<p>4.Manage a targeted grant funding programme to subsidise the delivery of affordable homes.</p>					
	<p>5.Required a minimum of 30% affordable housing on land released by the Council.</p>					
	<p>6.Secured additional grant funding for infrastructure. Secured funding from Homes England</p>					
	<p>7.Service Review of Housing Delivery Team</p>					
<p>8.Worked collaboratively with Homes England</p>						
<p>9. Strategic City Planning monitor housing completions and future pipeline of consents</p>						
<p>Summary of Progress: This has materialised for this FY. There may also a likelihood of this re-occurring next FY - however due to the time lag between decision making and completion there is now little that the planning team can do to influence figures in the current FY.</p>						

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023


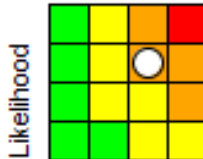

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR25 – Suitability of Line of Business (LOB) Systems</p> <p>Description: The Council has reliance on legacy software systems which cause a number of risks due to; 1. Supportability from internal IT resource 2. The supportability of the hardware utilised 3. Lack of alignment to strategy and therefore a blocker to Digital Transformation 4. Within an appropriate support contract 5. Legacy data used for current work (GDPR) 6. Lack of Information (Cyber) Security controls 7. High cost where alternative core Council solutions exist</p>	<p>Constant</p> 	<p>20</p> <p>Likelihood = 4 Impact = 5</p>		<p>10</p> <p>Likelihood = 2 Impact = 5</p>	
<p>Risk Causes: Sovereignty within service areas, and a lack of motivation to change. Cost of transition. Lack of knowledge of which systems are problematic and the impacts of these. Lack of understanding of impact. Lack of ownership from Information Asset Owners. Lack of documentation pertaining to software systems and ownership of strategy. Post avoidance of replacing systems. This is seen as an IT problem, not one for the software system owners.</p> <p>Risk Consequences: Lack of resilience and continuity in event of an incident/failure High-cost applications without appropriate support. Inability to improve service delivery through digital transformation. May feed into Information (Cyber) Security risks.</p> <p>Risk Owner(s): Director, Digital Transformation, Senior Information Risk Owner (SIRO) for Cyber Security. Service Areas for BCP/DR.</p> <p>Portfolio Flag: Finance, Governance and Performance</p> <p>Strategic Theme: Our Organisation</p>	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
	1. Auditing of all councils Line of Business (LOB systems)		Channel Shift Project - Review legacy line of business systems with the view to rationalising and replacing either by building on existing internal platforms such as dynamics or via procurement of new products and better utilisation of functionality.	February 2028	0%
	2. IT Services highlight risks and shortcomings with systems (in an informal manner) to Heads of Service and Senior Leadership				
	3. Work with Information Governance perpetuate a Cyber Security or Information Management risk are identified and service areas understand the risks to their services.				
	<p>Summary of Progress: Work underway to procure cyber-sec review. Contract mapping completed, giving overview of known IT systems/contracts; but does not lower risk until assessment of LOB estate complete.</p>				

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment			Risk Tolerance Level	
<p>Risk Title: CRR26 – ICT Resilience May Not Be Effective</p> <p>Description: The Councils ability to deliver critical and key services in the event of ICT outages and be able to recover in the event of system and/or data loss.</p>	<p>Constant</p> 	<p>14</p> <p>Likelihood = 2 Impact = 7</p>	 <p>Likelihood Impact</p>	<p>10</p> <p>Likelihood = 2 Impact = 5</p>	 <p>Likelihood Impact</p>	
<p>Risk Causes: Poor Business Continuity (BCP) planning and understanding of key system architecture. Untested Disaster Recovery (DR) arrangements including data recovery. Untested network reconfiguration to alleviate key location outage. Untested recovery schedules in terms of order and instructions. Lack of resilience available for legacy systems (single points of failure - people and technology). Services undertaking their own IT arrangements outside of the corporate approach.</p>	<p>Existing Controls</p>					<p>Mitigating Actions</p>
<p>Risk Consequences: Inability to deliver services</p>	<p>Control</p>	<ol style="list-style-type: none"> 1. Connection to BCC systems protections - With the majority of staff working from home, connection to our systems is vital and the main route is via VPN. We have tested alternative access which can be used. 2 factor authentication was tested as a back door which allows non-BCC pcs to login to Microsoft office 365. 2. Highlight to service areas vulnerable applications - Highlighting to service areas where applications may be vulnerable and advising on likely timescales for disruption to enable appropriate BC planning. 3. Moved critical systems to the cloud with more effective DR. 4. Resilience workshops for most critical systems - Workshops are in progress to review and improve resilience for our most critical systems including Adult and children's social care, Revs and Bens and Housing 5. Supplier run order in the event of multiple system outage - our disaster recovery supplier has a run order in the event of a major outage involving multiple systems. 6. Weekly testing of individual systems restore - The restore of individual systems is tested weekly on a rotational basis 	<p>Action Title</p>	<p>Due Date</p>	<p>Progress</p>	
			1. Project to move Shared Drives to Cloud	December 2025	65%	
			2. Removal of legacy hardware from estate	November 2025	50%	
<p>Risk Owner(s): Chief Executive, Director, Digital Transformation, Service Area Leads.</p>						
<p>Portfolio Flag: Finance, Governance and Performance</p>	<p>Summary of Progress: Risk level remains unchanged, but work is progressing on key areas, including projects within the Digital Transformation Programme to increase resilience by moving more of our estate to Cloud-based services. However, gaps including failover testing and the need for a wider organisational project on BC/DR are still present.</p>					
<p>Strategic Theme: Our Organisation</p>						


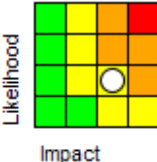
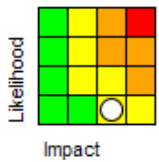
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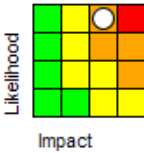
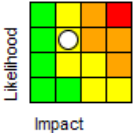
Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR27 – We may fail to Deliver the Capital Transport Programme</p> <p>Description: Management of the overall transport capital programme is key to ensuring we deliver against mayoral priorities in the most cost and time efficient way possible. Failure to do so negatively impacts the council's reputation and finances and makes the council less likely to reduce congestion, air pollution and inequality.</p>	<p>Constant</p> 	<p>15 Likelihood = 3 Impact = 5</p>		<p>9 Likelihood = 3 Impact = 3</p>	
	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
	Quarterly capital review boards		Capital Programme Transformation Project (New)	March 24	50%
	Capital Programme Transformation Project		Health reviews of various projects (New)	March 24	75%
	Regular briefings and reporting to senior management and cabinet members.		Recruit to vacant posts across the service (New)	March 24	10%
<p>Risk Consequences:</p> <ul style="list-style-type: none"> - Financial impact - Failure to progress schemes or delays to schemes impact on productivity of city and aims to reduce congestion, air pollution and inequality - Reputation Impact 					
<p>Risk Owner(s): Executive Director Growth and Regeneration, Director Economy of Place.</p>					
<p>Portfolio Flag: Transport (Cllr Alexander)</p>	<p>Summary of Progress: Lack of resource and high number of vacancies still leading to significant risk of failing to deliver capital programme. Support services can also be an issue.</p>				
<p>Strategic Theme: Our Organisation, Wellbeing</p>					

2023-2024


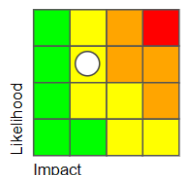
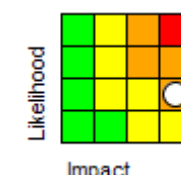
Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR29 - Information Security Management System (ISMS) May Not Be Effective</p> <p>Description: There is a risk that if the council does not have an Information Security Management System then it will not be able to effectively manage Information Security risks.</p>	<p>Constant</p> 	<p>10</p> <p>Likelihood = 2 Impact = 5</p>		<p>5</p> <p>Likelihood = 1 Impact = 5</p>	
<p>Risk Causes: Ineffective Information Security Management System, inadequate resources to create and maintain an ISMS, management buy in and support to operate an ISMS.</p>	Control		Mitigating Actions		
			Action Title	Due Date	Progress
<p>Risk Consequences: Information security incidents resulting in loss of personal data or breach of privacy / confidentiality. Safeguarding data breach impacting on safety of vulnerable child or adult. Risk of breaching the regulations, and being subject to penalties/fines - Regulations Fines increasing from up to £500,000 to 10-20m Euros of 4% of global turnover. Increased litigation. Reputational damage.</p>	<ol style="list-style-type: none"> Guidance and awareness campaigns supported by regular phishing campaigns. Comms and awareness being delivered to raise awareness to colleagues around the risk of Cyber incidents and how good Information Security practices (including adherence to policies) will help minimise the likelihood of these occurring Security Team Training Meta Compliance tool online to track compliance/engagement of policies 		1. Continue roll out of Policies with oversight from ICGB Information Governance Tool	December 2023	90%
			2. Implement Audit Actions with oversight by IG Board	December 2023	100%
<p>Risk Owner(s): Senior Information Risk Owner (SIRO).</p>					
<p>Portfolio Flag: Finance, Governance and Performance</p>	<p>Summary of Progress: No change to current score. Policy work complete, just working through approval and publishing. This is being aligned with both the new corporate policy work, and internal collaboration with IT policies that overlap. Staff awareness is the focus next, alongside the continuous improvement needed to be fully aligned to ISO27001</p>				
<p>Strategic Theme: Our Organisation, Empowering and Caring, Fair and Inclusive, Well Connected, Wellbeing</p>					

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023


Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR37 - Homelessness and the subsequent cost of providing suitable affordable accommodation may affect long-term outcomes</p> <p>Description: The risk that homelessness and the subsequent cost of providing suitable affordable accommodation to meet needs and achieve effective long-term outcomes increases.</p>	<p>Constant</p> 	<p>20</p> <p>Likelihood = 4 Impact = 5</p>		<p>9</p> <p>Likelihood = 3 Impact = 3</p>	
<p>Risk Causes:</p> <ul style="list-style-type: none"> -The ending of the eviction ban -Unemployment and cost of living rising leading to an increase in evictions.; A recent sharp increase in the number of households partly or wholly reliant on welfare benefits [UC claimant households in Bristol have risen from 17,000 in number in April 2020 to 38,000+ in Feb. 2022]. For most welfare benefits recipients, particularly those living in the private rented sector, housing and essential household costs are not met by their benefits entitlements'. Impact of the pandemic leading to an increase in mental health issues, family relationship breakdown and domestic violence & abuse. -Supply of affordable rented housing reducing -Increasing popularity of Bristol as a city to move to, and associated increased pressure on demand and cost of private rented accommodation 	<p>Existing Controls</p>		<p>Mitigating Actions</p>		
	<p>Control</p>	<p>Action Title</p>	<p>Due Date</p>	<p>Progress</p>	
	<ul style="list-style-type: none"> ▪ Joint commissioning of services - Focus on more joint commissioning of services for those homeless households who also face multiple disadvantages - to create a more holistic approach and to improve outcomes. Proposals for commissioning a new framework for supported TA is going to cabinet in October 2022. ▪ Effective Commissioning - Recommission our short-term supported housing (Pathways) accommodation & support contracts - to maximise effectiveness of these resources / funding stream and minimise repeat homelessness. ▪ Effective cost - New supplier contracts - successfully introduced new block contracts for some Temporary Accommodation, reducing the cost of TA to the Council. Planning to bring more block contracts on-line this financial year 	<p>Changing Futures Programme</p>	<p>March 2024</p>	<p>45%</p>	
		<p>Increase the supply of move on accommodation - RSAP round 5 bid deadline 13th April 2022</p>	<p>March 2024</p>	<p>60%</p>	
		<p>Cost Effective Accommodation - Initiated a project with the aim of reducing the net unit cost of Temporary Accommodation. Opportunities being explored and prioritised.</p>	<p>December 2023</p>	<p>50%</p>	
		<p>Homelessness prevention - review client access - Review how the service and the wider homelessness sector works with clients to identify opportunities for more early intervention and prevention of homelessness</p>	<p>March 24</p>	<p>15%</p>	
<p>Submit a bid to Single Homelessness Accommodation Programme (SHAP) to bring on-line additional supported housing</p>		<p>September 2023</p>	<p>100%</p>		
<p>Risk Consequences: Increase in homelessness and the number of households in Temporary Accommodation. Expenditure on Temporary Accommodation does not return to pre-pandemic levels and could continue to increase.</p>	<p>Summary of Progress:</p> <p>The number of households presenting to Bristol City Council is continuing to increase. There has been an increase in the number of households living in Temporary Accommodation (TA) 1300 on 31st July 2023 to 1431 on 30th November 2023. Factors including fast tracked asylum decisions, increased homelessness from the private rented sector and early prison release has contributed to the increase. There is an underlying pressure of £5m due to Housing Benefit Subsidy loss. With in-year mitigations the forecast pressure for 23/24 is now £1.9m.</p>				
<p>Risk Owner(s): Executive Director Growth and Regeneration, Director Housing</p> <p>Portfolio Flag: Housing Delivery and Homes</p> <p>Strategic Theme: Our Organisation, Empowering and Caring, Fair and Inclusive, Well Connected, Wellbeing.</p>					

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level		
<p>Risk Title: CRR39 – Adult and Social Care major provider/supplier may fail to deliver as expected failure</p> <p>Description: Failure or potential degradation of ASC service provision linked to a complex set of internal / external risks causing service interruption or cessation. Failures or closures in the supply chain mean insufficient supply to source adequate appropriate support and meet Care Act needs.</p>	<p>Improving</p> 	<p>9</p> <p>Likelihood = 3 Impact = 3</p>		<p>14</p> <p>Likelihood = 2 Impact = 7</p>		
<p>Risk Causes: - Provider goes into liquidation or ceases operations -Provider unable to meet demand due to recruitment / workforce/ or organisational issues. -Factors influencing provider/supplier failure: Increased demand and increased complexity of need of individuals putting further pressure on social care sector. Chronic workforce recruitment and retention problems heightened by pandemic. The social care sector facing a number of other issues – highly competitive job market, covid 'exhaustion', rising energy costs, changes to National Living Wage, inflation/ raising costs of supplies, high cost of living in Bristol, significant pressures from two large acute hospitals.</p> <p>Risk Consequences: Citizens (many of whom are very vulnerable) may have services ended or reduced without much notice putting them at risk and causing stress Lack of suitable local provision may mean people moving away from community, support networks Lack of alternative provision should mean not meeting statutory duties under Care Act Pressures on ASC workforce (social work, contracts, brokerage commissioning etc) to review and find alternative provision in timely manner Financial pressures as demand may drive prices up Lack of suitable provision resulting people moving to inappropriate more costly provision (e.g. care home instead of home care)</p> <p>Risk Owner(s): Executive Director People, Director Adult Social Care.</p>	Existing Controls		Mitigating Actions			
	<ul style="list-style-type: none"> Daily review of supply and sustainability issues and x3 week business continuity meetings across operations Twice weekly Operational Business continuity meetings Weekly ASC Business continuity meeting – DMT level Weekly produced Sit Rep with information on Covid Outbreak Management, supply, demand, provider quality Regular information received from D&B Credit ratings to help assess financial risk Each major contract (Home Care, Care Homes, Community Support Services, ECH) has a multi-disciplinary Business Relations team which assess risks to those provisions and plan response whether QA or Commissioning Provider Sustainability Panel is a forum where ASC can assess the financial issues facing individual provider and consider support options Regular meetings with a) key Strategic Providers in the city b) all provider forums and regular dialogue with Care and Support West Care Association Daily assessment of supply - via Brokerage team, Business relationship team and Contracts Strategic Planning and information sharing with CCG, other LAs and other key stakeholders - Great integration across BNSSG and joint problem solving, sharing of information and resources. Provider Failure/Service Interruption Process 	Action Title	Due Date	Progress		
			Provider RAG rating to identify essential / difficult to replace services	March 24	10%	
<p>Portfolio Flag: Adult Social Care & Integrated Care System Strategic Theme: Our Organisation, Empowering others and Caring, Fair and Inclusive, Well connected, Wellbeing.</p>	<p>Summary of Progress: It continues to be likely that a large supplier could fail but most likely be a planned exit and as market relatively stable, it would be able to cope.</p>					


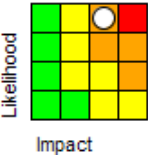
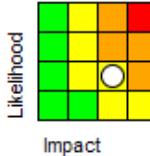
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Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level		
<p>Risk Title: CRR41 – Capital Portfolio Delivery May Fail</p> <p>Description: Capital portfolio is not delivered on time, within budget and does not deliver One City Plan and Corporate Strategy objectives.</p>	<p>Constant</p> 	<p>15 Likelihood = 3 Impact = 5</p>		<p>6 Likelihood = 2 Impact = 3</p>		
<p>Risk Causes: Strategic, geographic, social, financial and economic conditions changing over time Oversight of Project Interdependencies not well managed Insufficient in-house resources to progress major projects lead to missed opportunities to leverage third party investment Failure to anticipate and secure investment and resources to deliver enabling works and infrastructure</p> <p>Risk Consequences: The cost is higher than expected The capital portfolio is delivered later than planned The operating and maintenance cost of assets exceeds expectations Benefits not delivered resulting in failure to deliver outcomes to secure strategic objectives</p>	Existing Controls		Mitigating Actions			
	Control		Action Title	Due Date	Progress	
	Introduction of enhanced highlight and exception reporting at the G&R Board - Change Services PMO have regular Highlight reports submitted to G&R Board from key and/or large capital programmes and projects. This is now ongoing		Capital transformation project to develop best practice governance, structure and assurance across whole capital programme.			
	Internal/External comms factored in into all resource requests to reduce reputational risks					
	Additional headroom in MTFP assumptions to manage inflationary and supply chain issues - Change Services PMO have regular Highlight reports submitted to G&R Board from key and/or large capital programmes and projects. This is now ongoing.					
Risk Owner(s): Executive Director Growth and Regeneration.						
Portfolio Flag: Mayoral Portfolio and City Economy, Finance & Performance	Summary of Progress:					
Strategic Theme: Our Organisation, Empowering and Caring, Fair and Inclusive, Well Connected, Wellbeing	The construction sector while still challenging continues to become less volatile. Actions taken to ensure sufficient capital contingency has resulted in a more resilient capital portfolio. Performance is uneven with variation across the portfolio. The capital transformation programme continues to implement improvements, substantially assured standard operating procedures and best practice across the capital portfolio to mitigate the risks identified in this item and target better speed, quality and value in delivery. A key outcome from the transformation programme will be enhanced reporting and corporate insight into the capital portfolio at a senior officer level.					


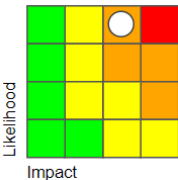
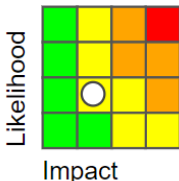
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Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023


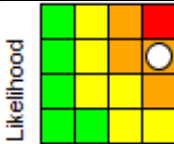
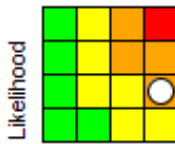
Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
Risk Title: CRR43 - Lack of progress for Mass Transit may have on Impact on the city	Constant 	20 Likelihood = 4 Impact = 5		10 Likelihood = 2 Impact = 5	
Description: Failure of regional authorities to agree way forward for development of a Mass Transit system. No sign up to results of feasibility study.					
Risk Causes: 1. Resourcing Business Case development 2. Lack of political consensus 3. Viability of Business Case 4. Lack of DfT support	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
	Mass Transit Directors Board - Monthly board in place at regional level to ensure appropriate senior officer engagement with project	Regular internal briefings - Regular briefings with senior managers and administration			
Risk Consequences: -Reputational impact. -Long term congestion and air pollution increase. -Regional productivity reduced. -Threat to investment across the city.					
Risk Owner(s): Executive Director Growth and Regeneration, Director Economy of Place.					
Portfolio Flag: Transport (Cllr Alexander)	Summary of Progress: Committee failed to agree a way forward for the strategic outline business case so currently no evident way forward for project. Awaiting update from WECA.				
Strategic Theme: Our Organisation, Wellbeing.					

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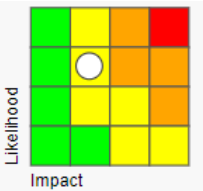
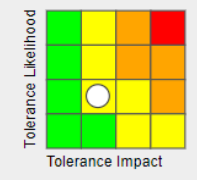
Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR45 - Potential failure to deliver statutory duty in respect of Children</p> <p>Description: Failure to deliver statutory duty in respect of the safeguarding of children resulting in harm or death to a child or other unmitigated risk to the local authority</p>	<p>Constant</p> 	<p>20</p> <p>Likelihood = 4 Impact = 5</p>		<p>6</p> <p>Likelihood = 2 Impact = 3</p>	
<p>Risk Causes: Staffing failure: recruitment and retention COVID failure: business continuity plans fail due to higher infection/isolation Management failure: failure to oversee and respond in a timely way to child protection concerns, leaving children at risk</p>	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
<p>Risk Consequences: Harm or death of a child Inspection failure and regulatory action Litigation and reputational damage Other unpredicted costs to the LA</p>	1.	Benchmarking salaries with regional levels	Implement transformation programme of Children's service	October 2024	41%
	2.	Investing in training and development			
	3.	Over-recruiting where required			
	4.	Reviewing system pressures and taking action on a weekly basis			
	5.	Systemic unit model and integrated locality arrangements			
	6.	Skilled and stable workforce with low use of agency workers - Continued low use of agency workers but turnover and vacancies have risen.			
	7.	Strong multiagency children's safeguarding partnership under Keeping Bristol Safe arrangements			
	8.	Scrutiny of statutory safeguarding partners			
<p>Risk Owner(s): Executive Director Children and Education.</p>					
<p>Portfolio Flag: Children's Services, Education & Equalities</p>	<p>Summary of Progress: The Our Families Transformation Programme has identified strands to 1) Improve recruitment and retention of social workers. 2) Address demand management by focussed work to prevent children coming into care and improve placement sufficiency. 3) Respond to the findings within our Ofsted improvement plan. 4) Work is being planned across Adults and Children to improve Transitions for our children and timeliness of Care Act assessments. 5) DfE Grant to improve outcomes for children and linked to Our Families Transformation Programme has been approved and plan is in place to deliver against this over next 2yrs. Consultants appointed to work on models for adolescents, housing pathway and recruitment and retention of social workers. 6) The progress against the DfE grant and 7) Our Families Transformation programme is monitored through Our Families Board and CLB. The Directorate Improvement Plan encompasses actions against the risks.</p>				
<p>Strategic Theme: Our Organisation, Empowering and Caring, Wellbeing.</p>					


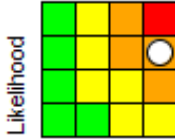
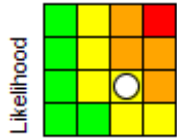
Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR48 - We may not be able to meet the affordable housing needs of the city by failing to meet the Project 1000 Delivery targets.</p> <p>Description: Failure of the City to deliver to the Mayoral Target of 1000 affordable homes per year by 2024. Strategies and delivery models designed to further stimulate growth in the housing market and deliver diversity of the housing in the City prove to be ineffective.</p>	<p>Constant</p> 	<p>21</p> <p>Likelihood = 3 Impact = 7</p>	 <p>Likelihood</p> <p>Impact</p>	<p>14</p> <p>Likelihood = 2 Impact = 7</p>	 <p>Likelihood</p> <p>Impact</p>
<p>Risk Causes:</p> <ul style="list-style-type: none"> - Availability of public subsidy from homes England and challenges in meeting their funding viability and value for money assumptions -reduction in the levels of Capital funding the Council has to support affordable housing delivery by third party providers - the complexity and costs associated with the development of brownfield sites, leading to viability challenges for both direct and 3rd party delivery. - Insufficient land available - continued impact of Covid 19 on the delivery programme of developments in the City - Not enough planning applications submitted - Not enough planning permissions granted and delays within the planning process - Inability of the housebuilding industry to deliver at this level to meet need through the planning system - Increased uncertainty in the market due to Brexit - Lack of capacity within the council's delivery system and the local market - Insufficient housing land identified in strategic planning documents 	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
<p>Risk Consequences:</p> <p>1. Reputational damage; 2. Increased levels of homelessness 3. Increased demand from the private rented sector, (non-affordable), by those in highest need 4. Residualisation of lower value areas of the city; 5. Economic deprivation, poorer health and lower educational attainment of households living in poverty in poor housing conditions with limited tenancy sustainability; 6. Balance between addressing need for family homes V increased viability of delivering smaller units</p>	<ol style="list-style-type: none"> 1. Improved our monitoring of affordable housing delivery and pipeline including identification of where HDT can unblock barriers to delivery. 2. Requiring a minimum of 30% affordable housing on land released by the Council. 3. Working collaboratively with Homes England to maximise subsidy in schemes - This provides as much affordable housing as possible. New framework for regular collaboration and review in place, focussing on both BCC direct delivery and RP delivery. 4. Project 1000 and Housing Delivery Boards - Scrutiny and active decision making / support at a senior and political level to influence and unblock barriers to delivery. Project 1000 leads in place. 5. KPI Targets for affordable housing delivery - quarterly reporting of KPI targets through spar.net providing corporate scrutiny on annual delivery against targets 6. Revised Affordable Housing Practice Note. 	<ol style="list-style-type: none"> 1. Secure Homes England Affordable Housing Programme Funding 2. Maximise capital funding from Homes England, WECA and DLUHC to address the complexities and additional costs of delivering an affordable housing programme on brownfield sites, including looking at ways of developing a strategic approach with key funding partners to meet infrastructure and abnormal costs. 	<p>March 2026</p> <p>March 2025</p>	<p>70%</p> <p>80%</p>	
	<p>Risk Owner(s): Executive Director Growth and Regeneration,</p>				
<p>Portfolio Flag: Housing Delivery and Homes</p> <p>Strategic Theme: Fair and Inclusive</p>	<p>Summary of Progress</p> <p>Very little change from previous quarter in what is currently a difficult time for the construction and development sector. The HRA delivery programme has progressed well since last quarter with new planning consents and start on site milestones being reached on 5 sites delivering 76 new homes. 97 new affordable homes completed in q2, a total of 227 this year. There are 1900 affordable homes in active delivery in the city and a new sites pipeline of 80 development opportunities being brought forward which will deliver a further 3000+ homes in future years. Its is this longer term, future pipeline of affordable homes that is potentially at risk for the City as costs rise and capacity within the construction sector diminishes.</p>				

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023


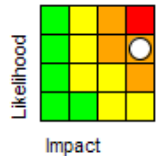
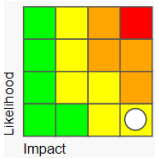
Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level		
<p>Risk Title: CRR49 - Potential Impact of Weak Workforce Resilience</p> <p>Description: A lack of workforce resilience or capacity to provide statutory services and achieve strategic aims and objectives</p>	<p>Constant</p> 	<p>9</p> <p>Impact 3 = Likelihood= 3</p>		<p>6</p> <p>Impact=3 Likelihood = 2</p>		
<p>Risk Causes: Failure to recruit – particularly in specialist areas where the market is highly competitive COVID-19 impact in labour market and workforce sickness High levels of staff turnover High staff sickness levels Ineffective prioritisation of workloads</p> <p>Risk Consequences: Key services fail – inability to meet service demands Statutory and/ or regulatory obligations are not delivered Strategic priorities and aims are not delivered. The council becomes unfocused, and demand led. Increasing levels of sickness absence Higher staff turnover and loss of talent HSE/Legal action Reputational damage Poor customer satisfaction leading to complaints and requests for compensation</p>	Existing Controls		Mitigating Actions			
	Control		Action Title	Due Date	Progress	
	<ul style="list-style-type: none"> •Agreements in place with employment businesses for the supply of contingent workforce; agency and statement of works •Promotion of apprenticeships and internal progression opportunities •Regular and close review of management information (through HR Dashboards and leavers survey) to monitor turnover, staff starters/exits to enable targeted actions to be taken •Stress risk assessments, supporting attendance policy, occupational health advice and Employee Assistance Programme are in place to minimise the incidence and length of sickness absence. A refreshed stress risk assessment has been developed through consultation with trade unions and staff led groups and is due for launch in December 22. •Support for managers with future workforce planning and succession planning, with bespoke action plans to target diversity and skills gaps •Consideration of impact of cost of living and winter pressures, encouraging take up of booster and flu jabs and review the facilities available in the workplace 		<p>Workforce Strategy is currently being refreshed and will have workforce resilience and wellbeing as a primary theme</p>	<p>March 2024</p>	<p>75%</p>	
<p>Risk Owner(s): Chief Executive, Director of Workforce and Change</p> <p>Portfolio Flag: City Economy, Finance & Performance</p> <p>Strategic Theme: Our Organisation</p>	<p>Summary of Progress: Sickness absence and staff turnover have started to subside. It is recognised that the chance of large swathes of the Council's 6,500+ workers simultaneously suffering a breakdown in resilience is unlikely. Therefore consideration will be given to asking areas where the risk is more likely to register this at a directorate/divisional/service level.</p>					

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level																
<p>Risk Title: CRR51 - ASC may be financial unsustainable due to national and local pressures leads to a failure to deliver statutory duties and budgetary control</p> <p>Description: There is a risk that ASC financial unsustainability due to a number of national and local pressures compromises the ability to deliver statutory duties and the independence of people that draw on care and support.</p>	<p>Constant</p> 	<p>21</p> <p>Likelihood = 3 Impact = 7</p>		<p>10</p> <p>Likelihood = 2 Impact = 5</p>																
<p>Risk Causes:</p> <ul style="list-style-type: none"> -Rising demand in Adult Social Care which must be met under the Care Act. Particularly from complex needs and higher cost requirements in people under 65. These needs are more likely to be met outside of area, be subject to lower personal contributions, and be needed for longer. -Increase of needs due to more health services being delivered in the community without appropriate funding following the patient. -Increased complex needs across our demographics that must be met under the Care Act. -Lack of funds available within budget to meet statutory duties. -Lack of systems in order to ensure effective governance and control of all spend. -Pressure from wider system pressures - for example, delays in hospitals which lead to increased long term cost provision for care. -Non-recurrent funding which limits opportunity for long term investment. <p>Risk Consequences:</p> <ul style="list-style-type: none"> - Overspending on the budget which may impact the wider council. -The consequence of this risk are that appropriate and effective care and support as required under the Care Act may not be possible for all those who require it. The consequence could be felt in the quality or quantity of care and support, or in both. 	<p>Existing Controls</p> <p>Control</p> <ul style="list-style-type: none"> • Established Care Cubed to improve pricing controls - enabling the service to maximise value for money. • Improved Business Intelligence - Developing advanced tools for analysing and reporting business intelligence and performance information. • Improved governance process on all spend - Improved case discussion where all spend is approved through tighter governance. • Leading integration opportunities with Health - Through establishment of the Integrated Care Board (ICB) BCC are leading implementation of integration opportunities which will maximise vfm e.g. joint commissioning of learning disability and autism team • Realignment of ASC Operations - Using new locality teams to work with local providers, community and voluntary sector to maximises care and support provision outside of Council statutory provision. This builds resilience in communities and individuals, and ensure statutory services are focused on the right interventions. • Reset the ASC Transformation Programme - Reset the programme to address market provision, workforce challenges, price control, practice and integration 		<p>Mitigating Actions</p> <table border="1"> <thead> <tr> <th>Action Title</th> <th>Due Date</th> <th>Progress</th> </tr> </thead> <tbody> <tr> <td>Strategic Partner (People Too) transformation work</td> <td>March 2024</td> <td>15%</td> </tr> <tr> <td>Develop Single Framework</td> <td>February 2024</td> <td>50%</td> </tr> <tr> <td>Increase the take up and opportunity around the use of technology enabled care</td> <td>Sept 2023</td> <td>100%</td> </tr> <tr> <td>Review of in-house service provision to deliver efficiencies and savings</td> <td>Sept 2023</td> <td>100%</td> </tr> </tbody> </table>			Action Title	Due Date	Progress	Strategic Partner (People Too) transformation work	March 2024	15%	Develop Single Framework	February 2024	50%	Increase the take up and opportunity around the use of technology enabled care	Sept 2023	100%	Review of in-house service provision to deliver efficiencies and savings	Sept 2023	100%
	Action Title	Due Date	Progress																	
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Review of in-house service provision to deliver efficiencies and savings	Sept 2023	100%																		
<p>Portfolio Flag: Children’s Services, Education & Equalities</p> <p>Portfolio Flag: Adult Social Care & Integrated Care System</p> <p>Strategic Theme: Our Organisation, Empowering and Caring, Wellbeing.</p>	<p>Summary of Progress:</p> <p>Peopletoo and other transformation programmes in flight, but as we enter Q3 the risk of not balancing the budget becomes more acute. Risk combined of legacy saving projects, transformation and continued increase in demand. Some projects are progressing well and are delivering cash savings but not at the scale and pace required. Non-cashable saving also being delivered.</p>																			

