

Cabinet Agenda



Date: Tuesday, 1 November 2016

Time: 4.00 pm

Venue: City Hall, College Green, Bristol, BS1 5TR

Distribution:

Cabinet Members: Marvin Rees (Mayor), Councillors Mark Bradshaw, Clare Champion-Smith, Craig Cheney, Fi Hance, Claire Hiscott, Helen Holland, Paul Smith, Estella Tincknell (Deputy Mayor) and Asher Craig

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Issued by: Ruth Quantock, Democratic Services

City Hall, Po Box 3167, Bristol, BS3 9FS

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Date: Monday, 24 October 2016

Agenda

PART A - Standard items of business:

1. Welcome and introductions

2. Public Forum

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 01 November 2016 Cabinet is **12 noon on Monday 31st October 2016**. 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 01 November 2016 Cabinet is **5.00 pm on Wednesday 26 October 2016**. 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)

None on this occasion

6. Reports from scrutiny commission

None on this occasion

7. Chair's Business

To note any announcements from the Chair



PART B - Key Decisions

- 8. Bristol's strategy for children, young people and families 2016-2020** (Pages 5 - 21)
- 9. Children Services Improvement Board Year 2 plan** (Pages 22 - 52)
- 10. West of England Draft Joint Spatial Plan** (Pages 53 - 174)
- 11. Horizon 2020 Bid – Non-domestic Energy efficiency** (Pages 175 - 199)
- 12. Development of Land at Broomhill Road Brislington** (Pages 200 - 210)
- 13. Approval to undertake the procurement process for the supply of materials supporting Housing Services Responsive Repairs and Planned Programmes Works** (Pages 211 - 260)
- 14. Procurement of Roofing Framework** (Pages 261 - 318)
- 15. Portway Park and Ride Rail Station bid proposal** (Pages 319 - 383)
- 16. Bristol Resilience Strategy** (Pages 384 - 525)
- 17. Period 5 (end of August) Finance report** (Pages 526 - 559)

PART C – Non Key Decisions

None on this occasion





Executive Summary of Agenda Item No. 8

Report title: Bristol's Strategy for Children, Young People and Families 2016 – 2020

Wards affected: All

Strategic Director: John Readman, Strategic Director of People

Report Authors: Bonnie Curran/Sue Long, Planning and Development Advisors

Recommendation for the Mayor's approval:

1. To agree Bristol's Strategy for Children, Young People and Families 2016 – 2020 for submission to Cabinet for approval
2. Cabinet to agree to publication of the strategy in November 2016
3. To agree delegation of the City Council elements of the action plan to Strategic Director of People which will follow in 2017 and will be reviewed and updated annually. The annual review will be presented to Cabinet.

Key background / detail:

Bristol's Strategy for Children, Young People and Families 2016 – 2020 is not a refresh of an existing strategy or plan, but builds on and pulls together and signposts to a number of existing strategic documents from across the partnership.

The development of this strategy has run in parallel with other strategic planning, such as the refresh of the Health and Wellbeing Strategy, the Children's Services Improvement Plan and the development of the Adult Social Care Plan, and links have been made as appropriate.

Bristol's Strategy for Children, Young People and Families is aligned with, and forms an integral part of, the emerging five year Corporate Strategy and annual business plan, both of which are currently under consultation, and will deliver key outcomes within it.

We have and will continue to, work closely with other City Partnerships and the Bristol Safeguarding Children Board to address the priorities in the strategy and so that we can ensure the needs of children, young people and families are at the forefront of decisions about housing, health, community safety and other important decisions across our city. These City Partnerships are:

- Health and Wellbeing Board
- Safer Bristol Partnership
- Bristol Learning City Partnership
- Bristol Homes Board



1. Bristol's Strategy for Children, Young People and Families (appendix 1) aims to:
 - Establish a shared focus for the Children and Families Partnership
 - Set out the focus of our shared work for the next four years
 - Promote prevention and early intervention
 - Provide the strategic context to drive future commissioning
 - Support the implementation of the Mayoral City Vision and other city planning
 - Demonstrate how partners fulfil the duty to cooperate to improve children's wellbeing
2. This is the overarching strategy for the Children and Families Partnership. It focusses on shared priorities and does not detail all of the work of the partnership. It signposts to other strategies that the partnership have agreed, and includes a new city-wide outcome framework that will be used to improve the alignment of our future work.
3. The Children and Families Partnership Board instigated the development of this strategy in March 2016 and established a cross sector reference group to lead the process.
4. The reference group jointly agreed the draft vision statement and the draft outcomes and priorities that were consulted on from June to August.
5. During the consultation period, we attended several events to promote the consultation and talk about the proposals. We also spent some time with community groups finding out what they felt was important. We also made use of existing consultation data from children, young people, parents and carers, and engaged the Youth Council and Young Health Watch in the process.
6. All of the feedback has been informed the development of the draft strategy
7. The Children and Families Partnership Board endorsed the draft strategy on the 8th of September 2016. They agreed to take the strategy to their networks and Governing Bodies to seek their commitment to the strategy, and their agreement to participate in more detailed action planning. This includes Cabinet.
8. The Partnership Board will then be asked at their meeting on November 3rd to agree the strategy having formally gained the support of partners.
9. The strategy includes high level priorities that will remain relevant throughout the course of 2016 – 2020. The Children and Families Partnership Board will agree annual action plans for each of the priorities, and the board will oversee and report on these. This work programme will be within the context of increasing demands and diminishing resources across the partnership.

Cabinet

1st November 2016



Report Title: *Bristol's Strategy for Children, Young People and Families –2016 - 2020*

Ward: All

Strategic Director: *John Readman, Strategic Director of People*

Report Author: *Sue Long/Bonnie Curran, Planning and Development Advisors*

Contact telephone no. & email address *0117 3521633
sue.long@bristol.gov.uk/bonnie.curran@bristol.gov.uk*

Recommendation for the Mayor's approval:

- 1. To agree Bristol's Strategy for Children, Young People and Families 2016-2020 for submission to Cabinet for approval**
- 2. Cabinet to agree to publication of the strategy in November 2016**
- 3. To agree delegation of the creation of the City Council elements of the action plan to Strategic Director of People which will follow in 2017 and will be reviewed and updated annually. The annual review will be presented to Cabinet.**



The proposal:

1. Bristol's Strategy for Children, Young people and Families (appendix 1) aims to:

- Establish a shared vision for the Children and Families Partnership
- Set out the focus of our shared work for the next four years
- Promote prevention and early intervention
- Provide the strategic context to drive future commissioning
- Support the implementation of the Mayoral City Vision and other city planning
- Demonstrate how partners fulfil the duty to cooperate to improve children's wellbeing

2. This is the overarching strategy for the Children and Families Partnership, one of Bristol's City Partnerships. The strategy focusses on shared priorities and does not detail all of the work of the partnership. It signposts to other strategies that the partnership have agreed, and includes a new city-wide outcome framework that will be used to improve the alignment of our future work with children, young people and families.

3. The Children and Families Partnership Board instigated the development of this strategy in March 2016 and established a cross sector reference group to lead the process.

4. This has not been a refresh of an existing strategy or plan, but has built on, pulled together, and signposts to a number of existing strategic documents from across the Children and Families Partnership.

5. The Children and Families Partnership Board endorsed the draft strategy on the 8th September 2016. They agreed to take the strategy to their networks and Governing Bodies to seek their commitment to the strategy, and their agreement to participate in more detailed action planning.

6. The Partnership Board will then be asked at their meeting on November 3rd to agree the strategy having formally gained the support of partners.

7. The development of this strategy has run in parallel with other strategic planning such as the refresh of the Health and Wellbeing Strategy, the Children's Services Improvement Plan and the development of the Adult Social Care Strategic Plan, and links have been made where appropriate, for example:

- The same prioritisation criteria were used for the Health and Wellbeing strategy refresh and Bristol's Strategy for Children, Young People and Families
- Bristol's Strategy for Children, Young People and Families and the draft Health and Wellbeing Strategy both propose the prioritisation of emotional health and wellbeing in the city. The Children and Families Partnership will also be working closely with the Health and Wellbeing Board, particularly to support delivery against their Healthy Weight priority.
- The Children's Services Improvement Plan forms part of a body of work sitting under this strategy and will deliver in this context.
- Both Bristol's Strategy for Children, Young People and Families and the Adults Social Care Plan include intentions to embed a common three tier model of support.

8. Bristol's Strategy for Children, Young People and Families is aligned with, and forms an integral part of, the emerging five year Corporate Strategy and annual business plan both of which are currently under consultation, and will deliver key outcomes within it.

9. We will work closely with Bristol Safeguarding Children Board and other City Partnerships to deliver the priorities in the strategy and so that we can ensure the needs of children, young people and families are at the forefront of decisions about housing, health, community safety and other important decision across our city. These partnerships include:

- Health and Wellbeing Board
- Safer Bristol Partnership
- Bristol Learning City Partnership
- Bristol Homes Board

10. The strategy includes high level priorities that will remain relevant through the course of 2016 – 2020. The Children and Families Partnership Board will agree annual action plans and the Board will oversee and report on these. This work programme will be within the context of increasing demands and diminishing resources across the partnership.

11. The Children and Families Partnership Board has four subgroups, which were established in Spring 2016 and represent the breadth of the work of the partnership:

- Special Educational Needs and Disability
- Joint Health Outcomes
- Think Family
- Youth and Participation

12. The action plan for the strategy will illustrate how all of these subgroups will play a role in addressing the priorities included in the strategy.

13. In line with the strategy intentions, the Partnership are committed to ensuring that children, young people and families are at the forefront of this work and that their views and experiences inform citywide decision making.

14. The Youth Council endorsed the strategy at their October meeting. They suggested that a separate version for young people may not be required. The draft being considered by Cabinet has not yet been designed, The Youth Council have agreed to help with the final design so that one document is suitable for an audience age 14 upwards.

Consultation and scrutiny input:

a. Internal consultation:

The Children and Families Partnership Board has representation from key departments within Bristol City Council, but also a reference group has been meeting on a regular basis to pull together the vision, outcomes and priorities for the strategy.

A draft vision, a set of outcomes and proposed priorities were consulted on from June 2016 to August 2016. All internal staff, including People Scrutiny, were invited to share their views and complete the on-line survey. Staff members were also involved in consultation briefings.

Strategic leads from other key partnership boards/key strategies have been kept up-to-date on progress and been given an opportunity to comment at relevant stages.

People Scrutiny were given a further opportunity to comment on 26th September and comments have either been incorporated into the final copy, or will be considered when the action plan is developed.

b. External consultation:

The reference group set up by the Children and Families Partnership Board has wide representation from external partners as well as internal staff. They have used their networks to enable early engagement events to take place.

The reference group jointly agreed the draft vision statement and the draft outcomes and priorities that were consulted on.

During the consultation period, we attended several events to promote the consultation and talk about the proposals. We also spent some time with community groups finding out what they felt was important.

Other options considered:

There is no longer statutory guidance on Children’s Trusts, but the requirement for local authorities to fulfil their duty to cooperate to improve children’s wellbeing, as set out in section 10 of the Children Act 2004, remains in force. The withdrawal of statutory guidance means that local authorities have the flexibility to ensure that their partnership arrangements for children and young people fit with other local arrangements.

The requirement to produce a statutory children and young people’s plan was also removed, with guidance that local areas should continue to produce a plan where it makes sense locally. This is observed in inspection.

Within this context, it would be possible not to have a citywide plan or strategy for children and young people but the Children and Families Partnership Board decided to develop this to improve strategic alignment and to act as a framework that could draw together other joint strategies and key pieces of work.

This is also in line with other City Partnerships.

Risk management / assessment:

FIGURE 1							
The risks associated with the implementation of the (subject) decision :							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	Individual partner organisations will not sign up to the strategy and subsequent work plan	High	Low	All partners have been involved in the development and consultation on this strategy	Low	Low	MF
2	The strategy and subsequent work programme will be delivered within the context of increasing	Medium	Medium	The partnership enables city oversight of impact, but will need to manage ongoing prioritisation	Low	Low	MF

demands and diminishing resources. All partners will be responding to these pressures differently, which will affect how well the strategy is delivered			within this context. As it develops the workplan it will constantly check against this			
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FIGURE 2

The risks associated with not implementing the (subject) decision:

No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	Without a strategy there is a risk of an incoherent offer to families.	Medium	Medium	The partnership board has approved the strategy. Once in place risk is mitigated	Low	Low	MF
2	There would be no overarching framework to promote joint commissioning and identify efficiencies.	Medium	Medium	Implementation of the strategy	Low	Low	MF

Public sector equality duties:

Before making a decision, section 149 of the Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

i) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.

ii) advance equality of opportunity between persons who share a relevant protected characteristic and those do not share it. This involves having due regard, in particular, to the need to:

- remove or minimise disadvantage suffered by persons who share a relevant protected characteristic.
- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
- encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.

An Equalities Impact Assessment has been undertaken on the strategy in consultation with the council's Equalities and Community Cohesion Team. While there is no direct adverse impact arising from the Strategy, the Partnership Board will need to ensure the impact assessment continues through the development and review of the action plans.

Eco impact assessment

There are no significant environmental impacts arising directly from the strategy. Impacts may arise from actions implemented to meet the outcomes: these will be reviewed and mitigated as the action plan is developed, in consultation with the council's Environmental officers.

Steve Ransom, Environmental Programme Manager

Resource and legal implications:

Finance

a. Financial (revenue) implications:

There are significant financial pressures for Bristol City Council in Care & Support Children and Families that need to be addressed in the short and medium term. The partnership strategy seeks to address some of the medium term pressures by focussing on early intervention and preventative solutions to avoid future high cost support.

There are no direct finance implications relating to the overarching strategy, however this will be reviewed as part of the development and approval of the annual action plans.

Advice given by Michael Pilcher / Finance Business Partner **Date** 04/10/16

b. Financial (capital) implications:

There are no capital implications

Advice given by Michael Pilcher/ Finance Business Partner
Date 04/10/16

Comments from the Corporate Capital Programme Board:

N/A

c. Legal implications:

The Children Act 2004 imposes a statutory duty on local authorities to make arrangements to promote co-operation between the authority, its relevant partners and any other appropriate bodies who are engaged in activities in relation to children in the authority's area. The arrangements are to be made with a view to improving the well-being of children in the authority's area relating to physical and mental health and emotional well-being; protection from harm and neglect; education, training and recreation; the contribution made by them to society and social and economic well-being. Bristol's Strategy for Children, Young People and Families is the overarching strategy for the Children and Families Partnership which promotes such co- operation.

Sarah Sharland

Team leader

Community Litigation Team

d. Land / property implications:

N/A

Advice given by

Date Insert

e. Human resources implications:

There does not appear to be any negative impact on workforce as a result of these proposals, if at any time in the future, changes need to be made then appropriate and full consultation would be implemented at that time with the relevant staff and their representatives

Advice given by Lorna Laing, HR Business Partner, ABS Manager and L&OD Manager
Date 6th October 2016

Appendices:

Appendix 1 – Bristol’s Strategy for Children, Young People and Families

Access to information (background papers):

No additional papers

Children. & Families

PARTNERSHIP



Bristol's Strategy for Children, Young People & Families 2016 – 2020

This document has not yet been designed. It will have design input from young people and will be an interactive pdf with hyperlinks where indicated.

INTRODUCTION

Bristol is one of the most vibrant, well-educated and creative cities in the UK. There are 97,900 children and young people aged 0-18 (including 18 year olds) living in the city and we want to ensure that they are all able to take advantage of the benefits of living here. Most do, but there are some children and young people who cannot, or who need help to do so. Bristol is a city of geographical inequality and poverty. The place we are born, or the place we live, is likely to dictate our life chances, unless actions are taken to change this.

This is a shared responsibility and requires a whole city response. Strong partnership working between organisations, businesses, and communities will help target effort and limited resources. By working together and sharing expertise, experience and commitment we can ensure the best outcomes at all stages of childhood, and support the most vulnerable.

The Children and Families Partnership work with children, young people and families, across sectors. We focus on the life chances and outcomes of children from conception to 19, and in some cases up to 25. We exist to promote their health and wellbeing and to safeguard vulnerable children, young people and families.

This strategy sets out the priorities that the Children and Families Partnership have agreed as the focus of our joint work for the next four years.

VISION

Bristol has bold ambitions for its children and young people. All children get a good start in life, whatever their background and wherever they live. Together, the Partnership, is listening to their needs and aspirations.

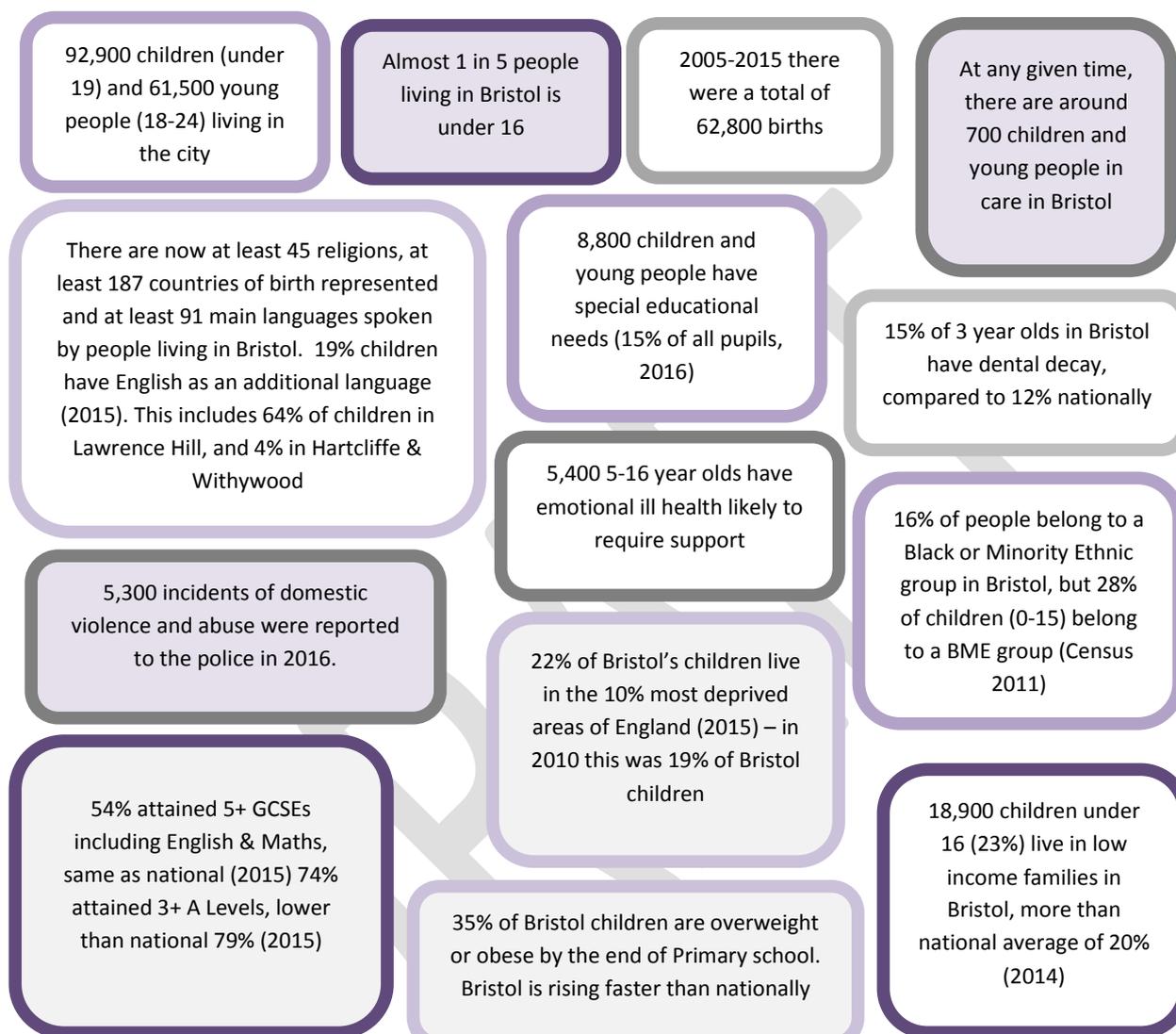
We are investing early to prevent harm, helping families build lifelong resilience and self-reliance. All of us together, working beyond boundaries, across neighbourhoods - families, friends, communities and professionals.

When children and young people are at risk of harm, we act swiftly. We protect them, by listening to them and acting on their behalf to restore their rights – stability, permanence, security, education, health and wellbeing.

Bristol is an inclusive city that respects difference. Even the most vulnerable children and young people are participating, shaping and enriching the life of the City.

Whether at the start of life, or on the way through, no-one gets left behind

CHALLENGES AND OPPORTUNITIES



Poverty – financial, social and health deprivation – remains the leading predictor of poor life outcomes. In Bristol, **one in every four children**, live in poverty. These are the children whose life chances start or fall significantly behind that of their peers. In reality, if you walk through some of our neighbourhoods, almost **every other child** you pass is living with the effects of poverty. Elsewhere in the city, only **one in every fifty** children you see is living in poverty.

There is strong evidence that poor health is linked to social and economic disadvantage and deprivation which starts before birth and accumulates throughout life. If we are to effectively promote health and wellbeing and reduce cycles of health inequalities we need to take action before birth and across the life course.

Enabling **everyone** to have fair access to the opportunities Bristol offers, means addressing the root causes of poverty in the places where we know people are struggling, and addressing

inequality in access to the city's opportunities. We need to work in partnership with communities to change this.

Our evidence base for this strategy is the [Joint Strategic Needs Assessment](#) along with evidence from recent work and feedback from consultation.

OUTCOMES

The Partnership is committed to working across all sectors and with local communities to find solutions that improve the life chances of children, young people and families.

The Partnership's work aims to achieve these outcomes for all children and young people:

<p>Safe & Nurtured</p>	<ul style="list-style-type: none"> • Have the best possible start in life; protected from abuse, neglect or harm, at home, at school and in the community, with a secure and supportive network of family or carers and friends • Live in a nurturing home, in a family setting, with additional help or adaptations if needed, or, where necessary in a suitable care setting • Live in safe and stable accommodation, free from financial exclusion, and from fear indoors and out; giving the permanence and security upon which they can build
<p>Healthy & Active</p>	<ul style="list-style-type: none"> • Have the best physical and mental health possible, access to suitable health care and support in learning to make healthy, safe choices from the outset • Engage in opportunities to have fun and take part in activities, such as play, recreation and sport, which build independence and contribute to healthy growth and development at home, in education and in the community
<p>Respected & Involved</p>	<ul style="list-style-type: none"> • Are heard and have control in decisions that affect them and the communities in which they live and learn • Aware of how their views, opinions and experiences have helped shape Bristol; the opportunities and services available to them, and the physical environment • Show respect, care and pride for other faiths communities, cultures, identities, abilities, backgrounds and experiences, and feel that their own identity, is valued by other people
<p>Responsible & Achieving</p>	<ul style="list-style-type: none"> • Supported and inspired in lifelong learning, and in the development of skills, confidence, individuality and aspirations at home, in education, in work, in the community and beyond • Engage in positive opportunities and are encouraged to play active and responsible roles at home, in education and in the community • Benefit from fair access in education, in the community to experience of work, to employment and independence or supported living

PRIORITIES

The [strategies in place across the Children and Families Partnership](#) all play a role in ensuring that children and young people will achieve the outcomes, with the support of their families, friends and communities. However, we recognise that we need to come together to focus on the following priorities to ensure the most vulnerable children and young people are able to achieve these outcomes.

This Strategy places poverty and inequality as a key theme throughout all of the following priorities. We know [where in the city](#) children and young people are living in poverty, and with the effects of this, and we will use this data in our targeting of resources.

<p>1. Emotional Health and Wellbeing (design – link to the Health and Wellbeing Board) Data Link: Emotional Health and Wellbeing in Bristol Needs Assessment 2015 (Children and Young People)</p>
<ul style="list-style-type: none"> • We will promote and create positive, fun and challenging opportunities to help children and young people develop their confidence, creativity and resilience through investment in youth services and early years provision, and by promoting their engagement in physical activity and the cultural life of the city • We will pursue the local transformation of emotional health & wellbeing services for children and young people and invest together with schools in the things we know work to ensure that every child and young person, everywhere, receives the right support, as early as possible • We will work with the Health and Wellbeing Board to improve health and wellbeing across the city, for parental emotional health and wellbeing in particular
<p>2. Safe and Inclusive Communities (design – link to the Safer Bristol Partnership) Data Link to embed: Safer Bristol Crime and Disorder Strategic Assessment, January 2015 Bristol Domestic & Sexual Abuse Needs Assessment 2013</p>
<ul style="list-style-type: none"> • We will work closely with partners including the Safer Bristol Partnership to reduce the number of young people entering the criminal justice system by focussing on intergenerational offending and preventing involvement in street conflict and anti social behaviour • Through joint safeguarding practices, procedures and protocols we will protect children and young people from coercion and exploitation and work to prevent bullying, harassment and discrimination • We will work with families where there are multiple, complex needs, particularly where children and young people have special educational needs or disabilities, are living with the effects of drug and alcohol misuse or domestic violence and abuse, or where young people have been identified as carers • We will continue to support the use of restorative approaches in the city and champion inclusion and diversity

3. Education, Employment & Skills (design – link to Learning City)

Awaiting link to new attainment figures

- From the earliest years we will encourage children and young people to be aspirational and to develop positive attitudes to learning
- We will work with Bristol Learning City Partnership to provide clear skills development and employment pathways to provide experience of work, mentoring and in work training opportunities to help all young people make positive, informed choices that lead to interesting and inspiring careers
- We will improve learning outcomes for vulnerable groups, and provide targeted support for those most at risk of underachieving or being excluded from learning, including children with Special Educational Needs and disabilities, Children in Care, Care Leavers, young carers, BME children and young people and those at risk of becoming involved in street violence

4. Housing (design – link to Bristol Homes Board)

Link to the strategy / needs assessment: <https://www.bristol.gov.uk/housing/housing-strategy-and-supporting-strategies>

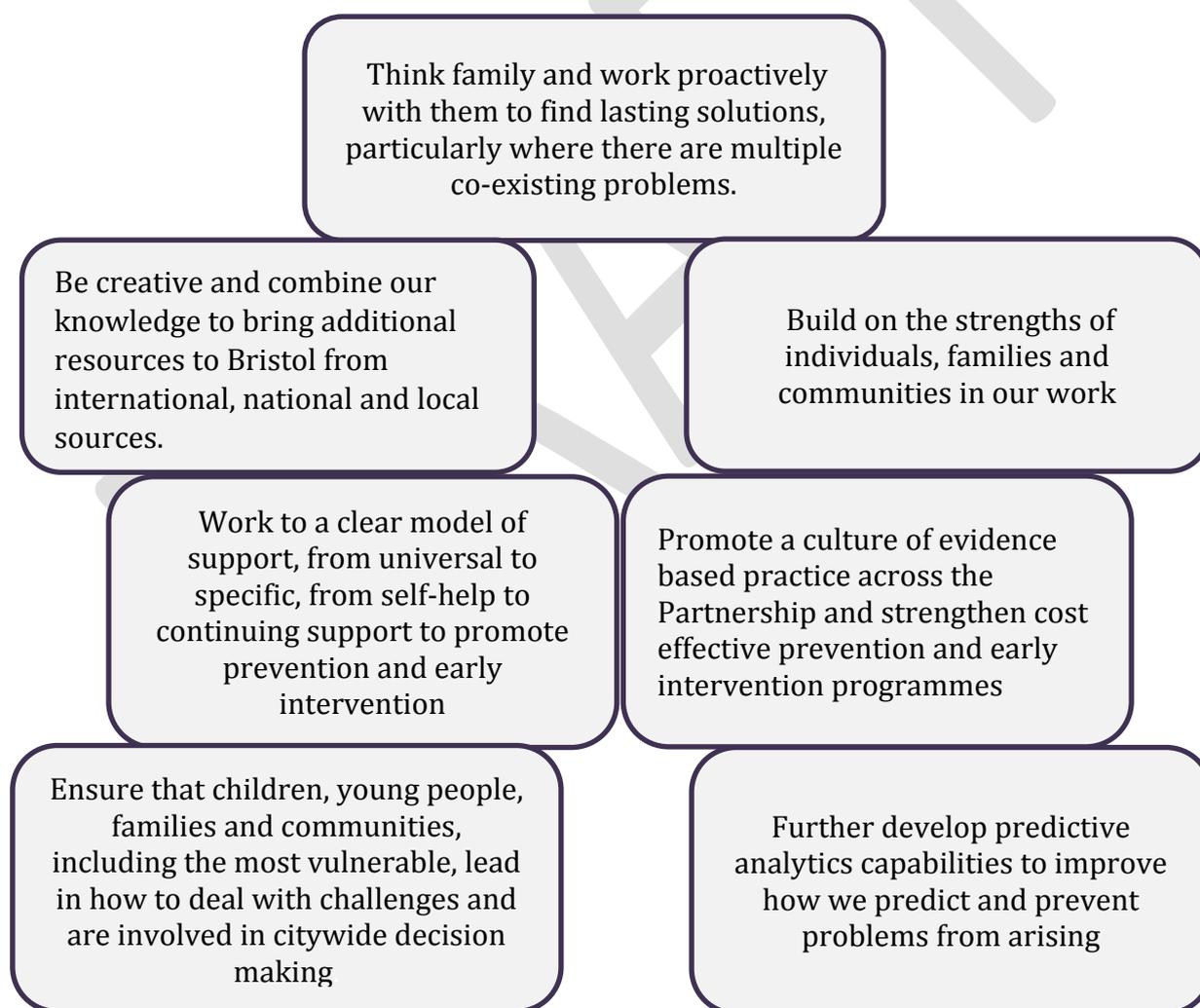
- We will work with the Bristol Homes Board and support the Preventing Homeless Strategy to ensure access to safe, stable, suitable or adapted and affordable housing for vulnerable families and young people including children in care and care leavers

THE PARTNERSHIP AND GOVERNANCE ARRANGEMENTS

The Children and Families Partnership is one of [Bristol's City Partnerships](#). We work in partnership because addressing these issues is the responsibility of everyone who works and cares about children and young people.

The role of the Children and Families Partnership is to identify the needs of children, young people and families, and work with them to steer the whole city's response in order to give them the best possible start in life, reducing inequalities that are due to economics, education, health and disability. We join together and pool resources, targeting the right help, at the right time, to the right people to improve their life chances. It is about identifying people early, protecting them when needed, building their resilience and helping them to participate fully and independently in Bristol's economic, social and cultural life.

We are developing the following approaches that require agencies and organisations to work together effectively to support families, with a shared purpose to achieve joint outcomes. We will:

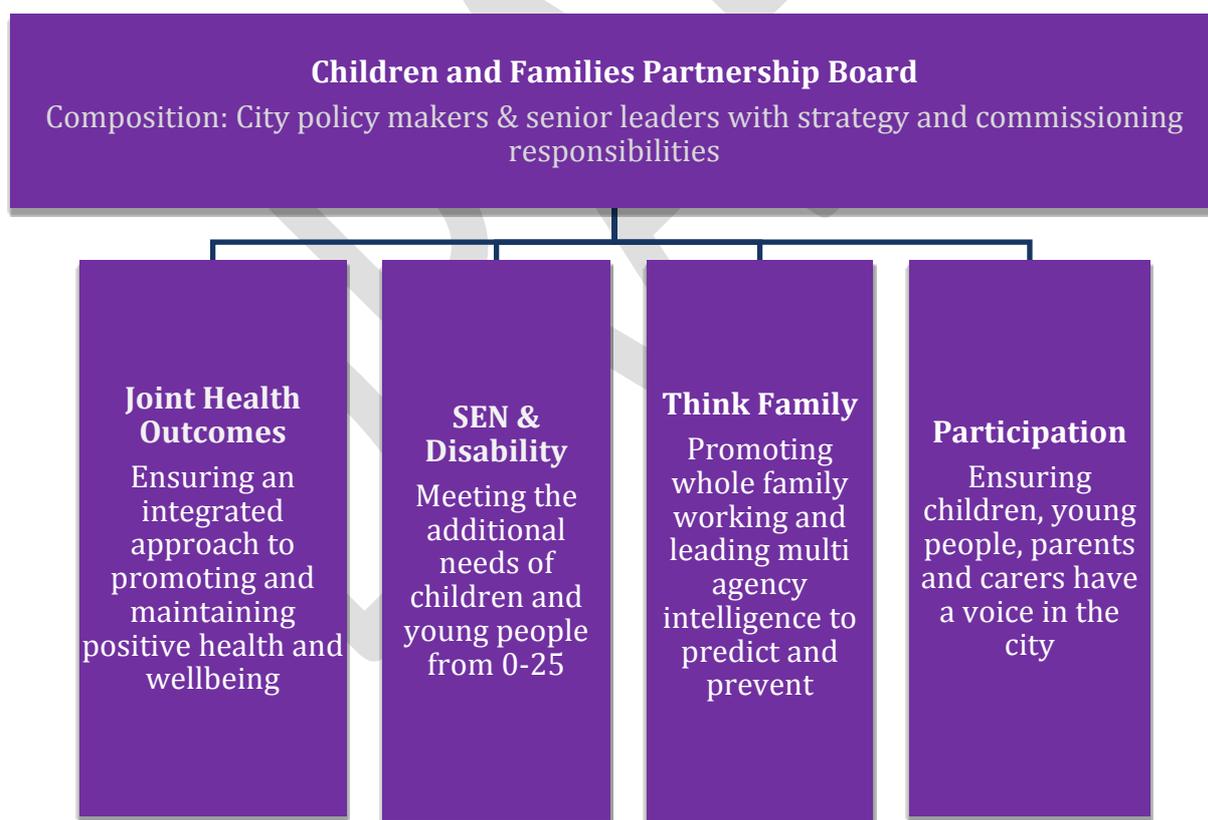


We work closely with other city Partnerships, so that we can be sure the needs of children, young people and families are at the forefront of decisions about housing, health, community safety and other important decisions across our city. You can find more about these here:

- [Health and Wellbeing Board](#)
- [Safer Bristol Partnership](#)
- [Bristol Learning City Partnership](#)
- [Bristol Safeguarding Children Board](#)
 - The Children and Families Partnership Board has a crucial relationship with the **Bristol Safeguarding Children Board** who ensures that there are robust arrangements in place across agencies to protect children and young people from harm and to promote their welfare. This includes effective information sharing. Everyone within the partnership follows agreed [policies and procedures](#).

The Children and Families Partnership Board are responsible for the delivery of this Strategy. The Board will develop annual Action Plans to deliver these priorities through the Partnership's subgroups and with other partners. These Action Plans will have clear measures so that we can check that the Strategy is making a difference.

The Action Plans, measures and relevant data are available [here](#).





Executive Summary of Agenda Item No. 9

Report title: Bristol Children's Services Improvement Plan – Year 2

Wards affected: All wards

Strategic Director: John Readman, Strategic Director, People

Report Author: Graham Wilkie, Project Manager

Recommendation for the Mayor's approval:

1. To approve the draft Children's Services Improvement Plan – Year 2.
2. To endorse cross-Council support to deliver Improvement Plan priorities and corporate parenting responsibilities.

Key background / detail:

a. Purpose of report:

This report presents Bristol Children's Services Improvement Plan – Year 2 for approval.

b. Key details:

1. Services for children in need of help and protection, children looked after, and care leavers in Bristol were inspected by Ofsted in October 2014. The overall judgement was that services for these children 'required improvement'. This included an 'inadequate' judgement for the experience and progress of care leavers and a 'good' judgement for adoption services.
2. 'Getting to Good' Bristol Children's Services Improvement Plan 2015-2016, approved by Cabinet in February 2015, was developed to respond to the recommendations following the Ofsted inspection. The Plan focused on the actions required to secure improvement and deliver consistently good services for children and young people in Bristol.
3. Taking into account the progress made during the first year of the post-Ofsted inspection improvement journey, there remain significant challenges to address as we move into the second year. The Bristol Children's Services Improvement Plan – Year 2 has been developed to reflect emerging priorities and to address known gaps against inspection frameworks.
4. The Plan will continue to be overseen by the Children's Services Improvement Board and progress will be reported to Members (including Cabinet Member for People) and partners via existing arrangements.



Cabinet

1 November 2016



Report Title: Bristol Children's Services Improvement Plan – Year 2

Ward: All wards

Strategic Director: John Readman, Strategic Director, People

Report Author: Graham Wilkie, Project Manager

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Purpose of the report:

This report presents Bristol Children's Services Improvement Plan – Year 2 for approval.

Recommendation for the Mayor's approval:

- 1. To approve the draft Children's Services Improvement Plan – Year 2.**
- 2. To endorse cross-Council support to deliver Improvement Plan priorities and corporate parenting responsibilities.**



The proposal:

1. Introduction

- 1.1 Services for children in need of help and protection, children looked after, and care leavers in Bristol were inspected by Ofsted in October 2014. The overall judgement was that services for these children 'required improvement'. This included an 'inadequate' judgement for the experience and progress of care leavers and a 'good' judgement for adoption services.
- 1.2 'Getting to Good' Bristol Children's Services Improvement Plan 2015-2016, approved by Cabinet in February 2015, was developed to respond to the recommendations following the Ofsted inspection. The Plan focused on the actions required to secure improvement and deliver consistently good services for children and young people in Bristol. Ofsted endorsed the Plan, with praise for "ambitious targets, clear lines of accountability, and strong monitoring arrangements".
- 1.3 The Plan was designed to provide opportunities to engage the whole Council and partners in the delivery of improved outcomes for some of the most vulnerable children and young people in the City. This was further enhanced by the launch of the Corporate Parenting Strategy and Pledge to Children in Care and Care Leavers, which was approved by Cabinet and endorsed by Full Council in November 2015. Ensuring good outcomes for all looked after children and care leavers is a priority for the Council and the collective responsibility of members and officers as Corporate Parents.
- 1.4 Strong governance arrangements have underpinned the delivery of improvement work. A Children's Services Improvement Board was established to oversee implementation of the Plan, and to ensure sufficient progress was achieved and deadlines were met. The Board comprises senior leaders and is chaired by the Strategic Director of People to review the Plan on a monthly basis. Regular reporting on progress to Members has taken place through the Assistant Mayor (People) on a monthly basis and the People Directorate Scrutiny every six months. The Bristol Safeguarding Children Board also monitors the progress of the Plan and it was shared with the Children and Families Board.
- 1.5 The Improvement Plan will contribute to the new Bristol Strategy for Children, Young People and Families and its recognition of the need to address inequalities of health, wealth and opportunities in the city. The Improvement Plan forms part of a body of work sitting under the strategy and will deliver outcomes and priorities within it. The Improvement Plan is aligned with the Council's new Corporate Strategy which is currently under consultation, and will deliver key outcomes within it.

2. How have we done?

- 2.1 A collective focus and drive to deliver key improvement priorities identified by Ofsted have helped to secure sustained improvements in services for children in need of help, protection and in care. A review of progress against delivery of the Bristol Children's Services Improvement Plan 2015-2016 was undertaken to understand the impact of changes and to identify areas for further improvement. A summary of progress is provided at Appendix 1.
- 2.2 A key area of focus has been to deliver improved services and outcomes for care leavers. Significant improvements have been made, including supporting staff to ensure that they are in touch with care leavers and that they have quality plans in place, as well as increasing the number of care leavers in education, employment and training (EET). For 2015/16, 58% care leavers were in EET, an increase of 18 percentage points from 2014/15.

- 2.3 The progress to date in improving outcomes for Bristol care leavers was validated by a visit from the DfE Intervention Team in January 2016. This culminated in a letter from the Minister that praised the good progress made to address the issues raised by Ofsted and welcomed, *“the strong commitment throughout all levels of the Council to improve upon the support that care leavers receive and to ensure that they are given the right opportunities to succeed”*. The Minister was also satisfied that there is no need for further DfE visits, supporting the view of the Intervention Team that services for care leavers are no longer inadequate.
- 2.4 Sustainable changes to processes and structures have been made to secure improved educational outcomes for children in care. This includes improved tracking of children in care students, more robust support and challenge for schools, and improved Personal Education Plan (PEP) quality assurance arrangements and processes. This has culminated in improved outcomes including:
- The target of 80% of personal education plans (PEPs) being judged (at least) good against LA criteria is being achieved.
 - The target of 75% of all children in care accessing ‘good’ or ‘outstanding’ schools or alternative provision has been achieved. Currently 83.2% are placed in ‘good’ or ‘outstanding’ settings in Bristol, and 78.7% placed out of authority.
 - For summer 2015, national assessment performance was positive at Key Stages 1 and 2 and better than England averages. Key Stage 4 results were lower than England average.
- 2.5 Another key priority was to improve the quality of social work practice. Embedding the existing Quality Assurance Framework (QAF) for children’s social work, which included a large amount of audit work, has provided a better understanding of the strengths and weaknesses in social work practice. Pathway Plans for care leavers have shown improvement in quality and the weaknesses identified around the oversight and challenge from the Independent Reviewing Officer (IRO) Service have been addressed, with 60% of IRO cases now judged to be “good” or better.

3. Bristol Children’s Services Improvement Plan – Year 2

- 3.1 Taking into account the progress made during the first year of the post-Ofsted inspection improvement journey, there remain significant challenges to address as we move into the second year.
- 3.2 The Bristol Children’s Services Improvement Plan – Year 2 (provided at Appendix 2) has been developed to reflect emerging priorities and to address known gaps against inspection frameworks. In order to deliver improved services and outcomes for children, young people and families, this Plan:
- Continues to respond to outstanding recommendations from 2014 Ofsted Children’s Services Inspection.
 - Responds to improvement priorities identified by audit, peer review, and independent review of children’s social care.
 - Responds to emerging systemic and demographic challenges and pressures.
 - Ensures that known gaps against relevant inspection frameworks are addressed.
- 3.3 The Year 1 Plan focused exclusively on recommendations arising within Ofsted's Single Inspection Framework (SIF) for inspecting local authority children's services. The Year 2 Plan covers all elements of the existing SIF as well as the new multi-agency Joint Targeted Area Inspection (JTAI) framework, which assesses contact, referral and decision-making arrangements for children’s social care and the quality of practice in responding to referrals. The JTAI framework also includes a “deep dive” element, which will focus on children who are living with domestic abuse.

- 3.4 In order to develop improvement priorities, the Improvement Board reviewed a comprehensive information summary, which draws upon a variety of sources. This included demographic information, benchmarking of social work caseloads and performance data with Statistical Neighbours, audit findings, and staffing information. Key findings include:
- The number of children living in Bristol increased by 11,500 (14.3%) in the ten years to 2014, three times faster than national average. This is projected to grow by a further 16,744 (18%) by 2034.
 - Children in Need (CIN) numbers are decreasing and in line with Statistical Neighbours.
 - The number of Children subject of a Child Protection (CP) Plan has increased by 95 (23%) between 2014 and 2016.
 - There is a decreasing rate of children in care per 10k children, against a national rise and below statistical neighbours.
 - The majority of benchmarked performance data is in line with Statistical Neighbours. Key outliers that the Plan responds to include, the length of CIN and CP plans, children in care with up to date health and dental checks, and the numbers of children in care with convictions.
 - A 29% increase in area social worker caseloads in the year to March 2016. The average caseload per social worker is higher than statistical neighbour and England averages.
- 3.5 The Year 2 Plan has a greater focus on improving the quality children's social work. It responds to a recently commissioned independent review of children's social care, which identified continuing challenges around:
- Increased demand on the system and complexity of care needs.
 - Retention and recruitment of the workforce.
 - Consistency of the quality of social work practice and management oversight.
- 3.6 The Year 2 Plan is set within the context of increased demand for services and an increasingly challenging financial backdrop. The Plan aims to improve the way we manage demand for services, improve the quality of support we provide to our most vulnerable children, and further improve the outcomes for children in care and care leavers. This will be delivered via six thematic areas:
1. Provide consistently **good social work practice** for children and families.
 2. **Improve outcomes for care leavers** and enable them to move successfully to adulthood.
 3. **Improve outcomes for children in care** and act as an effective corporate parent.
 4. Provide effective **leadership, management and governance** to ensure robust decision-making and manageable caseloads.
 5. Enable a **stable and resilient workforce** that feel valued and who choose to develop their careers in Bristol.
 6. Deliver effective **multi-agency contact and referral arrangements** for identifying and managing the range of risks of harm to children and young people.
- 3.7 To ensure that the Year 2 Plan uses available resources in the best way, improvement work will be focussed on priorities:
- That pose a significant risk to children's outcomes.
 - That address system-wide and leadership challenges.
 - That provide assurance to leadership that key risks to the authority are mitigated.
 - That require additional coordination of resources or capacity to deliver the required change.
- 3.8 The additional resources to support improvement that were available during Year 1 in the form of project management capacity and fixed-term operational posts are coming to an end. In drawing

up the Year 2 Plan, the actions identified to sustain gains made and to continue to improve have been designed within the context of existing resources only.

3.9 Consistent with Year 1, challenging targets have been set for key performance measures to help drive improvement. Targets are based on current performance, benchmarking information from Core Cities and Statistical Neighbours, and an assessment of the timing and efficacy of improvement actions.

4. Implementing the Year 2 Plan

4.1 This Plan aims to deliver consistently good services for children and families to ensure that children in Bristol are safe. More detailed operational plans that contribute to this Plan will drive individual service improvement. The necessary actions, targets and outcomes are incorporated into Service Delivery Plans and Team Plans.

4.2 The Plan sets out the actions that will be undertaken, the expected outcomes, improvement measures, lead officers, targets and due dates. The Plan will continue to be overseen by the Children’s Services Improvement Board and progress will be reported to Members (including Cabinet Member for People) and partners via existing arrangements.

Consultation and scrutiny input:

a. Internal consultation:

All lead officers and teams that contribute to the Improvement Plan.

The Improvement Plan was reviewed by People Scrutiny Commission on 26 September 2016.

b. External consultation:

All lead officers and teams that contribute to the Improvement Plan.

On approval, the Improvement Plan will be shared with relevant partner agencies and member groups, including Corporate Parenting Panel and Bristol Safeguarding Children Board.

Other options considered:

Children’s Services Improvement Board decided that a Year 2 improvement plan and its continued oversight by the Board were required to deliver necessary improvements against existing inspection frameworks and to respond to emerging challenges.

Risk management / assessment:

FIGURE 1							
The risks associated with the implementation of the (subject) decision :							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
		1	Improvement Plan targets are not delivered		High	Medium	

				reports and monthly activity briefings.			
2	Improvement plan actions / targets are not owned and align with operation plans	Medium	Medium	Plan developed and agreed with lead officers and used to inform service plans.	Low	Low	Project Manager, Children's Services Improvement Plan.
3	Improvement Plan does not respond to emerging risks and improvement priorities	Medium	Medium	Improvement Board can accommodate changes via change control and review process	Low	Low	Project Manager, Children's Services Improvement Plan.

FIGURE 2

The risks associated with **not** implementing the *(subject) decision*:

No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	Gaps against Inspection frameworks are not understood or acted upon. Improvement work is not coordinated and its impact is not understood	High	High	Without Improvement Plan and Board, Directorate Leadership Team would respond on an issue by issue basis	High	Medium	Strategic Director, People.

Public sector equality duties:

Before making a decision, section 149 of the Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

i) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.

ii) advance equality of opportunity between persons who share a relevant protected characteristic and those do not share it. This involves having due regard, in particular, to the need to:

- remove or minimise disadvantage suffered by persons who share a relevant protected characteristic.
- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
- encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.

The nature of this work does not require an equality impact assessment. A full equality impact assessment will be produced and used for any material changes to services for vulnerable children, their families, and carers.

Eco impact assessment

The significant impacts of this proposal are:

- No changes are proposed that would be likely to increase travel or the use of buildings & associated resources

The proposals include the following measures to mitigate the impacts:

- Increased ICT provision provides for flexible working, which may reduce staff travel

The net effects of the proposals are:

Overall, no significant environmental impacts are anticipated from this proposal

Resource and legal implications:

Finance

a. Financial (revenue) implications:

Delivering year two of the Children's Service Improvement plan is forecast to cost £194k in 2016/17. There is budget identified in the current approved budget to fund the one-off costs of delivering this project.

There is no on-going finance commitment in the proposals in the report beyond 2016/17.

Advice given by Michael Pilcher / Finance Business Partner

Date 20/09/2016

b. Financial (capital) implications:

No Capital Implications

Advice given by Michael Pilcher / Finance Business Partner

Date 20/09/2016

Comments from the Corporate Capital Programme Board:

Not applicable.

c. Legal implications:

The recommendations in the report are lawful and follow on from the original requirement to publish a statement under the Education and Inspection Act 2006 following the Ofsted inspection in 2014.

Local Authorities have the following Statutory child protection and safeguarding duties:

Children Act 1989

- to safeguard and promote the welfare of children in need in their area and promote upbringing with their families by providing a range and level of services appropriate to those children's needs
- to provide accommodation for children in need where parents unable to do so for whatever reason.
- to provide placements which best meets the Child's needs
- to secure sufficient accommodation in its area to accommodate and meet the needs of the children it looks after.
- to investigate to see what action should be taken to safeguard a child who is suffering or may suffer significant harm.
- to take action to safeguard or promote the child's welfare when such action is required – this could be through for example, Emergency Protection Orders, Care or Supervision orders, Secure accommodation, Wardship, FGM protection orders, Forced marriage protection orders.

Children Act 2004

- To promote co-operation between agencies to improve the wellbeing of children in its area, including protection from harm and neglect.
- To ensure that its functions are discharged having regard to the need to safeguard and promote welfare of children.
- To establish Local Safeguarding Children's Board to co-ordinate actions to promote welfare of children across agencies in its area and to audit compliance

In relation to educational achievement:

- to appoint at least one person to discharge the local authority's duty to promote the educational achievement of its looked after children, wherever they live or are educated.
- To ensure its officers work together to ensure that - except in an emergency - appropriate education provision for a child is arranged at the same time as a care placement.
- To ensure all looked after children have a Personal Education Plan (PEP) which is part of the child's care plan or detention placement plan.

The Children and Social Work Bill will introduce further duties in respect of:

- Corporate parenting principles in relation to Looked after children and care leavers will go from guidance to statutory duty:
 - to act in the best interests, and promote the health and well-being, of those children and young people;
 - to encourage those children and young people to express their views, wishes and feelings;
 - to take into account the views, wishes and feelings of those children and young people;
 - to help those children and young people gain access to, and make the best use of, services provided by the local authority and its relevant partners;
 - to promote high aspirations, and seek to secure the best outcomes, for those children and young people;
 - for those children and young people to be safe, and for stability in their home lives, relationships and education or work;
 - to prepare those children and young people for adulthood and independent living.
- Offer to care leavers including promoting educational achievement.

Advice given by Nancy Rollason, Service Manager (People) and Interim Deputy Monitoring Officer
Date 18th October 2016

d. Land / property implications:

There are no land / property implications arising from this report.

e. Human resources implications:

There are a number of workforce issues that have had a negative impact on the stability of services offered within Children's Services. It is recognised that the issues faced in Bristol are not unique as there is a

National shortage of experienced and qualified Social Workers. As a result we are all working very closely with neighbours, partners and each other to try to address the challenges this brings.

As well as implementing a Recruitment & Retention workgroup within Bristol, we also started working with our regional neighbours to try to manage temporary Social Worker pay, as this was having a negative impact on our permanent workforce with people leaving to be paid more money by an agency. We now have the Memorandum of Co-operation in place which agrees a capped level of pay for social workers at all levels. It has been in place since 1st June and we will have our first quarterly monitor back at the end of September to establish how effective it is being. It is hoped that the agency staff will start to come back to permanent employment as their rates of pay will be capped as a result of the agreement.

We are also looking at ways to attract out of area Social Workers to come to work in the South West, we are currently developing a joint database of regional vacancies which demonstrates all the different benefits of living in the South West, from vibrant cities to beautiful coastlines, we hope that what we offer will help to recruit more social workers into the region.

Within the City, the workgroup have worked hard to review all the job paperwork and to review and refresh the selection process, so it is relevant and fit for purpose. All relevant managers have been trained in the new way of selection and recruitment, although take up has been poor. This supports the new Career Progression Programme which we worked on with Unions and managers across Children's and Adults, to agree a clear and consistent career pathway for all social workers.

We don't have as big a problem as other areas with high use of agency workers, however where we do have long term agency workers we are working with Guidant and managers to try to convert them to permanent employees.

The use of exit interviews has increased and we are now able to establish why people are leaving and can take positive action to reduce the impact in the future. We need to keep ensuring managers do these as it is a very valuable source of information we can use to reduce turnover.

Advice given by Lorna Laing, HR Business Partner – People
Date 19 September 2016

Appendices:

Appendix 1 – Summary of progress against Bristol Children's Services Improvement Plan 2015 – 2016

Appendix 2 - 'Getting to Good' Bristol Children's Services Improvement Plan – Year 2

Access to information (background papers):

[2014 Ofsted Inspection Report – Bristol City Council Inspection of services for children in need of help and protection, children looked after and care leavers.](#)

[February 2015 Cabinet Report - Children's Services Improvement Plan, in response to the Ofsted Inspection of services for children in need of help and protection, children looked after and care leavers.](#)

[November 2015 cabinet Report - Corporate Parenting Strategy and Pledge to Children in Care and Care Leavers](#)

Appendix 1 - Summary of progress against Bristol Children's Services Improvement Plan 2015 – 2016

This document summarises key areas of progress across the four priority areas of the Bristol Children's Services Improvement Plan 2015-2016:

- i. Improved outcomes for care leavers** – to maintain regular contact with social workers, undertake effective Pathway Planning and increase the number of care leavers in education, employment and training
- ii. Consistently good social work practice** for children and families
- iii. Improved educational outcomes for children in care** – to close the attainment gap and complete all Personal Education Plans to a high standard
- iv. Leadership, Management and Governance** – including new corporate parenting strategy

1. Improved outcomes for care leavers:

- **Supporting staff** to ensure that they are in touch with care leavers, that they have quality plans in place, and are delivering good quality work. Key targets for being “in touch” and having Pathway Plans in place have now been met.
- **EET outcomes for care leavers.** Joint work across the council and shared accountability has increased the proportion of care leavers in EET. For 2015/16 58% care leavers were in EET, an increase of 18 percentage points from 40% in 2014/15. There are also increasing numbers of care leavers entering Higher Education, with a new Higher Education offer supported by both Bristol universities.
- **Supporting care leavers in all facets of their life** including their health, accommodation, and financial support. A high proportion of young people have been able to “Stay Put” with their foster carers, which often leads to better outcomes. Innovative work with the DWP has also created a bespoke pathway to benefits for care leavers.
- **Prioritise the views and wishes of care leavers.** Structures are now in place to respond to care leavers' wishes and experiences. This includes involvement in the DfE supported New Belongings project, the appointment of a Care Leaver Ambassador apprentice, and development of a Participation Service with Barnardo's (at no cost to the Council).

2. Quality of Social Work Practice:

- Embedding the existing Quality Assurance Framework (QAF) for children's social work. A large amount of audit work has taken place which has provided a better understanding of the strengths and weaknesses in social work practice. This learning has been used to target training for staff and has been shared with practitioners via

the feedback loop. Compliance with the QAF is improving and is being bolstered by audits from the leadership team, including members of the Improvement Board.

- Weaknesses identified around the oversight and challenge from the Independent Reviewing Officer (IRO) Service have been addressed, with 60% of IRO cases now judged to be “good” or better.
- Pathway Plans for Care leavers have also seen an improvement in quality and further improvement is expected following training and feedback.
- Ofsted identified weaknesses in arrangements to safeguard children and young people that went missing from home or care. Processes have been improved to record all instances on the Liquidlogic Children’s System, which are now shared and analysed with partners for a better multi-agency response.

3. Improved educational outcomes for children in care

- The target of 75% of all children in care accessing ‘good’ or ‘outstanding’ schools or alternative provision has been achieved. Currently 83.2% are placed in ‘good’ or ‘outstanding’ settings in Bristol, and 78.7% of those placed out of authority.
- For summer 2015, national assessment performance for Bristol children in care was positive at Key Stages 1 and 2 and better than England averages (e.g. %L4+ Reading / Writing / Mathematics was 61% compared to 52% nationally) but inadequate at Key Stage 4 (e.g. %5+A*-C (including English & Mathematics) 7% compared to 13.8% nationally). Key areas of progress include:
 - School Improvement Officer for Children in Care visits focussed on improving progress and outcomes through challenging but supportive visits (focus on key stages 4 and 2)
 - HOPE staff attend a high number of personal education plan meeting and act as advocates, especially where there has been underachievement.
 - Best practice is being shared through resource packs and active learning sets for school based professionals delivered by HOPE team.
- The target of 80% of personal education plans (PEPs) being judged (at least) good against LA criteria is being achieved.

4. Leadership, management and governance

- Successful launch of the Corporate Parenting Strategy and Pledge to Children in Care and Care Leavers, approved by Cabinet in November 2015, which outlines how the Council and its partners intend to improve support for children in care and care leavers.

- Strong Governance arrangements have assisted the delivery of improvement work. The Plan is overseen by the Children’s Services Improvement Board, chaired by the Strategic Director for People. Regular review by Senior Leadership Team, Scrutiny, Corporate Parenting Panel and the Assistant Mayor ensures robust oversight from elected members and strengthens the Council’s role as Corporate Parent.
- The work of the Improvement Board and delivery leads named in the Plan have followed an approach to improving outcomes that required:
 - Shared accountability for improvement across teams and directorates
 - Focus on performance - up to date and accurate performance reporting which is visible to all
 - High aspirations reflected in challenging targets
 - Sustainable Change – systems, processes, and ways of working are embedded and not reliant on one-off funding

'Getting to Good'

Bristol Children's Services Improvement Plan – Year 2

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October 2016
Version 4

**Children &
Families**
PARTNERSHIP



Introduction

Services for children in need of help and protection, children looked after, and care leavers in Bristol were inspected by Ofsted in October 2014. The overall judgement was that services for these children ‘required improvement’. This included an ‘inadequate’ judgement for the experience and progress of care leavers and a ‘good’ judgement for adoption services.

‘Getting to Good’ Bristol Children’s Services Improvement Plan 2015-2016, approved by Cabinet in February 2015, was developed to respond to the recommendations following the Ofsted inspection. The Plan focused on the actions required to secure improvement and deliver consistently good services for children and young people in Bristol. Ofsted endorsed the Plan, with praise for “ambitious targets, clear lines of accountability, and strong monitoring arrangements”.

The Plan was designed to provide opportunities to engage the whole Council and partners in the delivery of improved outcomes for some of the most vulnerable children and young people in the City. This was further enhanced by the launch of the [Corporate Parenting Strategy and Pledge to Children in Care and Care Leavers](#), which was approved by Cabinet and endorsed by Full Council in November 2015. Ensuring good outcomes for all looked after children and care leavers is a priority for the Council and the collective responsibility of members and officers as Corporate Parents.

Strong governance arrangements have underpinned the delivery of improvement work. A Children’s Services Improvement Board was established to oversee implementation of the Plan, and to ensure sufficient progress was achieved and deadlines were met. The Board comprises senior leaders and is chaired by the Strategic Director of People to review the Plan on a monthly basis. Regular reporting on progress to Members has taken place through the Assistant Mayor (People) on a monthly basis and the People Directorate Scrutiny every six months. The Bristol Safeguarding Children Board also monitors the progress of the Plan and it was shared with the Children and Families Board.

Bristol Children’s Services Improvement Plan – Year 2

Taking into account the progress made during the first year of the post-Ofsted inspection improvement journey, there remain significant challenges to address as we move into the second year.

The Bristol Children’s Services Improvement Plan – Year 2 has been developed to reflect emerging priorities and to address known gaps against inspection frameworks. In order to deliver improved services and outcomes for children, young people and families, this Plan:

- Continues to respond to outstanding recommendations from 2014 Ofsted Children’s Services Inspection.
- Responds to improvement priorities identified by audit, peer review, and independent review of children’s social care.
- Responds to emerging systemic and demographic challenges and pressures.
- Ensures that known gaps against relevant inspection frameworks are addressed.

The Year 2 Plan has a greater focus on improving the quality children’s social work. It responds to a recently commissioned independent review of children’s social care, which identified continuing challenges around:

- Increased demand on the system and complexity of care needs.
- Retention and recruitment of the workforce.
- Consistency of the quality of social work practice and management oversight.

The Year 1 Plan focused exclusively on recommendations arising within Ofsted's Single Inspection Framework (SIF) for inspecting local authority children's services. The Year 2 Plan covers all elements of the existing SIF as well as the new multi-agency Joint Targeted Area Inspection (JTAI) framework, which assesses contact, referral and decision-making arrangements for children’s social care and the quality of practice in responding to referrals. The JTAI framework also includes a “deep dive” element, which will focus on children who are living with domestic abuse.

The Year 2 Plan is set within the context of increased demand for services and an increasingly challenging financial backdrop. The Plan aims to improve the way we manage demand for services, improve the quality of support we provide to our most vulnerable children, and further improve the outcomes for children in care and care leavers. This will be delivered via six thematic areas:

1. Provide consistently **good social work practice** for children and families.
2. **Improve outcomes for care leavers** and enable them to move successfully to adulthood.
3. **Improve outcomes for children in care** and act as an effective corporate parent.
4. Provide effective **leadership, management and governance** to ensure robust decision-making and manageable caseloads.
5. Enable a **stable and resilient workforce** that feel valued and who choose to develop their careers in Bristol.
6. Deliver effective **multi-agency contact and referral arrangements** for identifying and managing the range of risks of harm to children and young people.

To ensure that the Year 2 Plan uses available resources in the best way, improvement work will be focused on priorities:

- That pose a significant risk to children’s outcomes.
- That address system-wide and leadership challenges.
- That provide assurance to leadership that key risks to the authority are mitigated.
- That require additional coordination of resources or capacity to deliver the required change.

Implementing the Year 2 Plan

This Plan aims to deliver consistently good services for children and families to ensure that children in Bristol are safe. More detailed operational plans that contribute to this Plan will drive individual service improvement. The necessary actions, targets and outcomes are incorporated into Service Delivery Plans and Team Plans.

The Plan sets out the actions that will be undertaken, the expected outcomes, improvement measures, lead officers, targets and due dates. The Plan will continue to be overseen by the Children's Services Improvement Board and progress will be reported to Members and partners via existing arrangements.

Each outcome will be RAG rated, as part of our monitoring arrangements, with the status descriptors detailed below:

RAG Table	Status
RED	Tasks and or outcomes have not been met or timescale slipped
AMBER	Tasks and outcomes are on track, milestones met but full action(s) not completed
GREEN	Tasks and outcomes are completed or performance is on target
BLUE	Completed

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The Plan will continue to be overseen by the Children's Services Improvement Board and progress will be reported to Members and partners via existing arrangements.

Theme 1: Quality of Social Work Practice

Outcome statement:

The Quality Assurance Framework is embedded, supported by the Signs of Safety methodology and improves the quality and timeliness of social work assessments. All children’s plans show evidence of robust management decision making and oversight.

Action		KPI Ref	Due	Lead
1.1 Embed the Quality Assurance Framework				
1.1.1	Moderate the quality of auditing to ensure it is consistent and so that managers have accurate information about the quality of practice across all teams.	1	Report quarterly	Quality Assurance & BSCB Manager
1.1.2	Clarify what “good” looks like via published examples of good Pathway Plans, Child Protection plans, and Children in Need plans on the Source, and mandatory training on Pathway Plans	1	Dec 2016	Quality Assurance & BSCB Manager
1.1.3	Deliver annual programme of quarterly thematic quality audits (based on audit findings, learning from Serious Case Reviews, and inspection frameworks) and report key findings and associated actions to the Improvement Board (to include Child Sexual Exploitation and domestic abuse).	1	Report quarterly	Quality Assurance & BSCB Manager
1.2 Improve the quality of recorded practice				
1.2.1	Strengthen the quality and timeliness of assessments, taking full account of the family’s history and ensuring a consistently forensic approach. Ensure plans are in place, regularly reviewed, SMART, outcome-focused and address the need of the child.	1, 2, 3	Jan 2017	Head of Safeguarding and Area Services Head of Service Children in Care & Care Leavers
1.2.2	Undertake a survey to ensure that the views of children and parents are gained and that they inform practice. Develop existing systems (e.g. CIN closure, CP reviews, IRO reviews) to capture these views.	1	Jan 2017	Head of Safeguarding and Area Services Head of Service Children in Care & Care Leavers
1.2.3	Develop service standards for Unit Coordinators and communicate to the staff group.	1	Jan 2017	Head of Safeguarding and Area Services Head of Service Children in Care & Care Leavers

Action		KPI Ref	Due	Lead
1.2.4	Train Unit Coordinators to ensure accurate records and chronologies are kept, and to ensure all purposeful work undertaken with the child and their family is evidenced on LCS.	1	Jan 2017	Quality Assurance & BSCB Manager
1.2.5	Configure LCS to enable practitioners to record and evidence work more accurately. Implementing LCS forms (including for case mapping, danger statements and safety goal) that are compatible with Signs of Safety methodology.	1	Oct 2016	Quality Assurance & BSCB Manager
1.2.6	Launch new Bristol social work procedures, using Tri.x.	1	Oct 2016	Quality Assurance & BSCB Manager
1.3 Strengthen and evidence management oversight				
1.3.1	Establish a system and develop LCS to ensure that management decision making and oversight is recorded by Area Managers and senior managers.	1	Nov 2016	Quality Assurance & BSCB Manager
1.3.2	Establish what "good" looks like and provide training and examples of how to record reflection and decision-making in the most efficient way.	1	Oct 2016	Quality Assurance & BSCB Manager
1.4 Address drift and delay				
1.4.1	Assess and prepare a plan for every child in need with an ongoing open allocation to a social work team. Implement planned review schedule and ensure plans are updated.	2	Mar 2017	Head of Safeguarding and Area Services
1.4.2	Train managers to use performance information more effectively and to act on cases that may indicate an issue. Specifically: <ul style="list-style-type: none"> • Children in Need Plans lasting over 2 years • Child Protection Plans lasting over 2 years • children who have more than 1 Child Protection Plan. 	2,3	Mar 2017	Head of Safeguarding and Area Services
1.5 Deliver return interviews for missing children				
1.5.1	Commission services to ensure all children missing from home or care are provided with an appropriate return interview.	4	Jan 2017	Quality Assurance & BSCB Manager

Action	KPI Ref	Due	Lead
1.6 Learning from others			
1.6.1 Visit West Sussex to: <ul style="list-style-type: none"> • Enhance the Quality Assurance Framework to ensure consistency with Signs of Safety • improve training for managers to better use performance information. 	1,2,3,4	Dec 2016	Quality Assurance & BSCB Manager

Theme 2: Improved Outcomes for Care Leavers

Outcome statement:

Care Leavers receive help and support tailored to their individual needs, and are provided with opportunities to enable them to move successfully to adulthood. The Local Authority is an active, strong and committed Corporate Parent that is an effective champion of the progress of care leavers.

Action	KPI Ref	Due	Lead
2.1 Sustain the improvement of Pathway Plans			
2.1.1 Review care leavers plans in place with the young person so that all young people are aware of and contribute to their plan	5a	Mar 2017	Head of Service Children in Care & Care Leavers
2.1.2 Review pathway plans on a six-month basis	5b	Mar 2017	Head of Service Children in Care & Care Leavers
2.2 Further improve Education, Employment and Training outcomes			
2.2.1 Broker appropriate, flexible 14-18 options for individual Children in Care with partner providers	6a,b	Mar 2017	Head of Employment, Learning and Skills
2.2.2 Design and implement a pathway for care leavers into council work experience, apprenticeships, traineeships and jobs.	6a,b	Mar 2017	Head of Employment, Learning and Skills
2.3 Increase the numbers of care leavers in suitable accommodation			
2.3.1 Review the provision of accommodation for Care Leavers and assess if it meets their needs.	7	Oct 2016	Head of Service Children in Care & Care Leavers
2.3.2 Following consultation, deliver the Young People's Housing and Independence Pathway	7	Sep 2017	Service Director Early Intervention and Targeted Services
2.4 Improve health outcomes of care leavers			
2.4.1 Monitor the implementation of the Health Action Plan and establish measurable outcomes to assess impact		Dec 2016	Strategic Director for People
2.4.2 Ensure care leavers have access to their health records and consider implementation of the health passport scheme.		Sep 2016	Programme Manager Children and Maternity Commissioning
2.5 Learning from others:			
2.5.1 Develop New Belongings sub-regional action plan to improve Bristol offer for care leavers	5,6,7	Sep 2016	Head of Service Children in Care & Care Leavers

Theme 3: Improved Outcomes for Children in Care

Outcome statement:

Children in care receive the help and support they need to achieve education, health and wellbeing outcomes that are in line with their peers. The local authority is an effective corporate parent and actively challenges and engages schools and other partners to support children and young people in the best way.

Action	KPI Ref	Due	Lead
3.1 Further improve educational outcomes for children in care			
3.1.1 Develop a framework for joint decision making about all education provision placements between social care and the HOPE Virtual School, which includes an escalation process when decisions divert from agreed protocols.	8	Dec 2016	Head of Service Children in Care & Care Leavers Headteacher Virtual School
3.1.2 Commission School Improvement Officer visits, in inverse proportion to success, to all schools with children in care on roll.	9	Jul 2017	Headteacher Virtual School
3.1.3 Monitor and track the agreed process to ensure timeliness of PEPs aligned with children in care reviews.	10	Dec 2016	Head of Service Children in Care & Care Leavers
3.1.4 Monitor and analyse attendance and exclusion data for children in care on a weekly basis. Implement a system of early intervention to target, challenge and support children in care when attendance is below the persistent absence threshold of 90%.	11	Jul 2017	Headteacher Virtual School
3.2 Increase number of children in care with up to date health and dental checks			
3.2.1 Work with Children in Care Health Strategy Group to deliver strategy to increase the number of children in care with up to date dental and health checks.	12a,b	Mar 2017	Head of Service Children in Care & Care Leavers
3.3 Prevent older children coming into care and reunify them with families			
3.3.1 As part of Early Help Review, develop proposal for integrated early help / family support services for young people and their families.	13	Mar 2017	Head of Early Help and Targeted Services
3.3.2 Develop DfE Children's Social Care Innovation Programme bid and proposal to support young people at risk of entering care and their families and reduce the need for care.	13	Sep 2016	Service Director Early Intervention and Targeted Services

	Action	KPI Ref	Due	Lead
3.4	Reduce the number of children in care with convictions			
3.4.1	Use audit findings and the Laming review of children in care involved with the criminal justice system to develop a strategy to reduce the number of children in care with convictions.	14	Jun 2017	Youth Offending Team Manager Head of Service Children in Care & Care Leavers
3.5	Deliver the right placements for children in care			
3.5.1	Provide new career and payment structure to increase the capacity of the in-house fostering service.	15	Mar 2017	Manager, Placement Service Provision
3.5.2	Deliver the Children's Home Improvement Plan to improve the quality of Bristol residential children's homes.	16	Mar 2017	Manager, Placement Service Provision
3.6	Learning from others:			
3.6.1	Use learning from best practice (e.g. Greenwich, N Yorkshire, Surrey) to inform the Innovation Programme proposal.	13	Sep 2016	Service Director Early Intervention and Targeted Services

Theme 4: Leadership, Management and Governance

Outcome statement:

Caseloads are manageable and the health of the system is understood. The right information is available to inform leadership decision-making and to enable robust performance management.

Action	KPI Ref	Due	Lead
4.1 Address high caseloads and capacity of the system			
4.1.1 Use findings from Remodelling Social Work Review to increase the resilience of area social work units and address pressure on South area units.	17	Aug 2016	Head of Safeguarding and Area Services
4.1.2 Ensure that caseloads are manageable and that work is allocated appropriately across early help and statutory social work.	17	Dec 2016	Head of Safeguarding and Area Services
4.1.3 Deliver, monitor and evaluate pilot to relieve pressure on area social work units, using additional non-qualified staff.	1,2,3,17	Jul 2017	Head of Safeguarding and Area Services
4.2 Develop performance management / information to inform better decision making			
4.2.1 Ensure that robust and complete performance information and analysis is available to support effective management scrutiny and challenge of poor practice at all levels of the organisation. To include regular analysis of Annex A and targeting of most vulnerable children.	All	Oct 2016	Service Manager, Performance & Infrastructure
4.2.2 Analyse and address variability in performance across area social work teams, via regular CMT reviews.	All	Mar 2016	Head of Safeguarding and Area Services
4.2.3 Develop regular reporting to help managers identify relevant cases and act on them to ensure that Children in Need Plans are in place, reviewed, and are closed at an appropriate time.	2a,b	Dec 2016	Service Manager, Performance & Infrastructure
4.2.4 Develop regular reporting of system capacity and workflow for leadership to understand pressures on the system and inform decision-making.	19	Sep 2017	Service Manager, Performance & Infrastructure
4.3 Learning from others:			
4.3.1 Use Ofsted findings from other authorities and learn from best practice, to respond to improvement priorities and prepare for inspection frameworks	1	Dec 2016	Head of Safeguarding and Area Services Quality Assurance & BSCB Manager

Theme 5: Workforce

Outcome statement:

There is a stable and resilient workforce that feel valued and who choose to develop their careers in Bristol.

Action	KPI Ref	Due	Lead
5.1 Improve recruitment and retention of social workers			
5.1.1 Recruit to vacancies quickly including temporary staff. Establish reasons for leaving through effective use of exit interviews and respond to any concerns about the rate of staff turnover.	18	Dec 2016	Principal Social Worker
5.1.2 Undertake a strategic review of social work recruitment and how to attract Social Workers from the more diverse cities, including London, to work in Bristol.	18	Dec 2016	Principal Social Worker
5.1.3 Develop a mandatory induction training programme to introduce new starters to Bristol procedures and working practice and to clarify expectations of the role.	18	Oct 2016	Principal Social Worker
5.2 Improve the professional framework and development offer			
5.2.1 Develop a detailed framework of professional expectations (including job paperwork) for key roles (e.g. consultant social worker) to promote consistency and to outline career progression.	18	Oct 2016	Principal Social Worker
5.2.2 Create focus groups for Family Support Workers and Unit Coordinators to understand the needs of the work group and share best practice.	18	Dec 2016	Principal Social Worker
5.2.3 Develop teaching partnerships with Bristol universities to ensure that course module design for social work qualification is up-to-date and reflects the current needs of Bristol children and families.	18	Mar 2017	Principal Social Worker
5.3 Learning from others:			
5.3.1 Continue to work with DfE, national and regional social work practice leaders to respond to the Children and Social Work Bill and further develop training, continuous professional development and career progression for social workers.	18	Mar 2017	Principal Social Worker

Theme 6: Multi-agency Contact and Referral Arrangements

Outcome statement:

There are efficient and effective multi-agency arrangements for identifying and managing the range of risks of harm to children and young people. Thresholds to access services are clear, individual needs of children are considered, and referrals are timely and of a high quality.

Action	KPI Ref	Due	Lead
6.1 Understand and apply consistent thresholds			
6.1.1 Use multi-agency audit findings to work with partners to raise the quality of referrals.	19a,b,c	Mar 2017	Head of Safeguarding and Area Services
6.1.2 Review thresholds alongside partners and investigate the high proportion of repeat referrals and referrals to social work resulting in no further action.	19a,b,c	Mar 2017	Head of Safeguarding and Area Services
6.1.3 Develop a stronger understanding for staff of the threshold between early help and safeguarding and ensure families are worked with by the right service.		Jan 2017	Head of Early Help and Targeted Services Head of Safeguarding and Area Services
6.1.4 Ensure the work undertaken by Early Help is recorded on the right system to ensure all cases are effectively recorded, managed and monitored.	17c	Dec 2016	Head of Early Help and Targeted Services
6.1.5 Review Threshold Decision Service to ensure it is supporting pathway decisions in a timely way.		Dec 2017	Head of Safeguarding and Area Services
6.2 Develop Multi-Agency Safeguarding Hub (MASH) Arrangements			
6.2.1 Pilot MASH arrangements and evaluate the quality and timeliness of decision-making (e.g. reduction in repeat referrals)	19a	Oct 2016	Head of Safeguarding and Area Services
6.2.2 Work with Police to ensure that domestic abuse notifications are shared and acted on in the most effective and efficient way to reduce the proportion of contacts that result in no further action.	19c	Jun 2017	Head of Safeguarding and Area Services
6.2.3 Develop a sustainable vision and long-term plan for a Bristol MASH with key partners.		Dec 2016	Head of Safeguarding and Area Services

Action	KPI Ref	Due	Lead
6.3 Learning from others			
6.3.1 Use cross-police force and national best practice to inform MASH development plan.		Dec 2016	Head of Safeguarding and Area Services

Key Performance Indicators

Challenging targets have been set for key performance measures to help drive improvement. Targets are based on current performance, benchmarking information from Core Cities and Statistical Neighbours, and an assessment of the timing and efficacy of improvement actions.

Ref	Measure	Responsible officer	Frequency	Target	Target due	2015/16 outturn	Latest performance	2014/15 Stat. Nbr average
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Theme 1: Quality of Social Work Practice

1a	% audited Single Assessments are 'good' or 'outstanding'	Head of Safeguarding and Area Services	quarterly	80%	Jun-17	54%	79%	n/a
1b	% audited CIN Plans are 'good' or 'outstanding'	Head of Safeguarding and Area Services	quarterly	80%	Jun-17	Note: above data currently collected for all children's social work case planning		
1c	% audited Child Protection Plans are 'good' or 'outstanding'	Head of Safeguarding and Area Services	quarterly	80%	Jun-17			
1d	% audited Care Plans are 'good' or 'outstanding'	Head of Service Children in Care & Care Leavers	quarterly	80%	Jun-17			
1e	% audited Pathway Plans are 'good' or 'outstanding'	Head of Service Children in Care & Care Leavers	quarterly	80%	Jun-17			
2a	% of Children in Need that have a CIN plan	Head of Safeguarding and Area Services	quarterly	90%	Mar-17	85%	81%	n/a
2b	% Child in Need Plans open for more than 2 years (snapshot figure)	Head of Safeguarding and Area Services	quarterly	28%	Mar-17	44% (2014/15)	-	28%
3a	% Child Protection Plans lasting more than 2 years	Head of Safeguarding and Area Services	quarterly	4.5%	Mar-17	5%	7%	4.6%
3b	% Repeat Child Protection Plans	Head of Safeguarding and Area Services	quarterly	15%	Mar-17	16%	19%	16%
4	% return interviews offered for children missing home or care	Quality Assurance & BSCB Manager	quarterly	100%	Mar-17	71%	100%	n/a

Theme 2: Improved Outcomes for Care Leavers

5a	% of Pathway Plans are understood and agreed by YP	Head of Service Children in Care & Care Leavers	quarterly	90%	Mar-17	35%	32%	n/a
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Ref	Measure	Responsible officer	Frequency	Target	Target due	2015/16 outturn	Latest performance	2014/15 Stat. Nbr average
5b	% of Pathway Plans are reviewed on a six monthly basis	Head of Service Children in Care & Care Leavers	quarterly	90%	Mar-17	47%	47%	n/a
6a	% 17-21 year old care leavers in EET	Head of Service Children in Care & Care Leavers	quarterly	58%	Mar-17	57%	47%	48%
6b	% 16-18 year old children in care / care leavers into EET	Head of Employment, Learning and Skills	quarterly	70%	Jan-17	58%	60%	n/a
7	% care leavers in suitable accommodation	Head of Service Children in Care & Care Leavers	annual	86%	Mar-17	84%	81%	80%

Theme 3: Improved Outcomes for Children in Care (CiC)

8	% of CiC placed in "good" or "outstanding" education provision	Headteacher Virtual School	6-monthly	85%	Sep-17	81%	81%	n/a
9a	% CiC achieving C(5) or above in Eng Lang or Lit at GCSE	Headteacher Virtual School	annual	27%	2017	22%	-	n/a
9b	% CiC achieving C(5) or above in maths at GCSE	Headteacher Virtual School	annual	16%	2017	11%	-	n/a
10	PEPs completed within statutory timescales	Head of Service Children in Care & Care Leavers	quarterly	90%	Mar-17	65%	62%	n/a
11	Persistent absence of CiC (note: changed definition for 16/17 to 90% threshold, comparators not relevant)	Headteacher Virtual School	quarterly	12%	2017	n/a	21%	n/a
12a	% CiC with an up to date health check	Head of Service Children in Care & Care Leavers	quarterly	90%	Mar-17	82%	68%	90% (England ave.)
12b	% CiC with an up to date dental check	Head of Service Children in Care & Care Leavers	quarterly	86%	Mar-17	56%	62%	86%
13	% of new entrants to care aged over 10 years old	Head of Safeguarding and Area Services	annual	40%	Sep-17	50% (2014/15)	-	45% (England ave.)
14	% CiC with a conviction	Head of Service Children in Care & Care Leavers	annual	7%	Sep-17	10% (2014/15)	-	6%

Ref	Measure	Responsible officer	Frequency	Target	Target due	2015/16 outturn	Latest performance	2014/15 Stat. Nbr average
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15	Number of children placed with in-house foster carers	Manager, Placement Service Provision	quarterly	439	Mar -17	422	422	n/a
16	Number of Bristol Children's Homes rated good or better by Ofsted	Manager, Placement Service Provision	quarterly	4 / 7	Mar -17	4	1	n/a

Theme 4: Leadership, Management and Governance

17a	Area social work unit average caseload	Head of Safeguarding and Area Services	quarterly	60	Sep-17	67	71	n/a
17b	Through-care team average caseload	Head of Service Children in Care & Care Leavers	quarterly	110	Sep-17	132	131	n/a
17c	Early Help Social worker average caseload	Head of Early Help and Targeted Services	quarterly	20	Sep-17	22	22	n/a

Theme 5: Workforce

18a	Social Worker turnover rate	Head of Safeguarding and Area Services	quarterly	16%	Sep-17	23% (2014/15)	14%	16%
18b	Social Worker vacancies	Head of Safeguarding and Area Services	quarterly	10%	Sep-17	16% (2014/15)	5%	11%

Theme 6: Multi-agency Contact and Referral Arrangements

19a	% Repeat Referrals to children's social work	Head of Safeguarding and Area Services	quarterly	24%	Mar-17	26%	25%	26%
19b	% Referrals to children's social work resulting in NFA	Head of Safeguarding and Area Services	quarterly	15%	Mar-17	16%	-	19%
19c	% police domestic abuse notifications resulting in NFA	Head of Safeguarding and Area Services	annual	50%	Sep-17	60%	-	n/a

Executive Summary of Agenda Item No. 10

Report title: Consultation on 'Towards the Emerging Spatial Strategy' for the West of England Joint Spatial Plan and Joint Transport Study

Wards affected: All

Strategic Director: Barra Mac Ruairi

Report Author: Sarah O'Driscoll



Recommendation for the Mayor's approval:

1. To endorse consultation on 'Towards the Emerging Spatial Strategy' for the West of England Joint Spatial Plan.
2. To endorse the Joint Transport Study for consultation
3. To agree that a minimum period of six weeks consultation should be undertaken on the 'Towards the Emerging Spatial Strategy' for the West of England Joint Spatial Plan and the Joint Transport Study.

Key background / detail:

a. Purpose of report:

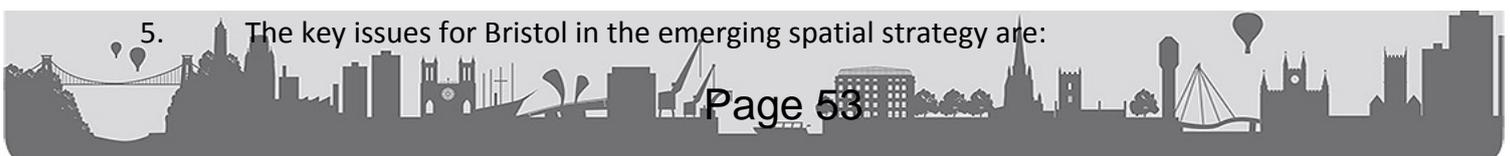
To present the next document in preparation for the WoE Joint Spatial Plan – 'Towards the Emerging Spatial Strategy' as recommended for consultation by the WoE Planning Housing and Communities Board and endorsed by the WoE Strategic Leadership Board.

The Joint Spatial Plan when approved will be a statutory development plan document and will provide the strategic context for development across the four Unitary Authorities of the West of England for the period 2016 to 2036.

To present the Joint Transport Study for consultation

b. Key details:

1. The four West of England unitary authorities are committed to the delivery of a Joint Spatial Plan for the West of England. This will identify the amount and distribution of housing and employment land required in the West of England for the period 2016 to 2036. An Issues and Options paper was consulted on last November. The next document 'Towards an Emerging Spatial Strategy' has been endorsed by the Planning Housing and Communities Board and Strategic Leaders Board of the West of England and is presented here.
2. The preparation of the Joint Spatial Plan is supported by a Joint Transport Study which has identified proposals for future transport investment which complement the strategic planning work.
3. Consultation is proposed for the six week period 7th November to 19th December 2016.
4. The target that the JSP will test and plan up to is currently 105,000 homes between 2016-2036.
5. The key issues for Bristol in the emerging spatial strategy are:



- **Maximising the capacity for urban development** within the Bristol City Council urban area – for Bristol an additional 12,000 above that already proposed and allocated in the Core Strategy giving a total of 33,000 additional homes between 2016 and 2036;
- **Green Belt urban extension proposed** to the developed edge of Bath and North East Somerset adjoining Bristol in the Whitchurch area;
- **Green Belt area in BCC** within the South Bristol Link Road, which has potential for 400 units has been identified as non-strategic development to be considered through the review of the Bristol Local Plan;
- **Scale of proposed growth** in the sub-region expected to have significant impact on the transport network in Bristol which will require a ring of park and ride sites beyond the BCC boundary along with the Callington Road Link, a City Centre package and Metrobus to the east fringe; and
- Within South East Bristol Green Belt, the area up to Hicks Gate has not been identified for growth. However, **a relocation of the Brislington P&R** to B&NES would release the BCC P&R site for development, and enable improved connectivity to and from the site for all modes.

6. The next steps in the preparation are:

- Completion of the JTS strategy for consideration by members by March 2017, taking account of consultation representations;
- Consultation on a publication plan draft JSP in Summer 2017;
- Consideration of the recommendations from the JTS in an updated Joint Local Transport Plan by end 2017;
- Submission of the JSP to the Secretary of State by in early 2018; and.
- Examination in Public and adoption to follow in 2018.



Cabinet

1st November 2016



Report Title: Consultation on 'Towards the Emerging Spatial Strategy' for the West of England Joint Spatial Plan and Joint Transport Study

Ward: All

Strategic Director: Strategic Director Place: Barra Mac Ruairi

Report Author: Sarah O'Driscoll, Strategic City Planning Manager

Contact telephone no. 0117 903 6722

& email address sarah.odriscoll@bristol.gov.uk

Purpose of the report:

To present the next document in preparation for the WoE Joint Spatial Plan – 'Towards the Emerging Spatial Strategy' as recommended for consultation by the WoE Planning Housing and Communities Board and endorsed by the WoE Strategic Leadership Board.

The Joint Spatial Plan when approved will be a statutory development plan document and will provide the strategic context for development across the four Unitary Authorities of the West of England for the period 2016 to 2036.

To present the Joint Transport Study for consultation.

Recommendation for the Mayor's approval:

- 1. To endorse consultation on 'Towards the Emerging Spatial Strategy' for the West of England Joint Spatial Plan.**
- 2. To endorse the Joint Transport Study for consultation**
- 3. To agree that a minimum period of six weeks consultation should be undertaken on the 'Towards the Emerging Spatial Strategy' for the West of England Joint Spatial Plan and the Joint Transport Study.**



The proposal:

1. The WoE Unitary Authorities committed to prepare a Joint Spatial Plan in March 2014. An Issues and Options paper was produced and consulted on between 9th November 2015 and 29th January 2016. This set out the Vision, Objectives and five spatial scenarios for future strategic development locations. Comments were provided on the Issues and Options paper by over 1,000 individuals and stakeholders. These have been taken into account and have helped to shape 'Towards the Emerging Spatial Strategy' presented. Information on the Issues and Options consultation is available [here](#). The preparation of the 'Towards the Emerging Spatial Strategy' for the WoE JSP has been supported by a WoE Joint Transport Study – findings of this area are set out in the June Progress Report to the Joint Transport Board which can be accessed [here](#).

The 'Towards the Emerging Spatial Strategy' is intended for consultation in the Autumn (7th November - 19th December 2016). A draft submission Joint Spatial Plan is expected to be published for consultation in Summer 2017 and submitted to the Secretary of State in Feb/March 2018.

2. 'The consultation draft of the Towards the Emerging Spatial Strategy document is attached as Appendix 1 to this report. Further technical documents will be produced and made available during the consultation to support this document.

3. The JSP will be a statutory development plan document and will therefore need to be prepared in accordance with local plan regulations and national policy to ensure it is a 'sound' document supported by technical evidence. The plan will need to set out clear justifications for development locations. At this stage no final decisions have been made and the spatial strategy is not fixed. The consultation document is intended to facilitate a conversation on the evidence and technical work to date and how the locations have been tested to inform the emerging spatial strategy. Responses to this next stage of consultation will help to inform the Plan as it progresses to its next stage.

4. The approach to formulating the spatial strategy is set out in a supporting topic paper which is available as Appendix 3 to this report. In summary the approach has ensured adherence to sustainable principles including intensification in main urban centres and best use of urban land, as well as the location of development outside of the green belt in main town and cities, free standing settlements and consideration of the Green Belt, alongside a range of other sustainability requirements.

5. Significant work has been undertaken on urban living and understanding what the capacity of our main towns and cities is. A topic paper that outlines this work is available as Appendix 4. This supports one of the key objectives of the JSP which is to ensure the strategy for delivering sustainable growth is based around ensuring all opportunities are taken to maximise the use of existing previously developed, brownfield land, before new greenfield development locations are required.

6. Alongside this, work to update the housing need number has been undertaken. The current evidence base sets out that there is a need for 102,200 homes between 2016-2036 across all four local authorities. The target that the JSP will test and plan up to is currently 105,000 homes between 2016-2036. At this stage in the plan's preparation this is a working number until the final evidence to support the publication plan is finalised in Summer 2017. A paper setting out the basis for the housing Target is available as Appendix 5 to this board report.

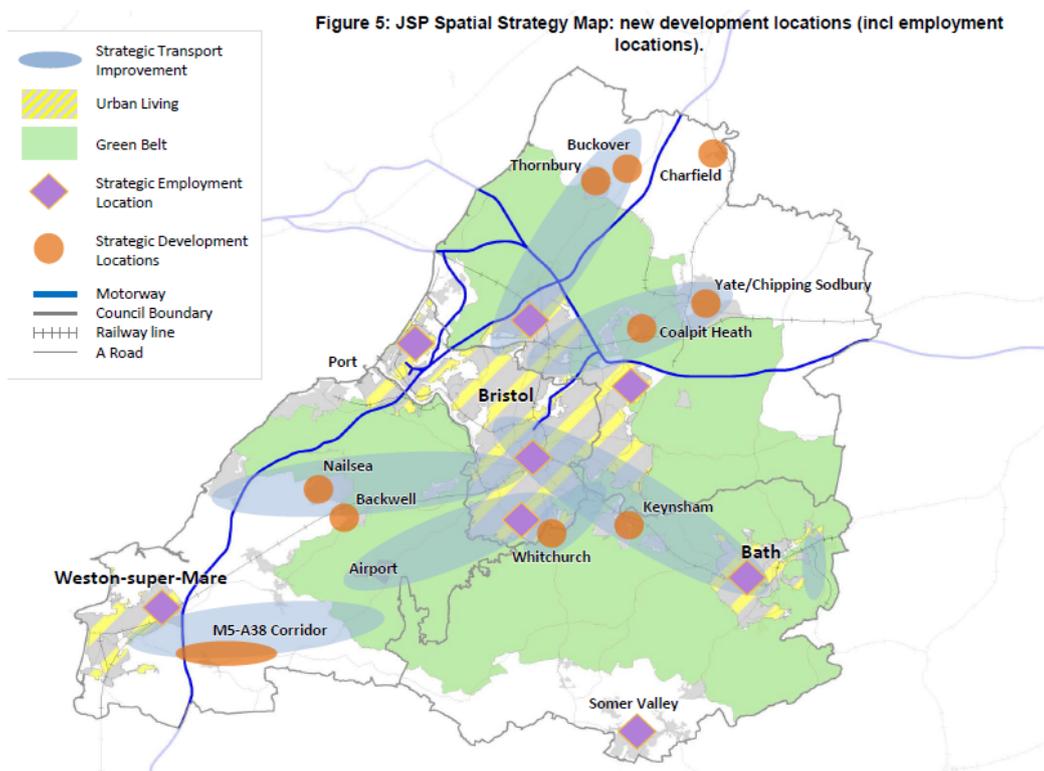
7. Due to the level of need a significant proportion of the overall housing target would need to be delivered as affordable housing. The consultation document at Appendix 1 sets out the scale of this challenge, such that it will not be able to fully meet the affordable housing need over the plan period through the planning system alone. Instead it is proposed that a proportion of the overall affordable

housing need should be provided. It is also recognised that the overall approach to affordable housing is undergoing a period of significant change following the enactment of the 2016 Planning and Housing Act and planned introduction of starter homes. The Plan’s position on affordable housing will therefore be required to be kept under careful review.

8. The revised housing target has led to the need to consider the balance between meeting the need for development and consideration of the impact on the Green Belt. It is demonstrated through the technical work to date that there is an exceptional circumstances case for amendment to Green Belt. How this should be undertaken and the basis by which locations have been selected is set out in the Topic Paper attached at Appendix 3.

9. In summary, having carefully considered all the available evidence prepared to date, including the 2nd stage of the council’s Green Belt Assessment which is available as Appendix 6, an overall planning judgement has been made in setting the Plan’s overall spatial strategy and distribution of strategic development locations. Some 1% of the existing Green Belt is proposed to be included in the emerging spatial strategy in recognition of the need to meet the objective to retain the overall function of the Bristol and Bath Green Belt when balanced alongside the objectives of the JSP to sustainably meet the homes and jobs that are needed in the West of England. There may be potential through the plan’s preparation to explore whether some non-Green Belt areas could be included within the Green Belt to ensure no net loss of the overall green belt. There are no firm proposals at this time.

10. The document has been prepared alongside the Joint Transport Study (JTS). This has enabled the identification of mitigation packages for development locations to address their impact on the transport network and how these packages relate to the wider strategy set out in the transport vision. Towards the Emerging Spatial Strategy’ provides the approach to the distribution of growth and investment to be embedded in the WoE Joint Spatial Plan as the context for development in the WoE for the next 20 years.



Bristol specific issues

11. The key issues for Bristol in the emerging spatial strategy are:

- **Maximising the capacity** for urban development within the Bristol City Council urban area – for Bristol an additional 12,000 above that already proposed and allocated in the Core Strategy giving a total of 33,000 additional homes between 2016 and 2036;
- **Green Belt urban extension** proposed to the developed edge of Bath and North East Somerset adjoining Bristol in the Whitchurch area;
- **Green Belt area in BCC** within the South Bristol Link Road, which has potential for 400 units has been identified as non-strategic development to be considered through the review of the Bristol Local Plan;
- **Scale of proposed growth** in the sub-region expected to have significant impact on the transport network in Bristol which will require a ring of park and ride sites beyond the BCC boundary along with the Callington Road Link, a City Centre package and Metrobus to the east fringe; and
- Within South East Bristol Green Belt, the area up to Hicks Gate has not been identified for growth. However, a **relocation of the Brislington P&R** to B&NES would release the BCC P&R site for development, and enable improved connectivity to and from the site for all modes.

Key issues highlighted in the Transport Vision

12. The Transport Vision is intended firstly to address current challenges on the network. The JTS work-stream has also assessed the impact of the draft spatial scenario in the emerging spatial strategy on the performance of the West of England’s transport network, and clarified transport interventions that would address that impact.

13. The Transport Vision is described in the Consultation Summary attached at Appendix 2 to this report. The Transport Vision is very ambitious, representing a total of around £7.5 billion of investment in multi-modal packages, intended to address the area’s historic shortfall in investment and support future economic growth, with an emphasis on public transport and sustainable travel options. This ambition is intentional, as the package is meant to address the scale of current challenges first and foremost, prior to identification of, and lobbying for, funding opportunities.

14. This investment is set out in the Consultation Summary including an emphasis in a number of areas on multi-modal, corridor packages where highway, public transport and ‘smarter choices’ investment is closely linked. A key feature of the package is the relationship between the management of some radial routes alongside new investment in orbital links, which provides the opportunity on several corridors to reallocate radial highway capacity to prioritise public transport and cycling.

15. The public transport investment also looks to deliver a comprehensive network of park and ride sites, extend the MetroBus network currently being implemented, as well as considering the delivery of higher profile rapid transit routes on a number of core corridors, potentially using light rail technology.

16. The extent of future growth at Bristol Airport is likely to have a significant influence on transport investment in the Weston-super-Mare to Bristol corridor, with major highway capacity and public transport schemes being more viable if the airport is expected to accommodate a significant growth in passenger numbers and supporting facilities.

17. The consultation summary asks for people’s views on a range of issues, including the overall scale of the package, its emphasis on sustainable travel choices and links with orbital highway capacity. Identifying funding to deliver the package up to 2036 in its entirety will be challenging and it may be appropriate to consider different ways to raise revenue to help meet the funding requirement. This issue is also highlighted in the consultation summary to provoke discussion and feedback from the public.

18. Appropriate public consultation and engagement will be undertaken and coordinated to ensure a joined up and coherent approach is taken to promoting both projects. This is being managed by a dedicated engagement coordinator who will work closely with the JSP and JTS project teams.

19. Key methods will include: use of digital platforms, as well as hard copy material presented in a range of formats and styles from the actual technical documents themselves to short high level summary/ awareness raising postcards.

20. To complement this, the key messages and FAQs the West of England want to get across will be promoted through a range of forums. Again these will be both digital as well as through 'on the ground' activities and events.

21. The consultation programme will be led by a launch event and subsequent conversations with the business, health, infrastructure providers and other key stakeholder groups. The business community have been asked to assist in facilitating a business consultation event to ensure wide participation of the business community in this stage of the process.

22. In addition individual events may be run and managed by each authority targeted at supporting their respective communities to help understand the level and impact of the growth being promoted.

23. To complement and support this whole engagement programme, a press and media protocol and communications strategy will be in place.

24. Through the approach as set out above, it is intended that a fair, open and balanced discussion can be held about the JSP and JTS plans to ensure everyone has an opportunity to get involved and make their comments.

25. A report on the outcome of the consultation will be made to members at a future meeting in early 2017.

Next Steps in the Programme

26. The consultation will run until 19 December 2016. Key milestones moving forward include the following:

- Completion of the JTS strategy for consideration by members by March 2017, taking account of consultation representations;
- Consultation on a publication plan draft JSP in Summer 2017;
- Consideration of the recommendations from the JTS in an updated Joint Local Transport Plan by end 2017;
- Submission of the JSP to the Secretary of State by in early 2018; and.
- Examination in Public and adoption to follow in 2018.

Consultation and scrutiny input:

a. Internal consultation:

On emerging stages of the JSP document and ongoing
Strategic Directors

Cabinet members
 WoE Joint Scrutiny
 BCC Place Scrutiny
 All Members briefings

b. External consultation:

Full consultation has been undertaken on the earlier stage Issues and Options document, with invitation to participate sent to all BCC planning policy consultation database and key statutory and non-statutory stakeholders
 Neighbourhood Partnership briefing

Other options considered:

The Issues and Options document consultation on in 2015 set out a range of spatial options and response to this has been considered in the preparation of this emerging spatial strategy. This spatial strategy is of itself an option and is consulted on in accordance with Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

Risk management / assessment:

FIGURE 1							
The risks associated with the implementation of the (subject) decision :							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	There are no risks arising directly from this report.	Low	Low	Risks related to the JSP and JTS will be managed through the joint JSP/JTS Project Board.	Lowh	Low	WoE JSP/JTS project Board

FIGURE 2							
The risks associated with <u>not</u> implementing the (subject) decision:							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	There are no risks arising directly from this report.	Low	Low	Risks related to the JSP and JTS will be managed through the joint JSP/JTS Project Board.	Low	Low	WoE JSP/JTS project Board

Public sector equality duties:

Before making a decision, section 149 of the Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

i) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.

- ii) advance equality of opportunity between persons who share a relevant protected characteristic and those do not share it. This involves having due regard, in particular, to the need to:
- remove or minimise disadvantage suffered by persons who share a relevant protected characteristic.
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
 - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.

An Equality Impact Assessment of the emerging Spatial Strategy has not been undertaken at this stage but will be undertaken in advance of the finalisation of the JSP. A full assessment will be required before approval of the JSP for submission to the Secretary of State.

Eco impact assessment

An Eco impact assessment will be required prior to submission of the Joint Spatial Plan to the Secretary of State. A draft sustainability appraisal has been sent to the Sustainable City Team for input into the planned consultation 'Towards the Emerging Spatial Strategy'.

Resource and legal implications:

Finance

a. Financial (revenue) implications:

The City of Bristol's share of the cost in relation to the production of the JSP is covered by Earmarked Reserves from 15/16 to 17/18. The JSP provides the approach to the distribution of growth and investments to be embedded in the WoE area for development over the next 20 years.

Advice given by Tian Ze Hao / Finance Business Partner, Place
Date 05.10.16

b. Financial (capital) implications:

Underpinned by the JSP, a framework for development investment requirement is still being created at the WoE level. This will provide a platform to prioritise investments against economic and balance metrics both at project level and programme level aimed at creating an integrated spatial investment strategy.

Advice given by Tian Ze Hao / Finance Business Partner, Place
Date 05.10.16

Comments from the Corporate Capital Programme Board:

N/A

c. Legal implications:

The formulation and adoption of a joint spatial plan is a matter which the law states is not to be the sole responsibility of The Mayor and his cabinet; the adoption (with or without modification) of the plan has to be a decision of the full council. This decision falls to be made under regulation 18 of The Town and Country Planning (Local Planning) (England) Regulations 2012 and as such this is the decision making responsibility of the Mayor (or a cabinet member, cabinet, cabinet committee or officer authorised by him)

Lawful consultation must be fair and should be undertaken when the proposals are in their formative stage so that consultees have a genuine opportunity to influence the outcome.

The consultation must include sufficient information about and reasons for the proposals in order to enable consultees to give intelligent consideration to the matter and to produce an intelligent response. It can be acceptable to consult on a preferred option but explanation about and reference to rejected or discounted alternatives should probably feature in the consultation.

Consultation can operate at different levels of detail depending on the effect on those who are being consulted. The consultation period must be sufficient to enable the consultees to properly participate in the consultation process and the Council should only depart from any provision of its own consultation policy if there is good and lawful reason to do so. The consultation period proposed together with the proposed methods of engagement outlined in the report meet these requirements.

Advice given by Joanne Mansfield, Lawyer, Democratic and Legal Services
Date 19.10.16

d. Land / property implications:

The JSP influences potential future uses of property across the city. It is not appropriate to relate the JSP at a site or property specific level, but it is not considered to present adverse implications for the council's property.

Advice given by Robert Orrett Service Director Property
Date 6.10.16

e. Human resources implications:

No HR Implications arise from the recommendation.

Advice given by Mark Williams / People Business Partner, Place
Date 23.9.16

Key Appendices attached:

Appendix 1: Towards the emerging spatial strategy.

Appendix 2: Transport Vision Consultation Summary.

Supporting evidence - Appendices 3-7 also available

3: Formulating the Spatial Strategy Topic Paper

4: Urban Living Topic Paper

5: Establishing the JSP Housing Target

6: West of England Stage 1 and 2 Green Belt Assessment

7: Sustainability Appraisal report

Access to information (background papers):

[Joint Spatial Plan Issues and Options](#) (November 2015)

West of England Joint Spatial Plan

Joint Spatial Plan – Towards the emerging Spatial Strategy Consultation

Introduction

1. The Joint Spatial Plan 'Issues and Options' document was consulted upon between 9th November 2015 and 29th January 2016. The responses to the consultation and the summary consultation report which have informed this document can be found here: <https://www.jointplanningwofe.org.uk/> .
2. This document is the second phase of consultation to inform the draft Joint Spatial Plan which is intended to be adopted in 2018.
3. The West of England (WoE) currently faces a key challenge: how to accommodate and deliver much needed new homes and jobs properly supported by infrastructure to create attractive places, while maintaining the environmental assets and quality of life unique to our area. The scale of the issue to be addressed requires an ambitious strategic response.
4. The local authorities of Bath and North East Somerset Council, Bristol City Council, North Somerset Council and South Gloucestershire Council have joined forces to prepare the Joint Spatial Plan (JSP). The JSP will be a statutory Development Plan Document that will provide the strategic overarching development framework for the West of England to 2036.
5. A Joint Transport Study (JTS) is being undertaken to develop future strategic transport proposals for delivery up to 2036 that address current challenges on the network and to inform future development proposals. This work will inform the JSP. This joint approach to planning and transport will ensure that future growth decisions are made with an understanding of the necessary transport investment needed to achieve sustainable communities.

Purpose of the Joint Spatial Plan

6. The four authorities are committed to a positive plan-led approach. This is consistent with the Government's core planning principles and the Duty to Cooperate. Whilst the JSP is not a detailed land use plan, it is a statutory Development Plan Document and will form the strategic policy for individual Local Plans prepared by the four Authorities going forwards. The scope of the JSP, with its supporting evidence base, is intentionally focused on:
 - identifying the number of new market and affordable homes and amount of employment land that is needed across the West of England 2016-2036.
 - setting out the most appropriate spatial strategy and strategic locations for where this growth should be to meet the needs identified. The outcome of this process will be

housing apportionments for each authority in the final JSP.

- identifying the transport and other infrastructure that needs to be provided in the right place and at the right time to support sustainable growth and to provide certainty for our communities and those that want to invest in our area.

Relationship of the Joint Spatial Plan to Local Plans

7. The JSP will, in due course, carry significant weight and be used to inform key planning decisions. Whilst it will not replace existing local plans, in due course it will be a material consideration in decision making. In the meantime, existing local plans will continue to deliver existing Core Strategy targets. Local plan reviews will need to respond to the new strategic context. The JSP will eventually (when adopted) provide the new higher level strategic planning framework for the four authorities to 2036.
8. Given the early stage that the JSP is at, and in the spirit of early engagement on options, the JSP will not carry significant weight at this time which would be premature.
9. The Housing and Planning Act 2016 has a new route for planning permission for housing led development called 'planning permission in principle' or PIP. A PIP may be granted for housing-led development either on application to the local planning authority (or Secretary of State in some instances), or through qualifying documents. The JSP is not expected to be a qualifying document for establishing planning permission in principle.. The JSP Spatial Strategy will identify strategic development locations which will be brought forward as allocations through the local plan process.

Purpose of this document

10. During the public consultation on the Issues and Options document we set out potential strategic locations classified by broad typologies and asked for comments on five potential generalised spatial scenarios to base the Plan's spatial strategy upon. These are listed below and pictorial representations of the first three are shown:
 - Protection of the Green Belt
 - Concentration at Bristol Urban Area
 - Transport Focused
 - A more even spread of development across the sub-region
 - New Settlement or (a limited number of expanded settlements).

11. A wide range of views were expressed through the consultation. Broad support was indicated for one or a combination of both of the following options:
- 1) Protection of the Green Belt
 - 2) Transport Focussed.
12. Following the outcome of the consultation, further technical work has been undertaken to look at the range of locations across the West of England and test the merit of alternative approaches and scenarios. We have sought to draw out components of each of the options that people valued and have distilled those into a single draft emerging spatial strategy. A wider range of factors and issues including transport, sustainability, green belt, environmental, community building, place making, protecting valued landscapes and places have been considered. This has come together to produce a pragmatic, deliverable plan which overall produces a balanced strategy which best delivers the plan's objectives. This has been tested against the objectives of the Sustainability Appraisal and strategic modelling of the transport impacts as part of the Joint Transport Study. Topic Paper 1 sets out the full methodology for preparing the Spatial Strategy.

What happens now?

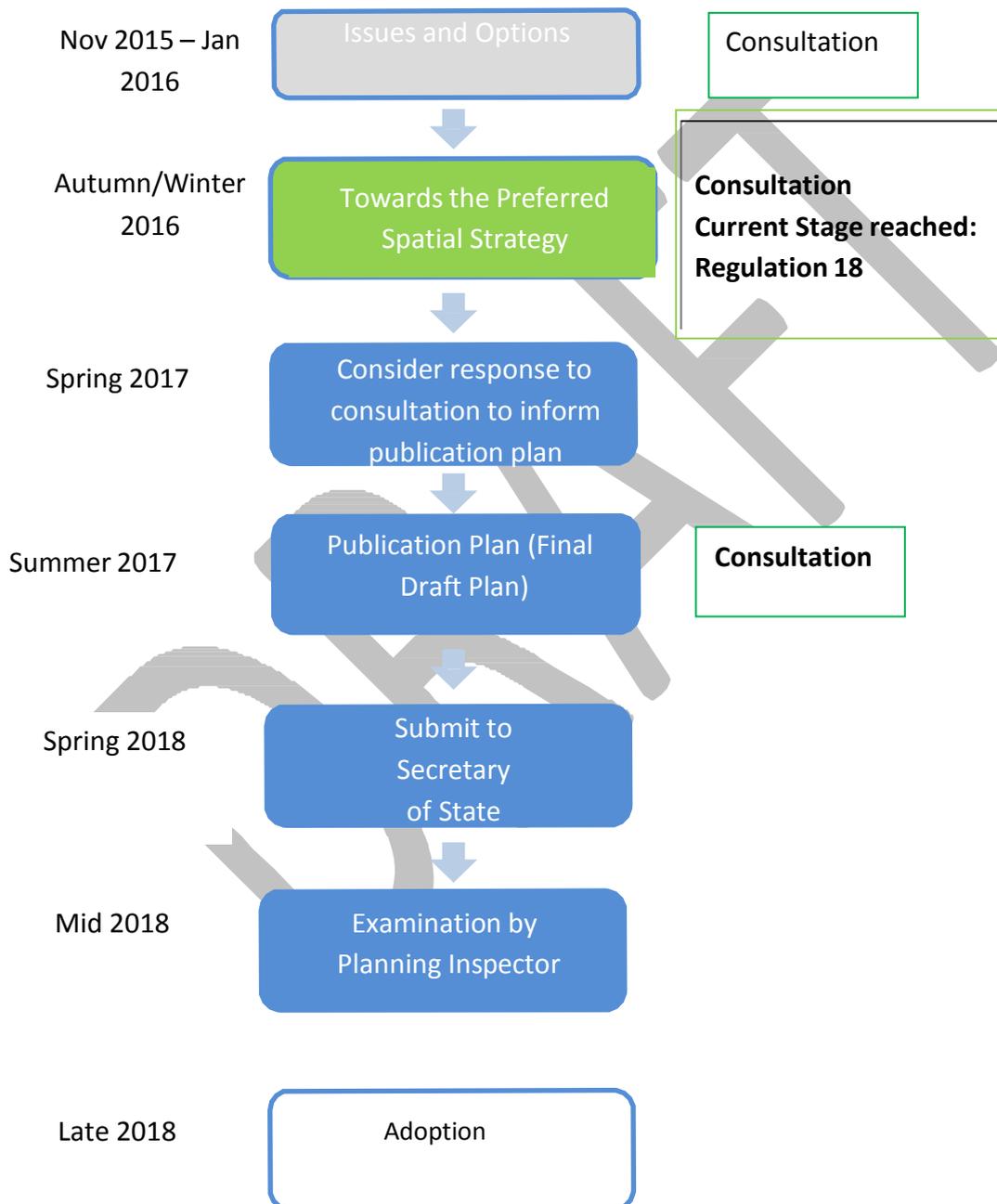
13. Before the plan preparation progresses to the publication plan (final draft plan), we want to seek people's views now on the emerging spatial strategy in this document. The strategy is not fixed and we recognise that further work is necessary including taking on board comments from this additional stage of consultation. The additional stage of consultation has been undertaken as it is critical to ensure everyone can have an opportunity to comment and help shape the emerging spatial scenario. This is particularly important as no alternative spatial strategy was put forward at the Issues and Options stage and we want to ensure that the opportunity is provided for alternatives to come forward.
14. This draft document on **Towards the Emerging Spatial Strategy** and supporting evidence is open to consultation between 7th November and 16th December 2016. This consultation is being undertaken jointly with the consultation on the Joint Transport Study, The work streams are closely linked and consultation responses will inform both the final draft of the plan and the transport vision in the joint transport study.

Preparing the final draft JSP and Timetable for the plan

15. The JSP is being prepared in accordance with the Planning and Compulsory Purchase Act 2004.

16. The plan is still at an early stage of plan preparation (Regulation 18). Before any final decisions are made a number of statutory stages involving public consultation need to be completed. These statutory stages and the timetable for when they will be completed are presented in Figure 1. The target is to submit the Joint Spatial Plan to the Secretary of state for examination by Spring 2018 with examination later that year. Milestones leading up to these dates are set out below:

Figure 1: Timetable



Vision and Objectives

17. The West of England Joint Spatial Plan vision is consistent with national policy, and stems from the critical issues identified and the WoE LEP Strategic Economic Plan (SEP) economic vision for the sub-region to 2036. The economic vision has been augmented to reflect social and environmental aspirations. The proposed vision for the JSP has public support as demonstrated by 71% of respondents to the public consultation in 2015.

Proposed Vision for the West of England Joint Spatial Plan

By 2036 the WoE will be one of Europe's fastest growing and most prosperous city regions with the gap between disadvantaged and other communities closed and a rising quality of life for all. The rich and diverse environmental character will be integral to health and economic prosperity. Patterns of development and transport will facilitate healthy and sustainable lifestyles. Existing and new communities will be well integrated, attractive and desirable places and supported by the necessary infrastructure. New development will be designed to be resilient to, and reduce the impacts of climate change.

18. A complementary vision has also been developed to specifically guide the preparation of the Joint Transport Study. This vision seeks an affordable, low carbon, accessible, integrated and reliable transport network to achieve a more competitive economy and better connected, more active and healthy communities.
19. There are four overarching priorities guiding the preparation of the spatial strategy in order to respond to the critical issues facing the West of England and ensure that the strategy is founded on sustainable development principles

Strategic Priorities

- 1. Economic:** To identify and meet the need for housing and accommodate the economic growth objectives of the LEP Strategic Economic Plan
- 2. Social:** To ensure that the JSP benefits all sections of our communities
- 3. Environment :** To protect and enhance the sub-region's diverse and high quality environment and ensuring resilience including through protection against flood risk.
- 4. Infrastructure:** To ensure a spatial strategy where new development is properly aligned with infrastructure.

There are **spatial implications** for the spatial strategy arising from the four strategic priorities:

Spatial implications of the strategic priorities:

1. Economic rebalancing to help address inequality, improve accessibility to jobs, support economic growth, and address unsustainable commuting patterns by aligning jobs and homes
2. Sufficient land should be identified to meet the needs of development including:
 - Deliver the housing needed at a range of sustainable locations
 - Facilitate economic growth of both existing employment centres such as the Enterprise Zones and Enterprise Areas and in new locations which will most successfully deliver the appropriate scale and type of jobs and contribution to the West of England economy.
 - Recognise the need for affordable housing delivery in accessible locations close to employment centres and other services and close to where the need arises.
3. Retention of the overall function of the Bristol & Bath Green Belt as set out in the NPPF.
4. The environmental quality of the West of England is maintained and enhanced by
 - Planning positively to ensure that development encourages and does not restrict the benefits the natural environment can provide.
 - Ensuring no net loss to biodiversity and enhancing ecosystem service provision
 - To develop a more resilient environment to help tackle the challenges of future climate change.
5. Strategic development should be in locations which maximise the potential to reduce the need to travel or where travel is necessary, maximise opportunities to travel by sustainable, non-car modes, especially walking and cycling. The focus of new transport infrastructure should address both existing challenges and create capacity for sustainable growth. Or be in places accessible to existing or new high quality public transport links.

Reviewing the evidence base

20. The National Planning Policy Framework (NPPF) requires local plans to prepare a strategic housing market assessment (SHMA) to have a clear understanding of the needs of their area. In the West of England two Housing Market Areas have been identified, a Wider Bristol Housing Market Area and a Bath Housing Market Area.

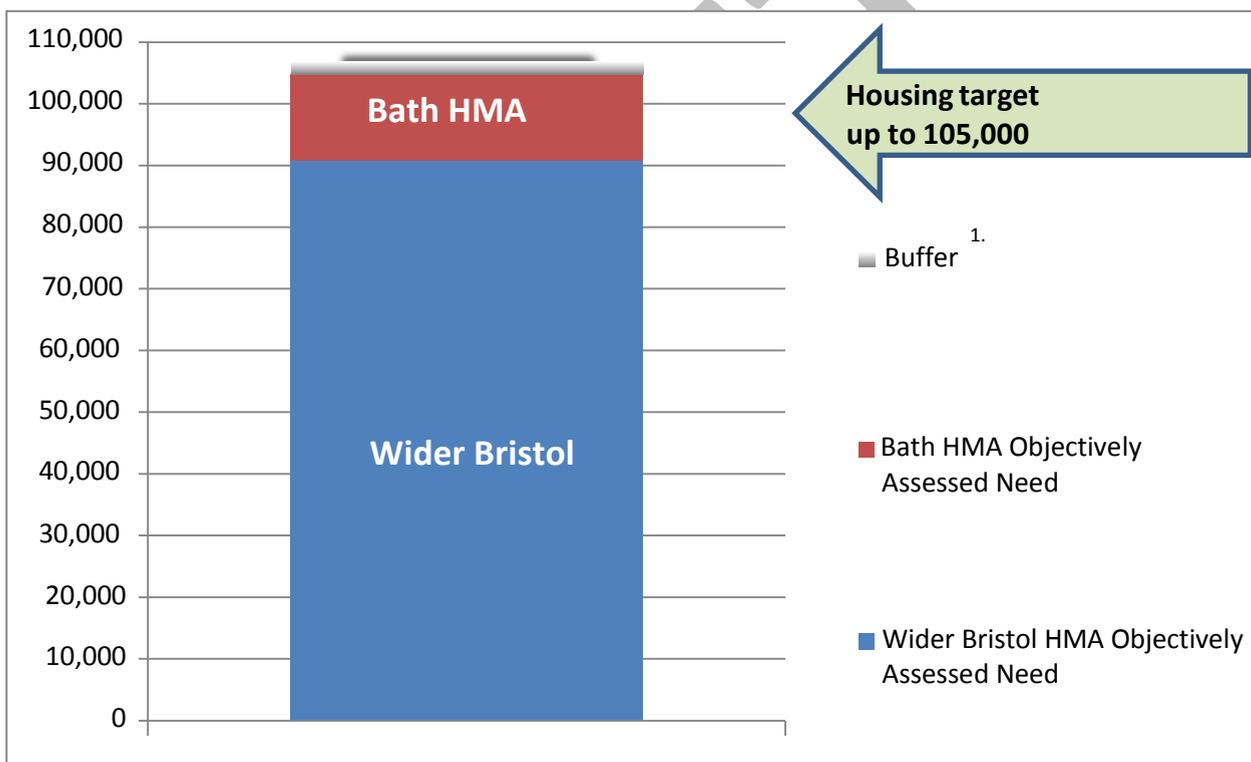
The Issues and Options consultation proposed that the JSP was based on meeting the needs of the Bristol Housing Market area but delivered across the West of England (including potential sites within the Bath Housing Market Area). Following representations received the evidence base has been reviewed. **The JSP will plan to meet the needs arising from both the Bristol and the Bath housing market areas to 2036.** The Bath SHMA has been updated to provide consistent information to 2036. The wider Bristol SHMA has been updated and now takes account of the

representations received to the Issues and Options consultation. The Objectively Assessed need (OAN) for the wider Bristol HMA was at that time defined as 85,000 the OAN for both housing market areas is now 97,800, with a housing need of up to 102,200. A Topic paper on the Housing Target sets out the approach and evidence to formulating the housing target.

21. The JSP will provide the framework to deliver **up to 105,000**¹ net additional new homes between 2016 and 2036 of which, around 32,200 (30%) should be affordable homes.

22. The housing target supports the planned job growth of 82,500 jobs for the period 2016-2036 (or 125,900 jobs between the period 2010-2036).

Figure 2 JSP Housing Target 2016-2036



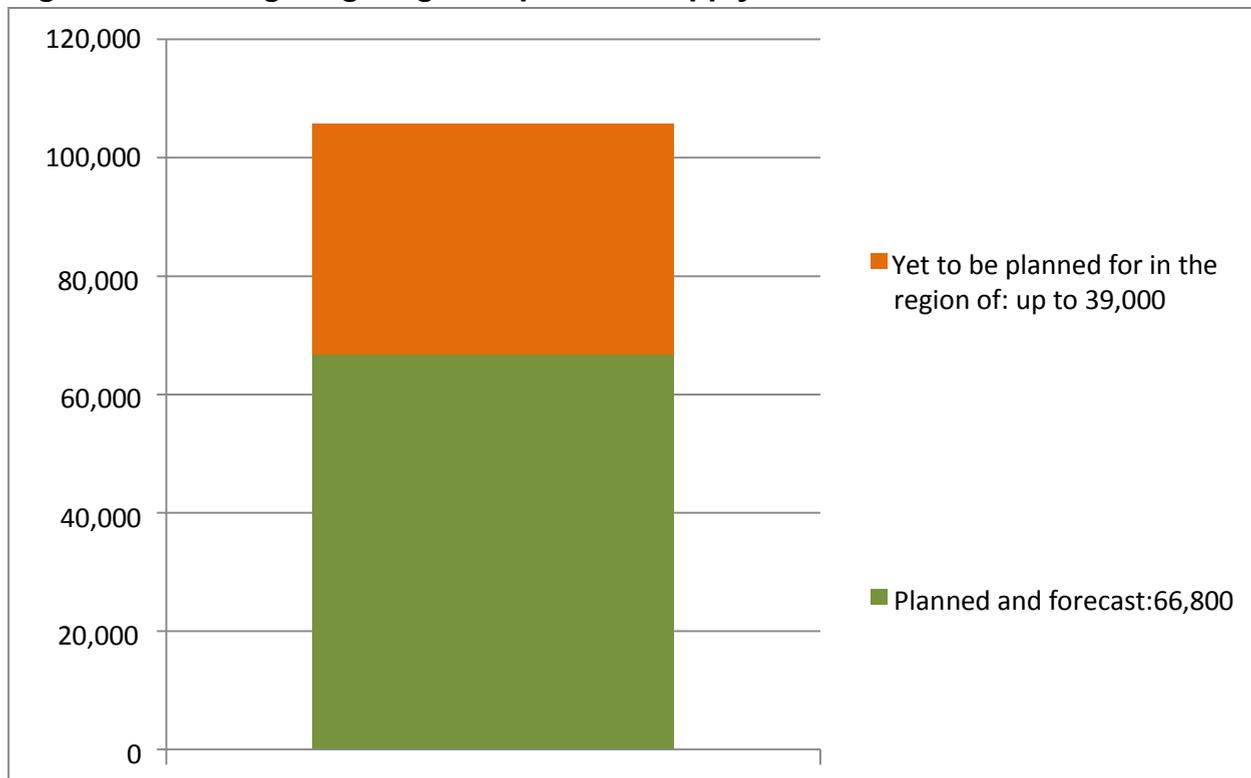
Planned supply

23. The four authorities' existing Core Strategies make provision for some 66,800 dwellings. This is predominantly on previously developed land (60.23%). There is supporting growth at towns, and villages and also several greenfield strategic locations in existing local plans. **When compared to the housing target figure identified there are up to 39,000 additional dwellings to 2036, that need to be planned for through the JSP spatial strategy.**

¹

This includes a buffer of 2.5% which has been used to recognise that there is the potential for a small margin of error, given that some of the numbers are based on likely estimates and the final numbers will be finalised when the SHMA is updated in 2017.

Figure 3: Housing Target against planned supply



Affordable homes

24. The identified need for an additional 32,200 affordable homes takes into account a boost to the overall housing need to respond to the market signals in the West of England. Delivery against this need equates to 1,610 affordable homes each year, which is 30% of all homes planned over the 20 year plan period. This is in contrast to actual housing delivery, over the period 2006/07 to 2014/15 of:

- 36,279 new homes (market and affordable).
- 8,086 affordable homes (an annual average of 898 per year).
- This represents an affordable housing delivery rate of 22.5% of all homes.

25. Meeting the affordable housing need is recognised as a significant challenge and the Unitary Authorities have to consider whether the affordable housing need can be delivered .