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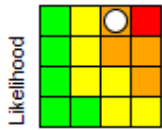

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR52 Failure to manage and evidence compliance with building safety obligations in HRA stock may lead to regulatory enforcement.</p> <p>Description: Risk of failing to ensure high rise properties meet safety requirements</p>	<p>Constant</p> 	<p>21</p> <p>Likelihood = 3 Impact = 7</p>		<p>7</p> <p>Likelihood = 1 Impact = 7</p>	
<p>Risk Causes: Findings from new PAS9980 inspection regime, learning from fires and new regulatory requirements. Difficulty recruiting to new posts and use of interim arrangements due to sector wide capacity issues with recruitment.</p> <p>Risk Consequences: Risks to personal safety, reputational and legal (financial and criminal), increased insurance costs.</p> <p>Risk Owner(s): Executive Director Growth and Regeneration, Director Homes and Landlord Service</p>	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
	<ul style="list-style-type: none"> Building safety board meetings monitor fire and building safety compliance. Governance via HSLT, EDM, Corporate Safety, Health & Wellbeing and Cabinet Member. Plan to create Building Safety Cases to evidence the safety management systems and action plans to remediate risks. Progression of a plan of action to meet requirements is underway through the Head of Business Development and Programme Lead (Residential Building Safety). 		A competent resource in place to manage and deliver building safety obligations	Dec 23	30%
			Evidence that all Building Safety Bill obligations are being met by ensuring all in scope buildings are registered and key building information supplied. - Phase 3 (building safety cases) (New)	April 23	3%
			Implement an evidenced risk-based approach to building safety management which ensures buildings which have a higher risk have more robust/intensive management.	April 23	20%
			Building/Fire Safety- develop plan for data, mandatory occurrence reporting, golden thread of information-strategy, data ownership, data storage and reporting software/systems under BSA	March 24	25%
			Building Safety – Develop strategy and programme following building safety case review from regulator. (New)	Oct 23	90%
			Building safety – Finalise and implement overarching resident engagement strategy	March 24	30%
			Building safety – Finalise and implement per block resident engagement strategy	March 24	30%
			Building Safety – Review performance reporting framework	Dec 23	100%
			Building safety – Review current governance structure through H&LS DMT, EDM and CLB	Dec 23	100%
			Building safety, Fire Safety – Comprehensive strategy for both building safety and fire safety for >11-18m stock due to very limited knowledge of 200+ mid-rise buildings	May 24	30%
		Building Safety- start building safety cases for HRBs	March 24	100%	

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023


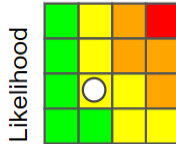
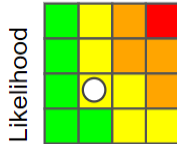
<p>Portfolio Flag: Housing Delivery and Homes</p>	<p>Summary of Progress: The panel determined that the likelihood should increase to 4 (highly likely) to reflect the above concerns, and takes into consideration the current major incident declared at Barton House relating to structural issues. Following discussion with members of HSLT, the risk title has been amended to reflect the possible outcome of regulatory enforcement, and the likelihood of this reclassified as 3 (likely). Significant progress has been in resourcing the Building Safety Team - albeit still predominantly with Interim appointments, and a programme for prioritisation of delivery and management of our Building Safety Obligations.</p>
<p>Strategic Theme: Our Organisation, Empowering and Caring, Fair and Inclusive, Well Connected, Wellbeing</p>	

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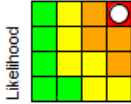
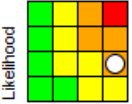
Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level		
<p>Risk Title: CRR53 - Increased social worker and occupational therapists' vacancies and sickness rates may result in vulnerable adults' care being comprised.</p> <p>Description: Limited staff capacity within operational teams will result in increased waiting times for assessment and review potentially putting vulnerable adults at risk of going without sufficient care and support.</p>	<p>Constant</p> 	<p>20</p> <p>Impact = 5 Major Likelihood= 4 Almost Certain</p>		<p>9</p> <p>Likelihood = 3 Impact = 3</p>		
<p>Risk Causes:</p> <ul style="list-style-type: none"> -Difficulties recruiting and retain experienced social workers and OTs. This is in line with national picture of increasing vacancy rates in statutory adult care social care departments across the country. -These vacancies are not distributed equally with some operational teams having nearly 50% vacant posts. -Sickness absence in operational teams have also increased during this period which is further compounding operational teams' ability to respond to those in most urgent need. -Cost of living crisis is also likely to impact on retention rates of social work staff 	Existing Controls		Mitigating Actions			
<p>Risk Consequences:</p> <ul style="list-style-type: none"> - As a result of this decreased operational capacity this has seen an increase in numbers of people waiting for assessment and reviews (insert data) -The percentage of individuals who have had an annual review of their care and support needs has also decreased in the last year with less than 50% of individual in receipt of care and support having had a formal review. 	Control	<ul style="list-style-type: none"> • Increase Social Work and OT Apprentice capacity - ASC have doubled the amount of SW and OT apprentices this year increasing to 6 SW Apprentices per year and 2 OT apprentices. • Operational Business Continuity plans duty - All operational teams have internal prioritisation process for workflow and demand. Additionally, they have robust duty systems in place with duty workers present to respond to urgent demands or cases to mitigate against highest risk of harm to citizens and respond in a timely way to those at greatest need. • Recruitment Strategy - Developed new recruitment strategy and implemented rolling recruitment advert. • Developing enhanced Wellbeing offer for operational staff - dedicated additional resource within Adult Workforce L&D to enhance our wellbeing and support offer. 	Action Title	Due Date	Progress	
<p>Risk Owner(s): Executive Director People, Director Adult Social Care.</p>			Commission Workforce Strategy	November 2023	100%	
<p>Portfolio Flag: Adult Social Care & Integrated Care System</p>						
<p>Strategic Theme: Our Organisation, Empowering others and Caring, Fair and Inclusive, Well connected, Wellbeing.</p>	<p>Summary of Progress: Work underway on TOM and Vision for ASC. Pay and non-pay options to shore up recruitment and retention progressing.</p>					

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Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023


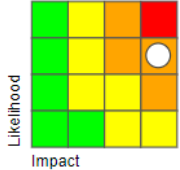

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR54 - Potential Threat of Financial Sustainability of Nursery Schools</p> <p>Description: The impact of Covid and union action on maintained nursery schools and classes will significantly reduce the funding provided to the LA and schools and could impact on sustainability and sufficiency (sufficiency being a statutory responsibility of the service) Ongoing underfunding of nursery schools continue to raise questions about their future.</p>	<p>Constant</p> 	<p>6</p> <p>Likelihood = 3 Impact = 2</p>	 <p>Likelihood</p> <p>Impact</p>	<p>6</p> <p>Likelihood = 3 Impact = 2</p>	 <p>Likelihood</p> <p>Impact</p>
<p>Risk Causes:</p> <ul style="list-style-type: none"> Availability of staff to service early years learning Census data weakened to inform on EY sector funding. Government process change. 	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
<p>Risk Consequences:</p> <ol style="list-style-type: none"> Increased financial deficits in maintained nursery schools leading to impact on the DSG and long-term sustainability. Reduction in places across the maintained sector on a permanent basis as schools close unsustainable nursery provision that impacts on the city's sufficiency plan. 	<ul style="list-style-type: none"> Identification of potential financial impact Review of progress with agreed actions with targeted nursery schools. Published a council position on the strategic need for nursery schools and key areas where action is required to support sustainability. Individual finance visits to four targeted nursery schools with the largest in-year deficits to create action plans to tackle identified issues. Communication with nursery schools to establish Covid impact and impact on pupil numbers Development of a nursery transformation programme in collaboration with LA maintained nursery school headteachers and governors. Context conversations to capture the strengths and strategic importance of nursery schools as well as the financial and operational challenges. 	Continuing with the nursery transformation programme and working with nursery schools to implement action plans that will reduce in-year deficits and move towards sustainable models for the future.	April 24	55%	
		Bringing groups of nursery schools together the develop collaborative and federation models that share resources, leadership, skills and expertise.	April 24	50%	
		Modelling management of change and collaborate and federation models to inform discussions.	April 24	50%	
		Engaging with elected members to review strategic position of nursery schools and how the council can support remodelling and securing future sustainability.	April 24	45%	
<p>Risk Owner(s): Executive Director People, Service Director Education and Skills</p>					
<p>Portfolio Flag: Children's Services, Education & Equalities</p>	<p>Summary of Progress:</p> <p>Increased government funding rates, including increased supplement for maintained nursery schools and increased hourly rates for 2 Year Olds and 3/4 Year Olds, are impacting positively on the school's in-year budget positions. Further funding to support government plans for the expansion of childcare and out of school wrap around care has been announced and officers are currently modelling the financial impact of these increases on current balances. The key challenge remaining is the repayment of the historical deficit of £7million. Discussions underway to agree a repayment plan that is manageable by schools and which meets outcomes of an Equalities Impact Assessment. Schools unable to repay historical deficit in 3-5 years, as stipulated by the financial regulations. Officers reporting to Our Families Board and Schools Forum updates provided.</p>				
<p>Strategic Theme: Our Organisation, Empowering and Caring, Fair and Inclusive, Well Connected, Wellbeing</p>					

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023


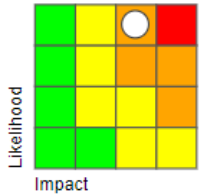

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level			
<p>Risk Title: CRR55 - Children placed in unregistered provision may be at risk</p> <p>Description: There is a possible high threat risk for the council regarding children placed in unregistered provision which is unlawful.</p>	<p>Constant</p> 	<p>28 Likelihood = 4 Impact = 7</p>	 <p>Likelihood</p> <p>Impact</p>	<p>14 Likelihood = 2 Impact = 7</p>	 <p>Likelihood</p> <p>Impact</p>		
<p>Risk Causes:</p> <ul style="list-style-type: none"> The causes are placement sufficiency and increased numbers of children coming into care. 	Existing Controls		Mitigating Actions				
	Control		Action Title	Due Date	Progress		
<p>Risk Consequences:</p> <ul style="list-style-type: none"> Unlawful placements Negative Legal Impact Negative Ofsted Impact 	<ul style="list-style-type: none"> Oversight of Director of Children and Families 		Improve placement sufficiency	March 2025	60%		
			<ul style="list-style-type: none"> Explore with Ofsted more creative solutions 			January 24	80%
<p>Risk Owner(s): Executive Director Children and Education</p> <p>Portfolio Flag: Children’s Services, Education & Equalities</p> <p>Strategic Theme: Our Organisation, Empowering and Caring, Fair and Inclusive, Well Connected, Wellbeing</p>	<p>Summary of Progress: The risk remains as we continue to have children placed in unregistered provision.</p>		Implementation of BCC Families Transformation Programme.	January 24	67%		

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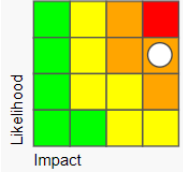

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR56 - Potential threat to the ASC Care Quality Commission (CQC) Assurance Preparedness and Rating</p> <p>Description:</p>	<p>Constant</p> 	<p>21</p> <p>Likelihood = 3 Impact = 7</p>		<p>2</p> <p>Likelihood = 2 Impact = 1</p>	
<p>Risk Causes New line of work - learning whilst doing with little evidence base or benchmarking to refer to. Programme of work in preparation for inspection hitherto managed within BAU resource which has proved insufficient. Current workforce and operating model pressures are leading to risks to compliance in carrying out statutory duties, e.g. safeguarding, timely Care Act Assessments. Data and performance reporting (e.g. locality dashboard) delayed/unfinished.</p> <p>Risk Consequences: People are families are waiting too long to be seen as teams are having to operate waiting lists, including in areas where there should be none, e.g. Safeguarding and First Response. Line of sight of risk is compromised. Individuals may come to harm.</p> <p>Risk Owner(s): Director - Adult Social Care</p>	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
	<p>This is a new area of work, and so current control requirements are emerging as we learn from pilots.</p>		LGA Peer Review (New)	January 2024	0%
			Reframed Approach to Self-Assessment (New)	December 2023	67%
			Resourcing Self-Assessment	October 2023	100%
<p>Summary of Progress: Self Assessment complete with the support of additional resource. LGA Peer Review Prep is underway alongside engagement with partners and colleagues on the self assessment.</p>					
<p>Strategic Theme: Empowering and Caring, Wellbeing Our Organisation</p>					

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023


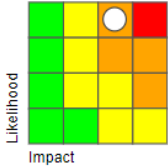

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR57 Possible procurement breaches and compliance with procurement rules & legislation.</p> <p>Description: Lack of compliance with procurement rules with regards to purchasing and contract management may result in breaches or BCC Procurement Rules and at risk of breaching PCR2015.</p>	<p>Constant</p> 	<p>20 Likelihood =4 Impact = 5</p>		<p>9 Likelihood = 3 Impact = 3</p>	
<p>Risk Causes Poor contract management Lack strategic planning and pipeline awareness.; Supplier preference, unwillingness to tender; Lack capacity withing Procurement & Contract Management Service; Rise of inflation and savings targets</p> <p>Risk Consequences: Successful Legal challenge and financial penalty against BCC. Reputational damage due to internal audit scrutiny and external audit publishing.</p>	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
	All procurement breaches to be approved by Executive Directors Breach Dashboard Data Reporting Training		Monthly reporting to Director of Finance on breach activity	March 2024	75%
			Quarterly Members Briefing on Procurement Breaches	March 2024	75%
			Monitoring reports on breach activity to all Directors and Executive Directors on breach numbers, compliance and mitigations.	March 2024	75%
<p>Risk Owner(s): Director: Finance (CFO S151)</p>					
<p>Portfolio Flag: Finance, Governance and Performance</p>	<p>Summary of Progress: Q2 Report - There have been 125 breaches YTD, which is high but represents a significant reduction from this time last year (194). For context, this means that 9% of all procurement decisions were breaches (125/1318), or 6% by value (£40m of breaches out of a total of £631m total decisions). Breach numbers by Directorate YTD are: 26 in Adults & Communities, 64 in Children and Education, 35 in G&R and 0 breaches in Resources. CLB agreed to bring Director led 'deep dive' reports back to CLB to set out how procurement breaches will be reduced. Breaches now monitored weekly by CLB.</p>				
<p>Strategic Theme: Our Organisation</p>					

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR58 Failure to maintain and replace the Highway and Traffic assets may lead to future budget shocks and potential injuries to the public</p>	<p>Constant</p> 	<p>21 Likelihood = 3 Impact = 7</p>		<p>10 Likelihood = 2 Impact = 5</p>	
<p>Description: Deterioration of highway condition. Additional roadworks resulting in congestion and air pollution. .</p>					
<p>Risk Causes Under investment in replacements and upgrades of highway and traffic assets Climate changes are accelerates the depreciation of the asset Lack of funding from Central Government and local funding</p>	<p>Existing Controls</p>		<p>Mitigating Actions</p>		
<p>Risk Consequences: 1. Multi-storey carpark closure 2. Multi-storey carpark structural failure 3. Harbour Bridge Structural Failure 4. Failure to safeguard against significant injury/death. 5. Litigation from third party aggravated or who have suffered loss, due to non treatment of a perceived collision site or other Highways defect. 6. Traffic congestion and air pollution. 7. Increase in complaints and request for repairs diverts resources from core business.</p>	<p>Control</p>	<p>Action Title</p>	<p>Due Date</p>	<p>Progress</p>	
<p>Risk Owner(s): Executive Director Growth and Regeneration</p>					
<p>Portfolio Flag: Transport</p>	<p>Summary of Progress: Risk categories increased to major due to current circumstances. E.g. claims increase and defects on network increasing as depreciation accelerates. Risk of the asset depreciation has been presented to senior leadership and finance colleagues to support business case for additional funding</p>				
<p>Strategic Theme: Well Connected</p>					

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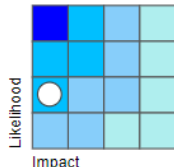
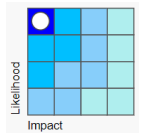
Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR59 Failure to deliver timely statutory planning decisions</p>	<p>Deteriorating</p> 	<p>20 Likelihood =4 Impact = 5</p>		<p>6 Likelihood = 2 Impact = 3</p>	
<p>Description: The DM service must determine applications in statutory time periods and failure to do this results in delays in delivering development and potentially refund of fees</p>					
<p>Risk Causes Inability to attract, recruit and/or retain existing suitably trained/qualified/experienced staff to support work programme and the development of the service. Small teams are less resilient than others, in some instances only one or two staff qualified to carry out services resulting in single point of failure. Jobs in the council not seen as aspirational and interest impacted by national news of council funding reductions. Salaries not as competitive as private sector. Limited opportunity for staff progression. Corporate financial pressures impacting recruitment and retention. Overturns of officer recommendations by Members at DC Committee. Decisions made under delegated powers that are overturned by the Planning Inspectorate at appeal.</p> <p>Risk Consequences: Planning & building regulation applications take longer to determine. Delays in delivering developments. Potential fee refund if extended time not agreed. Inability to complete existing projects. Reduced ability to take on work and to respond to variations in workload and programmes. Loss of market share if delays not acceptable to the customer. Inability to honour career grade progression commitments.</p> <p>Risk Owner(s): Chief Planner</p>	<p>Existing Controls</p>		<p>Mitigating Actions</p>		
	<p>Control</p>		<p>Action Title</p>	<p>Due Date</p>	<p>Progress</p>
			<p>Backlog recovery plan of planning application decisions</p>	<p>June 2024</p>	<p>25%</p>
<p>Portfolio Flag: Strategic Planning and City Design Strategic Theme Empowering and Caring Strategic Planning and City Design</p>	<p>Summary of Progress: In light of the massive backlog this has been a serious issue for the last 6 months that are addressing as No. 1 priority in development management. The scale of the issue means, however, that recovering the situation will take at least another 6 months likely longer.</p>				

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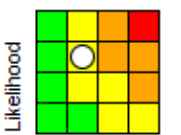
Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Opportunity Risks


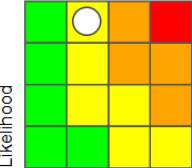

Opportunity Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: OPP01 - Possible Impact of One City Approach</p> <p>Description: The One City Approach will offer a new way to plan strategically with partners as part of a wider city system.</p>	<p>Constant</p> 	<p>14</p> <p>Likelihood = 2 Impact = 7</p>		<p>28</p> <p>Likelihood = 4 Impact = 7</p>	
<p>Risk Causes:</p> <ol style="list-style-type: none"> 1. Mayoral aspiration and widespread partner sign-up to principles 2. Work to date has produced outline plan and engaged partners in the long-term vision and necessary work to complete the plan 	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
<p>Risk Consequences:</p> <ol style="list-style-type: none"> 1. The council can plan as part of a wider city system, making stronger plans based on agreed city priorities which already have partner buy-in 2. Potential to make financial and efficiency savings and/ or deliver better services and/or reduced demand for service, reducing costs whilst improving citizen outcomes. Update April 2020: 3. Relationships already built can accelerate communication, collaboration and effective delivery of a coherent plan for the city's recovery from Covid-19 	<ol style="list-style-type: none"> 1. V3 One City Plan Produced - We have produced v3 of the One City Plan and produced our second annual report available on the One City Website from 12 June 2021. 		Set up Partnership Board	September 2023	100%
			Establish TOR and Performance Criteria	Feb 24	50%
<p>Risk Owner(s): Director Policy, Strategy and Partnerships.</p>					
<p>Portfolio Flag: Finance, Governance and Performance</p>	<p>Summary of Progress: Good engagement with Committee Member Working Group about One City but awaiting future session to confirm the group's view about the model, which will be influential.</p>				
<p>Strategic Theme: Our Organisation</p>					

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023


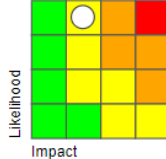
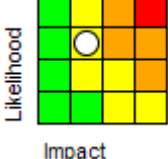
External and Civil Contingency Risks

External and Civil Contingency Risk	Trend	Current Risk Assessment	Risk Tolerance Level		
<p>Risk Title: BCCC1 - Flooding May Impact Public Safety</p> <p>Description: There could be a risk of damage to properties and infrastructure as well as risk to public safety from flooding which may be caused by a tidal surge, heavy rainfall and river flood events.</p>	<p>Constant</p> 	<p>15</p> <p>Likelihood = 3 Impact = 5</p>	 <p>Likelihood</p> <p>Impact</p>	<p>9</p> <p>Likelihood = 3 Impact = 3</p>	 <p>Likelihood</p> <p>Impact</p>
<p>Risk Causes:</p> <ul style="list-style-type: none"> -Tidal surge, heavy rainfall, and river flood events -Impact of climate change -Lack of effective flood defences and preparedness for major incidents -Failure of existing flood defences 	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
<p>Risk Consequences:</p> <ul style="list-style-type: none"> -Economic Impacts including loss of property -Loss of life/injury -Reputational damage -Damage to infrastructure including strategic highway -Blight of city centre development land 	<p>1. Avon and Somerset Local Resilience Forum - The Avon and Somerset Local Resilience Forum (LRF) is a partnership of all the organisations needed to prepare for an emergency in the LRF area. It includes the emergency services, health services, Maritime and Coastal Agency, Environment Agency, volunteer agencies, utility companies, transport providers and the five councils of Bath and North East Somerset, Bristol, North Somerset, Somerset, and South Gloucestershire.</p>	<p>Avonmouth Severnside Enterprise Area flood defence scheme - construction</p>	<p>June 2027</p>	<p>80%</p>	
	<p>2. Engagement with external partners to develop flood response plans and procedures - Working with emergency services, local authorities, and other agencies to develop flood response plans and procedures, investigating instances of flooding, training specialist staff in swift water rescue techniques, communicating with housing and business developers to incorporate flood protection into new developments. It provides guidance to members of the public about flooding, including flood warnings and what people can do to help themselves.</p>	<p>Bristol Avon Flood Strategy - Outline Business Case</p> <p>Deliver Local Flood Risk Management Actions</p> <p>Establish improved maintenance regimes for the assets in the floating harbour and update asset management system (New)</p>	<p>January 24</p> <p>February 2030</p> <p>Dec 24</p>	<p>70%</p> <p>25%</p> <p>50%</p>	
<p>Risk Owner(s): Executive Director Growth and Regeneration, Director Economy of Place.</p>	<p>3. Local Flood Risk Management Strategy - Bristol has in place a local Flood Risk Management Strategy which comprises of 5 key themes and 43 separate actions in line with Environment Agency's national strategy. The Strategy has used outputs from a number of key studies (which identify the risk of flooding to the city) to structure our response to flood risk management, from emergency management to flood mitigation schemes</p> <p>4. Regular and Emergency Maintenance and Clearing of Gullies and Culverts – especially in advance of storm warnings</p> <p>5. Ongoing engagement with Civil Protection unit</p>	<p>Resilient Frome project</p> <p>Underfall Yard sluice replacement works – construction (New)</p>	<p>March 27</p> <p>July 24</p>	<p>20%</p> <p>20%</p>	
<p>Portfolio Flag: Climate, Ecology, Energy & Waste and Strategic Planning, Resilience and Flood Strategy</p>	<p>Summary of Progress: Resource appointed to lead Frome resilience project, manager recruitment ongoing. Projects progressing but significant flood risk remain.</p>				
<p>Strategic Theme: Our Organisation, Empowering and Caring, Fair and Inclusive, Well Connected, Wellbeing.</p>					

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

External and Civil Contingency Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: BCCC4 – Possible Increase in Winter diseases including COVID-19 and Flu</p> <p>Description: Covid 19 poses multiple risks to population health. Directly from infection; indirectly through social and economic impacts; and through pressures on the health and care system. On 21ST Feb 2022 the Gov announced Living with Covid Strategy which includes withdrawal of population testing and contact tracing. Isolation and other compliance is voluntary</p>	<p>Deteriorating</p> 	<p>12 Likelihood = 4 Impact = 3</p>		<p>9 Likelihood = 3 Impact = 3</p>	
<p>Risk Causes: Covid 19 poses multiple risks to population health. Directly from infection; indirectly through social and economic impacts; and through pressures on the health and care system. Removal of Covid controls reduces ability to contain infection.</p> <p>Risk Consequences: Infection from Covid, proportion of severe illness, long Covid and deaths. Disruption to work, school, university. Emotional and mental health impacts, for all ages including loneliness. Food poverty.</p>	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
	1. Daily Situation Reports – weekly from April 2022 and will be produced in current format until 31 March 2023				
	2. Investment in Infection Prevention and Control - Additional recurrent investment has been made in Community Infection Prevention and control. Regional and Health system IPC oversight established				
	3. Local Outbreak Management and Response Plan - LOMP has been replaced by living with Covid Plan -developed with partners. Weekly Outbreak Management Group replaced by weekly Living With Covid Group. Monthly reports to CLB Gold and regular updates to ELM. Regular staff and public bulletins				
	4. Ongoing Community Engagement and Mental Health Work - Additional investment in MH work through Thrive				
	5. Priority Programmes focussed on Mental Health, Well-Being and Food Poverty				
	6. Protecting Health Function - Enhanced protecting health function - completed / Green. Weekly reports published – will remain in place but frequency may change - Green				
<p>Risk Owner(s): Executive Directors & Director of Public Health</p>					
<p>Portfolio Flag: Mayor</p>	<p>Summary of Progress: The winter disease season has not started yet (24/11/23) so there has not been a marked increase in Flu or COVID at the moment, but we do anticipate that the seasonal increase will be notable in the coming quarter.</p>				
<p>Strategic Theme: Our Organisation, Empowering and Caring, Fair and Inclusive, Well Connected, Wellbeing</p>					

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

External and Civil Contingency Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: BCCC5 - Cost of Living Crisis may have major impact on Citizens and Communities</p> <p>Description: Failure of the council and its one-city partners to mitigate against, and provide adequate services to, citizens experiencing increases in living costs including fuel and food leading to increased poverty, inequity and worsening health & wellbeing as a result of the ongoing cost of living crisis.</p>	<p>Constant</p> 	<p>12 Likelihood = 4 Impact = 3</p>		<p>9 Likelihood = 3 Impact = 3</p>	
<p>Risk Causes:</p> <ul style="list-style-type: none"> -Supply chains disruption -Global COVID-19 Pandemic -Brexit -War in Ukraine -Leading to rapid inflation <p>Risk Consequences:</p> <ul style="list-style-type: none"> -Destitution - homelessness -Inability for citizens to pay general services and utilities -Increased debt for citizens and the council -Health and well-being deterioration -Inequity deepening -Increased demand on services across the council leading to failure to meet this demand -Community cohesion deteriorates 	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
	1. Baseline / impact assessment to understand potential impact on Bristolians	Review and update comms plan for winter 23/24	October 2023	100%	
	2. Creation of monitoring framework with 'red flag' indicators	Update Impact Assessment	Sept 2023	100%	
	3. Development of civic & community asset map	Work with Quartet to award Social Action Grants	December 2023	0%	
	4. Development of framework for targeted action				
	5. Data monitoring of key 'red flag' indicators - monitored by the One City and One Council Group				
	6. Established One Council Group to monitor impact and coordinate action (meeting appx every 3 weeks)				
	7. Established One City Coordination Group				
	8. Communication plan in place led by BCC External Communications				
	9. Bi-weekly meetings of Community Exchange - Meetings with community partners delivering response				
<p>Risk Owner(s): Executive Director People, Director Public Health</p>	<p>Summary of Progress: We have a communications plan in place. The BCC website continues to provide information for people who need financial help or looking to increase their household income. 60 welcoming spaces are open and we expect more to open now that small grants have been made available via Quartet. The City Coordination Group continues to meet monthly as does the One Council Group we are agreed our focus is about long term sustainable action to address poverty and inequity which included ensuring there is immediate help available. This is a systemic problem rather than a short term crisis.</p>				
<p>Portfolio Flag: Public Health and Communities</p>					
<p>Strategic Theme: Our Organisation, Empowering and Caring, Fair and Inclusive, Well Connected, Wellbeing</p>					

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Risk Scoring Matrix

		Threat Impact (Negative risks)					Opportunity Impact (Positive Risk)						
Threat Likelihood	Almost certain	4	4 (Low)	12 (Medium)	20 (High)	28 (Critical)	28 (Significant)	20 (High)	12 (Medium)	4 (Low)	4	Almost certain	Opportunity Likelihood
	Likely	3	3 (Low)	9 (Medium)	15 (High)	21 (High)	21 (High)	15 (High)	9 (Medium)	3 (Low)	3	Likely	
	Unlikely	2	2 (Low)	6 (Medium)	10 (Medium)	14 (High)	14 (High)	10 (Medium)	6 (Medium)	2 (Low)	2	Unlikely	
	Rare	1	1 (Low)	3 (Low)	5 (Medium)	7 (Medium)	7 (Medium)	5 (Medium)	3 (Low)	1 (Low)	1	Rare	
			1 Minor	3 Moderate	5 Major	7 Critical	7 Exceptional	5 Significant	3 Modest	1 Slight			

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Threat Level	Opportunity Level	Level of Risk	Actions Required
1-4	1-4	Low	May not need any further action / monitor at the Service level.
5-12	5-12	Medium	Action required, manage and monitor at the Directorate level.
14-21	14-21	High	Must be addressed - if Directorate level consider escalating to the Corporate Risk Report, if Corporate consider escalating to the Cabinet Lead.
28	28	Critical / Significant	Action required - escalate if a Directorate level risk, escalate to the Corporate Level, if Corporate bring to the attention of the Cabinet Lead to confirm action to be taken.

LIKELIHOOD AND IMPACT RISK RATING SCORING
Likelihood Guidance

Appendix A1 – Corporate Risk Register Q3 2023-2024 as at December 2023

Likelihood	Likelihood Ratings 1 to 4			
	1	2	3	4
Description	Might happen on rare occasions.	Will possibly happen, possibly on several occasions.	Will probably happen, possibly at regular intervals.	Likely to happen, possibly frequently.
Numerical Likelihood	Less than 10%	Less than 50%	50% or more	75% or more

Severity of Impact Guidance (Risk to be assessed against all of the Categories, and the highest score used in the matrix).

Impact Category	Impact Levels 1 to 7			
	1	3	5	7
Service provision	Very limited effect (positive or negative) on service provision. Impact can be managed within normal working arrangements.	Noticeable and significant effect (positive or negative) on service provision. Effect may require some additional resource, but manageable in a reasonable time frame.	Severe effect on service provision or a Corporate Strategic Plan priority area. Effect may require considerable /additional resource but will not require a major strategy change.	Extremely severe service disruption. Significant customer opposition. Legal action. Effect could not be managed within a reasonable time frame or by a short-term allocation of resources and may require major strategy changes. The Council risks 'special measures'. Officer / Member forced to resign.
Communities	Minimal impact on community.	Noticeable (positive or negative) impact on the community or a more manageable impact on a smaller number of vulnerable groups / individuals which is not likely to last more than six months.	A more severe but manageable impact (positive or negative) on a significant number of vulnerable groups / individuals which is not likely to last more than twelve months.	A lasting and noticeable impact on a significant number of vulnerable groups / individuals.
Environmental	No effect (positive or negative) on the natural and built environment.	Short term effect (positive or negative) on the natural and or built environment.	Serious local discharge of pollutant or source of community annoyance that requires remedial action.	Lasting effect on the natural and or built environment.
Financial Loss / Gain	Under £0.5m	Between £0.5m - £3m	Between £3m - £5m	More than £5m
Fraud & Corruption Loss	Under £50k	Between £50k - £100k	Between £100k - £1m	More than £1m
Legal	No significant legal implications or action is anticipated.	Tribunal / BCC legal team involvement required (potential for claim).	Criminal prosecution anticipated and / or civil litigation.	Criminal prosecution anticipated and or civil litigation (> 1 person).
Personal Safety	Minor injury to citizens or colleagues.	Significant injury or ill health of citizens or colleagues causing short-term disability / absence from work.	Major injury or ill health of citizens or colleagues may result in. long term disability / absence from work.	Death of citizen(s) or colleague(s). Significant long-term disability / absence from work.
Programme / Project Management <i>(Including developing commercial enterprises)</i>	Minor delays and/or budget overspend but can be brought back on schedule with this project stage. No threat to delivery of the project on time and to budget and no threat to identified benefits / outcomes.	Slippage causes significant delay to delivery of key project milestones, and/or budget overspends. No threat to overall delivery of the project and the identified benefits / outcomes.	Slippage causes significant delay to delivery of key project milestones; and/or major budget overspends. Major threat to delivery of the project on time and to budget, and achievement of one or more benefits / outcomes.	Significant issues threaten delivery of the entire project. Could lead to project being cancelled or put on hold.
Reputation	Minimal and transient loss of public or partner trust. Contained within the individual service.	Significant public or partner interest although limited potential for enhancement of, or damage to, reputation. Dissatisfaction reported through council complaints procedure but contained within the council. Local MP involvement. Some local media/social media interest.	Serious potential for enhancement of, or damage to, reputation and the willingness of other parties to collaborate or do business with the council. Dissatisfaction regularly reported through council complaints procedure. Higher levels of local or national interest. Higher levels of local media / social media interest.	Highly significant potential for enhancement of, or damage to, reputation and the willingness of other parties to collaborate or do business with the council. Intense local, national and potentially international media attention. Viral social media or online pick-up. Public enquiry or poor external assessor report.

Appendix A2 – Static Risk Report Q3 2023-2024 as at December 2023 Corporate Risk Register

Threat Risks – Static Risk Summary

Risk	Q4 Rating (22/23)	Q4 Matrix (22/23)	Q1 Rating (23/24)	Q1 Matrix (23/24)	Q2 Rating (23/24)	Q2 Matrix (23/24)	Q3 Rating (23/24)	Q3 Matrix (23/24)
CRR55 - Children placed in unregistered provision may be at risk	N/A	N/A	28 ↓	 Likelihood Impact	28	 Likelihood Impact	28	 Likelihood Impact
CRR9 - Possible Failure of Safeguarding Vulnerable Children	21 ▬	 Likelihood Impact	21 ▬	 Likelihood Impact	21 ▬	 Likelihood Impact	21 ▬	 Likelihood Impact
CRR10 - Safeguarding Adults may be at Risk with Care and support needs.	15 ▬	 Likelihood Impact	21 ↓	 Likelihood Impact	21 ▬	 Likelihood Impact	21 ▬	 Likelihood Impact
CRR15 – Possible In-Year Financial Deficit	28 ↓	 Likelihood Impact	21 ↑	 Likelihood Impact	21 ▬	 Likelihood Impact	21 ▬	 Likelihood Impact
CRR48 - We may not be able to meet the affordable housing needs of the City by failing to meet the Project 1000 Delivery targets.	21 ▬	 Likelihood Impact	21 ▬	 Likelihood Impact	21 ▬	 Likelihood Impact	21 ▬	 Likelihood Impact
CRR51 - ASC may be financial unsustainable due to national and local pressures leads to a failure to deliver statutory duties and budgetary control	21 ▬	 Likelihood Impact	21 ▬	 Likelihood Impact	21 ▬	 Likelihood Impact	21 ▬	 Likelihood Impact
CRR52 - Potential failure to manage and evidence building safety obligations in HRA stock	21 ▬	 Likelihood Impact	21 ▬	 Likelihood Impact	21 ▬	 Likelihood Impact	21 ▬	 Likelihood Impact
CRR7 - Potential Cyber Security Issues	20 ▬	 Likelihood Impact	20 ▬	 Likelihood Impact	20 ▬	 Likelihood Impact	20 ▬	 Likelihood Impact
CRR25 - Possible Suitability of Line of Business (LOB) Systems Issues	20 ▬	 Likelihood Impact	20 ▬	 Likelihood Impact	20 ▬	 Likelihood Impact	20 ▬	 Likelihood Impact

Appendix A2 – Static Risk Report Q3 2023-2024 as at December 2023 Corporate Risk Register

Risk	Q4 Rating (22/23)	Q4 Matrix (22/23)	Q1 Rating (23/24)	Q1 Matrix (23/24)	Q2 Rating (23/24)	Q2 Matrix (23/24)	Q3 Rating (23/24)	Q3 Matrix (23/24)
CRR37 – Homelessness and the subsequent cost of providing suitable affordable accommodation may affect long-term outcomes	20 		20 		20 		20 	
CRR40 - Potential Threat of Unplanned Investment in Subsidiary Companies	20 		20 		20 		20 	
CRR43 - Lack of progress for Mass Transit may have on Impact on the city	20 		20 		20 		20 	
CRR45 - Potential failure to deliver statutory duty in respect of Children	20 		20 		20 		20 	
CRR53 - Increased social worker and occupational therapists vacancies and sickness rates may result in vulnerable adults care being comprised.	20 		20 		20 		20 	
CRR57 – Possible procurement breaches and compliance with procurement rules & legislation	15 		20 		20 		20 	
CRR18 - Possible failure to deliver enough new homes to meet Mayoral and Annual Business Plan targets.	10 		15 		15 		15 	
CRR27 – We may fail to Deliver the Capital Transport Programme	15 		15 		15 		15 	
CRR26 - ICT Resilience May Not Be Effective	14 		14 		14 		14 	

Appendix A2 – Static Risk Report Q3 2023-2024 as at December 2023 Corporate Risk Register

Risk	Q4 Rating (22/23)	Q4 Matrix (22/23)	Q1 Rating (23/24)	Q1 Matrix (23/24)	Q2 Rating (23/24)	Q2 Matrix (23/24)	Q3 Rating (23/24)	Q3 Matrix (23/24)
CRR29 - Information Security Management System (ISMS) May Not Be Effective	10 		10 		10 		10 	
CRR39 - Adult and Social Care major provider/supplier may fail to deliver as expected	15 		15 		15 		9 	
CRR6 - Potential threat of Fraud and Corruption	15 		15 		15 		6 	

External and Civil Contingency Risks – Static Risk Summary

Risk	Q4 Rating (22/23)	Q4 Matrix (22/23)	Q1 Rating (23/24)	Q1 Matrix (23/24)	Q2 Rating (23/24)	Q2 Matrix (23/24)	Q3 Rating (23/24)	Q3 Matrix (23/24)
ECRCC1 – Flooding May Impact Public Safety	15 		15 		15 		15 	
ECRCC5 - Cost of Living Crisis may have major impact on Citizens and Communities	28 		12 		12 		12 	

Opportunity Risk Static Risk Summary

Risk	Q4 Rating (22/23)	Q4 Matrix (22/23)	Q1 Rating (23/24)	Q1 Matrix (23/24)	Q2 Rating (23/24)	Q2 Matrix (23/24)	Q3 Rating (23/24)	Q3 Matrix (23/24)
OPP01 - Possible Impact of One City Approach	21 		14 		14 		14 	

Appendix A2 – Static Risk Report Q3 2023-2024 as at December 2023 Corporate Risk Register

Static Risk Definition: A Corporate Risk where the score has not changed for three consecutive quarters.

Legend

Code	Description	Number of Risks
Remained Static.	Was static in Q2 23/24 and remains static in Q3 i.e. four consecutive quarters.	17
Became Static in Q3	Became static in Q3 23/24 by the score remaining the same in Q3.	5
Mitigated in Q3	Was static in Q2 23/24 but the risk was mitigated, and the score reduced during Q3.	2
	Total	24

Appendix A3 – Risks Scoring 20 to 28 but not in Corporate Risk Register Q3 2023-2024 – December 2023

Summary of Risks Scoring 20 to 28 but not in Corporate Risk Register Q3 2023-2024 – December 2023

Risk Title	Score	Directorate	Comments
Carbon net Zero 2030 target may not be achieved for council owned housing	21	Growth and Regeneration	Agreed at the Q3 Risk Review to be managed at EDM level, risk score to be reviewed, controls and mitigation actively managed regularly.
Failure to meet Ombudsman recommendations on damp & mould.	21	Growth and Regeneration	Agreed at the Q3 Risk Review to be managed at EDM level, risk score to be reviewed, controls and mitigation actively managed regularly.
Harbour infrastructure failure lead to property damage, flooding and injuries	21	Growth and Regeneration	Agreed at the Q3 Risk Review to be managed at EDM level, risk score to be reviewed, controls and mitigation actively managed regularly.
Scheduling Click system at end of life - risk of failure to repairs in social housing	21	Growth and Regeneration	Agreed at the Q3 Risk Review to be managed at EDM level, risk score to be reviewed, controls and mitigation actively managed regularly.
Possible failure to meet building safety and consumer standard legislative obligations from lack of adequate HRA financial support	21	Growth and Regeneration	Agreed at the Q3 Risk Review to be managed at EDM level, risk score to be reviewed, controls and mitigation actively managed regularly.
DRR Failure to manage and evidence compliance with fire safety obligations in HRA stock may lead to regulatory enforcement, injury, loss to residents, or damage to property.	21	Growth and Regeneration	Agreed at the Q3 Risk Review to be managed at EDM level, risk score to be reviewed, controls and mitigation actively managed regularly.
DRR02 Failure to evidence compliance with asbestos obligations in HRA stock.	21	Growth and Regeneration	Agreed at the Q3 Risk Review to be managed at EDM level, risk score to be reviewed, controls and mitigation actively managed regularly.
DRR17b Electrical safety - Failure to manage and evidence compliance with electrical safety obligations in HRA stock may lead to regulatory enforcement, death, or serious injury.	21	Growth and Regeneration	Agreed at the Q3 Risk Review to be managed at EDM level, risk score to be reviewed, controls and mitigation actively managed regularly.
CRR48b Failure of Goram homes to deliver in accordance with project 1000 Forecasts	21	Growth and Regeneration	This risk, along with CRR48 and CRR48a and CRR48c, are being reviewed with the view to merged into the Corporate Risk <i>CRR48 - We may not be able to meet the affordable housing needs of the City by failing to meet the Project 1000 Delivery targets.</i>
CRR48c Failure to deliver new Council homes in accordance with Project 1000 Forecasts	21	Growth and Regeneration	This risk, along with CRR48 and CRR48a and CRR48b, are being reviewed with the view to merged into the Corporate Risk <i>CRR48 - We may not be able to meet the affordable housing needs of the City by failing to meet the Project 1000 Delivery targets.</i>
Parks and Green spaces Asset deterioration and failure	20	Growth and Regeneration	Agreed at the Q3 Risk Review to be managed at EDM level, risk score to be reviewed to reflect EDM level, controls and mitigation actively managed regularly.
Resourcing for Finance Team may affect service delivery	20	Resources	Agreed at the Q3 Risk Review to be managed at EDM level, risk score to be reviewed, controls and mitigation actively managed regularly.

Appendix A3 – Risks Scoring 20 to 28 but not in Corporate Risk Register Q3 2023-2024 – December 2023

Risk Title	Score	Directorate	Comments
Placement sufficiency for children in care / care leavers	20	Children and Education	A review of this risk commenced in Q3 and will continue in Q4 to provide assurance on the current risk score, or whether the score can be reduced. Agreed at the Q3 Risk Review to be managed at EDM level, risk score to be reviewed, controls and mitigation actively managed regularly.
Integrated Care System Effectiveness of Joint Funding Arrangements	20	Adult and Communities	A review of this risk commenced in Q3 and will continue in Q4 to provide assurance on the current risk score, or whether the score can be reduced. Agreed at the Q3 Risk Review to be managed at EDM level, risk score to be reviewed, controls and mitigation actively managed regularly.
Strategic and Operational Governance of Refugee Resettlement, Asylum and NRPF	20	Adult and Communities	Agreed at the Q3 Risk Review to be managed at EDM level, risk score to be reviewed, controls and mitigation actively managed regularly.
DRR Possible Hengrove Leisure Centre PFI Budget Deficit	20	Adult and Communities	A review of this risk commenced in Q3 and will continue in Q4 to provide assurance on the current risk score, or whether the score can be reduced. Agreed at the Q3 Risk Review to be managed at EDM level, risk score to be reviewed, controls and mitigation actively managed regularly.

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

MEETING DATE: 23 January 2024

TITLE	2023/24 Quarter 3/Period 8 Finance Report		
Ward(s)	N/a		
Author: Jemma Prince		Job title: Finance Business Partner – Planning, Reporting and Strategy	
Cabinet Lead: Cllr Craig Cheney – Deputy Mayor and Cabinet Member for Finance, Governance and Performance		Director Lead: Denise Murray – Director of Finance	
Proposal origin: Other			
Decision maker: Cabinet Member			
Decision forum: Cabinet			
Purpose of Report:			
<p>The Council budget for 2023/24 was agreed by Full Council 21 February 2023. This report provides information and analysis at Quarter 3/Period 8 (November 2023 extrapolated) on the Council’s financial performance against the approved budget and its forecast use of resources for the financial year. This report also serves as a mechanism for any finance approvals or adjustments that are required on the Council’s approved budget.</p>			
Evidence Base:			
<p>The 5 year budget was approved by Council in February 2023.</p> <p>The Council operates directorate cash limited budgets and Executive Directors are responsible for ensuring that appropriate action is taken to contain both revenue and capital spending in line with the directorate’s overall budget limit. Budget holders forecasting a risk of overspend which can potentially be brought back in line with their budget should, in the first instance, set out in-service options for mitigation. Where these options are considered undeliverable or pressures cannot be contained across the directorate the budget scrutiny process will be triggered and a request may be made for the Executive to consider granting a supplementary estimate redirecting funds from an alternative source.</p> <p>Following the emergence of a £12.1m pressure within the Children and Education Directorate at Period 4, £12.6m of cross-directorate savings were transferred to an earmarked reserve for supplementary estimate for Children and Education Directorate later this year (as approved at Full Council as part of the MTFP and Capital Strategy Report on 31 October 2023).</p> <p>The Council’s overall annual revenue spend is managed and monitored across a number of areas and at Quarter 3/Period 8, the forecast financial outturn for 2023/24 is as follows:</p> <p>The General Fund</p> <ul style="list-style-type: none"> ◦ The General Fund is currently forecasting an overspend of £5.5m (1.1%) against its approved budget of £483.5m. ◦ The General Fund savings programme for 2023/24 agreed by Council and included in the General fund budget above is £26.2m (23/24 savings £16.2m and £10.0m carried forward from prior years still requiring delivery). In addition to this £26.2m, there are an additional net £9.3m of savings undelivered at 2022/23’s full year outturn and £1.8m of additional savings activity approved since the start of 2023/24 so that a total £37.3m savings are being tracked in the current financial year. Currently £6.9m (18%) of these £37.0m savings are reported as being at risk and two savings, total £0.4m, are to be written-off. <p>A number of these savings’ delivery risks are captured in the forecast outturn above or in the directorate risk and opportunities logs; however, it should be noted that not all risks are formally acknowledged in the outturn</p>			

and as such this represents an underlying additional risk.

The Ring-fenced Accounts

- Housing Revenue Account (HRA) is forecasting an underspend of £0.2m (-0.2%) on the £137.4m approved gross expenditure budget. This net underspend is due primarily to additional investment income receivable as a result of increased interest rates.
- The Dedicated Schools Grant (DSG) revised budget, including amounts recouped by the Education and Skills Funding Agency for Academies, is £452.3m against which it continues this month to forecast a £16.4m (3.6%) mitigated in-year deficit. This in-year forecast overspend, when combined with the prior year's carried forward deficit of £39.7m, brings the forecast total accumulated carried forward in to 2024/25 deficit £56.1m.
- The Public Health Grant allocation for 2023/24 is £35.7m and no variation is forecast.

Capital Programme

- The Cabinet recommended Capital programme budget was £298.1m comprising £149.5m for General Fund, £15.3m for projects pending and £133.3m for the HRA. The latest revised total budget for 2023/24 is £261.5m reflecting a decrease since P7 of £39.1m in total (representing a decrease of £39.2m for General Fund and HRA and an increase of £0.1m for Corporate Pending/Contingency budget). This decrease in budget reflects the recent reprofiling of the capital programmes in to programme out-years. Against the HRA and General Fund revised total budget of £257.2m, the General Fund is forecasting a £2.3 (0.9%) overspend and the HRA is forecasting a £3.8m (1.5%) underspend.

Further Risks & Opportunities

- Further risks and opportunities to the Council have been identified which could materialise during the financial year. These are a combination of costs, savings delivery, income generation and funding opportunities. These risks and opportunities arise predominantly within the Resources Directorate and currently present a net £0.6m. Work continues to identify ways in which to mitigate these in full.

Key Decisions Requested

- Active Travel Capability and Ambition Fund – to accept and spend WECA 6 month funding extension representing £170k.
- Bristol Liveable Neighbourhood (South) – to apply for and draw down WECA funding of £600k.
- To accept the funding of £ 670k awarded by WECA from the Investment Fund to provide specialist resources to cover areas such as communications and engagement, property and finance, over the duration of the CRSTS program.

Full details of Quarter 3/Period 8 revenue and capital spend and full year forecast are provided in Appendices A1a to A10.

Cabinet Member / Officer Recommendations:

That Cabinet notes:

- The General Fund forecast overspend of £5.6m against council approved budget at Q3/P8 2023/24.
- The Quarter 3/Period 8 technical virements (Appendix A1a, Tables 3 and 4).
- The performance on delivery of savings (Appendix A1a, section 4, Table 5).
- The additional weighted net risk of £3.4m per the risks and opportunities register (Appendix A1a, section 5, Table 5)
- A forecast underspend of £0.2m within the HRA and that over- or under-spends that materialise within the HRA will be funded by a transfer to or from the HRA general reserve at the end of the financial year.
- A forecast in-year deficit of £16.4m after in-year mitigations of £2.1m, accumulating to a total £56.1m carried forward deficit in the DSG at the close of 2023/24.
- A breakeven position on Public Health services.
- The level of outstanding debt as at 30 November 2023 (Appendix A1a, section 7, Tables 9 and 10).
- The latest position on balance sheet risks (Appendix A1a, section 8, Table 11)
- The 1 April 2023 opening balances on the General Fund and Earmarked Reserves and movements to Q3

(Appendix A1a, section 2.6, Table 2).

- A forecast £1.5m underspend (including £2.3m overspend for the allocated General fund and a £3.8m underspend on HRA) against the revised Capital Programme's Budget (Appendix A1b)
- The planned use of capital receipts of £9.8m (Appendix A1b, section 3)
- The decision to submit a FADF application to the WECA to access £0.6m from the £12m Liveable Neighbourhood allocation within the CRSTS funding.

That Cabinet authorises:

- The write-off of £0.43m from previously approved budget savings initiatives IN27b and 2223-GR055.
- The Executive Director, Growth and Regeneration, in consultation with the council's S151 Officer and the Deputy Mayor with responsibility for Finance, Governance and Performance to accept and spend the latest funding award of £0.170m (in addition to previous £0.338m) from the West of England Combined Authority for the delivery of the Active Travel Capability and Ambition Fund 6-month extension across financial years 2023/24-2024/25.
- For the Executive Director, Growth and Regeneration, in consultation with the council's S151 Officer and the Deputy Mayor with responsibility for Finance, Governance and Performance to accept the £0.6m funding provided specifically for the Bristol South Liveable Neighbourhood Scheme and to procure and award contracts for expenditure of that funding.
- For the Executive Director, Growth and Regeneration, in consultation with the council's S151 Officer and the Deputy Mayor with responsibility for Finance, Governance and Performance to accept the £0.67m funding provided specifically by WECA from the Investment Fund to provide specialist resources to cover areas such as communications and engagement, property and finance, over the duration of the CRSTS program and to procure and award contracts for expenditure of that funding.

Corporate Strategy alignment:

This report sets out progress against our budget, part acting in line with our organisational Theme of Effective Development Organisation, making sure that we are financially competent and resilient, offering good value for money (page 58).

City Benefits:

Cross priority report that covers whole of Council's business

Consultation Details: N/a

Background Documents: N/a

Revenue Cost	See above	Source of Revenue Funding	N/A
Capital Cost	See above	Source of Capital Funding	N/A
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice: The resource and financial implications are set out in the report.

Finance Business Partner: Jemma Prince, Finance Business Partner - Planning and Reporting, 12 January 2024

2. Legal Advice: The report, including the detail set out in the Appendices, will assist Cabinet to monitor the budget position with a view to meeting the Council's legal obligation to deliver a balanced budget. Legal advice will be provided separately in relation to the Decisions set out in the report.

Legal Team Leader: Nancy Rollason, 11 January 2024.

3. IT Advice: Whilst the process of financial monitoring has no IT implications itself, the council continues to carry business continuity and cyber-security risks and the council's overall financial position (and its capacity for change management) makes it likely that this will continue in-year.

IT Team Leader: Tim Borrett, Director: Policy, Strategy and Digital, 8 January 2024

4. HR Advice: No HR implications of the recommendations. Any mitigations that affect BCC staff will be undertaken in accordance with the council's Managing Change Policy.

HR Partner: James Brereton, Head of Human Resources, 9 January 2024

EDM Sign-off	Denise Murray	15/01/24
Cabinet Member sign-off	Clr Craig Cheney	15/01/24

For Key Decisions - Mayor's Office sign-off	Mayor's Office	15/01/24
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Appendix A – Further essential background (A1a-A10 excl. A9)	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	NO
Appendix F – Eco-impact screening/ impact assessment of proposal	NO (not required)
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO

Bristol City Council

Quarter 3/Period 8 2023/24 - Finance Monitoring Revenue Report

1. REVENUE SUMMARY POSITION

- 1.1. The Council budget for 2023/24 was agreed by Full Council 21 February 2023. This report provides detailed information and analysis as at Quarter 3 (Period 8, November, extrapolated) on the Council's financial performance against the approved budget and forecast use of resources for the financial year.
- 1.2. At Quarter 3 (Q3), the Council is forecasting an overspend of £5.5m (1.1% of the gross budget of £483.5m) on the current approved General Fund budget. This £5.5m reflects pressures with the Adult Social Care, Resources and Growth and Regeneration Directorates. It is anticipated that these pressures will be mitigated before the full year outturn.
- 1.3. In addition to this forecast, there are further risks and opportunities identified for the directorates which are continually monitored and assessed. These are excluded from the forecast above and are summarised in Table 6 below as well as being set out in each of the separate directorate appendices.
- 1.4. The Council operates directorate cash limited budgets and Executive Directors are responsible for ensuring that appropriate action is taken to contain both revenue and capital spending in line with each directorate's overall budget limit. Budget holders forecasting a risk of overspend which can potentially be brought back in line with their budget should, in the first instance, set out in-service risks and opportunities for mitigation. Where these are considered undeliverable, or pressures cannot be contained across the directorate, the budget scrutiny process will be triggered so that a deep dive can be performed and, where appropriate, request may be made for the Executive to consider granting a supplementary estimate redirecting funds from an alternative source.
- 1.5. Following the Period 4 forecast of a £12.1m emerging pressure within the Children and Education Directorate, £12.6m of cross-directorate savings were transferred to a Corporate earmarked reserve and an initial supplementary estimate of £11.5m for Children and Education Directorate was subsequently approved at Full Council as part of the MTFP and Capital Strategy Report on 31 October 2023.
- 1.6. As part of this Q3/Period 8 report, the Children and Education Directorate's forecast pressure has increased from £12.1m to £18.5m. This pressure is assessed as being non-containable within the directorate. However, in addition to the £12.6m of cross-directorate savings previously identified and transferred to the Corporate earmarked reserve there are further mitigations within the Corporate Directorate budget which include £1.7m for contract inflation as originally budgeted for Children and Education Directorate and approved as part of Budget 2023/24 (at Full Council 21 February 2023) plus a further £4.3m from contract inflation budgets.
- 1.7. The initial supplementary estimate will be transacted in Period 10 in order that the directorate remains within its budget spend authority.

- 1.8. An additional supplementary estimate is to be recommended to Full Council for approval alongside the Budget 2024/25 in February 2024.
- 1.9. The forecast currently assumes delivery of approved savings plans which total £37.3m (Table 5) and includes the savings assigned to the Top-4 prioritised transformation programmes.
- 1.10. The forecast outturn position on the Housing Revenue Account (HRA) is a £0.2m (0.2%) favourable variance. Details are set out in section 6.4 below and Appendix A6.
- 1.11. The Dedicated Schools Grant (DSG) is forecasting a £16.4m deficit (3.6%) against the revised gross budget of £452.3m. This would bring the cumulative deficit at this year end to £56.1m. This forecast includes a transformational programme of savings scheduled to deliver £2.1m in the current year. Details are set out in section 6.5 below and Appendix A7.
- 1.12. The Public Health (PH) Grant is forecast to break-even as set out in section 6.6 below and Appendix A8.

2. GENERAL FUND REVENUE POSITION

- 2.1. Table 1 below provides an overview of the Council's Q3 forecast position for the 2023/24 financial year. Additional service detail is provided for each directorate in individual appendices.

Table 1: Q3/P8 2023/24 Summary Full Year General Fund Revenue Forecast

Quarter 3 / Period 8 - Summary	Approved budget	Revised Budget	Q3/P8 Forecast	Total Variance YTD Q3/P8	Total Variance %
	£000s	£000s	£000s	£000s	
8 - Adult & Communities					
14 - Adult Social Care	155,990	173,415	177,583	4,168	2.4%
36 - Communities and Public Health - General Fund	5,853	6,092	5,952	(140)	-2.3%
57 - Commissioning, Contracts Quality and Performance (Adults)	10,519	14,461	12,590	(1,870)	-12.9%
Total 8 - Adult & Communities	172,362	193,967	196,124	2,158	1.1%
9 - Children & Education					
15 - Children and Families Services	89,051	90,053	104,010	13,957	15.5%
16 - Educational Improvement	21,644	22,655	27,201	4,546	20.1%
1B - Transformation - Our Families Programme	0	0	1	0	26.2%
Total 9 - Children & Education	110,695	112,709	131,212	18,503	16.4%
2 - Resources					
21 - Policy, Strategy and Digital	21,008	21,383	21,402	18	0.1%
22 - Legal and Democratic Services	14,575	15,616	16,414	798	5.1%
24 - Finance	6,142	6,903	6,783	(120)	-1.7%
25 - HR, Workplace & Organisational Design	3,155	3,188	3,104	(84)	-2.6%
26 - Management - Resources	181	110	0	(110)	-100.0%
Total 2 - Resources	45,061	47,200	47,702	502	1.1%
4 - Growth & Regeneration					
37 - Housing & Landlord Services	20,559	21,651	21,651	0	0.0%
46 - Economy of Place	3,328	3,080	3,082	2	0.1%
47 - Management of Place	(2,334)	(1,926)	(1,373)	553	-28.7%
4A - Management - G&R	(170)	(338)	(338)	0	0.0%
4B - Property, Assets and Infrastructure	40,011	40,030	42,282	2,252	5.6%
Total 4 - Growth & Regeneration	61,395	62,496	65,303	2,807	4.5%
SERVICE NET EXPENDITURE	389,512	416,372	440,342	23,970	5.8%
X2 - Levies	11,071	6,071	6,071	0	0.0%
X3 - Corporate Expenditure	49,634	15,427	15,427	(0)	0.0%
X4 - Capital Financing	23,866	21,933	15,985	(5,948)	-27.1%
X6 - Year-end Transactions	0	12,320	(235)	(12,555)	-101.9%
X9 - Corporate Allowances	9,440	11,400	11,400	(0)	0.0%
Total Corporate	94,011	67,151	48,648	(18,503)	-27.6%
TOTAL REVENUE NET EXPENDITURE	483,523	483,523	488,990	5,467	1.1%

2.2. Adults & Communities

2.2.1. The Adults & Communities Directorate is currently forecasting an overspend of £2.2m variance against its £194.0m revised budget. The directorate is anticipated to mitigate this pressure in full on a recurrent basis before the full year outturn.

2.2.2. Adult Social Care divisions continue to experience significant service pressures and associated financial risks in relation to Adult Purchasing Budgets, with a £13.2m risk of overspend. This is a challenging budget area with both savings targets still to be achieved and also increasing demand and cost pressures (see Appendix 2). Areas of

significant variance relate to adults of working age budgets, in all areas of the service provision for this cohort, with a risk of overspend of £8.1m. Residential and nursing budgets for people over 65 years old are also at risk with a total forecast risk of overspend of £6.5m. These risks plus a further £1.0m for Preparing for adulthood are currently partially offset by additional income contributions of £2.4m. There are further forecast underspends on both employee costs of £1.5m, grants of £3.1m and £3.2m other non-adult purchasing costs (net). The balance of £5.4m is to be partially offset by assumed savings and mitigations in development focusing on areas from purchasing budgets through to market sustainability, which are still to be achieved of £3.1m thereby leaving the forecast net pressure of £2.3m. The service has advised that these risks can be mitigated by savings delivery and a balanced budget position achieved through work aligned to the Adult Social Care Transformation Programme. Further details are provided at Appendix A2 of this report.

2.3. Children and Education

- 2.3.1. The Children and Education Directorate is currently reporting a net £18.5m (16.4%) adverse variance to its revised budget of £112.7m. It is proposed that this is to be mitigated both through supplementary estimates and the draw down of Children and Education contract inflation budget held corporately to date.
- 2.3.2. Childrens and Families Services is forecasting a net overspend of £14.0m (15.5%). The Placements budget continues to be the area of greatest concern with increasing reliance on the External Supported Accommodation (ESA) and Out of Authority (OoA) placement markets. This is a result of the lack of placement sufficiency in the local area.
- 2.3.3. Detailed work is ongoing on the Children's Transformation Programme which will contribute to reducing and mitigating current in year spend and enable progress towards achieving a financially sustainable position over the MTFP period. This will include developing plans to enhance early help services, improving quality of practice, developing the workforce, improving governance and quality assurance, implementing a new model for residential placements, and working more effectively with partners.
- 2.3.4. The Educational Improvement Service is forecasting an overspend of £4.5m (20.1%). This main pressure remains in the Home to School Travel service which has seen a significant increase in the number of children with Education, Health and Care Plan (EHCP) who need transport to school and a proportionately sharp increase in the number of routes to educational settings outside the local area.
- 2.3.5. Following the deep dive review, work is ongoing in the directorate to establish opportunities to manage and mitigate this pressure and any further risk, recognising the tension between service improvements and financial pressures, designing effective services with, and for, children and families; and efficiency of delivery and best value will improve as a result.
- 2.3.6. Further details on the P8 position are provided at Appendix A3 of this report.

2.4. Resources

- 2.4.1. The Resources Directorate is forecasting a full year overspend of £0.5m (1.1%) against a revised budget of £47.2m which is an adverse movement of £0.5m from Period 7. The movement across the directorate is a result of items previously listed within risks and opportunities. It is anticipated that the directorate will identify a range of one-off mitigations before the full year outturn. Further detail is provided at Appendix A4.
- 2.4.2. There is an in-year pressure of £0.8m within Legal & Democratic Services primarily due to additional locum and agency costs as a result of rising demand for statutory Adult Care and Child Protection work. This will be an ongoing pressure for Legal Services, assessed to be £0.5m, which will be reflected as part of budget setting and the Budget update.
- 2.4.3. There is a £1.0m pressure within Finance due to increased insurance premiums however this is currently being mitigated by underspends across the rest of the division resulting in a net under spend of (£0.1m). There is expected to be an ongoing pressure in relation to insurance premiums which needs to be considered as part of the Budget update.
- 2.4.4. The net position for risks and opportunities is £0.6m. The most material risks are £0.4m within HR, Workplace & Organisational Design in relation to contractual issues resulting in underachievement of the income target and £0.2m within Finance due to recruitment challenges resulting in the use of interim resource at a higher price point than anticipated to cover urgent and critical areas including HRA.

2.5. Growth and Regeneration

- 2.5.1. The Growth & Regeneration Directorate is now reporting a forecast overspend of £2.8m (4.5%) against its revised budget position of £62.5m. The forecast overspend includes a £2.2m overspend against corporate energy costs and a £0.6m overspend against street lighting costs. Both overspends are driven by the higher than expected cost of electricity and gas in 2023-24. It is anticipated that the directorate will identify a range of one-off mitigations before the full year outturn.
- 2.5.2. Within the risks and opportunities log for G&R there are several pressures and mitigations which, whilst they currently net to zero, should be noted.
- Within council car parking operations there is highlighted risk of underachievement of income, linked to usage, at a potential adverse impact of £1.6 million, this as with the other risk areas requires further due diligence and mitigations as outlined in the appendix are being implemented.
 - Homelessness pressures from increasing demand continue to pose a risk, with a 17% increase in family TA placements over the last 12 months. These pressures are starting to be addressed by the Temporary Accommodation Savings Programme that is seeing an increase in the supply of properties available through various initiatives to house individuals and families in less expensive accommodation options.
 - Surplus income in respect of the Clean Air Zone (CAZ) is planned to be used to mitigate the in-year pressures within the directorate, where its use is compliant with the Transport Act 2000 and the Bristol Clean Air Zone Charging Order being

primarily for the purpose of directly or indirectly facilitating the achievement of local transport policies of the authority

2.6. Corporate Items and Reserves

- 2.6.1. Corporate budgets are held for Capital financing, corporate expenditure such as pensions, levies and contingencies for pay awards, inflation and non-delivery of savings.
- 2.6.2. Local government pay award information was released in November. The uplift equates to an average 5.6% increase from previous year totalling £11.6m. This will be funded by £10.8m as set aside in the Corporate Directorate budget for pay award and the balance remaining will be covered by levies and corporate contingency budget.
- 2.6.3. The Council's General Fund Reserve opening balance as at 1 April 2023 is £29.5m after a transfer of £3.9m as agreed in the 2023/24 budget to balance the general fund. There is a planned drawdown of £1.0m for the Transformation of Temporary Accommodation which was approved by Cabinet on the 6th June 2023.
- 2.6.4. Earmarked Reserves are held for a specific purpose. In accordance with the Council's policy on reserves, earmarked reserves are regularly reviewed for the continuing need. As at 1 April 2023 these reserves totalled £126.6m.
- 2.6.5. A new £12.6m earmarked reserve of cross-directorate savings identified to Q2/P5 was approved by Full Council (31 October 2023) to be used for supplementary estimate to cover the £11.5m budget shortfall in the Childrens and Education directorate.
- 2.6.6. At P8/Q3 the current forecast is that a net £9.2m will be drawn down in the year leaving a closing balance of £130.0m. A breakdown of the £9.2m is set out in the Table 2 below which includes the drawdown £11.5m as mentioned in 2.6.5.