26. The option of further increasing the overall market housing figure (above the boost already made) to bring forward more sites which in turn may deliver more affordable homes has been explored. However, not only is this unlikely to lead to the delivery of affordable housing to meet the need identified, an oversupply of market homes will create an imbalance in jobs and homes by drawing in additional workers resulting in increased levels of households in need. This would further inflate the number of homes needed and provide additional growth pressures on the transport network.

Hence this approach is contrary to providing a sustainable balanced strategy for growth and is likely to have a detrimental impact on wider principles of the Plan as well as destabilising the plans of adjoining Local Planning Authorities who are also promoting a plan led approach to planning for sustainable economic growth.

27. Challenges in delivering affordable housing to meet identified need are not unique to the West of England; the nature and scale of issues and policy landscape is national. There is a significant implementation gap between levels of need and planned numbers of affordable homes that can be realistically delivered by the development industry. It is recognised that the Unitary Authorities will need to work with partners and use other mechanisms as well as the planning system to maximise delivery of affordable homes needed.
28. On balance therefore it is clear that it is unrealistic and unsustainable for the Plan alone to meet the full amount of affordable housing identified. This is a judgement that has involved a careful balancing exercise that has taken into account all of the factors set out above.
29. It is recognised that other areas in the country have experienced the same issues and have instead set out what can be achieved through their respective Spatial Strategies.
30. It should be noted that if there is a review of the affordable housing definition in national planning policy to include Starter Homes, then the 32,200 affordable housing need would need reviewing. This is because many of the households who aspire to home ownership but cannot afford to buy market housing in the Plan area (those who may be eligible for Starter Homes) can afford to rent market housing. Therefore they are not counted within the affordable housing need of 32,200 dwellings (which is based on those who cannot afford to buy or rent at market rates in the market area).
31. In the absence of regulations explaining the introduction of Starter Homes in more detail the Authorities' technical assessment has assumed that 20% starter homes will apply on all the new strategic development locations as they come forward.
32. This means that traditional affordable homes (as currently defined in national and local policy) will make up the balance of the policy requirement. In practice, the % of traditional affordable housing should be higher if equivalent viability is maintained. However it is not possible to confirm this at this time. It is also unknown whether existing Core Strategy commitments could be impacted by the introduction of Starter Homes. Therefore current projections, taking into account the impact of starter homes on new strategic development locations, are that 17,100 traditional affordable homes can be delivered against the housing need of 32,200 (53%).

33. The assumption of 20% Starter Homes on new strategic development locations equates to the delivery of 7,740 homes, contributing towards the overall housing target.

34. We are seeking views on this proposed approach to the emerging spatial strategy.

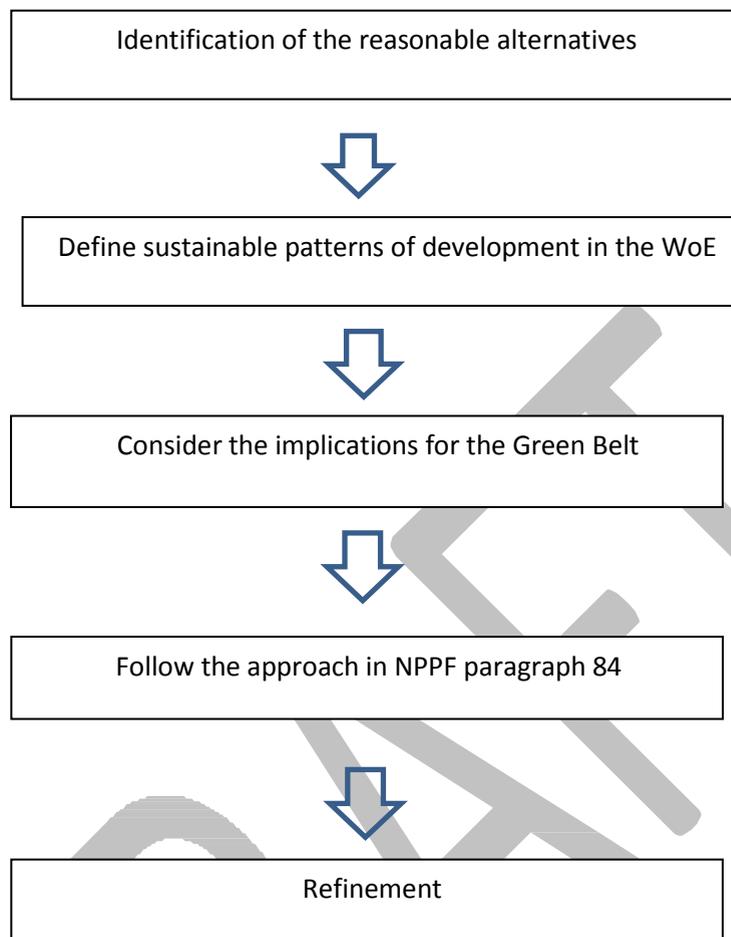
Summary of technical work on affordable homes delivered through the planning system	total number of homes	Traditional affordable housing (units) if starter homes introduced	Traditional affordable homes (%)
Sites that are existing planned commitments in Local Plans including future small windfalls	66,800	14,288	21.65%
New strategic and non strategic development locations	Up to 39,000 to be tested ³	2,783	7.19%
Total projected affordable housing delivery		17,071	16.30%
Proposed target	Up to 105,000		

2. Spatial Strategy

35. Further work was been undertaken to develop the spatial strategy. The methodology is set out in the Topic Paper on formulation of the emerging spatial strategy. In summary the process has involved the following 5 stages:

³ To meet target 38,200 required, indicative capacities being tested at locations are some 39,000

Figure 4: Approach to building the spatial strategy:



36. This has implications for the choice of strategic development locations (SDL's) as follows;

- a. Development within existing urban areas
- b. Development outside the Green Belt in close proximity or well related in sustainable transport terms to existing urban centres, especially to the south west and south east of Bristol and adjoining Weston-s-Mare
- c. Other sustainable towns and villages including freestanding settlements.
- d. If exceptional circumstances exist, consideration of the sustainability of Green Belt locations

37. An allowance is proposed to be made for 'non-strategic growth' to accommodate on-going housing development in villages and towns which is needed to enable local communities to thrive. This allowance is for up to 1,000 dwellings each for Bath and North East Somerset, North Somerset, and South Gloucestershire and up to 400 for Bristol, together this totals 3,400 homes across the plan area. Detailed proposals are intended to be brought forward through each authorities local plan.

38. This approach recognises all aspects of sustainability including growth closest to the central areas and other parts of urban areas where people seek to travel for work,

shopping and recreational needs. Sustainability is closely related, but not entirely, to proximity. Other sustainability factors to meet the priorities of the plan also need to be considered including rebalancing economic growth, maintaining and enhancing the environment and retaining the overall function of the Green Belt. A balanced approach has been taken.

39. The current and anticipated future locations which are significant generators of trips are central Bristol, the existing communities of the Bristol North Fringe, central Bath/Bath Enterprise Zone and Weston-super-Mare. However, this approach which focusses on increasing existing urban development opportunities and expansion will not be sufficient to meet the homes and job needs of the Region over the next 20 years. Additional new sustainable locations will be needed which may include new approaches such as new neighbourhoods, or garden villages. The spatial strategy identifies locations for these, recognising their current proximity and access to central Bristol, Bath and Weston super-Mare and their potential to utilise existing and new transport corridor opportunities. Evidence shows that due to significant environmental constraints there is no scope to further expand Bath outwards.
40. Alongside this, it is also recognised that existing towns and larger villages have a role to play in supporting sustainable economic growth. Strategic opportunities have been identified where investment in high profile public transport will assist in delivering sustainable growth.
41. A sizeable proportion (48%) of the West of England is part of the Bristol-Bath Green Belt. This has significant implications for the spatial strategy, particularly reflecting the strategic priority to retain the overall function of the Green Belt. The advice in NPPF para 83 is *“Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. At that time, authorities should consider the Green Belt boundaries having regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period.”*
42. Technical work and transport modelling show that it is not possible to sustainably accommodate the identified growth needs entirely outside the Green Belt. The transport impacts cannot be fully mitigated even with substantial investment. Such a strategy would be dependent on some highly unsustainable locations that are very difficult and expensive to mitigate with only sub-optimal solutions. It would also put pressure to locate development in the floodplain, and these issues would impact delivery of such a strategy.
43. In response to public consultation, the spatial strategy aims to minimise development within the Bristol and Bath Green Belt. However, due to the scale of provision required and the extensive nature of the Green Belt, the plan does include certain sites currently with Green Belt designation. Land is proposed to be released from the

Green Belt, south east of Bristol as explained in the Spatial Strategy methodology paper. There may be potential through the plan's preparation to explore whether areas could be included within the Green Belt to ensure no net loss of the overall green belt. There are no firm proposals at this time. Finally, the opportunity for a new free standing settlement has been explored. Through the Issues and options consultation a garden village of Buckover to the east of Thornbury was identified.

Urban Living (maximising the potential of urban areas)

44. Urban Living is a central plank of the Spatial Strategy, and commands a high degree of public support. The four UAs have carried out an assessment of the potential of existing urban areas to deliver land to meet development needs. In recent years a high proportion of new homes have been delivered on brownfield land in urban areas. This process has been aided by new approaches to urban density, and new thinking about the nature of liveable cities and towns and the trends in the type of accommodation we seek. It is recognised that the success will rely on the ability to plan effectively the use of all public services as part of this concept.

45. Further work undertaken has indicated that brownfield land in the future could deliver greater levels of development than in recent years. Bristol has delivered 45% of the new housing provision across the JSP plan area since 2006, much of it on previously developed land. In the Issues and Options document 10,000 homes were identified to come forward through urban living in Bristol (12,000 across the plan area). More recent evidence has identified that through maximising opportunities for development, this number could be increased to a potential for 12,000 homes to be delivered in Bristol (14,300 across the plan area). Opportunities for maximising the potential of existing land will result from:

- the change of use of non-residential brown field land to residential – where the previous use is no longer required or the most efficient use for the land
- Identifying land which is currently underused and has potential for residential development
- Identification of mechanisms to ensure more certainty over the delivery of large windfall sites.
- Increasing the density of development:
 - on allocated sites by reappraising and increasing their development potential
 - on existing sites where the opportunity for redevelopment arises

Strategic Development Locations

46. Against the requirement of c39,000 additional dwellings, taking into account up to 14,300 that could be delivered through urban living **the remaining c24,400 additional new dwellings will be accommodated in a combination of the following two ways:**

- Majority through strategic development locations identified in the JSP (SDL's)
- Non strategic growth identified through individual Local Plans, (400 in Bristol, and up to 1,000 in each of the remaining 3 UAs, totalling some 3,400).

47. District apportionments in the final JSP will set the amount of growth to be accommodated.

48. Across the West of England economic locations are expected to deliver capacities to support c.658ha of employment land. With the enterprise zone and areas having capacity to support the provision of up to 78,400 jobs depending on end uses.

49. The Enterprise Zone and areas can contribute more than two thirds of the 82,500 jobs, a further third of employment will come through the needs of the increased population including; GPs, Shops, leisure uses.

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Table 1: Strategic Locations and the rationale for inclusion in the emerging spatial strategy

Typology	Strategic location	Indicative number of dwellings	Rationale for inclusion in the emerging spatial strategy	Likely transport mitigations include
Urban Living	Bristol	12,000	Urban living - the potential of urban areas to accommodate new homes - is a central part of the emerging Spatial Strategy. It is consistent with the objectives for the strategy.	Ring of new and expanded Park & Rides around the Bristol urban area on the main corridors Walking/cycling package
	Bath	300	Urban living - the potential of urban areas to accommodate new homes - is a central part of the emerging Spatial Strategy. It is consistent with the objectives for the strategy. However, there are only limited additional opportunities above those currently identified in the B&NES Core Strategy & Placemaking Plan, particularly in light of the physical and environmental constraints which are a characteristic of the City	Conventional bus upgrading Walking/cycling packages in addition to infrastructure needed to support Core Strategy growth.
	Weston	1,000	Urban living - the potential of urban areas to accommodate new homes - is a central part of the emerging Spatial Strategy. It is consistent with the objectives for the strategy.	Weston rail improvements MetroBus Junction capacity improvements (inc M5 Jn 21)
	North and East Fringe (S.Glos)	1,300	Urban living - the potential of urban areas to accommodate new homes - is a central part of the emerging Spatial Strategy. It is consistent with the objectives for the strategy.	A420 P&R and MetroBus Walking/cycling packages Ring Road junction improvements
Outside the Green Belt proximity or	Nailsea/Backwell	Up to 3,600	Nailsea/Backwell is located on the outer edge of the Green Belt, physically close to Bristol	Station improvements MetroBus

<p>well related in sustainable transport terms to urban centres</p>			<p>and with strong economic links but it will require transport infrastructure investment such as metrobus to significantly improve connectivity and maximise opportunities for sustainable travel. Nailsea is a town where there is an existing objective to improve the mix and balance of housing and support existing and new services, jobs and facilities. Any growth needs to be carefully integrated to ensure that the existing services and facilities would help support the new development and benefit from the opportunities generated. Development is anticipated to take place generally to the west of Nailsea and Backwell which will bring significant challenges in terms of transport delivery, but avoids the Green Belt and principal flood zone areas.</p>	<p>Junction improvements (inc M5 jn 21) J20 to Nailsea new link</p>
	<p>M5 to A38 Transport Corridor</p>	<p>Up to 5,400</p>	<p>Development in this general location, possibly by a new garden village, provides the opportunity to significantly upgrade the transport infrastructure on this corridor as part of an overall objective of improving the A38 south of Bristol and improving connectivity for the Airport. This would target the A38 route to the south of the Airport, improving accessibility for economic development and access to new jobs to the south and east of Bristol. It creates potential improvements to M5 access at Weston, relieves pressure on A370 corridor and addresses long standing community impacts, notably a bypass to alleviate congestion in Banwell. As further growth at Weston is highly constrained by topography, flood plain and</p>	<p>Significant mitigations including P&R (A38/M5 jn 21) Junction improvements (inc M5 jn 21) Banwell bypass would need to be delivered in advance to support this location.</p>

			significant highway capacity issues, this provides an opportunity to provide future growth to meet Weston's needs, linked to the existing urban area by transport improvements.	
Other Town expansions/ new settlements	Thornbury	Up to 600	Additional development that consolidates / completes expansion to east of the town, appropriate to continue the revitalisation of the town centre and strengthen local services. Also provides additional opportunity for investment and provision of new local employment and will assist the case for Metrobus to improve access to BNF and Science Park.	P&R A38 MetroBus Junction improvements (inc M5 Jn 16)
	Charfield	Up to 1,000	Provides an opportunity to enhance the sustainability of a key settlement in the north of the district through growth supported by new services, facilities and employment opportunities. Charfield is situated on an existing live railway line. Whilst the station is currently closed any additional housing in this location could support a case for potentially reopening the station and rural bus improvements. Significant highway infrastructure may also be required. Also assists addressing housing needs / demand for new homes in north of the district.	P&R (A38) junction improvements (inc M5 junction 14)
	Buckover Garden Village	Up to 2,200	An opportunity has recently emerged beyond the Green Belt in SGC for a potential new garden village settlement (up to 3000 dwellings) located to the east of Thornbury. This location provides the opportunity to deliver the first locally led garden village for West of England in 21st Century. It could help the case for a step	

			<p>change in public transport to the locality, linking to Metrobus routes to enable access to the major employment centres of North Bristol. Significant highway infrastructure, including the strategic road network (M5) may also be required. It also potentially broadens the housing supply models in the sub-region via a single ownership with genuinely visionary approach to place making and land value capture. Alongside planned expansion at Charfield it would also provide the opportunity for the local communities in the north of the district to meet housing pressures in a planned sustainable way. Buckover is also a potential growth point for any future Oldbury NNB.</p>	
Locations within or partially within the Green Belt	SE Bristol Whitchurch	Up to 3,500	<p>Land south and east of Whitchurch Village performs relatively well in the sustainability appraisal because of its proximity to Bristol, and the choice of travel options available in this location. However, this location is only deliverable if substantial new sub-regional and local transport infrastructure is provided, focussing on public transport, including conventional bus service upgrading, new park & ride, and future Metrobus or rapid transit provision. Additional highways capacity would also be needed, to address underlying congestion issues, to provide access to new development and to release space for the public transport improvements. Housing capacity is constrained to about 3,500 dwellings to avoid causing unacceptable harm to nationally important heritage assets as well as retaining the Green Belt separation of Whitchurch Village</p>	<p>Walking & cycling package Conventional bus upgrading A37 new Park & Ride Orbital Metrobus linking Whitchurch/Hicks Gate/city centre A4-A37 new or improved orbital links (also facilitates Metrobus corridor) Whitchurch distributor road including connection to A4-A37</p>

			<p>from the Bristol Urban area. Whilst the location lies within the Green Belt and plays an important role in preventing urban sprawl, protecting the countryside and helping regeneration, the need to provide for strategic new growth, the relative sustainability of this location and its relative performance in Green Belt terms compared with other locations is evidence of the exceptional circumstances to release of this location from the Green Belt (see Topic Paper on the Spatial Strategy Methodology).</p>	
	North & East Keynsham	Up to 1,100	<p>This location performs well in the Sustainability Appraisal and will also be effective in helping to deliver the Plan's Strategic Priorities. Being a town expansion situated on a strategic transport corridor well related to Bath & Bristol it fits well with the spatial strategy methodology as set out in Topic Paper 5 Spatial Strategy Methodology. The proximity to central Bristol provides the opportunity to exploit both existing and potential new sustainable transport infrastructure including conventional bus corridors, Park & Ride, the Bristol to Bath Railway line, the Bristol-Bath cycleway, and future MetroBus or rapid transit. However, any development in this location is dependent on the timely provision of significant new transport measures to enable new growth and to mitigate existing congestion. This includes new road infrastructure where appropriate to serve the potential development area and ease pressure in the town</p>	<p>Walking & cycling package including NCN4 link Conventional bus upgrading A4 Park & Ride relocation and/or expansion A4 Metrobus terminating Keynsham/Saltford A4-A37 new or improved orbital links Callington Road Link (Bristol) Avon Mill Lane-A4 link including A4/B3116 junction and/or other A4 junction upgrading</p>

			<p>centre. Whilst part of this location lies outside the Green Belt, there are exceptional circumstances to justify removing the rest of the location from the Green Belt in light of its relative GB performance against other GB locations (see Topic Paper 5 on the Spatial Strategy Methodology). Development in this location will need to relate well to the existing settlement and take account of the views from the Cotswolds AONB. The capacity of the site is constrained by the floodplain and the need to respect the separate integrity of Keynsham and Saltford.</p>	
	<p>Yate strategic corridor (Yate/ Chipping Sodbury/)</p>	<p>Up to 2,600</p>	<p>Strategic Growth would consolidate longer term role as one of the principle market towns in the sub-region benefiting from existing accessibility & service provision as a significant urban centre, particularly area's accessibility by rail. Alongside Coalpit Heath growth would support investment into rail and Metrobus extension along the A432 Badminton Road, improving access to Bristol City Centre, the Bristol North Fringe, Science Park and Emersons Green Enterprise Area. Long-term phased greenfield development would also support investment in regeneration and the town centres and improving the range and type of jobs and help to unlock potential brownfield development at the western gateway.</p>	<p>Station improvements MetroBus P&R Pinchpoint schemes and junction improvements Coalpit Heath distributor road</p>
	<p>Coalpit Heath.</p>	<p>Up to 1,500</p>	<p>Coalpit Heath offers close proximity to the BNF, Science Park and Emersons Green Enterprise Area. Strategic development along the A432 Badminton Road, in combination</p>	<p>MetroBus P&R Pinchpoint schemes and junction improvements</p>

			with further growth at Yate / Chipping Sodbury would support investment into rail at Yate and Metrobus. It would also support existing and provide new services / facilities and employment opportunities in the locality.	Coalpit Heath distributor road
Total of strategic Development Locations		Up to 36,100		
Non strategic Growth		Up to 3,400	Development of up to 1,000 dwellings at each UA to accommodate on-going housing development in villages and towns which is needed to enable local communities to thrive. Development of up to 400 dwellings at the SW Bristol part of Ashton Vale that lies within the City boundary and is inside the South Bristol Link Road and makes only a limited contribution to the Green Belt compared to other GB locations. Given 400 units, it is not strategic in size, but would contribute to non-strategic growth within Bristol.	
Total		Up to 39,900		

Table 2: Locations considered and not put forward for inclusion in the emerging spatial strategy

Yatton	Yatton is a very constrained location in terms of transport, flood risk, ecology and transport. The location was tested through the transport modelling and performed poorly as highway trips would have a disproportionate impact on the network as a result of long distances to all destinations and would require expensive mitigation—river and rail crossing. Surrounded by low lying land at risk of flooding.
Long Ashton	The principal area of potential development to the south is separated from Long Ashton by the railway and is difficult to integrate into the existing settlement because of severance issues. It is a sensitive part of the Green Belt valued by the local community. Long Ashton is relatively close to Bristol, so there is an opportunity to maximise cycling and use of metro bus. There are also existing transport constraints relating to Cumberland Basin congestion and M5 J19.
Portishead	Portishead is a very constrained location in terms of transport, Green Belt, flooding and ecology. Whilst there is opportunity afforded by Portishead line rail re-opening, there are major capacity constraints at M5 J19.
Easton-in-Gordano/Pill	Easton-in-Gordano is a very constrained location in terms of transport, Green Belt, heritage, landscape and ecology. Whilst there is opportunity afforded by the Portishead line rail re-opening, there are major capacity constraints at M5 J19.
Clevedon	Clevedon is very constrained in terms of flood risk to the south and east and topography and landscape to the north. The levels landscape is also particularly sensitive both for its own characteristic value and ecological contribution as well as potential for adverse ecological impacts on the coastal habitat to the south of Clevedon. Any new development to the east of M5 would be physically separated from the existing town. Strategic development was also shown to be quite problematic in transport terms in this location with additional trips on the M5 and contributing to congestion on more localised routes.
<i>NW Salford</i>	This location does not make the threshold for strategic development location. However, it has potential as a non strategic growth location to be explored through the review of the B&NES Core Strategy. The location lies within the Green Belt

<i>West & South West Keynsham</i>	This location does not perform well in the Sustainability Appraisal. It would be difficult and costly to mitigate the negative impacts of development in this location. The location lies within the Green Belt
<i>SE Keynsham</i>	This location does not perform well in the Sustainability Appraisal. It would be difficult and costly to mitigate the negative impacts of development in this location. The location lies within the Green Belt
<i>SW Saltford</i>	This location does not perform well in the Sustainability Appraisal. It would be difficult and costly to mitigate the negative impacts of development in this location. The location lies within the Green Belt
<i>Somer Valley</i>	The Somer Valley is one of the least sustainable locations in the sub-region for accommodating strategic housing growth. There is already a substantial imbalance in the number of workers who reside in the town and the employment available and this will be exacerbated in light of existing residential commitments. It has also proved difficult to attract new employment to the area and jobs have been steadily eroded over recent years. Therefore, strategic new housing growth will inevitably lead to substantial out commuting. Transport modelling shows that seeking to mitigate this will be difficult, costly and only partially effective. The purpose of the new Enterprise Zone is to facilitate employment generation to help mitigate the existing high levels of out-commuting.
<i>Clutton and Temple Cloud</i>	Sites in Clutton & Temple Cloud do not perform well as sustainable locations for accommodating strategic housing growth in the sub-region. The majority of new residents are highly likely to seek to travel by car to work and other activities. Transport modelling shows that seeking to mitigate this will be difficult, costly and only partially effective.
<i>West of Twerton, Bath</i>	Based on the SA the significance impact that development of this scale and this location would have on World Heritage site and its setting has led to this full site not being considered as a reasonable option. The severity of harm caused by development in this location would significantly outweigh the benefits. It would cause significant harm to the setting of the WHS and whilst it is not in the AONB, it is on the edge of Bath and is visually prominent, thereby causing harm to the AONB. As such development would contradict national policy. It also performs very strongly in Green Belt terms. Therefore this location is not suitable for development in the plan period.
<i>SE Bristol Hicks Gate</i>	Whilst this location performs well in the Sustainability Appraisal, and would be effective in helping to deliver the Plan's Strategic Priorities, it lies in a very sensitive part of the Bristol and Bath Green Belt which makes a major

	contribution to preventing the merger of Bristol and Keynsham.
<i>Ashton Vale</i>	The Green Belt at Ashton Vale (outside the South Bristol Link) makes a major contribution to Green Belt purposes. It is an area of attractive countryside and a sensitive landscape in relation to, in particular, Ashton Court and Dundry Hill and has ecological importance. It provides the landscape setting to Bristol and for rural communities within North Somerset and plays a significant role in protecting the countryside from encroachment of development. Protecting high quality environment is a priority of the plan. The location was tested through the transport modelling and performed well in terms of potential accessibility by non-car modes given its proximity to Bristol. There are also existing transport constraints relating to M5 J19.
<i>Kingswood/ Warmley</i>	Some 13,500 dwellings also remain to be constructed on land allocated in the South Gloucestershire Local Plan & Core Strategy across the Bristol North & North East Fringe communities over the next 10-15 years. Further strategic growth in the locality is likely to undermine delivery of these key sites. Moreover Bristol has historically predominantly grown north & eastwards. Strategic growth in the locality towards and also up the escarpments would significantly add to the impression of sprawl undermining the objectives of the Greenbelt. Notwithstanding this, significant growth will severely exacerbate congestion and air quality issues along the A420 corridor into Bristol. Road space along the A420 is significantly constrained by the nature of built form limiting the potential for necessary substantive strategic public transport, walking and cycling interventions along it. The locality is also poorly related to major areas of employment. Strategic growth would also further divorce existing communities to the west from physical and visual access to the countryside and potentially impact on Siston Conservation Area, Siston Lane and Webbs Heath areas of landscape value as well as local ecological interests.
<i>North of M4/M5</i>	Some 13,500 dwellings also remain to be constructed on land allocated in the South Gloucestershire Local Plan & Core Strategy across the Bristol North & North East Fringe communities over the next 10-15 years. Further strategic growth in the locality is likely to undermine delivery of these key sites. Moreover Bristol has historically predominantly grown north & eastwards. Strategic growth in the locality would also therefore significantly add to the impression of sprawl significantly undermining the objectives of the Greenbelt. Notwithstanding this, although the locality is in close proximity to existing strategic employment locations the location lacks good connections. Strategic growth would be severed from the existing urban area by the motorway therefore limiting options in terms of new connections. Strategic growth would therefore have a severe impact on Hortham village and J16 being in such close proximity. Strategic growth would also divorce existing communities from access to the countryside and maturing recreational opportunities, important to

	support existing residential and employment areas in the north Bristol fringe.
<i>Pucklechurch & M4 to Shortwood</i>	Some 13,500 dwellings also remain to be constructed on land allocated in the South Gloucestershire Local Plan & Core Strategy across the Bristol North & North East Fringe communities over the next 10-15 years. Further strategic growth in the locality is likely to undermine delivery of these key sites. Moreover similar to significant growth at Kingswood/Warmley, strategic growth will severely exacerbate congestion and air quality issues along radial routes into Bristol, where road space is significantly constrained by the nature of built form so limiting the potential for necessary substantive strategic public transport, walking and cycling interventions. The locality is also less well related to major areas of employment than proposed growth points at Yate & Coalpit Heath. Strategic growth would also further divorce existing communities from physical and visual access to the countryside and potentially impact on Siston Conservation Area. Development between Pucklechurch and the East Fringe is also highly constrained by its topography, ecological and archaeological interests. Significant development in the locality up these escarpments would thus significantly add to the impression of sprawl and separation in the locality undermining the objectives of the Greenbelt. Pucklechurch itself may have potential for some non-strategic growth to support local services. To be considered through the Local Plan process.
<i>Olveston</i>	Olveston is surrounded by high quality landscape, ecological and heritage assets. Access is along 'lanes'. This village is not considered suitable for strategic level growth but may have potential for some non-strategic growth to support local services. To be considered through the Local Plan process.
<i>Wickwar</i>	Major strategic growth is not considered appropriate due to areas of important landscape, heritage and ecological value to the north, northwest and east. The village is also less well related to major areas of employment than proposed growth points at Yate & Coalpit Heath. Strategic growth would be car based with limited opportunity to improve public transport options, thereby also impacting on other settlements on route to higher order localities and the strategic transport network. However the village may have potential for some non-strategic growth to support local services. To be considered through the Local Plan process.
<i>Alveston</i>	Major strategic growth is not considered appropriate due to areas of particular landscape and heritage value to the north, northeast and west. The A38 would sever development to the southeast from the village. Development to the north would also compromise separation from Thornbury undermining green belt objectives. The settlement / locality is therefore not considered suitable for strategic level growth but may have potential for some non-strategic growth to support local services. To be considered through the Local Plan

	process.
<i>Almondsbury</i>	Some 13,500 dwellings also remain to be constructed on land allocated in the South Gloucestershire Local Plan & Core Strategy across the Bristol North & North East Fringe communities over the next 10-15 years. Further strategic growth in the locality is likely to undermine delivery of these key sites. Moreover major strategic growth is not considered appropriate due to the village being constrained by noise, pylons, solar park and proposed air ambulance site to its south / southeast and high landscape value / slopes towards the Severn Vale to its northwest. Similar to land north of M4/M5, strategic growth would also have a severe impact on Hortham village and J16, being in such close proximity. Bristol has also historically predominantly grown north & eastwards. Strategic growth would thus also significantly add to the impression of sprawl in the locality significantly undermining the objectives of the Greenbelt. Therefore, the settlement/locality is not considered suitable for strategic level growth but may have potential for some non-strategic growth to support local services. To be considered through the Local Plan process.
<i>Longwell Green</i>	Land at Longwell Green essentially comprises slopes and hilltop with Hanham Abbots Conservation area to the south. This area is an important physical and visual asset with extensive views to and from it to surrounding urban areas. Strategic growth over this area would significantly add to the impression of sprawl undermining objectives of the greenbelt.
<i>Hambrook</i>	Some 13,500 dwellings also remain to be constructed on land allocated in the South Gloucestershire Local Plan & Core Strategy across the Bristol North & North East Fringe communities over the next 10-15 years. Further strategic growth in the locality is likely to undermine delivery of these key sites. Moreover the area is located between the M4 motorway and ring road, severing it from existing communities and suffering from noise and fumes. Hambrook village is also a conservation area with a number of heritage assets. The settlement / locality is therefore not considered suitable for strategic level growth but may have potential for some limited non-strategic growth to support local services. To be considered through the Local Plan process.
<i>Bridge Yate / Oldland Common</i>	The locality is characterised by the escarpment and ridgeline running along its length forming the 'natural' edge to the Bristol urban area. A pylon, abattoir and conservation area, archaeological and ecological interests are also present. The escarpments and ridgelines that frame / contain this part of Bristol East Fringe also protect the setting of the AONB. Bristol has also historically predominantly grown north & eastwards. Significant development in the locality up these escarpments would thus significantly add to the impression of sprawl in the locality undermining the objectives of the Greenbelt. Strategic growth would also further divorce existing

	<p>communities from physical and visual access to the countryside. Therefore, this locality is not considered suitable for strategic level growth but may have potential for some non-strategic growth to support local services. To be considered through the Local Plan process.</p>
<p><i>Sevenside</i></p>	<p>Comprising Sevenside employment areas, Severn Beach, Pilning and Easter Compton. The locality is characterised by the Severn Estuary and the Vale hinterland. With the exception of Easter Compton the locality is predominantly flood zone 3 and provides important habitats for birdlife and other wildlife (designations comprise RAMSAR, SPA, SAC & SSSIs). Strategic pylons and pipelines also intersect the locality. The Sevenside 1957/58 employment consent covers much of the area and remains to be completely built out. Therefore, the locality is not considered suitable for strategic level residential growth but may have potential for some limited non-strategic growth to support local services. To be considered through the Local Plan process.</p>

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Likely mitigations and infrastructure required to support the emerging spatial strategy

50. Our transport network has an increasing volume of travel and complex travel patterns. This has contributed to a network that is often at capacity at peak times, with increased journey times and congestion. These impacts have been perceived as a barrier to securing sustainable economic growth. This threatens not only the productivity of our businesses and workforce but our ability to meet wider sustainable objectives such as reducing carbon emissions and improving air quality in our urban areas.
51. Transport investment can be a major influence on where development is located and how to create high quality places in which people want to live and work. Influencing the location of development will not of itself be sufficient to address the issue.
52. Integrating housing and employment development with investment in reliable, high quality transport choices will reduce the length and number of journeys to work, encourage more sustainable travel modes such as cycling, walking and public transport and reduce the reliance on car based journeys.
53. To support the additional development required as a result of the spatial strategy the approach to infrastructure provision seeks to:
- maximise the effectiveness of sustainable travel choices and encourage mode shift (to rail, MetroBus, Park & Ride, bus, cycling, walking) across the plan area.
 - maximise the effectiveness of non-car mode choices for both urban living and new development outside existing urban areas;
 - then, mitigate impacts of additional traffic, including investigation of junction capacity improvements, upgrades, new highway connections and traffic restrictions.

Encouraging mode shift across the plan area:

54. **MetroBus** will be central to delivering mode shift at strategic development locations, and along key corridors with a number of locations outside of walking/cycling distance from key attractors and less-well served by the conventional bus and rail networks;
55. **–A network of new Park & Ride and interchange schemes** will help to intercept trips on the edge of Bristol and Bath urban areas: reduce traffic in Bristol and Bath and improve conditions for walking, cycling and public transport;
56. **Conventional local bus services and in particular improving existing bus services** will be an important part of promoting sustainable travel on several corridors;

57. **Rail** will play an important role for access to urban centres, but improvements will be needed (capacity, access to stations, parking, station environment, interchanges) and it should be recognised that with a modest modal share, 2.1% of journeys to work in the 2011 Census, and despite impressive levels of passenger growth in recent years rail is just part of a wider package of transport measures. Some locations will remain difficult to serve by rail;

58. **Walking and cycling** must take a central role for shorter trips –better links to surrounding walking and cycling networks are assumed;

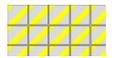
Supporting infrastructure for urban living:

59. There are limited opportunities for significant highway capacity improvements in the Bristol urban areas. Intensification will require a different approach to reduce traffic to create conditions for urban growth. This will:

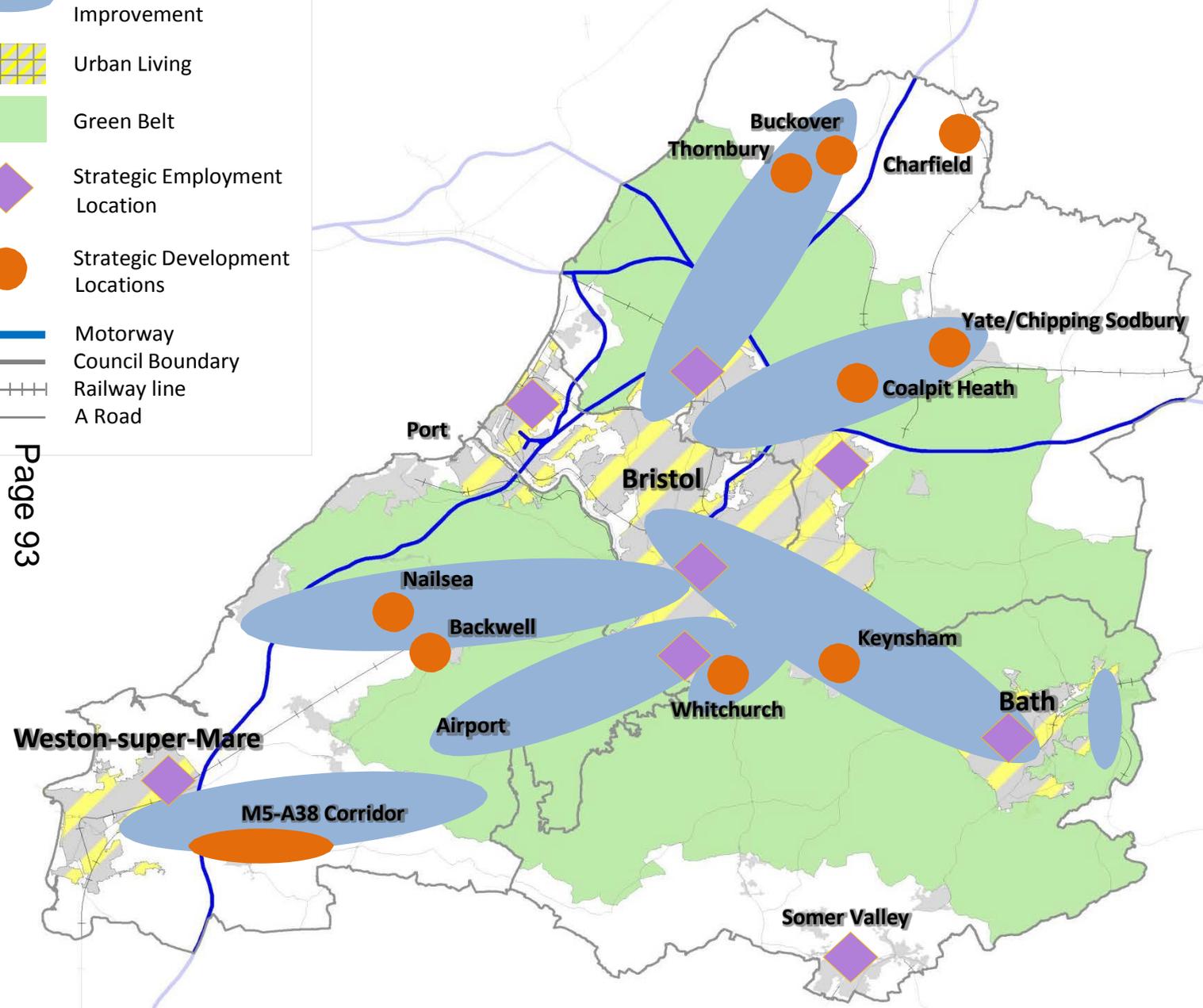
- necessitate more walking, cycling and public transport within the urban areas.
- require intercepting traffic on radial routes into Bristol with Park & Ride, and other interchanges
- locate development around transit hubs,
- require re-allocating road-space to better promote sustainable travel choices on radial routes, potentially facilitated by improvements to orbital highway capacity in certain locations.

60. **Consultation on the Joint Transport Study will take place concurrently with the JSP consultation. Information about both the JSP and JTS consultation can be found at <https://www.jointplanningwofe.org.uk/>**

Figure 5: JSP Spatial Strategy Map: new development locations (incl employment locations).

-  Strategic Transport Improvement
-  Urban Living
-  Green Belt
-  Strategic Employment Location
-  Strategic Development Locations
-  Motorway
-  Council Boundary
-  Railway line
-  A Road

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Note: Locations symbols are illustrative only and must not be taken to imply any specific development sites.

Have your Say

We would like your views on the spatial strategy.

Do the spatial strategy and the locations identified meet the plan's objectives and vision?

Does the proposed strategy make adequate provision to address the housing needs of the West of England?

Is the Preferred Spatial Strategy the most appropriate strategy, when considered against the reasonable alternatives?

Are there any reasons why this strategy or identified locations could not be delivered?

Does the proposed strategy make adequate provision to address the economic and employment needs of the West of England?

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Introduction

In 2015 the four West of England councils started a major study to shape the future of our transport network over the next twenty years.

We have been working together to develop proposals for a package of integrated public transport, walking, cycling and highway investment, to tackle congestion, improve air quality and promote more sustainable travel choices, and deliver housing and employment growth up to 2036.

This summary outlines our progress and recommended package of investment, and asks for your views. We will then take your views into account in a final recommendation on the schemes to be taken forward in an investment programme and investigate funding options for them.

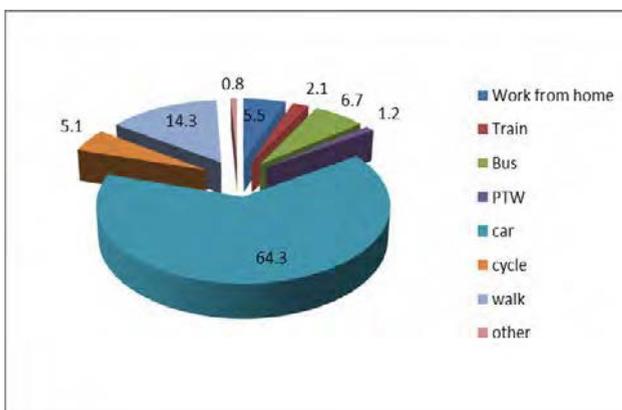
This consultation is taking place alongside a consultation on the Joint Spatial Plan (JSP). The JSP considers how future development up to 2036 should be managed. The JSP and our transport vision are closely linked and their joint impacts are discussed further below.

What are the Current and Future Challenges for our Transport Network?

The transport network in the West of England experiences significant traffic congestion, and for many people transport options to make their journeys can be very restricted, with the private car sometimes being the only viable choice to travel to work, shopping, school or college. This situation is reflected in the fact that 64% of us commute by car, which also reduces air quality in our towns and cities and affects our health, and restricts people’s ability to access job opportunities, particularly for those of us living in less affluent areas.

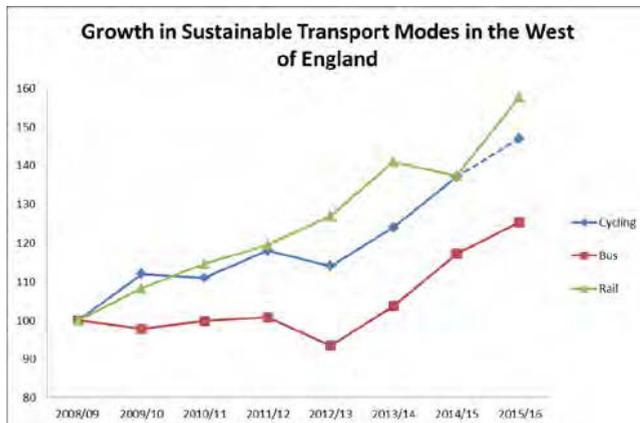
We need to turn this situation around, so that people no longer have to rely on driving a car to travel to work, and can make that trip by public transport, cycling or walking as their preferred choice. In particular, we would look to reduce our proportion of trips made by car substantially, and reduce the amount of time it takes to make journeys across our network.

West of England Commuting Proportions (%), 2011 Census



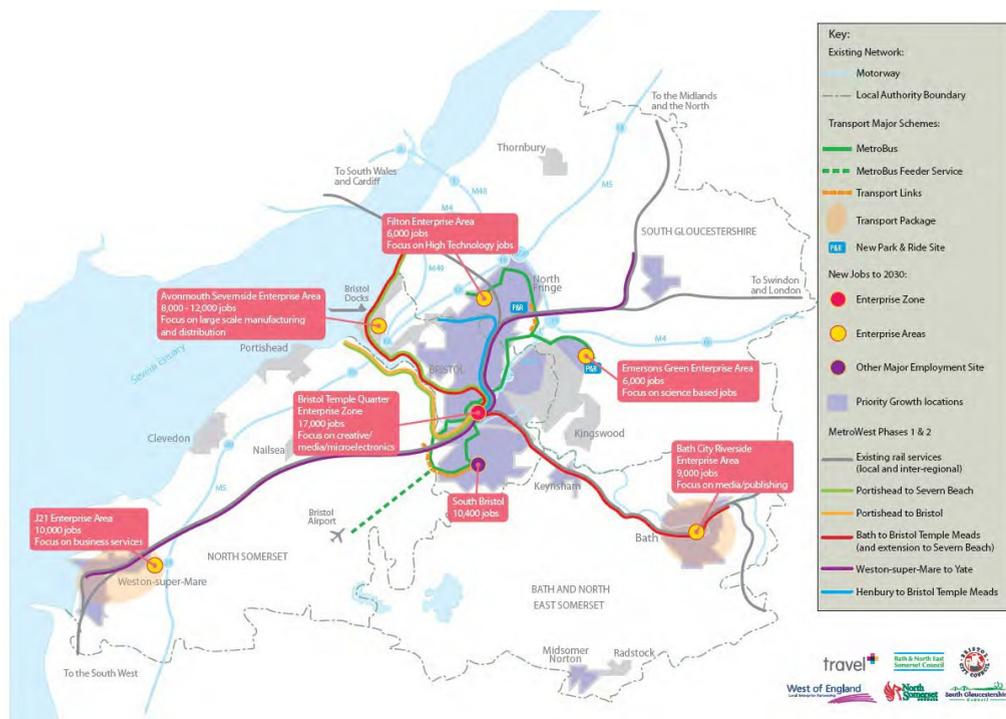
We are starting to make significant progress in encouraging sustainable transport choices. We have already delivered some major public transport improvements, such as the Greater Bristol Bus Network, Bath Package and Weston Package. In particular, cycling, bus passenger and rail passenger

numbers have all grown substantially as a result, and we travel by cycle and walking at a significantly higher rate than equivalent city regions like Birmingham, Leeds and Manchester.



Our strategic transport network, such as our motorways and railways, plays an important local, regional and national role, and its performance can have significant implications which affect the performance of the UK economy. This importance will be further emphasised through the need for connectivity to developments such as Hinckley Point and the southern coastal ports. Further improvements on the strategic network have also been completed, such as the M4/M5 'Smart Motorway' scheme (involving controlled use of the hard shoulder) by Highways England, and additional platform capacity at Bristol Parkway station by Network Rail. There are also significant proposals for redevelopment at Bristol Temple Meads station.

Moving forward, there is a clear programme of investment in further schemes, MetroBus and MetroWest (shown below), which are currently either under construction or are due to start construction in the next two years, with strong links to our enterprise zones and enterprise areas, as well as the electrification of the Great Western main line which is currently underway.



However, we still have a long way to go. The resilience of the strategic highway network is also vulnerable to incidents, which can have not just local but regional repercussions. Furthermore, many of our radial roads into the city centres struggle to provide for cars and goods vehicles, reliable public transport services and better cycling and pedestrian facilities.

The transport network also has a key role to play in supporting the continued economic growth and prosperity of the West of England. This means transport investment that better connects our key economic activity areas to enable us to remain competitive nationally and internationally. It also means supporting future growth in both housing and jobs, and will need to have a key role in improving the setting of our urban areas by reducing the impact of road traffic and promoting the use of sustainable transport modes. Some of this growth is already set out in the councils' local development plans which deal with development until 2026. Proposals for future development after this point to 2036 will be set out in the **Joint Spatial Plan (JSP)**, and both the JSP and transport vision are closely linked.

Our progress so far

In November 2015, we asked for your views on challenges facing the current transport network, and the sort of schemes you would like to see delivered.

You advised us that you were concerned, in particular, about congestion and quality of life. You also said that investment in public transport and cycling corridors was a particular priority.

Since then, we have been considering different options and working up transport schemes and packages that best deliver the transport objectives of the West of England area, taking on board your views from that consultation.

How ambitious should we be?

The West of England, on balance, is a net contributor to the HM Treasury. We need to plan for the future needs of one of the UK's fastest growing city regions, including supporting the delivery of new jobs and new homes by 2036. We need to improve connections across the West of England to ensure that our future economic growth is not compromised by congestion on our transport network.

We are proposing a £7.5 billion Transport Vision for delivery over the next twenty years. This represents the scale of intervention which is necessary to tackle traffic congestion and ensure that our future economic growth can be supported. The transport vision has a major focus on public transport investment, and we will need to identify new funding streams to help deliver this scale of investment.

How does the Transport Vision work?

The package is composed of a combination of investment in 'smarter choices' to promote walking, cycling and new technology to move around, alongside corridors of integrated, 'multi-modal' investment, to tackle congestion and promote a shift in trip making from the private car onto more sustainable transport modes. In particular, on some key transport corridors we are proposing to link highway and public transport investment together.

The suggested corridor packages would be delivered partly through a transfer of highway space on radial routes to public transport and cycling, and by partly providing better orbital connections so that traffic which does not have a local destination can be diverted onto more appropriate routes. This is intended to make the transport network more sustainable, by prioritising its use for more efficient travel modes. The picture below shows how sustainable transport modes can provide a more efficient use of restricted road space compared to private cars.



Restrictions on general traffic movement can be very challenging to deliver. The approach is not new - existing examples include The Centre in Bristol, Highwood Road in Patchway and Pulteney Bridge in Bath. In each case, through traffic is diverted elsewhere and space reallocated for public transport, cycling and walking. But it will be very challenging to deliver the next level of public transport and cycling investment without further radical schemes such as these.

What are our proposals for Cycling and Walking?

In line with our 'smarter choices' programme, we intend to progress the delivery of more strategic cycling and walking corridors with better infrastructure to support the use of these modes. In particular, the rollout of strategic cycling corridors is closely linked to better management of through traffic on radial roads. The diversion of through traffic movements frees up highway space for sustainable transport modes, as well as providing better conditions for cycling and walking due to the lower levels of car and lorry movements on the highway.

What are our proposals for 'Smarter Choices' and new technology?

There are a range of other important interventions and ways to influence people's travel behaviour which will continue to be delivered. These include information to help promote 'smarter choices' to encourage public transport, walking, cycling and car-sharing, as well as ongoing investment in smaller schemes such as walking and cycling networks and traffic management measures.

We are also taking account of a wide range of potential impacts of new technology on travel choices and behaviour. Future developments include electric vehicles, driverless cars, alternative fuels, on-demand public transport and wider use of the internet to facilitate 'home working' and shopping. Personal mobility could be increasingly less dependent on car ownership which may change the way transport is delivered. Some of these developments are likely to reduce the amount of trips made on

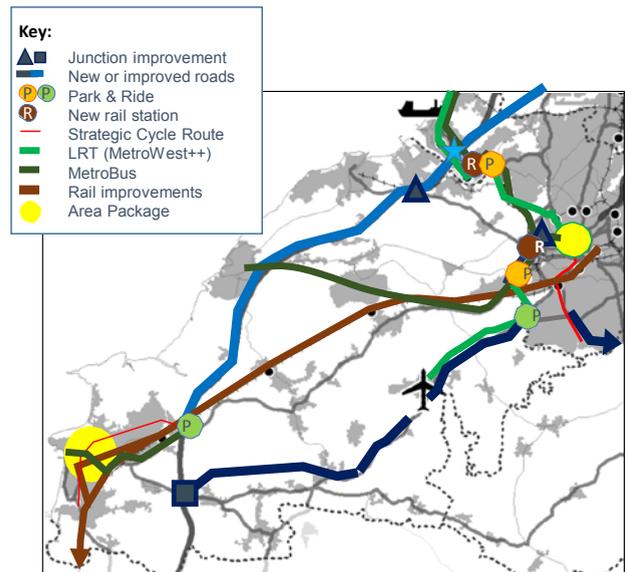
the network. However, whilst some developments will reduce the demand to travel, there are also background trends which demonstrate increasing demand to travel in other areas which also needs to be borne in mind.

What corridors are in the Transport Vision?

Weston-super-Mare to Bristol via A38

This corridor experiences severe congestion and this in turn restricts the role of Bristol Airport to accommodate future growth to serve the West of England and beyond.

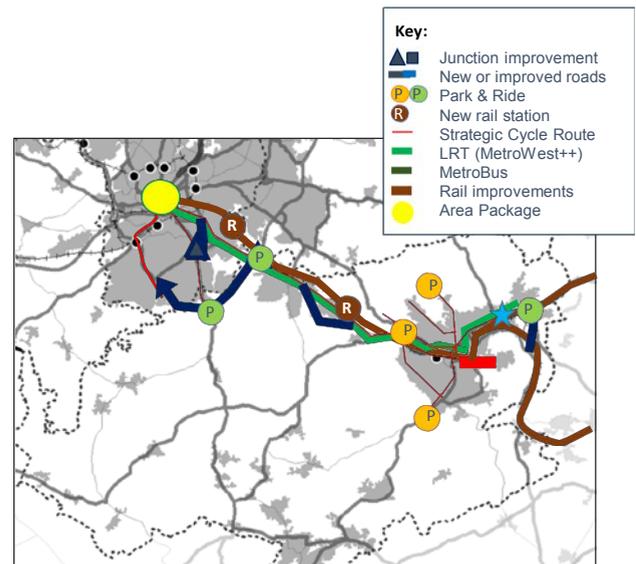
The extent of public transport and highway improvements on the A38 is closely linked to future growth at the Airport. Dependent on this growth, our proposals include a mass transit link between Bristol city centre and Bristol Airport, highway improvements and bypasses on the A38, a new motorway junction on the M5 and 'Smart Motorway' management, as well as further rail improvements such as higher frequencies and more seats for train passengers and more direct services from Weston-super-Mare to London. Highway improvements and bypasses on the A38 and A368/A371 will also relieve communities such as Banwell and Churchill of through traffic movements.



Bath to Bristol Corridor

This corridor has high travel demand across car, bus and rail modes. It also experiences severe congestion throughout the day, and access to and from South Bristol affects people's access to job opportunities, and restricts inward investment and economic regeneration.

We are proposing to introduce a Rapid Transit public transport corridor between Bath and Bristol, to complement improvements on the existing rail corridor, and provide for a wider range of trip options. This would possibly be bus-based but our ambition is for a light rail (tram) solution along the A4 corridor. This would be delivered as a package with highway investment including a Saltford Bypass, Callington Road Link and better links between the A4 and A37 roads. The highway schemes would provide new routes for through traffic enabling existing roads to be better used for Rapid Transit, public transport and cycling. Movements between the A4 and A37 could be either improvements to existing roads, new highway or a combination of the two.

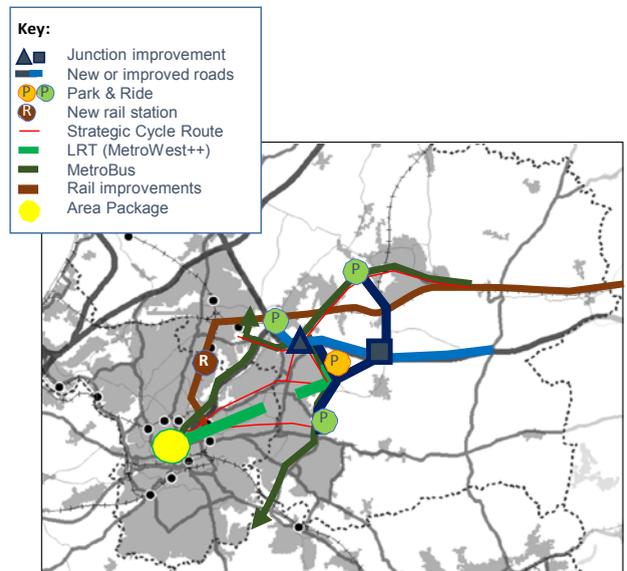


We are also proposing further park and ride sites to serve both Bath and Bristol, and a new road link between the A36 and A46 to the east of Bath, to help tackle congestion in this world heritage city, as well as possible further improvements on the A37 into Bristol from the south.

Yate and the East Fringe to Bristol

The sector of the urban area between the East Fringe and Bristol city centre is not well connected by public transport and experiences substantial traffic congestion, and consequent noise and air pollution problems. The delivery of MetroBus to Emersons Green and the continuing popularity of the Bristol to Bath railway path for cycling and walking will provide some relief but this whole sector has been identified by the study as needing further, significant investment in sustainable transport. The scope of this covers the full range of sustainable modes and looks broadly across the area.

We would like to know your views on what kind of interventions would be most appropriate to deliver this upgrade to sustainable travel between the East Fringe and Bristol city centre.

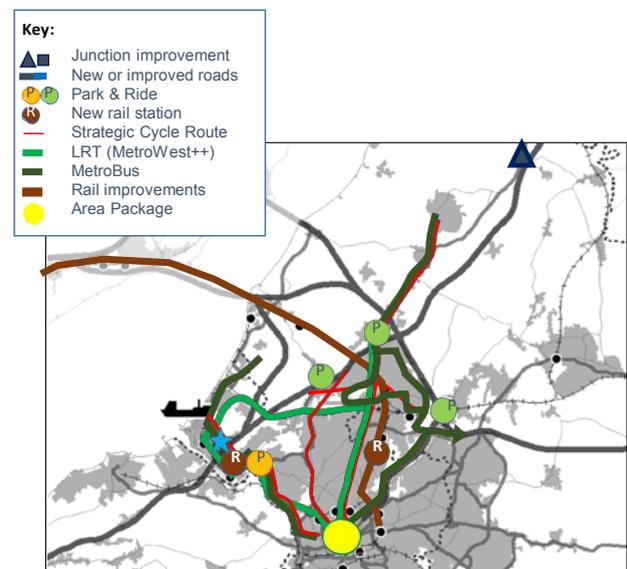


The Yate to Bristol corridor shares many of the issues and solutions for movements between the East Fringe and Bristol. We are proposing a package of highway and public transport schemes including a link to a new junction on the M4 from the A4174 Ring Road (along with smart motorway management), park and ride, a new road north from this junction to Yate, and a MetroBus extension to Yate from Bristol along the A432. The new road to Yate and the MetroBus extension form a package, with road space on the A432 prioritised for public transport and cycling.

North Fringe and Severnside to Bristol

These corridors link major employment and retail centres with the city centre, for both passengers and freight trips. We are proposing to implement rapid transit links, MetroBus extensions to Thornbury and cycling infrastructure, motorway junction improvements and park and ride sites to intercept trips towards Bristol from the local and strategic network, as well as local rail improvements and better rail connections between Bristol and South Wales.

Delivery of rapid transit between north-west Bristol and the city centre will, again, be challenging and require careful management of through traffic movements.



How ambitious should our 'Rapid Transit' proposals be?

Whilst rapid transit can be delivered in the form of a bus-based mode, our ambition on some core routes is for a light rail (tram) mode where the potential is greatest for high passenger numbers. Corridors which have potential for a light rail mode are:

- East Fringe to Bristol city centre;
- North west Bristol to city centre;
- Avonmouth and Henbury loop;
- Bath to Bristol; and
- Airport to Bristol city centre (light rail or heavy rail).

There will be different options between street running and full segregation from road in order to deliver these. Rail-based rapid transit systems are more expensive than bus-based systems, but can be higher quality and achieve a greater level of patronage, particularly from passengers previously using a car to make that journey.

In addition, extensions to the MetroBus network are proposed to Nailsea, Thornbury and Yate, and a consolidation package to build on the benefits of the first MetroBus routes currently under construction will further improve bus lanes and renew signal junctions, particularly in the city centre.

'Tram-train' options (where trams run on railways rather than tram lines for part of their journey) have been investigated as a possible alternative on some of the core corridors highlighted. However, capacity on the rail network will be very constrained following the delivery of our MetroWest schemes, and adding further capacity to enable high frequency tram-train services could be very expensive. We will, however, continue to explore these options where possible.

What is proposed for local rail improvements?

Overall, further service enhancements and new stations are envisaged over and above those being delivered through MetroWest, including better links within the Avonmouth/Sevenside enterprise area. New rolling stock with increased capacity will also be required. Extensions to electrification are also possible. The redevelopment of Temple Meads station, whilst primarily promoting sustainable transport choices for trips to and from the station and surrounding area, also includes the return of rail services into the 'passenger shed' to increase platform capacity.

What is proposed for local bus services and Park and Ride?

Most public transport passengers will be on the local bus network. The structure of the network will need to change to reflect the redevelopment of the Temple Meads Enterprise Zone, refocussing bus services to better serve this area including the Arena, and integrating more closely with better interchanges and rail and rapid transit services.

Local corridor improvements in the form of more bus lanes, new vehicles, better ticketing and information will follow the standard set through MetroBus, and be strongly linked to the growth in urban living within our main urban centres. We are also exploring whether new bus franchising powers or enhanced partnership arrangements that may be available to the authorities could help maximise the value of the network improvements for passengers.

The transport vision has an emphasis on a network of further park and ride sites on the core radial routes into Bristol, Bath and Weston-super-Mare. Further park and ride sites, with a wider network of services, are expected to reduce congestion on main roads and in urban centres, particularly where there are problems with air quality. The approach to Park and Ride is also strongly linked to bus and rapid transit routes, and the growth in urban living in Bristol, Bath and Weston-super-Mare, as it will help intercept car trips from further afield and enable capacity on radial routes to be prioritised for sustainable transport modes.

In addition, a Bristol city centre package aims to create better places and improve the reliability and resilience of the transport network in central Bristol. It includes a range of measures including: enhanced traffic management, increased bus priority, continuous safe cycle routes, and enhancements to the public realm.

What is proposed for strategic routes and freight movements?

The West of England’s strategic transport network is of both national and local importance with significant benefits for trips being made from further afield. We will look to improve these routes including better strategic rail services to a range of locations including Oxford, Birmingham and the South West. We are also keen to improve links to Hinckley Point and north-south road connections, and are working with neighbouring authorities to develop complementary schemes along the A350 corridor to the south coast.

The West of England is a major origin and destination for freight traffic, including Bristol Port. There are high freight volumes on the motorway network and other major routes, and significant increases in van traffic are also forecast. We are looking to tackle congestion which will also benefit freight movements, particularly to and from Bristol Port. We will support the provision of capacity improvements to help facilitate rail freight movements on the strategic network, including those enabled through electrification.