Table 2: Summary of proposed reserve movements

Reserve name	Opening balance 01.04.2023	Transfers Actioned in 23/24	Forecast Drawdown/ (contribution to) 23/24	Closing balance 31.03.2024
	£000	£000	£000	£000
Capital Investment Reserve	(12,640)	0	(211)	(12,851)
Goram Homes Investment	(12,121)	0	3,120	(9,001)
Business Transformation Reserve	(5,197)	1,659	1,542	(1,996)
Waste Contract Payment Mechanism	(466)	0	371	(95)
Operational Reserve - Resources	(140)	0	140	0
Adult Social Care Innovation Fund	(527)	0	527	0
Property Asset Management Plan	(683)	0	341	(341)
Public Health	(4,635)	0	27	(4,608)
Reserve - City Funds	(3,396)	0	370	(3,026)
Key Line of Business Systems*	(614)	507	67	(40)
IFRS - Grants with no conditions	(1,047)	0	131	(916)
Troubled Families	(89)	0	89	0
PFI (Sinking Fund) Various	(345)	0	345	0
PFI (Phase 1 & BSF) Schools	(1,374)	234	0	(1,140)
Housing Benefits Subsidy – Volatility	(546)	0	340	(206)
Legal	(280)	0	280	0
Future City Demonstrator	(71)	0	61	(10)
Docks Dredging	(378)	0	200	(178)
Cost of Elections	(427)	0	(201)	(628)
Learning City	(166)	0	30	(136)
GDPR and Data Information Security	(231)	0	171	(60)
Adoption west	(193)	0	160	(33)
JSP & Local Plan record	(158)	0	136	(22)
Bear Pit	(59)	0	59	0
Climate & Ecological Reserve	(2,619)	0	2,365	(254)
Serious violence, contextual safeguarding and community tension	(390)	0	158	(233)
Ethical debt project	(400)	0	238	(162)
Period Poverty	(8)	0	8	0
Streetworks Permit	(237)	0	72	(165)
Covid 19 Grants – Public Health	(708)	0	588	(120)
Digital Transformation	(3,090)	(2,166)	1,603	(3,654)
Bristol Legacy Community Repair Fund	(75)	0	75	0
S256 - Healthier Together Funding For Integrated Care	(15,170)	0	10,217	(4,953)
Reserve - Clean Air Zone (CAZ) - Implementation grant	(5,096)	0	1,466	(3,630)
Reserve - Family Hubs & Start for Life Programme	(883)	0	883	0
Reserve - Clean Air Zone (CAZ) - Operational surplus	(7,391)	0	(28,143)	(35,533)
23/24 Budget resilience reserve	0	(12,554)	11,500	(1,054)
Total of all other reserves without movement	(44,761)	0	0	(44,761)
	(126,611)	(12,320)	9,124	(129,807)

3. TECHNICAL VIREMENTS

3.1. Table 3 below summarises the inter-directorate technical virements to Q3 with Table 4 detailing the reasons for these budget movements.

Table 3: Summary of budget movements by directorate for Q3

Directorate	Approved Budget	Revised Budget	Q1		Q3	Total
	£000's	£000's	Virements £000's	Q2 Virements £000's	Virements £000's	virements £000's
Adult & Communities	172,362	193,967	19,429	(79)	2,255	21,605
Children & Education	110,695	112,709	(335)	(356)	2,705	2,014
Resources	45,061	47,200	566	245	1,328	2,139
Growth & Regeneration	61,395	62,496	92	81	929	1,101
Corporate Expenditure	94,011	67,151	(19,752)	109	(7,217)	(26,860)
Total Revenue Net Expenditure	483,523	483,523	0	(0)	0	(0)
Corporate Funding	(483,523)	(483,523)	0	0	0	0
Total	(0)	(0)	0	(0)	0	0

Table 4: Summary of budget movements by reason for Q3

Reason	Adult & Communities	Children & Education	Resources	Growth & Regeneration	Corporate Funding & Expenditure
	£000's	£000's	£000's	£000's	£000's
Addition Income/Grant	0	0	0	0	0
Other cost centre realignments	100	0	(1,609)	(4,145)	5,654
Inflation Adjustment	2,155	2,705	2,937	5,073	(12,871)
Grand Total	2,255	2,705	1,328	929	(7,217)

4. SAVINGS PROGRAMME – SUMMARY

4.1. The General Fund savings programme for 2023/24 agreed by Council and included in the budget was £26.2m (comprising 23/24 savings £16.2m; and £10.0m carried forward from prior years still requiring delivery). In addition to this £26.2m, there was an additional net £9.3m of savings undelivered declared in the 2022/23's provisional outturn report which went to Cabinet in May. A further net £1.8m approved savings activity since the start of 23/24 brings the total savings tracked for delivery in the current financial year to £37.3m.

Table 5: Summary of Savings Delivery

Directorate	Total Savings due in 23/24 £m	Other approved changes in 23/24 £m	Savings with net cost in 23/24 £m	One-off savings only in 22/23 £m	Rollover of undelivered savings from prior year £m	Net - savings as per Budget 23/24 £m	2023/24 Savings reported as safe		2023/24 Savings reported as at risk	
							£m	£m	£m	%
Children's & Education	3.5	-0.4	-0.4	0.0	-0.1	2.6	2.6	0.9	26%	
Adults, Community & Public Health	10.5	-0.3	-0.6	0.0	-2.4	7.1	8.3	2.2	21%	
Resources (& Shareholding)	9.6	-0.3	0.0	-0.2	-3.1	6.0	9.1	0.4	5%	
Growth & Regeneration	13.8	-0.9	0.0	-0.2	-2.2	10.5	10.5	3.3	24%	
Total	37.3	-1.8	-1.1	-0.4	-7.8	26.2	30.5	6.9	18%	

4.2. As at Period 8, £30.5m (80%) of savings are considered safe and £6.9m (18%) are reported at risk and are being monitored and reviewed for delivery or in-year mitigation where possible. These saving delivery risks are captured in either the forecast outturn or the directorates' risk and opportunities logs where mitigation is still expected.

4.3. Whilst there are £6.9m of savings being reported as at risk, these are being reviewed for mitigation and management with the expectation of reducing the potential under-delivery.

Furthermore, the council does retain an optimism bias, set against the delivery of savings, which is held corporately at £8.2m.

4.4. The following changes to savings have been made since Q2/P5 –

4.4.1. 'NEW2223_CF6b Review special guardianship order arrangements' Since the original savings plan was agreed there have been significant changes to the benefits system which directly impacts on opportunity of savings associated to Special Guardianships as of 23/24 onwards. This is due to the change in application of child element disregard for special guardianships for those on Universal Credit and legal advice which means that the saving can no longer be fully achieved.

4.4.2. '2324-P10 Change adult purchasing budget saving to PeopleToo project savings' The saving has been reported as RED monthly since the start of the financial year. Following diagnostic work by PeopleToo, the ASC transformation delivery partner, there are now a number of projects underway which are contracted to deliver savings in year relating to the purchasing budget. The ASC programme and ASC EDM are tracking savings delivery at project level so it would be prudent to replace this single £4.0m with the individual savings lines relating to PeopleToo projects (which make up £4.3m cost reduction in 23/24). Subsequent years' savings are also expected through these projects however they have been submitted corporately through Bridging the Gap (corporate budget setting) process for MTFP 2024-29. As a result, the change request relates to 23/24 savings only.

4.5. The following two savings will no longer be delivered -

4.5.1. IN27b - £0.2m – Generating and saving money through energy generation and efficiency. With the price increases with regards to energy this has not been achievable throughout the last two years and is not expected to be delivered for the foreseeable future.

4.5.2. 2223-GR055 £0.2m – Increase fees for Pay and Display parking bays within Residents Parking Schemes for the period after the first 30 minutes, by 15% based on local transport policy to encourage modal shift to sustainable modes of transport. This was originally budgeted at £0.35m however only £0.15m has been deliverable.

Cabinet is asked to approve the permanent write off of £0.4m from the above two savings.

5. RISKS AND OPPORTUNITIES

5.1. There are other financial risks and opportunities to the council which have been identified and could materialise during the financial year. These are not reflected in the forecast position outlined in section 1.2 and Table 1. They are a combination of costs, savings delivery, income generation and funding opportunities. Cost of living pressures (such as inflation) are being captured and monitored against the allowance made within the budget.

5.2. The table below summarises these risk and opportunities. These represent a weighted additional net potential risk of £0.6m.

Table 6: Summary Risks and Opportunities by Directorate

Directorate	Total Risk £'000	Total Opportunity £'000	Net Risk/(Opportunity) £'000
Adult			0
Children & Education			0
Resources	0.988	(0.421)	0.567
G&R	13.214	(13.209)	0.005
Corporate	0.300	(0.300)	0.000
Total	14.502	(13.930)	0.572

6. RING-FENCED BUDGETS

6.1. There are several funds held by the council where the council must ensure that the income or grant is ringfenced and only spent in specific service areas. The three main activities that are ringfenced through legislation and/or government funding rules and covered in this Q3/P8 report are the HRA, the DSG and Public Health.

6.2. Table 7 below provides an overview of the council's Q3 forecast position for the 2023/24 financial year.

Table 7: Q3/P8 2023/24 Summary Full Year Ring-Fenced Fund Forecast

Quarter 3 / Period 8 - Summary	Approved budget	Revised Budget	Q3/P8 Forecast	Total Variance YTD Q3/P8	Total Variance %
	£000s	£000s	£000s	£000s	
Total Housing Revenue Account	137,365	137,365	137,125	(240)	-0.2%
Total Dedicated Schools Grant	453,226	452,326	468,722	16,396	3.6%
Total Public Health Grant	0	(0)	0	0	0.0%
Total Ring-fenced Budgets	590,591	589,691	605,847	16,156	2.7%

6.3. Further detail of the financial pressures and variances are summarised at a high level only below, with full details contained in the following appendices:

- HRA – Appendix A6
- DSG – Appendix A7
- Public Health – Appendix A8

6.4. HRA

- 6.4.1. The Housing Revenue Account (HRA) is a self-financing account and must ensure it operates within the resources available which include levels of HRA reserves. The HRA does not directly impact on the council's wider general fund budget. Income to the HRA is primarily received through the rents and other charges paid by tenants and leaseholders.
- 6.4.2. The Housing Revenue Account (HRA) is currently forecasting a favourable outturn of £0.2m against its approved budget of £137.4m. The main drivers of this forecast position are adverse variances of £0.3m for Income (due mainly to project delays preventing scheme handovers as planned and in turn having an adverse impact on dwelling rent income forecast), £1.4m overspend on Supervision and Management (mostly due to planned programme overheads), £1.2m increase in impairment provision forecast and £4.5m on Repairs & Maintenance expenditure (with £2.7m forecast for Barton House evacuation and associated costs and significant overspends forecasted for adaptation works, relet repairs and fire safety works). These are expected to be partially offset by favourable variances of £0.6m against energy costs in communal areas and £7.0m additional investment income receivable as a result of increased interest rates. Any overspend reported at the year end March 2024 will be contained within the HRA general reserves.
- 6.5. **DSG**

- 6.5.1. Bristol's DSG allocation for 2023/24 is £452.3m (£196.6m after deductions and excluding the de-delegation element). The DSG is currently forecasting an in-year overspend of £16.4m (3.6%). This forecast includes still to be verified mitigations of £2.1m. When added to the prior year's brought forward deficit balance of £39.7m this results in a forecast cumulative overspend of £56.1m to be carried forward at the close of this financial year as set out in the table below.

Table 8: Q3 - DSG Summary Full Year Forecast

Summary DSG position as at 2023/24 Period 8 (P8)					
Table 1 - Bristol Dedicated Schools Grant 2023/24	2022/23 b/f balance	Gross DSG funding / Budget 2023/24*	P08 Gross DSG forecast outturn	In-year variance as at P08	Cumulative c/f forecast position as at P06
£'000					
Schools Block	(787)	323,851	323,851	(0)	(787)
De-delegation	(527)		(1)	(1)	(528)
Central School services Block	8	2,717	2,709	(8)	
Early Years	(605)	37,432	38,201	769	164
High Needs Block	42,520	86,675	103,482	16,808	59,328
High Needs Transformation	(928)	1,627	2,566	939	11
Funding	0	(452,302)	(452,302)	0	0

Total (Unmitigated position)	39,680		18,506	18,506	58,187
Mitigations (budget v.s. forecast in 2023-24)		(3,180)	(2,112)		(2,112)
Total - Mitigated position	39,680		16,394	18,506	56,075
* Bristol gross DSG Allocations, including recoupment and deductions for NNDR, and for direct funding of high needs places directly passported to schools by ESFA totalling £255.752m as at 20th July 2023.					

- 6.5.2. The biggest challenge is within the High Needs block (HN) which is forecast to overspend by £16.8m in this financial year. This pressure is mostly driven by increase in the number of EHCPs and the complexity of needs of children with SEN.
- 6.5.3. Early Years is forecasting an in-year overspend of £0.769 million, with a breakdown of planned overspend on the Early Years Improvement Programme and additional funding needed for SEN. On the other hand, the High Needs Transformation Programme is forecasting a £1.0 million in-year overspend, and this overspend will be covered by carry-forward funding from previous years.
- 6.5.4. Two workstreams funded through a Department for Education Delivering Better Value (DBV) Grant are moving from the development to the delivery phase. In workstream 1 a steering group has been established to develop the scope of the project and identify schools to take part in a test and learn pilot for the new academic year. A tender process for workstream 2 completed in June 2023 and a delivery partner has been identified to review High Needs Block funding.
- 6.5.5. The goal of these programmes is to improve outcomes for children and young people with SEND and explore ways of gaining better value from the limited resources available.
- 6.6. Communities and Public Health**
- 6.6.1. The Public Health Grant of £35.7m was awarded for 2023/24. The Public Health Grant is awarded annually to the local authority and is ring fenced for the purposes of public health. The grant enables the Director of Public Health to discharge their statutory duties. Where appropriate we joint fund services with other bodies and receive income from partners according for this purpose.
- 6.6.2. An annual return must be provided by the authority to Office for Health Improvement and Disparities (OHID), which is audited against the grant regulations. More details are provided at Appendix A8.

Cabinet is asked to note a forecast overspend of £0.2m within the HRA and a forecast DSG mitigated in-year deficit of £16.4m accumulating to a forecast total £56.1m carried forward deficit at the close of 2023/24.

7. REGULATORY INCOME

COUNCIL TAX (including preceptor's income)

- 7.1. Bristol City Council set the Council Tax budget for 2023/24 with a 4.99% increase (2.99% for general requirements plus 2.0% specifically for Adult Social Care). The council's budgeted income from Council Tax is £258.8m and represents 53.5% of the net budget requirement (£483.5m).
- 7.2. Council Tax collection is reporting a deficit of £2.4m at the end of November. This position is expected to improve over the coming months as more cases are progressed through the various recovery stages.
- 7.3. A significant number of debts are on payment plans and many of these extend over a longer period than we would normally arrange due to higher levels of individual debts and the ongoing cost of living crisis. The council continues to monitor these payment plans and offers support to maintain these when appropriate.
- 7.4. For Council Tax Reduction Scheme (CTR), there has been a gradual decrease (3%) in the overall caseload since the 2023/24 budget was set. This has been exclusive to reductions in the working age caseload. The estimated change for the rest of the year is hard to predict, but would estimate no, or small changes, for the rest of 2023/24.

BUSINESS RATES

- 7.5. The council's budgeted business rates income is £154.0m in 2023/24 (net of tariff of £1111.6m) and represents 31.9% of the net budget requirement (£483.5m). In-year collection as at the end of November is £155.4m. This is £4.2m below target for this time of year. However, this position is expected to improve over the coming months with a likely shortfall of £2.2m at year-end. This has been factored into the surplus/deficit calculation for 2023/24.
- 7.6. The high energy costs, together with the cost-of-living crisis, generally continue to add to the difficulties many businesses are facing and these may well still impact on collection levels.
- 7.7. Note that collection fund shortfalls (should they occur) would impact on the council's cash position in 2023/24 however, because of timing differences, the budgetary impact will fall in the following year, 2024/25.

DEBT MANAGEMENT

- 7.8. During the year the council collects core locally retained funding and income from various areas to fund the services provided. A breakdown of the main sources of debt outstanding are outlined in the tables below. For the HRA (Table 9) this is as reported for review at the end of September. Current Tenant Arrears (CTA) make up £8.8m (56%) of the closing HRA debt profile.

Table 9: Opening and Closing Balances of Outstanding Debt at 30/09/2023

Type of Debt	Opening balance (01/07/2023) £m	Movement £m	Closing balance (30/09/2023) £m
Total HRA debt	13.390	2.256	15.646

7.9. Other debts are reported as at the end of November (Table 10).

Table 10: Opening and Closing Balances of Outstanding Debt at 30/11/23

Type of Debt	Opening Balance (01/04/2023) £m	Movement £m	Closing Balance (30/11/2023) £m
Sundry Debt	76.160	(49.901)	26.263
Council tax arrears	50.500	(14.393)	36.107
Business Rate Arrears	21.726	(8.829)	12.897
Overpaid Housing Benefit	19.872	(9.817)	10.055

7.10. Of the £26.3m sundry debt outstanding at 30 November 2023, £4.22m (16.07%) was less than 1 year old. The invoicing process for sundry debt, being on an as required basis, is not directly comparable to the billing and collection processes for council tax and business rates. The debt position for overpaid housing benefit adjusts daily meaning that the figure noted above as movement, is the overall reduction in the brought forward balance.

7.11. Write offs of aged debt are reported annually to Cabinet. During the period to November 2023 £7.7m was written off in line with the write-off policy and the scheme of delegation in respect of the income streams in the above table. Ethical debt collection and recovery activities are in place and continue.

7.12. The balance shown for outstanding arrears against that brought forward on 01 April 2023, whilst accurate, does not reflect the overall level of Housing Benefit Overpayment. This is due to the movement of debt as customers become entitled to or are no longer entitled to Housing Benefit and as such 'new' debts can be created in the current year which equals a similar reduction in the arrears brought forward figure.

Cabinet is asked to note the above levels of outstanding debt.

8. BALANCE SHEET RISKS

8.1. A contingent liability is in place for a prospective challenge linked to the council's termination of an agreement for lease in respect of the arena site at Temple Island. There is a potential material claim however, at this point in the financial cycle, the liability has not materialised.

8.2. DSG deficit

8.2.1. The DSG ended the last financial year with a cumulative deficit of £39.7m and is forecasting an in-year deficit of £16.4m thereby resulting in a cumulative forecast deficit position of £56.1m at the end of 2023/24. The government has extended the statutory override for the DSG until 2025/26. Current forward estimates, taking account of mitigation actions, suggest the council will have an in-year deficit, and consequently, a cumulative deficit beyond 2025/26. Hence the council will need to make adequate provision to cover the deficit in 2025/25 if the statutory override is not extended further or additional funding provided.

8.3. Capitalised expenditure risk of impairment

8.3.1. A revenue feasibility fund has been set up to develop schemes with sufficient robustness and certainty of their progression. There are currently no schemes identified that currently pose a risk of not progressing that would result in a revenue reversion of previously capitalised expenditure.

8.3.2. Council Service Investments including loans to wholly owned subsidiaries are shown in the table below. The value of Council Service investments approved as at the end of November 2023 was £63.5m, of which £39.6 is currently invested. There is no objective evidence to indicate a default on these investments though an allowance for credit losses has been provided in accordance with accounting standards.

Table 11: Balance Sheet Risks

Long Term Debtors	Approved Budget	Total Investment Outstanding
	£m	£m
Bristol Waste Company	14.800	6.161
Goram Homes - Working Capital Facility	13.300	3.760
Goram Homes - Loan Notes	12.851	10.016
Bristol & Bath Regional Capital	0.250	0.250
Great Western Credit Union	0.500	0.500
City Funds LP	5.000	3.944
Sub-Total	46.701	24.631

Long Term Investments	Approved Budget	Total Investment
	£m	£m
Bristol Port Company	2.500	2.500
Homelessness Property Fund	10.000	8.745
Temp Accom (RSAP) Property Fund	4.000	3.471
Avon Mutual Community Bank	0.300	0.300
Sub-Total	16.800	15.016

Total	63.501	39.647
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Cabinet is asked to note the latest position on the balance sheet risks as set out in this section.

9. EXTERNAL FUNDING

9.1. N/A

10. KEY DECISIONS

10.1 Active Travel Capability and Ambition Fund – 6 month funding extension

- Following the 6 month extension (January – June 2024) of the Capability and Ambition Fund, the council is to receive an additional funding. It has previously been allocated £338k. It is now to be allocated a further £170k, £100k of this is for planning and design capability activities and £70k is for behaviour changes. The council is not required to match fund.

Cabinet is requested to authorise the Executive Director, Growth and Regeneration, in consultation with the council's S151 Officer and the Deputy Mayor with responsibility for Finance, Governance and Performance to accept and spend the funding award from the West of England Combined Authority for the delivery of the Active Travel Capability and Ambition Fund 6-month extension across financial years 2023/24-2024/25.

10.2 Bristol Liveable Neighbourhood (South)

- The council seeks to submit a Feasibility And Development Funding (FADF) application form to WECA to draw down funding previously agreed by Cabinet as part of the BCC Liveable Neighbourhood £12m allocation under the City Regions Sustainable Transport Settlement (CRSTS) funding programme. This FADF is to secure up to £600k of that allocation for the South Bristol Liveable Neighbourhood scheme. There is no requirement to match fund and no revenue or capital funds from the council will be required. There are a number of S106 allocations across the area that will be used for delivery of the scheme following the business case process and will act as match to the wider CRSTS programme but no specific match is required for this allocation.
- Approval is sought to both request this draw down and to spend this allocation if provided by WECA.

Cabinet is requested to note the decision to submit a FADF application to the WECA to access £600k from the £12m Liveable Neighbourhood allocation within the CRSTS funding.

Cabinet is requested to authorise the Executive Director, Growth and Regeneration, in consultation with the council's S151 Officer and the Deputy Mayor with responsibility for Finance, Governance and Performance to accept the funding provided specifically for the Bristol South Liveable Neighbourhood Scheme and to procure and award contracts for expenditure of that funding.

10.3 Funding to Support the Delivery of CRSTS

- The council has been awarded funding of £670k by WECA to support the delivery of the CRSTS programme.
- Approval is sought to both request this draw down and to spend this allocation.

Cabinet is requested to give authorise the Executive Director, Growth and Regeneration, in consultation with the council's S151 Officer and the Deputy Mayor with responsibility for Finance, Governance and Performance to accept the funding provided to support the delivery of the CRSTS programme and to procure and award contracts for expenditure of that funding.

Bristol City Council

Quarter 3/Period 8 2023/24 - Finance Monitoring Capital Report

1. CAPITAL

1.1. The revised Capital programme budget for 2023/24 is £261.5m comprising £148.7m for General Fund, £4.3m corporate contingency and £108.5m for the HRA. Excluding Corporate Contingency, the forecast variation at P8 is a £1.5m underspend. This relates to an overspend of £2.3m on the general fund and an underspend of £3.8m on the HRA. Details of these variations are set out in Table 1 below.

Table 1: Capital Programme 2023/24 By Directorate

Approved Budget (Feb 23)	Budget Changes upto P8	Directorate	Revised Budget	Actual Spend to date	Budget Spend to date	P8 Forecast Outturn	Variance
£m	£m		£m	£m	%	£m	£m
2.6	(1.6)	Adults & Communities	1.0	0.2	20%	1.0	0.0
24.7	(8.2)	Childrens & Education	16.5	8.2	51%	18.0	1.5
7.7	(2.0)	Resources	5.7	2.3	40%	4.0	(1.7)
114.5	11.0	Growth and Regeneration	125.5	60.5	48%	128.0	2.5
149.5	(0.8)	GF service Total	148.7	71.2	48%	151.0	2.3
133.3	(24.8)	Housing Revenue Account	108.5	40.6	37%	104.7	(3.8)
133.3	(24.8)	HRA service Total	108.5	40.6	37%	104.7	(3.8)
282.8	(25.6)	HRA & GF Service Total	257.2	111.8	43%	255.7	(1.5)
15.3	(11.0)	Corporate Contingencies & Funds	4.3	0.0	0%	4.3	0.0
298.1	(36.6)	Capital Programme Grand Total	261.5	111.8	43%	260.0	(1.5)

Last Year 2022/23 Comparison at end of Period 8

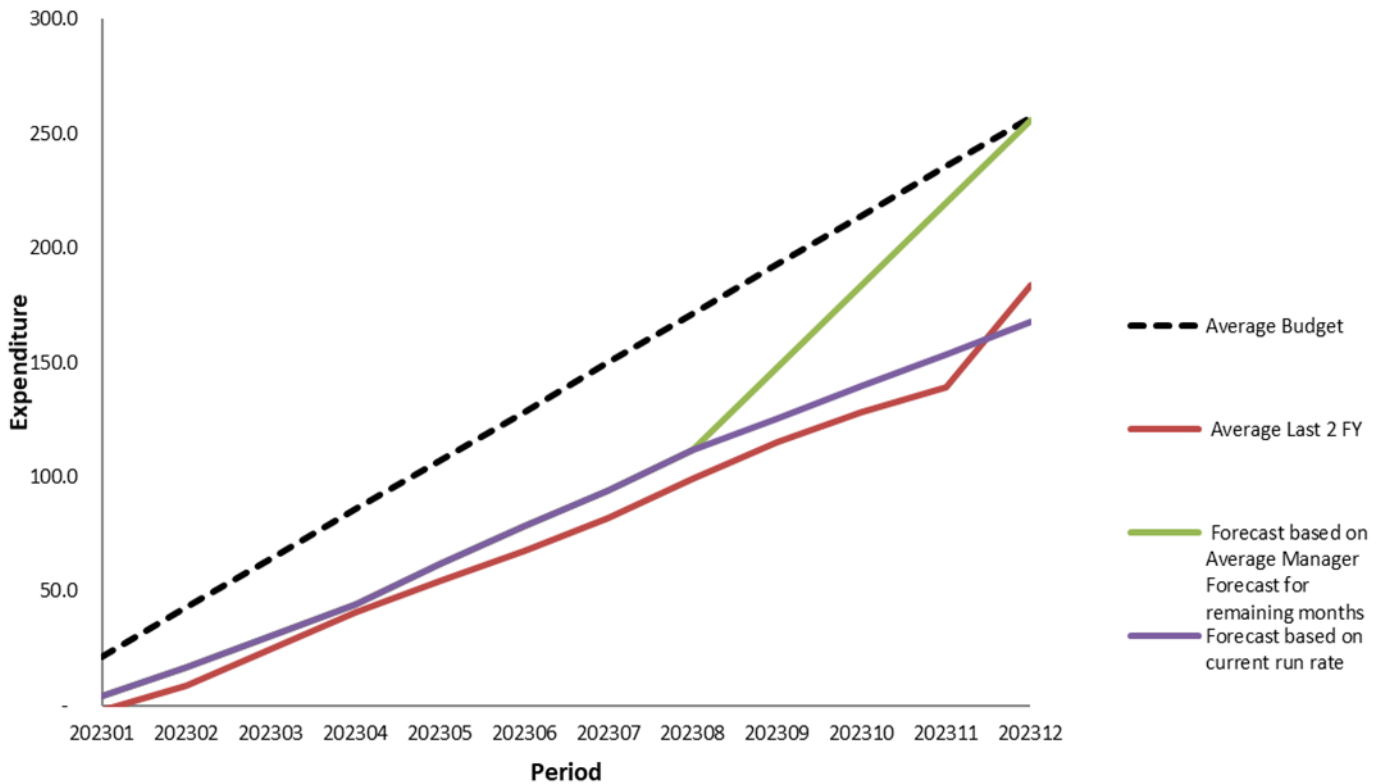
300.5	(45.8)	Capital Programme Grand Total	254.7	105.0	41%	223.2	(31.5)
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Actual Expenditure achieved - 2022/23 Outturn Report £199m

1.2. The actual spend at Period 8 is £111.8m, and should this trajectory follow the same path over the remaining months of the year this predicts a spend deficit of £88.0m (34%) compared to the latest forecast excluding corporate contingencies. However, this does not take account of the council's pattern of higher expenditure towards the end of the financial year that would indicate an outturn in the region of £210m (18% slippage). This is reflected in the current run rate graph below which includes previous years' spend patterns (Table 2) along with additional directorate commentary provided by the teams delivering the capital projects.

Table 2: 2023/24 Capital Programme run rate graph

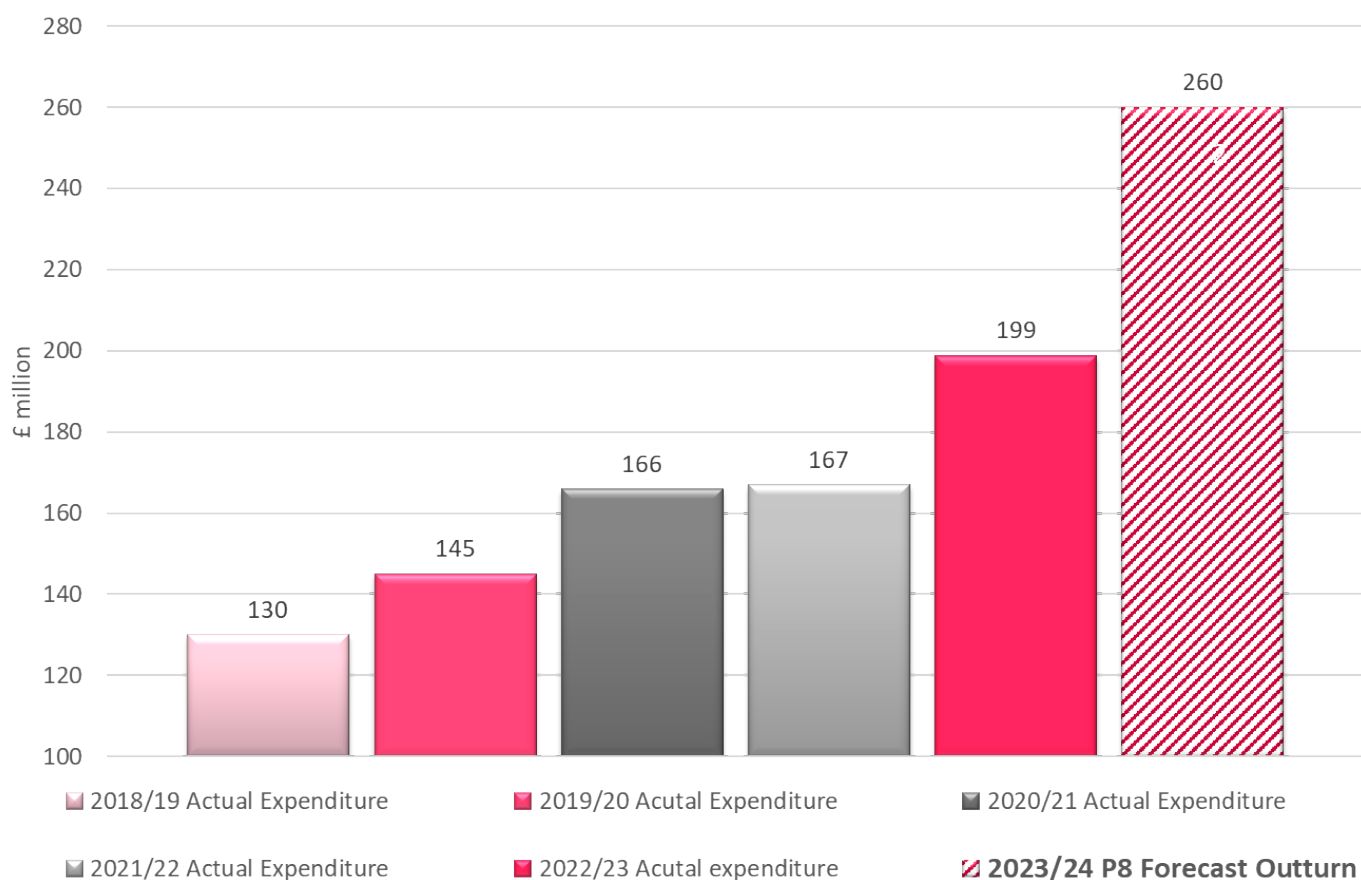
Cumulative run rates



1.3. The 2023/24 forecast outturn target of £255.7m at Period 8, is optimistic given the level of spend to date along with the historic trend analysis of capital expenditure across previous years seen in Table 3 below.