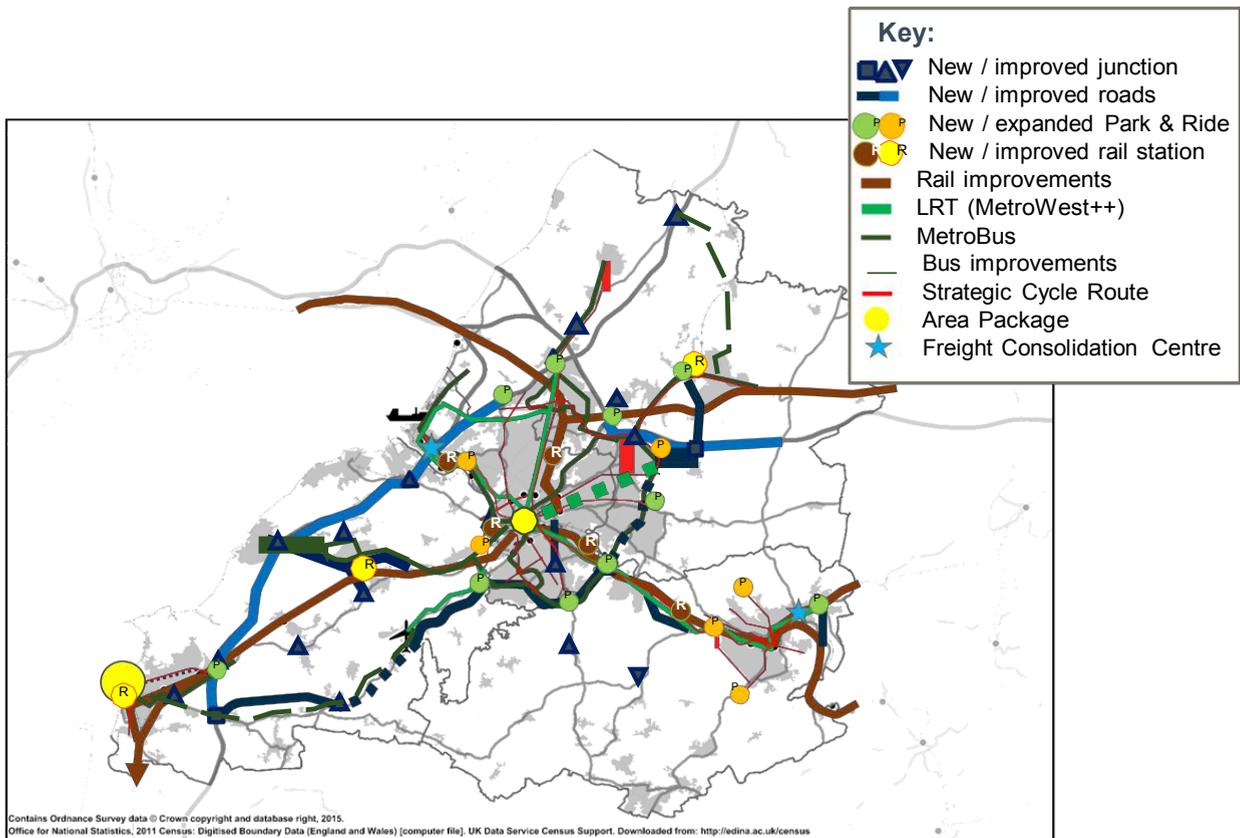
We are proposing to improve routing and management of freight movements in urban areas, with a particular emphasis on air quality, through investing in Freight Consolidation Centres for Bath and Bristol to offload goods outside the cities and transfer them to their destination by low emission or electric vehicles.

What does the Overall Investment Programme look like?

The total package is likely to cost at least twice as much as the West of England councils are currently spending on building transport schemes. The investment programme has a heavy emphasis on sustainable transport modes (incorporating smarter choice and technology changes), as shown in the accompanying breakdown. The link between public transport and complementary highways investment is also very important, as one links with and enables the other.

Walking/cycling	£0.4 billion
MetroBus	£1.0 billion
Light Rapid Transit	£2.5 billion
Rail	£1.0 billion
Highway	£2.6 billion
Total	£7.5 billion

The figure below shows the overall transport vision across all proposed travel modes, as well as those schemes which, whilst not addressing our current challenges, address the impact of the potential development locations outlined in the JSP.



Please note: the above figure is provisional - further testing is being undertaken and further changes may be made as a consequence.

How does this package relate to the Joint Spatial Plan?

We are also asking for views on the draft Joint Spatial Plan (JSP) as part of this joint consultation. The JSP sets out proposals for housing and employment development from 2026 to 2036. Whilst the Transport Vision has a focus on dealing with current challenges on the network as well as supporting long term economic growth, some of the schemes in the package (with a value of around £1.5 billion) also help address the impact of new trips being made to and from the JSP development locations. Subject to the results of the consultation, the councils will carefully plan how to ensure that investment programmes are prioritised, so that new development locations come forward at the same time as the transport schemes which help to address their impacts on the network.

The cost of addressing the transport impact of the JSP will need to be augmented by additional funding (either locally generated or from central government) to deliver the Transport Vision, to improve the performance of the network rather than just to maintain 'business as usual' in the light of housing and employment growth.

How will the Transport Vision be funded?

The West of England has tended to receive less money to spend on transport compared to most core cities in the UK. Our potential funding has increased significantly from what we might expect through our existing funding channels and by our devolution proposals in some areas. We will also be expecting some of the programme to be funded by our partners (including Highways England and Network Rail), as well as contributions from developers. However, our funding requirement is still much higher than that made available to date and we will need to lobby central government to highlight the need for and benefits of the package, both locally and for the national economy and national transport network.

We will also need to explore new funding sources and mechanisms. We need to target funding opportunities as they arise, with projects prioritised through a clear implementation programme, to enable economic growth whilst accommodating trips in a sustainable manner, including links with development locations and people's views expressed during the consultation.

There are opportunities for fiscal incentives and fiscal approaches to demand management to be considered at a local level. It is likely that the package will be more successful (and potentially quicker to deliver) if available funding for the package is boosted by additional revenue streams raised locally such as more extensive car parking charges, or other charging mechanisms. These could also reduce congestion and deliver better use of public transport, walking and cycling modes.

What happens next?

The consultation runs for six weeks until 19th December 2016. We will then take account of your comments and suggestions, and a final report and recommendations will be submitted to council members in Spring 2017. They will then decide how to update the Joint Local Transport Plan to take account of the study recommendations. Simultaneously, we will start the process of lobbying central government, with our strategic partners, to lever in the necessary funds to deliver the Transport Vision.

Questions:

1. Do you think we are seeking the right scale of ambition for the West of England transport vision?

No, strongly disagree no, disagree neither agree or disagree yes, agree yes, strongly agree

2. Do you think we are proposing the right mix of public transport investment (bus, rapid transit, park and ride and train)?

No, strongly disagree no, disagree neither agree or disagree yes, agree yes, strongly agree

3. To what extent do you agree with the principle of diverting non-local traffic, including onto new roads, to accommodate public transport and cycling schemes?

Strongly disagree disagree neither agree or disagree agree strongly agree

4. To what extent do you agree with the concept of a light rail (tram) solution on some rapid transit corridors?

Strongly disagree disagree neither agree or disagree agree strongly agree

5. To what extent do you agree with using fiscal incentives and fiscal demand management at a local level to raise funds to help pay for the transport vision?

Strongly disagree disagree neither agree or disagree agree strongly agree

6. What kind of schemes would be most appropriate to deliver an upgrade to sustainable travel between the East Fringe and Bristol city centre?

.....

7. Are there schemes which you do not agree with in the package?

.....

8. Are there any other schemes you would like to see in the package?

.....

9. If only one element of the strategy could be implemented, what would you choose?

.....

10. Do you have any other comments about the proposed transport vision?

.....

11. What was your main form of transport on your principal journey today?

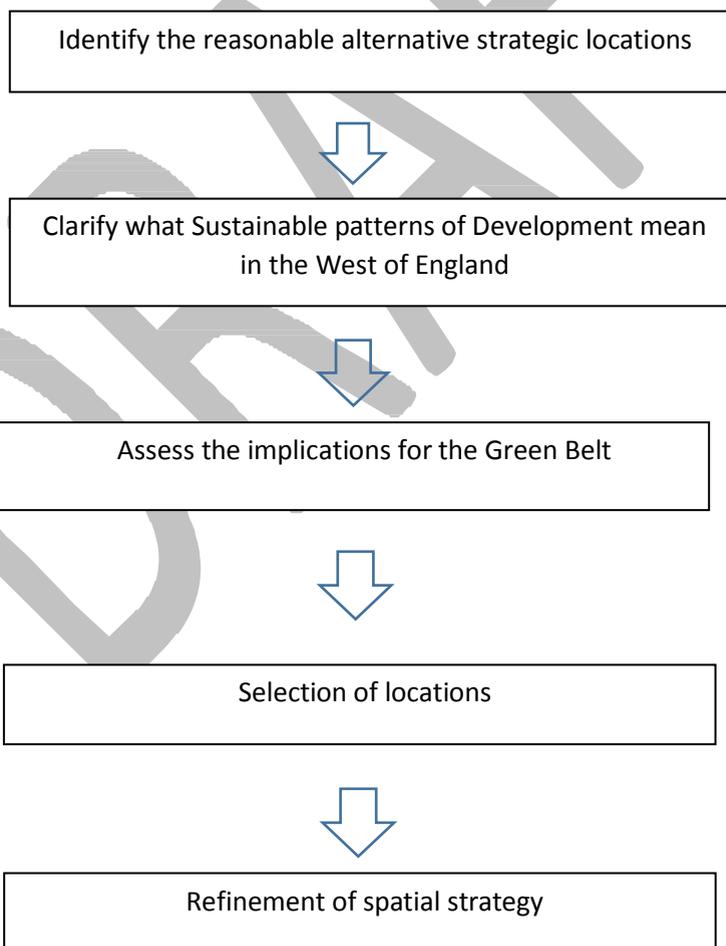
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12. Please provide your post code.

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TOPIC PAPER 1: THE FORMULATION OF THE EMERGING SPATIAL STRATEGY**INTRODUCTION**

1. This paper explains the process undertaken by the West of England Unitary Authorities (UAs) to prepare the November 2016 emerging spatial strategy. Through the application of appropriate planning judgements this has been used to inform the sequential preference of strategic development locations (SDLs) as set out in the Strategy.
2. The Housing Target for the JSP is 105,000 dwellings for the period 2016 to 2036. Of this, around 66,800 is already identified in existing plans. This leaves about 38,200 dwellings to be found through the JSP.
3. In summary the process has involved the following 5 stages:



STAGE 1: IDENTIFY THE REASONABLE ALTERNATIVE STRATEGIC LOCATIONS

4. The 2015 Issues and Options document identified a schedule of strategic locations classified by broad spatial characteristics. This has been refined through further more detailed assessment of the identified locations as well as the consideration of new sites. The key outputs from the evidence base are:
 - a. an understanding of the urban capacity of existing towns and cities (Urban Living)
 - b. a range of Potential Development Areas (PDAs) have been identified. The suitability of these locations has been assessed in a consistent way across the Plan area. This assessment has considered a range of factors including flood risk, landscape, heritage, ecology, physical constraints.
4. An allowance has also been made for 'non-strategic growth' to accommodate on-going housing development in villages and towns which is needed to enable local communities to thrive. This allowance is for up to 1,000 dwellings each for Bath and North East Somerset, North Somerset, and South Gloucestershire, and around 400 for Bristol, totalling 3,400 dwellings. This leaves around 34,800 dwellings to be found via the JSP strategic development locations.
5. The evidence base identifies where there are significant constraints to development which are likely to affect delivery over the plan period. The assumption is that locations with a potential capacity of less than 500 dwellings are not considered to be strategic for the purposes of this plan. Some of the key conclusions emerging from this work are;

Flood risk
6. Significant parts of the plan area are located in low lying areas at risk from flooding. In order to locate development away from areas of highest risk, the plan excludes strategic sites within flood zone 3. (See UA SFRAs) An exceptions tests is required if locations in the flood zone are to be pursued. This has excluded much of Severnside and most locations at Clevedon, Weston Super Mare and Portishead.

Areas of Outstanding Natural Beauty
7. NPPF paras 115-116 states that great weight should be given to conserving landscape and scenic beauty in the Areas of Outstanding Natural Beauty and so no strategic locations have been identified.

Bath World Heritage Site
8. Bath is inscribed by UNESCO as a World Heritage site and this includes the setting of the City. There are no further opportunities for the outward expansion of Bath. These were investigated thoroughly through the preparation of the B&NES Core Strategy and have been reviewed in the context of the JSP. The outward expansion of Bath would have a significantly harmful impact on local, national and international environmental assets such as the World Heritage Site & its setting, the Cotswolds AONB and European Special Areas for Conservation (Bats). The severity of harm

caused by development in these locations would significantly outweigh the benefits. The city is also tightly bound by the Green Belt with most locations playing a very important role in GB terms.

9. The potential locations identified through this stage of the work are listed in Annex 1.

STAGE 2: CLARIFY SUSTAINABLE DEVELOPMENT IN THE WEST OF ENGLAND.

Sustainability Appraisal

10. Local Plans are the key to delivering sustainable development that reflects the vision and aspiration of local communities (NPPF 150). The plan-making process takes into account the Sustainability Appraisal of individual strategic locations, as well as the cumulative impacts of different scenarios, transport modelling, and the responses to the Issues & Options consultation. This has informed the understanding of sustainable patterns of development as this relates to the West of England.
11. The NPPF identifies three dimensions to sustainable development: economic; social and environmental. All three dimensions have been taken into account in the appraisal process and have been considered as mutually dependent as required by the NPPF. Sustainability is closely, but not entirely, related to location. Those locations which reduce the need travel and, where travel is necessary, facilitate travel by walking cycling or public transport, have wide ranging benefits. They facilitate carbon reduction and reduced pollution with associated environmental and health benefits; they encourage active travel modes which benefits health; they help to integrate existing and new communities to facilitate social integration. They have substantial economic benefits with reduced congestion and enable a supply of resident workers in accessible locations.

Strategic Priorities

12. In addition, the strategy needs to deliver the Plan's five overarching priorities in order to respond to the critical issues facing the West of England. The Strategic Priorities are reproduced below and how they respond to the critical issues is set out in Annex 2.
 - a. **Economic:** To accommodate the economic growth objectives of the LEP Strategic Economic Plan and identify sufficient land to meet the economic growth of both existing employment centres such as the Enterprise Zone/Areas and in new locations which will most successfully deliver appropriate scale and type of jobs
 - b. **Social:** To identify a sufficient supply of land meet the full need for housing and ensure that the JSP benefits all sections of the communities, in particular by boosting growth opportunities in the south of the sub-region in order to re-balance the economic benefits between the north and south of the WoE.

- c. **Infrastructure:** To ensure Infrastructure is aligned with development in a timely way and addresses existing challenges and creates capacity for sustainable growth. Strategic development should be in locations which maximise the potential to reduce the need to travel or where travel is necessary, maximise opportunities to travel by sustainable, non-car modes,
 - d. **Environment :** To protect and enhance the sub-region’s diverse and valuable environment and ensure resilience,
 - e. **Green Belt:** Retention of the overall function of the Green Belt as set out in the NPPF.
13. Alongside this, the Joint Transport Study contributes some guiding principles for the preparation of a spatial strategy, from a transport perspective. These are that spatial options should;
 - take account of existing challenges on the transport network.
 - support shaping of an integrated transport system to improve sustainable travel choices, reliability, resilience and connectivity.
 - support development of an inclusive, accessible and affordable transport system.
 - not result in significant increases in traffic on sensitive urban or rural roads that cannot be mitigated through alternatives to the car.
 - if possible, integrate new transport infrastructure as an integral part of new development.
14. Based on the above, the broad spatial implications for the location of strategic growth locations in the West of England are as follows:
 - a. Maximising the sustainable capacity of existing urban areas, ensuring high quality places for existing and new residents
 - b. Development outside the Green Belt in close proximity or well related in sustainable transport terms to existing urban centres, especially to the south west and south east of Bristol and adjoining Weston-s-Mare
 - c. Other sustainable settlements
 - d. If exceptional circumstances exist to alter the Green Belt, to use the most sustainable locations

STAGE 3: ASSESS THE IMPLICATIONS FOR THE GREEN BELT

15. A sizeable proportion (48%) of the West of England is part of the Bristol-Bath Green Belt. This has significant implications for the spatial strategy, particularly reflecting the strategic priority to retain the overall function of the Green Belt. The advice in NPPF para 83 is *“Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. At that time, authorities should consider the Green Belt boundaries having regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period.”*
16. The assessment of strategic locations and transport modelling show that it is not possible to sustainably accommodate all of the identified growth needs entirely outside the Green Belt. Such a strategy would be dependent on some highly unsustainable locations that are very difficult and expensive to mitigate with only sub-optimal solutions. It would also put pressure to locate development in the floodplain.
17. The other option would be to choose not to meet the housing and growth targets under NPPF para 14. However this would result in the identified housing needs of the sub-region being unmet which could have severe social implications, and inhibit economic growth. It is likely to lead to a dispersal of development to locations in adjoining districts which would need to be tested for their sustainability.
18. Therefore, the WoE UAs have come to the conclusion that the exceptional circumstances for altering the GB are demonstrated because of the overwhelming benefits in locating as much of the development as possible to the most sustainable locations and the substantial harm that would be caused on a strategic scale, of not doing so.

STAGE 4: SELECTION OF LOCATIONS

19. Having acknowledged the need to consider locations in the Green Belt, NPPF para 84 provides further advice in identifying locations;

“When drawing up or reviewing Green Belt boundaries local planning authorities should take account of the need to promote sustainable patterns of development. They should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary.”

20. Therefore, in light of the conclusions reached above, in applying this to the local context the spatial hierarchy for accommodating the outstanding 34,800 dwellings at strategic development locations is as follows;

- *urban areas, both inside and beyond the Green Belt boundary*: ie Urban intensification in Bristol, Bath and Weston Super Mare.
- *towns and villages inset within the Green Belt or locations beyond the outer Green Belt boundary*: ie good transport corridors, especially those well related to southern Bristol. (NB some of these include GB land & so exceptional circumstances are included in the paper)
- Other sustainable locations including those well related to Weston-s-Mare
- If GB locations are still required to meet the housing target, prioritise those which are the most sustainable, which deliver the plan’s strategic priorities and best address the Transport guiding principles

A: Urban Living: channelling development at urban areas inside and beyond the Green Belt boundary

21. The urban areas should be the primary focus of the development requirements, but in a way which ensures a high quality of life for existing and new residents. In recent years a high proportion of new homes have been delivered on brownfield land in urban areas. Further urban intensification will need to build on new approaches to urban density, and new thinking about the nature of liveable cities and towns and the trends in the type of accommodation we seek.

22. The evidence shows that, in addition to existing commitments, the urban areas have the capacity to accommodate further growth. Opportunities for maximising the potential of existing land will result from:

- the change of use of non-residential brown field land to residential
- underused land which has potential for residential development
- mechanisms to ensure more certainty over the delivery of large windfall sites.
- Higher densities:
- Reappraisal of allocated sites to increase their potential.

23. This will make a substantial contribution to meeting the JSP housing need as follows;

District	Existing Core Strategy commitments & windfalls post 2026 & 2029	Urban Living	Total
B&NES	10,100	300	10,400
Bristol	20,300	12,000	32,300
SGC	22,400	1,300	23,700
NSC	14,000	1,000	15,000
TOTAL	66,800	14,600	81,400

24. Urban intensification yields a total of 14,600 additional dwellings to find.

B: Development in locations with sustainable access to existing urban areas, including Green Belt inset settlements:

25. There are a number of settlements in the Plan area which meet the requirements of this category, either as settlements excluded from the Green Belt under NPPF para 86 (insets) or locations beyond the outer Green Belt boundary (NPPF para 84). The key requirement is for the settlements to have sustainable access to the urban areas of Bristol, Bath and Weston-S Mare. Locations with sustainable access to southern parts of Bristol and to Weston-super-Mare are a particular priority in light of the 'strategic rebalancing' priority.

26. The underlying objective is to avoid Green Belt locations as far as possible but because some of the most sustainable locations at these places lie partly within the Green Belt and because the exceptional circumstances to alter Green Belt have already been established, these proposals will require the Green Belt to be amended in three locations: Keynsham, Coalpit Heath and Yate/Sodbury.

Nailsea/Backwell (up to 3,600 dwellings)

27. Nailsea/Backwell is located on the outer edge of the Green Belt, physically close to Bristol and with strong economic links but will require transport infrastructure investment such as metrobus to significantly improve connectivity and maximise opportunities for sustainable travel. Nailsea is a town where there is an existing objective to improve the mix and balance of housing and support existing and new services, jobs and facilities. Any growth needs to be carefully integrated to ensure that the existing services and facilities would help support the new development and benefit from the opportunities generated. Development is anticipated to take place generally to the west of Nailsea and Backwell which will bring significant challenges in terms of transport delivery, but avoids the Green Belt and principal flood zone areas.

Keynsham (up to 1,100 dwellings)

28. This location performs well in the Sustainability Appraisal and will also be effective in helping to deliver the Plan's Strategic Priorities, being a town expansion situated on a strategic transport corridor well related to Bath & Bristol. The proximity to central Bristol and its links to Bath provide the opportunity to exploit both existing and potential new sustainable transport infrastructure including conventional bus corridors, Park & Ride, the Bristol to Bath Railway line, the Bristol-Bath cycleway, and future MetroBus or rapid transit. However, any development in this location is dependent on the timely provision of significant new transport measures to enable new growth and to mitigate existing congestion. This includes new road infrastructure where appropriate to serve the potential development area and ease pressure in the town centre.

29. Whilst part of this location lies outside the Green Belt, the majority falls within the Green Belt but there are exceptional circumstances to justify removing the rest of the location from the Green Belt in light of its relative Green Belt performance against other Green Belt locations and its highly sustainable location. Development in this location will need to relate well to the existing settlement and take account the views from the Cotswolds AONB. The capacity of the site is constrained by the floodplain and the need to respect the separate integrity of Keynsham and Saltford.

Yate/Sodbury Strategic Corridor (up to 2,600 dwellings)

30. Strategic Growth would consolidate longer term role as one of the principle market towns in the sub-region benefiting from existing accessibility & service provision as a significant urban centre, particularly area's accessibility by rail. Alongside Coalpit Heath growth would support investment into rail and Metrobus extension along the A432 Badminton Road, improving access to Bristol City Centre, the Bristol North Fringe, Science Park and Emersons Green Enterprise Area. Long-term term phased greenfield development would also support investment in regeneration and the town centres and improving range and type of jobs and help to unlock potential brownfield development at the western gateway. Whilst part of this location lies outside the Green Belt, the majority falls within the Green Belt but there are exceptional circumstances to justify removing the rest of the location from the Green Belt in light of its relative Green Belt performance against other Green Belt locations and its highly sustainable location.

Coalpit Heath (up to 1,500)

31. Coalpit Heath offers close proximity to the Bristol North Fringe, Science Park and Emersons Green Enterprise Area. Strategic development along the A432 Badminton Road, in combination with further growth at Yate / Chipping Sodbury would support investment into rail at Yate and Metrobus. It would also support existing and provide new services / facilities and employment opportunities in the locality. Whilst this location lies within the Green Belt but there are exceptional circumstances to justify removing the rest of the location from the Green Belt in light of its relative Green Belt performance against other Green Belt locations and its highly sustainable location.

Thornbury (up to 600 dwellings)

32. Additional development that consolidates / completes expansion to east of the town, appropriate to continue the revitalisation of the town centre and strengthen local services. Also provides additional opportunity for investment and provision of new local employment and will assist the case for Metrobus to improve access to BNF and Science Park

33. Together, these locations can sustainably provide up to another 9,400 dwellings, totalling 29,400 dwellings, leaving 10,800 to find.

C: Other sustainable settlements outside the Green Belt

Weston-super-Mare: M5 to A38 Transport Corridor (up to 5,400)

34. Whilst being part of the Bristol HMA, Weston-super-Mare is a major urban area with its own travel to work area. Further expansion of the Weston urban area is severely constrained by topography, the AONB, the M5 and the flood plain. One potential opportunity is to expand to the east along the M5 to A38 transport corridor.
35. Development in this general location provides the opportunity to significantly upgrade the transport infrastructure on this corridor as part of an overall objective of improving the A38 south of Bristol and improving connectivity for the Airport. This would target the A38 route to the south of the Airport, improving accessibility for economic development and access to new jobs to the south and east of Bristol. It creates potential improvements to M5 access at Weston, relieves pressure on A370 corridor and addresses long standing community impacts, notably a bypass to alleviate congestion in Banwell. As further growth at Weston is highly constrained by topography, flood plain and significant highway capacity issues, this provides an opportunity to provide future growth to meet Weston's needs, linked to the existing urban area by transport improvements. Significant mitigations including public transport improvements, multi-modal links, park and ride improvements and highway links would need to be delivered in advance to support this location.
36. In line with the Strategic Priority to retain the integrity of the Green Belt, which reflects the national priority to safeguard Green Belts, all sustainable options need to be exhausted before Green Belt locations are selected. Other sustainable non-Green Belt opportunities are outlined below.

Charfield (up to 1,000 dwellings)

37. This provides an opportunity to enhance the sustainability of a key settlement in the north of South Gloucestershire through growth supported by new services, facilities and employment opportunities. Charfield is situated on an existing live railway line. Whilst the station is currently closed any additional housing in this location could support a case for potentially reopening the station and rural bus improvements.. Significant highway infrastructure may also be required. It also assists addressing housing needs in the north of the district.

Buckover Garden Village (up to 2,200 dwellings)

38. An opportunity has recently emerged beyond the Green Belt in South Gloucestershire for a potential new garden village settlement (up to 3000 dwellings) located to the east of Thornbury. This location provides the opportunity to deliver the first locally led garden village for West of England in 21st Century. It could help the case for a step change in public transport to the locality, linking to Metrobus routes to enable access to the major employment centres of North Bristol.

39. Significant highway infrastructure, including the strategic road network (M5), may also be required. It also potentially broadens the range of housing supply in the sub-region via a single ownership with genuinely visionary approach to place making and land value capture. Alongside planned expansion at Charfield it would also provide the opportunity for the local communities in the north of the district to meet housing pressures in a planned sustainable way. Buckover is also a potential growth point for any future Oldbury NNB.

Other locations rejected

40. The other locations in Annex 1 outside the Green Belt are not consider appropriate for strategic growth for the reasons set out in Annex 3.

41. The above locations beyond the outer Green Belt boundary can sustainably provide up to another 8,600 dwellings, leaving 2,200 dwellings still to find.

D: Green Belt locations

42. Therefore, in light of the strong evidence underpinning the most sustainable pattern of development outlined above, it is recognised that consideration needs to be given to Green Belt locations and specifically the case to consider locations in close proximity/well related to existing urban centres. However this needs to be undertaken in the context of the Plan's overall priorities and spatial objectives at set out above.

43. The possible opportunities for strategic growth in the Green Belt are included in Annex 1. The Strategic Priority to focus investment at under-performing parts of City Region to help reduce inequality across the sub-region favours growth in southern Bristol and particularly the locations at south of Whitchurch Village, Ashton Vale and Hicks Gate over those in the north of the urban area

44. It is evident from the Green Belt stage 2 assessments that that part of Ashton Vale that lies within the City boundary and is inside the South Bristol Link Road makes only a limited contribution to the Green Belt compared to other GB locations. This location would accommodate around 400 dwellings and whilst not strategic in size, it could contribute to non-strategic growth within Bristol, see para 4.

45. In comparing the 3 southern potential urban extensions, greater harm would be caused to the Green Belt by the release of Ashton Vale (outside the South Bristol Link road) and Hicks Gate compared to Whitchurch. Furthermore, the cumulative impact of the release of three locations from the Green Belt in this very sensitive part of the Green Belt between Bristol & Keynsham is substantial.

46. Therefore, it is concluded that because of the substantial sub-regional housing need, combined with the relatively sustainable nature of its location, the contribution that could be made to improving sustainable transport options south east of Bristol, as

well as its relative performance in Green Belt terms constitute the exceptional circumstances to justify the release of land south of Whitchurch Village (only) from the Green Belt.

47. However, this location (as with other locations being considered) is only deliverable if substantial new sub-regional and local transport infrastructure is provided, focussing on public transport, including conventional bus service upgrading, new park & ride, and future Metrobus or rapid transit provision. Additional highway capacity would also be needed, to address underlying congestion issues, to provide access to new development and to release space for the public transport improvements. The location's capacity must take into account the need to avoid unacceptable harm to nationally important heritage assets as well as retaining the Green Belt separation of Whitchurch Village from the Bristol Urban area.
48. This location has the capacity to contribute up to 3,500 dwellings to housing land supply which would be sufficient to meet the housing target as well as provide some flexibility/safeguarded land.

STAGE 5 : REFINEMENT OF THE SPATIAL STRATEGY

49. Following public consultation the emerging spatial strategy will be reviewed and refined in light of responses received and any critical new evidence. This will include;
 - a. Confirmation that the overall housing distribution for each UA is deliverable. This includes the provision of **transport infrastructure**,
 - b. Ensuring the availability of a 5 year **housing land supply** (HLS)
 - The need for a Contingency or to consider the scope to safeguard land for the long term under NPPF para 85
 - Comments on alternative locations or strategies being promoted, evidence in relation to housing requirement or economic growth?

Annex 1 list of potential locations assessed

Typology	Location Name
Urban Intensification	Bristol, Bath, North & East Fringe, WSM
Sustainable Transport corridors	Salford, Thornbury, Nailsea/Backwell, Backwell, Keynsham locations, Yate/Sodbury strategic corridor (Yate/ Chipping Sodbury/), <i>Winterbourne, Frampton Cotterell and Coalpit Heath</i> A38 strategic growth Banwell/Churchill
Expansion around Bristol & Bath	Longwell Green, Hambrook, Severnside, Bridge Yate / Oldland Common, Kingswood / Warmley, West of Twerton, Ashton Vale, SE Bristol Hicks Gate, SE Bristol Whitchurch
Other Settlements/locations	Charfield, Buckover Garden Village, Yatton, Long Ashton, Portishead, Easton-in-Gordano, Clutton/Temple Cloud locations, North of M4/M5, Somer Valley Locations (Radstock, Westfield, Mid. Norton, Paulton, Peasedown St John), Pucklechurch, M4 to Shortwood, Congresbury, Olveston, Wickwar, Alveston, Almondsbury / Hortham,

DRAFT

Annex 2: Strategic priorities & critical issues

Critical Issue	Overarching objective
The national housing crisis is a particular problem in the WoE & the NPPF requires that LAs plan positively for development and meet the full needs	1. To identify & meet the full need for housing
The economic prosperity of the WoE should be maintained due to the substantial benefit it brings to the residents, communities & the environment	2. To meet the space needed for new job creation to facilitate strong economic growth as set out in the LEP Strategic Economic Plan
There is significant pressure on infrastructure, especially transport which . inhibits wealth creation and productivity. Current unsustainable patterns of travel are a significant cause of climate change and poor health	3. To ensure a spatial strategy where new development is properly aligned with infrastructure.
The sub-region benefits from a world class environment which brings substantial economic and community benefits and contributes significantly to the quality of life of residents, visitors and businesses.	4. To protect and enhance the sub-region's diverse and valuable environment

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Annex 3: Locations not selected for strategic growth

Yatton	Yatton is a very constrained location in terms of transport, flood risk, ecology and transport. The location was tested through the transport modelling and performed poorly as highway trips would have a disproportionate impact on the network as a result of long distances to all destinations and would require expensive mitigation– river and rail crossing. Surrounded by low lying land at risk of flooding.
Long Ashton	The principal area of potential development to the south is separated from Long Ashton by the railway and is difficult to integrate into the existing settlement because of severance issues. It is a sensitive part of the Green Belt valued by the local community. Long Ashton is relatively close to Bristol, so there is an opportunity to maximise cycling and use of metro bus. There are also existing transport constraints relating to Cumberland Basin congestion and M5 J19.
Portishead	Portishead is a very constrained location in terms of transport, Green Belt, flooding and ecology. Whilst there is opportunity afforded by Portishead line rail re-opening, there are major capacity constraints at M5 J19.
Easton-in-Gordano/Pill	Easton-in-Gordano is a very constrained location in terms of transport, Green Belt, heritage, landscape and ecology. Whilst there is opportunity afforded by the Portishead line rail re-opening, there are major capacity constraints at M5 J19.
Clevedon	Clevedon is very constrained in terms of flood risk to the south and east and topography and landscape to the north. The levels landscape is also particularly sensitive both for its own characteristic value and ecological contribution as well as potential for adverse ecological impacts on the coastal habitat to the south of Clevedon. Any new development to the east of M5 would be physically separated from the existing town. Strategic development was also shown to be quite problematic in transport terms in this location with additional trips on the M5 and contributing to congestion on more localised routes.
NW Saltford	This location does not make the threshold for strategic development location. The location lies within the Green Belt
West & South West Keynsham	This location does not perform well in the Sustainability Appraisal. It would be difficult and costly to mitigate the negative impacts of development in this location. The location lies within the Green Belt
SE Keynsham	This location does not perform well in the Sustainability Appraisal. It would be difficult and costly to mitigate the negative impacts of development in this location. The location lies within the Green Belt
SW Saltford	This location does not perform well in the Sustainability Appraisal. It would be difficult and costly to mitigate the negative impacts of development in this location. The location lies within the Green Belt
Somer Valley locations	The Somer Valley is one of the least sustainable locations in the sub-region for accommodating strategic housing growth. There is already a substantial imbalance in the number of workers who reside in the town and the employment available and this will be exacerbated in light of existing residential commitments. It has also proved difficult to attract new employment to the area and jobs have been steadily eroded over recent years. Therefore, strategic new housing growth will inevitably lead to substantial out commuting. Transport modelling shows that seeking to mitigate this will be

	difficult, costly and only partially effective. The purpose of the new Enterprise Zone is to facilitate employment generation to help mitigate the existing high levels of out-commuting.
Clutton and Temple Cloud	Sites in Clutton & Temple Cloud do not perform well as sustainable locations for accommodating strategic housing growth in the sub-region. The majority of new residents are highly likely to seek to travel by car to work and other activities. Transport modelling shows that seeking to mitigate this will be difficult, costly and only partially effective.
West of Twerton, Bath	Based on the SA the significance impact that development of this scale and this location would have on World Heritage site and its setting has led to this full site not being considered as a reasonable option. The severity of harm caused by development in this location would significantly outweigh the benefits. It would cause significant harm to the setting of the WHS and whilst it is not in the AONB, it is on the edge of Bath and is visually prominent, thereby causing harm to the AONB. As such development would contradict national policy. It also performs very strongly in Green Belt terms. Therefore this location is not suitable for development in the plan period.
SE Bristol Hicks Gate	Whilst this location performs well in the Sustainability Appraisal, and would be effective in helping to deliver the Plan's Strategic Priorities, it lies in a very sensitive part of the Bristol and Bath Green Belt which makes a major contribution to preventing the merger of Bristol and Keynsham.
Ashton Vale	The Green Belt at Ashton Vale (outside the South Bristol Link) makes a major contribution to Green Belt purposes, especially in preventing the merger of Bristol and other settlements. It is an area of attractive countryside and a sensitive landscape in relation to, in particular, Ashton Court and Dundry Hill and has ecological importance. It provides the landscape setting to Bristol and for rural communities within North Somerset and plays a significant role in protecting the countryside from encroachment of development. Protecting high quality environment is a priority of the plan. The location was tested through the transport modelling and performed well in terms of potential accessibility by non-car modes given its proximity to Bristol. There are also existing transport constraints relating to M5 J19.

Draft Urban Living - Maximising the development potential in the urban areas

Introduction

The West of England authorities believe that the most appropriate places to meet the development needs of the future should be within the existing cities and towns; especially on previously developed land. As noted in the Issues and Options document, the four UAs have been undertaking detailed assessment of the potential of existing urban areas to deliver land to meet development needs. The assessments have focused on opportunities within the existing urban areas including Bristol and Weston-Super-Mare as well as examining opportunities within other sizeable urban areas in the West of England.

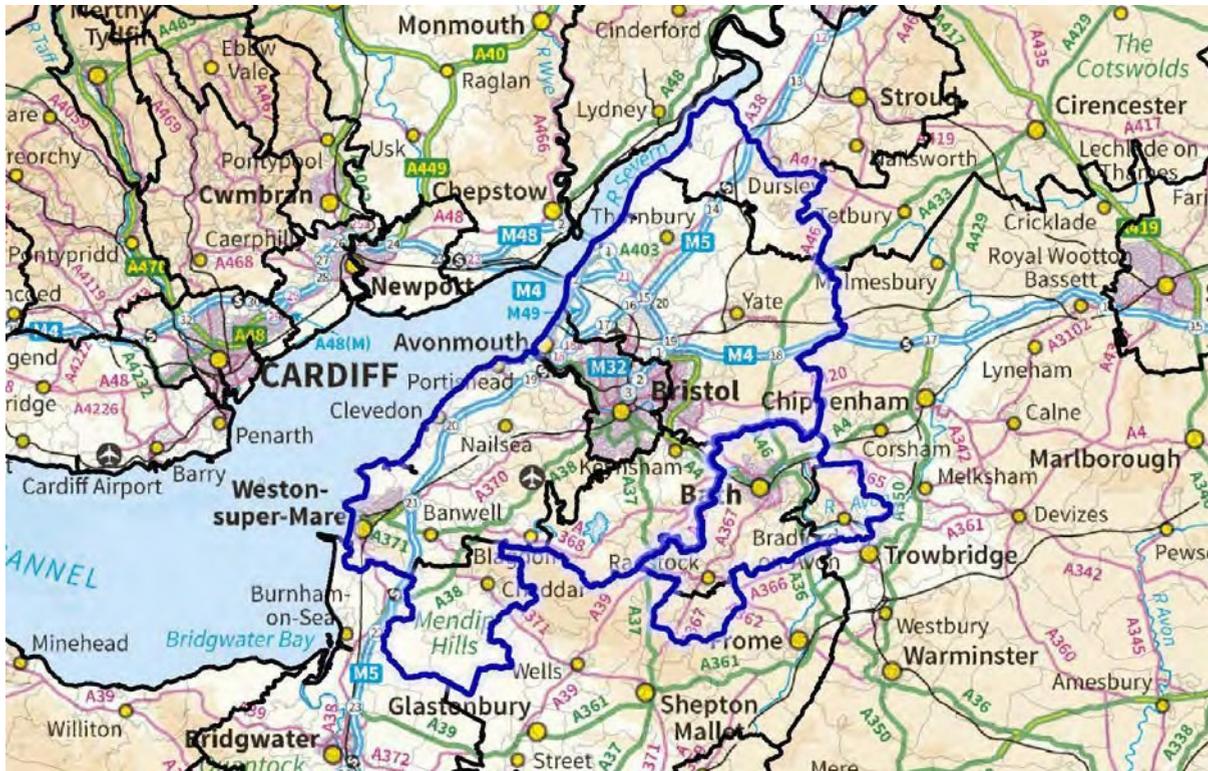
This report provides an update on the work carried out to date to establish the potential of the urban areas of Bristol and the Bristol fringe in South Gloucestershire, Weston-Super-Mare and Bath to deliver additional homes up to 2036.

The paper explains the approach to making the most efficient use of land in these urban areas and how this has been applied in each area. An estimate is set out in the report which indicates the capacity for new homes to be delivered in the city's built up area to 2036.

Assessed housing need

The Wider Bristol Housing Market Area includes the urban area of Bristol (including the communities of the North and East Fringe, the rest of South Gloucestershire, all of North Somerset, the western part of Bath and North East Somerset and small parts of Stroud and Sedgemoor Districts (see figure 1 below). The addendum to the Strategic Housing Market Assessment (July 2016) has identified a housing target covering both the HMA's of at least 105,000 homes, for the period from 2016 to 2036.

Figure 1 W HMAs in the West of England

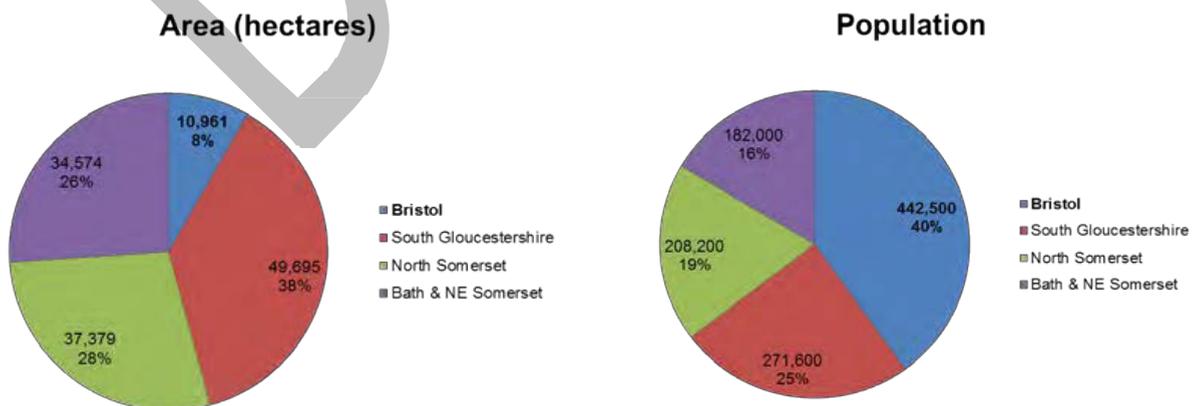


Continued delivery of homes within the urban areas has the potential to contribute substantially to meeting identified needs in the housing market areas.

Bristol City Council

Context

The City of Bristol accounts for 8% of the land area of the West of England whilst containing 40% of the population and existing homes.



The City Council area is mainly built up, with high densities of housing development and a substantial provision of flatted residential development. There are limited areas of open land. Unlike many industrial cities, Bristol does not contain substantial tracts of brownfield land or zones of industrial dereliction which can be considered for housing led regeneration. However, in the last nine years **45% (16,347)** of the new homes delivered in the West of England have been built in the City of Bristol – a rate of 1,800 per annum; see table below:

	Total delivery of homes 2006-2015	Annual average
Bristol	16347	1,800
South Gloucestershire	8129	900
North Somerset	7426	800
Bath and North East Somerset	4350	500

Urban living: approach to efficient use of land in Bristol

The high levels of residential development delivered in Bristol are facilitated by the city's approach of making effective and efficient use of land.

Bristol has a complete up to date local plan coverage for the period to 2026 (Core Strategy, Site Allocations and Development Management Policies; Bristol Central Area Plan adopted 2015). The adopted Bristol Core Strategy includes policies which seek to secure the effective and efficient use of land. These aim to maximise opportunities to re-use previously developed land. A **minimum indicative net density of 50 homes per hectare** is sought. Higher densities of development are sought in and around the city centre; in or close to other centres and along or close to main public transport routes.

Between 2006 and 2015, 96% of all dwellings completed in Bristol were at more than 50 homes per hectare. In the last 10 years the average density of new development on major housing sites has been **100 homes per hectare**; in the city centre development densities averaged over **300 homes per hectare** in the same period. In the same period, 82% of all dwellings completions in Bristol have been for flats.

The policy approaches to securing very efficient use of land have been carried forward into the analysis of potential for new urban sites in Bristol. This is discussed below.

Estimated capacity from Bristol City Council's area

It is estimated that the built up area of the City of Bristol can contribute approximately 32,000 homes (1,615 homes per year). As shown below, this capacity arises from four sources:

Bristol City Council	Capacity
Potential source of housing supply 2016 - 2036	
Existing planning permissions	7055
Existing Local Plan allocations	8464
Unidentified small sites	4800
Urban living potential	12000
Estimated total urban capacity	32319

New 'urban living potential' comprises 12,000 of the capacity for new homes identified above. The approach to estimating the new urban potential in Bristol is explained below.

Urban living potential

As its contribution to the West of England urban living potential assessment, Bristol City Council has undertaken a detailed search for potential development opportunities within the Bristol boundary that do not already benefit from planning permission for residential development, are not allocated and would deliver 10 or more homes. The assessment of urban living potential has had a number of strands:

- A citywide search for potential new brownfield development opportunities;
- Review of land currently reserved for the retention of industrial and warehousing uses;
- Assessment of potential from the conversion or redevelopment of city centre offices which are no longer required for employment uses;
- Review of the potential to increase the capacity of existing Local Plan site allocations;
- Potential for development of any undeveloped land within the urban area.

The urban living potential analysis to date suggests that there continues to be significant capacity for new homes to be delivered within the built up area of Bristol up to 2036. There is potential for 12,000 new homes from new sites that may reasonably be expected to come forward in Bristol over the plan period.

This is shown below:

<i>Source</i>	<i>Potential homes</i>
New brownfield opportunities (city reclaimed land)	6800
Land no longer required for industry/warehousing	1500
Re-use/redevelopment of redundant city centre offices	2100
Uplift of existing local plan site allocations	500
Undeveloped urban land	1100
Total	12000

South Gloucestershire

The district of South Gloucestershire incorporates the urban areas of the North and East Fringes of Bristol, Thornbury, Yate and Chipping Sodbury. Collectively it is anticipated that development on previously developed land in these areas could contribute to this 12,000 figure by delivering approximately 1,000 new homes from sites of 10 dwellings and above.

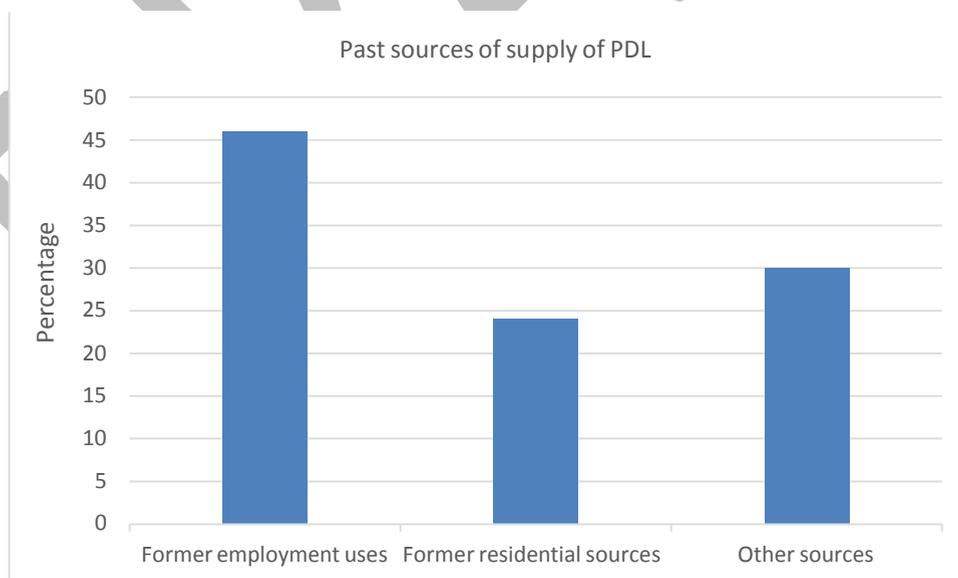
To achieve this outcome a forecasting/ projections based approach has been used. This has assessed whether continued development opportunities exist within urban areas, whether past rates of delivery are capable of being sustained and what sources of supply this land is likely to be generated from, based on the current data sets available.

In applying the projections based approach in accord with paragraph 48 of the NPPF, the objectives have been to:

- a) *To review past delivery rates of development on previously developed land and sources of that land.*
- b) *To review potential future rates of development on previously developed land and the sources of that land,*
- c) *To establish an understanding of what contribution windfall PDL will likely make to overall future completion rates over the next 10-20 years up to 2036 and what type of sites are likely to generate that delivery.*

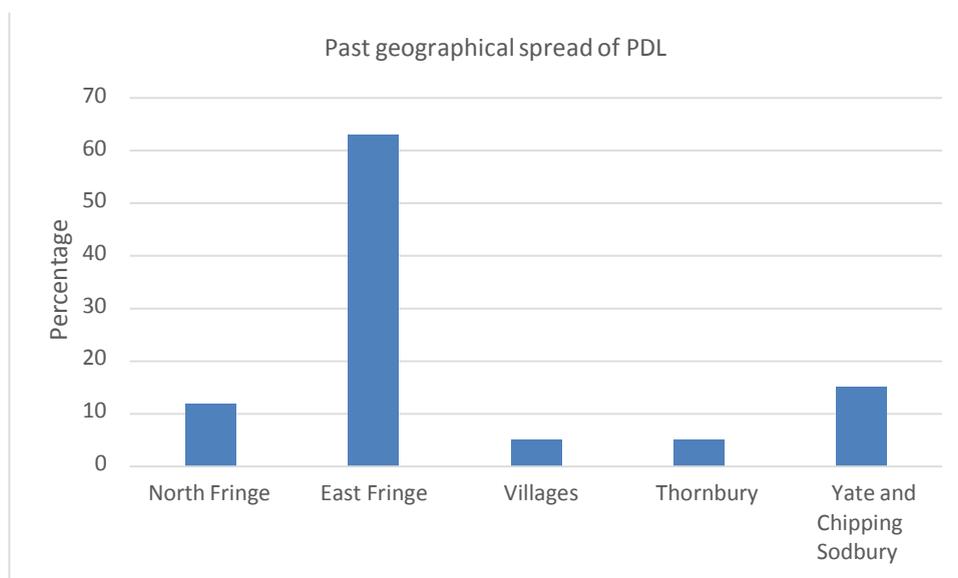
a). Past sources of supply and geographical spread

From the Council’s monitoring of residential development over the past two decades it has been possible to make an informed judgement about what might be expected in the future. In the past 20 years almost **3,000** new homes in South Gloucestershire have been built on previously developed large sites (10+ homes), **an average of 150 dwellings per annum**. Almost half (**46%**) of these completions have been from **former “employment uses”**. Former “residential sources” accounted for 24% of completions, and almost a third (30%) of completions were from “other sources”.



It has also been possible to identify the main areas where development has occurred, to help identify where development might be expected in the future. Past rates have identified that **63%** of development on previously developed land has occurred within the communities of the **Bristol East Fringe**, with the Communities of the North Fringe, Thornbury, Yate/

Chipping Sodbury and the rest of South Gloucestershire, collectively making up the remaining 37% of development on previously developed land.

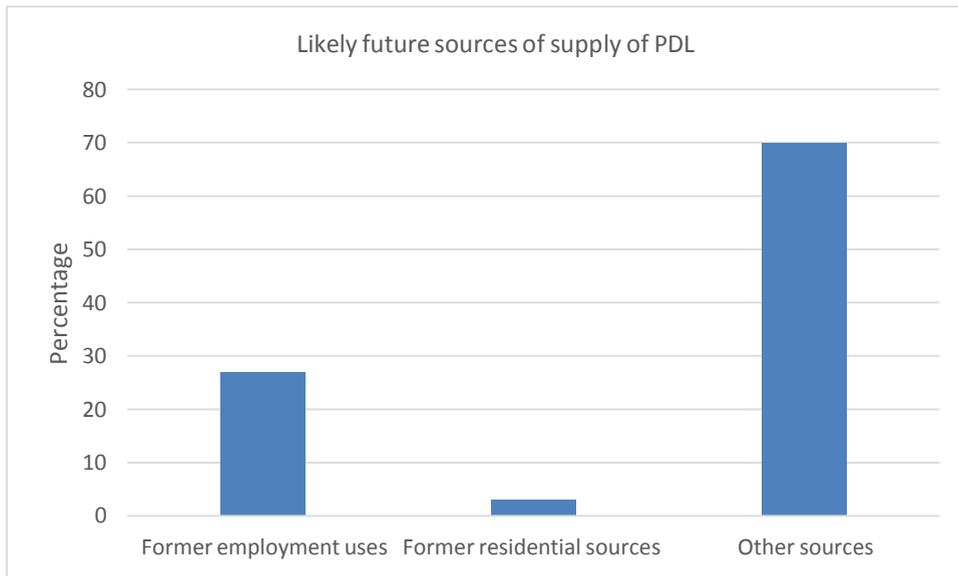


b). Likely future sources of supply and geographical spread

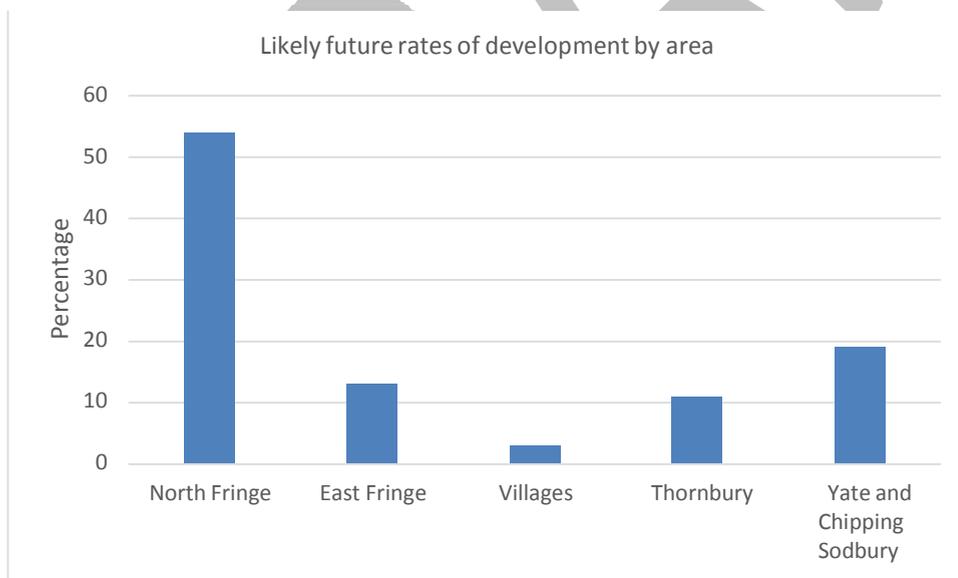
Windfall sites are those not specifically identified as available in the Local Plan process and normally comprise of previously developed sites that have become available. The above analysis has indicated that over the last 20 years windfall sites of over 10 dwellings have resulted in approximately **150 dwellings per year**. To determine the contribution such supply is likely to make in future a variety of data sets have been examined including: new planning permissions granted; current applications pending decisions; sites submitted as part of a call for sites exercise including any subsequent sites submitted as a result of further consultation; and other known sites.

Forecasting analysis indicates that currently there could be potential for at least **1,300 new homes** on a variety of previously developed sites, which based on an annual average could delivery around **65 dwellings per year over the period 2016-2036**. The majority of this supply can be typically divided into the following former land uses:

Source of supply	percentage	Indicative number
Former employment uses; e.g. industrial and storage uses	27	351
Former residential sources, e.g. residential redevelopment sites/garden land	3	39
Other sources, e.g. schools, community buildings, car parks, retail	70	910
Total	100	1,300



Very little new development is likely to come forward from the redevelopment of existing housing. Whilst in the future windfall sites will continue to provide an important element of housing supply, it is unlikely to provide such large numbers of new homes as in the past, as many of the largest sites, particularly on former employment sites have already been developed.

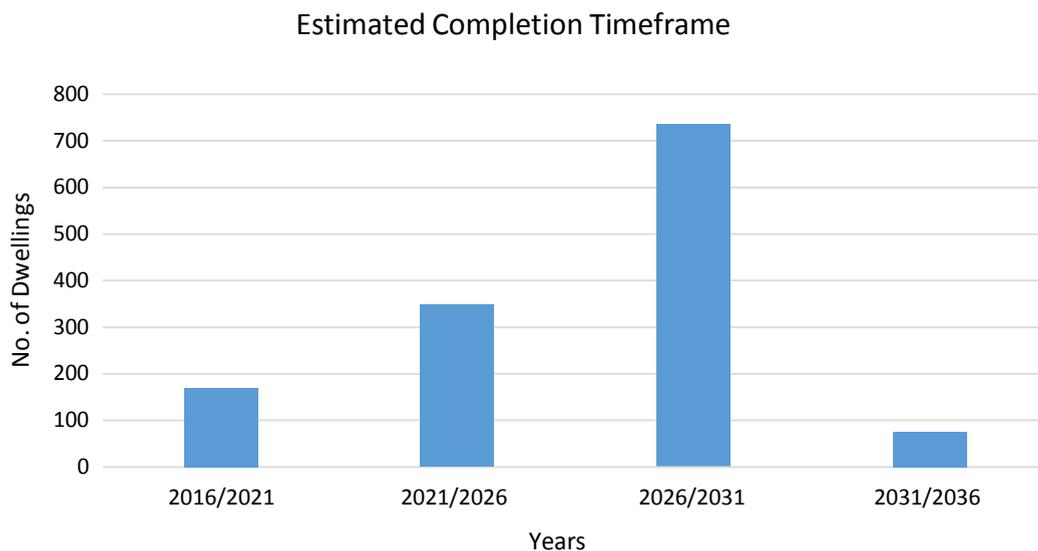


This analysis indicates that from across the Policy Areas, in future years the **Communities of the Bristol North Fringe** could provide the most significant opportunities for the supply of housing units from urban sites, with **over 50%** of capacity from current sites falling within this area. This compares with 12% in the past. **Yate and Chipping Sodbury** could provide the second most significant opportunities with **19%** of capacity on sites falling within this area. The **communities of the Bristol East Fringe** area, whilst in the past providing over 60% of

capacity is unlikely to provide many medium/large redevelopment opportunities in the future, the majority coming from smaller scale urban redevelopment sites.

From the current known sites it is possible to anticipate the likely time horizon of delivery. Whilst this can only be an estimate of when sites are likely to come forward an attempt has been made to broadly group expected development into five year periods. For this purpose sites that have already got planning permission have been assumed to be complete with the first 5 year period. As regards to the other sites, it is more difficult to forecast when these are likely to be complete so for the purpose of this exercise sites have been randomly “spread” over the remaining 15 years.

It can be seen from the graph below that in the next five years around 200 homes could be expected. The majority of new homes could come forward in the ten year period to 2031 with most of these after 2026 coinciding with the end of the Core Strategy period.



Conclusions

A snap shot assessment of development potential as at April 2016 identified that in the region of 1,300 dwellings are likely to come forward through wind fall sites on previously developed land (See South Gloucestershire SHLAA sites for further details)

Bath and North East Somerset – Bath

Bath is relatively small city with a population of around 90,000 residents. It is distinctive in the range and significance of its environmental assets in particular UNESCO World Heritage Site, has an extensive Conservation Area, is surrounded three sides by the Cotswolds AONB. This severely affects the amount of land available for redevelopment in the City and the nature of development appropriate.

The work on the B&NES Core Strategy entailed an intensive assessment of development opportunities and the B&NES core strategy plans for 5,320 dwellings to be built in Bath before 2029, with 90% of identified sites of 10 or more dwellings being on brownfield land. In light of the fact that Brownfield sites were maximised, some of Bath's housing need had to be met in adjoining settlements and warranted the need to remove land from the Green Belt on the edge of the City. Therefore further opportunities to maximise the urban potential of Bath are extremely limited

City of Bath Potential source of housing supply 2016 - 2036	Capacity
Existing planning permissions	4000
Existing Local Plan allocations	1000
Unidentified small sites	400
Estimated existing urban capacity	5,700

However, further work has been undertaken as part of the preparation of the JSP. This has entailed a review of land and buildings in Bath in seeking to identify further resources of supply for new housing. These are sites that do not already benefit from planning permission for residential development, are not allocated and would deliver 10 or more homes. This is in addition to the housing supply identified to meet the B&NES Core Strategy planned housing growth in Bath which at 2016 stood at 6,600 dwellings.

Small windfall sites (less than 10 dwellings) are addressed separately which includes an assessment of the likely yield from bringing empty properties back into use. This amounts to around 300 dwellings as shown in the table below.

Source	Potential homes
New brownfield sites (not already identified)	110
Existing housing estates and garage blocks	55
Reappraisal of previously discounted SHLAA sites, including Industrial Sites	130
Change of use from offices	14
Uplift of existing site allocations capacity	0
Total	309

North Somerset – Weston-super-Mare

Summary of methodology

The methodology applied in North Somerset to identify potential is based on a review of existing land availability information, consideration of the role and potential of broad locations, and the potential contribution from increased delivery as a result of the greater incentives and interventions to support urban regeneration including greater plan-led intervention.

This assessment is not a Housing and Economic Land Availability Assessment though it draws on the outputs of the 2014 HELAA. It is anticipated that a revised HELAA will be produced in due course to support Local Plan allocations for housing.

The approach taken is therefore targeted at providing a broad understanding of the potential opportunities to increase urban living potential and setting the context for further investigation. This is considered to be a proportionate approach to fit the strategic nature of the JSP.

This approach draws on the latest survey of land opportunities in Weston-Super-Mare and also identifies locations that can be explored further where there may be strategic opportunities for housing e.g. focussed around transport hubs and retail centres.

The sites considered are not currently committed, and therefore, do not form part of the baseline supply (the 66,000 dwellings). These sites were previously identified as having some development potential through the North Somerset 2014 HELAA and the Council will be reviewing this study and all of the sites to inform the plan making process.

The focus for increased urban living potential in WSM will be on the town centre, where there are proposals emerging for regeneration. This is backed by increased involvement from the Homes and Communities Agency that should support the delivery of key sites in the town centre.

Review of the findings

Overall the assessment has identified an increase in urban living potential capacity of 1,850 dwellings at Weston-super-Mare). This comprises the following elements:

- 1,165 dwellings at WSM on specific identified sites from the 2014 HELAA,
- 500 dwellings on broad locations (subject to further investigation);
- 185 additional dwellings delivered through increase policy intervention to encourage urban living¹

Specific identified sites from the 2014 HELAA

A total potential capacity of 1,165 dwellings at Weston-super-Mare is identified through a review of existing information on land availability. Similarly a potential capacity of 117 is identified from the same source for Clevedon, Nailsea, and Portishead.

¹ Note: this figure is only intended to serve as a scenario to indicate increased provision from small sites over the plan period stimulated by increased intervention to support urban living. It should be subject to further investigation but is expected to be on the lower side of potential.

In the main these sites are large (greater than 10 dwellings). Whilst it is unlikely that all of the identified sites would come forward as allocations, and others not in the list will, it is useful to compare the total with historic annual large site windfalls in the town to provide an overall sense check on the scale of potential.

The **1,165 dwellings** would likely emerge from 2021 onwards, averaging around 78 dwellings per annum (2021 to 2036), with the vast majority being on large sites. This compares with an actual delivery of 2024 dwellings on large sites in the WSM urban area alone between 2006 and 2015, averaging 225 dwellings per year. This shows that the scale of potential at least, is in line with historic large site delivery trends.

The sites considered will go on to be reviewed through a site allocations process in due course. For the purposes of this assessment, there is no suggestion that they would all be progressed however the scale of sites identified, coupled with the historic completions indicates that it would be feasible to secure around **1,000** dwellings up to 2036.

It is recommended that the suitability to accommodate this level of change in the urban area plus any required mitigation and infrastructure investment, is explored through the SA process and other testing.

Broad Locations

A potential dwelling capacity has not been specifically attributed to individual broad locations however the yield could be significant. A notional **500** is included to be subject to further investigation, and a range of broad locations have been identified based on the principle of setting a walkable catchment around centres of activity and through the identification of a range of indicative locations where a strategic approach to delivery could be explored. It is generally expected that such potential would likely be delivered during the later stages of the JSP plan period due to the additional plan making processes required to bring forward such potential and the longer lead-in times. It is recommended that further work to explore such opportunities is considered through the future North Somerset HELAA to support local policy and site allocations in the context of the JSP.

Additional small-site windfall

The greater focus on delivering housing in urban areas has the potential to translate to increased delivery of dwellings on small site windfalls brought forward in accordance with the Development Plan. The position set out in the baseline *Housing Capacity Evidence Paper* (November 2015) is that the prevailing trends are expected to continue. Therefore the additional potential of up to **185 dwellings** (2021 to 2036²) can be considered a trend+ but is not assumed within the baseline supply position.