Table 3: Capital Expenditure trend analysis by years

Total BCC Capital Spend 2018/19 to 2023/24



- 1.4. Reviews and analysis of high value projects and programmes have been undertaken over the past couple of months with project leads by challenging their forecasts, including reviewing the life cycle of the project and cost plans to ensure budgets and forecasts are profiled accurately and reported accordingly for this monitoring cycle and for the preparation of the Medium-Term Financial Plan.

The outcome led to changes to the profile of forecasts and budgets as represented within this P8 monitoring report in addition to the amendments approved within P7. The current forecasts remain challenging and there remains an element of risk in terms of delivery including external factors such as developer and partner led projects meeting delivery milestones and the awarding of contracts and funding agreements. Should these be delivered as planned then this will be evidenced by an acceleration of spend over remaining months of the financial year.

- 1.5. Capital Portfolio Transformation Project – The Council has set up a project to review and implement changes to improve capital delivery and promote best practice. The project will cover all aspects of the capital programme lifecycle including governance, programme information along with ensuring the necessary tools and skills are available to support effective decisions to improve delivery. Further updates will be provided as the project develops.

1.6. The net variations comparing budget to forecasts is an underspend of £1.5m. The significant value items are reflected in the Table 4 below with further details set out in the Directorate commentary below and Directorate appendix.

Table 4: Capital Programme variances by material value

2023/24 Capital Programme High Value Variances Budget v Forecast			Current Year 2023/24 - Period 8			
Directorate	Ref	Programme Description	Budget	Expenditure to Date	Forecast	Budget to Forecast Variance
			£000s			
HRA	HRA2	New Build and Land Enabling	56,465	19,433	52,316	(4,149)
		Housing Revenue Account Subtotal	56,465	19,433	52,316	(4,149)
G & R	GR01	Strategic Property – Temple Meads Development	6,026	2,884	8,151	2,125
G & R	PL18	Energy services - Renewable energy investment scheme	2,971	1,662	4,377	1,406
G & R	PL04	Strategic Transport	10,968	3,735	10,108	(860)
G & R	PL05	Sustainable Transport	2,222	836	1,481	(741)
G & R	PL01	Metrobus	1,965	787	1,411	(554)
		Growth & Regeneration Subtotal	24,152	9,904	25,527	1,375
Resources	RE07	Digital Transformation Programme - Networks	3,507	1,852	2,129	(1,378)
		Resources Subtotal	3,507	1,852	2,129	(1,378)
C & E	PE06	Children Social Care Services	1,107	171	2,232	1,125
		Children & Education Subtotal	1,107	171	2,232	1,125
		General Fund Subtotal	28,766	11,927	29,888	1,122
		Combined Total	57,531	23,853	59,776	(3,027)

1.7. This reprofiling has been provided by project managers. Details of the changes at programme level are included within the Capital Programme Summary Monitor Report as at the end of Period 8 (November) 2023 with further detail and commentary in Directorate appendices.

Cabinet is recommended to note this underspend of £1.5m with any further changes in forecasts to be reported within future reports.

Additional Grant Income

1.8. No additional grant income to be reported.

2. DIRECTORATE COMMENTARY

2.1. Adults and Communities

2.1.1. The directorate is not indicating any re-profiling against its two programmes, however these are under review since low spend had been incurred to date, though spend is expected to accelerate in the remaining periods especially given for “CRF1 – Covid Recovery Fund – Community Improvements”, bidders have been appointed and project managers are progressing spending plans.

2.2. Children and Education

2.2.1. C&E are reporting a forecast overspend of £1.5m against a Budget of £16.5m. The year-to-date spend of £8.2m (50%) is low if spend is assumed to be spread evenly throughout the year. To achieve the forecast outturn, spend will need to accelerate significantly over the remaining months which is currently expected as evidenced in previous years.

2.3. Resources

2.3.1. Resources are reporting a forecast underspend of (£1.7m) against a budget of £5.7m. The material variances at Period 8 are below and further detail is at Appendix A4.

- (RE07) Digital Transformation – Networks - The project has undertaken a deep dive for Period 8 and is forecasting an in-year underspend of (£1.4m). Approval has been provided by the Director of Digital Transformation to return £0.5m capital funding that is no longer required. This funding was a contingency amount set aside in case of additional costs in procuring hardware. This process is now complete and the contingency was not required.
- (RE08) Digital Transformation Programme (DTP) – After a deep-dive of the DTP projects in scope, the Period 8 forecast of £0.6m has returned an in-year overspend of £0.05m, an increase of £0.05m from the Period 7 position. In addition, eDiscovery for SARS project has descoped and has confirmed a project underspend of £0.15m.
- (RE01) ICT Refresh Programme - The project budget and forecast spend was reprofiled in Period 6 from £1.8m to £0.5m, reflecting that the Programme was largely complete. The forecast has been reduced further in Period 8 to bring it in line with the current commitment for new laptops of £0.15m, representing an underspend of (£0.35m) against budget.

2.3.2. Cabinet is asked to recommend the transfer of resources of £667,000 (£517,000 in relation to RE07 and £150,000 in relation to RE08) to Corporate Contingencies to support the emerging pressures of the council and or Invest to Save projects to make on-going revenue savings to support the MTFP budget pressures.

2.4. Growth and Regeneration

2.4.1. G&R are reporting a forecast overspend of £2.5m against a Budget of £125.5m. This represents a delivery of 78% of the current revised budget. The year-to-date spend of £60.5m (48%) represents an average of £7.6m per month. To achieve the forecast target for 2023/24, the directorate will need to increase the average spend per month by £9m to an average of £16.3m each month for the rest of the year. However, in many cases the bulk of spending does happen in the final months of the year so this may prove possible.

2.4.2. The Directorate is continuing to focus on robust and accurate forecasting so any slippage is captured at the earliest opportunity. As well as on an improvement plan that is to accelerate the delivery of the remaining Capital programme over the year 23/24 and into the future.

2.4.3. The council's top 10 capital programmes with the largest variances include the following five for Growth and Regeneration:

- GR01 - Strategic Property – Temple Meads Development (variance £8.6m): This project is currently under review owing to a recent fire at the site and other events. All budgets will therefore be moved to 24/25 and beyond to account for the project delays.
- HRA2 - New Build and Land Enabling (variance £4.1m). There have been supply chain issues affecting delivery but now working with delivery partners to determine the feasibility of reprofiling spend on other schemes to reduce or eliminate the variance.
- PL06. Portway Park and Ride Investment (variance £1.7m). Now working to agree final grant settlements and payments to WECA and Network Rail with variance expected to be resolved before the end of the year.
- PL18. Energy Services – Renewable Energy Investment Scheme (variance £1.4m). This is driven by variances with the first and second phase of the Home Upgrade Grants (HUG). We are now returning an underspend in HUG1 and finalising the budget for HG2 based on our developing sense of demand.
- PL04. Strategic Transport (variance £0.9m). Delays in appointing a contractor and reaching agreement with Network Rail mean this work will be delayed into 2024-25.
- PL05. Sustainable Transport (variance £0.7m). The variance is driven by delays in the East Bristol Liveable Neighbourhood programme caused by Barton House.
- PL01. Metrobus (variance £0.6m). Forecast to be revised based on actual claims received.

2.5. HRA

2.5.1 The HRA are reporting a forecast underspend of £3.8m against a Budget of £108.5m. The year-to-date spend of £40.6m (37%) is low based on a linear basis and to achieve the forecast outturn spend will need to accelerate significantly over the remaining months. This acceleration is supported by the recent 'check and challenge' reviews with key stakeholders delivering the projects. However, it should be noted that there are external risks outside of the HRA control such as new build developments provided by developers.

3. FLEXIBLE USE OF CAPITAL RECEIPTS

- 3.1. Local authorities have the continued freedom for a period of 3 years which began on 1 April 2022 to use capital receipts from the sale of their own assets (excluding Right to Buy receipts) to help fund the revenue costs of transformation projects and release savings. Updated directions were provided by government in April 2022 detailing the type of expenditure that qualifies for the flexible use of capital receipts and a new sign off and reporting process via the Secretary of State (SOS), for each financial year in which the direction is used.
- 3.2. £8.0m has been budgeted in 2023/24 for revenue expenditure which relates to the delivery of savings within the estates (£5.0m) and digital transformation programmes (£3.0m) to be funded from flexible use of capital receipts along. In addition, £1.8m is carried forward from 2022/23 which is earmarked specifically for the Digital Transformation Programme. In this way, planned use of capital receipts totals £9.8m. However, as part of the revenue review of period 8 project spend is being reviewed and it is anticipated that the value of receipts needed to support projects in 2023/24 is lower than planned and any underspend will be profiled into future periods.
- 3.3. The flexible use of capital receipts strategy was approved as part of the budget process and submitted to the Secretary of State, a requirement before this flexibility can be applied. The value of expenditure capitalised must not exceed the amount set out in the plan, however changes can be made and submitted to the Secretary of State subject to Full Council approval.
- 3.4. It should be noted that the financing of these projects along with projects in the capital programme is dependent on securing circa £13.3m capital receipts in 2023/24 from the disposal of assets over the remaining periods. There is a pipeline of disposals to meet this target and the current expectation is that these will be completed this financial year. This will be carefully monitored over the remaining months and any increase to this risk will be reviewed and reported accordingly along with any mitigations.

Cabinet is asked to note the planned use of capital receipts of £9.8m

Section A: Revenue Budget Monitor

	Revised Budget	Forecast Outturn	Outturn Variance
P08	£194.0m	£196.1m	£2.2m overspend
P07	£191.6m	£193.5m	£1.9m overspend

May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb
0.0	0.0	0.0	0.0	0.0	1.9	2.2			
▲↑	▲↑	▲↑	▲↑	▲↑	▼↓	▼↓			

Position by Division

Quarter 3 / Period 8 - Summary	Approved budget	Revised Budget	Q3/P8 Forecast	Total Variance YTD Q3/P8	Total Variance %
	£000s	£000s	£000s	£000s	
8 - Adult & Communities					
14 - Adult Social Care	155,990	173,415	177,583	4,168	2.4%
36 - Communities and Public Health - General Fund	5,853	6,092	5,952	(140)	-2.3%
57 - Commissioning, Contracts Quality and Performance (Adults)	10,519	14,461	12,590	(1,870)	-12.9%
Total 8 - Adult & Communities	172,362	193,967	196,124	2,158	1.1%

Key Messages:

Adults and Communities Directorate is currently forecasting an overspend of £2.2m variance against its £194.0m revised budget.

Within the directorate, the Adult Social Care divisions are forecasting a £2.2m variance overspend at Period 8, on a budget of £187.9m. This forecast variance compares with the same level of £2.0m reported at P7.

Within this latest forecast, the main variances are set out below:

Table 1 – Summary of Adult Social Care Revenue Monitor for Period 8 - 2023/24

Adult Social Care P08 Forecast				
Financial Year 2023/24	Revised Budget 2023/24 £000s	2023/24 Projection @ P08 £000s	Budget Variance @ P08 £000s	Change from P07 £000s
Adult Purchasing				
Older Adults 65+	79,154	85,701	6,547	918
Working Age Adults 18 - 64	95,978	104,048	8,070	(50)
Preparing for Adulthood	11,559	12,561	1,002	(113)
Income - Service User Contribution Only	(27,305)	(29,687)	(2,382)	(721)
Per Current ABW	159,386	172,623	13,237	34
Grant	0	(3,085)	(3,085)	0
AP Savings & Mitigations 23/24 still to be achieved	0	(3,140)	(3,140)	249
Adult Purchasing Projected Outturn	159,386	166,398	7,012	283
Non Adult Purchasing				
Employees	35,877	34,356	(1,521)	198
Other - Net	(7,388)	(10,581)	(3,193)	(23)
	28,489	23,775	(4,714)	175
Totals per budget report	187,875	190,173	2,297	458

Adult Social Care continues to experience significant service pressures and associated financial risks in relation to its Adult Purchasing Budgets, with a £13.2m risk of overspend. This risk is currently partially offset by forecast underspends on employee costs of £1.5m, additional income contributions of £2.4m, grants £3.1m and other net costs £3.2m, with the balance to be offset by assumed savings and mitigations to be achieved of £3.1m. The service has advised that these risks can be largely mitigated by savings delivery through work aligned to Adult Social Care Transformation Programme. However, it is worth noting that a net risk of £2.3m is currently assessed as remaining.

The following tables show the forecast and associated variances looking at expenditure through different lenses.

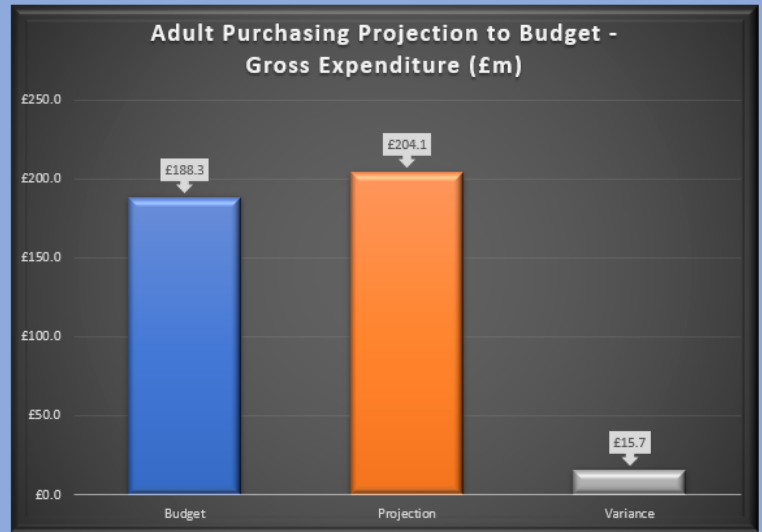
Table 2 sets out the overall adult purchasing forecast in comparison to budget.

Table 2 – Adult Purchasing Forecast Compared to Budget

<u>Projection to Budget</u>	<u>Gross Expenditure</u>		<u>DP Clawback</u>	
	<u>£m</u>	<u>SUC £m</u>	<u>£m</u>	<u>Net £m</u>
Budget	£188.3	£-27.3	£-1.6	£159.4
Projection	£204.1	£-29.7	£-1.7	£172.6
Variance	£15.7	£-2.4	£-0.1	£13.2

Table 3

<u>Change v Savings Target for this Period</u>	
Savings Target	£-2.97
Actual Change	£0.9



As set out in Table 3, all age groups are currently showing a forecast risk of overspend, with the largest pressure being in Working Age Adults with a circa £8.1m pressure and Older Adults 65+ with a circa £6.5m overspend.

Table 3 – Adult Purchasing Forecast showing the forecast overspend by Age Group

<u>Gross Expenditure Adult Purchasing by Age Group</u>	<u>Variance</u>	<u>Change</u>
	<u>£m</u>	<u>£m</u>
Older Adults 65+	£6.5	£0.9
Working Age Adults 18 - 64	£8.1	£-0.0
PFA	£1.0	£-0.1
Total	£15.6	£0.8

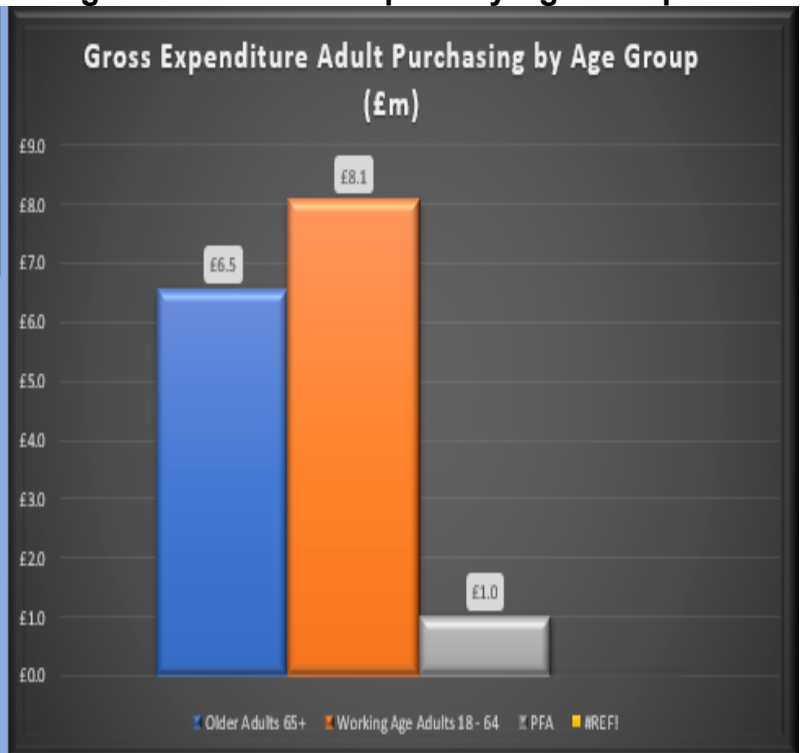


Table 4 analyses the forecast overspend by primary support reason. The largest variance is physical support circa £6.4m, learning disability support with a circa £3.7m risk of an overspend and mental health support circa £3.6m.

Table 4 - Adult Purchasing Forecast, showing the forecast variance in comparison to budget by primary support reason.

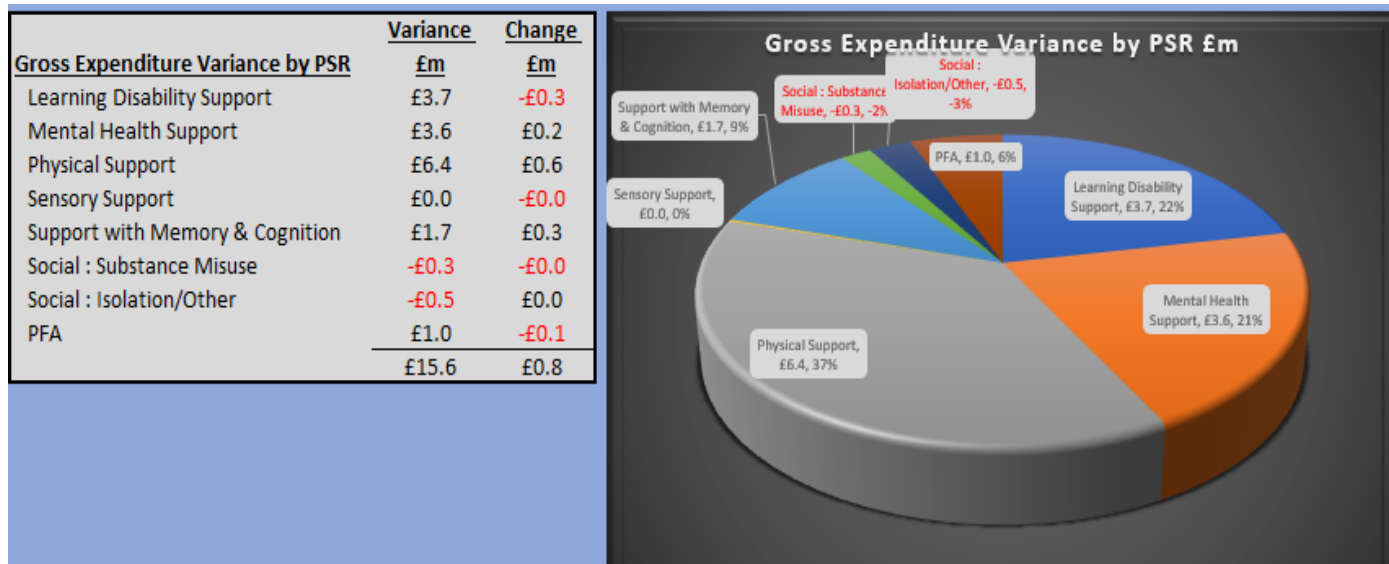


Table 5 analyses the adult purchasing forecast by locality team area. North and West has the largest overspend with a circa £6.2m overspend in comparison to budget, Inner City and East circa £3.5m overspend, South circa £5m overspend and Preparing for Adulthood circa £1m overspend.

Table 5 – Adult Purchasing Forecast Showing the Locality Overspend by Area

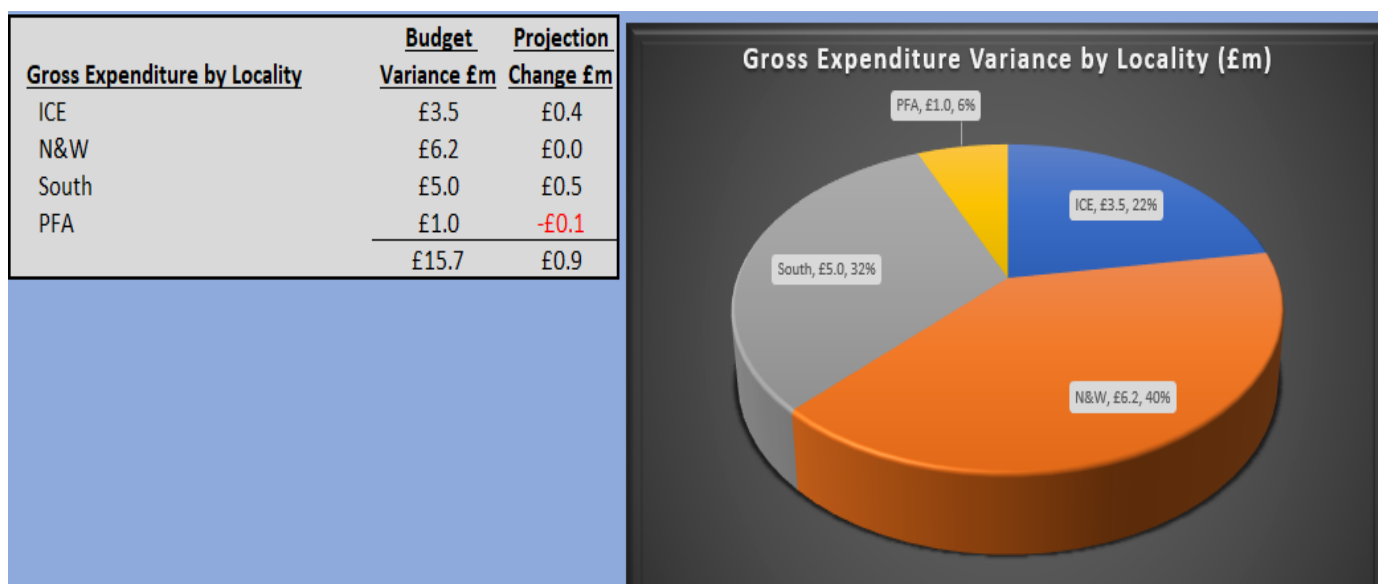
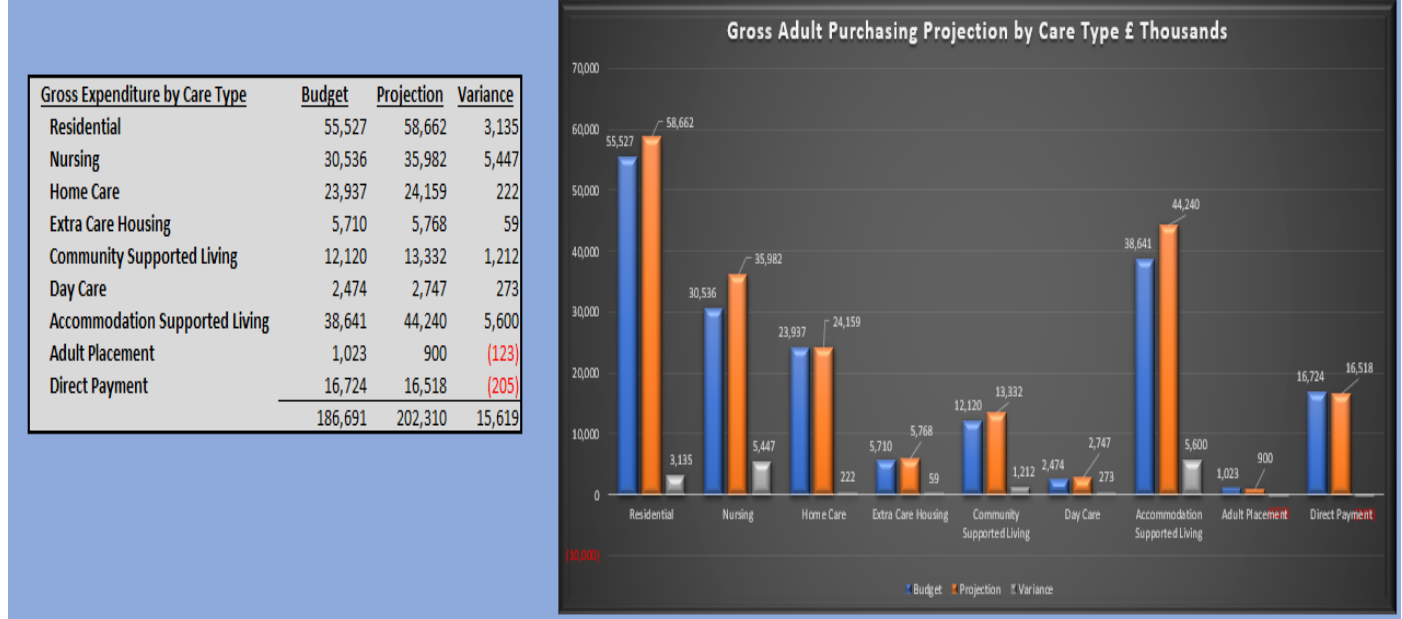


Table 6 analyses the adult purchasing budget forecast by care type and indicates that the largest overspends relate to supported accommodation circa £5.6m, nursing care with a forecast overspend of circa £5.4m, residential care circa £3.1m and supported living circa £1.2m.

Table 6 – Adult Purchasing Budget Overspend Analysed by Care Type



Tables 7, 8 and 9 show the long-term trend analysis in activity and cost.

Table 7 – Adult Purchasing All Service Users - Trend Analysis From 01/01/2022 To 12/12/2023

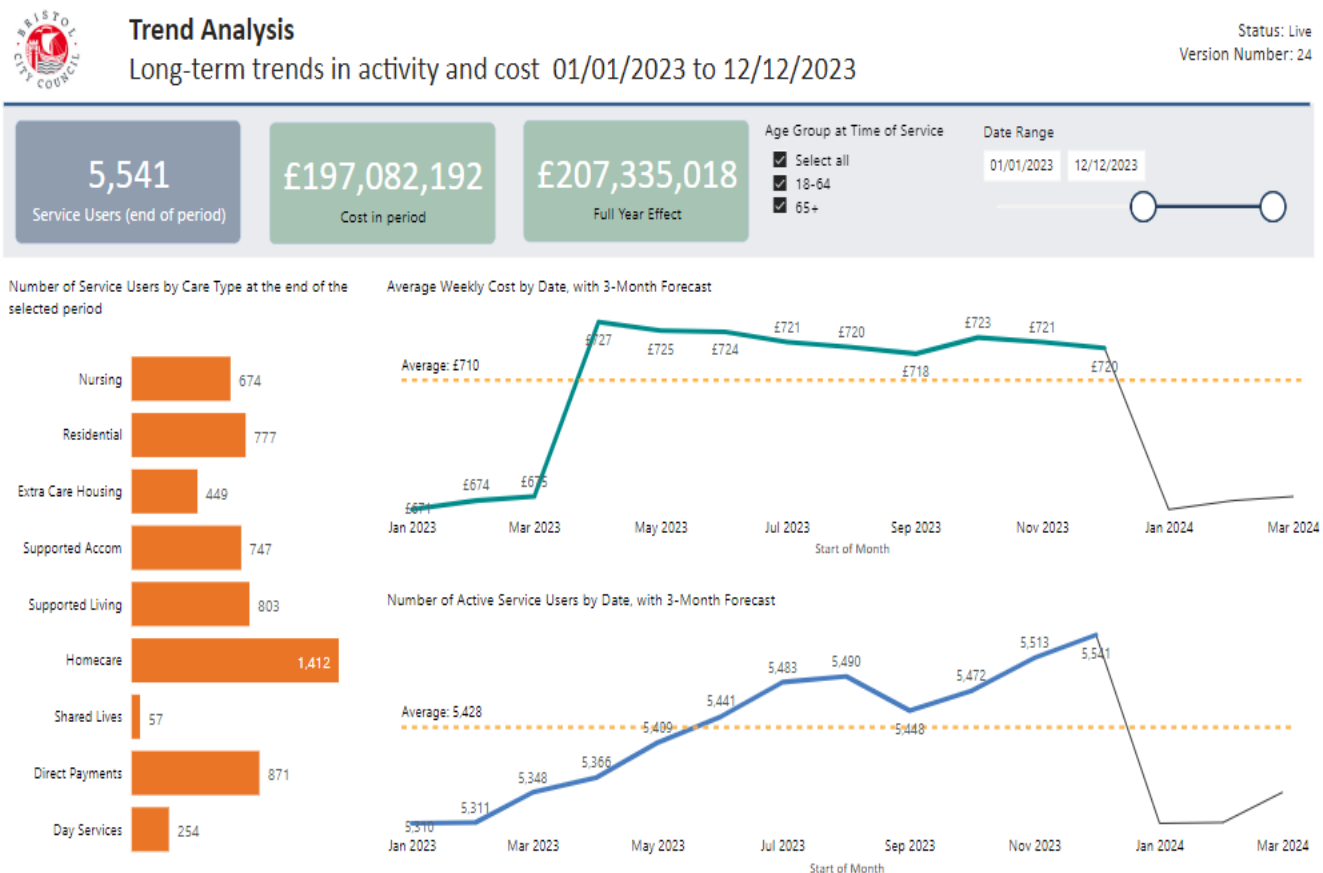


Table 8 – Adult Purchasing Trend Analysis - For Service Users Under 65 Years Old (18 – 64) From 01/01/2023 To 12/12/2023



Trend Analysis

Long-term trends in activity and cost 01/01/2023 to 12/12/2023

Status: Live
Version Number: 24

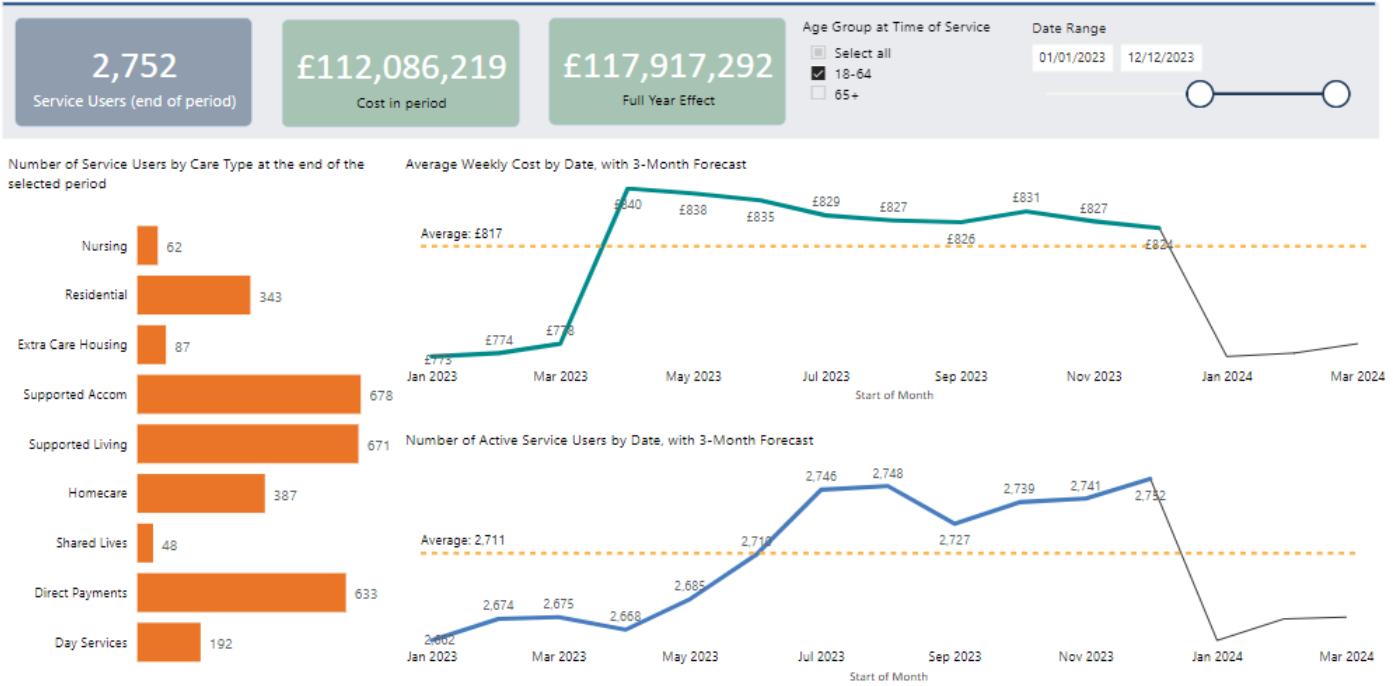


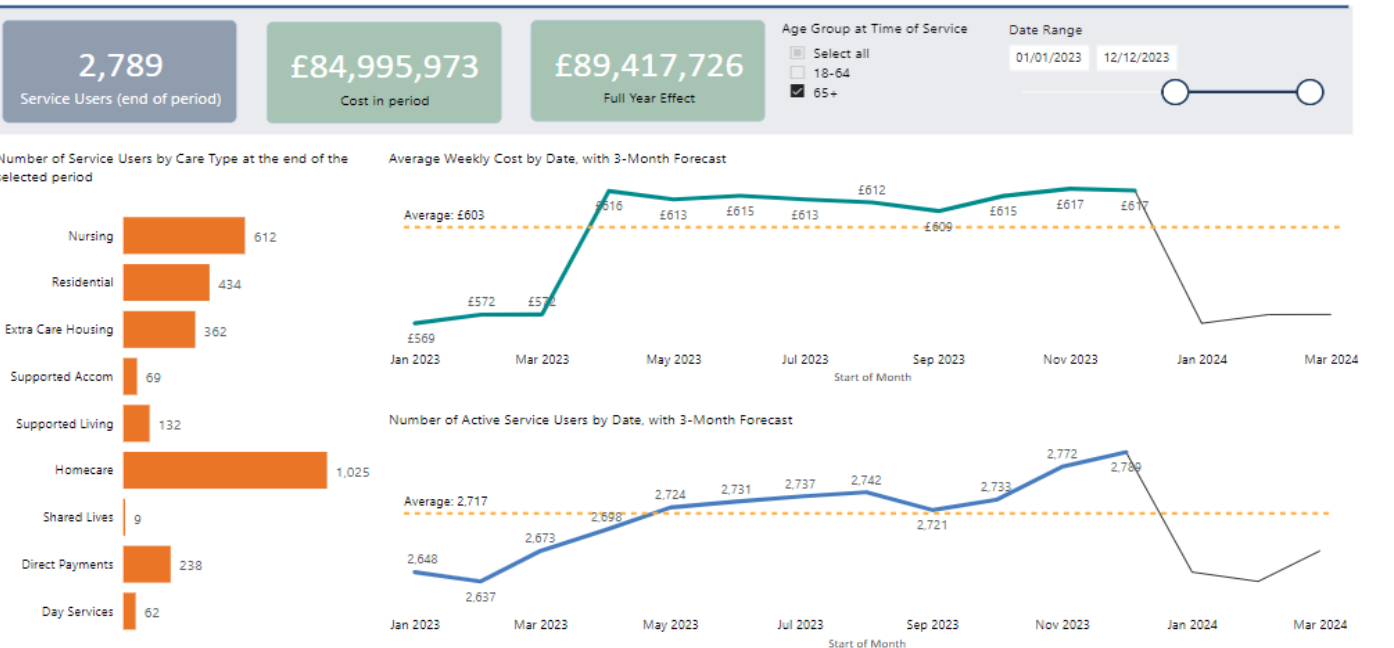
Table 9 – Adult Purchasing Trend Analysis - For Service Users Over 65 Years Old From 01/01/2023 To 12/12/2023



Trend Analysis

Long-term trends in activity and cost 01/01/2023 to 12/12/2023

Status: Live
Version Number: 24

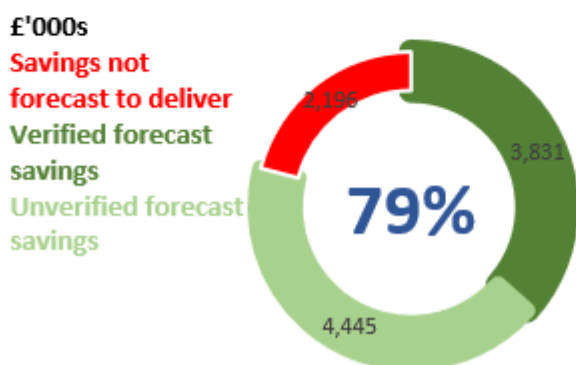


Savings Delivery

Adult Social Care (ASC) has a significant savings challenge, to deliver a balanced budget position. Based on the current forecast, ASC has circa £5.4m savings and mitigations still to be achieved, reflecting the significant adult purchasing pressures which need to be mitigated, in order to deliver a balanced position.

Adults, Community & Public Health					
BRAG	No. of Items	Plan £'000	Forecast £'000	Of Which Verified £'000	Variance £'000
Blue	4	709	709	709	-
Green	11	3,429	3,429	2,752	-
Amber	13	6,334	4,138	370	(2,196)
Red	-	-	-	-	-
Total	28	10,472	8,276	3,831	(2,196)

2,196



Section B: Risks and Opportunities

Below are the potential risks currently identified by Adult Social Care in respect of 2023/24 savings and mitigations for the service before partial offset by £3.1m of Adult People too savings in addition to further savings within the Adult Directorate linked to reducing demand, focused reviews plus focused reablement.

Division	Service	Risk or Opportunity	Description of Impact	Risk (Opportunity) £'000	Likelihood %	Net Risk (Opportunity) £'000	Date Updated
14	Redfield Lodge	Risk	Potential risk to delivery of income leading to budget overspend.	338	TBC	TBC	14/12/23
14	Concord Lodge	Risk	Potential risk in relation to transitional costs post Cabinet decision on closure leading to service overspend.	TBC	TBC	TBC	14/12/23
14	ASC - Locality Teams	Risk	Winter pressure and hospital discharge costs may exceed discharge grant and other funding assumptions resulting in further adult purchasing budget pressures	TBC	TBC	TBC	14/12/23
14	ASC - Service-wide pressures	Risk	Adult Purchasing Budgets and other mitigation - ASC Transformation Programmes by Peopletoo	4,300	73%	3,140	14/12/23
Total - Adults						3,140	

Communities and Public Health

At the end of Period 8 the Public Health Grant continues to report no variance. The Communities and Public Health General Fund are reporting an underspend of £0.140m. Please see Appendix A8 for further details.

Section C: Capital

Approved Budget	Revised Budget	Expenditure to Date	Forecast Outturn	Outturn Variance
£1.0m	£1.0m	£0.2m 20% of Budget	£1.0m 100% of Budget	£0.0m

Gross Expenditure by Programme		Current Year (FY2023) - Period 8				Performance to budget	
Ref	Scheme	Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
Adult & Communities							
CRF1	Covid Recovery Fund – Community Improvements	770	211	770	0	27%	100%
PE06B	Adult Social Care – Better Lives at Home Programme	227	(11)	227	0	-5%	100%
Total Adult & Communities		998	200	998	0	20%	100%

Key Messages:

- There are no forecast variances to report on the Adults and Communities capital programme and expenditure is expected to commence in December.
- There are project delays on the Better Lives at Home Programme due to resourcing which has affected timescales on the New Fosseway site. There are project development costs which currently account for £1.1m of committed spend. ASC have had to fund resource (0.5 FTE) within planning to facilitate this and as such the funding will be required in Quarter 1 of the 2024/25 financial year to ensure delivery of the project within the current allocation. There is also a commitment to Woodland Way of £0.2m that will be spent in year.

Appendix A3 – Children & Education

2023/24 – P8 Budget Monitor Report

Section A: Revenue Budget Monitor

	Revised Budget	Forecast Outturn	Outturn Variance
P08	£112.7m	£131.2m	£18.5m overspend
P07	£110.0m	£127.3m	£17.3m overspend

May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb
0.0	12.2	12.1	11.5	11.5	17.3	18.5			
▲↑	▼↓	▲↑	▲↑	▲↑	▼↓	▼↓			

Position by Division

Quarter 3 / Period 8 - Summary	Approved budget	Revised Budget	Q3/P8 Forecast	Total Variance YTD Q3/P8	Total Variance %
	£000s	£000s	£000s	£000s	
9 - Children & Education					
15 - Children and Families Services	89,051	90,053	104,010	13,957	15.5%
16 - Educational Improvement	21,644	22,655	27,201	4,546	20.1%
1B - Transformation – Our Families Programme	0	0	1	0	26.2%
Total 9 - Children & Education	110,695	112,709	131,212	18,503	16.4%

Key Messages:

Children and Education directorate is forecasting £18.5m adverse variance at Period 8 on a budget of £112.7m.

Children & Families: £14.0m pressure

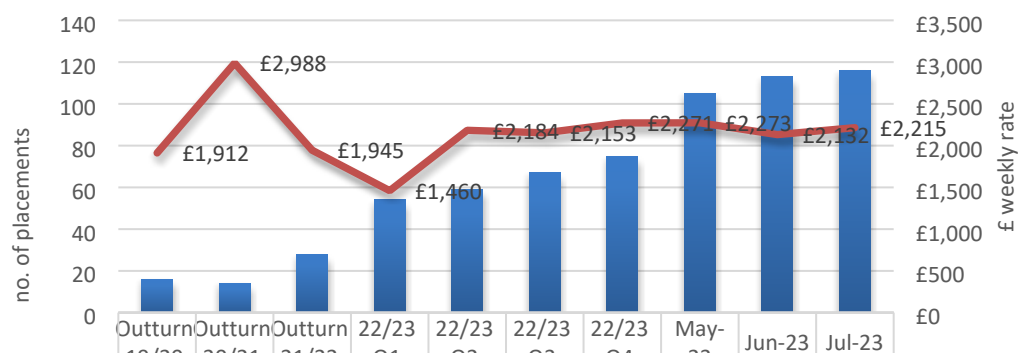
The forecast pressure is primarily in the placements budget which has seen an increasing number of very high-cost placements and continued reliance on External Supported accommodation (ESA).

The table below provides further detail on the forecast pressure.

	Revised Budget 2023/24	P08 Forecast	Variance	Change from last month			
	£000s	£000s	£000s	£000s			
Placements							
External Supported Accommodation	5,448	14,039	8,590				1,308
In House Fostering	6,606	6,086	(520)				8
Independent Fostering Agencies	6,775	7,584	809				188
Inhouse Supported Accommodation	99	24	(71)				4
RO & SGO	5,683	5,825	142				-45
Out Of Authority - Placements	15,770	24,213	8,443				3,381
Parent & Baby Unit - Citywide	571	1,298	727				492
Secure	148	429	281				266
Children's Homes	4,231	3,529	(702)				(3)
Post Adoption	381	248	(133)				(0)
Total placements				45,711	63,280	17,569	5,597
Other non-placement related budgets				44,342	40,730	(3,612)	2648
Total Children & Families				90,053	104,010	13,957	8,245

There has been a significant increase in the number of ESA placements this year as represented in the chart below. This cost of ESA provision is estimated to be £14.0m this year, a 43% increase on last year.

External Supported Accommodation



External supported accommodation - average no. of placements	16	14	28	54	59	67	75	105	113	116
External supported accommodation - average net weekly cost	£1,912	£2,988	£1,945	£1,460	£2,184	£2,153	£2,271	£2,273	£2,132	£2,215

Education Improvement: £4.9m pressure

The Educational Improvement Service is forecasting an adverse variance of £4.9m (21.8%) on a revised budget of £22.7m. This pressure is because of the increasing number of children with Education Health and Care Plans (EHCPs) requiring transport to school and the growing number reliant on having to travel longer distances from home.

	Revised Budget 2023/24 £000s	P08 Forecast £000s	Variance £000s	Change from last month £000s
Education Improvement				
Learning City for All	825	889	64	54
Education Management	5124	4,616	(509)	(247)
Additional Learning Needs	10,911	15,975	5,064	410
Employment, Skills & Learning	1,011	804	(206)	119
Trading with Schools	(307)	(112)	195	0
Schools PFI	0	0	0	0
Inclusive City	455	426	(29)	8
Accessible City	4,636	5,004	367	676
Total Education Improvement	22,655	27,601	4,946	1,012

The service saw a 50% increase in the number of routes to schools outside the local area in April 2023, compared to the same period last year.

School sufficiency has been a major driver in decreased capacity within the service to handle EHCPs. With lower capacity in schools, and mainstream schools driving for Children and Young people (CYP) to attend special schools, the pressure of funding places for CYP falls on the Local Authority service.

The demand for Home to School Travel is growing as a direct link between the number of CYP with an EHCP and travel support. Lack of capacity within the local area results in increasing number of routes the authority thereby increasing Home to School Travel costs.

Table: Number of Routes to Schools Outside the Local Area

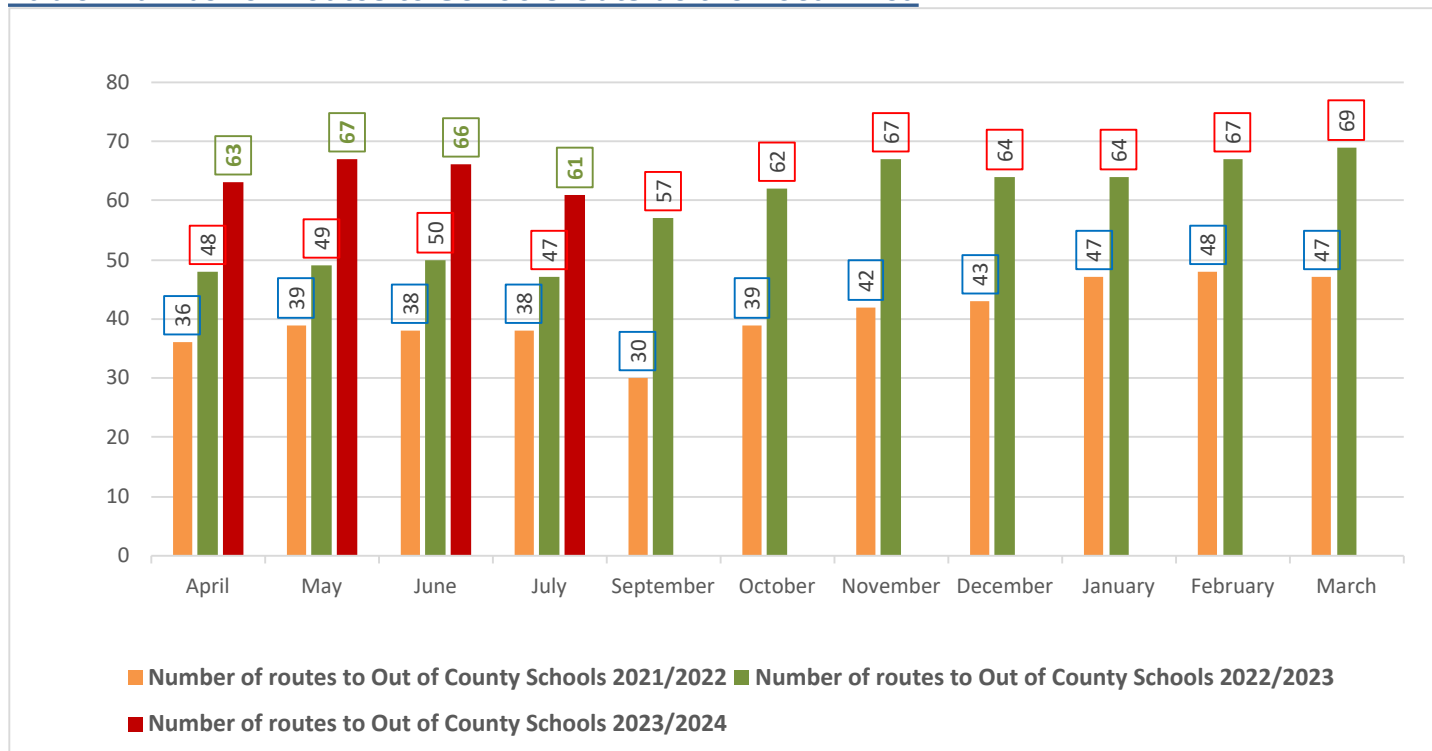
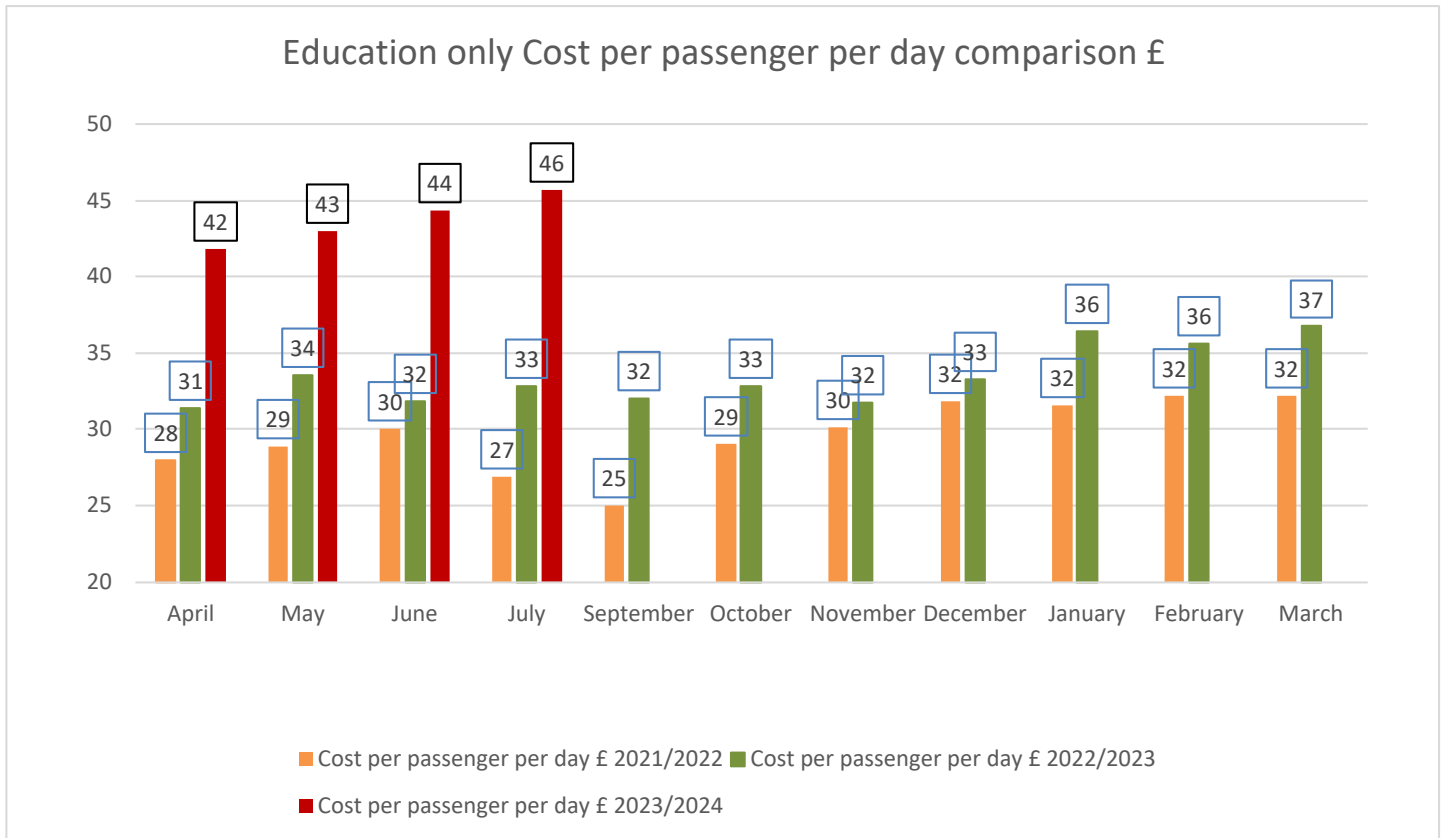
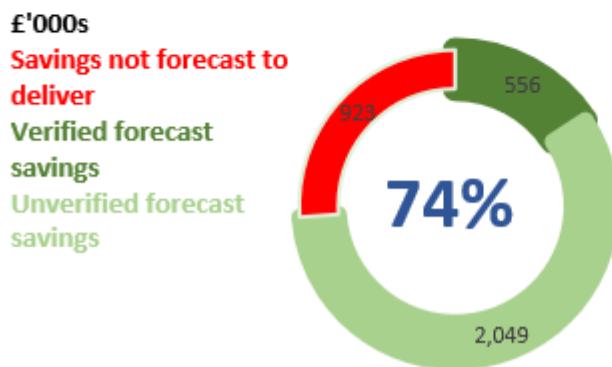


Table: Per Passenger Per Day Education Cost



Savings Delivery

Children's & Education					
BRAG	No. of Items	Plan £'000	Forecast £'000	Of Which Verified £'000	Variance £'000
Blue	4	161	161	146	-
Green	13	2,267	2,267	410	-
Amber	3	541	80	-	(461)
Red	3	559	97	-	(462)
Total	23	3,528	2,605	556	(923)



Section B: Risks and Opportunities

Children & Families

Identified risks and opportunities are now recognised within the forecast position at Section A.

Section C: Capital

Approved Budget	Revised Budget	Expenditure to Date	Forecast Outturn	Outturn Variance
£16.5m	£16.5m	£8.2m 49% of Budget	£18.0m 109% of Budget	£1.5

Gross Expenditure by Programme

Ref	Scheme	Current Year (FY2023) - Period 8				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
		£000s				%	
Children & Education							
CRF2	South Bristol Youth Zone	1,600	233	1,987	387	15%	124%
PE01	School Organisation/ Children's Services Capital Programme	6,083	2,060	6,056	(26)	34%	100%
PE02	Schools Organisation/SEN Investment Programme	6,154	4,794	6,154	0	78%	100%
PE03	Schools Devolved Capital Programme	1,468	832	1,468	0	57%	100%
PE05	Children & Families - Aids and Adaptations	127	60	127	0	47%	100%
PE06	Children Social Care Services	1,107	166	2,232	1,125	15%	202%
PE06A	Children Social Care Services - Pending Business Case Development	0	5	0	0		
Total Children & Education		16,539	8,150	18,025	1,486	49%	109%

Key Messages:

PE01 – Schools Organisation / Childrens Services (variance £5.9m)

This programme budget has been reprofiled. The re-profiling of projects within this programme primarily relates to main-stream schools that are managed by the Private Finance Initiative (PFI) provider / operator with any works to these schools being carried out by the PFI provider as per the PFI agreement. Works have begun later than first anticipated with project forecasts being significantly impacted.

PE02 – Schools Organisation / SEN Investment Programme (variance £4.0m)

This programme budget has also been reprofiled. The programme has numerous projects that have encountered technical, planning and procurement challenges reported by the project team.

Section A: Revenue Budget Monitor

	Revised Budget	Forecast Outturn	Outturn Variance
P08	£47.2m	£47.7m	£0.5m overspend
P07	£44.3m	£44.3m	£0.0m

May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb
0.0	0.0	0.0	(1.6)	0.0	0.0	0.5			
▲↑			▲↑			▼↓			

Position by Division

Quarter 3 / Period 8 - Summary	Approved budget	Revised Budget	Q3/P8 Forecast	Q1/P2 variance	P3/P4 variance	Q2/P5 variance	Total Variance YTD Q3/P8	Total Variance %
	£000s	£000s	£000s	£000s	£000s	£000s	£000s	
2 - Resources								
21 - Policy, Strategy and Digital	21,008	21,383	21,402	2	(0)	(700)	18	0.1%
22 - Legal and Democratic Services	14,575	15,616	16,414	0	0	(254)	798	5.1%
24 - Finance	6,142	6,903	6,783	(3)	0	(437)	(120)	-1.7%
25 - HR, Workplace & Organisational Design	3,155	3,188	3,104	0	0	(164)	(84)	-2.6%
26 - Management - Resources	181	110	0	0	0	0	(110)	-100.0%
Total 2 - Resources	45,061	47,200	47,702	(1)	0	(1,555)	502	1.1%

Key Messages:

The Resources Directorate is forecasting a full year overspend of £0.5m (1.1%) against a revised budget of £47.2m which is an adverse movement of £0.5m from Period 7. The movement across the directorate is a result of items previously listed within risks and opportunities now being fully reflected in the forecast. It is anticipated that the directorate will identify a range of one-off mitigations before the full year outturn.

There is an in-year pressure of £0.8m within Legal & Democratic Services primarily due to additional locum and agency costs as a result of rising demand for statutory Adult Care and Child Protection work. This will be an ongoing pressure for Legal Services, forecast to be £0.5m, which will be reflected as part of budget setting and the MTFP update.

There is a £1m pressure within Finance due to increased insurance premiums however this is currently being mitigated by underspends across the rest of the division resulting in a net under spend of (£0.1m). There is expected to be an ongoing pressure in relation to insurance premiums which needs to be considered as part of the MTFP update.

The net position for risks and opportunities is £0.6m. The most material risks are £0.4m within HR, Workplace & Organisational Design in relation to contractual issues resulting in underachievement of the income target and £0.2m within Finance due to recruitment challenges resulting in the use of

interim resource at a higher price point than anticipated to cover urgent and critical areas including HRA.

Detail by division is provided below:

- **Digital Transformation** is forecasting to budget with no material change from the P7 forecast.

Within the division there are material variances with pressures of £0.3m relating to computing contracts and unavoidable inflationary costs being offset by one-off underspends in salaries (£0.2m) due to service restructures within Policy, Strategy & Communications and Digital Transformation (both have 24/25 MTFP savings which have been partially achieved in 23/24). In addition, there is forecast to be a (£0.1m) over-achievement of income in the Performance & Intelligence Service.

- **Legal and Democratic Services** is forecasting an in-year £0.8m pressure with a deterioration of £0.1m from P7 forecast position.

There is a net £0.4m pressure in Legal Services, £0.8m relating to additional locums and agency staff and rising numbers of complex cases requiring Counsel and External Lawyers, both of which are to deal with the increasing demand of statutory Adult Care and Child Protection work. The overspend is partially mitigated by (£0.2m) over-achievement of fee income and access to (£0.2m) one-off funding to mitigate staffing and Child Protection pressure.

In addition, it is forecast that there will be on-going pressures to Legal Services of £0.5m in 24/25 if the current levels of Adult Care and Child Protection complex cases are maintained.

The remaining £0.4m pressure in Legal and Democratic Services relates to £0.2m in staffing pressures within the Executive Office and Senior Leadership Team and £0.2m within the Business Support Service due to 23/24 MTFP savings targets being only partially achieved.

Between P7 and P8 there was a deterioration of £0.1m. This was due to a £0.05m Legal Services disbursements pressure and a £0.05m decrease in fee income for the Modern Records Team under the Information Governance Service.

- **Finance** is forecasting an underspend of (£0.1m). There is a £1.0m pressure due to increased insurance premiums however this is offset by over achievement of income targets in the benefits service comprising (£0.5m) recharges of unsubsidised temporary accommodation to the Growth & Regeneration directorate, (£0.2m) benefits overpayment recoveries and an underspend of (£0.4m) due to staff vacancies.
- **HR, Workplace and Organisational Design** is forecasting a favourable position of (£0.08m) due to overachievement of the savings target for the second holiday purchase scheme (£0.04m) and an under spend within training (£0.04m).
- **Management – Resources** budget contains the over-achievement of the Council's Succession Planning/Senior Management savings target which was exceeded by (£0.1m).

Savings Delivery

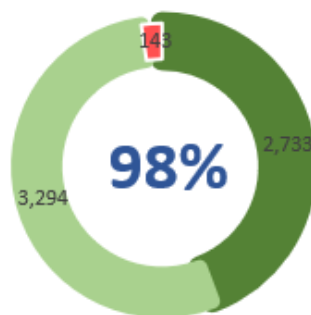
Resources (& Shareholding)					
BRAG	No. of Items	Plan £'000	Forecast £'000	Of Which Verified £'000	Variance £'000
Blue	7	1,529	1,529	531	-
Green	27	4,398	4,398	2,102	-
Amber	4	118	100	100	(18)
Red	2	125	-	-	(125)
Total	40	6,170	6,027	2,733	(143)

£'000s

Savings not forecast to deliver

Verified forecast savings

Unverified forecast savings



Section B: Risks and Opportunities

Division	Service	Risk or Opportunity	Description of Impact	Risk (Opportunity) £'000	Likelihood %	Net Risk (Opportunity) £'000
Finance	Benefits	Risk	Annual LA errors in 22/23 going above the lower threshold	500,000	50%	250,000
Finance	Benefits	Opportunity	Reduction in Subsidy income received, relating to the LA Error in 22/23 going above the lower threshold will be met from earmarked reserves.	(500,000)	50%	(250,000)
Finance	Revenues	Risk OR Opp	Summons income variation	59,000	100%	59,000
Finance	Revenues	Risk OR Opp	Summons income variation	(117,000)	100%	(117,000)
Finance	Corporate Finance	Risk	Interims expenditure pressure	300,000	75%	225,000
HR	People Operations	Risk	Contingent Workforce Contract Renewal increased costs	Unknown	Unknown	Unknown
HR	Safety, Health & Wellbeing	Risk	Occupational Health/ Employee Assistance Programme/ Health monitoring contract renewal	Unknown	Unknown	Unknown
HR	People Operations	Risk	Contractual issues resulting in the underachievement of income target.	780,071	50%	390,036
PSD	Digital Transformation	Risk	Underachievement of business case savings	236,000	0%	0
PSD	Digital Transformation	Opportunity	Overachievement of business case savings	(236,000)	0%	0
PSD	Digital Strategy & Transformation	Risk	Cyber security review of posture	80,000	80%	64,000
PSD	Citizens Services	Opportunity	PCI Manned Telephony - Uplift of 170 channels	(54,000)	100%	(54,000)
L&D	Legal Services	Opportunity	Internal / External Income	(200,000)	0%	0
L&D	Statutory Registration	Opportunity	Coroners - Pathologist Pay	(94,000)	0%	0
L&D	Executive Office	Risk	City Mayor's Office	130,000	0%	0
Net Total - Resources				884,071		567,036

Section C: Capital

Approved Budget £5.6m	Revised Budget £5.6m	Expenditure to Date £2.3m 41% of Budget	Forecast Outturn £4.0m 70% of Budget	Outturn Variance (£1.7m)
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Gross Expenditure by Programme

Ref	Scheme	Current Year (FY2023) - Period 8				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
						%	
£000s							
RE01	ICT Refresh Programme	500	0	150	(350)	0%	30%
RE03	ITTP - IT Transformation Programme (CLOSED March 2023)	0	(2)	(2)	(2)		
RE07	Digital Transformation Programme - Networks	3,507	1,852	2,129	(1,378)	53%	61%
RE08	Digital Transformation Programme	560	409	607	46	73%	108%
RE09	Expansion of Flax Bourton Mortuary	1,066	43	1,086	20	4%	102%
Total Resources		5,633	2,302	3,969	(1,664)	41%	70%

Key Messages:

- **(RE01) ICT Refresh Programme** - The project budget and forecast spend was reprofiled in P6 from £1.8m to £0.5m, reflecting that the Programme was largely complete. The forecast has been reduced further in P8 to bring it in line with the current commitment for new laptops of £0.15m.
- **(RE07) Digital Transformation – Networks** – The project, after a deep dive of its position post P8, is now forecasting an in-year underspend of £1.4m. In addition, the project has agreed to return £0.5m capital funding it no longer requires, which has been approved by the Director of DT, and is now in the forecast across the capital budget lifetime of the project. This funding was a contingency amount set aside in case of additional costs in procuring hardware. This process is now complete and the contingency was not required.
- **(RE08) Digital Transformation Programme** – After a deep-dive of the DTP projects in scope, the P8 forecast of £0.6m has returned an in-year overspend of £0.05m, an increase of £0.05m from the P7 position. In addition, eDiscovery for SARS project has descoped and has confirmed a project underspend of £0.15m, it is forecast across the capital budget lifetime of the project.
- **(RE09) Expansion of Flax Bourton Mortuary** – Extension has been built and moved onto site. Current forecasts are that Bristol City Council have a £0.02m pressure (£0.05m across all 4 local authorities) and whilst it is hoped that this can be mitigated against contingency, there have been challenges during the build which could add to the current financial forecast cost.

Section A: Revenue Budget Monitor

	Revised Budget	Forecast Outturn	Outturn Variance
P08	£62.5m	£65.3m	£2.8m
P07	£59.2m	£59.3m	£0.1m

May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb
(0.0)	0.0	0.0	0.0	0.2	0.1	2.8			
▲↑				▼↓	▲↑	▼↓			

Position by Division

Quarter 3 / Period 8 - Summary	Approved budget	Revised Budget	Q3/P8 Forecast	Total Variance YTD Q3/P8	Total Variance %
	£000s	£000s	£000s	£000s	
4 - Growth & Regeneration					
37 - Housing & Landlord Services	20,559	21,651	21,651	0	0.0%
46 - Economy of Place	3,328	3,080	3,082	2	0.1%
47 - Management of Place	(2,334)	(1,926)	(1,373)	553	-28.7%
4A - Management - G&R	(170)	(338)	(338)	0	0.0%
4B - Property, Assets and Infrastructure	40,011	40,030	42,282	2,252	5.6%
Total 4 - Growth & Regeneration	61,395	62,496	65,303	2,807	4.5%

Key Messages:

The Growth & Regeneration Directorate is reporting a forecast breakeven position against a revised net expenditure budget of £62.5m (following minor virements since budget approval per Appendix A1a Table 3).