How does the potential capacity from this study relate to the baseline supply position?

The potential identified here is in addition to the housing supply set out in the *Housing Capacity Evidence Paper* (November 2015), though there is likely to be some cross-over in

² Allowing the initial 5 years of the plan period to reflect trend recognising that it will take time for policies and other influences to take effect.

their delivery.

Potential increase in urban living capacity across the West of England

In summary, the ongoing review of potential increase in dwellings in the main urban areas across the West of England has indicated that there is potential for the delivery of an additional 14,609 units.

Urban potential source of housing supply 2016 - 2036	Additional dwellings
Bristol	12,000
South Gloucestershire	1,300
North Somerset	1,000
B&NES	309
Estimated total urban potential	14,609

The early development of a number of these sites is likely to require prioritised investment and intervention from the public sector. This is the subject of further research and assessment.

Details of the approach to assessing urban living potential are included at **Appendix 1**.

The assessment will form part of the evidence base for the Joint Spatial Plan. It is expected that the assessment will be published alongside the draft Joint Spatial Plan when it is made available for public consultation in the Autumn.

Appendix 1 – Details of urban living potential assessment – Bristol City Council

New brownfield opportunities - city reclaimed land

The citywide search for brownfield sites, dubbed 'city reclaimed land', focused in and around the 47 Local Plan designated town, district and local centres, transport hubs and transport corridors. Existing mapped and photographic information was used to identify areas of underused land or buildings. Other sources of sites in locations across the city were also considered, such as land around local authority high rise housing or sites previously considered for local plan site allocations but not taken forward at the time.

Each of the sites was ascribed a potential capacity for development based on a set of density assumptions (ranging from **65dph** in suburban locations to **200dph** in the city centre). They were then analysed against key constraints (e.g. the presence of listed buildings, high flood risk or the amount of the site likely to be required for infrastructure) to make the capacity assumptions more realistic.

Consideration was given to the likelihood of each site coming forward for residential development. The more likely sites have contributed to the capacity set out in this briefing. Sites that were not considered likely to come forward (e.g. under-utilised land in existing uses such as supermarket car parks) were also recorded but do not contribute to the overall estimated capacity as they were not considered likely to come forward for development over the plan period.

Principal Industrial and Warehousing Areas

The Bristol Local Plans' designated Principal Industrial and Warehousing Areas (PIWAs) were reviewed through a process of site visits. Officers assessed the condition and occupancy of land and buildings to identify whether they were likely to continue to be designated as a PIWA at the next Local Plan review.

Sites identified for potential change from the PIWA designation were ascribed capacities and analysed for constraints following the city reclaimed land method. The sites considered more likely to come forward for development during the plan period have contributed to the identified.

City centre offices

For city centre offices, a different method was used to reflect the fact that the conversion of offices to residential currently benefits from a simplified 'prior approval' regime under the General Permitted Development Order and does not require planning permission. Recent prior approvals were analysed to identify an average density per floor of 100dph. This average density was then applied to the remaining supply of large city centre office buildings considered likely to come forward for conversion by reason of their location, condition and/or occupancy.

Uplift of existing local plan site allocations

Existing local plan site allocations have been reviewed to see if higher density forms of development could be considered. The potential from this source is limited as sites were subject to detailed consideration during local plan preparation. Capacities for the sites were identified through a process of public consultation and examination by a planning inspector. The stated capacities are already subject to the density policies in the Bristol Core Strategy and its approach to making efficient and effective use of land. However, there may be some opportunity on the larger allocations for securing housing numbers higher than identified

capacities. An estimate of an additional 500 homes has been made.

A similar review may form part of the urban potential assessments being undertaken by the other unitary authorities.

Undeveloped urban land

There is a limited proportion of undeveloped land in the city which is mainly built up.

The review is ongoing, but an initial desktop assessment of any undeveloped land identified a small number of sites which may not be need to be retained for open uses. These have been initially assessed for their suitability for residential development. These locations have been ascribed capacities and analysed for constraints following the city reclaimed land method.

Viability assessment

The urban living potential assessment is on-going. Consultants have been commissioned to provide information on the viability of sites for residential development. This will assist in determining whether sites considered to have capacity for residential development are likely to prove to be viable development opportunities. This will enable a more detailed determination which sites are likely to contribute to housing deliver over the plan period.

Small unidentified sites

In assessing future capacity for development an allowance is made for deliver from small unidentified sites. These are developments fewer than 10 dwellings and include small conversion schemes. There has been consistent delivery from this source over many years and the trend is expected to continue. 300 homes per year are projected from this source. The estimate was included in the housing figures stated in the Joint Spatial Plan Issues and Options document.

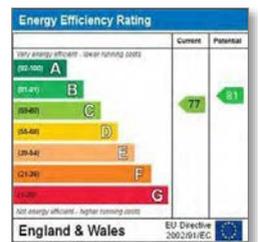
September 2016



West of England Housing Target

The basis for the Housing Requirement
in the Joint Spatial Plan

DRAFT: September 2016





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West of England Housing Target

The basis for the Housing Requirement in the Joint Spatial Plan

1. Opinion Research Services (ORS) was commissioned by the local authorities in the West of England (Bath and North East Somerset, Bristol, North Somerset and South Gloucestershire) to further develop the evidence in order to establish the overall housing target for the area over the 20-year period 2016-36 to inform the housing target for the Joint Spatial Plan (JSP).
2. The Wider Bristol SHMA was published in June 2015 and this identified an Objectively Assessed Need (OAN) of 85,000 dwellings for the Wider Bristol housing market area (HMA): the combined area of Bristol, North Somerset and South Gloucestershire. The OAN identified covered the 20-year period 2016-36 and was consulted upon as part of the evidence base for the JSP.
3. The consultation feedback received about the SHMA and the associated OAN for Wider Bristol HMA was all considered by the local authorities, and the issues raised were discussed with ORS. There was also a sequence of clarification meetings with objectors who provided their own alternative housing need assessments.
4. The local authorities want to ensure that the JSP housing target will provide for the right number of new homes in the West of England and they are keen to minimise the extent of any disagreement at the forthcoming JSP Examination. Therefore, having considered the feedback received, the local authorities have decided to further develop the evidence base. This seeks to respond to the concerns raised where appropriate and also ensures that the housing target takes account of all housing requirements, including those not captured by the identified OAN, as required by the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG). In summary:
 - » The Bath SHMA has been updated to establish the OAN for Bath HMA over the period 2016-36 based on assumptions that are fully consistent with the Wider Bristol SHMA, so the evidence is now fully aligned and provides spatial coverage across the West of England for the entire JSP period;
 - » The household projections in the Wider Bristol SHMA and the Bath SHMA have been reviewed in the context of other projections to ensure that they provide a reasonable demographic baseline;
 - » The LEP has commissioned Oxford Economics to update the economic forecasts to a 2015 base date to ensure that the alignment between jobs and workers is based on up-to-date information and provide a “policy off” basis on which to consider the balance between growth in Wider Bristol HMA and Bath HMA;
 - » The proposed responses to market signals in establishing OAN for Wider Bristol HMA and Bath HMA have been reviewed in the context of the feedback received and recent Inspectors’ decisions;
 - » The way in which housing backlog was considered and changes over the period 2012-16 were dealt with by the SHMAs has been reconsidered;
 - » The impact of assumptions about older persons living in care, existing housing likely to be vacated and the way in which housing for older people (including residential institutions in Use Class C2) is to be counted, have been factored into the housing target; and
 - » The justification for a further increase in the total housing figure included in the JSP in order to help deliver the affordable housing needed has been considered.

Summary of Objectively Assessed Need

5. The table below sets out the process for establishing objectively assessed need that was used for the Wider Bristol SHMA (June 2015) and Bath SHMA (June 2016). Both studies establish OAN for the 20-year period 2016-36; the household projections have a base date of 2012 and both studies are based on the same methodology and use the same underlying datasets with fully consistent assumptions to ensure that the results are directly comparable.

Figure 1: Full Objectively Assessed Need for Housing across the West of England 2016-36

Stage	Wider Bristol HMA	Bath HMA	TOTAL
HOUSEHOLDS			
Demographic starting point CLG household projections 2016-36	78,538	9,324	87,862
Adjustment for local demographic factors and migration trends 10-year migration trend	-2,734	-350	-3,084
Baseline household projections taking account of local circumstances	75,804	8,974	84,778
DWELLINGS			
Allowance for transactional vacancies and second homes Based on dwellings without a usually resident household	2,674	341	3,015
Housing need based on household projections taking account of local circumstances	78,478	9,315	87,793
Adjustment for suppressed household formation rates Concealed families and homeless households with allowance for vacancies and second homes	1,421 + 50 = 1,471	113 + 4 = 117	1,588
Baseline housing need based on demographic projections	79,949	9,432	89,381
Further adjustments needed...			
In response to balancing jobs and workers Additional dwellings to ensure alignment between planned jobs growth and projected growth in workers	0	+3,263	+3,263
In response to market signals Dwellings needed (in addition to the adjustment for concealed families and homeless households) to deliver the overall percentage uplift proposed	7.5% x 78,478 = 5,886 5,886 - 1,471 = +4,415	15% x 9,315 = 1,397 1,397 - 117 = +1,280	+5,695
In response to backlog of housing provision between projection and Plan base dates 2012-16	+4,019	-1,201	+2,818
Combined impact of the identified adjustments	+4,415	+2,242	+6,657
Full Objectively Assessed Need for Housing 2016-36	84,364	11,674	96,038

6. Based on the above assessments, the SHMAs concluded that the Full Objective Assessed Need for Housing in the Wider Bristol HMA to be 85,000 dwellings and in the Bath HMA to be 11,700 dwellings, both over the 20-year JSP period 2016-36.
7. On this basis, the Full Objective Assessed Need for Housing across the whole of the West of England would be 96,700 dwellings over the 20-year JSP period 2016-36.
8. However, prior to establishing the West of England housing target, we will review the key assumptions on which the assessments of OAN in each HMA are based in the context of the consultation feedback received.

Reviewing the Household Projections

9. Consultation responses emphasised the need to confirm that the household projections were reasonable in the context of other projections for the area. The SHMA household projections used 10-year migration trends over the period 2001-11, which were based on Census data. This approach was supported by the Inspector examining the current BANES Core Strategy. The same approach has also been consistently supported by Inspectors elsewhere.
10. Across the West of England, the SHMA projections identify a growth of 84,800 households over the 20-year period 2016-36. This projection is broadly consistent with the CLG 2012-based and 2014-based projections for the same period, which identify a growth of 87,900 and 88,200 households respectively. These projections are based on the ONS 2012-based and 2014-based sub-national population projections, which use 5-year migration trends from the periods 2007-12 and 2009-14.
11. Both the SHMA projection and the recent CLG projections are notably lower than previous CLG 2008-based household projections, which identified a growth of 191,000 households over the 25-year period 2008-33. This is equivalent to an average of 7,640 households per year, which is 73% higher than the annual average from the 2014-based projections; but the 2008-based projection was based on the ONS 2008-based sub-national population projections which are no longer credible. The migration trends used to inform the 2008-based projection were based on ONS Mid-Year Estimates (MYE) which were inaccurate and have since been superseded (as the 2011 Census identified they were overstating population growth) and the trend period also included anomalous data for Bristol city, as discussed in the Wider Bristol SHMA report.
12. The CLG 2014-based household projections are based on the ONS 2014-based sub-national population projections, and projected population growth over the 20-year period 2016-36 is 8% higher in the 2014-based population projections than it was in the 2012-based projections. Despite this 8% difference in growth between the population projections, the CLG 2014-based household projections are less than 1% higher than the 2012-based projections for the same period. This is due to the 2014-based projections showing a lower rate of decline in average household size than the 2012-based data, which will have an impact on the SHMA household projections.
13. It is also important to recognise that all of the CLG household projections are based on short-term migration trends, and there is a now widespread acceptance that the planning for long-term housing provision demands an approach based on more stable, longer term migration trends. Considering 10-year migration trends, the SHMA baseline assumptions were based on annual net migration of 3,940 persons to Wider Bristol HMA and 550 persons to Bath HMA based on the period 2001-11. ONS MYE are now available for the period to mid-2015, and data for the most recent 10-year period 2005-15 shows a relatively stable average for Wider Bristol HMA at 4,030 migrant persons per year; however, the average for Bath HMA has more than doubled to 1,180 migrant persons per year.
14. The latest MYE data was reviewed by the Bath SHMA, which identified that administrative data sources suggested growth was being overestimated by over 900 persons each year from 2011-14. Adjusting for this likely overestimate would reduce the latest 10-year average to around 810 migrant persons per year – so higher than the 2001-11 trend, but far lower than implied by the raw data. We should therefore be cautious about these latest CLG projections, especially for the Bath HMA.
15. Taking account of the identified data quality issues, the latest 10-year average suggests that annual net migration to the West of England is around 4,840 persons compared to the baseline of 4,490 persons assumed by the SHMA projections. It would therefore seem reasonable to marginally increase the SHMA

household projections to take account of this difference, and assume an additional 350 persons would be gained annually due to net migration. As the SHMA projections identify that the West of England population will be around 1.28 million persons by 2036, a further 350 persons each year over the 24-year projection period 2012-36 would increase this to nearly 1.29 million persons.

16. The population data from the Oxford Economics 2013-based economic forecast that was used to establish the LEP jobs target identified a population of 1.20 million persons would be needed to sustain the medium high scenario; so the SHMA projection is notably higher than this. The SHMA population is also higher than the 1.27 million persons identified by the medium high scenario from the 2015-based forecast; and consistent with the population increase of 1.29 million identified by the high scenario from this latest forecast. On this basis, the economic forecasts confirm that the SHMA population projection is reasonable and the forecasts do not provide any justification for a higher population growth.
17. In terms of the alternative assessments of housing need that were prepared as part of the feedback to the consultation:
 - » Barton Willmore: this assessment projected that the West of England population would increase by 201,100 persons over the 20-year period 2016-36, reaching a total of 1.33 million persons by 2036; however, this was based on implausible mortality rates and the entire projection lacks credibility;
 - » NLP: the demographic projection for this assessment showed the West of England population increasing by 261,000 persons over the 20-year period 2016-36 (including an increase of 227,600 persons in Wider Bristol HMA), reaching a total of 1.38 million persons by 2036; however, this took no account of underlying data quality issues and the projections fail to reflect past trends;
 - » Business West: this assessment prepared by Professor Glen Bramley is based on a fundamentally different approach, which doesn't include a demographic-led projection.
18. Given the problems identified with the population projections prepared by both Barton Willmore and NLP, the associated household projections do not provide any basis for comparison. However, whilst the assessment prepared by Professor Glen Bramley is somewhat unorthodox in its approach when compared to the SHMA and the PPG advice, it gives an interesting alternative perspective – but as this analysis is fundamentally based on future economic growth, it has been considered further in the context of aligning jobs and workers.
19. In summary, we can therefore conclude that:
 - » The SHMA projection is broadly comparable to the CLG 2012-based and 2014-based projections; and whilst all are lower than the 2008-based projection, the 2008-based figures are based on demonstrably inaccurate population data. Furthermore, all of the CLG projections use short-term migration trends which are unsuitable for planning long-term housing provision;
 - » Long-term migration trends remain broadly consistent with those assumed by the SHMA; although there have been some increases (particularly in Bath HMA) and this could add around 350 persons each year to the projected population;
 - » Alongside the changes to migration, there are also changes to average household sizes to consider;
 - » None of the alternative assessments of housing need provide a basis for comparison; however
 - » The SHMA projection is fundamentally consistent with the Oxford Economics economic forecasts in terms of the underlying population growth.

20. Having considered all of the evidence, we would conclude that the SHMA projections are reasonable but would propose that the housing target should factor in an uplift to take account of the marginal change to net migration in Wider Bristol HMA and the more notable change in Bath HMA:
- » **Wider Bristol:** increasing annual net migration by 90 persons would yield an extra 1,800 persons over a 20-year period; this would equate to around 800 households based on the average household size of 2.24 persons that is projected for Wider Bristol HMA in 2036; and
 - » **Bath:** increasing annual net migration by 260 persons would yield an extra 5,200 persons over a 20-year period; this would equate to around 2,300 households based on the average household size of 2.26 persons that is projected for Bath HMA in 2036.
21. In establishing the housing target, it is also appropriate to consider the likely impact of the changes to the projected average number of persons in each household on the SHMA projections:
- » **Wider Bristol:** whilst the 2012-based household projections identified that average household size would reduce from 2.31 persons in 2016 to 2.24 by 2036 (a fall of 0.07 persons), the 2014-based projections identify that the reduction will probably be less than 0.05 persons over the same period; preliminary analysis of the underlying data suggests that this is likely to reduce projected household growth by around 2,000 households for Wider Bristol HMA over the 20-year period 2016-36; and
 - » **Bath:** whilst the 2012-based household projections identified that average household size would reduce from 2.32 persons in 2016 to 2.26 by 2036 (a fall of 0.06 persons), the 2014-based projections identify that the reduction will probably be around 0.04 persons over the same period; preliminary analysis of the underlying data suggests that this is likely to reduce projected household growth by around 500 households for Bath HMA over the 20-year period 2016-36.
22. Considering the combined impact of these two factors, we would anticipate the household projection for Wider Bristol HMA to reduce by around 1,200 households and the household projection for Bath HMA to increase by around 1,800 households when the latest data is factored into the analysis.
23. These are not precise calculations and they do not capture all of the possible changes (for example, changes to births and deaths associated with these additional migrants); however, they provide a reasonable estimate of the likely scale of the adjustments that will need to be incorporated within the next full update of the SHMA evidence, which is planned for Summer 2017 in advance of the JSP Examination.

Aligning Jobs and Workers

24. The assumed jobs growth was an input to the SHMA and was based on Oxford Economics 2013-based forecasts of economic growth for the West of England, applying a small uplift to the medium-high scenario such that it was consistent with the LEP target for 95,000 extra jobs over the 20-year period 2010-30. On this basis, a growth of 84,400 jobs was assumed for the 20-year period 2016-36 (74,300 in the Wider Bristol HMA; 10,100 in the Bath HMA).
- » The **Wider Bristol SHMA** concluded that sufficient workers would be available to meet this level of growth, but a surplus of workers was identified for the period 2012-16 which offset a shortfall for the period 2016-36.
 - » The **Bath SHMA** identified the need for a substantial uplift to the OAN to avoid imposing any change to commuting rates – but noted that the circularity in assumptions between the two SHMAs meant that this was implicitly based on a policy-led jobs target.

25. The LEP has updated the economic forecast information available, and the Oxford Economics 2015-based medium-high scenario (with the same small uplift of 1.1%) identified a growth of 82,500 jobs across the West of England over the 20-year period 2016-36. The detailed assumptions on employment rates and the broad demographic structure of the population are also consistent between the SHMA and the updated Oxford Economics 2015-based medium-high scenario. Whilst the total growth is marginally lower than the level of jobs growth that was assumed for the SHMA, the figures are broadly consistent – but the balance between HMAs has changed: a growth of 73,700 jobs now forecast for Wider Bristol (a reduction of 1%) and 8,800 jobs for Bath (a reduction of 13%). Nevertheless, as this is “policy off” it forms a more appropriate basis for establishing OAN.
26. It is also important to recognise that jobs growth for the period 2012-16 is notably higher in the 2015-based data than was identified by the 2013-based forecast – but as these differences are based on estimates of actual change, the increase in jobs has already been matched with an equivalent increase in workers. On this basis, the surplus of workers for the period 2012-16 identified by the Wider Bristol SHMA has already been absorbed by the higher than forecast increase in jobs; so as a consequence, the shortfall in workers identified by the analysis for the period 2016-36 will now need to be addressed. Therefore, when the SHMA evidence is fully updated in Summer 2017, this will not assume there to be any surplus (or shortfall) of workers as at the 2016 base date and will focus on aligning jobs and workers during the JSP period.
27. Figure 2 considers the balance between future jobs and workers based on the 2015-based forecast and the likely number of future workers, taking account of the SHMA evidence and likely changes to migration that will be factored in to the projections.

Figure 2: Balancing future jobs and workers

	Wider Bristol HMA	Bath HMA	TOTAL
JOBS			
Forecast change in total employment 2016-36	73,700	8,800	82,500
LESS Jobs fulfilled by workers commuting to the HMA (based on commuting rates from the 2011 Census)	-9,900	-2,800	-12,700
LESS Impact of local workers with more than one job	-5,000	-700	-5,700
Extra local workers needed to balance with future jobs	58,800	5,300	64,100
WORKERS			
Projected change in economically active population 2016-36	65,200	4,600	69,800
PLUS Additional economically active population as a consequence of increased migration	+1,100	+2,200	+3,300
LESS Workers commuting to jobs outside the HMA (based on commuting rates from the 2011 Census)	-6,600	-1,900	-8,500
Projected increase in local workers	59,700	4,900	64,600
BALANCING JOBS AND WORKERS			
Extra local workers needed to balance with future jobs	58,800	5,300	64,100
LESS Projected increase in local workers	-59,700	-4,900	-64,600
Shortfall (or surplus) of local workers	-900	+400	-500
Uplift in housing need to balance jobs and workers	-	400	400

28. Once again, this is not intended to be a precise calculation; however, it provides a reasonable overview of the alignment between jobs and workers and the scale of any uplift to OAN that is likely to be needed.
- » **Wider Bristol:** there is now a closer alignment between jobs and workers in Wider Bristol HMA. Whilst the original SHMA identified 5,400 more workers than jobs, the above analysis suggests that the difference is now only 900; however, as there will already be enough workers for the likely increase in jobs in the Wider Bristol HMA, there is no need to further increase the OAN; and
 - » **Bath:** there is also a closer alignment between jobs and workers in Bath HMA. Whilst the original SHMA identified 3,200 fewer workers than jobs, the above analysis suggests that the difference is now only 400; therefore, given this likely shortfall of workers in Bath HMA, there is now a need to increase the OAN by around 400 dwellings.
29. A detailed analysis will be incorporated within the next full update of the SHMA evidence, which is planned for Summer 2017 in advance of the JSP Examination.

Reviewing the Evidence from Business West

30. As previously noted, Business West presented an alternative housing need assessment prepared by Professor Glen Bramley as part of their consultation feedback. Whilst the approach taken by this assessment is very different to the SHMA and the PPG advice, it provides an interesting alternative perspective which is helpful to consider further.
31. The analysis is fundamentally based on future economic growth, which forecasts an extra 83,200 jobs for the Wider Bristol HMA over the period 2016-36. This compares to the increase of 73,700 jobs used above, based on a small uplift to the medium high scenario from the Oxford Economics 2015-based forecast. Oxford Economics consider there to be a 10% probability that the medium high scenario can be achieved; their baseline forecast is 44,200 jobs and their high scenario forecast (which has a 5% probability) yields 102,100 extra jobs. On this basis, whilst a growth of 83,200 jobs falls within the Oxford Economics range, there would only be a probability of between 5% and 10% of this being achieved.
32. Accepting this context, the modelling analysis considers the likely impact of different housing targets; adopting a baseline scenario of 85,000 dwellings (based on the Wider Bristol OAN). The model suggests that this target would result in 74,200 housing completions (12.8% below the target) together with an increase of around 80,800 households, 179,300 persons and 63,200 workers. On this basis, a target of 85,000 dwellings would lead to a shortfall of around 20,000 workers (based on the ambitious jobs growth assumed) which would therefore impact on commuting patterns; but this doesn't appear to take account of likely future changes to economic activity rates.
33. The SHMA analysis shows that when the changes to economic activity rates that are currently forecast by the Office for Budget Responsibility are factored into the analysis, an increase of 65,200 workers (2,000 more than in the baseline scenario from the Bramley model) is likely to be achieved given overall population growth of 146,100 persons (33,200 fewer than in the baseline scenario). Therefore, future changes to economic activity mean that there will be far more workers available within the existing population. As a consequence, the population needs to grow less than suggested by the Bramley model.
34. Based on 74,200 dwelling completions and population growth of 179,300 persons, the analysis presented by Professor Bramley suggests that there would be a significant adverse impact on a number of relevant housing indicators. Nevertheless, this is based on circumstances which are fundamentally different to those identified by the SHMA; given that 10,800 fewer dwellings and 33,200 more people are assumed.

35. A number of alternative scenarios are presented, and it is notable that the model suggests that increasing the housing target to 142,400 dwellings (a further 57,400 dwellings, equivalent to an uplift of 67.5%) would actually yield only 94,300 housing completions (33.8% below the target); so whilst increasing the target might increase supply to some extent, there would also be a far larger amount of non-implementation. On this basis, it would seem appropriate to focus on maximising delivery rather than simply adopting an ever higher target. Another scenario sets out a possible mechanism for achieving this, which is based on a substantial increase in social housing that is not dependent on market-led development. This suggests a target of 124,800 could deliver 103,500 dwellings (17.0% below target) and has the best outcome in terms of housing indicators – yet this is predicated on even higher population growth (190,100 persons, 44,000 more than the SHMA).
36. Whilst the precise impact cannot be determined, if an extra 190,100 persons coupled with the delivery of 103,500 dwellings would have a reasonable outcome in terms of the housing indicators (recognising that this included a real increase in social housing delivery) then it would seem fair to suggest that an extra 146,100 persons coupled with the delivery of 79,600 dwellings (so both being reduced by 23.1%) would have a similar outcome in terms of the housing indicators (with a continued need for extra social housing). This was essentially what the SHMA concluded: the demographic projections identified 146,100 persons and the baseline housing need based on this demographic projection was 79,900 dwellings.
37. To summarise:
- » This assessment assumed a higher level of jobs growth than the SHMA (83,200 cf. 73,700) and whilst this falls within the Oxford Economics range, it has a very small probability of being achieved;
 - » Future changes to economic activity rates were not considered, so the model was based on much higher rates of overall population change yet still yielded a lower number of additional workers;
 - » The model suggests that increased housing targets would lead to far higher levels of non-implementation, though proposed that this could be countered to an extent with a substantial increase in social housing that was not dependent on market-led development; and
 - » The ratio of population growth to housing in the scenario with the best outcome for housing indicators is consistent with the ratio of population growth to housing identified by the SHMA.
38. On this basis, it seems likely that with a consistent jobs target and a consistent approach to changing economic activity rates, this model would probably provide similar results to those originally concluded by the SHMA.

Reviewing the Response to Market Signals

39. The Wider Bristol SHMA and Bath SHMA considered the relative market signal indicators for the respective housing market area, similar demographic and economic areas, and nationally. Both SHMAs recognised that there is no single formula that can be used to consolidate this information; but whilst there is no definitive guidance on what level of uplift is appropriate, there are useful precedents that have been established by Inspectors' decisions elsewhere which can be considered.
40. Given the context at the time, the Wider Bristol SHMA concluded:

On balance we would recommend that the overall uplift was at least 5% but no more than 10% of the housing need identified based on the household projections ... We believe that the mid-point of this range, an uplift of 5,886 dwellings, provides an appropriate response to market signals.

41. Some consultation responses suggested that this proposed response to market signals was inadequate, and that an uplift of a different order of magnitude should be considered – but those proposing the largest increases (of 50% or more) were focussed primarily on the housing target rather than the OAN, with the uplift largely intended to mitigate the impact of non-delivery.
42. Further precedents have also emerged since the original Wider Bristol SHMA was prepared. The Inspector examining the Gloucester-Cheltenham-Tewkesbury Joint Core Strategy recently proposed that an uplift of 10% should be applied across the whole area; with 5% attributed to jobs and counted within the OAN, and a further 5% included as part of the housing requirement to help deliver affordable housing. Cambridge city has also proposed a 30% uplift; but this was alongside a 10% uplift for South Cambridgeshire district, which therefore yields a combined uplift of around 18% across the two areas.
43. The housing market indicators for the Wider Bristol HMA identify considerably less housing pressure than Cambridge, where the 2013 lowest quartile house price affordability ratio was 10.3x (9.5x for the Cambridge and South Cambridgeshire combined area) compared to a ratio of 7.3x for Wider Bristol HMA and 6.5x for England. Given that PPG notes that *“The more significant the affordability constraints ... the larger the additional supply response should be”* it would be fair to conclude that if a response of 18% was reasonable for Cambridge and South Cambridgeshire, then such a high response could not be justified for Wider Bristol HMA. Nevertheless, the ratio for Gloucestershire was 7.2x which is evidently comparable with the Wider Bristol figure.
44. Given this context, we continue to recommend that the overall uplift for Wider Bristol HMA should be *“at least 5% but no more than 10%”*; and given that we have demonstrated that there is already alignment between jobs and workers across the West of England, any adjustment would respond exclusively to affordability and other housing market indicators. Nevertheless, in the context of the consultation responses received and the wider context set out above, we would suggest that the upper-end of the proposed range should be adopted for establishing the OAN in order to minimise any disagreement at the JSP Examination. Furthermore, this would avoid the OAN for Wider Bristol HMA reducing as a consequence of likely changes to the population and household projections.
45. An uplift of 10% above the housing need identified based on household projections should enable more households to form independently, but it may also lead to higher levels of migration with more people moving to the area – and this could have consequences for the balance between jobs and workers. The analysis has already identified that it is likely there will be a larger increase in workers than jobs (based on trend-based projections and the aspirational, medium high jobs growth scenario); and whilst a further increase in workers could support even higher jobs growth, there would be an inevitable increase in net out-commuting, reduced economic activity or increased unemployment if those jobs were not created.
46. The Bath SHMA was completed more recently, and that study concluded:
- The response to Market Signals across the Bath HMA as a whole should be more than 10% ... we would propose an overall uplift of 15%*
47. Given that the 2013 lowest quartile house price affordability ratio for Bath HMA was 9.1x it is reasonable to suggest that the market signals response should be larger than for Wider Bristol HMA; and the proposed response of 15% remains appropriate in the context of the existing precedents.

Housing Backlog

48. As there will be a full update of the SHMA evidence in Summer 2017, there won't be any need to consider the period 2012-16. Household projections will be prepared using an estimate of the existing population resident in Wider Bristol HMA and Bath HMA as at mid-2016; and, as previously noted, the alignment between jobs and workers will also focus on the JSP period and not assume there is any surplus or shortfall of workers in 2016.
49. However, consistent with the Planning Advisory Service Good Plan Making Guide¹, the SHMA will continue to count any "unmet need for housing that still exists at the start of the new plan period" but will not include any "under-provision from a previous plan period".

Housing for Older People

50. The SHMAs both identified that the OAN did not include the projected increase of institutional population, which represented a growth of 4,484 persons in Wider Bristol HMA and 786 persons in Bath HMA; a total of 5,270 persons across the West of England over the 20-year JSP period 2016-36. This increase in institutional population is a consequence of the CLG approach to establishing the household population², which assumes "that the share of the institutional population stays at 2011 levels by age, sex and relationship status for the over 75s" on the basis that "ageing population will lead to greater level of population aged over 75 in residential care homes".
51. Whilst these additional 5,270 persons aged 75 or over living in communal establishments are not counted as part of the OAN; an allowance is made for the dwellings that would be vacated by many of these people. Not all would vacate dwellings, as some will have a partner or other family remaining in the home; but further analysis of the data (assuming no growth in the institutional population) shows that overall housing need would be 3,706 dwellings higher in Wider Bristol HMA and 650 dwellings higher in Bath HMA if the additional bedspaces were not provided – so it is important to take account of these needs.
52. When considering housing supply, PPG states the following in relation to housing for older people:

How should local planning authorities deal with housing for older people?

Older people have a wide range of different housing needs, ranging from suitable and appropriately located market housing through to residential institutions (Use Class C2). Local planning authorities should count housing provided for older people, including residential institutions in Use Class C2, against their housing requirement. The approach taken, which may include site allocations, should be clearly set out in the Local Plan.

Planning Practice Guidance (March 2014), ID 3-037

53. On this basis, given that housing provided for older people in Use Class C2 should be counted against the housing requirement, it is important that this need is also factored in when the housing target is established. Furthermore, as older people are living longer, healthier lives, and the Government's reform of Health and Adult Social Care is underpinned by a principle of sustaining people at home for as long as possible, it does not necessarily follow that all of the increase in institutional population should be provided as additional bedspaces in residential institutions in Use Class C2; specialist older person housing such as Extra Care may be more appropriate for the needs of some of these older people.

¹ <http://www.pas.gov.uk/documents/332612/6363137/Pages+from+FINAL+PAS+Good+Plan+Making+6.pdf>

² Household Projections 2012-based: Methodological Report, Department for Communities and Local Government, February 2015

54. Therefore, for the purposes of establishing the housing target, it is necessary to take account of those dwellings that were assumed to be vacated by people moving into care. This would allow the supply of bedspaces in residential institutions in Use Class C2 to be counted against the housing requirement; providing that this was calculated on the basis of the number of dwellings likely to be vacated in the housing market.
55. Based on the SHMA analysis, an increase of 5,270 persons in the institutional population living in care would have released 4,355 dwellings across the West of England over the 20-year JSP period 2016-36. Recent market analysis by Knight Frank³ suggests care home occupancy rates at around 88%, which would imply that 5,989 additional bedspaces would be needed to accommodate an increase of 5,270 persons. On this basis, providing 5,989 care home bedspaces would release 4,355 dwellings in the housing market – a ratio of 1.37 bedspaces per dwelling.
56. Given this context, the housing target should take account of the need of these older people and 4,355 dwellings should be included in addition to the OAN; although the SHMA update may change this figures marginally. Bedspaces in care homes would then be able to be counted towards the housing requirement, on the basis of 1 dwelling being counted for every 1.37 bedspaces provided.

Affordable Housing Need

57. The SHMAs have both identified a substantial need for affordable housing: a total of 32,200 dwellings for the West of England over the 20-year Plan period 2016-36. PPG identifies that Councils should also consider “an increase in the total housing figure included in the local plan” where this could “help deliver the required number of affordable homes”.
58. However, this should be considered in the context of what Mr Justice Dove said in his Judgement for the Borough Council of Kings Lynn and West Norfolk v Elm Park Holdings Ltd (paragraphs 35-36):
- “The Framework makes clear these needs should be addressed in determining the FOAN, but neither the Framework nor the PPG suggest that they have to be met in full when determining that FOAN. This is no doubt because in practice very often the calculation of unmet affordable housing need will produce a figure which the planning authority has little or no prospect of delivering in practice.”*
59. With regard to the PPG, Mr Justice Dove explicitly notes that this should be the “consideration of an increase to help deliver the required number of affordable homes, rather than an instruction that the requirement be met in total”. Given the scale of affordable housing need identified, the Councils must consider the justification for “an increase in the total housing figure included in the local plan”; however, as the Inspector examining the Cornwall Local Plan noted in his preliminary findings:
- “National guidance requires consideration of an uplift; it does not automatically require a mechanistic increase in the overall housing requirement to achieve all affordable housing needs based on the proportions required from market sites.”*
60. As affordable housing delivery will typically form a proportion of open-market schemes, it is reasonable to assume that higher overall housing delivery will also yield a higher amount of affordable housing. On this basis, the Inspector examining the Gloucester-Cheltenham-Tewkesbury Joint Core Strategy proposed an uplift of 5% should be applied to help deliver more affordable housing – concluding that the benefits would outweigh the harms. Nevertheless, whilst the OAN for that area had included a 5% uplift to help align jobs and workers, there was no further uplift in response to affordability pressures and other market signals.

³ <http://content.knightfrank.com/research/548/documents/en/2015-3267.pdf>

61. For the West of England, we have proposed that the OAN for Wider Bristol HMA includes an uplift of 10% and that the OAN for Bath HMA includes an uplift of 15%; both responding to affordability and market signals, given sufficient workers had already been identified across the West of England based on the trend-based demographic projections and the aspirational, medium high jobs growth scenario. These uplifts will already contribute to increasing the supply of affordable homes through market-led housing developments.
62. Whilst these uplifts should also enable more households to form independently, they could lead to more people moving to the area – affecting the balance between jobs and workers. As previously noted, any increase in workers could support even higher jobs growth; but without these jobs, there would be an inevitable increase in net out-commuting, reduced economic activity or increased unemployment. For these reasons, we would not recommend any further increase to the overall housing number – but any specific initiatives to help deliver extra affordable housing should be prioritised as far as possible within the planned housing provision.

Establishing the Housing Target

63. The housing target for the West of England has been established based on the combined OAN for Wider Bristol HMA and Bath HMA, together with the necessary adjustments to take account of older people assumed to be moving into care. This incorporates the likely changes to the OAN set out in previous sections of this paper, and a detailed analysis of these figures will be provided by the next full update of the SHMA evidence (planned for Summer 2017 in advance of the JSP Examination).
64. This housing target assumes that the combined OAN for Wider Bristol HMA and Bath HMA will be met in full within the West of England, and that there will be no unmet needs from other housing market areas that need to be accommodated. Figure 3 sets out the key elements of the calculation.

Figure 3: Establishing the Housing Target for the West of England JSP 2016-36

Stage		Wider Bristol HMA	Bath HMA	TOTAL
Housing need based on SHMA household projections		78,500	9,300	87,800
Estimated impact of...	Changes to migration	+800	+2,300	+3,100
	Changes to average household size	-2,000	-500	-2,500
Housing need based on updated household projections		77,300	11,100	88,400
Further adjustments needed...	In response to balancing jobs and workers Additional dwellings to ensure alignment between planned jobs growth and projected growth in workers	0	400	400
	In response to market signals Dwellings needed (including the specific adjustment for concealed families and homeless households)	10% x 77,300 = 7,700	15% x 11,100 = 1,700	9,400
Combined impact of the identified adjustments		7,700	1,700	9,400
Updated OAN for the JSP period 2016-36		85,000	12,800	97,800
Allowance for dwellings assumed to be vacated by older people moving into care		3,700	700	4,400
Further uplift to help deliver the identified affordable housing need		The uplift applied in response to market signals will already incorporate this		
Housing Target for the JSP period 2016-36		88,700	13,500	102,200

65. Based on the elements set out above, the housing target for the West of England is likely to be around 102,200 dwellings; but it is important to recognise that there is the potential for a small margin of error either way, given that some of the numbers are based on likely estimates and the final numbers will not be known until the next full update of the SHMA(s).
66. On this basis, it would be sensible for the JSP to be developed in the context of a possible small increase or a small reduction in the housing target identified above. It is likely that any changes would account for a small percentage of the overall figure at this stage, and therefore we would propose a range of between 100,000 and 105,000 dwellings. **We would therefore recommend that the JSP should plan for a housing target of up to 105,000 dwellings, which will be finalised when the SHMA is updated in Summer 2017.**
67. Providing up to 105,000 dwellings is likely to yield sufficient workers for up to 10,000 more jobs than forecast by the Oxford Economics 2015-based medium high scenario; although this will depend on the balance between more households forming independently and changes to net migration. On this basis, the housing target could support even higher jobs growth than is currently planned for; so there is sufficient contingency for economic activity rates changing at a slower pace than currently envisaged by the OBR, the extent of double jobbing and any changes in the balance between full- and part-time working. However, there is a risk that the housing target could lead to an increase in net out-commuting or increased unemployment if sufficient new jobs were not created; so unless there was a change to the underlying evidence, we would caution against a housing target that was any higher than the 105,000 dwellings currently proposed.
68. Finally, it is important to recognise that this housing target represents the number of dwellings that need to be delivered across the West of England over the 20-year JSP period 2016-36. Therefore, based on feedback to the consultation, the JSP should consider the best way for flexibility to be included within the Housing Target to ensure that the JSP is able to successfully deliver the identified housing target.

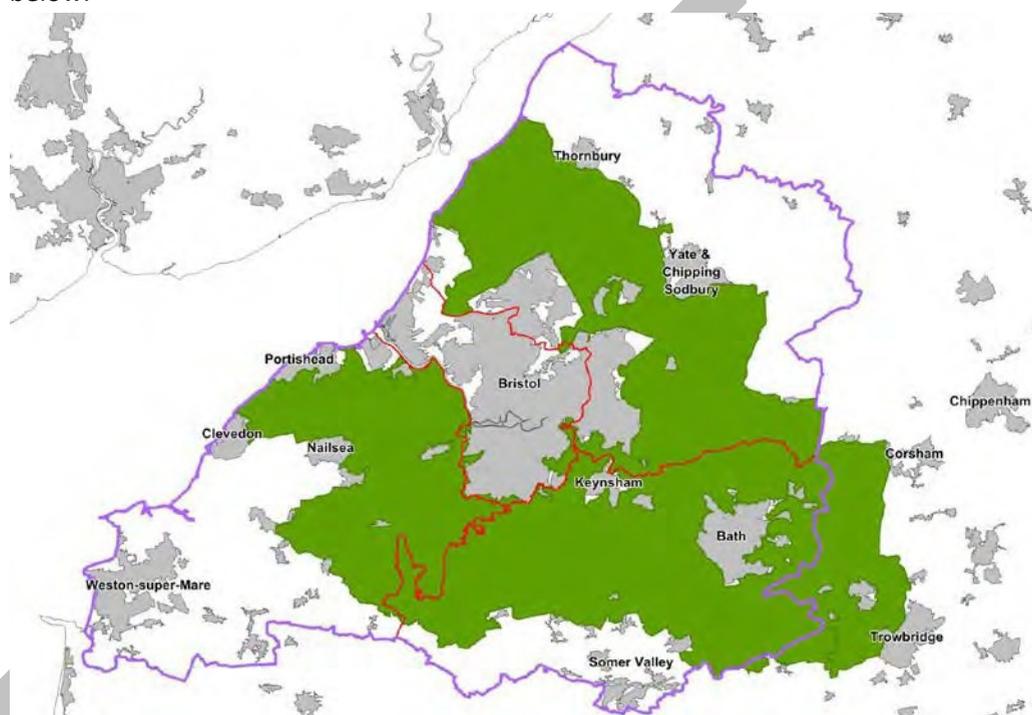
Joint Spatial Plan

Green Belt appraisal

September 2016

Introduction

1. The Bristol-Bath Green Belt was originally established in the mid-1950s and covers nearly half of the JSP plan area; it comprises 63,742 hectares within the West of England. In addition, it extends into Wiltshire and Somerset. The extent of the Green Belt is shown below.



2. The government's approach to Green Belt is set out in the NPPF; the key passages are as follows:

'The government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open' (paragraph 79).

'Green Belt serves five purposes:

- *To check the unrestricted sprawl of large built-up areas;*
- *To prevent neighbouring towns merging into one another;*
- *To assist in safeguarding the countryside from encroachment;*
- *To preserve the setting and special character of historic towns; and*
- *To assist in urban regeneration, by encouraging the recycling of derelict and other urban land' (paragraph 80).*

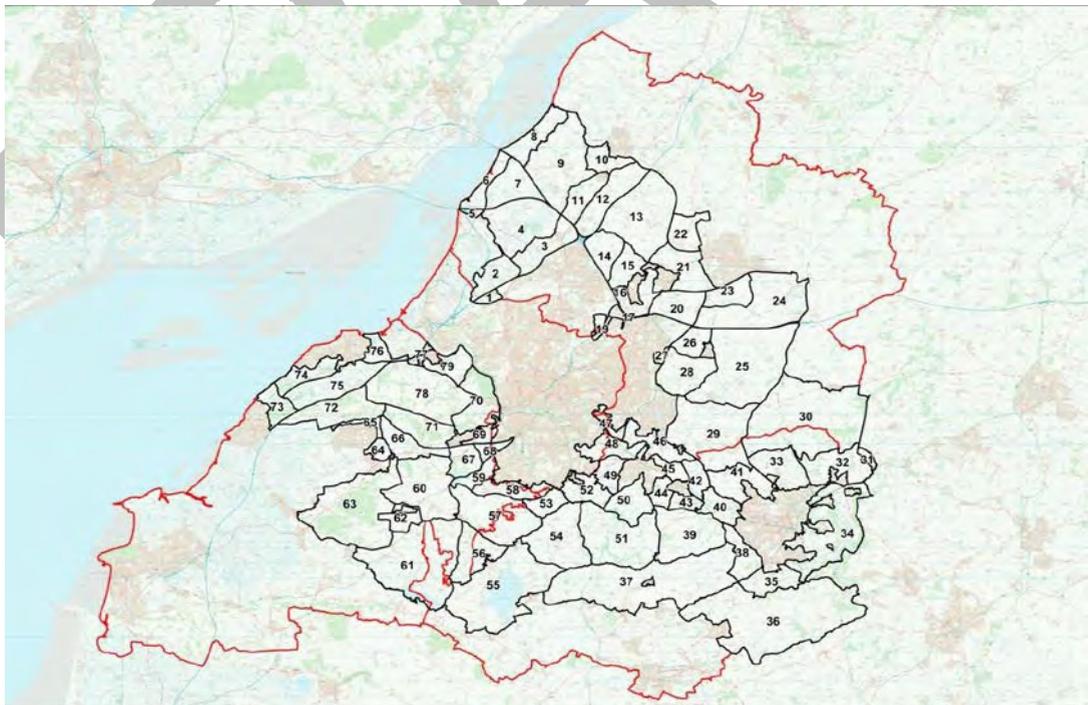
'Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan' (paragraph 83).

'When drawing up or reviewing Green Belt boundaries local planning authorities should take account of the need to promote sustainable patterns of development. They should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary' (paragraph 84).

3. National guidance clearly emphasises the importance of Green Belts, their five purposes and that they should only be altered in exceptional circumstances. Where such circumstances have been demonstrated, paragraph 84 sets out the approach to be followed.
4. The preparation of the JSP requires an evidence base which assesses the role and function of the existing Green Belt, which, alongside other evidence, will help inform choices about the form and location of new development. The JSP approach to the assessment of Green Belt reflects national best practice. A two stage approach was undertaken. The first stage examined the Green Belt in the West of England as a whole and determined whether identified cells served one or more of the purposes of Green Belt as set out in the NPPF. The second stage examined specific smaller parcels of land to determine their contribution to serving one or more of a selection of Green Belt purposes.

Stage 1 appraisal (November 2015)

5. The Green Belt was divided into 79 cells to provide manageable areas for assessment (see plan below). In general smaller cells were identified adjacent to the built-up areas to provide a finer grain assessment. Clear physical features were used wherever possible to define the cells.



6. Each of the cells was assessed against the five green belt purposes.

7. The overall conclusion of the stage 1 was that the Green Belt continues to retain the fundamental characteristic of openness and serves the purposes of Green Belt. assessment The conclusions in respect of the five purposes are reproduced below.

'Sprawl of large built up areas

The cells closest to the large built up areas of Bristol and Bath all directly serve the purpose of checking the unrestricted sprawl of these large built up areas. No areas of significant urban development have been identified in those cells. All cells maintain open, undeveloped land at the edge of these large built-up areas.

Prevent neighbouring towns merging

Cells between a number of settlements perform the role of preventing neighbouring towns merging into one another. These include the cells in the following corridors:

- Bristol, Keynsham, Saltford and Bath;*
- Bristol, Winterbourne/Frampton Cotterell/Coalpit Heath, Yate/Chipping Sodbury;*
- Bristol and Thornbury*
- Bristol Port/Bristol urban area and Portishead;*
- Bristol, Long Ashton and Nailsea/Backwell*
- Portishead and Clevedon*
- Bath, Bradford on Avon and Trowbridge (outside the plan area)*

Safeguarding countryside from encroachment

The description of each cell notes the dominance of countryside and the rural character of the areas. Most cells were identified as serving the purpose of safeguarding the countryside from further encroachment.

Preserving the setting and special character of historic towns

All the cells surrounding the City of Bath (World Heritage Site) serve the purpose of preserving the setting and special character of historic towns. Cell 70, which provides a prominent open setting to the west of the group of conservation areas of central Bristol and Clifton, was also noted as serving this purpose. In many locations it was noted in the cell assessment that the Green Belt assisted in preserving the setting of designated Conservation Areas.

Assist in urban regeneration

The role of the Green Belt in assisting urban regeneration is supported by policies in Local Plans which have regeneration objectives. All cells were identified as assisting in urban regeneration as they collectively encourage the recycling of derelict and other urban land in Bristol (including Avonmouth/Sevenside), Bath and the other settlements surrounded by Green Belt. The cells closest to the regeneration areas of south Bristol were specifically identified in the assessment matrix.

8. The findings for each of the purposes are mapped at Appendix A. This simply indicates whether individual cells served the respective Green Belt purpose or not. It is not meaningful to aggregate the layers as the Green Belt purposes are distinct and not cumulative.

Stage 2 appraisal (September 2016)

9. The stage 1 assessment confirmed that all of the 79 cells performed two or more of the purposes of the Green Belt. In order to obtain a greater understanding of the consequences of any changes to Green Belt designation the stage 2 assessment considered the degree of contribution particular areas make to Green Belt purposes.
10. The stage 2 assessment focussed on those areas identified as potential strategic development locations, and identified smaller cells for assessment (151 cells assessed). These stage 2 cells were ranked as to whether they made a 'major contribution, a 'contribution' or a 'limited contribution' to Green Belt purposes. The aim of the assessment was to determine an overall contribution rank based on a combination of assessments against each relevant Green Belt purpose.
11. For each of the Green Belt purposes a number of indicators were identified to assist in the assessment process and an approach agreed for determining which of the three ranks would apply and how to determine the overall contribution. The details are set out in the stage 2 report. In all cases a cell is only assessed and ranked against a Green Belt purpose if its stage 1 cell was identified as serving that purpose. The assessment does not attempt an aggregate or cumulative rating for cells.
12. It was not considered meaningful to attempt to establish variations in contribution for cells performing the 'assist' functions (3 and 5) which were applicable to most or all cells in the stage 1 assessment. The stage 2 assessment only assigns a 'contribution' or 'limited contribution' against purpose 3 as this purpose is equally applicable to most cells in the plan area. No assessment of stage 2 cells is made against purpose 5 which is considered to be applicable to the Green Belt as a whole.
13. The map at Appendix B illustrates the ranking of the assessed cells (the remaining areas of Green Belt are shown in grey as they did not form part of the stage 2 assessment). Most cells were assessed as making a 'contribution' or 'major contribution' to meeting Green Belt purposes. 12 cells in four separate locations were assessed to make a limited overall contribution.
14. The conclusion of the stage 2 assessment was that most Green Belt cells close to settlements make either a 'contribution' or 'major contribution' to Green Belt purposes. NPPF states that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. Most cells adjacent to both the Bristol and Bath urban areas make a 'major contribution' to Green Belt purposes by checking the sprawl of the urban area and in a number of locations by contributing to preventing the merger of neighbouring towns.
15. Considering cells in combination, no substantial areas have been identified as making a 'limited contribution' to Green Belt purposes. There are no extensive tracts of land which, notwithstanding their current Green Belt status, have been shown to be unnecessary to keep permanently open by reason of their limited contribution to Green Belt purposes. The conclusion that 12 cells only make a 'limited contribution' indicates that it may be unnecessary to retain these cells within the Green Belt. However the assessment does not suggest that they are necessarily suitable for development in the event of an amendment to

the Green Belt boundaries; all or part of these cells may be valued for other reasons such as landscape or open space.

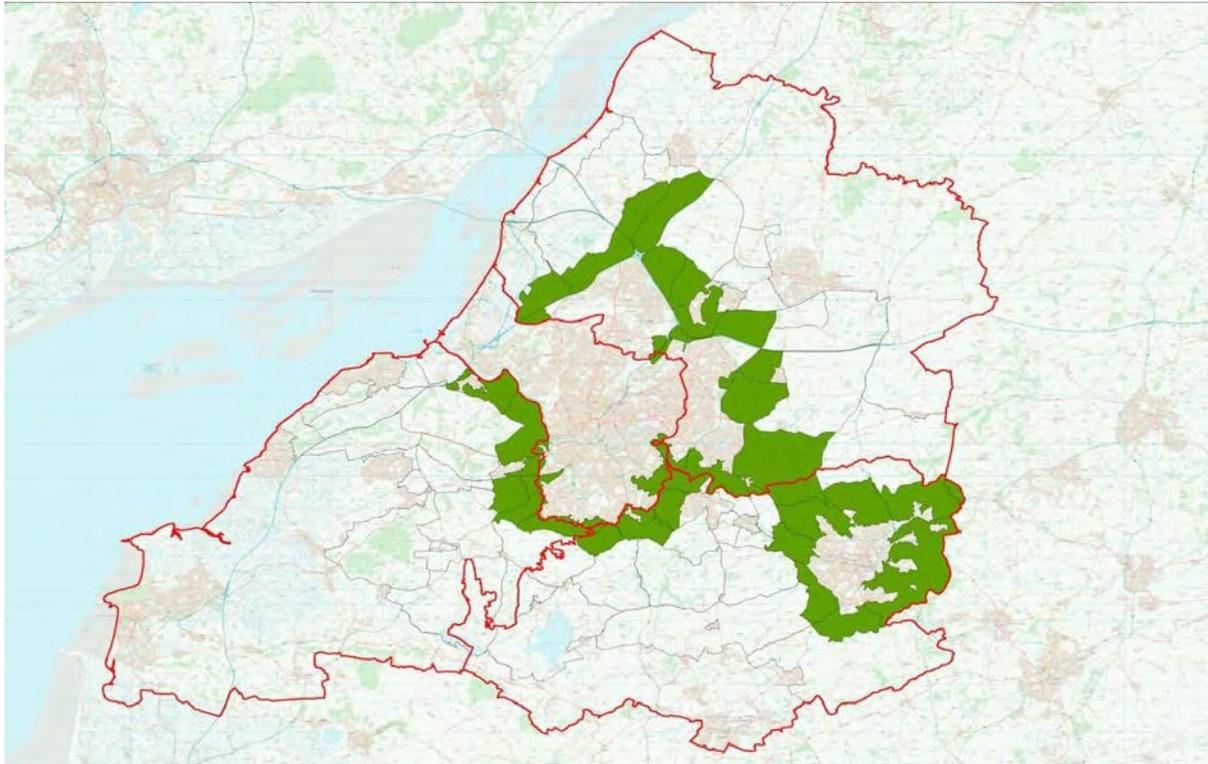
Conclusions

16. The stage 1 assessment confirmed that the Bristol-Bath Green Belt continues to retain the fundamental characteristic of openness and serves the purposes of Green Belt. The stage two assessment considered the contribution to which smaller cells at the strategic locations served one or more of the Green Belt purposes. Most of the cells in the stage 2 assessment were identified as making a 'contribution' or 'major contribution' to meeting Green Belt purposes.
17. 12 cells were assessed as making a 'limited' contribution. These cells are relatively small in scale. They do not comprise locations of significant scale in which Green Belt purposes are not served and where, consequently, boundaries could be amended in order to enable strategic development. However, the four authorities may wish to consider whether it is necessary to continue to include the cells in the Green Belt when determining the general extent of the Green Belt in the Joint Spatial Plan or the detailed boundaries in the their Local Plans.