The directorate is also reporting a breakeven position against its net risks and opportunities. Risks are driven predominantly by energy costs, a shortfall in parking income, as well as anticipated increase in the demand for Temporary Accommodation. These risks are offset by underspends resulting from staff vacancies, as well as an anticipated net increase in CAZ revenue, some of which is likely to offset the management review savings.

Housing & Landlord Services

The division is reporting a breakeven position against a revised budget of £21.7m. Work is ongoing to address the demand pressure in Temporary Accommodation (TA) from subsidy loss. However, the homelessness pressures from increasing demand continue to pose a risk. These pressures have been substantially mitigated by the TA Savings Programme that has successfully increased the supply of properties available through various initiatives to house people into less expensive accommodation.

Economy of Place

The division is reporting a breakeven position against a revised budget of £3.1m.

Management of Place

The division is reporting a £0.6m favourable variance against a revised budget of (£1.9m). The division has flagged in the Risk & Opportunities register potential risk to Car parking income totalling £1.6m based on year-to-date trends, which is likely to be offset by additional revenue from the CAZ scheme. This will be monitored over the next quarter and opportunities to mitigate any potential shortfall explored.

Property, Asset Strategy and Investment

The division is reporting a breakeven position against a revised budget of £40.0m. While the energy prices are on the decline, there is an anticipated pressure in energy costs being flagged by the service (including street lighting energy) of £4m which continues to be regularly reviewed. This is however expected to be fully mitigated using a combination of initiatives and sources.

Savings Delivery

Growth & Regeneration					
BRAG	No. of Items	Plan £'000	Forecast £'000	Of Which Verified £'000	Variance £'000
Blue	2	1,285	1,285	999	-
Green	15	1,847	1,957	10	110
Amber	11	5,644	4,494	2,009	(1,150)
Red	14	4,977	2,718	680	(2,259)
Total	42	13,753	10,454	3,698	(3,299)

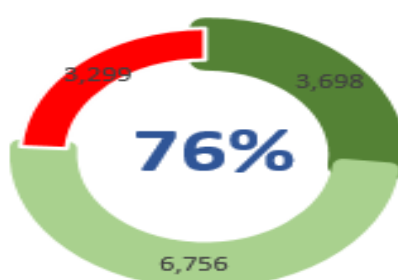
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£'000s

Savings not forecast to deliver

Verified forecast savings

Unverified forecast savings



Section B: Risks and Opportunities

Div No	Risk / Opp	Description of Impact	Risk (Opportunity) £'000	Likelihood %	Net Risk (Opportunity) £'000
47	Risk	Expenditure Pressures & Income deficits	3,840	100%	3,840
4B	Risk	Expenditure Pressures & Income deficits	3,484	100%	3,484
46	Risk	Expenditure Pressures & Income deficits	1,687	100%	1,687
37	Risk	Demand Pressure - Temporary Accommodation	1,370	100%	1,370
47	Risk	Savings at risk	1,080	100%	1,080
46	Risk	Savings at risk	640	100%	640
4B	Risk	Savings at risk- Corporate Landlord	613	100%	613
4B	Risk	Savings at risk	370	100%	370
37	Risk	Savings at risk - Temporary Accommodation	130	100%	130
Gross Risks			13,214		13,214
4B	Opportunity	Mitigations - Savings	(110)	100%	(110)
37	Opportunity	Mitigations	(353)	100%	(353)
46	Opportunity	Mitigations	(2,054)	100%	(2,054)
4B	Opportunity	Mitigations	(2,109)	100%	(2,109)
47	Opportunity	Mitigations	(2,377)	100%	(2,377)
46/47	Opportunity	Mitigations - alternative funding to support delivery of local and sustainable transport	(6,206)	100%	(6,206)
Gross Opportunities			(13,209)		(13,209)
Net Total			5		5

The net risks and opportunities flagged by service managers show a largely breakeven position. This Risks are driven predominantly by energy costs, a shortfall in parking income, as well as anticipated increase in the demand for Temporary Accommodation. These are offset by underspends resulting in a number of in-year mitigations as well as an anticipated net increase in CAZ revenue. All risks and pressures are carefully monitored and, if needed, the service will take further measures to address these pressures.

Section C: Capital

Approved Budget	Revised Budget	Expenditure to Date	Forecast Outturn	Outturn Variance
£125.5m	£125.5m	£60.4m	£128.0m	2.4m
		48% of Budget	1.01% of Budget	
2022/23	Comparator			
£170.0m	£142.9m	£66.7m	£130.0m	(£12.8m)

Ref	Scheme	Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
Growth & Regeneration							
CRF3	Covid Recovery Fund – Economic Infrastructure	1,223	382	1,121	(102)	31%	92%
GR01	Strategic Property – Temple Meads Development	6,026	2,884	8,151	2,125	48%	135%
GR03	Economy Development - ASEA 2 Flood Defences	7,600	2,040	7,600	0	27%	100%
GR05	Strategic Property - Hawkfield Site	122	12	114	(8)	10%	93%
GR05A	South Bristol Light Industrial Workspace Redevelopment	2,487	2,214	2,815	348	90%	114%
GR08	Delivery of Regeneration of Bedminster Green	2,492	1,321	2,492	(0)	53%	100%
GR09	Clean Air Zone Programme	7,629	3,420	7,629	0	45%	100%
GR10	Improvements to Local Centres	35	0	35	0	0%	100%
NH01	Libraries for the Future	12	(29)	12	0	-243%	100%
NH02	Investment in parks and green spaces	1,858	1,012	1,761	(97)	54%	95%
NH02A	Invest in Parks Sports Outdoor Equipment & Facility Improvements	54	8	167	113	14%	310%
NH03	Cemeteries & Crematoria Investment	192	23	50	(142)	12%	26%
NH04	Third Household Waste Recycling and Re-use Centre	348	343	348	0	98%	100%
NH06A	Bristol Operations Centre - Phase 2	443	186	443	0	42%	100%
NH07	Private Housing	5,323	3,271	5,307	(16)	61%	100%
PE06C	Local Authority Housing Fund - Refugee Resettlement	5,701	2,308	5,701	0	40%	100%
PL01	Metrobus	1,985	787	1,411	(554)	40%	72%
PL02	Passenger Transport	240	(43)	133	(107)	-18%	55%
PL04	Strategic Transport	10,988	3,735	10,108	(880)	34%	92%
PL05	Sustainable Transport	2,222	836	1,481	(741)	38%	67%
PL06	Portway Park & Ride Investment	(1,195)	(201)	500	1,695	17%	-42%
PL09	Highways Infrastructure - bridge investment	1,004	411	1,004	0	41%	100%
PL09A	Highways Infrastructure - Cumberland Road Stabilisation Scheme	1,185	638	1,185	0	54%	100%
PL10	Highways & Traffic Infrastructure - General	15,187	6,305	15,188	1	42%	100%
PL10B	Highways & Traffic - Street Lighting	6,750	4,245	6,750	0	63%	100%
PL10C	Transport Parking Services	148	81	230	82	55%	158%
PL11A	Cattle Market Road site re-development	435	227	435	0	52%	100%
PL15	Environmental Improvements Programme	17	0	17	0	2%	100%
PL17	Resilience Fund (£1m of the £10m Port Sale)	19	0	19	0	0%	100%
PL18	Energy services - Renewable energy investment scheme	2,971	1,662	4,377	1,406	56%	147%
PL18A	Energy Services- Bristol Heat Networks (CLOSED Jan 2023)	0	0	0	0		
PL18B	Energy Services - School Efficiencies	(10)	(10)	(10)	0	100%	100%
PL20	Strategic Property	505	475	505	0	94%	100%
PL21	Building Practice Service - Essential H&S	2,793	1,217	2,772	(20)	44%	99%
PL24	Bristol Beacon	22,469	14,948	22,469	0	67%	100%
PL27	Vehicle Fleet Replacement Programme	1,473	535	1,123	(350)	36%	76%
PL30	Housing Delivery Programme	13,983	5,072	13,784	(198)	36%	99%
PL34	Strategic property - Community Investment scheme	400	0	350	(50)	0%	88%
PL35	Harbour Operational Infrastructure	213	69	176	(37)	33%	83%
PL36	Investment in Markets Infrastructure & buildings	266	102	266	0	38%	100%
Total Growth & Regeneration		125,532	60,486	128,018	2,487	48%	102%

In general capital spending continues to lag where it should be at this time of year with less than 50% of budgets spent as we reach the final quarter of the year. Spend is expected to accelerate in the final quarter as grant claims are completed. The Temple Meads Development, showing a variance of £2.1m is an example of large grants claims making slow progress to approval resulting in a false position. The variance of £1.7m on the Portway Park and Ride investment is a result of the final grant settlements being agreed with WECA and Network Rail with the expectation the variance will be eliminated by the end of the year. The other very major variance of £1.4m showing against the renewable energy investment scheme is similarly a result of a grant scheme

complicated in this case by the demand led nature of the two phases of the Home Upgrade Grant programme.

Section A: Revenue Budget Monitor

	Revised Budget	Forecast Outturn	Outturn Variance
P08	£137.4m	£137.1m	(£0.2m) underspend
<i>P07</i>	<i>£137.4m</i>	<i>£136.5m</i>	<i>(£0.8m) underspend</i>

May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb
(1.7)	0.1	2.7	3.6	(0.8)	(0.8)	(0.2)			
▲↑	▼↓	▼↓	▼↓	▲↑		▼↓			

Position by Division

Quarter 3 / Period 8 - Summary	Approved budget	Revised Budget	Q3/P8 Forecast	Total Variance YTD Q3/P8	Total Variance %
	£000s	£000s	£000s	£000s	
Total Housing Revenue Account	137,365	137,365	137,125	(240)	-0.2%

Key Messages:

The Housing Revenue Account at the end of Period 8 is reporting an underspend of £0.2m (details shown in the table below). Any instance of an overspend on the HRA will be funded by a transfer from the HRA general reserve at the end of the financial year. There is an overall adverse movement of £0.6m from P7. This is due to costs of Barton House evacuation of £2.7m, increase in impairment provision of £0.3m, which were offset by reduction of £2.4m in forecasted repair costs.

The main reasons for the variance against budget are set out below.

Summary – Housing Revenue Account

HOUSING REVENUE ACCOUNT	Approved Budget £M	Current Forecast £M	Outturn Variance £M	Previous Forecast £M	Movement £M
Income	(137.2)	(136.9)	0.3	(137.3)	0.5
Repairs & Maintenance	39.8	44.2	4.5	42.3	2.0
Supervision & Management	45.1	46.5	1.4	46.8	(0.4)
Special Services	15.2	14.6	(0.6)	14.2	0.5

Rents, rates, taxes and other charges	0.1	0.1	0.0	0.1	0.0
Depreciation and bad debt provision	32.6	33.8	1.2	33.5	0.3
Total expenditure - core services	132.8	139.3	6.5	136.9	2.4
Net cost of core HRA services	(4.4)	2.3	6.8	(0.4)	2.7
Net interest payable, pension costs and other non operational charges	10.9	4.0	(7.0)	3.9	0.1
Capital expenditure funded from revenue	0.0	0.0	0.0	0.0	0.0
(Surplus) / Deficit for the year on HRA services	6.5	6.3	(0.2)	3.5	2.8
Drawn down from HRA reserves	(6.5)	(6.3)	0.2	(3.5)	(2.8)
Net		0.0	0.0	0.0	0.0

Income is reporting a shortfall of £0.3m at the end of P8 compared to budget. The main contributing factor to the negative variance is due to handover of certain new schemes being behind schedule because of project delays, negatively impacting the dwelling rent income forecast.

The forecast for repairs & maintenance, was running £4.5m behind the budget at the end of P8. The main elements of the overspend consists of the following:

- +£0.3m for additional cost of adaptation on relets,
- +£1.3m Response Repairs (10099) - slippage - Significant spend on external contractors, difficulty recruiting to internal vacancies and large backlog from COVID / 2022 & damp / mould, causing large overspend. Joinery recharge costs have increased from budget set. Repairs have increased almost 30% since 2020/21.
- +£0.2m Relets Repairs - Showing overspend as completing less full capital works resulting in higher revenue spend.
- +£2.7m Barton House - evacuation of Barton House and related costs.

The **supervision and management service** was running £1.4m behind the budget at the end of P8. The main elements are overspending in the budgets for;

- +£1.4m Planned Programmes Overheads – Delay in fire alarm project and other capital projects has resulted in additional overhead costs.

Special Services are reporting a £0.6m positive variance in P8.

The main elements are underspends in the budgets for;

- -£0.6m Communal Amenities – Lower than expected energy costs. Energy forecast this will continue to be monitored throughout the year.

Section B: Risks and Opportunities

Division	Risk or Opportunity	Detailed Comment	Net Risk / (Opportunity) £
HRA	Opportunity	The Energy Price Guarantee set maximum consumer prices from October 2022 to June 2023. A lower price cap from July 23 means energy prices are likely to fall for the first time in around 20 months.	(£0.5m)
HRA	Risk	CPI Inflation continues to be significantly high. As at April 2023, this was 8.7%, this means that Repairs & Maintenance costs may be slightly higher than forecasted.	£1.5m

Section C: Capital

Approved Budget	Revised Budget	Expenditure to Date	Forecast Outturn	Outturn Variance
£108.5m	£108.5m	£40.6m 37% of Budget	£104.7m 96% of Budget	£3.8m

Gross Expenditure by Programme

Ref	Scheme	Current Year (FY2023) - Period 8				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
					£000s	%	
Housing Revenue Account							
HRA1	Planned Programme - Major Projects	50,213	21,096	50,561	347	42%	101%
HRA2	New Build and Land Enabling	56,465	19,433	52,316	(4,149)	34%	93%
HRA4	HRA Infrastructure	1,789	110	1,789	0	6%	100%
Total Housing Revenue Account		108,467	40,639	104,665	(3,802)	37%	96%

Key Messages:

There is an overall slippage of £3.8m for the Capital Works Budget of £108.5m with a year-to-date spend of £40.6m (37%). The table above shows a slippage of £0.3m within Planned Programme and £4.1m within New Build and Land Enabling with the HRA Infrastructure Programme forecasting to budget.

Planned Programme

The Planned Programme is reporting overall acceleration and is overbudget in the current year by £0.3m. The budget will, nevertheless, be balanced by reductions in expenditure in future years to keep within the overall envelope. However, the overall position also includes a number of projects reporting slippages. The projects that are over budget include:

- £0.77m for Major Refurbishments including £0.7m for Bishport 5 where the works have been accelerated.
- £0.23m Planned Programme – the Kitchen contract has been accelerated and is over budget by £0.53m as is the Rewires contract, £0.1m, but this is offset by slippages in Bathroom replacement £0.36m.
- £0.24m HIP with Dove Street blocks accounting of £0.33m offset by £0.1m slippage at Yeaman & Broughton.
- £0.28m for External Major Repairs to Blocks
- £0.2m for Adaptations including £0.15m for major adaptations.

The offsetting projects with slippages include:

- £0.98m for Energy efficiencies

- £0.43m that includes £0.18m for Estate Management –Safety and CCTV and £0.25m for damp and mould Stock Condition Surveys.

New Build and Land Enabling

The New Build and Land Enabling Programme is reporting a slippage for the current year of £4.1m and includes:

- £0.45m for New Housing Provision that has yet to be allocated across projects.
- £1.1m for New Housing Provision: Brentry, project is on site but slippage due to delays related to construction of retaining wall.
- £1.0m for New Housing Provision: Romney Avenue, scheme was under construction slippage due to developer going into administration.
- £1.6m for AHDP – EDAROTH. The Council has a development agreement but slippage due to delays in programme.

HRA Infrastructure

At the end of P8, the scheme is forecasted to spend in line with budget.

Section A: Revenue Budget Monitor

	Revised Budget	Forecast Outturn	Outturn Variance
P08	£452.3m	£468.7m	£16.4m overspend
P07	£452.3m	£468.7m	£16.4m overspend

May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb
18.7	18.7	18.7	16.4	16.4	16.4	16.4			
▼↓			▲↑						

Summary of 2023/24 DSG forecast position as at P08

Table 1 - Bristol Dedicated Schools Grant 2023/24	2022/23 b/f balance	Gross DSG funding / Budget 2023/24*	P08 Gross DSG forecast outturn	In-year variance as at P08	Cumulative c/f forecast position as at P06
£'000					
Schools Block	(787)	323,851	323,851	(0)	(787)
De-delegation	(527)		(1)	(1)	(528)
Central School services Block	8	2,717	2,709	(8)	
Early Years	(605)	37,432	38,201	769	164
High Needs Block	42,520	86,675	103,482	16,808	59,328
High Needs Transformation	(928)	1,627	2,566	939	11
Funding	0	(452,302)	(452,302)	0	0
Total (Unmitigated position)	39,680		18,506	18,506	58,187
Mitigations (budget v.s. forecast in 2023-24)		(3,180)	(2,112)		(2,112)
Total - Mitigated position	39,680		16,394	18,506	56,075

Key Messages:

2023-24 gross allocation for DSG is £452.3m as announced by ESFA on 20th July 2023 (or net amount £196.6m after deduction for academies recoupment, NNDR and direct funding of high needs places by ESFA). The DSG is forecasting to overspend by £16.4m in 2023/24 after mitigation of £2.1m is applied to the overall overspend of £18.5m.

The main drivers for in year deficit forecast position are increasing in EHCP and complexity of Children with SEN, overspend was forecasted in top up funding of £5m, special placement (pre- and post-16) £7.4m, ISP £2m and Teachers pay & pension £1.3m. Lack of sufficiency has places continued pressure on INM placements, which have increased by £2.5m in 2023/24 in this quarter.

Early Years is forecasting an in-year overspend of £0.769m, of which £0.2m was planned overspend on EY improvement programme and £0.5m was due to increase demand in EY top up funding on SEN.

High Needs Transformation programme is forecasting an in-year overspend of £1.0m which will be covered by carry-forward funding from previous years.

Two workstreams funded through a Department for Education Delivering Better Value (DBV) Grant are starting to move from the development to the delivery phase. A tender process for workstream 2 was completed in July to secure a delivery partner to review High Needs Block funding which is subject to public consultation. In workstream 1 is completed and Workstream 2 is underway. The Delivery partner has engaged with stakeholders both internal and external and a steering group was formulated to scope the project and identify schools to take part in a test and learn pilot for the new academic year. However, £1.0m potential mitigations are currently highlighted as at risk due to further due diligence work is still required and delay in securing a delivery partner to delivery workstream 2 mitigation proposals. This means the mitigated in-year deficit position for 2023-24 could be reduced to £16.4m if mitigation proposals benefits materialise. It is vital that these mitigation proposals are monitored and delivered on a timely basis in order to restore and secure financial health of DSG funding in the longer term.

Introduction

The aim of the Communities and Public Health division is to have a healthy city where no one is left behind. This is underpinned by making Communities at the heart of all policy and practices, improving the health of the population, preventing disease, reducing inequalities, and increasing equality.

The division consists of 3 services:

- Public Health (funded by the Public Health grant)
- Communities
- Environmental health – statutory food safety, health and safety and port health services.

Public Health Grant (Division 34)

Public Health (PH) Grant of £35.7m was awarded for 2023/24. The Public Health Grant is awarded annually to the local authority and is ring fenced for the purposes of public health. The grant enables the Director of Public Health to discharge their statutory duties. Where appropriate, we joint fund services with other bodies and receive income from partners according for this purpose.

An annual return must be provided by the authority to Office for Health Improvement and Disparities (OHID), which is audited against the grant regulations.

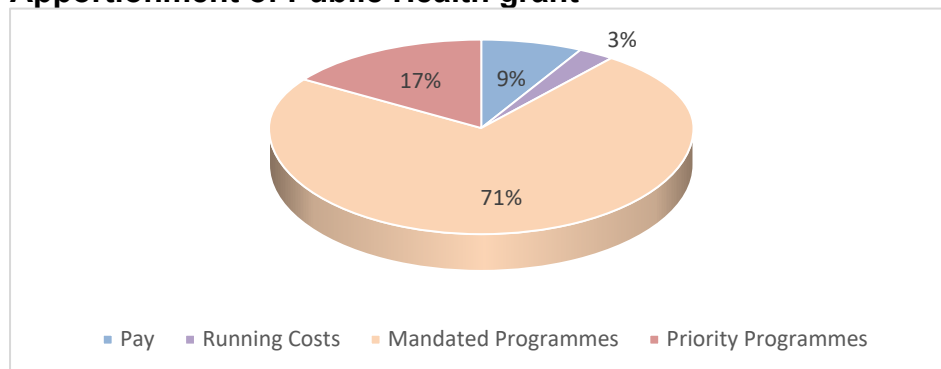
The table below shows the current budget and forecast, utilising the OHID national coding system against which the grant is measured.

An additional £0.148m was awarded to Bristol City Council in November 2023 to reflect the additional pressure of non-NHS providers employing staff on 'Agenda for Change' (AFC) contracts.

Ringfenced Public Health Grant by Categories			
	Budget	Forecast	Variance
Q3/P8	23-24	23-24	23-24
	£m	£m	£m
Sexual Health Services	9.733	9.783	0.051
NHS health Check Programme	0.433	0.433	0.000
Health Protection	0.372	0.372	0.000
Public Health Support to ICB	0.113	0.113	0.000
Healthy Weight & Physical Activity	1.542	2.014	0.472
Substance Use	9.671	9.669	-0.002
Smoking & Tobacco Control	0.487	0.539	0.051
Children & Young People	14.778	14.382	-0.395
Public Mental Health	0.046	0.046	0.000
Community Health Development	1.227	1.282	0.055
Impact Fund & Advice	0.728	0.728	0.000
Domestic Abuse & Sexual Violence	0.998	0.998	0.000
Intelligence, Quality & Governance	1.563	1.585	0.023
Overheads & Running Costs	0.978	1.031	0.053
Public Health Spend Relating to COVID 19	0.626	0.587	-0.038
Total Expenditure	43.294	43.561	0.267

Public Health Grant Allocation	-35.716	-35.864	-0.148
Joint Partnership Income	-6.630	-7.082	-0.452
Drawdown from COMF Reserves	-0.626	-0.587	-0.038
PH Grant Drawdown on reserves (=-drawdown)	-0.322	-0.027	0.295
Total Income	-43.294	-43.561	-0.267

Apportionment of Public Health grant



Communities and Public Health (Divisions 36 and 3B)

This division encompasses a wide range of public health service commissioning and provision, within three major areas: communities, environmental health (including public health protection) and other grants. These grants are in addition to the £35m Public Health grant, which include substance use, housing and homelessness supplemental grants, Domestic Abuse Bill Act funding and Sport England.

This division comprises of £5.9m General Fund and £12.2m non-public health grant related investment, set out below.

Communities & Public Health (Divisions 36 & 3B)	Forecast Spend 2023-24	Funded by				Variance
		Other Grants & Income	Funding from PH Grant (Division 34)	General Fund	Total Funding	
P8	£m	£m	£m	£m	£m	£m
Voluntary Sector Investment	4.052	0.206	0.728	3.118	4.052	0.000
Public Protection & Environmental Health	2.104	0.728	0.000	1.376	2.104	0.000
Domestic Abuse & Sexual Violence	2.874	1.326	0.998	0.551	2.874	0.000
Hengrove Leisure PFI	3.807	3.306	0.000	0.501	3.807	0.000
Healthwatch	0.253	0.163	0.000	0.190	0.353	-0.100
Community Development	1.512	0.164	1.180	0.208	1.552	-0.040
Pest Control	0.221	0.221	0.000	0.000	0.221	0.000
Externally Funded Projects	1.319	1.319	0.000	0.000	1.319	0.000

Health & Wellbeing Transformational Fund	0.711	0.711	0.000	0.000	0.711	0.000
Substance Use Grants	3.885	3.885	0.000	0.000	3.885	0.000
UK Shared Prosperity Fund	0.158	0.158	0.000	0.000	0.158	0.000
Totals	20.896	12.186	2.906	5.944	21.037	-0.140

Gross Expenditure by Programme

Ref	Scheme	Current Year 2023/24 - Period 8				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
		£000s				%	
Children & Education							
CRF2	South Bristol Youth Zone	1,600	233	1,987	387	15%	124%
PE01	School Organisation/ Children's Services Capital Programme	6,083	2,060	6,056	(26)	34%	100%
PE02	Schools Organisation/SEN Investment Programme	6,154	4,794	6,154	0	78%	100%
PE03	Schools Devolved Capital Programme	1,468	832	1,468	0	57%	100%
PE05	Children & Families - Aids and Adaptations	127	60	127	0	47%	100%
PE06	Children Social Care Services	1,107	171	2,232	1,125	15%	202%
Total Children & Education		16,539	8,150	18,025	1,486	49%	109%
Adult & Communities							
CRF1	Covid Recovery Fund – Community Improvements	770	211	770	0	27%	100%
PE06B	Adult Social Care – Better Lives at Home Programme	227	(11)	227	0	-5%	100%
Total Adult & Communities		998	200	998	0	20%	100%
Growth & Regeneration							
CRF3	Covid Recovery Fund – Economic Infrastructure	1,223	382	1,121	(102)	31%	92%
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PL18B	Energy Services - School Efficiencies (CLOSED March 2023)	(10)	(10)	(10)	0	100%	100%
PL20	Strategic Property	505	475	505	0	94%	100%
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PL30	Housing Delivery Programme	13,983	5,072	13,784	(198)	36%	99%
PL34	Strategic property - Community investment scheme	400	0	350	(50)	0%	88%
PL35	Harbour Operational Infrastructure	213	69	176	(37)	33%	83%
PL36	Investment in Markets infrastructure & buildings	266	102	266	0	38%	100%
Total Growth & Regeneration		125,532	60,485	128,017	2,486	48%	102%
Resources							
RE01	ICT Refresh Programme	500	0	150	(350)	0%	30%
RE03	ITTP - IT Transformation Programme (CLOSED March 2023)	0	(2)	(2)	(2)		
RE07	Digital Transformation Programme - Networks	3,507	1,852	2,129	(1,378)	53%	61%
RE08	Digital Transformation Programme	560	409	607	46	73%	108%
RE09	Expansion of Flax Bourton Mortuary	1,066	43	1,086	20	4%	102%
Total Resources		5,633	2,302	3,969	(1,664)	41%	70%
Total General Fund Service Total		148,701	71,137	151,009	2,307	48%	102%
Housing Revenue Account							
HRA1	Planned Programme - Major Projects	50,213	21,096	50,561	347	42%	101%
HRA2	New Build and Land Enabling	56,465	19,433	52,316	(4,149)	34%	93%
HRA4	HRA Infrastructure	1,789	110	1,789	0	6%	100%
Total Housing Revenue Account		108,467	40,639	104,665	(3,802)	37%	96%
HRA & GF Service Combined Total		257,169	111,776	255,674	(1,495)	43%	99%

Gross Expenditure by Programme

Ref		Scheme		Current Year 2023/24 - Period 8				Performance to budget	
				Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
				£000s				%	
Corporate Contingencies & Funds (General Fund)									
CP03		Corporate Contingencies		9,525	0	9,525	0	0%	100%
CP05		Decarbonisation Fund - Pending Business Case Development		500	0	500	0	0%	100%
CP06		Assumed level of capital programme slippage (23-24 Budget Report)		(5,741)	0	(5,741)	0	0%	100%
Total Corporate Contingencies & Funds (General Fund)				4,284	0	4,284	0	0%	100%
Capital Programme Grand Total				261,453	111,776	259,958	(1,495)	43%	99%



Decision Pathway – Report

PURPOSE: For noting

MEETING: Cabinet

DATE: 23 January 2024

TITLE	Endorsing Bristol’s Just Transition Declaration		
Ward(s)	Citywide		
Author: Alex Minshull	Job Title: Sustainability City and Climate Changes Service Manager		
Cabinet lead: Cllr Marley Bennett, Cabinet Member for Ecology, Waste and Just Transition	Executive Director lead: John Smith, Interim Executive Director Growth and Regeneration		
Proposal origin: Mayor			
Decision maker: For noting Decision forum: Cabinet			
Purpose of Report: To note that the Council is endorsing the principles within the Just Transition Declaration and will seek to align them within its governance and ways of working.			
Evidence Base:			
<ol style="list-style-type: none"> 1. In December 2022, four Bristol citizens (Emma Geen, Olivia Sweeney, Kirsty Hammond and Rachel Moffat) went on a climate justice exchange with the US embassy along with other climate justice workers from the UK. Following a conversation with the Mayor, it was agreed they would author a Just Transition Declaration for Bristol. This was drafted from a series of engagement with community groups and unions led by the four citizens. 2. The Just Transition Declaration was written as a set of 10 principles that everyone working on climate change and nature loss in the city can use to make their plans as fair as possible. It was written to accompany Bristol’s Climate and Ecological Emergency Declarations and is supported by the Mayor and Cabinet and Full Council endorsed it on 12 December 2023. Organisations and groups across the city are now being encouraged to sign up to the principles set out in the Declaration 3. The 10 principles, not in order of importance, are: <ol style="list-style-type: none"> 1. Centring the expertise of disadvantaged communities at every step of the journey 2. Good future-proof jobs for everyone 3. Empowering disadvantaged communities to take climate and ecological action 4. Supporting individual change through system change 5. Fair distribution of costs and benefits 6. Prioritising accessible communication 7. Standing in solidarity with those experiencing the worst climate and ecological impacts across the globe 8. Building inclusive resilience 9. Infrastructure for all 10. Embedding the process internally and at the beginning. 4. On 4 September 2023, the Just Declaration was endorsed via a Chair’s Business statement at Cabinet with a commitment to return with a report setting out how the Council is aligning its own strategies, policies and activities with the principles within the Declaration. 5. This report and the accompanying document (Appendix A) sets out how the Council’s activities and approach align with the content and principles of the Just Transition, demonstrating how the themes are embedded into 			

relevant areas of work throughout the council, at all levels.

The accompanying document (Appendix A) includes a summary of:

- i) The Just Transition Declaration and its 10 core principles
- ii) Alignment with the Council’s governance process
- iii) Alignment to Council environmental strategies and policies
- iv) Planned internal communications and partnership activity
- v) Next steps

Cabinet Member / Officer Recommendations:

That Cabinet notes and agrees with the summary of actions and next steps contained within the report (Appendix A)

Corporate Strategy alignment:

- 1. One of the themes of the Corporate Strategy is Environment and Sustainability, which is defined as: “Decarbonise the city, support the recovery of nature and lead a just transition to a low carbon future.” This ensures that the priority areas within Environment and Sustainability are also guided by a just transition to a low carbon future.

City Benefits:

- 1. Bristol’s Just Transition frames the need for a fair and equitable transition to net zero across Bristol. This includes:
 - Empowering disadvantaged communities to take climate and ecological action
 - Fair distribution of costs and benefits
 - Prioritising accessible communication
 - Building inclusive resilience
 - Infrastructure for all
- 2. The Just Transition Declaration will be an area of focus at the next City Gathering, and the One City Environment Board has reviewed the current iteration of the Just Transition Declaration.

Consultation Details:

The Just Transition Declaration was drafted by partners within the city and informed by their own engagement and conversations. Further engagement included the City Gathering on November 24 2023. Bristol City Office will act as convener with city partners to explore how other organisations can endorse the Declaration.

Background Documents:

Appendix A – Summary Report
[Just Transition - Bristol Climate Hub](#)

Revenue Cost	£0	Source of Revenue Funding	N/A
Capital Cost	£0	Source of Capital Funding	N/A
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:		
1. Finance Advice:		
The report asks that Cabinet notes and approves the summary of the actions and next steps arising from the recent Just Transition Declaration. Whilst there are no specific financial implications arising from this report, the integration of Just Transition considerations into planning, policy making and decision making will be undertaken within existing staff resources.		
However, it may be the case that implementing plans, policies of decisions to deliver the goals of the Declaration may require increased expenditure or replace current efforts. Where this is the case, any future decision will need to be considered on a case by case and must be undertaken within existing resources or the appropriate approval sought in line with council policy.		
Finance Business Partner: Ben Hegarty, Finance Business Partner (Growth and Regeneration), 15 December 2023.		
2. Legal Advice: There are no specific legal implications arising from this report which is for noting. The Just Transition Declaration principles should be applied in accordance with the Council's decision pathway process.		
Legal Team Leader: Husinara Jones, Team Manager/Solicitor 11 January 2024		
3. Implications on IT: I can see no implications on IT in regard to this activity.		
IT Team Leader: Alex Simpson – Lead Enterprise Architect 25 October 2023		
4. HR Advice: There are no HR implications evident		
HR Partner: Celia Williams – HR Business Partner – Growth and Regeneration 11 December 2023		
EDM Sign-off	John Smith, Interim Executive Director Growth and Regeneration	1 November 2023
Cabinet Member sign-off	Cllr Marley Bennett, Cabinet Member for Ecology, Waste and Just Transition	14 November 2023
For Key Decisions - Mayor's Office sign-off	Mayor's Office	NON-KEY DECISION

Appendix A – Further essential background / detail on the proposal	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO

Appendix K – ICT	NO
Appendix L – Procurement	NO

Bristol City Council's Alignment to the city's Just Transition Declaration

1. Introduction

Bristol's One City Climate Strategy sets out a vision: *"In 2030, Bristol is carbon neutral and climate resilient. We have collectively achieved a fair and inclusive transition; capturing the opportunities of new jobs and investment, improved health, wellbeing and education, and a better environment for local people. We have helped lead the way to a safer global climate."*

It sets out a key principle of the Strategy as Fairness: *"Achieving a just transition is central to our strategy and critical to it achieving successful outcomes. This means maintaining a democratic mandate, ensuring there are opportunities for all to participate in the benefits of change with its costs shared fairly."*

This paper sets out how the council will approach the implementation of a just transition to a carbon neutral and climate resilient city in line with Bristol's Just Transition Declaration.

Bristol's Just Transition Declaration

A [Just Transition Declaration](#) has been written for Bristol by four citizens in consultation with stakeholders around the city. It is not an action plan but a set of 10 principles that everyone working on climate change and nature loss in the city can make use of and endorse.

It has been written to accompany Bristol's Climate and Ecological Emergency Declarations and strategies.

The 10 principles, not in order of importance, are:

1. Centring the expertise of disadvantaged communities at every step of the journey
2. Good future-proof jobs for everyone
3. Empowering disadvantaged communities to take climate and ecological action
4. Supporting individual change through system change
5. Fair distribution of costs and benefits
6. Prioritising accessible communication
7. Standing in solidarity with those experiencing the worst climate and ecological impacts across the globe
8. Building inclusive resilience
9. Infrastructure for all
10. Embedding the process internally and at the beginning.

Stakeholders across Bristol have been invited to sign-up to the declaration to support, endorse and action its principles. The declaration is a living document that will be reviewed as the city's understanding of how to transition in a just way grows.

Endorsement of Bristol's Just Transition Declaration

On the 5 September 2023, Bristol's Cabinet formally endorsed Bristol's Just Transition Declaration.

On 12th December 2023 Full Council formally endorsed the declaration.

This report follows on from this formal endorsement to outline Bristol City Council's alignment to the city's Just Transition Declaration. This will cover:

- Alignment with the council's Governance process
- Alignment with the council's and the city's Environmental strategies
- Internal Communications of Just Transition
- External partnership work

2. Alignment with Bristol City Council's Governance process:

The council's governance process includes guiding strategies and plans as an organisation as well as the steps needed to progress the council's Decision pathway report. This section gives an overview of these different processes and guiding documents, and how they relate to Bristol's Just Transition declaration.

BCC Corporate Strategy:

The Council's [Corporate Strategy](#) outlines a vision of driving an inclusive, sustainable and healthy city of hope and aspiration where everyone can share the city's success. It also describes the activities we must do by law.

It's based on a wide-ranging review of evidence and needs-assessments and was co-created through a series of engagement events with elected political leaders, citizens, partners, and staff from across the council.

This Strategy outlines the overall approach and priorities to take place across the council over a five-year period (2022-27) and speaks to the principles of *supporting individual change through system change* and *fair distribution of costs and benefits*.

One of the five building blocks (which affect all our priorities and influence everything we do) is Environmental Sustainability. Which we define as:

"Tackle the Climate and Ecological Emergencies while inclusively growing the economy, maximising our positive environmental impacts, and avoiding or mitigating negative ones wherever possible. Build our climate and ecological resilience."

This ensures that there is always consideration of Environmental Sustainability in all our key decisions, which is demonstrated by the Environmental Impact Assessment procedure outlined above.

Alongside this, one of the seven themes of the Corporate Strategy is Environment and Sustainability, which we define as:

"Decarbonise the city, support the recovery of nature and lead a just transition to a low carbon future."

This ensures that the priority areas within Environment and Sustainability are also guided by a just transition to a low carbon future. These priority areas are:

- Carbon neutral
- Ecological Recovery
- Cleaner Bristol
- Climate Resilience
- Global Leadership

BCC Business Plan:

Each year, Bristol City Council produces a Business Plan outlining our top priorities for the next financial year. This stems directly from the Corporate Strategy and aligns to its themes and building blocks outlined above. This shows a continuation of the principle of *fair distribution of costs and benefits*.

Social Value Policy:

The Council's Social Value Policy is linked to Bristol specific Themes Outcomes and Measures (TOMs) which are evaluated in the tender stage and account for 20% of a decision. They include local employment and spend, apprenticeships and school engagement and investment and volunteering with community groups.

There is a specific TOM relating to supporting community projects with an environmental sustainability theme in terms of investment or volunteering hours.

The Healthy and Sustainable Procurement Policy endorsed in 2021 introduced Health and Sustainability requirements with an additional weighting, as defined by the Service Area and Procurement Officers and with an average of 10% for large construction projects.

There is a suite of requirements ranging from biodiversity, waste, clean air, Bristol Eating Better Award and carbon and all originate from either One City, Climate or Ecological Strategy actions or a Government Buying Standard. An internal assessment determines which are relevant.

Carbon reduction plans are requested for contracts above the UK Public Procurement Thresholds, which is currently a scored requirement. Carbon reporting is not required, but referred to in the tender documentation as something we will be asking for in the future.

We are seeking to ensure that reporting requirements support improved performance and are proportionate to the scale of the contract and likely capacity of the suppliers to meet those, so as not to place disproportionate requirements on smaller businesses.

Environmental Impact Assessments:

BCC's Environmental Impact Assessment process is how we evaluate the potential environmental impacts of key decisions. Through this process we decide how best to enhance potential positive impacts and mitigate potential negative impacts, as they relate to the targets set out in the One City Climate Strategy, One City Ecological Emergency Strategy, and Corporate Strategy.

This means we try to understand and quantify the likely effects our decisions will have on the environment based on:

- emission of climate changing gases
- wildlife and habitats
- consumption of resources and generation of waste
- Bristol's resilience to the effects of climate change
- prevention of pollution to land, water, or air

All key decisions are required to complete an Environmental Impact Assessment, with support offered by members of the Climate Change team. The approach is intended to be proportionate to the impacts. Where these are greater, more information will be requested to try to quantify those impacts and understand how to enhance or mitigate them more accurately. The process is intended to be iterative and considerate of the project lifecycle stage of a given proposal, with greater focus on influencing design decisions at earlier stages. Where overall impacts are found to be significant, a summary of these is required to be included in the evidence base of the decision pathway document in order to highlight these to decision makers from the outset.

Equality Impact Assessments:

Any key decisions taken within Bristol City Council must go through an Equality Impact Assessment.

An Equality Impact Assessment is a way to evaluate the potential impact of our internal and external policies, procedures, activities, and decisions on equality communities and make sure we meet our legal duties as defined by the Public Sector Equality Duty.

We do this by trying to understand the likely effects our decisions will have on people based on their [protected characteristics](#). Plus, we need to consider the likely effects of our decisions on people who live in deprivation and have other relevant characteristics, such as being a carer.

We must then:

- Remove, mitigate, or justify potential negative impacts
- Promote equality if we find some opportunities to, which means taking active steps to help or encourage certain groups of people with different needs or who are disadvantaged in some way

These assessments do not have the same focus on net zero and sustainability as the Just Transition Declaration but speaks to the same values of ensuring decision we make do not affect people unfairly based on a range of characteristics, speaks to the theme of building inclusive resilience and that there aren't harmful unintended outcomes to our key decisions, including those that that are taken to respond to the climate and ecological emergencies.

3. Alignment to Environmental Strategies and Plans:

Bristol City Council has a wide range of environmental strategies and action plans that are relevant to Bristol's Just Transition Declaration. This section gives an overview of each of these strategies and plans and their relevance.

One City Climate Strategy (2020):

The [One City Climate Strategy](#) was commissioned by the One City Environment Board and is supported by a significant number of One City partners. It sets the vision for where we need to be in 2030 based on sound science, giving the city a focus and direction and provides the framework within which we can each take responsibility and work together to transform the city.

As well as 10 themes the Strategy sets out and 6 Enabling conditions for change, one of which is Engagement, culture and inclusion. The next steps identified in the strategy include much which supports a Just Transition such as development of delivery plans to ensure that the perspectives of a range of equalities groups are incorporated in line with protected characteristics described in the Equalities Act and developing approaches to engage with harder to reach communities and involving all within the city in city planning, decision making and delivery of climate action.

'To deliver a fair transition, we need to make sure that unintended negative consequences are quickly identified and minimised or avoided entirely so that change is accessible and possible for all.' – OCCS page 21, Enabling Condition 1.

Bristol City Council Climate Action Plan 2022-2025:

The [Bristol City Council Action Plan](#) gives an overview of the council's contribution to the achievement of the goals of the One City Climate Strategy.

In the foreword Councillor Kye Dudd, Cabinet Member for Climate, Ecology, Waste and Energy states *'The investments coming will improve our lives. Approaching this work with fairness and the need for a 'just transition' at the front of our minds is essential. The transition will just not happen without that'*

Action 53 commits BCC to playing its part in the delivery of the Community Climate Action project, including supporting the new [Community Leadership Panel on Climate and Just Transition](#).

Action 54 commits BCC to Deliver a climate and ecological emergency community grants scheme focusing on community groups not included in mainstream environmental action which was completed in 2022/3 providing grants to a range of community groups supporting the Just Transition.

Action 55 commits BCC to take a lead for the city on engagement with citizens and to do this with a co-benefits approach including improved physical and mental health, reduced air pollution, community cohesion, warmer and healthier homes, lower energy and food bills.

Action 56 commits BCC to Display the Think Global Act Bristol interactive climate change exhibition at the M-Shed in 2022. This had a strong focus the just transition content and outreach community engagement activities.

Bristol One City Ecological Emergency Strategy (2021):

The [One City Ecological Emergency Strategy](#), was commissioned by the One City Environment Board to confront the ecological decline we face and put forward solutions that match the urgency and

scale of the issue. Alongside the 4 Strategic Goals is one cross-cutting aim – to be Fair, Just and Inclusive:

‘People are at the very heart of this strategy and will determine its success. That’s why a key focus must be to find new ways for people from every part of the city to get involved with this work and access the benefits it will bring – in other words it must be fair, just and inclusive.’

‘Too often, the benefits of a healthy natural environment are not shared equally and we need to ensure that the actions we take are fair, just and inclusive. Everyone has a part to play in restoring a healthy natural environment and everyone should enjoy the benefits.’

Bristol City Council Ecological Emergency Action Plan 2021 -2025

This [Action Plan](#) sets out how BCC will deliver it’s contribution to the One City Ecological Emergency Strategy.

Action H5 Communication & engagement *‘To support diverse access to our city’s natural heritage through museum engagement spaces and programme. This will encourage learning and awareness of local and global ecological importance and facilitate research.’* To achieve this BCC commits to *‘Develop focus on engagement with global ecological crisis through the prism of Bristol’s colonial past, to empower across city actions rooted in knowledge of history, diverse perspectives and environmental justice’*

Sustainable City and Climate Change team:

The Sustainable City and Climate Change team lead on the delivery of Bristol City Council’s response to the climate and ecological emergencies. The Just Transition is a key principle of the team’s work programme and is incorporated into all new and existing projects and programmes and into the team’s work to support services across the council.

4. Internal Communications of a Just Transition:

All Bristol City Council employees must complete mandatory climate change training.

One of the areas of focus of this training is ‘human contributions to climate change.’ This section puts a large emphasis on the inequality of the causes of climate change, while also highlighting that at a local level policy must take into consideration how they impact different segments of society. This demonstrates a similar understanding to aspects of what’s needed at a local level in Bristol’s Just Transition Declaration.

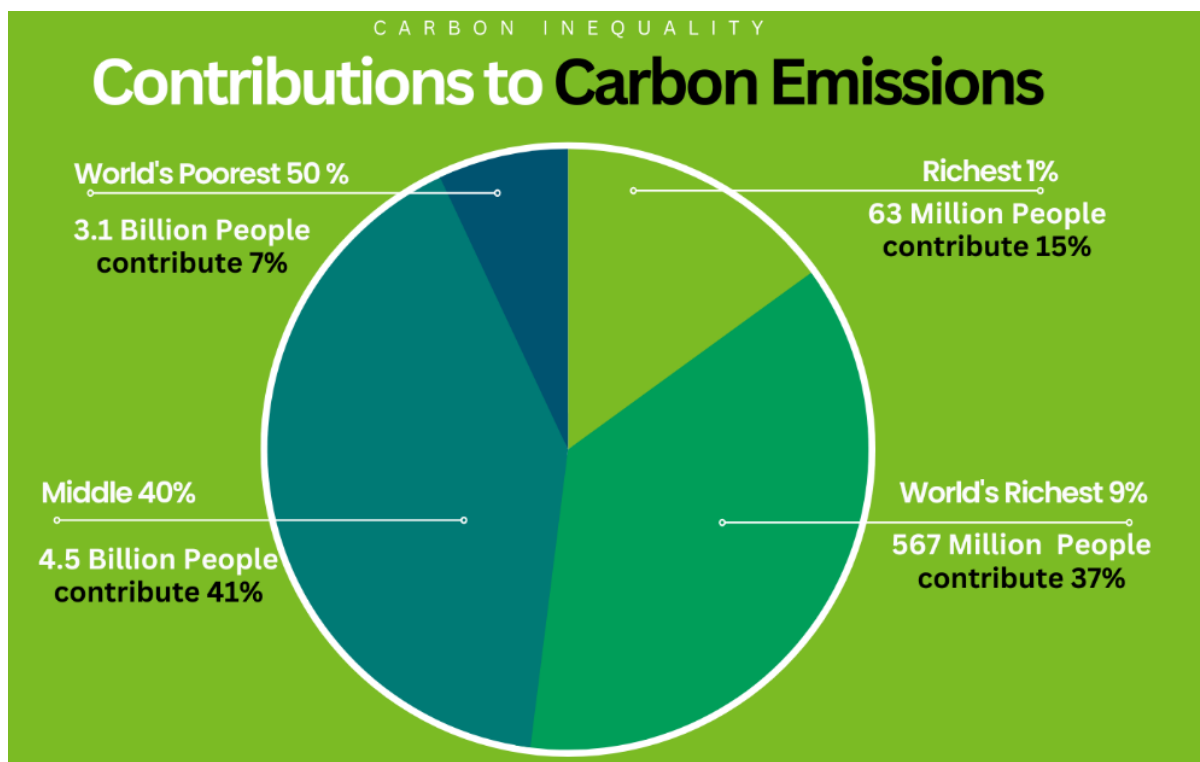


Figure 1: Diagram used in mandatory climate change training to raise awareness of inequality of emissions when it comes to human contributions to climate change. [open repository] graphic by Alex Robertshaw).

The mandatory training gives learning opportunities around climate change to employees who may not have the chance to engage with climate issues in their day-to-day work. This allows employees to be more involved in the process, be aware of why we take actions towards climate change and provides an opportunity to be actively engaged in our response to the climate emergency.

Informing employees on Bristol City Council's endorsement of Bristol Just Transition Declaration:

There will be an internal comms blog to coincide with the report going to Cabinet to inform employees about the council's endorsement of the Just Transition declaration and what this means for employees.

5. External partnership work:

Our alignment to Bristol's Just Transition Declaration can also be seen within the partnerships we are part of. Below are some examples of these partnerships and how they relate to a Just Transition.

West of England Combined Authority:

The West of England Combined Authority puts a Just Transition at the heart of its [Climate and Ecological Strategy and Action Plan](#).

This includes means ensuring the transition to a green economy does not leave anyone in the region behind and also using their position to facilitate a Just Transition across the region.

City Office:

The One City Office is playing an important role in raising awareness of Bristol's Just Transition Declaration through the One City Approach and ensuring partners across the city are sighted on it, and how they can apply the principles set out in the declaration to their own organisations.

The Just Transition Declaration will be an area of focus at the next City Gathering, and the One City Environment Board has reviewed the current iteration of the Just Transition Declaration.

Bristol Green Capital Partnership:

The Bristol Green Capital Partnership has helped drive a lot of Just Transition related work across the city, including workshops delivered to officers, employees, and climate leaders at various city partner organisations, leading on related the sustainability section of a universities led Social Mobility Innovation programme.

Bristol City Council is a founding supporting member of the organisation and has been an active member and supporter of the partnership ever since.

Bristol City Leap:

Bristol City Leap is a landmark world-first partnership between Bristol City Council and Ameresco and Vattenfall to accelerate the decarbonisation of the city.

As part of this public-private partnership, there is a strong emphasis on social value and in particular engagement with communities and the provision of local jobs and training in jobs which will accelerate Bristol's transition.

6. Conclusion and Next Steps:

The City Council has embedded the concept of a Just Transition into its work for some years as evidenced in this report. To embed the specific principles of Bristol's Just Transition Declaration we will seek further opportunities beyond those mentioned in this report. This includes updating the mandatory staff training on climate change to include Bristol City Council's endorsement of the Just Transition Declaration.

The council seeks to address the climate and ecological emergencies when writing and reviewing new policy and strategy. This will be extended to ensure that Bristol's Just Transition declaration alongside climate more generally is included in our policy and strategy approach.

The council's Climate and Ecological Emergency Strategic Board is in place to ensure that the council achieves its climate and ecological goals via coordinating a whole organisational response to both emergencies. The Terms of Reference of this Board have been updated to include Bristol's Just Transition Declaration and this will be reflected in board's future operation.

The council will also ensure that the annual Business Plan and any new or refreshed Corporate Strategy will prioritise actions and priority areas that will actively contribute towards the principles of Bristol's Just Transition Declaration. The council will also be reviewing its own Climate and Ecological Emergency action plans, which will also consider Bristol's Just Transition declaration in the refreshed version.

The process and accountable body for signing up and monitoring declarations is still in development and the City Council will work with the authors as this emerges so that the council's commitment to the declaration can be officially registered.

The council will review the progress of our endorsement of Bristol's Just Transition declaration within two years.

Equality Impact Assessment [version 2.12]



Title: Bristol City Council Endorsement of Bristol's Just Transition Declaration	
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input type="checkbox"/> Service <input checked="" type="checkbox"/> Other [Report]	<input checked="" type="checkbox"/> New <input type="checkbox"/> Already exists / review <input type="checkbox"/> Changing
Directorate: Economy of Place	Lead Officer name: Alex Minshull
Service Area: Sustainable City and Climate Change	Lead Officer role: Sustainable City and Climate Change Service manager

Step 1: What do we want to do?

The purpose of an Equality Impact Assessment is to assist decision makers in understanding the impact of proposals as part of their duties under the Equality Act 2010. Detailed guidance to support completion can be found here [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#).

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the [Equality and Inclusion Team](#) early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use plain English, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

The report follows on from this formal endorsement to outline Bristol City Council's alignment to the city's Just Transition Declaration. The report lays out what the endorsement means in terms of this alignment with our own strategies and touching on the next internal steps taken toward the Just Transition.

The report covers the following areas:

- Alignment with the council's Governance process
- Alignment with the council's and the city's Environmental strategies
- Internal Communications of Just Transition
- External partnership work
- Next Steps

Besides the next steps, which looks at adapting procedures to include the Just Transition declaration and setting up a review period. The focus of the report will not produce new workstreams and/or policies/procedures but outlining the alignment and what specific areas this relates to with our own strategies to the city's Declaration.

The Just Transition Declaration is not a Bristol City Council owned document. This Just Transition Declaration has been written to accompany Bristol's Climate and Ecological Emergency Declarations and strategies. It should not be treated as an action plan of itself but is a set of 10 principles that all climate and ecological work in the city can embed into their plans to make them as just as possible.

The declaration is city-wide, therefore applies to all citizens, however endorsement of the declaration is optional to stakeholders large and small across the city.

The 10 principles, not in order of importance, are:

1. Centring the expertise of disadvantaged communities at every step of the journey
2. Good future-proof jobs for everyone
3. Empowering disadvantaged communities to take climate and ecological action
4. Supporting individual change through system change
5. Fair distribution of costs and benefits
6. Prioritising accessible communication
7. Standing in solidarity with those experiencing the worst climate and ecological impacts across the globe
8. Building inclusive resilience
9. Infrastructure for all
10. Embedding the process internally and at the beginning.

For more information please see: [Just Transition - Bristol Climate Hub](#)

1.2 Who will the proposal have the potential to affect?

<input checked="" type="checkbox"/> Bristol City Council workforce	<input checked="" type="checkbox"/> Service users	<input checked="" type="checkbox"/> The wider community
<input checked="" type="checkbox"/> Commissioned services	<input checked="" type="checkbox"/> City partners / Stakeholder organisations	
Additional comments: This report largely focuses on summarising work we already undertake relating to the Just Transition Declaration, including our Corporate Strategy and Business Plan which affect all of the above.		

1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If 'No' explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by Equality and Inclusion Team.

If 'Yes' complete the rest of this assessment, or if you plan to complete the assessment at a later stage please state this clearly here and request review by the Equality and Inclusion Team.

<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No	[please select]
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The focus of the report will not produce new workstreams and/or policies/procedures but outlining the alignment and what specific areas this relates to with our own strategies to the city's Declaration. This report largely focuses on summarising work we already undertake relating to the Just Transition Declaration. However, the report has the potential to have a positive Equality impact, by widening the scope of what to consider especially in regard to Sustainability and Net Zero.

Bristol's Just Transition Declaration has been written by community climate activists, this report's focus is concerned with how the council's endorsement of this community-led approach is aligned with our current processes and procedures. A review period of two years is covered in the report, but there are no details placed in the report of how this review would take place yet. A Climate Change co-ordinator has been liaising with the declaration authors throughout the process of them writing the declaration, and then post-declaration around engagement with elected members and progressing the declaration forward. This channel of communication will be used when the report is published too


The declaration is a set of 10 principles that all climate and ecological work in the city can embed into their plans to make them as just as possible. The report demonstrates how this aligns with our various structures, policies

and strategies; therefore, it has the potential to positively impact a wide range of stakeholder, but not one particular stakeholder group besides those who otherwise could be disproportionately affected by climate change. A large portion of the declaration's focus is mitigating the unfair disproportionate effect climate change could have on deprived groups across the city, as well as impact on jobs (and how job market would change) in a decarbonised economy.

The report has the potential to have a positive Equality impact, by widening the scope of what to consider when making decision relating to but not solely limited to Sustainability, ecology and Net Zero.

Step 5: Review

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the [Equality and Inclusion Team](#) before requesting sign off from your Director¹.

<p>Equality and Inclusion Team Review: <i>Reviewed by Equality and Inclusion Team</i></p>	<p>Director Sign-Off: </p>
<p>Date: 8/12/2023</p>	<p>Date: 03/01/2024</p>

¹ Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.



Environmental Impact Assessment [version 1.0]

Proposal title: Bristol City Council Endorsement of Bristol's Just Transition Declaration			
Project stage and type: <input checked="" type="checkbox"/> Initial Idea Mandate <input type="checkbox"/> Outline Business Case <input type="checkbox"/> Full Business Case			
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input type="checkbox"/> Service	<input checked="" type="checkbox"/> New <input type="checkbox"/> Changing		
<input checked="" type="checkbox"/> Other [Report]	<input type="checkbox"/> Already exists / review		
Directorate: Economy of Place	Lead Officer name: Alex Minshull		
Service Area: Sustainable City and Climate Change	Lead Officer role: Sustainable City and Climate Change Service manager		

Step 1: What do we want to do?

The purpose of this Environmental Impact Assessment is to help you develop your proposal in a way that is compliant with the council's policies and supports the council's strategic objectives under the [One City Climate Strategy](#), the [One City Ecological Emergency Strategy](#) and the latest [Corporate Strategy](#).

This assessment should be started at the beginning of the project proposal process by someone with a good knowledge of the project, the service area that will deliver it, and sufficient influence over the proposal to make changes as needed.

It is good practice to take a team approach to completing the Environmental Impact Assessment. See further [guidance](#) on completing this document. Please email environmental.performance@bristol.gov.uk early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Please use plain English, avoiding jargon and acronyms.

For Cabinet to note that the Council is endorsing the principles within the Just Transition Declaration and will seek to align them within its governance and ways of working.

1.2 Will the proposal have an environmental impact?

Could the proposal have either a positive or negative effects for the environment now or in the future? If 'No' explain why you are sure there will be no environmental impact, then skip steps 2-3 and request review by sending this form to environmental.performance@bristol.gov.uk

If 'Yes' complete the rest of this assessment.

Yes No [please select]

1.3 If the proposal is part of an options appraisal, has the environmental impact of each option been assessed and included in the recommendation-making process?

If 'Yes' please ensure that the details of the environmental impacts of each option are made clear in the pros and cons section of the [project management options appraisal document](#).

Yes No Not applicable [please select]

If 'No' explain why environmental impacts have not been considered as part of the options appraisal process.

Step 2: What kinds of environmental impacts might the project have?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered. See detailed [guidance documents](#) for advice on identifying potential impacts.

Does the proposal create any benefits for the environment, or have any adverse impacts?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our corporate environmental objectives and the wider [One City Climate and Ecological Emergency strategies](#).

Consider how the proposal creates environmental impacts in the following categories, both now and in the future.

Reasonable efforts should be made to quantify stated benefit or adverse impacts wherever possible.

Where the proposal is likely to have a beneficial impact, consider what actions would enhance those impacts. Where the proposal is likely to have a harmful impact, consider whether actions would mitigate these impacts.

Enhancements or mitigation actions are only required when there is a likely impact identified. Remember that where enhancements or mitigation actions are listed, they should be assigned to staff and appropriately resourced.

GENERAL COMMENTS (highlight any potential issues that might impact all or many categories)		
The Environmental impact comes from embedding this declaration into governance and processes we use across the council such as Business Plan and Climate in all policies approach. This should strengthen our approaches in this field, by applying a just transition element to work undertaken by the council within but not limited to sustainability, ecology and net zero.		
<p>ENV1 Carbon neutral: Emissions of climate changing gases</p> <p>BCC has committed to achieving net zero emissions for its direct activities by 2025, and to support the city in achieving net zero by 2030.</p> <p>Will the proposal involve transport, or the use of energy in buildings? Will the proposal involve the purchase of goods or services? If the answer is yes to either of these questions, there will be a carbon impact.</p> <p>Consider the scale and timeframe of the impact, particularly if the proposal will lead to ongoing</p>	Benefits	<p>The declaration sets out the rationale for why and how considerations of Just Transition should be embedded in all the work that we do on the Climate and Ecological emergencies. Whilst the council already makes efforts to do this, the declaration provides detailed information that formalises the approach and provides a framework for how this should be achieved. Given that BCC’s Corporate Strategy objective ENV1 states that we will “Bring everyone with us in our just transition to a low-carbon future”, adopting the Just Transition declaration is an important step to embedding these approaches into our work in a clearly defined way.</p>
	Enhancing actions	<p>The impacts of adoption on the council’s work will be reviewed in 2 years.</p>
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years	
Adverse impacts		

<p>emissions beyond the 2025 and 2030 target dates.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Mitigating actions</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>ENV2 Ecological recovery: Wildlife and habitats</p> <p>BCC has committed to 30% of its land being managed for nature and to halve its use of pesticides by 2030.</p> <p>Consider how your proposal can support increased space for nature, reduced use of pesticides, reduce pollution to waterways, and reduce consumption of products that undermine ecosystems around the world.</p> <p>If your proposal will directly lead to a reduction in habitat within Bristol, then consider how your proposed mitigation can lead to a biodiversity net gain. Be sure to refer to quantifiable changes wherever possible.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Benefits</p>	<p>The declaration sets out the rationale for why and how considerations of Just Transition should be embedded in all the work that we do on the Climate and Ecological emergencies. Whilst the council already makes efforts to do this, the declaration provides detailed information that formalises the approach and provides a framework for how this should be achieved.</p> <p>Principle 3 of the declaration sets out a commitment to “Empowering disadvantaged communities to take climate and ecological action”. This commitment will be embedded into the work we do on nature recovery.</p>
<p>Enhancing actions</p>	<p>The impacts of adoption on the council’s work will be reviewed in 2 years.</p>	
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input checked="" type="checkbox"/> 5+ years</p>		
<p>Adverse impacts</p>		
<p>Mitigating actions</p>		
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		
<p>ENV3 A cleaner, low-waste city: Consumption of resources and generation of waste</p> <p>Consider what resources will be used as a result of the proposal, how they can be minimised or swapped for</p>	<p>Benefits</p>	
<p>Enhancing actions</p>		
<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>		

<p>less impactful ones, where they will be sourced from, and what will happen to any waste generated</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	Adverse impacts	
	Mitigating actions	
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
<p>ENV4 Climate resilience: Bristol’s resilience to the effects of climate change</p> <p>Bristol’s climate is already changing, and increasingly frequent instances of extreme weather will become more likely over time.</p> <p>Consider how the proposal will perform during periods of extreme weather (particularly heat and flooding).</p> <p>Consider if the proposal will reduce or increase risk to people and assets during extreme weather events.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	Benefits	<p>The declaration sets out the rationale for why and how considerations of Just Transition should be embedded in all the work that we do on the Climate and Ecological emergencies. Whilst the council already makes efforts to do this, for example through the Keep Bristol Cool Framework, the declaration provides detailed information that formalises the approach and provides an overarching framework for how this should be achieved.</p> <p>Principles 5, 8 and 9 of the declaration are of particular relevance to our climate resilience work:</p> <ul style="list-style-type: none"> 5. Fair distribution of costs and benefits (page 8) 8. Building inclusive resilience (page 9) 9. Infrastructure for all (page 9)
	Enhancing actions	<p>The impacts of adoption on the council’s work will be reviewed in 2 years.</p>
	Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years	
	Adverse impacts	
	Mitigating actions	
Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years		
<p>Statutory duty: Prevention of Pollution to air, water, or land</p>	Benefits	

<p>Consider how the proposal will change the likelihood of pollution occurring to air, water, or land and what steps will be taken to prevent pollution occurring.</p> <p>Further guidance</p> <p><input type="checkbox"/> No impact</p>	<p>Enhancing actions</p>	
	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>	
	<p>Adverse impacts</p>	
	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>	
	<p>Mitigating actions</p>	
	<p>Persistence of effects: <input type="checkbox"/> 1 year or less <input type="checkbox"/> 1 – 5 years <input type="checkbox"/> 5+ years</p>	

Step 3: Action Plan

Use this section summarise and assign responsibility for any actions you have identified to improve data, enhance beneficial, or mitigate negative impacts. Actions identified in section two can be grouped together if named responsibility is under the same person.

This action plan should be updated at each stage of the project. Please be aware that the Sustainable City and Climate Change Service may use this action plan as an audit checklist during the project’s implementation or operation.

Enhancing / mitigating action required	Responsible Officer	Timescale
The impacts of adoption on the council’s work will be reviewed in 2 years.	Climate Change Team Manager	December 2025

Step 4: Review

The Sustainable City and Climate Change Service need at least five working days to comment and feedback on your impact assessment. Assessments should only be marked as reviewed when they provide sufficient information for decision-makers on the environmental impact of the proposal.

Please seek feedback and review by emailing environmental.performance@bristol.gov.uk before final submission of your decision pathway documentation¹.

Where impacts identified in this assessment are deemed significant, they will be summarised here by the Sustainable City and Climate Change Service and must be included in the ‘evidence base’ section of the decision pathway cover sheet.

<p>Summary of significant beneficial impacts and opportunities to support the Climate, Ecological and Corporate Strategies (ENV1,2,3,4):</p> <p>BCC’s Environmental Impact Assessment has determined significant beneficial impacts from the proposal: The declaration contains detailed justification and recommended approaches, for embedding Just Transition considerations into work that addresses the climate and ecological emergencies. Formal adoption of the</p>
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¹ Review by the Sustainable City and Climate Change Service confirms there is sufficient analysis for decision makers to consider the likely environmental impacts at this stage and does not constitute an endorsement or approval of the proposal.

declaration will strengthen the adoption of these approaches into BCC's programme of works making an important contribution to the realisation of our corporate objectives in this area.

Summary of significant adverse impacts and how they can be mitigated:

Environmental Performance Team Reviewer:

Daniel Shelton

Date:

06.12.23

Submitting author:

Olly Henderson

Date:

06.12.23