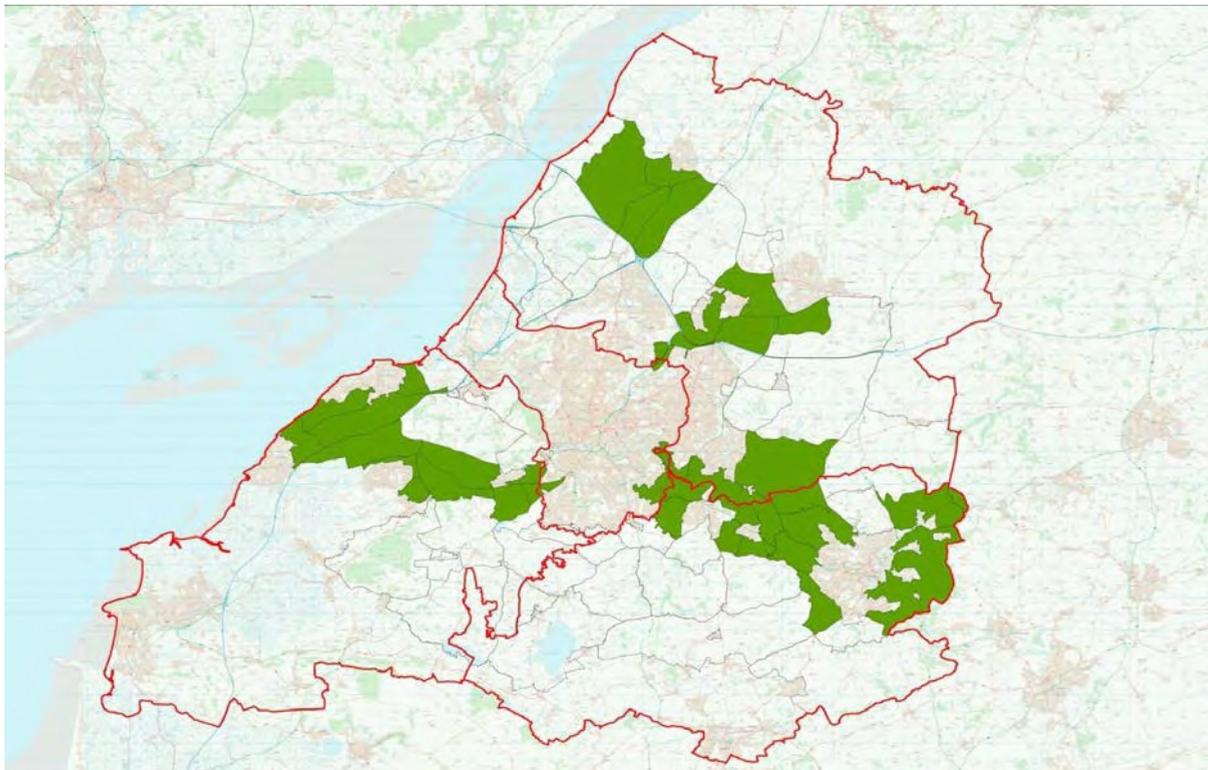
Appendix A

Stage 1 assessment: mapping of cells serving the purposes of Green Belt

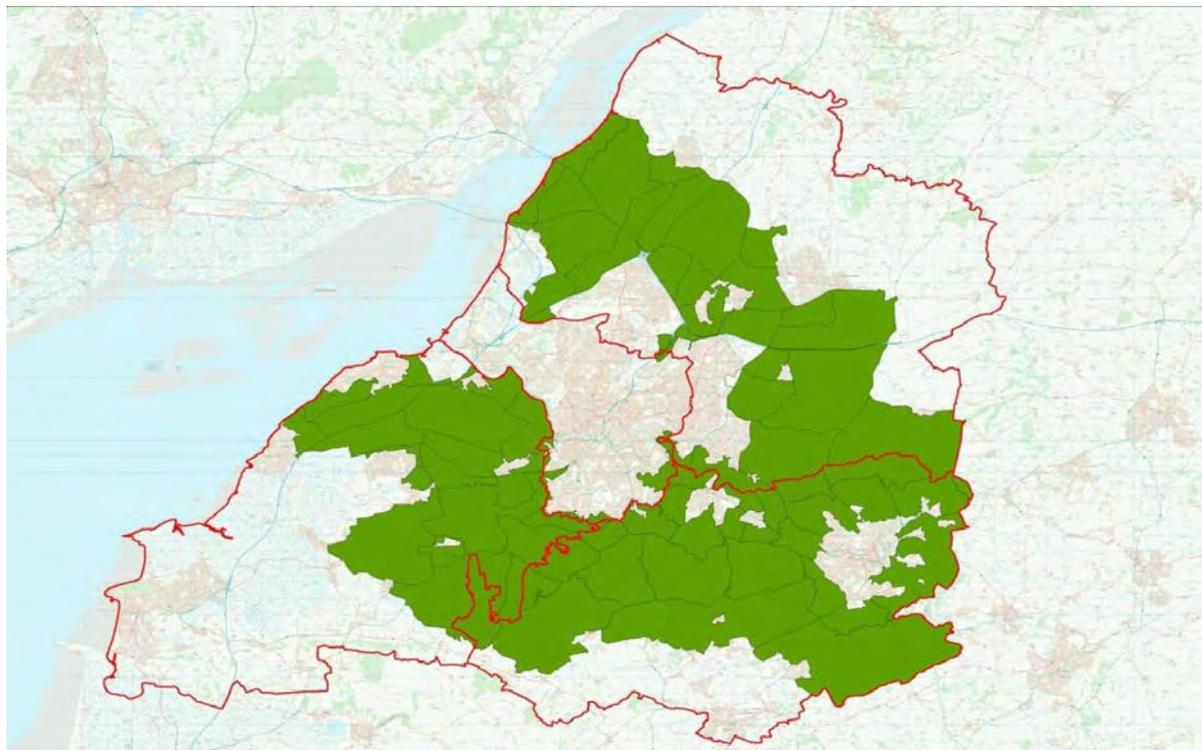
Cells serving purpose 1: Check the unrestricted sprawl of large built-up areas



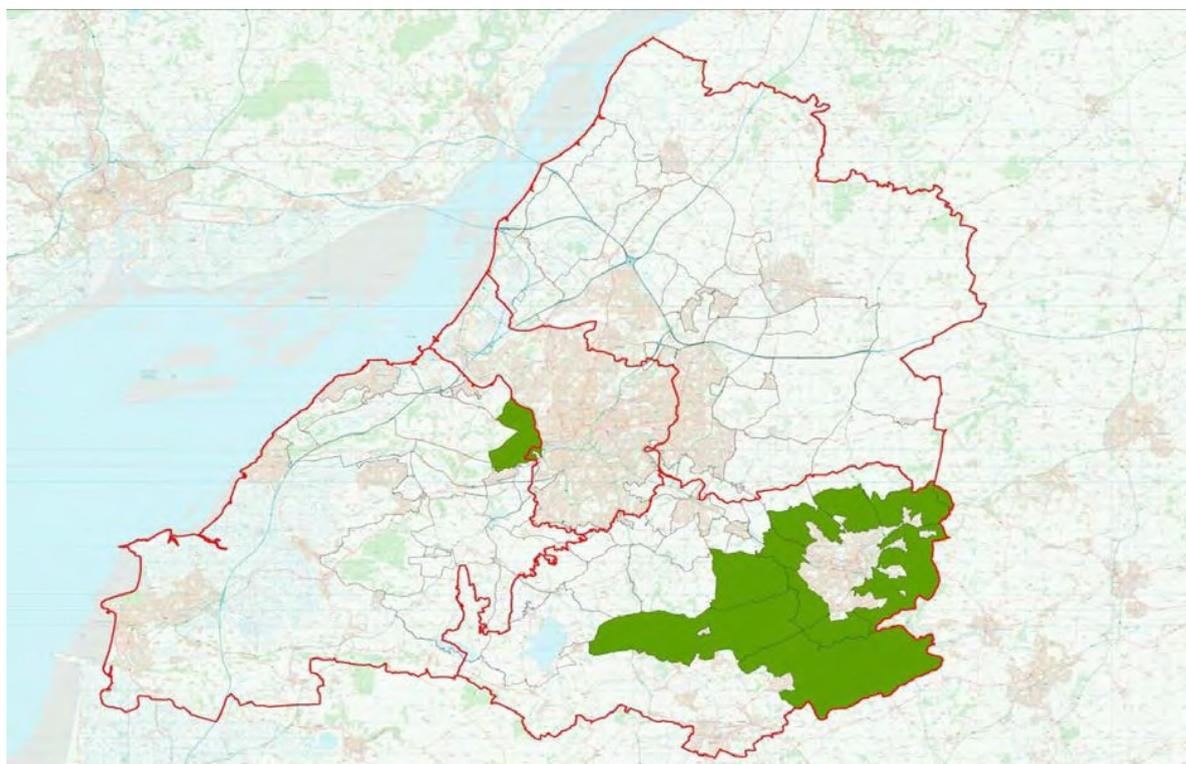
Cells serving purpose 2: Prevent neighbouring towns from merging into one another



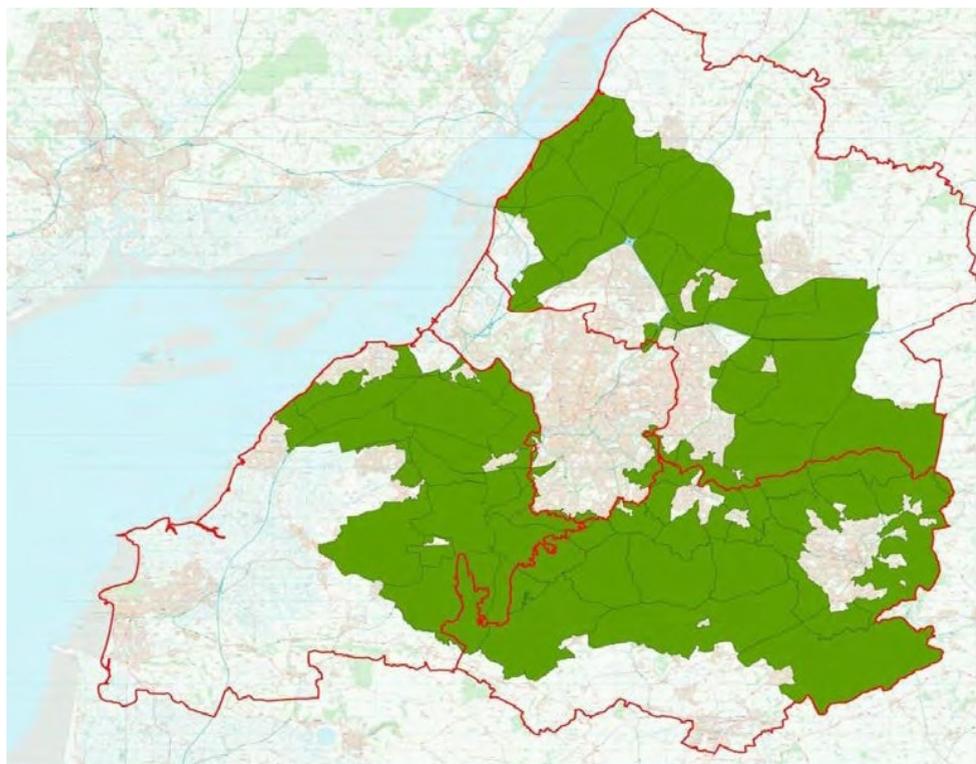
Cells serving purpose 3: Assist in safeguarding the countryside from encroachment



Cells serving purpose 4: Preserve the setting and special character of historic towns

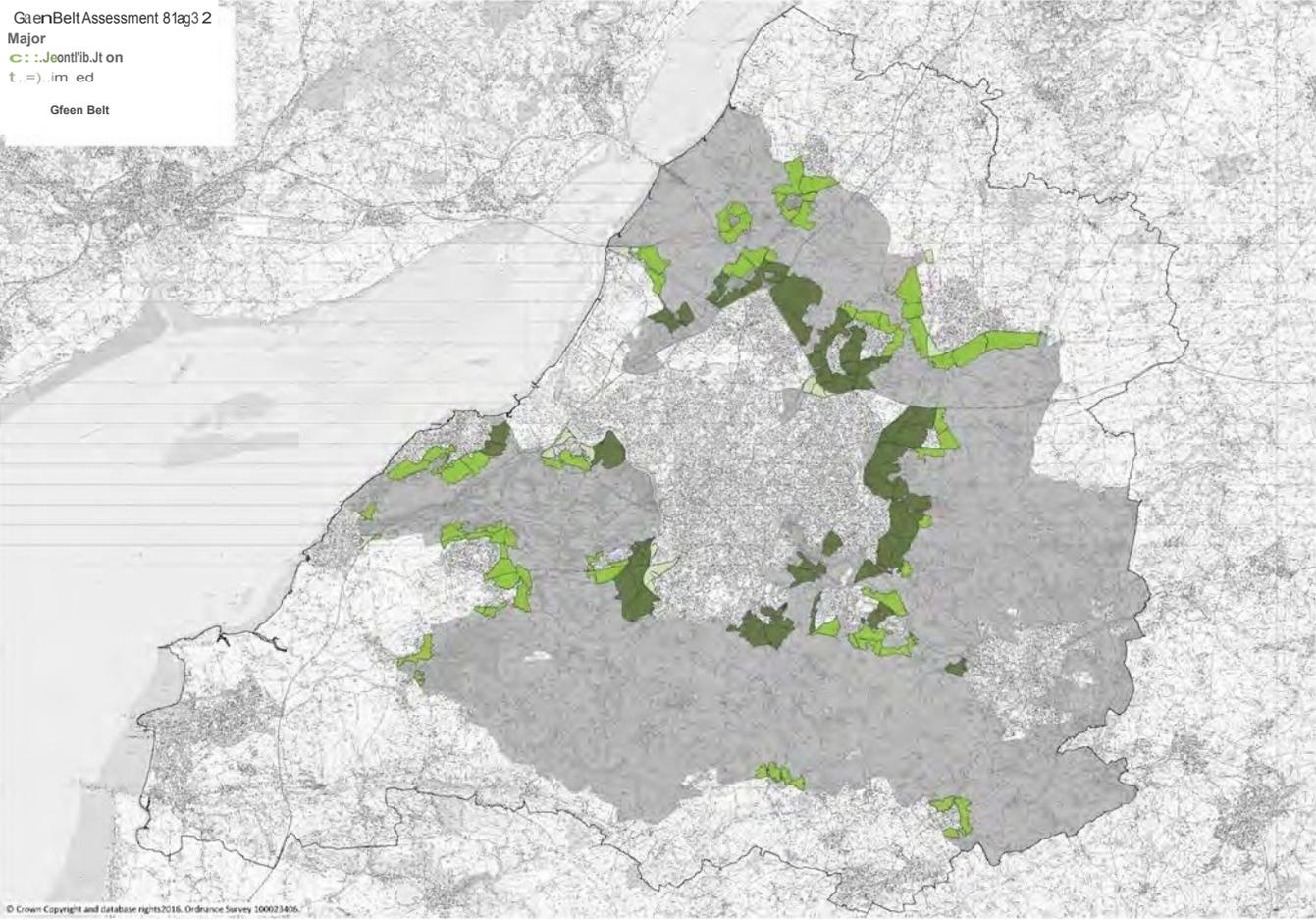


Cells serving purpose 5: Assist in urban regeneration.by encouraging recycling of derelict and other urban land



Appendix B

Stage 2 assessment: Overall contribution to Green Belt purposes



Joint Spatial Plan Sustainability Appraisal

September 2016

Introduction

1. Sustainability appraisal (SA) is a statutory requirement for development plans. It is a process used to assess the economic, social and environmental implications of proposed planning policies to help inform the plan-making process. The intention is to promote sustainable development by better integrating sustainability considerations into the preparation of planning documents.
2. While a final sustainability appraisal report will accompany the submission plan, the SA process is used to inform and assess the decision making process as the plan evolves. An Initial SA Report was published in November 2015 alongside the JSP Issues and Options. This provided an initial high-level appraisal of the plan, and comments were invited on both the methodology and the findings.

Initial SA Report (November 2015)

3. The Initial SA Report identified five broad themes; each of which was related to a number of sustainability objectives (see Appendix A). The themes are set out below together with the number of related objectives:
 - Improve the health, safety and wellbeing of all (1a-1c).
 - Support communities that meet people's needs (2a-2f).
 - Develop a diverse and thriving economy that meets people's needs (3a-3b).
 - Maintain and improve environmental quality and assets (4a-4h).
 - Minimise consumption of natural resources (5a-5b).
4. An assessment was undertaken of each of the broad typologies and indicative strategic locations set out in the Issues and Options document in relation to the identified sustainability objectives. This created a matrix which was assessed as follows:

0	no discernible effect
-	negative effect
--	significant negative effect
+/-	mixed effect
+	positive effect
++	significant positive effect
?	uncertain effect
5. As well as identifying the effects themselves, the SA also sought to highlight opportunities for mitigation or enhancement that would enable the initial scores to be improved. For example, a location may be given a negative score because of infrastructure deficiencies but if development is of a scale sufficient to remedy those deficiencies then, subject to it doing so, the location could become a more sustainable choice.

SA of Emerging Technical Scenario (September 2016)

6. Alongside other technical work towards developing a scenario for consultation, the Issues and Options SA was expanded to look at potential strategic locations in more detail. This work is continuing as more information emerges, to ensure that all locations have been assessed to a comparable level of detail and consistently between the four UAs. In addition to this document, further information will be made available for consultation on the 7th November, 2016.
7. The SA is a tool for understanding the impacts of policy choices, highlighting potential problems and opportunities. It does not necessarily provide a definitive steer towards a preferred option. Usually there will be a mix of positive and negative effects, some of which may be judged – from outside the SA process – to be more influential than others. Some impacts will remain uncertain until proposals are more precisely defined.

Conclusions

8. The SA is a statutory requirement for development plans. It aids in the understanding of policy choices by highlighting potential problems and opportunities associated with each option.
9. Work is continuing to refine analysis to date but key messages emerging are as follows:

Social sustainability

1. Some negative social impacts, such as exposure to poor air quality, can be addressed by avoiding affected locations or by tackling the underlying environmental problems at source. Others, such as inadequate infrastructure, can sometimes be addressed through development but the larger items like secondary schools or district centres require relatively large additions to population. The greatest potential net benefits may therefore arise where capacity already exists but is under-used or can be redeployed. Placing new housing near to areas of multiple deprivation will not be of demonstrable benefit to those areas unless the development includes some element of employment / training use.

Economic sustainability

2. Urban locations or those with good accessibility are seen as most likely to be attractive for strategic economic development. There is therefore a close connection to infrastructure investment, especially transport. This encompasses such issues as congestion, resilience and the balance to be struck between building on existing advantages and developing sub-regional solutions that address current problems or create new potential.

Environmental sustainability

3. Locations with 'in-principle' objections, such as functional floodplain, were sieved-out at the start of the process of identifying suitable locations for development. The constraints that remain are therefore ones that national policy envisages as being balanced against other factors such as the need for development to be in accessible locations and to assist urban regeneration. Existing settlements are often in the same locations as the best and most versatile agricultural land and their expansion has to be balanced against its loss. Other locations may be subject to a degree of flood risk, which could be mitigated with sufficient investment but only at the expense of other demands on limited funds. Impacts on heritage, biodiversity and landscape depend heavily on the scale of development envisaged and of associated mitigation.

Appendix A

JSP SA Objectives

Theme	Sustainability Objective
Improve the health, safety and wellbeing of all	1a. Achieve reasonable access to public open space
	1b. Minimise impacts on air quality and locate sensitive development away from areas of poor air quality
	1c. Achieve reasonable access to healthcare facilities
Support communities that meet people's needs	2a. Deliver a suitable quantum of high quality housing for the West of England sub-region
	2b. Deliver a suitable mix of high quality housing types and tenures (including affordable housing) for all parts of society within the West of England sub-region
	2c. Achieve reasonable access to community facilities
	2d. Achieve reasonable access to educational facilities
	2e. Achieve reasonable access to town centre services and facilities
	2f. Reduce poverty and income inequality, and improve the life chances of those living in areas of concentrated disadvantage
Develop a diverse and thriving economy that meets people's needs	3a. Deliver a reasonable quantum of employment floorspace/land and increase access to work opportunities for all parts of society within the West of England sub-region
	3b. Achieve reasonable access to major employment areas
Maintain and improve environmental quality and assets	4a. Minimise impact on and where appropriate enhance the historic environment, heritage assets and their settings
	4b. Minimise impact on and where possible enhance habitats and species (taking account of climate change)
	4c. Minimise impact on and where appropriate enhance valued landscapes
	4d. Promote the conservation and wise use of land, maximising the re-use of previously developed land.
	4e. Minimise the loss of productive land, especially best and most versatile agricultural land.
	4f. Minimise vulnerability to tidal/fluvial flooding (taking account of climate change), without increasing flood risk elsewhere
	4g. Minimise vulnerability to surface water flooding and other sources of flooding, without increasing flood risk elsewhere
	4h. Minimise harm to, and where possible improve, water quality and availability
Minimise consumption of natural resources	5a. Achieve reasonable access to sustainable transportation
	5b. Reduce non-renewable energy consumption and 'greenhouse' emissions, and provide opportunities to link into existing heat networks

Appendix B

Outline SA of Emerging Technical Scenario

Sustainability Objective	Commentary	Mitigation or enhancement
1a. Achieve reasonable access to public open space (Designated Open Spaces, Town and Village Greens, and Public Rights of Way)	Peripheral development can be beyond 400m walking distance of existing town spaces. Villages generally lack large open spaces. There is usually good access to the countryside via the National Cycle Network and PRoWs. There is also easy access to the Cotswolds and Mendip Hills AONBs from a number of locations.	Large-scale development could include open space provision.
1b. Minimise impacts on air quality and locate sensitive development away from areas of poor air quality	Keynsham is within an AQMA. No AQMAs in the rural area, though motorways run close to some locations. There are several AQMAs in the Bristol urban area, , which cover major arterial routes. There are known areas of poor air quality along Station Road in Yate.	Transport Impact Assessment and adequate preventative and mitigation measures are required.
1c. Achieve reasonable access to healthcare facilities (Doctors, Opticians, Pharmacies, Dentists, Hospitals)	Urban and peripheral locations have reasonable access to facilities. Towns and most larger villages have a range of facilities. Charfield has relatively sparse on site provision. All sites could benefit from improved access to hospitals in city locations.	Large-scale development could include healthcare provision but unlikely to achieve critical mass for new hospital. Average ambulance response / hospital access times could therefore decline.
2a. Deliver a suitable quantum of high quality housing for the West of England sub-region	Total number 37,700. Although locations are assumed to be of a strategic scale the plan period allows for reasonable lead-in times. The SA must know the housing requirement and whether the currently predicted housing capacity for this scenario is accurate before attempting to score this objective.	
2b. Deliver a suitable mix of high quality housing types and tenures (including affordable housing) for all parts of society within the West of England sub-region	Greenfield development is likely to be more viable than brownfield therefore it could provide more certainty for the delivery of suitable tenures including affordable housing. Urban intensification is very difficult to appraise given the uncertainty of locations of developments. Whilst a range of housing types can be achieved, there may be fewer opportunities for the development of new non-flatted homes (including with gardens) with urban intensification. This could limit opportunities for a mix of homes. Viability	

	issues associated with some brownfield developments may limit opportunities to secure affordable housing.	
2c. Achieve reasonable access to community facilities (post office, meeting venues, youth centres)	<p>Urban and peripheral locations have reasonable access to facilities. Towns and most larger villages have a range of facilities. Towns and most larger villages have a range of facilities.</p> <p>Severance issues at Yate where development could straddle the railway.</p> <p>Charfield contains limited facilities and would, therefore, have restricted access.</p>	Large-scale development could include community provision.
2d. Achieve reasonable access to educational facilities (primary schools, secondary schools)	<p>Urban and peripheral locations have reasonable access to facilities. Towns and most larger villages have a range of facilities but only a few villages have secondary schools, e.g. Backwell, Churchill, Thornbury, and Yate. Some primary schools are not well-located relative to potential development sites, e.g. Thornbury.</p> <p>Charfield and Banwell have primary schools but no secondary schools. Peripheral development can be beyond 1500m of existing secondary schools, e.g. Nailsea.</p> <p>School provision is very much dependent on the way the development is implemented. Notional triggers for new facilities will be met only if a future planning application meets the required quantum.</p>	Large-scale development could include educational provision but unlikely to achieve critical mass for a secondary school (5,000 homes needed as a rule-of-thumb).
2e. Achieve reasonable access to town centre services and facilities (Designated City, Town and District Centres)	<p>Peripheral development can be beyond 1500m of existing town / district centres. Urban and peripheral locations have reasonable access by improved public transport to city centres.</p> <p>Most villages are remote from district or larger centres.</p>	Large-scale development unlikely to achieve critical mass for a district centre (5,000 homes needed as a rule-of-thumb).
2f. Reduce poverty and income inequality, and improve the life chances of those living in areas of concentrated disadvantage	<p>No demonstrable link with locational strategy for housing, though employment or mixed development can provide benefits. Only urban intensification can demonstrate a positive link to deprived communities.</p> <p>The Bristol Core Strategy gives priority to the regeneration of South Bristol to include additional mixed-use development with supporting infrastructure. The regeneration of South Bristol shall no occur in isolation but as part of the integrated spatial strategy for the</p>	

	<p>area. For example, improvements to transport will enable greater access to new employment created in the city centre.</p> <p>The revitalisation of South Bristol will help address imbalances in employment opportunities and travel to work patterns across the city and region.</p>	
3a. Deliver a reasonable quantum of employment floorspace/land and increase access to work opportunities for all parts of society within the West of England sub-region	<p>Sites could deliver employment opportunities, at the cost of land for housing.</p> <p>Dispersed development is unlikely to offer the critical mass to underpin significant new employment provision and so is more likely to lead to out-commuting. More remote locations are very unlikely to be suitable or attractive commercial locations.</p>	Improvements to the strategic transport corridors could make locations more attractive for employment.
3b. Achieve reasonable access to major employment areas	<p>Locations on rail lines and radial roads offer this potential, though the potential will not be realised if there are capacity constraints or if the rail lines do not go to employment areas.</p> <p>There are some major employers in the rural area, but public transport strategy emphasises links into towns and cities rather than with the rural area beyond.</p> <p>Existing urban employment locations can be accessed via public transport. Somer Valley is also an Enterprise Zone.</p>	Improvements to the strategic transport corridors could make locations more attractive for employment.
4a. Minimise impact on and where appropriate enhance the historic environment, heritage assets and their settings	<p>Design and scale of development are crucial. Some areas are archaeologically sensitive and the extent of the resource may be unclear.</p>	Development can generally be located to avoid negative effects. Further archaeological survey work may be needed. Heritage Impact Assessments would also be necessary.
4b. Minimise impact on and where possible enhance habitats and species (taking account of climate change)	<p>Impacts are variable and in some cases are unknown without further study. Bat flight corridors and foraging habitat in central NSC are an issue of international significance. A range of national ecological designations exist across the sub-region and any impacts would need to be assessed on an individual case-by-case basis.</p>	Development can generally be located to avoid negative effects, or compensatory habitat provision may be required. Further ecological survey work may be needed.

<p>4c. Minimise impact on and where appropriate enhance valued landscapes</p>	<p>Impacts are generally medium to high, the majority of greenfield sites will have a negative impact in this respect based on available information.</p> <p>Urban areas are less likely to suffer negative impact.</p>	
<p>4d. Promote the conservation and wise use of land, maximising the re-use of previously developed land</p>	<p>Urban intensification will likely focus on development of brownfield areas.</p> <p>Development on greenfield land does not contribute to promoting the conservation and wise use of land. Therefore all locations have a negative effect on this objective and there is no apparent scope for mitigation.</p>	
<p>4e. Minimise the loss of productive land, especially best and most versatile agricultural land.</p>	<p>Based on available information the locations form a mixture of graded agricultural land, the majority in the area being Grade 3. The following town and village sites are on either provisional or confirmed BMV land: Backwell, Banwell, Churchill, Nailsea, Thornbury.</p>	<p>While some site areas can be reduced to avoid BMV land, this is not feasible where the BMV area is extensive. Detailed Agricultural Land Classification (ALC) Assessment required to establish the precise land grading.</p>
<p>4f. Minimise vulnerability to tidal/fluviat flooding (taking account of climate change), without increasing flood risk elsewhere.</p>	<p>Small parts of Backwell and Nailsea are in Flood Zone 3.</p> <p>Large areas of Bristol are in both Flood Zones 2 and 3.</p>	<p>The flood zones can be avoided in affected locations, potentially locating housing outside these zones. Standard flood mitigation measures can be implemented where this is unavoidable in urban areas.</p>
<p>4g. Minimise vulnerability to surface water flooding and other sources of flooding, without increasing flood risk elsewhere.</p>	<p>SW flooding is generally restricted to land immediately adjoining local watercourses but there are some larger areas, e.g. Backwell, and local concerns about the adequacy of SW conveyance.</p> <p>Groundwater flood risk not comprehensively understood.</p>	
<p>4h. Minimise harm to, and where possible improve, water quality and availability</p>	<p>Some sites are in or adjoin Groundwater Source Protection Zones, e.g. Banwell, Churchill.</p> <p>Other than general potential for impacts from water run-off, the locations do not raise any significant concerns.</p>	<p>Further engagement with regulators is necessary to understand what constraints or opportunities exist.</p>

<p>5a. Achieve reasonable access to sustainable transportation (rail station, bus stops, cycle paths, footways)</p>	<p>Towns and villages on rail lines and radial roads offer this potential, though the potential will not be realised if there are capacity constraints, e.g. Backwell crossroads, or if the rail lines do not go to employment areas. Peripheral development can be beyond 800m walking distance of existing stations, e.g. Nailsea.</p> <p>Development at many of the locations could have significant negative impact with no mitigation measures.</p> <p>Access to rail stations is by road/ public transport from Charfield and, Thornbury Journeys to rail stations, particularly from Thornbury are likely to be relatively lengthy at peak travel times.</p>	<p>In general, development in rural areas could fund some improvements. The local transport concerns addressed would differ from those addressed in a more conurbation-focused option.</p> <p>The SA has made this assessment based upon the suitability of existing facilities. Major new development would need to be accompanied by significant infrastructure improvement.</p>
<p>5b. Reduce non-renewable energy consumption and 'greenhouse' emissions, and provide opportunities to link into existing heat networks</p>	<p>Distance from major urban heat sources reduces the potential to link into existing heat networks. General issue of dispersed growth producing longer vehicle trips.</p>	<p>Large-scale development could incorporate larger scale low carbon scheme which potentially allows higher standards to be achieved.</p>

Appendix C

Outline SA of Non-Green Belt Scenario

Sustainability Objective	Commentary	Mitigation or enhancement
1a. Achieve reasonable access to public open space (Designated Open Spaces, Town and Village Greens, and Public Rights of Way)	Peripheral development can be beyond 400m walking distance of existing town spaces. Villages generally lack large open spaces. There is usually good access to the countryside via the National Cycle Network and PRoWs. There is also easy access to the Cotswolds and Mendip Hills AONBs from a number of locations.	Large-scale development could include open space provision.
1b. Minimise impacts on air quality and locate sensitive development away from areas of poor air quality	No AQMAs in the rural area, though motorways run close to some towns, e.g. Clevedon, WsM . There are several AQMAs in the Bristol urban area, which cover major arterial routes. There are known areas of poor air quality along Station Road in Yate.	Transport Impact Assessment and adequate preventative and mitigation measures are required.
1c. Achieve reasonable access to healthcare facilities (Doctors, Opticians, Pharmacies, Dentists, Hospitals)	Towns and most larger villages have a range of facilities. Severance issues where development would leapfrog barriers such as motorways and railways, as evident at Clevedon and Yate . Smaller villages tend to have limited facilities and would, therefore, have restricted access, but these are relatively few in number in this scenario.	Large-scale development could include healthcare provision but unlikely to achieve critical mass for new hospital. Average ambulance response / hospital access times could therefore decline.
2a. Deliver a suitable quantum of high quality housing for the West of England sub-region	Total number 42,260. Although locations are assumed to be of a strategic scale the plan period allows for reasonable lead-in times. The SA must know the housing requirement and whether the currently predicted housing capacity for this scenario is accurate before attempting to score this objective.	
2b. Deliver a suitable mix of high quality housing types and tenures (including affordable housing) for all parts of society within the West of England sub-region	Greenfield development is likely to be more viable than brownfield therefore it could provide more certainty for the delivery of suitable tenures including affordable housing. Urban intensification is very difficult to appraise given the uncertainty of locations of developments. Whilst a range of housing types can be achieved, there may be fewer opportunities for the development of new non-flatted homes (including with gardens) with urban intensification. This could limit opportunities for a mix of homes. Viability issues associated with	

	some brownfield developments may limit opportunities to secure affordable housing.	
2c. Achieve reasonable access to community facilities (post office, meeting venues, youth centres)	<p>Towns and most larger villages have a range of facilities. Severance issues where development would leapfrog barriers such as motorways and railways, as evident at Clevedon and Yate.</p> <p>Smaller villages tend to have limited facilities and would, therefore, have restricted access, but these are relatively few in number in this scenario.</p>	Large-scale development could include community provision.
2d. Achieve reasonable access to educational facilities (primary schools, secondary schools)	<p>Towns and most larger villages have a range of facilities but only a few villages have secondary schools, e.g. Backwell, Churchill, Thornbury and Yate. Some primary schools are not well-located relative to potential development sites, e.g. Congresbury and Thornbury. Peripheral development can be beyond 1500m of existing secondary schools, e.g. Clevedon, Nailsea.</p> <p>School provision is very much dependent on the way the development is implemented. Notional triggers for new facilities will be met only if a future planning application meets the required quantum.</p> <p>However some development areas in are relatively small scale development therefore it is unlikely to achieve on-site provisions. e.g. Midsomer Norton, Radstock and Westfield and Clutton and Temple Cloud.</p>	Large-scale development could include educational provision but unlikely to achieve critical mass for a secondary school (5,000 homes needed as a rule-of-thumb).
2e. Achieve reasonable access to town centre services and facilities (Designated City, Town and District Centres)	Peripheral development can be beyond 1500m of existing town / district centres. Most villages are remote from district or larger centres. None of the locations beyond the Green Belt are within 5km of the centres of Bristol, Bath and WsM.	Large-scale development unlikely to achieve critical mass for a district centre (5,000 homes needed as a rule-of-thumb).
2f. Reduce poverty and income inequality, and improve the life chances of those living in areas of concentrated disadvantage	<p>No demonstrable link with locational strategy for housing, though employment or mixed development can provide benefits. Only urban intensification can demonstrate a positive link to deprived communities.</p> <p>The Bristol Core Strategy gives priority to the regeneration of South Bristol to include additional mixed-use development with supporting infrastructure. The regeneration of South Bristol shall no occur in isolation but as part of the integrated spatial strategy for the area. For example, improvements to transport will enable</p>	

	<p>greater access to new employment created in the city centre.</p> <p>The revitalisation of South Bristol will help address imbalances in employment opportunities and travel to work patterns across the city and region.</p>	
3a. Deliver a reasonable quantum of employment floorspace/land and increase access to work opportunities for all parts of society within the West of England sub-region	<p>Dispersed development is unlikely to offer the critical mass to underpin significant new employment provision and so is more likely to lead to out-commuting. More remote locations are very unlikely to be suitable or attractive commercial locations.</p> <p>The Old Mills sites in Paulton are allocated for employment uses in the adopted Local Plan and emerging Placemaking Plan and designated as a Somer Valley Enterprise Zone.</p>	Improvements to the strategic transport corridors could make locations more attractive for employment.
3b. Achieve reasonable access to major employment areas	<p>Towns and villages on rail lines and radial roads offer this potential, though the potential will not be realised if there are capacity constraints or if the rail lines do not go to employment areas. There are major employers in the rural area, such as Bristol Airport, but public transport strategy emphasises links into towns and cities rather than with the rural area beyond.</p> <p>The Old Mills sites in Paulton are allocated for employment uses in the adopted Local Plan and emerging Placemaking Plan and designated as a Somer Valley Enterprise Zone.</p> <p>WsM offers a large range of employment opportunities and is being promoted through the J21 Enterprise Area.</p>	Improvements to the strategic transport corridors could make locations more attractive for employment.
4a. Minimise impact on and where appropriate enhance the historic environment, heritage assets and their settings	<p>Design and scale of development are crucial. Some areas are archaeologically sensitive and the extent of the resource may be unclear.</p>	Development can generally be located to avoid negative effects. Further archaeological survey work may be needed. Heritage Impact Assessments would also be necessary.
4b. Minimise impact on and where possible enhance habitats and species (taking account of climate change)	<p>Impacts are variable and in some cases are unknown without further study. Bat flight corridors and foraging habitat in central NSC are an issue of international significance. A range of national ecological designations exist across the sub-region and any impacts would need to be assessed on an individual case-by-case basis.</p>	Development can generally be located to avoid negative effects, or compensatory habitat provision may be required. Further ecological survey work may be needed.

4c. Minimise impact on and where appropriate enhance valued landscapes	Impacts are generally medium to high, the majority of greenfield sites will have a negative impact in this respect based on available information. Urban areas are less likely to suffer negative impact.	
4d. Promote the conservation and wise use of land, maximising the re-use of previously developed land	All non-GB rural locations are greenfield. Development on greenfield land does not contribute to promoting the conservation and wise use of land. Therefore all locations have a negative effect on this objective and there is no apparent scope for mitigation. Urban intensification will likely focus on development of brownfield areas.	
4e. Minimise the loss of productive land, especially best and most versatile agricultural land.	Based on available information the locations form a mixture of graded agricultural land, the majority in the area being Grade 3. The following town and village sites are on either provisional or confirmed BMV land: Backwell, Banwell, Churchill, Nailsea, Thornbury.	While some site areas can be reduced to avoid BMV land, this is not feasible where the BMV area is extensive. Detailed Agricultural Land Classification (ALC) Assessment required to establish the precise land grading.
4f. Minimise vulnerability to tidal/fluvial flooding (taking account of climate change), without increasing flood risk elsewhere.	Towns and larger villages are generally FZ1 but there are notable exceptions, e.g. Clevedon, Yatton. Town expansion at WsM was excluded from SA on transport grounds but if included as a non-GB location there are significant issues with flood risk.	While some site areas can be reduced to avoid FZ3 land, this is not feasible where the FZ3 area is extensive.
4g. Minimise vulnerability to surface water flooding and other sources of flooding, without increasing flood risk elsewhere.	SW flooding is generally restricted to land immediately adjoining local watercourses but there are some larger areas, e.g. Backwell, Yatton, and local concerns about the adequacy of SW conveyance. Reservoir Inundation Zone for Blagdon Lake affects some NSC villages. Groundwater flood risk not comprehensively understood.	
4h. Minimise harm to, and where possible improve, water quality and availability	Some sites are in or adjoin Groundwater Source Protection Zones, e.g. Banwell, Churchill. Other than general potential for impacts from water run-off, the locations do not raise any significant concerns.	Further engagement with regulators is necessary to understand what constraints or opportunities exist.

<p>5a. Achieve reasonable access to sustainable transportation (rail station, bus stops, cycle paths, footways)</p>	<p>Towns and villages on rail lines and radial roads offer this potential, though the potential will not be realised if there are capacity constraints, e.g. Backwell crossroads, or if the rail lines do not go to employment areas. Peripheral development can be beyond 800m walking distance of existing stations, e.g. Nailsea.</p> <p>Locations such as Clutton, Temple Cloud, Midsomer Norton, Radstock and Westfield – significant negative impact with no mitigation measures suggested by the Transport Study. As outlined within the JSP Technical Scenarios the key components of addressing transport issues is the need to maximise the effectiveness of sustainable travel choices and encourage mode shift. Due to the limited access and choices to existing sustainable transportation in the area it will be difficult to implement such measures and thus further improvements will be required.</p> <p>Access to rail stations is by road/ public transport from Charfield, Thornbury and Wickwar. Journeys to rail stations, particularly from Thornbury, are likely to be relatively lengthy at peak travel times.</p>	<p>In general, development in non-GB rural areas could fund improvements. The local transport concerns addressed would differ from those addressed in a more conurbation-focused option.</p> <p>The SA has made this assessment based upon the suitability of existing facilities. Major new development would need to be accompanied by significant infrastructure improvement.</p>
<p>5b. Reduce non-renewable energy consumption and 'greenhouse' emissions, and provide opportunities to link into existing heat networks</p>	<p>Distance from major urban heat sources reduces the potential to link into existing heat networks. General issue of dispersed growth producing longer vehicle trips.</p>	<p>Large-scale development could incorporate larger scale low carbon scheme which potentially allows higher standards to be achieved.</p>



**November 2016 Cabinet
Executive Summary of Agenda Item No. 11**

Report title: Horizon 2020 Bid – Non domestic Energy Efficiency

Wards affected: City wide

Strategic Director: Barra Mac Ruairi

Report Author: Bill Edrich

Recommendation for the Mayor's approval:

1. To note the submission of the grant application in September to the Horizon 2020 call – EE-22-2016-2017: Project Development Assistance.
2. To delegate to the Director of Energy Services the authority to sign the grant conditions and to deliver the programme as outlined in the application and grant conditions, in consultation with the Cabinet member for Place.
3. To delegate authority to the Director of Energy Services to agree the timeline for the programme which shall meet the UK's funding obligations to the EU commission, in particular given current uncertainty around the UK's current Brexit negotiations.
4. To delegate authority to the Director of Energy Service to form a consortium with Murcia of Spain, Arad of Romania, Amaroussion of Greece and Lviv of Ukraine.
5. To allocate £300k of ear-marked reserves to match-fund an extension to the Salix Recycling Fund, which will support the capital investments of this programme.

Key background / detail:

To seek approval to draw down a grant award of up to £1m from the European Commission, in compliance with the grant application and conditions. The grant application, if successful, will fund the resources (for staff and a development fund) for a programme of energy efficiency works on public and private sector non-domestic properties in Bristol and the wider region contributing to reduced on-going operational costs.

b. Key details:

6. The City of Bristol currently spends £870m¹ on all energy sources. Public sector buildings alone consume 585 GWh of heat and 324 GWh² of electricity annually, which represents an energy spend of at least £56m. A Bristol Council offer to address this is critical to achieving the Mayor's vision to 'put Bristol on course to be run entirely on clean energy by 2050'. Bristol's Mini-Stern report³ has already identified a list of cost neutral and cost effective energy efficiency measures that can be installed in commercial buildings.
7. The Horizon 2020 grant shall fund additional staff resource and seed funding for a development fund at the start of the programme, which can be revolved beyond the leverage window. Prospective Users in the public and private sector can be approached and offered an investment grade audit on their pipeline assets once a Service Level Agreement has been signed. The cost of

¹

<https://www.bristol.gov.uk/documents/20182/33423/Our+Resilient+Future+A+Framework+for+Climate+and+Energy+Security/2ee3fe3d-efa5-425a-b271-14dca33517e6>

²

<https://www.cse.org.uk/projects/view/1259>

³ <http://bristol.ac.uk/cabot/media/documents/bristol-low-carbon-cities-report.pdf>

the audit and a management fee are paid to BCC Energy Service on completion of the project. A capital repayment schedule is agreed between the User and the Funder.

8. By the end of the 4 year leverage period, the Energy Service will have established a £1/2m development fund, recycled from management fee incomes. This fund will be available to carry out investment grade audits of future projects, thereby generating a **long-term income for the Council**. Over £16m of leverage period projects are already being worked up in the public and private sector including £5m in BCC maintained buildings.



Cabinet

1st November 2016



Report Title: Horizon 2020 Bid – Non-Domestic Energy Efficiency Measures

Ward: Citywide

Strategic Director: Barra Mac Ruairi, Strategic Director Place
Report Author: William Edrich, Service Director - Energy

Contact telephone no. & email address *0117 922 4991*
bill.edrich@bristol.gov.uk

Purpose of the report:

The purpose of this report is to seek approval to draw down a grant award of up to £1m from the European Commission, in compliance with the grant application and conditions. The grant application, if successful, will fund the staff and consultancy resources for a programme of energy efficiency works on public and private sector non-domestic properties in Bristol and the wider region contributing to reduced on-going operational costs.

Recommendation for the Mayor's approval:

- 1. To note the submission of the grant application in September to the Horizon 2020 call – EE–22– 2016–2017: Project Development Assistance.**
- 2. To delegate to the Director of Energy Services the authority to sign the grant conditions and to deliver the programme as outlined in the application and grant conditions, in consultation with the Cabinet member for Place.**
- 3. To delegate authority to the Director of Energy Services to agree the timeline for the programme which shall meet the UK's funding obligations to the EU commission, in particular given current uncertainty around the UK's current Brexit negotiations.**
- 4. To delegate authority to the Director of Energy Service to form a consortium with Murcia of Spain, Arad of Romania, Amaroussion of Greece and Lviv of Ukraine.**
- 5. To allocate £300k of ear-marked reserves to match-fund an extension to the Salix Recycling Fund, which will support the capital investments of this programme.**



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Background and work to date:

1. BCC delivers one of the top performing Salix funds in the UK, delivering energy efficiency improvements to its Corporate estate utilising a £1.2m Revolving Fund. Over 10 years the Fund has delivered a total investment of £3.4m, cumulative cost savings to date of over £4m and 26,000 tonnes of saved CO₂.
2. Salix eligibility rules mean that investment projects must be paid back in less than 5 years. The Revolving Fund delivers projects on BCC assets only. One-off Direct Salix Loans can deliver other public sector projects. Therefore, the Energy Service's is unable to extend the offer to non-domestic energy users in the private sector and meet city wide carbon reduction targets.
3. The Energy Service has gathered opinions from a number of public bodies and local authorities over the past year to map the barriers to deliver large scale energy efficiency programmes; these are:
 - a. A comprehensive facility to satisfy public procurement regulations
 - b. Access to capital finance
 - c. Project management support and a lack of detailed knowledge in energy investments.
 - d. Access to a feasibility resource including a Development Fund.
4. The City of Bristol currently spends £870m¹ on all energy sources. Public sector buildings alone consume 585 GWh of heat and 324 GWh² of electricity annually, which represents an energy spend of at least £56m. A Bristol Council offer to address this is critical to achieving the Mayor's vision to 'put Bristol on course to be run entirely on clean energy by 2050'. Bristol's Mini-Stern report³ has already identified a list of cost neutral and cost effective energy efficiency measures that can be installed in commercial buildings.

SALIX definition:

Salix is a government funded body which provides 0% energy efficiency loans for capital works in the public sector.

BCC has been running a Salix Revolving Fund for over 10 years.

Proposal to apply for a Horizon 2020 grant

5. The application to the Horizon 2020 call for proposals is for up to £1m of grant funding to increase the City's resources in delivering cost effective energy efficiency projects to reduce carbon emissions and on-going operational costs across a range of organisations including Bristol City Council. The draw-down of the grant will be controlled in tranches according to the project delivery pipeline and will be split between staff costs and consultants for energy audits (see Appendix A). The grant funding will overcome the previously outlined barriers to greater uptake of energy efficiency investment as identified in 3.
6. We have a clear indication from the European Commission that the UK is eligible to apply and access these funds for the full duration of the programmes, as the UK has already paid into the Multi-Annual Financial Framework that provides the funding.

1

<https://www.bristol.gov.uk/documents/20182/33423/Our+Resilient+Future+A+Framework+for+Climate+and+Energy+Security/2ee3fe3d-efa5-425a-b271-14dca33517e6>

2 <https://www.cse.org.uk/projects/view/1259>

3 <http://bristol.ac.uk/cabot/media/documents/bristol-low-carbon-cities-report.pdf>

[Type text]

7. The recruitment of energy professionals, setting up new framework agreements (for example, procurement and finance partnerships) and operational processes shall be similar to the ELENA programme, which ran from 2012 to 2016. The Energy Service successfully delivered the ELENA programme to a leverage factor target of 25 times the grant value.
8. The Development Fund shall be used to commission 'investment grade audits' of a building where an energy efficiency opportunity has been identified. These energy audits and other related consultancy services will highlight the range of suitable measures, estimated cost of the measures, the user's repayment schedule (on a spend-to-save basis) and the long-term benefits to the user.
9. The cost of the audit shall be recovered on project completion as part of the capital investment and recycled to the Development Fund. In this way, the Council shall have access to a sustainable fund beyond the life of the Horizon 2020 leverage period.
10. Staff costs shall be paid for through the Horizon 2020 grant and can be recovered through charging a management fee to the user on completion of each project. Therefore, the staff costs shall be recycled beyond the leverage period, which is acceptable and acts to strengthen the bid.
11. Horizon 2020 Technical Assistance shall be used to refine the pipeline further and test the viability of the pipeline projects. This shall be achieved by building a more robust financial model which can be stress tested by BCC Corporate Finance and by 3rd party investment partners.
12. Analysis of the pipeline of non-domestic energy efficiency opportunities in the public sector has already identified, through soft market testing, over £30m of viable investment projects (Tables 1 and 2).
13. The sources of capital will include, but are not limited to, a range of existing and new types, for potential clients. A proportion of the Horizon 2020 Technical Assistance shall be used to explore new private/ public capital sources for the benefit of energy efficiency programmes in the City.
 - a. SALIX Recycling Fund (existing)
 - b. SALIX one-off Direct Loans (existing)
 - c. Bank finance (new)
 - d. Community finance (new)
14. The grant application was submitted on the 15th September 2016, with an expected approval in February 2017 at the latest. Recruitment and implementation will start in April 2017. Regular communications including updates on timelines and delivery conditions shall be maintained with the UK contact point (EU Energy Focus) and the EU Commission.

Conditions of the Horizon 2020 Grant (see Appendix C)

15. The Horizon2020 grant is available for an amount of up to €1.5m (approx. £1.17m subject to exchange rate fluctuations). It is available for the following types of eligible activity, split between:
 - a. BCC staff and consultants
 - b. Setting up a Development Fund for energy audits

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16. The drawn down grant must be applied to non-domestic energy efficiency projects in an area defined in the bid and shall leverage capital investments of at least **15 times the value of the grant**.
17. The grant can be applied to 100% of the cost of the eligible activities.

Beneficial outcomes of a non-domestic energy efficiency programme

BCC buildings

18. Increased uptake of energy efficiency measures on the Corporate estate shall free up resources in Property's Maintenance budget, for example, where a lighting upgrade provides longer warranty cover and reduced replacement cycles.
19. Reductions in Corporate energy bills can be passed back to central funds and contribute to Council-wide spending reduction targets.
20. Reduction in energy consumption within the Corporate estate will contribute to the Mayoral target of all Council buildings to be fuelled by renewable energy in 2020.

Other Public Sector buildings

21. BCC operates a **domestic energy** offer for the private sector through the Warm up Bristol scheme and a large scale programme of retrofitting to its social housing stock through Housing Delivery. However, BCC does not currently provide a **non-domestic energy efficiency offer** for other public sector and private sector organisations in Bristol.
22. BCC can develop a business proposition to other public sector clients and as the service administrator can levy a full cost recovery charge on public sector clients in line with CIPFA guidelines for access to these services, enabling them to access our procurement frameworks, thereby obtaining improved public sector "system" efficiency for every tax pound.
23. Setting up a multi-lot Energy Efficiency Framework or Dynamic Purchasing System (DPS) will allow more competitive and prompt tendering which shall unlock more viable investment projects. Demonstrating a long-term pipeline of energy projects shall stimulate the local supply chain and add economic multiplier benefits.

Private Sector buildings

24. Bristol can build on its reputation in 2015 as European Green Capital and demonstrate a long term commitment to improving the energy performance of its buildings.
25. Improved energy performance of all of the City's non-domestic buildings increases their market value and attractiveness to new business through improved comfort levels and reduced running costs.

Consultation and scrutiny input:

[Type text]

a. Internal consultation:

Finance – Tian Ze Hao
Legal – Terry Wilson
Property – Stephen Ashman
Environment – Steve Ransom

b. External consultation:

Discussions have been taking place with potential public sector partners for several years, including other local authorities and the University Hospital Bristol (UHB) National Health Services (NHS) Trust. The barriers to greater uptake of energy efficiency have been recorded and are well understood. For example, BCC hosted an event in March 2015 which was attended by 15 other local authorities. In 2016, BCC also invited a number of other stakeholders to discuss the proposal for a regional energy efficiency service, managed by BCC. These included 2 debt finance institutions with a track record in energy investments. And last but not least, a number of management agents are exploring the proposal with us and are seeking buy-in from their private sector clients. Letters of intent and/ or commitment are currently being sought from all prospective partners.

Other options considered:

Business as usual: Salix Recycling Fund (for BCC's properties only)

The Salix recycling fund is limited to investment on BCC assets only and therefore represents a restricted pipeline of projects. After 10 years of delivery of this programme, the remaining projects sometimes present less cost effective investments.

By not applying for Horizon 2020 funding, the Energy Service can only influence investment within BCC's own Corporate assets, which does not achieve the Mayor's 2050 vision.

Public Sector plus: Salix Recycling Fund and Salix one-off Direct Loans (for BCC's properties plus other public bodies)

Further Salix projects are possible on other public sector buildings, for example, schools, the hospital and the universities. The loan is paid directly to the building user and a repayment schedule is agreed between Salix and the user.

The alternative Direct Loan model does not add value to the other public sector bodies since BCC is unable to offer a Development Fund or procurement vehicle or project management support, which will restrict the appeal of this delivery model and the speed of delivery to meet the scale of the Mayor's 2050 vision.

Business Plus: Public bodies and private sector using Salix and Debt finance.

Capital debt finance will be needed to secure investment in the private sector or to extend the public sector pipeline beyond the limitations of SALIX.

With sufficient pipeline volume and due diligence project capital, development cost plus management fee will be wrapped up into a debt finance package for the client.

[Type text]

However, without Horizon 2020 initial seed-funding, this will introduce a level of risk for both the private investor and the client during the pre-construction phase and will not bring certainty about the pipeline of viable projects.

Horizon 2020 grant funding

Additional staff resource and seed funding for a Development Fund are secured at the start of the programme, which can be revolved beyond the leverage window.

Prospective users in the public and private sector can be approached and offered an investment grade audit on their pipeline assets once a Service Level Agreement has been signed. This fund is also designed to be revolving beyond the leverage window.

The cost of the audit and a management fee are paid to BCC Energy Service on completion of the project.

A capital repayment schedule is agreed between the user and the funder.

The funder and the user are jointly responsible for the financial risk under the terms of the financial arrangement.

BCC is responsible for:

- a. Identifying opportunities and signing the user up to a Service Level Agreement for an investment grade audit
- b. The performance of the energy measures, should these be procured and delivered by the Council
- c. Procurement and project management, where requested.

Preferred Delivery Model

The preferred delivery model is to secure grant funding through the Horizon 2020 call for proposals. The grant will reduce the pressure on revenue budgets in the Energy Service. Furthermore, it allows prompt start-up of an investment programme and will run to 2020/21, contributing to Council-wide carbon and energy targets.

Over the 4 years of the Project Development Assistance leverage window there shall be **no new borrowing from PWLB**. The project pipeline shall have the following investment values and sources of finance.

[Type text]

Table 1 – Leverage projects with Letters of Support

Project Type	Total Energy investment (£)	Source of Finance
BCC Academies	£415,426	Self-funded/ Private finance
BCC Libraries	£446,544	Salix Revolving fund
BCC Property maintenance	£782,000	Salix Revolving fund
BCC Schools	£995,812	Salix Direct Loan
Energy Service pipeline	£1,667,500	Salix Revolving fund
BCC Education maintenance	£765,000	Salix Direct Loan
Other Public Sector - UWE, UHB	£5,497,261	Self-funded/ Private finance/ Salix Direct Loans
Other Public Sector - East Devon CC, Avon & Somerset Constabulary	£2,249,283	Salix Direct Loan
Private Sector	£750,000	Self-funded/ Private finance
EU Partner - Murcia	£1,131,450	Self-funded/ Private finance
Totals	£14,700,276	

By the end of the 4 year leverage period, the Energy Service will have established a £0.5m development fund, created out of the management fee incomes. This fund will be available to carry out investment grade audits of future projects, thereby generating a **long-term income for the Council**. Over £16m of such projects are already being worked up.

Table 2 – Post-leverage Projects

Project Area	Sum of Energy investment costs (£)	
[-] Bristol	£	11,224,173
BCC Academies	£	885,101
BCC Education proactive maintenance	£	920,000
BCC Property proactive maintenance	£	3,095,113
BCC Schools	£	1,228,048
University Hospitals Bristol	£	810,408
UWE Phase 2	£	3,317,188
UWE Phase 3	£	968,314
[+] Murcia	£	2,493,339
[-] South West UK	£	2,355,707
Avon & Somerset Constabulary	£	255,707
MOD	£	2,100,000
Grand Total	£	16,073,219

To deliver the expanded internal and external pipeline requires new staff. The Construction Work Package has a number of deliverables under the requirements of the Horizon 2020 grant. The total funding required for staff and other direct costs to deliver all Work Packages have been carefully modelled through the 4 year leverage window – see Appendix A.

[Type text]

From the point of view of the EU Commission, BCC shall be requesting a grant of £941k to deliver £14.7m of projects which crucially achieves the 15 times leverage ratio

From the point of view of Bristol City Council, the result is a positive cash-flow position at the end of the 4 year leverage window of £117k.

Financial Modelling/ Expertise in delivering viable projects

Financial modelling/ expertise for individual energy efficiency measures are well understood from over 10 years of experience in delivering Salix compliant investments within the Council.

Capital investments in renewable generators are already tested through an existing financial due diligence process and are well understood. The output measurements will be utilised in energy efficiency investments.

This modelling will be used to pre-qualify investment opportunities but are not a substitute for a funder's own due diligence process.

[Type text]

Risk management / assessment:

FIGURE 1							
The risks associated with the implementation of the <i>Horizon2020</i> decision :							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK		RISK CONTROL MEASURES Mitigation (i.e. controls) and Evaluation (i.e. effectiveness of	CURRENT RISK		RISK OWNER
		(Before controls)			(After controls)		
		Impact	Probability		Impact	Probability	
1	Getting customers - we will not bring in the required customer numbers to make the business case viable	2	2	Table 1 shows £14.7m of projects with letters of intent from external organisations plus known BCC projects. In addition, there are £16m of other projects being worked up which can be substituted.	1	1	Freddie Collins
2	Experience and resource - lack of experience in the field will result in problems with delivery and poor uptake of the Service	3	3	By securing the Horizon 2020 bid the Council can secure revenue support to recruit suitable staff in project delivery, business development and Measurement & Verification	2	1	Richard Lowe
3	Performance risk - we don't meet our contractually agreed guaranteed savings level and consequently have to pay out the difference to the customer	3	4	The Energy Service is unlikely to offer a performance guarantee on external projects because of this risk. In order to mitigate a consequential risk of not being as competitive as other ESCOs, part of the offer will be to offer an innovative finance package, where capital repayments are matched by measured and verified savings, therefore the period of the loan can be extended to equal the payback time. The Energy Service is undertaking training and market testing of Measurement and Verification strategies to assist this. These strategies are only necessary with non-SALIX funders. At present the pipeline is 100% Salix funded.	2	2	Freddie Collins
4	Securing finance at a competitive rate	3	3	We have close links with Salix Finance, who offers the most competitive finance for the public sector. When it comes to projects with a payback time of over 5 years or for the private sector, however, we need to look at other routes. The best way to achieve this is by grouping potential customers into packages, and to present the packages so that we have the opportunity to leverage third party finance with a larger portfolio of projects at the post MOU stage	2	2	Bill Edrich
5	Credit Risk - by offering the finance ourselves we put ourselves at risk to the organisation defaulting on payment	4	3	The Council will not provide financing for external bodies. We will provide a facility whereby we group projects together to attract third party investors. Ultimately, the credit risk will reside with these investors, in simple terms the Salix revolving fund is the only	2	2	Tian Ze Hao

[Type text]

				situation where BCC take responsibility for the repayments and credit risk. This fund is only exclusively on BCC Corporate assets.			
6	Legal – do BCC have sufficient licence and insurance cover to act as a broker and provide investment advice to 3 rd party users such as Local Authorities and public bodies	4	2	Any loans would be to commercial borrowers and there is no need for any licence and insurance to be held by the Council. However, if the Council is in any way selecting potential lenders and introducing them to borrowers we need to be sure that our insurance will cover such activities. In addition, we need to be sure that we have the appropriate expertise within the Council to fulfil this function as any errors, even if covered by insurance, will carry a reputational risk.	2	2	Terry Wilson
7	Procurement – do we need more than a procurement vehicle to cover the Works contractors and the Services of auditor consultants	2	3	Decision to be made with other Energy Service teams on a combined Dynamic Purchase System. However, the non-domestic energy investors will need different agreements for each type of work since payment terms will be different.	1	3	Terry Wilson
8	Leverage factor not achieved therefore returning a proportion of the grant	4	2	Close supervision to control delivery of the programme, from experience in delivering the ELENA programme. A full investment grade audit will be carried out before a project proceeds. Bristol is seen as a UK lead on the ELENA programmes.	4	1	Mareike Schmidt
9	Sufficient skills in the Energy Service to deliver this programme	3	2	Technical Assistance of the H2020 bid allows resourcing for energy professionals.	1	1	Richard Lowe
10	Earlier withdrawal from the European Union	3	1	Whilst a Bristol bid may be at some risk due to Brexit negotiations, Article 50 has not been triggered and indications are from EU Energy Focus that a bid will still be considered. In order to mitigate an earlier departure from the European Union, the Energy Service will control any spend on staff and audits and manage the pipeline. In addition, an EU partner can be secured and substituted to complete the leverage if necessary.	2	1	Mareike Schmidt

FIGURE 2

The risks associated with not implementing the Horizon2020 decision:

[Type text]

No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK		RISK CONTROL MEASURES Mitigation (i.e. controls) and Evaluation (i.e. effectiveness of	CURRENT RISK		RISK OWNER
		(Before controls)			(After controls)		
		Impact	Probability		Impact	Probability	
1	The non-domestic energy efficiency investment pipeline is a key component of the Service offer in the Business Plan. Without Horizon 2020 funding for staff and energy audits, it will be very difficult to achieve the targets in the Energy Service business plan	High	Medium	Approving the Horizon 2020 bid to upscale the programme which results in no additional resource requirements. Securing a good number of potential partners with sufficient pipeline volume will stand an excellent chance of securing the grant funding	Low	Low	Bill Edrich
2							

Public sector equality duties:

Before making a decision, section 149 of the Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

i) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.

ii) advance equality of opportunity between persons who share a relevant protected characteristic and those do not share it. This involves having due regard, in particular, to the need to:

- remove or minimise disadvantage suffered by persons who share a relevant protected characteristic.
- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
- encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.

Guidance:

** Insert a note on how the public sector equality duties are relevant to the proposals and how these duties have been taken into account in developing the proposals. Where an equality impact assessment has been undertaken, summarise its findings here, and provide a link to the full document, or include the equality impact assessment as an appendix. Where no equality impact assessment has been undertaken, give the reasons why this has not been carried out.*

Eco impact assessment

In summary, the significant environmental impacts are:

- A reduction in Greenhouse Gas Emissions directly contributing to the council’s improvement targets. It is not possible to quantify the emissions savings at this stage, as this will depend on the technologies and buildings ultimately chosen. For reference, the £0.345m of energy investment in 100 Temple Street has resulted in energy savings of 424 MWh (gas) and 450 MWh (electricity).
- Impacts from installation of new infrastructure:

[Type text]

- Waste from removal of existing plant and equipment
- Waste from packaging and installation
- Resources for manufacture and installation of new plant and equipment
- Emissions and consumption of raw materials from production and transport of the technology

The proposals include the following measures to mitigate the following possible impacts:

- The tendering process will assess the environmental impacts of manufacturing, transport and waste management arrangements. Scoring from the assessment will form part of the overall evaluation.
- Schemes will be project-managed to ensure that contractors meet our requirements

The net effects of the proposals are positive.

Advice given by **Steve Ransom**
Date **July 2016**

Resource and legal implications:

Finance

a. Financial (revenue) implications:

The proposal seeks permission to apply for a European Horizon 2020 Project Development Assistance (PDA) grant up to a maximum of €1m. If successful, specific grant conditions must be satisfied: the support will be conditional on mobilised investments; the grant must be applied to non-domestic energy efficiency projects (include those for both private and public sector organisations) and the Council would automatically sign up to deliver capital investments of at least 15 times the value of the grant within a time-limited period. The major objectives of the PDA are that the proposal must be replicable as well as able to deliver innovation in the mobilisation of the investments.

Grant conditions indicate that financial innovation is aimed at reducing the burden on the project promoter (the Council), to use the revenues generated by the investment (energy savings, sale of energy) and to facilitate the intervention of private financing. Financial innovation should be achieved in the organisation of the PDA, aiming to bundle small investments in order to make them bankable; and through the proposed financial engineering.

To satisfy these grant conditions, the Energy Service team must have a viable commercial delivery model for the proposal as this may expose the Council to further risks. The level of financial innovation required in the grant conditions demands an appropriately qualified workforce and additional insurance cover particularly when financial brokerage / advisory activities are concerned. The required financial advisory workforce does not currently exist within the Energy Service team.

The Energy Service team seeks to revolve the grant funding through charging fees to potential private and public sector clients for viable projects, in order to deliver the capital leverage factor and to provide ongoing funding stream for the delivery team. Detailed estimates are illustrated under Appendix A.

[Type text]

A proportion of the capital leverage factor (£2.9m) will be delivered through the Salix Revolving Fund for the Council's own property stock. The proposal seeks permission to increase the Salix fund balance by a further £600k, of which £300k has been ear-marked from the Council's reserves as match funding. Salix has provisionally agreed to a matching contribution of £300k.

The financial risk to the Council lies in any unrecoverable revenue costs from the grant. Grant conditions stipulate that any cost incurred for preliminary and preparatory work for projects which do not result in contract agreements with potential clients would not be recoverable by the grant. The Council would bear the revenue funding risks for these costs under the scheme, which may ultimately result in general fund cost pressures. A programme of viable pipeline projects should be developed and business relationships with potential private lenders should be in place to mitigate this risk.

Advice given by Tian Ze Hao – Finance Business Partner
Date 28/07/2016

b. Financial (capital) implications:

Notwithstanding that no new funding support is required from the Council except for the above mentioned Salix match funding contribution, specific grant conditions must be satisfied and the Council would automatically sign up to deliver the required 15 times capital leverage factor within a time-limited period. A proportion of the leverage factor is proposed to be delivered through the Council's existing programme commitments including the Salix Revolving Fund (details see Appendix A).

The proposal would not result in additional borrowing requirement for the Council, and would present no additional capital commitment outside of the capital programme and the proposed Salix revolve fund. Other associated commercial challenges with this proposal have been highlighted under the revenue implication section.

Advice given by Tian Ze Hao – Finance Business Partner
Date 28/07/2016

Comments from the Corporate Capital Programme Board:

Guidance:

Insert any comments on the proposal from the Corporate Capital Programme Board.

Not applicable

c. Legal implications:

- **Brokerage licence:** It would appear that, because under this proposal, any loans would be to commercial borrowers there is no need for any licence to be held by the Council. However, if the Council is in any way selecting potential lenders and introducing them to borrowers we need to be sure that our insurance will cover such activities. In addition, we need to be sure that we have the appropriate expertise within the Council to fulfil this function as any errors, even if covered by insurance will carry a reputational risk.
- **Procurement:** It would appear that other public bodies will not be able to use the Bristol Energy Services company as a Teckal company without further steps being taken. Simply being a public sector seller to a public sector buyer is not sufficient to allow the exemption to operate. One solution may be to set up shared services agreements between the public bodies who are using the

[Type text]

service which may allow the exemption to be used but which could affect the speed at which sales could be made.

- **Payment terms/ Contractors:** The terms of any Dynamic Purchasing System set up with contractors to support the proposal will set out the terms on which the actual services will be provided. The purchasing party of the DPS, either BCC or a company controlled by BCC, will be the purchaser of services but a DPS is only intended to provide a route to market within the public sector. The private sector is not constrained by the rules that require a DPS. Where the private sector is the ultimate consumer, then if BCC is carrying out the service on a commercial basis, it will have to do so through a company in accordance with the Local Government Acts and the Localism Act.

Advice given by Terry Wilson - Lawyer
Date 25th July 2016

d. Land / property implications:

- Historically Building Practice have had an annual capital budget for replacement of major building elements in excess £1m per year.
- By accessing the Salix fund and other third party investors, existing budgets can be diverted to other essential projects with non-energy needs, for example, roof renewals as well as statutory demands such as water treatment. Long-term maintenance and running costs are reduced through specifying high performance energy equipment with long warranties.

Advice given by Stephen Ashman – Building Practice Team Manager
Date 25th July 2016

e. Human resources implications:

Guidance:

** Ensure this section is written by / signed off by the relevant HR Business Partner.*

The Council's Energy Service has identified a pipeline of energy efficiency investments beyond the Council's own estate. Charging a management fee can provide an income for the Council. The investment programme requires new members of staff to further develop the business case and match investors with clients. There shall be no revenue contributions required from the Council, since all staffing costs to deliver the programme will be met by the Horizon2020 grant. The key needs are for finance and business development managers which can be met through the re-deployment pool. Energy Service shall work closely with HR to match job specifications to available staff.

The Council will be collaborating on a new Community Energy apprenticeship scheme led by Oldham Council. The scheme enables young people to develop new skills including project management, accounting, report writing, public speaking and community engagement. The Horizon 2020 funded Energy Efficiency programme will provide for up to 3 full-time apprenticeships.

Advice given by Mark Williams – HR Business Partner
Date October 2016

Access to information (background papers):

Appendices:

Appendix A – Project Pipeline and Staff cost profile

Appendix B - Schematic of Energy Efficiency facility

Appendix C – Frequently Asked Questions – Horizon2020 bid EE-22

Horizon 2020 Bid – Non-domestic Energy efficiency

Appendix A.1

Project Pipeline and Staff cost profile
Salix Revolving Fund = £2,896,044

Project Type	Total Energy investment (£)	Source of Finance	Apr 17	Apr18	Apr19	Apr20
			17/18	18/19	19/20	20/21
BCC Academies	£415,426	Self-funded/ Private finance			£ 150,000	£ 265,426
BCC Libraries	£446,544	Salix Revolving fund		£ 210,000	£ 236,544	
BCC Property maintenance	£782,000	Salix Revolving fund	£ 220,000	£ 150,000	£ 240,000	£ 172,000
BCC Schools	£995,812	Salix Direct Loan		£ 250,000	£ 250,000	£ 495,812
Energy Service pipeline	£1,667,500	Salix Revolving fund	£ 500,000	£ 500,000		£ 667,500
BCC Education maintenance	£765,000	Salix Direct Loan	£ 160,000	£ 270,000	£ 180,000	£ 155,000
Other Public Sector - UWE, UHB	£5,497,261	Self-funded/ Private finance/ Salix Direct	£ 700,000	£ 1,200,000	£ 1,897,261	£ 1,700,000
Other Public Sector - East Devon CC, Avon & Somerset Constabulary	£2,249,283	Salix Direct Loan		£ 268,283	£ 1,223,000	£ 758,000
Private Sector	£750,000	Self-funded/ Private finance			£ 350,000	£ 400,000
EU Partner - Murcia	£1,131,450	Self-funded/ Private finance		£ 377,150	£ 377,150	£ 377,150
Totals	£14,700,276		£1,580,000	£3,225,433	£4,903,955	£4,990,888
FTEs						
Programme Director			0.875	0.5	0.5	0.5
Project Manager			1.2	1.3	1	1
Business Development			1	1	0.2	0.2
Finance Manager			1	1	1	1
Contracts Manager			0.6	1	2	2
Comms&Marketing			0.5	0.5	0.5	0.5
Project Officer			1	1	1	1
			6.175	6.3	6.2	6.2
Costs						
BCC staff costs to deliver UK projects	32726		£ 202,083	£ 206,174	£ 202,901	£ 202,901
Other Direct Costs - Travel, Equipment, Goods, Services			£ 72,420	£ 147,838	£ 224,774	£ 228,758
Income						
Management Fee to non-BCC clients, 5% average			£ 71,420	£ 145,798	£ 221,671	£ 225,601
Horizon2020 grant - 3 tranches			£ 282,301	£ 188,200	£ 188,200	£ 282,301
						£ 941,002
		net position to BCC	£ 79,218	£ 20,014	£ 17,804	£ 76,242
						£ 117,643
		Horizon 2020 leverage				15.6
		Post-leverage project pipeline - to substitute any undelivered 'leverage' pro				£16,073,219

Note: 50% of the BCC Property Maintenance projects will continue to be financed by the Building Practice CapRev budget.

Horizon 2020 Bid – Non-domestic Energy efficiency

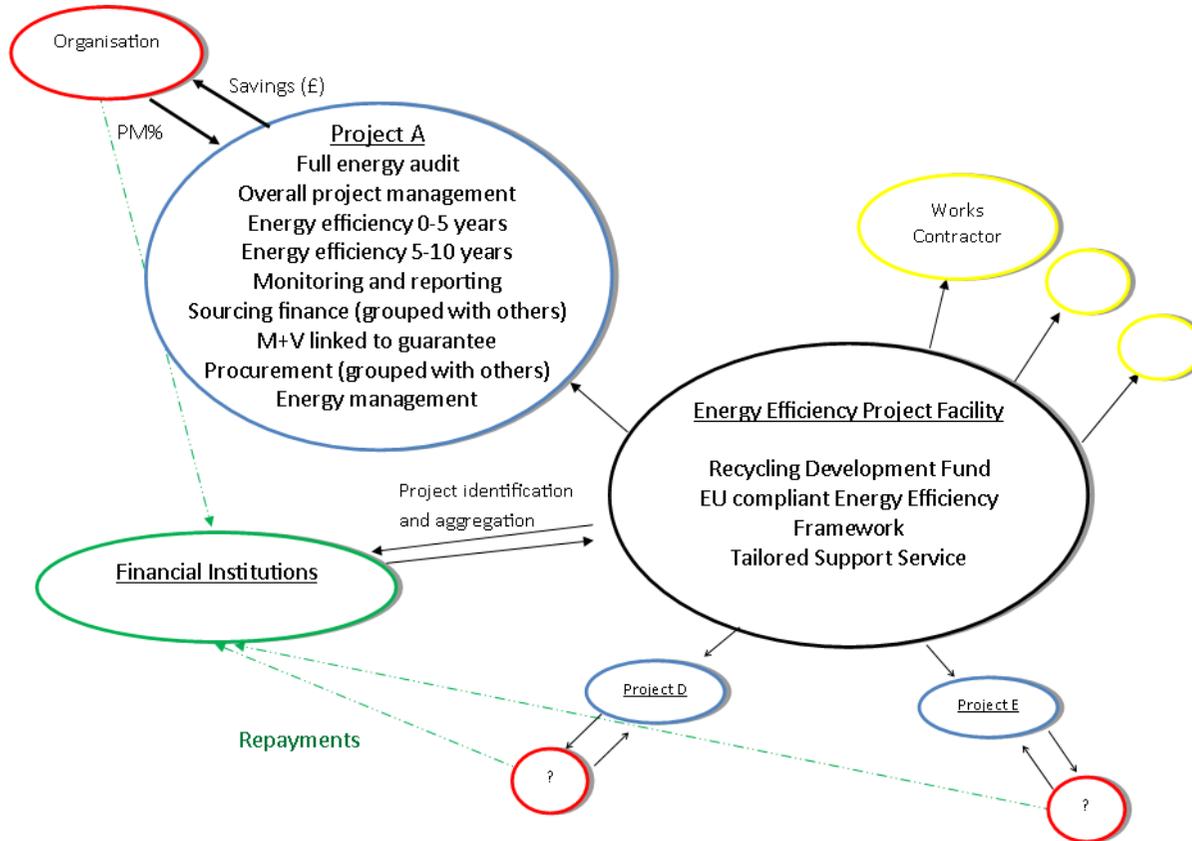
Appendix A.2

Contractor Invoice paid date		2016/17	HORIZON 2020 Leverage Period												Post Leverage				Grand Total								
			2017/18				2018/19				2019/20				2020/21					2021/22				2022/23			
Source of Finance	Fiscal Quarters		Qu1	Qu2	Qu3	Qu4	Qu1	Qu2	Qu3	Qu4	Qu1	Qu2	Qu3	Qu4	Qu1	Qu2	Qu3	Qu4	Qu1	Qu2	Qu3	Qu4	Qu1	Qu2	Qu3	Qu4	
Building Practice - CapRev	BCC Property proactive maintenance		20,250	45,250	43,000		0	0	75,000	0	0	0	75,000	0	45,000	0	0	86,000									389,500
Salix Revolving Fund	BCC Libraries							35,000	36,000		50,000	115,000	81,000			86,752											403,752
Salix Revolving Fund	BCC Property proactive maintenance		20,250	45,250	43,000		0	0	75,000	0	-	-	75,000	-	45,000	-	-	86,000									389,500
Salix Revolving Fund	Energy Service pipeline				526,792			104,000	150,000	150,000	115,000										667,500					1,713,292	
SALIX Fund Invoice totals			0	20,250	45,250	569,792	0	104,000	260,000	186,000	165,000	115,000	156,000	0	45,000	86,752	0	86,000	0	667,500	0	0	0	0	0	2,896,044	
	H2020 Project Repayments								127,058				237,058				451,317				858,984						
	Pre H2020 Repayments	272,635			243,034				205,166				67,278				18,392				18,392						
Net movement in the period			0	-20,250	-45,250	-326,758	0	-104,000	-260,000	146,224	-165,000	-115,000	-156,000	304,336	-45,000	-86,752	0	383,709	0	-667,500	0	877,376					
Opening Budget - 13506 (ABW)		226,727	499,362			707,104				489,328				357,665				609,622							819,498		
Fund extension			600,000																								

Result: Repayments exceed contractor invoices in each reporting year and create a positive opening budget for periods after the Horizon leverage period.

Appendix B

Schematic of Energy Efficiency facility





Frequently asked questions

ENERGY EFFICIENCY - MARKET UPTAKE PDA

Call ID: H2020-EE-2015-4-PDA

Topic EE 20: Project Development Assistance (PDA)

for innovative bankable and aggregated sustainable energy investment schemes and projects

For enquiries on this Call contact: easme-energy@ec.europa.eu

Check also the Frequently asked questions of H2020:

<http://ec.europa.eu/research/participants/portal/desktop/en/support/faq.html>

FAQ's for other parts of the Energy Efficiency Call are available [here](#):

V1. Last updated: 5/01/ 2015

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The content of this presentation is for information purposes only. The relevant legal instruments and the text of the call shall take precedence over the information contained in this presentation. The European Commission or EASME does not accept responsibility for any use made of the information contained therein.

1. Who can provide clarifications on the topics of the Energy Efficiency Call 2014/15?

Clarifications on the topics of the Energy Efficiency Call 2014/15 can be obtained from the EASME functional mailbox EASME-Energy@ec.europa.eu and the Horizon 2020 [National Contact Points](#) for Energy.

2. Where is the challenge and scope of the Project Development Assistance described?

The Project Development Assistance (PDA) is described in the Call for Energy Efficiency under the Horizon 2020 Work Programme 2014-2015 in the area of "Secure, Clean and Efficient Energy".

→ <http://ec.europa.eu/research/participants/portal/desktop/en/opportunities/h2020/calls/h2020-ee-2015-4-pda.html>

3. How many participants are required?

The minimum is one (legal) entity established in a Member State or in an Associated Country.

4. What is the duration of a project under the Energy Efficiency Call?

The H2020 Energy Efficiency Call does not provide an indication regarding the duration. Also, the Horizon 2020 general model grant agreement does not set a fix rule for the duration of H2020 projects.

It will be up to the proposer to define a sound project duration, which will be judged during the evaluation by the expert evaluators as part of the evaluation process against the Award Criteria.

You may want to consider that the work programme contains budget indications for each topic. This will be one element of consideration when you design your proposal with an appropriate time frame. Please do note however that other H2020 work programmes may in some cases provide an indicative duration or a compulsory duration or maximum duration.

5. What is the purpose of the PDA?

The major objective of PDA is to demonstrate the financial viability and sustainability of large-scale sustainable energy investment projects, providing the market with tangible showcases that should trigger further replication.

Proposals must have an exemplary/showcase dimension, be replicable as well as deliver organisational innovation in the mobilisation of the investments and/or the financial approach. Innovation should be demonstrated taking into account the situation in the targeted country.

PDA support will be provided to public and private project promoters such as public authorities or their groupings, public/private infrastructure operators, retail chains and SMEs/industry, leading to bankable and aggregated investment schemes and projects of EUR 6 million – EUR 50 million.

6. What is the concrete outcome expected from PDA projects?

PDA projects must lead to launched energy investments by the end of the action. Every million Euro of Horizon 2020 support must result in investments worth at least EUR 15 million. This support will be conditional on mobilised energy investments. Tangible evidence of such implementation will be required – before the end of the action - in the form of signed construction or investment contracts, e.g. Energy Performance Contracts.

The publication of tenders is an important step towards launching the investment, but is not considered as sufficient proof.

7. Is there a thematic focus for PDA?

Proposals seeking PDA support should address either public or private buildings, retail energy market infrastructure, commercial or logistic properties and sites.

Retail energy market infrastructure includes, for example, smart grids, e-mobility charging points, public lighting networks, district heating networks, distributed renewables (such as on-site PV or micro-CHP) and demand response infrastructure. This list is not exhaustive.

As stipulated above your proposal should always convincingly demonstrate its showcase dimension as well as organisational innovation and it should mobilise finance for bankable and aggregated sustainable energy investment schemes and projects.

8. What does PDA pay for in practice?

In practice, PDA will fund activities necessary to prepare, and mobilise finance for investment programmes, such as feasibility studies, stakeholder & community mobilisation, financial engineering, business plans, preparation for tendering procedures, preparing and negotiating their financing including, if appropriate, bundling them together to form bankable packages, setting up a specific financing scheme, or linking finance to European cohesion policy funds (e.g. ERDF).

Please keep in mind that there is no comprehensive list of eligible activities, but **only the activities which are required to launch the investments** will be considered relevant.

Actual hardware investments, basic research or technology development are not covered. Costs for the supervision of works are not covered, unless they are justified by the specificity of a proposal. From previous experiences, the eligible costs for PDA include staff time, sub-contracting of specialist advice – for example – on legal, financial and technical matters, travel and subsistence and other direct costs. "*PDA pays for brains, not for bricks*".

9. What does "investment " mean?

Investment should only refer to **energy investments**, i.e. investments which are directly related to or required for energy savings and/or renewable energy generation.

Other measures which are not related nor required for energy savings and/or renewable energy generation should not be calculated into the proposed energy investment. For example, energy investments could include changing window and painting the façade after external insulation during a building refurbishment. However, painting the hallways or changing the bath tub would not qualify. Investment costs should include VAT only for entities which cannot reclaim it. If the VAT will be reclaimed by the investors, your proposed investments should not include it.

The investments should be described in the application form (proposal template) specific to this Call. It is recognised that, depending on the nature of the project, the PDA funding may aim, in part, at supporting and accelerating this very step of acquiring a full level of detail on future investment(s).

10. What if my project fails to deliver the investment?

The support will be conditional on mobilised investments. That means grants for PDA will only be paid in full if relevant investment contracts are signed before the end of the action and are complying with the obligatory leverage factor of one million Euro of Horizon 2020 support leading to investments of at least EUR 15 million (1:15).

If the project fails to deliver the planned investment, the EU support will have to be reimbursed by the beneficiary, although some costs may be eligible for support if duly justified.

In case one or more of the sub-projects in an investment programme does not go ahead before the end of the action, a replacement sub-project may be agreed with EASME, under certain conditions, using the applicable amendment procedures.

11. What if parts of the investment programme/projects exist already?

In such a case a proposal could still be submitted for the remaining parts. The existing investments should be clearly explained to avoid double funding. The application form will give you the opportunity to describe the local strategic framework, previous projects on which your proposal will build on and relevant investment projects prior to this proposal.

12. What does the term organisational innovation mean?

Organisational innovation means demonstrating an innovative approach in mobilising the investment projects and/or the finance necessary to fund sustainable energy projects.

This innovation could be for example:

- In the **organisation of the PDA**, e.g. projects aiming to bundle small investments in order to make them bankable
- In the **proposed financial engineering**, i.e. proposals using models of investment that is distinctively different from traditional investment models where the owner finances the investments through equity, loans, and subsidies.

Financial innovations can be of many types; in general, they should try to reduce the burden on the project promoter, to use the revenues generated by the investment (energy savings, sale of energy) and to facilitate the intervention of private financing. Examples could be:

- Green loans,
- Energy performance contracts,
- Public ESCO's,
- Investment funds on energy efficiency, such as revolving or guarantee funds,
- Access to competitive finance to facilitate energy efficiency investments
- "Pays As You Save" models,
- Other innovative financing schemes.

13. What is the role of communication, dissemination and replication?

The focus of the proposed action is on the launch of energy investment. However, proposals must include a clear action plan to communicate across Europe towards potential replicators.

A proposal should also include an appropriate capacity building strategy that should facilitate that know-how is kept within the organisation in order launch further energy investments as well as it should facilitate the transfer of knowledge to peers to foster replication.

14. How does PDA relate to the ELENA Facilities?

Project development assistance activities implemented through this topic are complementary to the European Local Energy Assistance (ELENA) facility implemented by the European Investment Bank (EIB). See Part B of the Work Programme for further details.

Whilst PDA implemented through this Topic EE20 aims to support public and private project promoters to launch an investment of EUR 6 million – EUR 50 million, the EIB-ELENA facility also supports larger investment schemes.

More information on the different project development assistance facilities set up by the European Commission can be obtained at: http://ec.europa.eu/energy/intelligent/getting-funds/pda/index_en.htm.

15. Can PDA funding be combined with other funding?

Market Uptake PDA is a so-called Coordination and Support Action (CSA) under the H2020 framework. That means that selected projects may receive a funding rate of 100% and therefore no activity supported by this programme can be funded from any other funding programme.

However, projects can mobilise EU funding for the actual investment of their schemes, e.g. using European Structural and Investment Funds (ESIF)¹ or a loan from the European Investment Bank (EIB).

16. What is the difference between topics EE-20-2014 (PDA) and EE-21-2014 (Development and market roll-out of innovative energy services and financial schemes for sustainable energy)?

PDA is exclusively designed to fund technical and financial assistance leading to concrete investment projects or programmes.

Projects under the topic "Development and roll-out of energy services and financial schemes" aim to replicate innovative energy services and financing solutions which have been used successfully by stakeholders across the EU. Projects require at least 3 legal entities from different Member States and Associated Countries. These projects are not required to sign investment contracts by the end of the action as it is the case for PDA.

17. What are the evaluation criteria (award criteria)?

The award criteria are published General Annex H of the Work Programme: The proposals submitted shall be evaluated on the basis of the following award criteria:

1. Excellence

¹ http://ec.europa.eu/regional_policy/sources/docgener/guides/synergy/synergies_en.pdf

- Clarity and pertinence of the objectives;
- Credibility of the proposed approach.
- Soundness of the concept;
- Quality of the proposed coordination and/or support measures.

2. Impact

- The expected impacts listed in the work programme under the relevant topic
- Effectiveness of the proposed measures to exploit and disseminate the project results (including management of IPR), to communicate the project, and to manage research data where relevant.

3. Implementation

- Coherence and effectiveness of the work plan, including appropriateness of the allocation of tasks and resources;
- Complementarity of the participants within the consortium (when relevant);
- Appropriateness of the management structures and procedures, including risk and innovation management.

* * *



Executive Summary of Agenda Item No.12

Report title: Development of Land at Broomhill Road Brislington

Wards affected: Brislington East & West

Strategic Director: Barra Mac Ruairi

Report Author: Joe Jeffrey Property

Recommendation for the Mayor's approval:

1. That a primary vehicular access over Council owned land from Broomhill Road and an emergency vehicular access from Bonville Road (Marked 1 and 3 respectively on plan no N5954e) are authorised to enable access to be achieved to the development land as shown outlined in red on plan no N5954e.
2. To authorise the Strategic Director: Place to approve the terms and authorise entering into agreements for the freehold disposal of Council owned land, net capital receipt is valued in appendix 2 following the briefing of the Cabinet Member for Housing, shown on the attached plan N5954e outlined in red and shown as Nos 1, 3 & 4, for the purposes of enabling 300 new homes to be built and to achieve a capital receipt.

Key background / detail:

a. Purpose of report: To authorise the use of two accesses of Bristol City Council owned land to enable the development of 300 homes including 90 affordable homes

b. Key details:

1. Within the Parks and Green Space Strategy, Cabinet passed the decision on selling the two areas of access land to the Brislington Neighbourhood Committee
2. The Brislington Neighbourhood Committee have confirmed they will not authorise the sale of this land as they are essential to their Green Space needs
3. The Council will protect adjacent green space land adjacent to and including Victory Park to ensure that sufficient Green Space land is retained locally and will reprovide the lost area of Green Space land equivalent to the area of the two accesses within the proposed development.



Cabinet

Date of Meeting 1st November 2016



Report Title: Development of Land at Broomhill Road Brislington

Ward: Brislington East and Brislington West

Strategic Director: Barra Mac Ruairi - Strategic Director Place

Report Author: Joe Jeffrey – Property Development Manager

Contact telephone no. & email address [0117 922 4086](tel:01179224086)
joe.jeffrey@bristol.gov.uk

Purpose of the report:

To seek Cabinet approval to use two areas of Council owned land to create access to a development site in order that 300 new homes, including 90 affordable homes, can be built.

Recommendation for the Mayor's approval:

- 1. That a primary vehicular access over Council owned land from Broomhill Road and an emergency vehicular access from Bonville Road (Marked 1 and 3 respectively on plan no N5954e) are authorised to enable access to be achieved to the development land as shown outlined in red on plan no N5954e.**
- 2. To authorise the Strategic Director: Place to approve the terms and authorise entering into agreements for the freehold disposal of Council owned land with a net capital receipt is valued in appendix 2, following the briefing of the Cabinet Member for Place, shown on the attached plan N5954e outlined in red and shown as Nos 1, 3 & 4, for the purposes of enabling 300 new homes to be built.**

The proposal:

1. The Council (BCC) owns 1.4 hectares (15%) of development land at Broomhill Road Brislington within the redline on the plan no N5954e. BCC's ownership is coloured pink within the redline. Olympia & Hammersmith (O&H) own 7.7 hectares of development land (85%) within the redline coloured blue on plan N5954e. The land has been allocated for 300 new homes including over 90 Affordable Homes within the Councils Site Allocations and Development Management Policy July 2014. This Policy was adopted following public consultation and was subject to a Planning inquiry at which only 14 objections to its housing designation were made.
2. The majority owner O&H proposes to develop the site for housing within a Joint Venture development agreement with BCC. The anticipated capital receipt is detailed in Exempt Appendix 2
3. In Dec 2010 Cabinet agreed to sell the accesses numbered 1 & 3 on the attached plan and 46 other parcels of 'surplus' green space land. This decision was called in and a cross party working group recommended all the sites should be referred to their Neighbourhood Committees for decision on each site. The Neighbourhood Committee's decision, to be based on whether they considered the spaces within their neighbourhood area were still required for their Green Space needs. Cabinet endorsed this approach in Jan 2012 and the Brislington Neighbourhood Committee resolved not to declare this land surplus to their Green Space requirements. However, given that this matter is likely to impact on two or more wards, it is being viewed as a key decision and therefore one that must be taken by Cabinet.
4. BCC is proposing to enter into a Joint Venture development agreement with O&H so that BCC's development and access land is utilised to ensure the development is able to proceed.
5. The Site Allocations and Development Management Policy July 2014 identified one access point to the proposed development land, through the BCC allotments site which is currently used by allotment holders. They are designated as "Statutory Allotments" land and require the Secretary of States (SOS) consent for this designation to be removed and for their relocation elsewhere. Public and allotment holders' objections are expected if this access is used for the development as the allotments will need to be re-provided / relocated. To achieve this, the Council will need to obtain the SOS's consent, objections will be taken into account and as this decision making process is not within the Council's control it will present uncertainty and present a substantial risk to the non-delivery of the project.
6. There are four access options that have been considered to determine whether any suitable access alternatives are available. All the accesses are within BCC ownership and BCC Highways have confirmed that there is a need for a primary access and a secondary emergency access route.
7. The first potential access option considered was the statutory allotments land (No2 on the plan). If selected this access route would be likely to receive many objections which

would be taken into account by the SOS when making a decision. This could be a long process and presents a decision that is not within BCC's control. This presents a high risk to the delivery of the 300 homes.

8. The second potential access coloured pink No 4 on the plan, directly to the north of the allotments above has significant engineering challenges, which are difficult and costly to deliver. Further it is unsuitable for disabled access due to School Road's steep slope. This option would also reduce the amount of homes to be delivered by over 20 units and reduce the Council's capital receipt by removing an up to an acre of the Council's development land to a value of approximately £500k. This access would still require a secondary access to be provided, so if the allotments access (No2 on the plan) remains unsuitable then one of the accesses at points 1 & 3 on the plan would still be required.
9. The third potential access option to the North (No 1 on the plan) is the most appropriate primary access due to it having no slope, being of sufficient width, being the least costly, least risky and least time consuming to deliver. It is within the Council's ownership yet was part of the previous Cabinet decision to enable the Brislington Neighbourhood Committee to make a non-key decision to retain control over its disposal. Cabinet authorised such decision to be made only if this land remained essential to the area's green space needs. This access which was designated as green space can be re-provided within the local area and the nearby Victory Park remains available for public use. Sinnott House, which was the Police Station, is owned by the Council and is suitable for immediate use as development access.
10. The fourth potential access option to the South West (No 3 on the plan) is a potential secondary means of access (as Highways have advised is needed for emergency access) yet remains subject to the same Brislington Neighbourhood Committee decision process as access No 1 and therefore requires similar Cabinet resolution for its use.
11. If Cabinet decides to approve areas No1 and No 3 to be utilised as development accesses, the small loss of green space of areas No 1 & 3 can be replaced within or in the immediate locality of the development.

Consultation and scrutiny input:

a. Internal consultation:

Barra Mac Ruairi - Strategic Director Place

Robert Orrett - Service Director – Property

Zoe Wilcox – Service Director – Planning

Sarah O'Driscoll - Manager Strategic Planning – Planning

Nicholas Mimmack – Lawyer Legal Services

Nick Hooper – Service Director Strategic Housing

Di Robinson – Service Director Neighbourhoods and Communities

Tian Ze Hao – Business Partner Place

Mark Williams – People HR Business Partner

Laurence Fallon – Transport Development Manager

b. External consultation:

Officers have consulted and met with the Ward Councillors for Brislington East (the ward in which the land is located) and offers of meetings have been made to the ward councillors for Brislington West. Should these further ward councillor meetings take place, officers will advise during the Cabinet meeting.

Other options considered:

1. To utilise the access numbered 2 on the plan from School Road as the primary access. Whilst suitable physically, this would require relocation of Statutory Allotments and the decision on this rests with the Secretary of State. This proposition is likely to result in many objections as part of the SOS's decision making process, which could result in a refusal of the SOS to grant consent. This access option is not within the Council's control despite the land being owned by the Council.

Risk management / assessment:

FIGURE 1							
The risks associated with the implementation of the (subject) decision :							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	That 300 homes are not built if Accesses No 1 & 3 are not authorised by Cabinet.	High	High	Cabinet to authorise the sale and use of the accesses numbered 1 & 3 on the plan in appendix 1 for development and access purposes	Low	Low	Bristol City Council
2	That the completion of 300 homes are delayed, reduced in number by 20 and a loss of £500,000 occurs if accesses no 2 and land to the North coloured pink on the attached plan are identified as the preferred primary and secondary accesses	High	High	To utilise accesses numbered 1 & 3 on the plan in appendix 1 for development and access purposes	Low	Low	Bristol City Council
3.	That alternative accesses No 2 & 4 do not receive SOS consent	High	Medium	To utilise accesses Nos 1 & 3 on the plan in appendix 1	Low	Low	Bristol City Council

Public sector equality duties:

Before making a decision, section 149 of the Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age,

disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

i) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.

ii) advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to:

- remove or minimise disadvantage suffered by persons who share a relevant protected characteristic.

- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);

- encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.

The proposed housing units and accesses will be constructed in compliance with current Statutory and Bristol City Council policy requirements. The development will provide approx. 90 affordable homes thereby ensuring fair, reasonable and appropriate access to housing in this location for persons who share a relevant protected characteristic and for those persons who do not share a relevant protected characteristic.

If Cabinet endorses the proposed use of accesses Nos 1 & 3, there will be no mobility challenges to the proposed housing, as no access would therefore need to be gained from access point 4. Access point 4 presents a steep gradient and could negatively impact on those persons with mobility challenges. The use of alternative accesses will ensure the market and affordable housing is accessible to all persons.

Eco impact assessment

Full Ecological Impact Assessments will be carried out as part of the development programme, which cannot commence until the access issue is resolved. Studies on initial ecological impacts were presented at the Public Inquiry as part of the Site Allocations designation approval for 300 new homes which were approved. Further ecological and sustainable assessments will be required and submitted through the proposed Planning application and consequent determination process and these will be available for public scrutiny through the community consultation and Planning processes.

Resource and legal implications:

Finance

a. Financial (revenue) implications:

No additional revenue implication.

Advice given by Tian Ze Hao / Finance Business Partner

Date 22/09/2016

b. Financial (capital) implications:

A net capital receipt is expected through the joint venture development agreement. The estimated net capital receipt is detailed in Exempt Appendix 2. This estimate takes into account additional estimated costs of transport site access, servicing and planning. The earliest timeline for the cash receipt is in financial year 17/18.

Advice given by Tian Ze Hao / Finance Business Partner
Date 22/09/2016

Comments from the Corporate Capital Programme Board:
 N/A

b. Legal implications

The revisiting of the decisions in relation to the two areas of land in question is now in the context of a large proposed development. Whilst the decision as regards whether a decision is key or non-key is ultimately for the relevant Strategic Director, with a substantial capital receipt involved and the seemingly significant impact on two or more wards of the construction of 300 houses both the level of public and member interest and the expectation of both the public and the members that this type of decision should be taken by the executive (both indicators in the guidance from central government in determining whether a decision is key), putting the decision before Cabinet would seem prudent.

There is no express duty to consult at this stage and, the Neighbourhood Committee that previously took the decision to retain these spaces will be further consulted through the Planning application when there will be a formal consultation period.

I note that the public sector equality duty (PSED) has been considered with regard to ease of access to the proposed development provided by the various areas of land that could potentially be used. Provided the PSED has been considered in relation to all relevant aspects, this transaction will comply with the Council's PSED. Any obligations on the developer in relation to the use of the land, will need to be agreed with the Legal Services Property team as regards any restrictive covenants required. Provided that we are receiving market value for the land, then there will be no state aid implications to consider.

Advice given by Sinead Willis. Solicitor, Legal Services.
Date 22.02.16

d. Land / property implications:

The proposed development will deliver approx. 300 new homes including 90 affordable homes. The Council owns approx. 15% of the development land but does control the accesses. The Council will therefore receive a capital receipt in accordance with S123 of the local Government Act 1972 which states that Councils will obtain the Best consideration that can be reasonably obtained. The level of this proposed capital receipt is detailed in the attached Exempt Appendix 2.

Advice given by Joe Jeffrey – Property Development Manager
Date 6th Sept 2016

e. Human resources implications:

There are no Human resources implications arising as a result of this report

Advice given by **Mark Williams, People Business Partner.**
Date **9th Sept 2016**

Appendices:

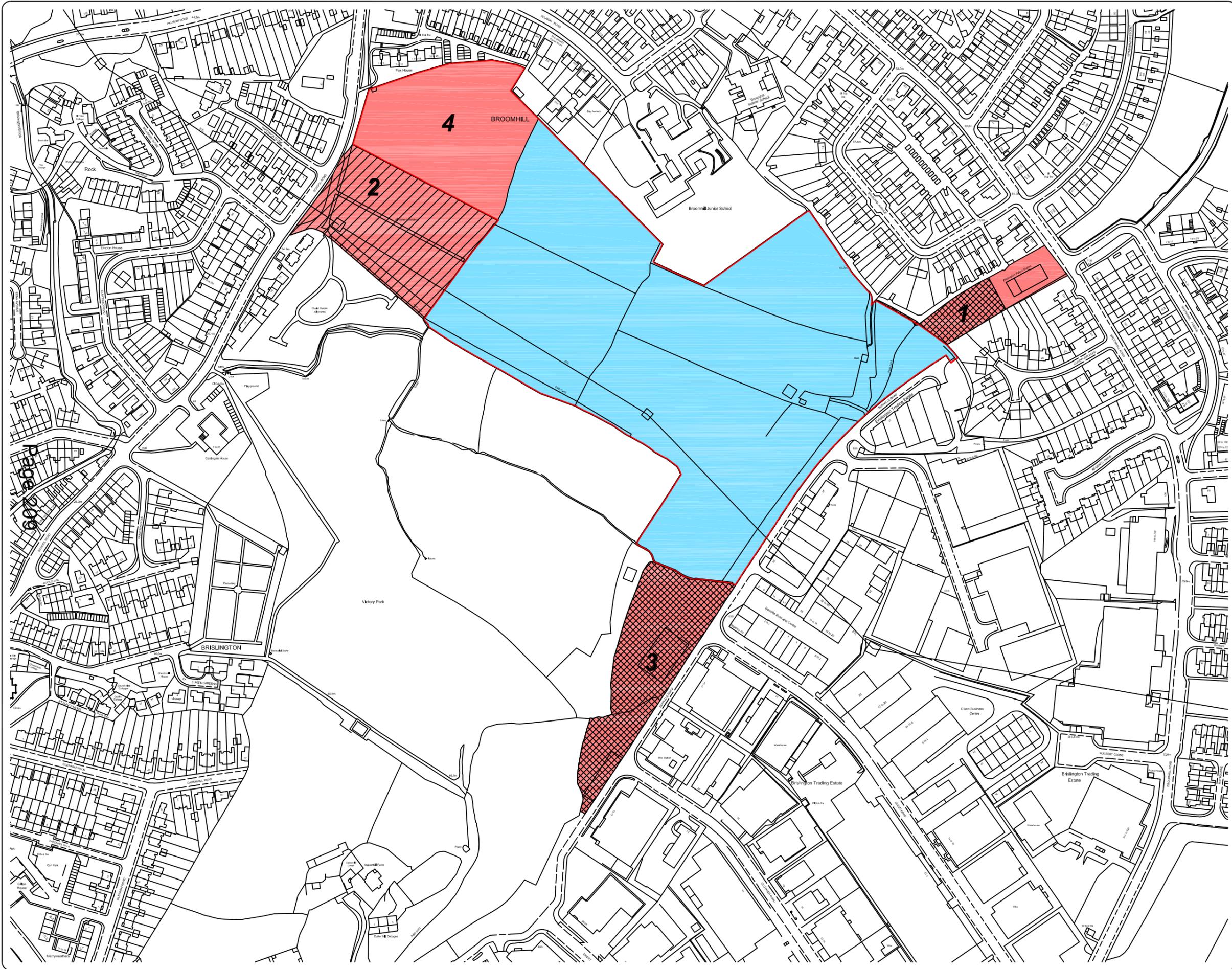
Appendix 1 – Plan No N5954e

EXEMPT - Appendix 2 – The Capital Receipt. - Not for publication by virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (Information relating to the legal, financial or business affairs of any particular person (including the authority holding that information)).

Access to information (background papers): None

Appendix 1 – Plan

Please see attached plan N5954e



Land at Broomhill,
Brislington.

- BCC owned
- O & H owned
- 1 & 3 PGSS land

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SITE PLAN : To ensure boundary accuracy, please refer to deeds.

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PROPERTY	
Plan No	: N5954e
Prop ID Ref	: 6350 (part)
Polygon Ref	: 30761 (part)
Scale	: NOT TO SCALE
Date	: 06/09/2016


CORPORATE PROPERTY
 2nd Floor West Wing, Parkview Campus,
 Whitchurch Lane, Bristol, BS14 0TJ
www.bristol.gov.uk

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted



Executive Summary of Agenda Item No. 13

Report title: Approval to undertake the procurement process for the supply of materials supporting Housing Services Responsive Repairs and Planned Programmes Works

Wards affected: City Wide

Strategic Director: Alison Comley- Strategic Director Neighbourhoods

Report Author: John Long – Planning and Commissioning Manager

Recommendation for the Mayor's approval:

That the proposal to undertake a procurement process resulting in a new contract for the supply of materials be approved and the Strategic Director be authorised to take all necessary steps to deliver.

Key background / detail:

a. Purpose of report: To obtain approval to procure contracts for the supply of materials for Housing Services Response repairs and planned programmes works

b. Key details:

1. There are currently only 3 main contracts for the supply of materials to the in-house workforce and fit only contracts for Central heating installations by Housing Services. The total expenditure on materials was £5.8M in 2015/16
2. This expenditure is accounted for within the Housing Services Capital and Revenue Programme and the 30 year business plan
3. It is proposed to put 4 contracts into place to achieve the best value obtaining the best prices and specialist supplier knowledge
4. Contracts will include social value clauses . The current contracts have provided sponsorship of refurbishment of communal spaces and Biomass in Blaize nurseries and provided sponsorship of 30 trees(1 tree per child project)
5. The contracts include for recycling packaging and supply of timber through sustainable sources. Managing van stocks, and supply through local merchants which will reduce vehicle emissions due to reduced milage



Cabinet

Date of Meeting



Report Title: Approval to undertake the procurement process for the supply of materials supporting Housing Delivery Responsive Repairs and Planned Programmes Works

Ward: *City Wide*

Strategic Director: Alison Comley Strategic Director Neighbourhoods

Report Author: John Long Planning and Commissioning Manager

Contact telephone no. 0117 9036203

& email address john.long@bristol.gov.uk

Purpose of the report:

To seek approval to undertake a procurement process and procure new contracts for the supply of Building materials from August 2017 (see later)

Recommendation for the Mayor's approval:

That the proposal to undertake a procurement process resulting in a new contract for the supply of materials be approved and the Strategic Director be authorised to take all necessary steps to deliver.



The proposal:

Guidance:

1. The proposal is to undertake a procurement process during the second half of 2016 resulting in a new materials supply contract being in place for August 2017. These materials are used in the provision of the Response Repair Service and Planned Programme works throughout the city in City Council owned dwellings. These will also be corporate contracts and other service providers across Bristol City Council will have access to them. The annual spend on materials will be in excess of £500,000 per annum hence the requirement for Mayor's approval. The key benefits of the new contract will include:

- Maximising benefits of industry best practice
- Improved Supplier Relationship Management, working with our supplier(s) in obtaining the best materials and prices, Bring value for money and financial benefit to the HRA
- Managed van stock, along with mobile technology to minimise travel times/distances and equip the workforce with the right materials to carry out repairs when arriving at our tenants homes and material usage per job can be recorded remotely
- Managing defective materials covered by warranties
- Stock delivery direct to site for larger items and bulk deliveries
- Improved stock and cost control
- Potential to reduce the size of some vehicles within the fleet and reduce the numbers of visits by operative to collect materials reducing mileage
- Improved waste management and less obsolete stock
- Use our buying power to support local suppliers wherever possible and explore further opportunities for efficiencies across the scope of materials management
- Reduce further our carbon footprint as only managed stock carried in vans
- These changes will inform our requirements of the ongoing replacement of the fleet.

The proposal is that the new contracts be split into distinct material groups so that the Council can obtain the specialist materials required at a competitive price and in an efficient and expert manner, whilst seeking to encourage local suppliers to consider tendering. The main groups would be

- General building supplies
- Electrical supplies (domestic and commercial)
- Gas heating spares
- New heating installation supplies

2. The main reason for this is that the expertise within each of these material groups is not necessarily available from a single supplier. Corporate Procurement, support this proposal and will be directly involved in the procurement process. Whilst the contracts are being packaged in such a way as to encourage bids from local firms, including those with specialist knowledge suppliers will be able to bid for any or all of the contracts. It is proposed that each contract term be for four years, but with the option for the Council to extend for a further period up to two years

Background

3. Following a procurement process using the Provide for Housing Consortium Framework the current contracts were awarded in April 2013 and commenced in August 2013. There are 3 existing contracts all of which are due to end in August 2017 and will be replaced by the above proposal. Based on the annual spend with the existing contracts, the new contracts will potentially be of the value of £5.5m- £6m per annum.

Graham plumbers merchant

4. This contract provides heating packs for the heating installation contract through managed supply chains with Vaillant, Worcester-Bosch and Ideal for new domestic boilers. This contract followed on from the successful heating partnership, it is effective and provides value for money enabling Bristol City Council properties to have heating installed that is high quality and value for money.
5. This contract also provides for gas heating spares. This part of the contract has not been so effective due to the specialist nature of the materials supplied, expertise of staff and the need to carry a wide range of spares in various locations across the city. This will be procured as a separate lot within the contract to potentially create better service and value.

Jewson –General building supplies

6. This contract was awarded to replace the managed store at Sandy Park Depot previously operated by Travis Perkins. The contract was awarded to Jewson after a tender process to supply general building materials from various locations around the city to Housing Delivery in-house operatives meeting the changing needs of the service. This contract has delivered Value for money and high quality service

Edmundson Electrical – Electrical supplies

7. This contract was separated from the general building contract and awarded to a specialist supplier of Electrical goods. The contract is supplied through 3 branches in various locations in Bristol making it more accessible for operatives providing better value for money and a better range of products

8. Environmental Impact

The existing contracts changed the way materials are collected and delivered to reduce the environmental impact of vehicles having travel across Bristol to collect everything from a central store. As part of the new contract van stocks will be developed further, to reduce the amount of stock carried and the size of vehicles used to reduce the emissions of the fleet. Deliveries are managed in the same way, ensuring the transport impact is kept low. All timber purchases are monitored to ensure that they are FSC or PEFC origin. All packaging and waste is managed and recycled wherever possible

9. Social value

All of these contracts are managed and delivered through the merchant's branches in Bristol employing local people. As part of the existing contracts the merchants have added social value through a number of different initiatives. They have provided sponsorship of a number of community projects in sheltered schemes and working with the Energy team and Blaise nurseries provided funding and materials for the education programmes about the life of trees, recycling and sponsorship of 30 trees on the tree per child project including being involved in planting days The new contracts will involve similar initiatives.

Consultation and scrutiny input:

a. Internal consultation:

- Corporate Procurement, Housing Delivery Asset Management Board, Housing delivery Responsive Repair and Planned Programme Managers, Operative Trade Groups

b. External consultation:

- Jewson Building Supplier, Graham plumbing merchant, Edmundson electrical, Tenant Service user groups, Provide for Housing and a selection of suppliers

Other options considered:

1. The current contract cannot be extended as they were each let with a specified

maximum term of 4 years under the original OJEU notice. Due to the size of the contracts and the specific needs of the workforce we have looked at a number of options with consortia Frameworks and doing our own OJEU Framework contracts. However our service is continuously improving and new mobile technology will be introduced allowing greater flexibility to pre-order materials from suppliers reducing our costs and availability of operatives to carry out work, any new contracts will have to be flexible enough to allow for these changes.

Risk management / assessment:

FIGURE 1							
The risks associated with the implementation of the (subject) decision :							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
		1	Failure to comply with EU and BCC Procurement Regulations		High	Low	
2	Time taken to Undertake procurement of the new contract in accordance with EU regulations may result in the new contract not being in place by August 2017	High	Low	Establishment of core project team and obtaining mayor's approval in 2016 will allow time for full consultation, market testing and delivery of the project Establishment of core project team and obtaining mayor's approval in 2016 will allow time for full consultation, market testing and delivery of the project	High	Low	AG/JL

FIGURE 2							
The risks associated with <u>not</u> implementing the (subject) decision:							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
		1	The current contracts expire August 17 and BCC will be non-compliant with EU regulations and open to Challenge from other major national building merchants who were previously unsuccessful		High	Low	
2	Current Market Conditions should provide better value for money. To not implement this contract will result in unnecessary additional expenditure on material purchases	High	Low	Establish new contracts by April 2017 to allow hand over from existing Contractor and Mobilisation of new suppliers by August 2017	High	Low	AG/JL

Public sector equality duties:

Before making a decision, section 149 of the Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

- i) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
- ii) advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to:
 - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic.
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
 - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.

The procurement of building supplies and materials has relatively low relevance in equalities terms. However, we do need to ensure that equalities is embedded in the commissioning process, in line with the council's Step by Step Guide on How to Include Equality Duty Requirements in the Commissioning Cycle (on The Source at <http://intranet.bcc.lan/ccm/content/file-storage/css/finance/procurement/a-step-by-step-guide-on-how-to-include-equality-duty-requirements-in-the-commissioning-cycle.en>). This will include checking and evaluating the Equalities Policies of tenderers and ensuring that all aspects of recruitment and selection and equalities in employment are covered in the policies of successful tenderers

Eco impact assessment

The significant impacts of this proposal are:-

- Some of the Materials supplied under this contract may be from non-renewable resources and result in negative impacts upon wildlife and habitats
- Changes to travel levels as a result of the new material collection and delivery arrangements will impact upon traffic flows/ levels in the city and resultant fuel consumption, emissions of climate changing gases and air pollution.
- Use of materials for Responsive Repairs and Planned Programme Works will result in a significant amount of waste materials and packaging. The exit strategy from the existing contract also will need to consider any resultant waste.

Eco Impact pact Checklist attached. Please see Appendix 1

Advice given by Steve Ransom/Environmental Programme Manager

Date 5th September 2016

Resource and legal implications:

Finance

a. Financial (revenue) implications:

The new contracts will provide the means for continuing to purchase materials as described in the report within both the Response Repairs and Planned Programmes services. The new contracts are due to be in place from August 2017 and there is no impact on expenditure budgets for 2016/17 arising from this recommendation. Expenditure budgets for 2017/18 (capital and revenue) for the purchase of materials through these contracts are due to be approved at Full Council in February 2017.

Advice given by Robin Poole Finance Business Partner
Date 18 October 2016

b. Financial (capital) implications:

The new contracts will provide the means for continuing to purchase materials as described in the report within both the Response Repairs and Planned Programmes services. The new contracts are due to be in place from August 2017 and there is no impact on expenditure budgets for 2016/17 arising from this recommendation. Expenditure budgets for 2017/18 (capital and revenue) for the purchase of materials through these contracts are due to be approved at Full Council in February 2017.

Advice given by Robin Poole Finance Business Partner
Date 18 October

Comments from the Corporate Capital Programme Board:

Guidance:

Insert any comments on the proposal from the Corporate Capital Programme Board.

c. Legal implications:

Given the value of each of the contracts over the full term, the procurement process will need to comply with the Public Contract Regulations 2015 (as well as the Councils own procurement rules). Scope for extensions will need to be addressed in both the OJEU notice and the contract terms.

Advice given by Eric Andrews/ Senior Solicitor
Date 2nd September 2016

d. Land / property implications:

There are no land or property implications as a result of this proposal

Advice given by Ceri Thomas / property Manager
Date 5th September 2016

e. Human resources implications:

As this proposal relates to the procurement of goods and services, there are no HR implications for the Council.

Advice given by Sandra Farquharson / HR Business Partner, Neighbourhoods Directorate

Date 02/09/2016

Appendices:

Appendix1 - Eco Impact Checklist

Eco Impact Checklist

Title of report: Approval to undertake the procurement process for the supply of materials supporting Housing Delivery Repairs and Planned Maintenance works

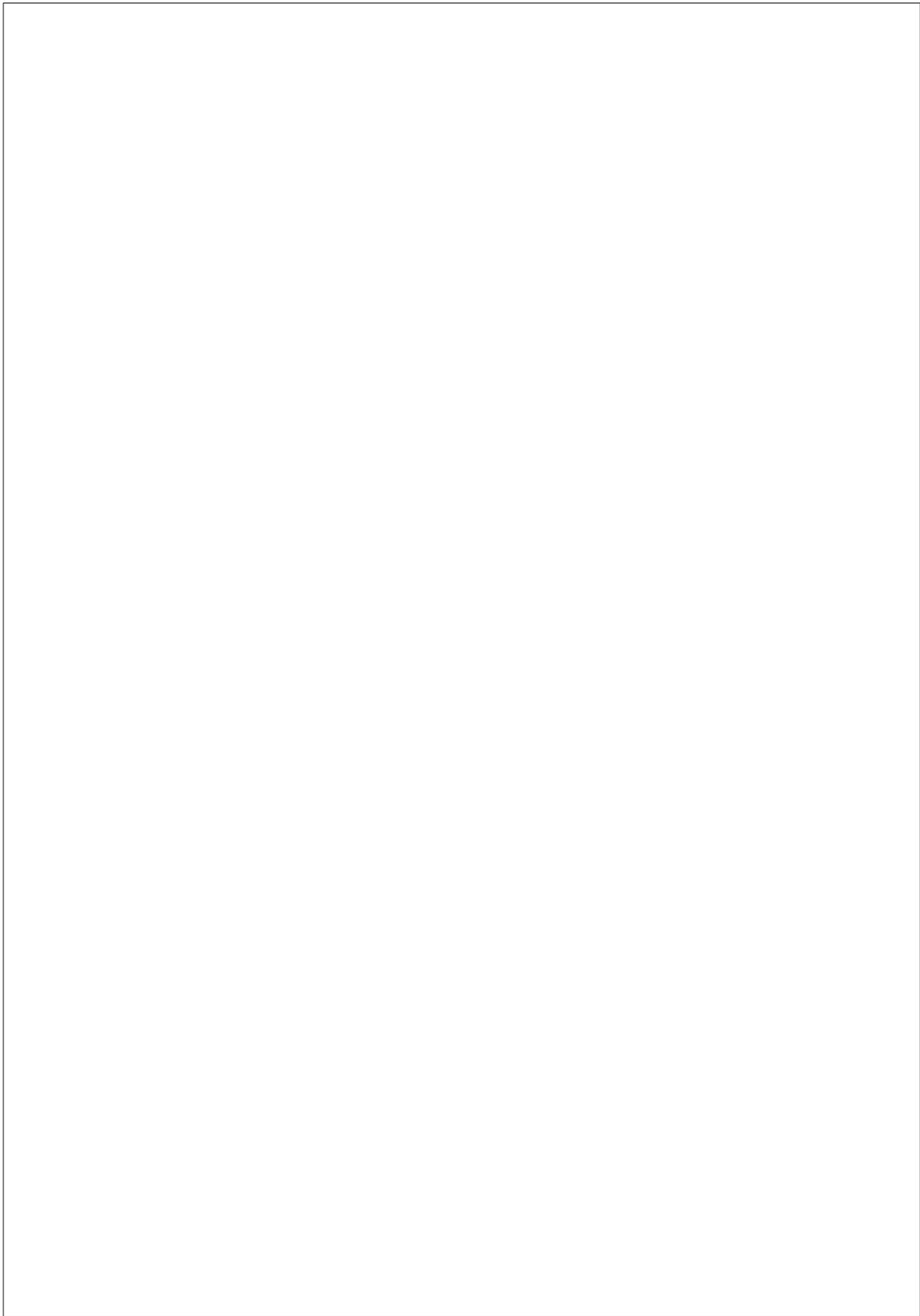
Report author: John Long, Planning and Commissioning Manager

Anticipated date of key decision

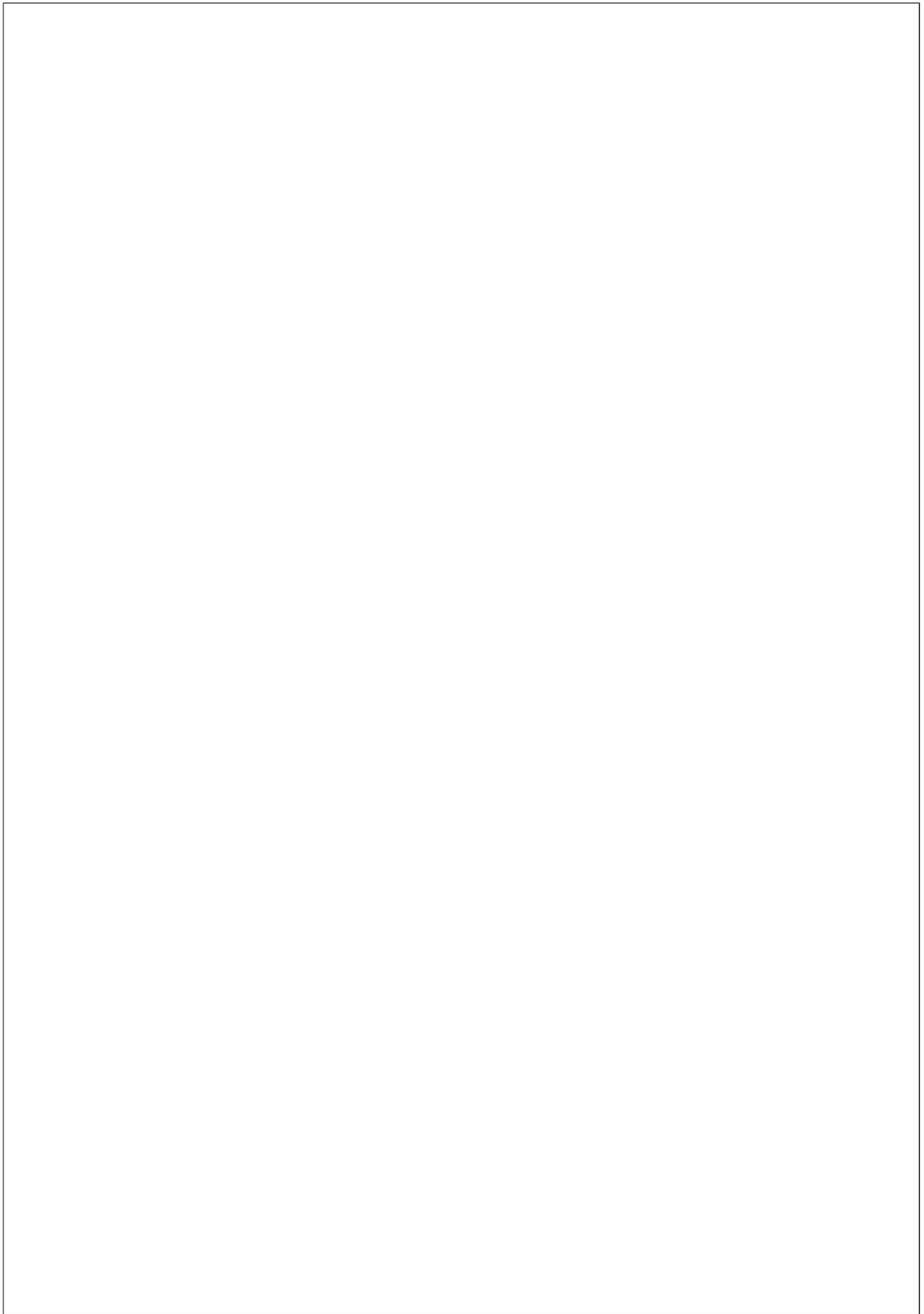
Summary of proposals: The proposal is to undertake a procurement process during the second half of 2016 resulting in a new materials contract being in place for August 2017. These materials are used in Responsive Repair and Planned programme works in CITY Council owned dwellings This will also be a Corporate contract and other service areas throughout Bristol City Council will have access to this contract.

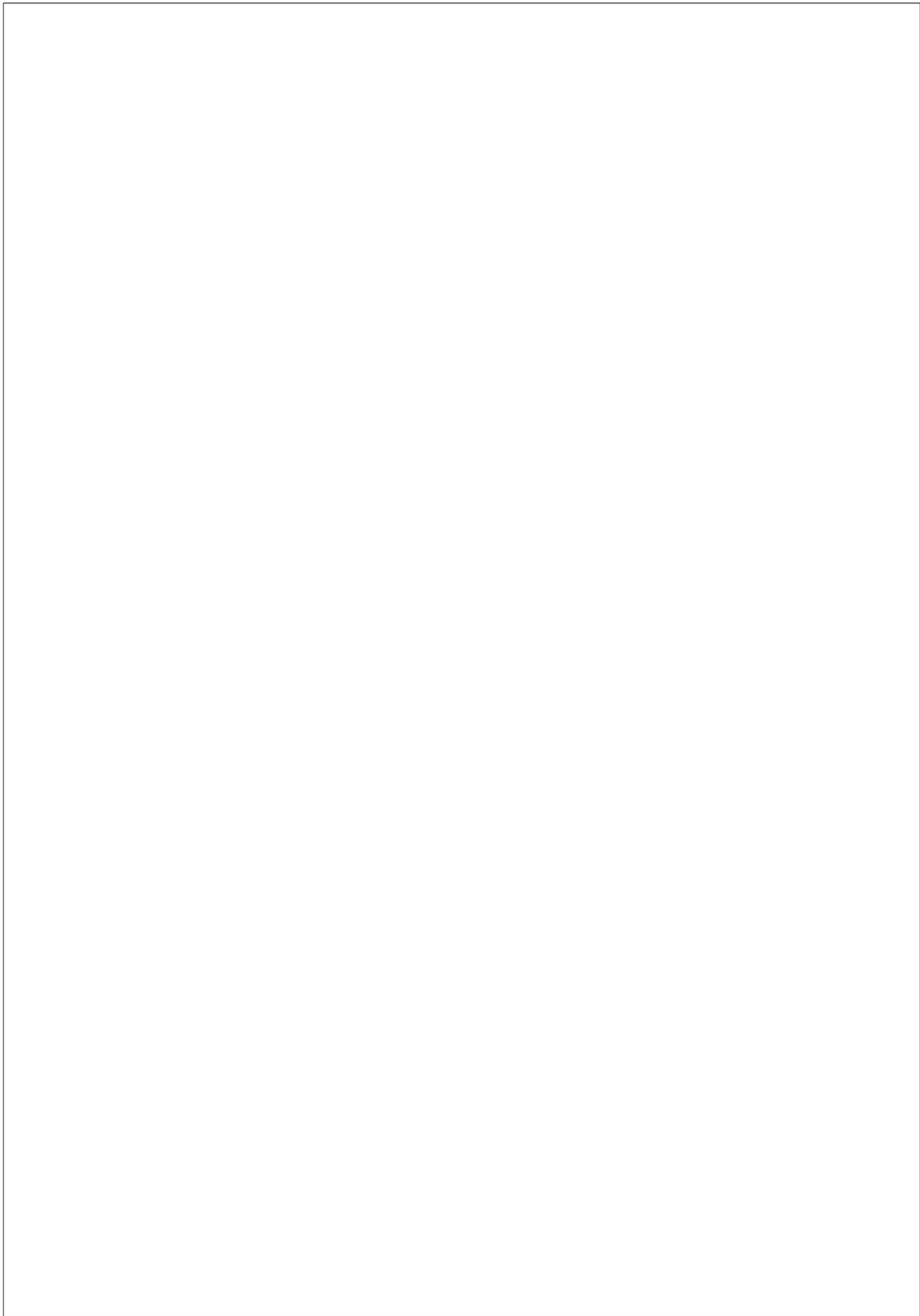
Will the proposal impact on...

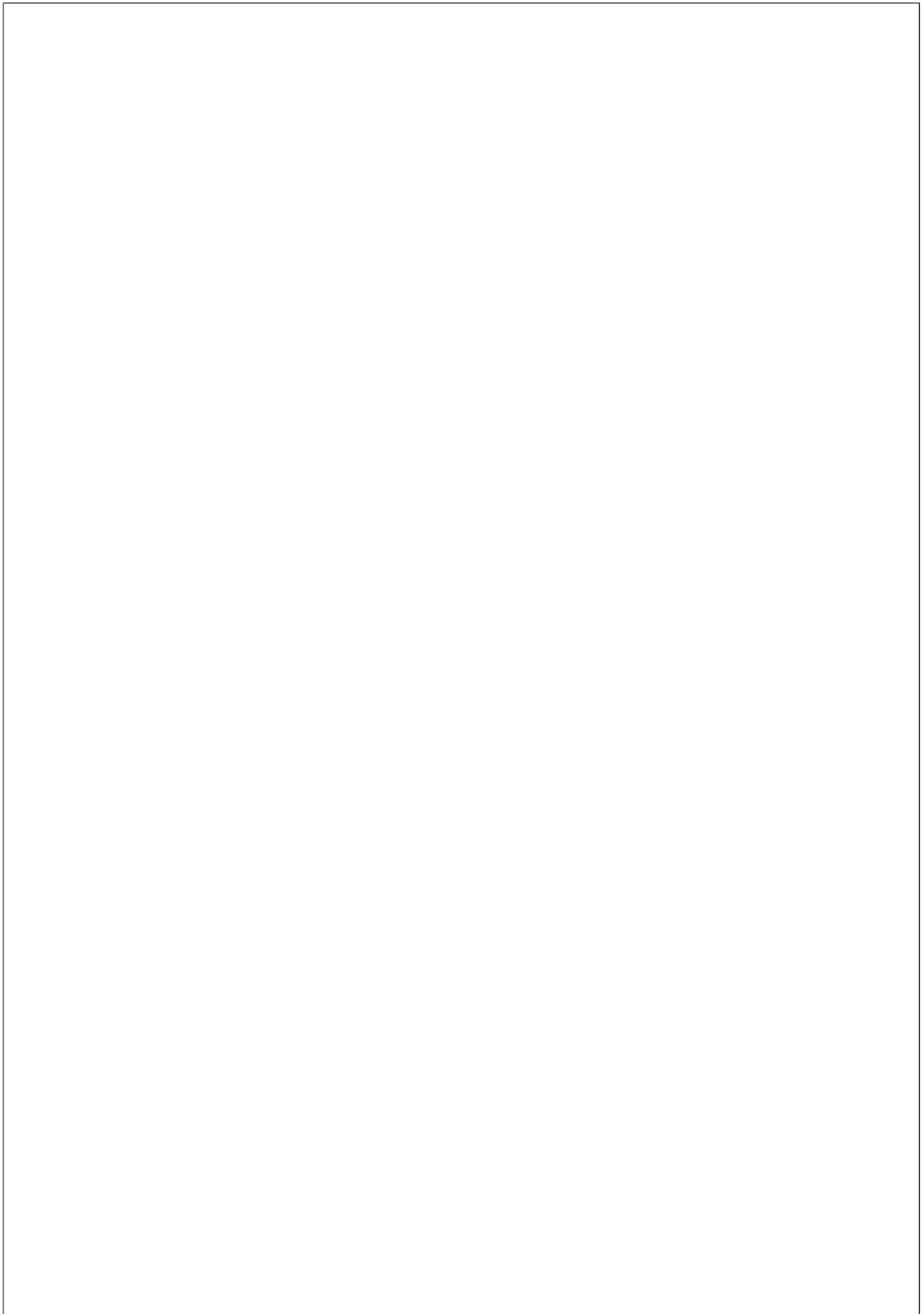
Emission of Climate Changing Gases?

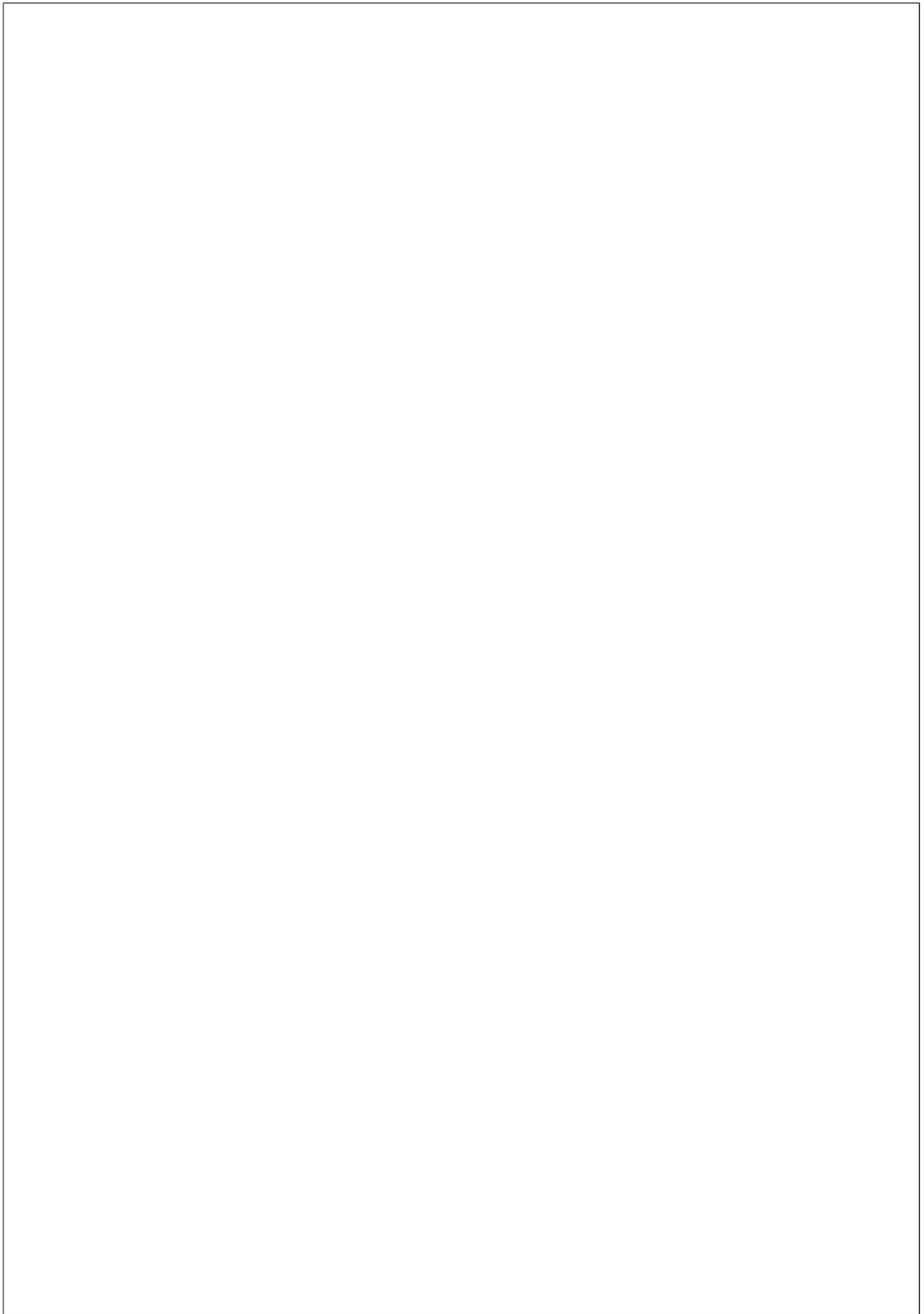


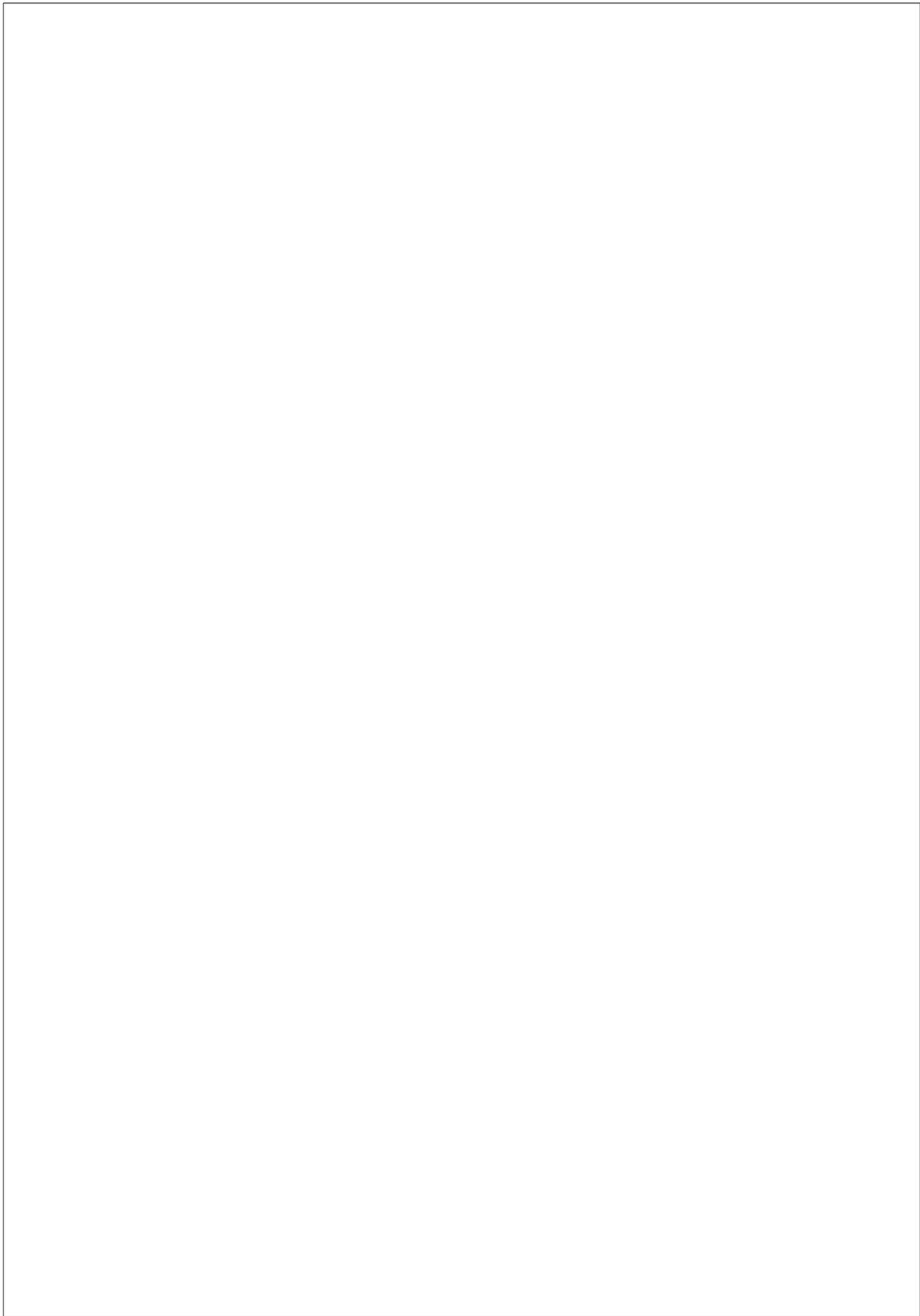


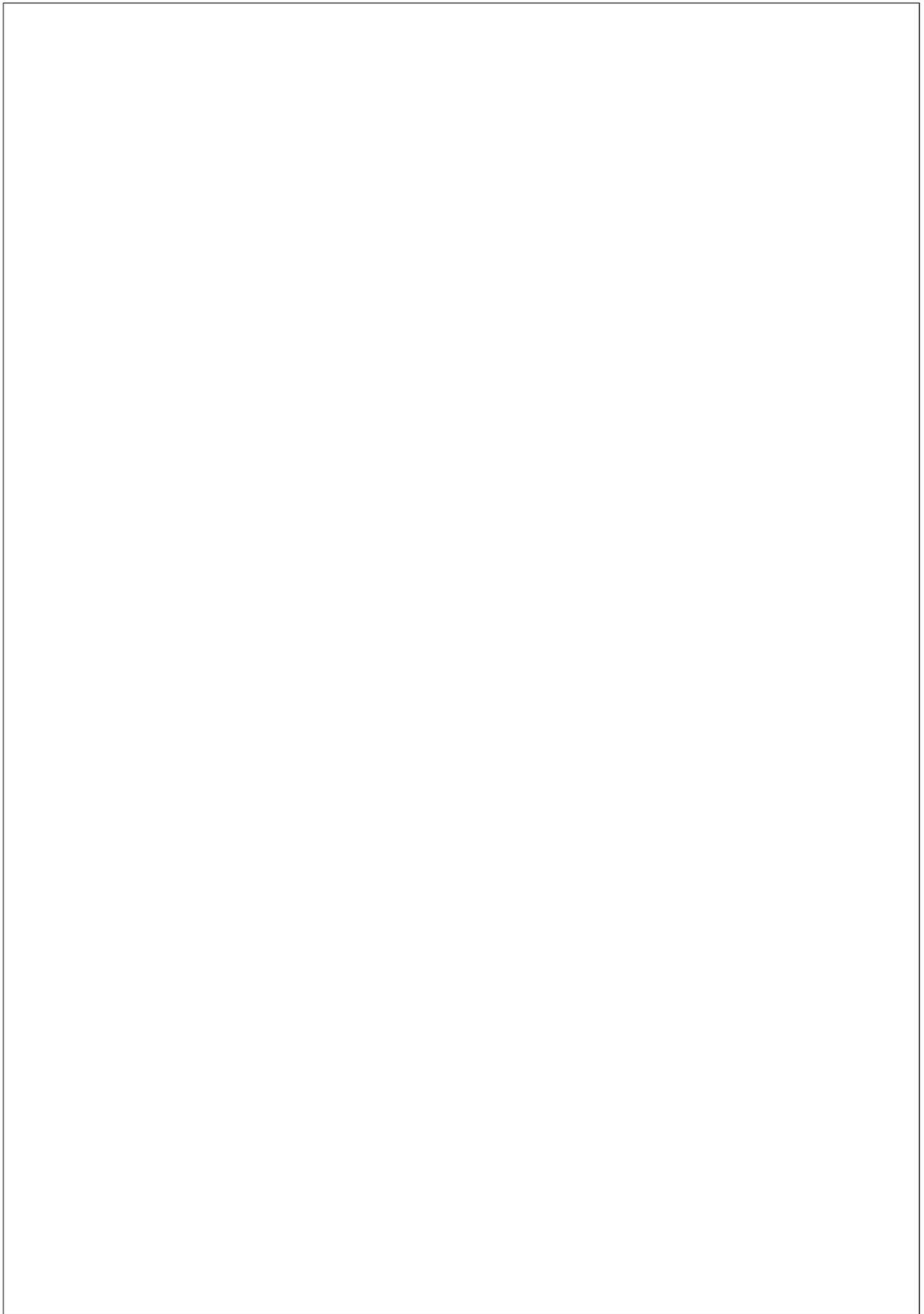


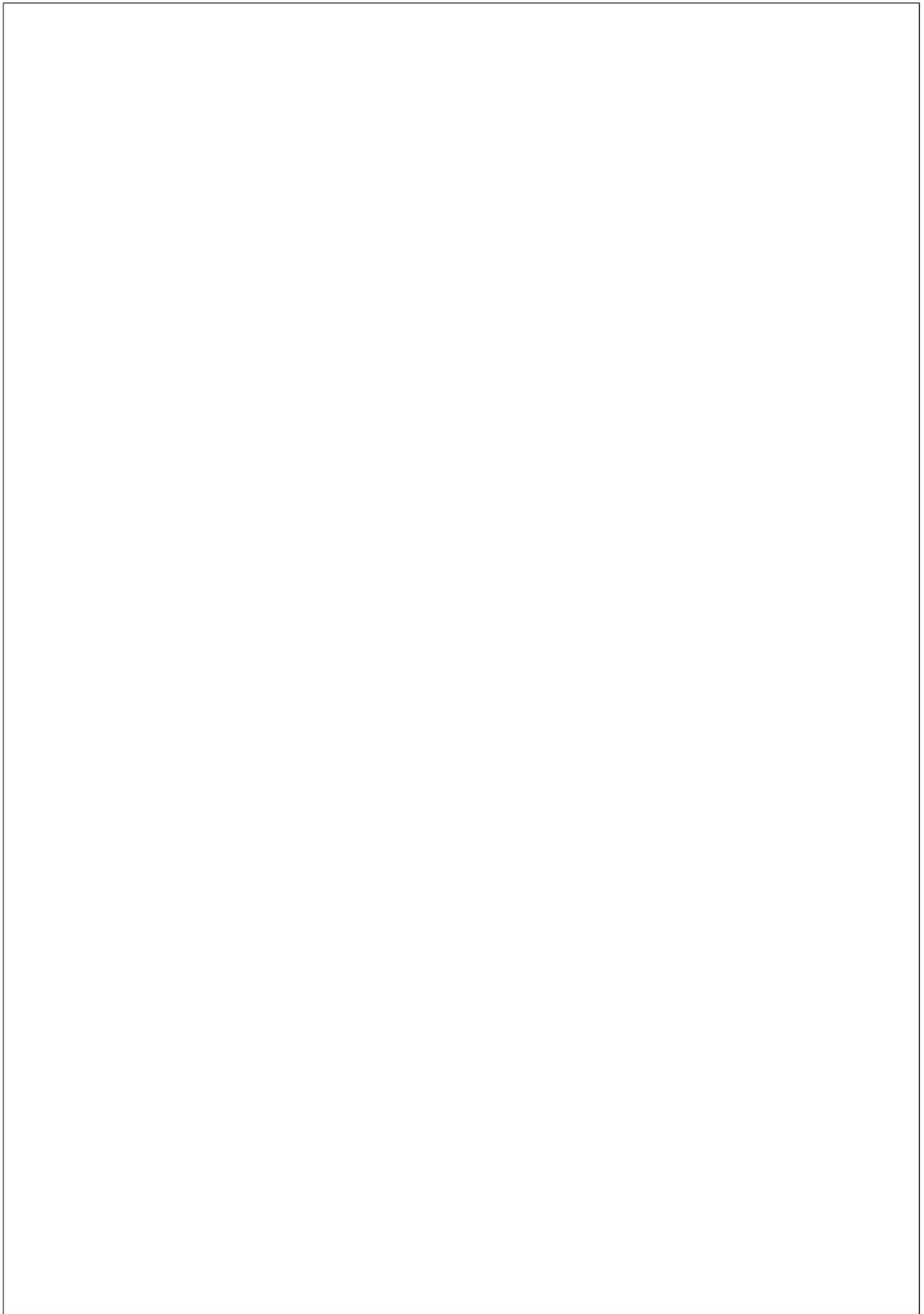




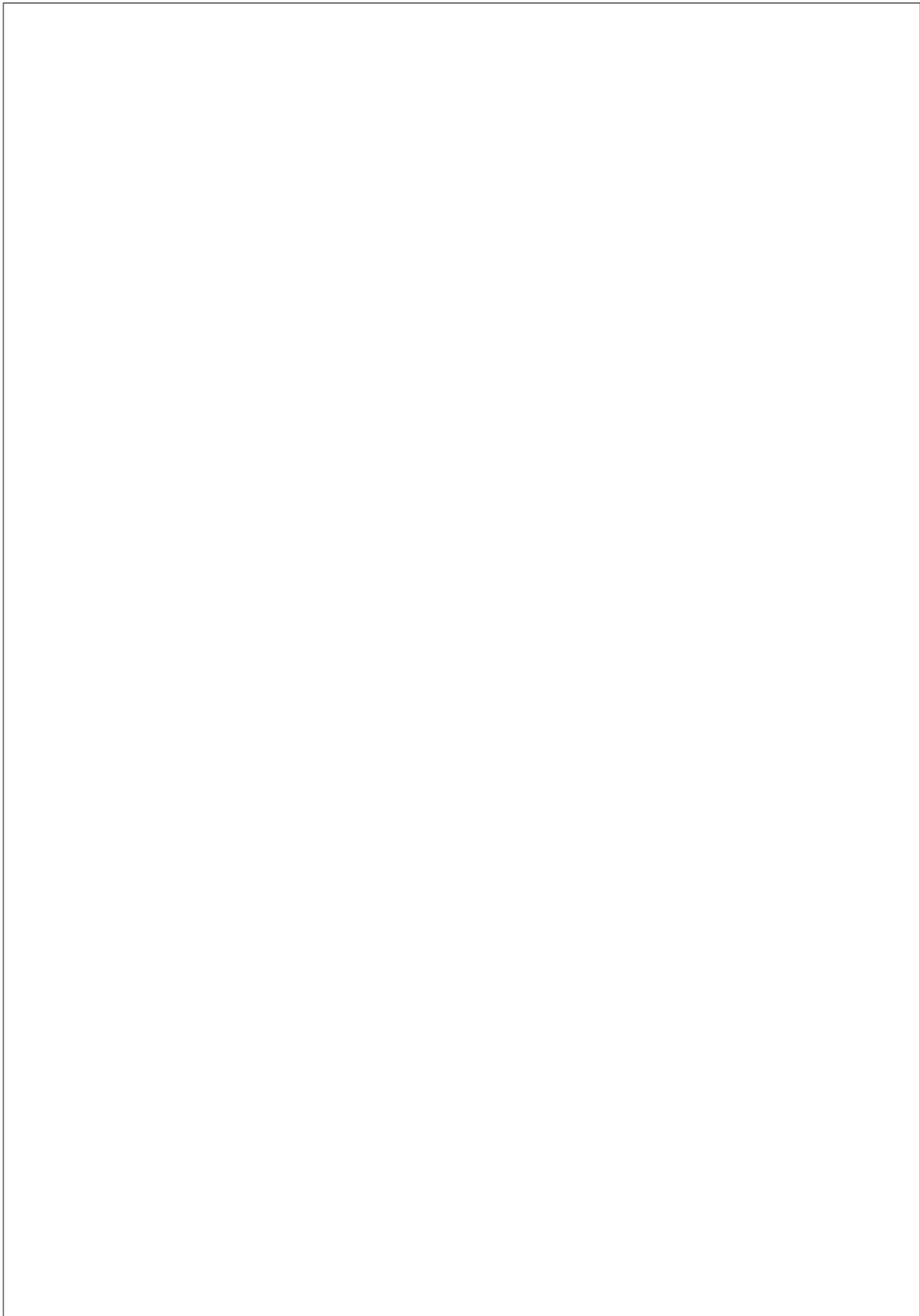


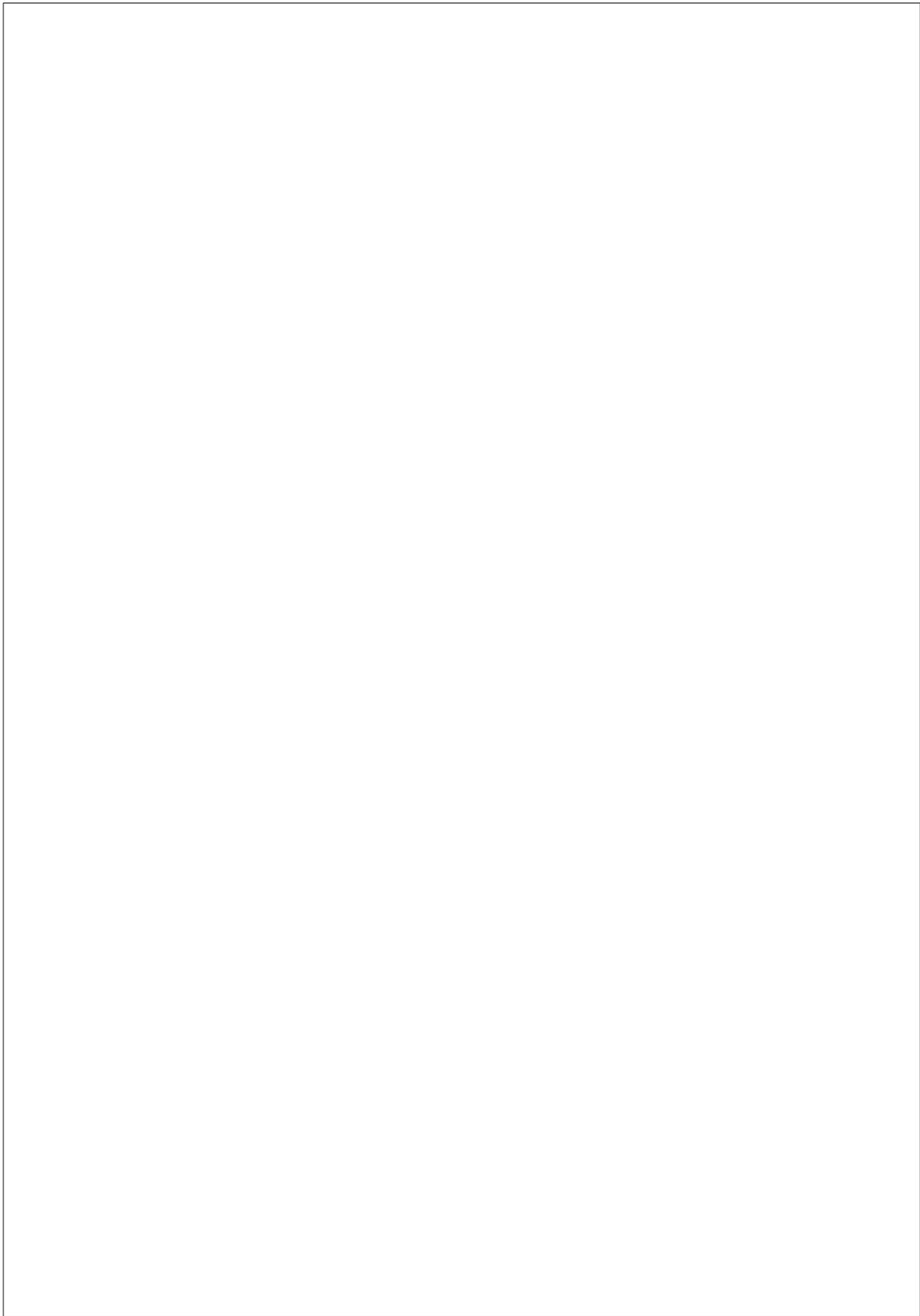






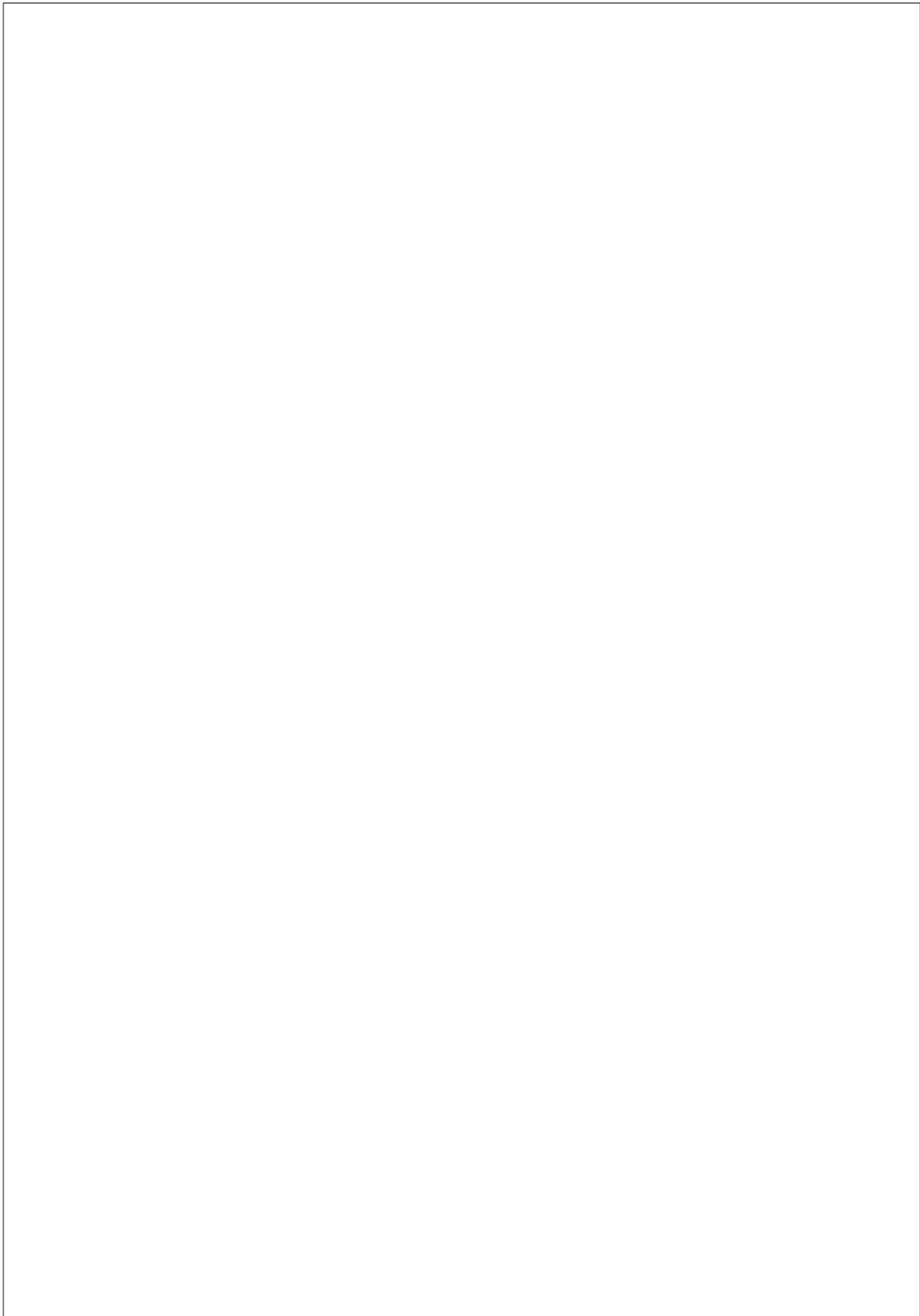
Bristol's resilience to the effects of climate change?

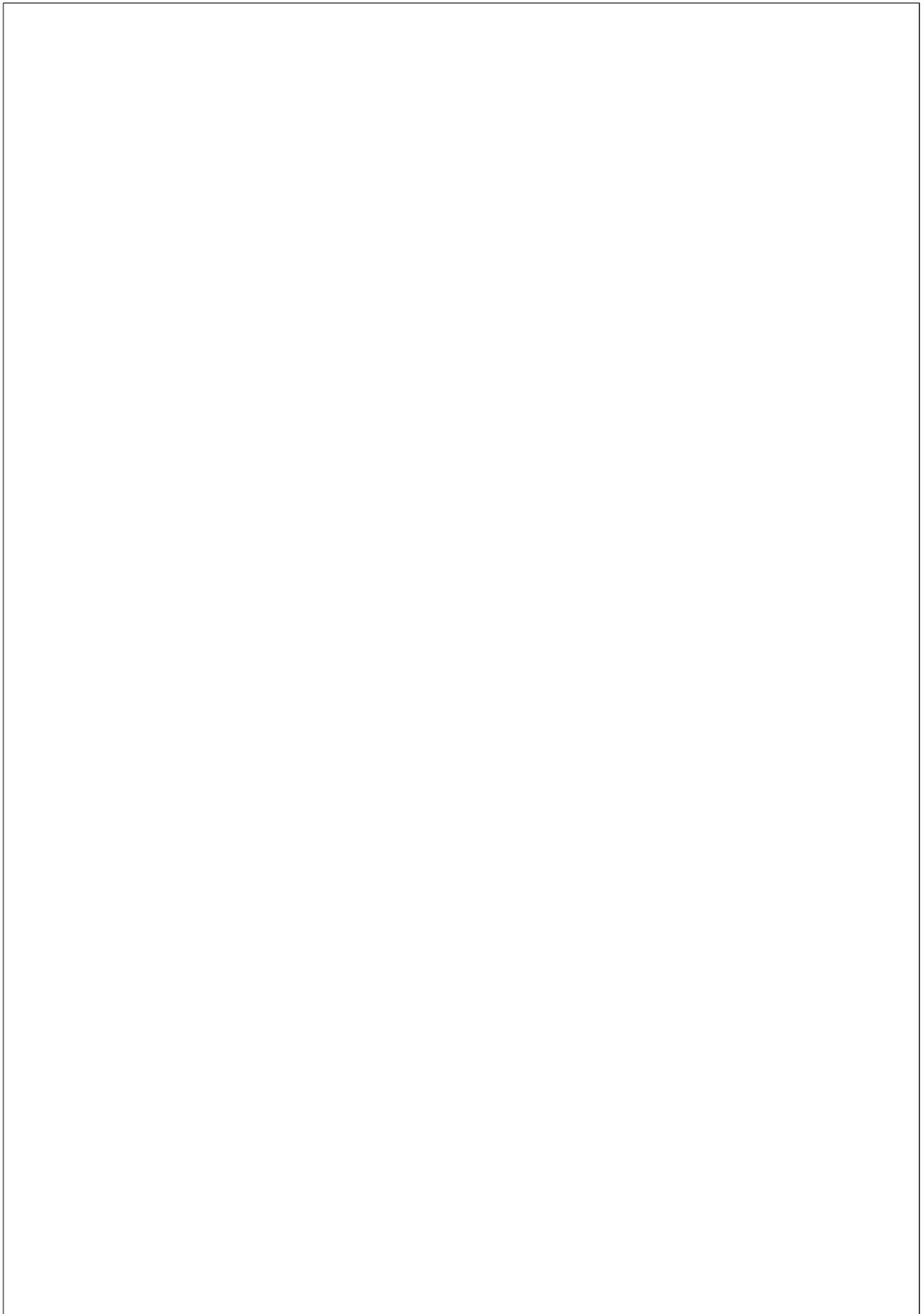


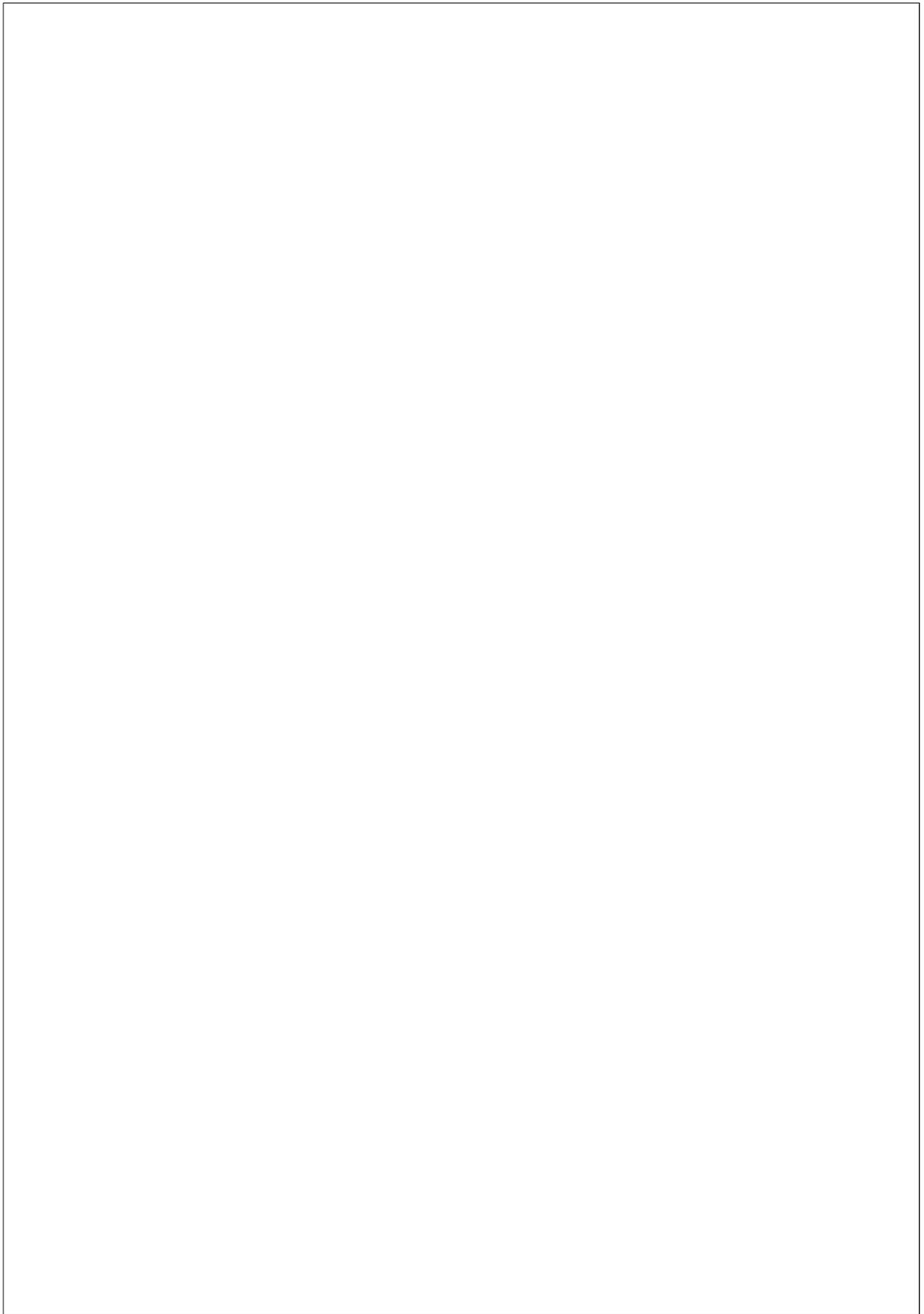


Consumption of non-renewable resources?



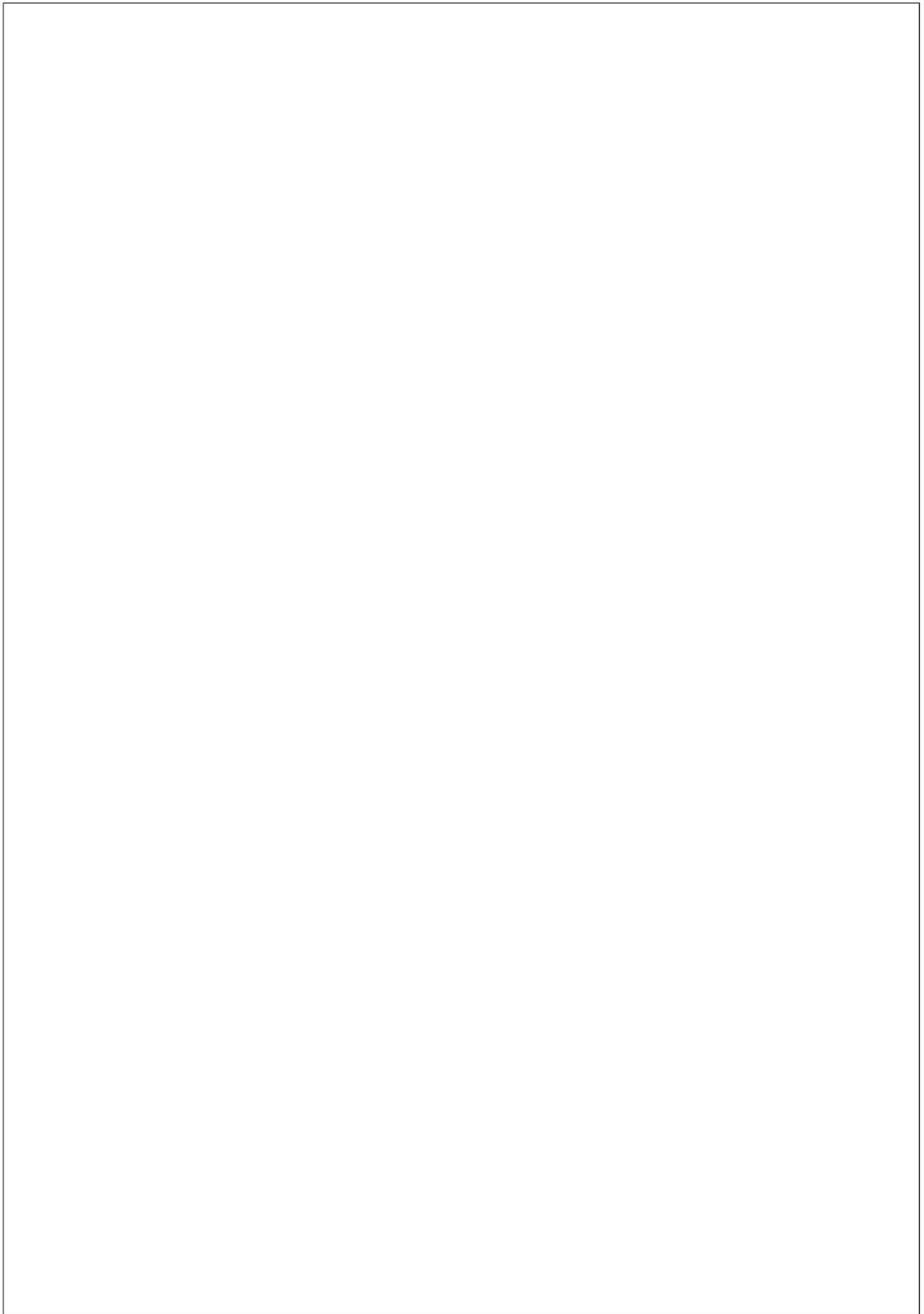


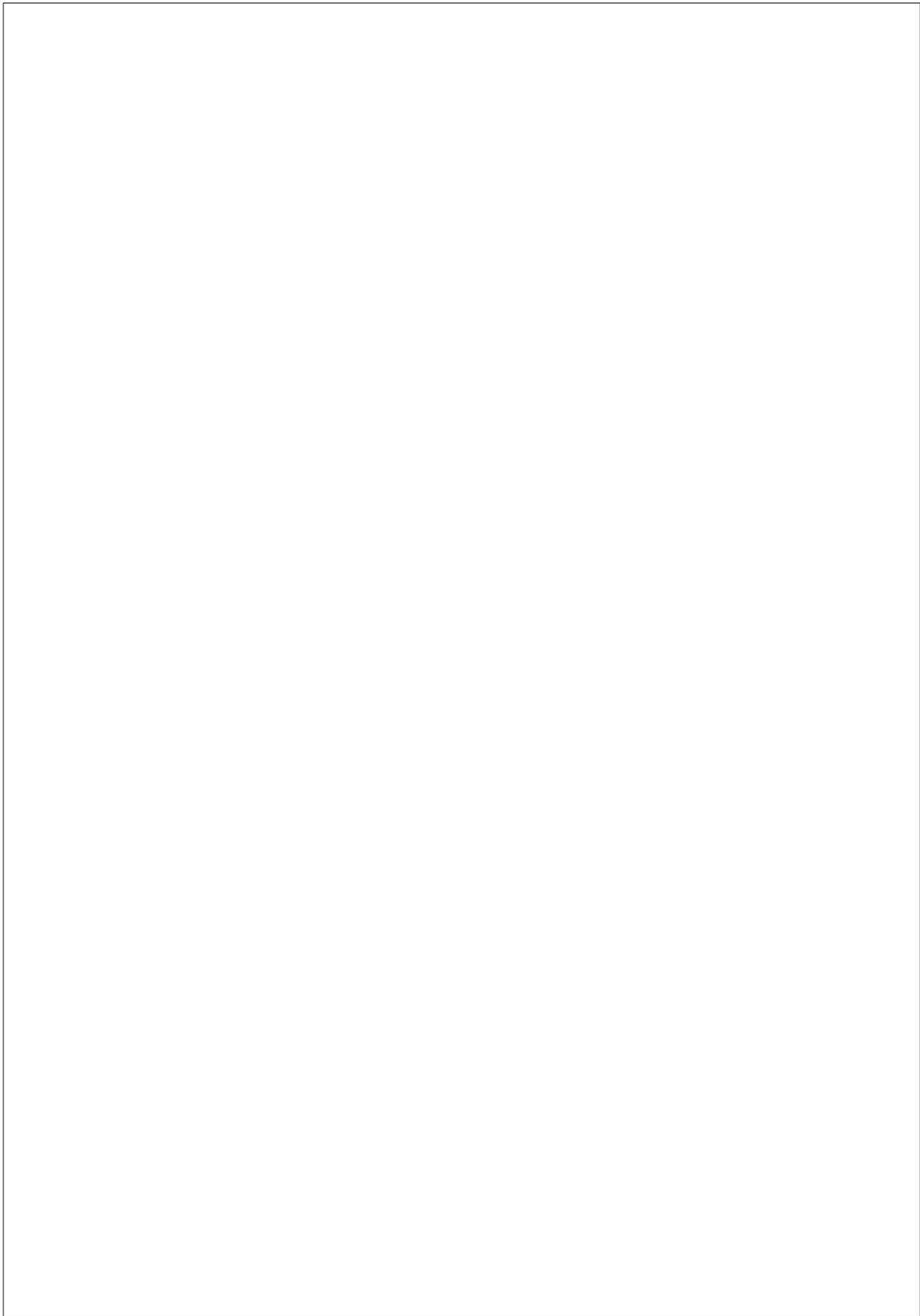


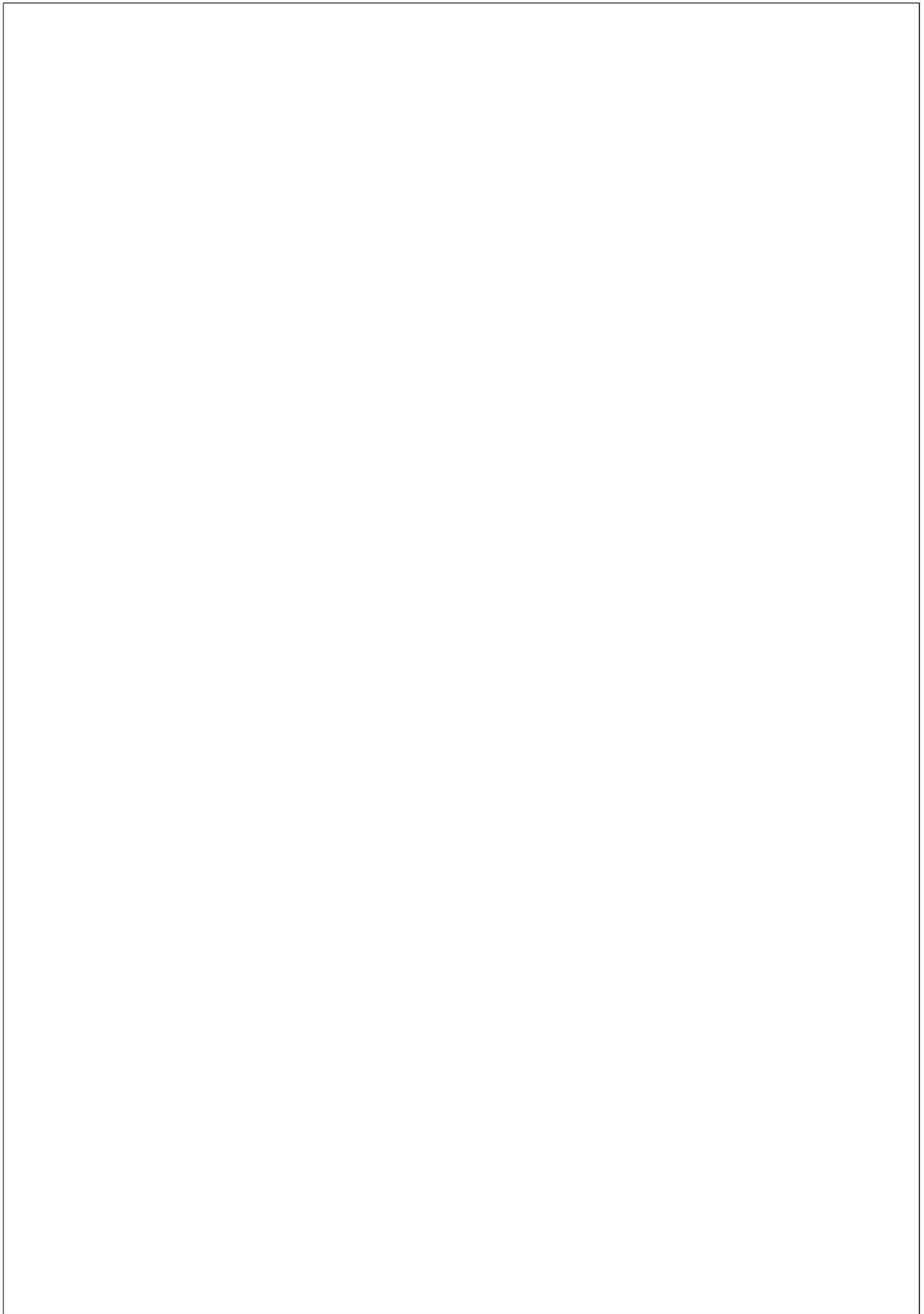


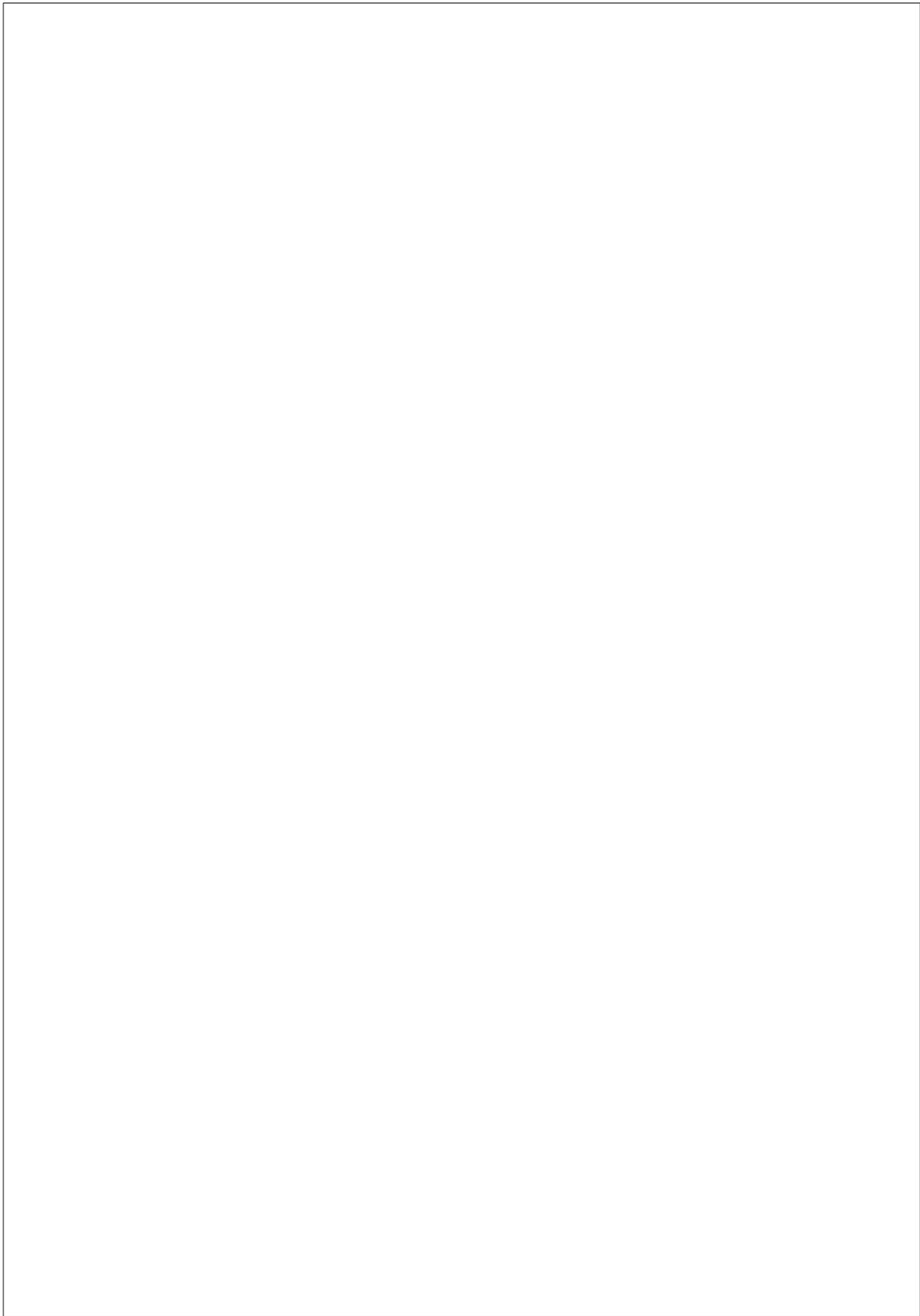
Production, recycling or disposal of waste







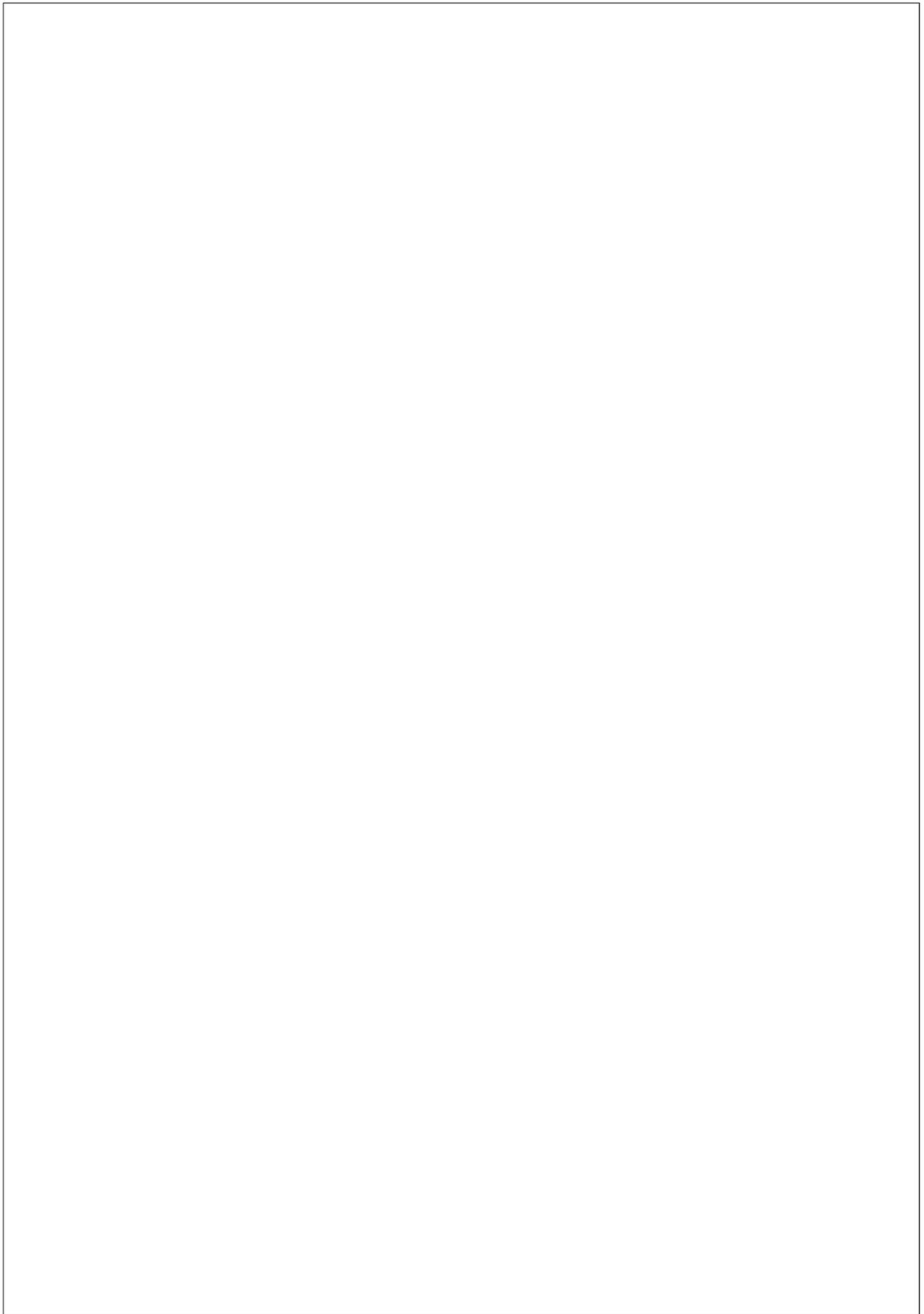


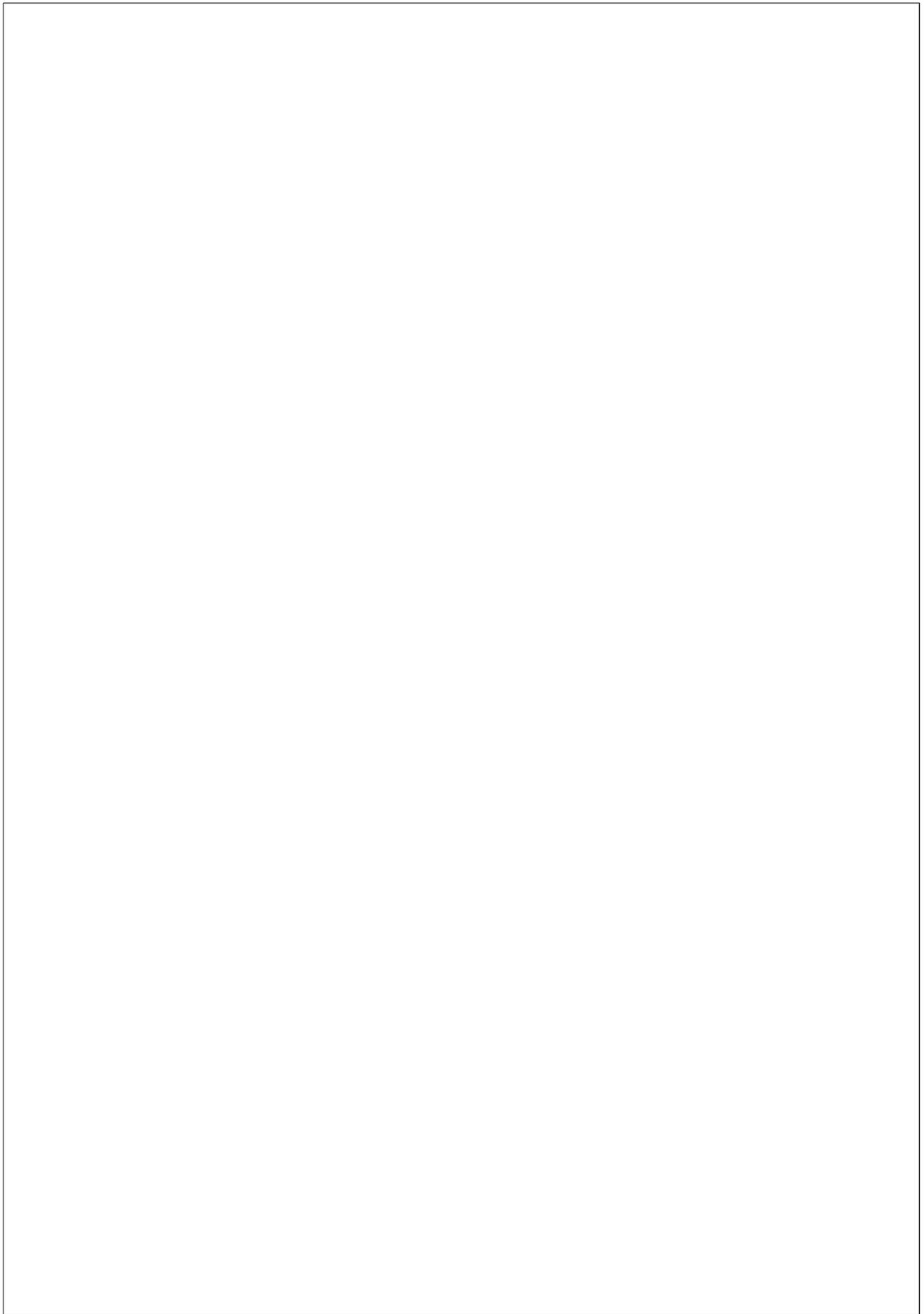


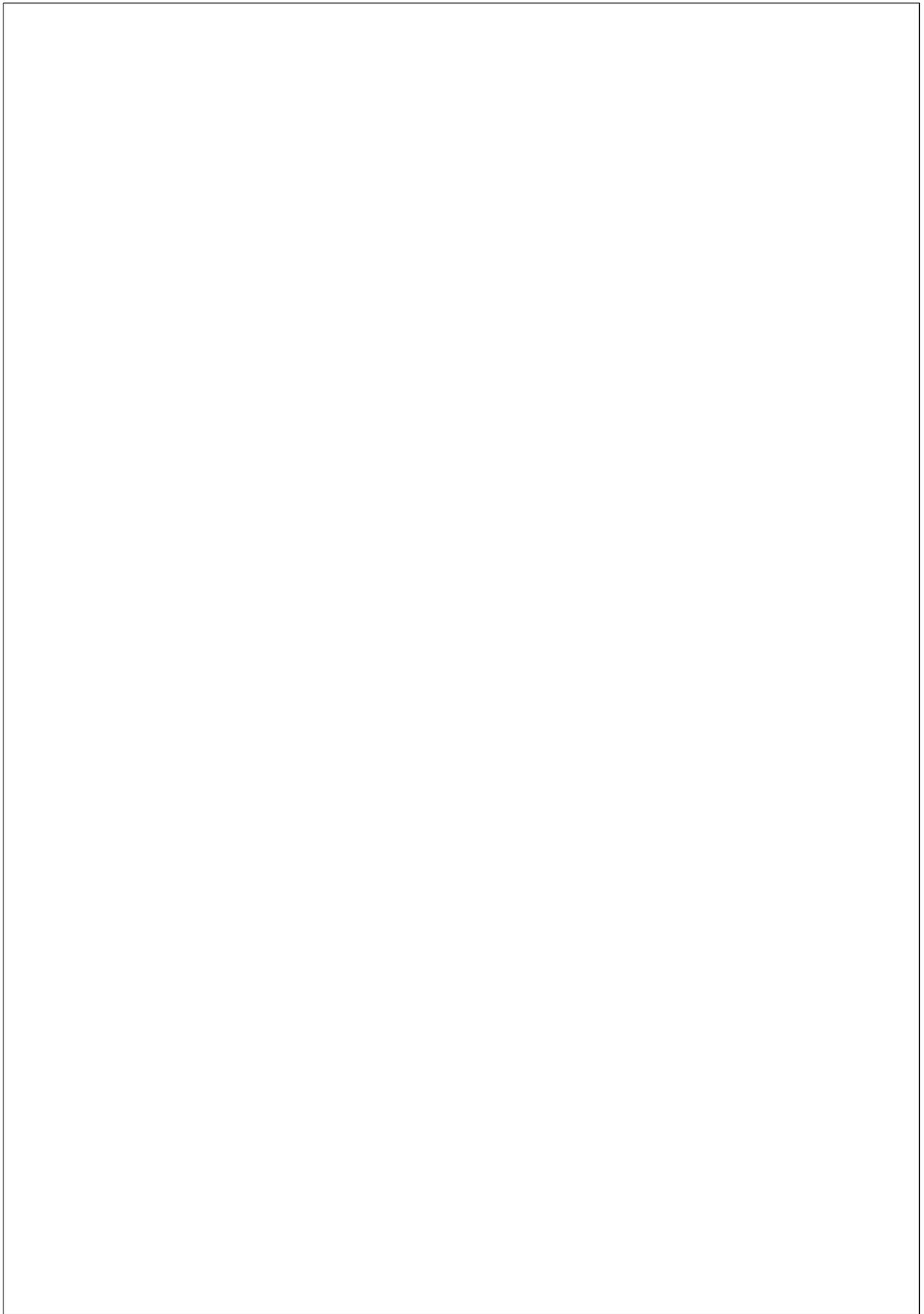
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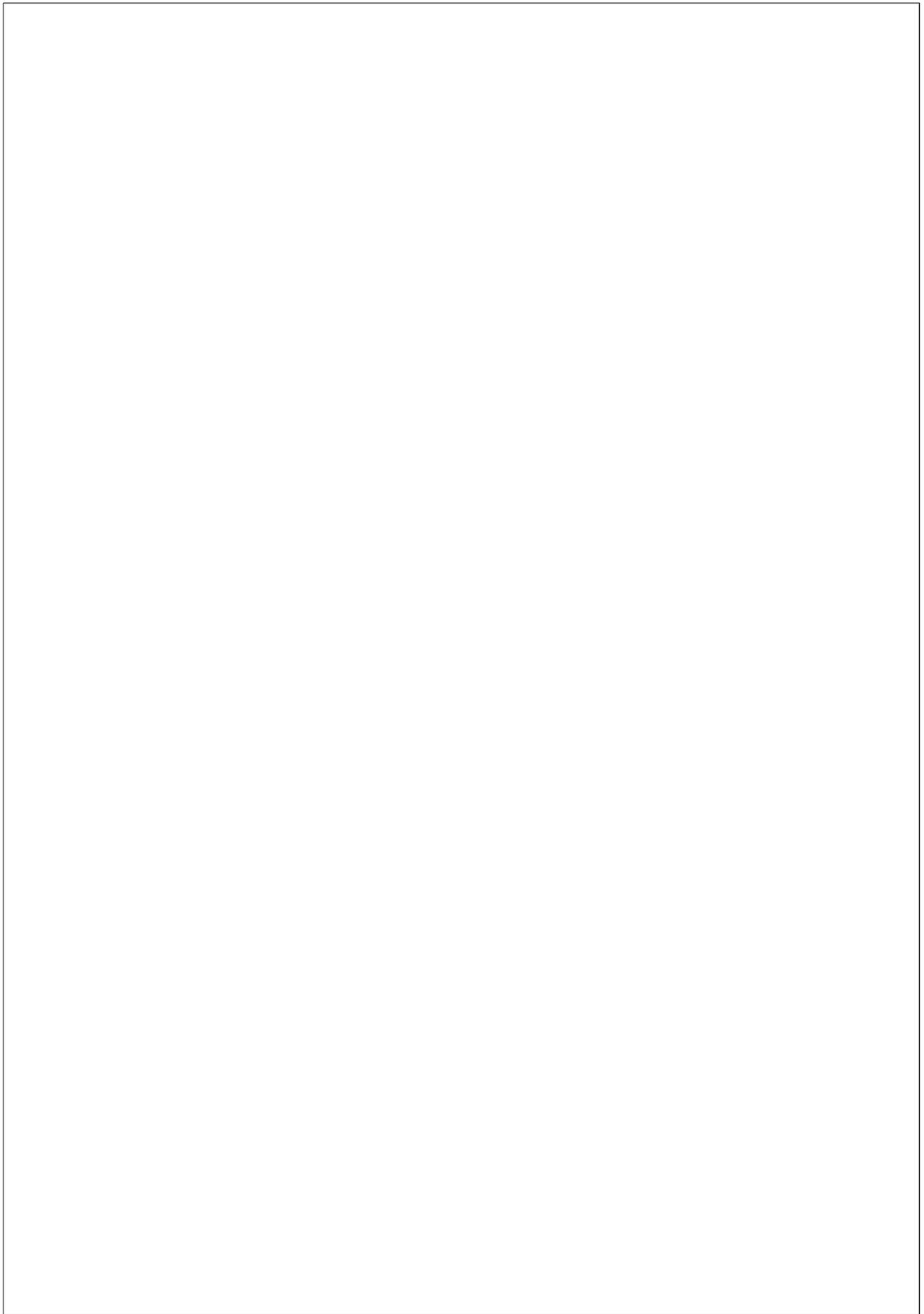
The appearance of the city?

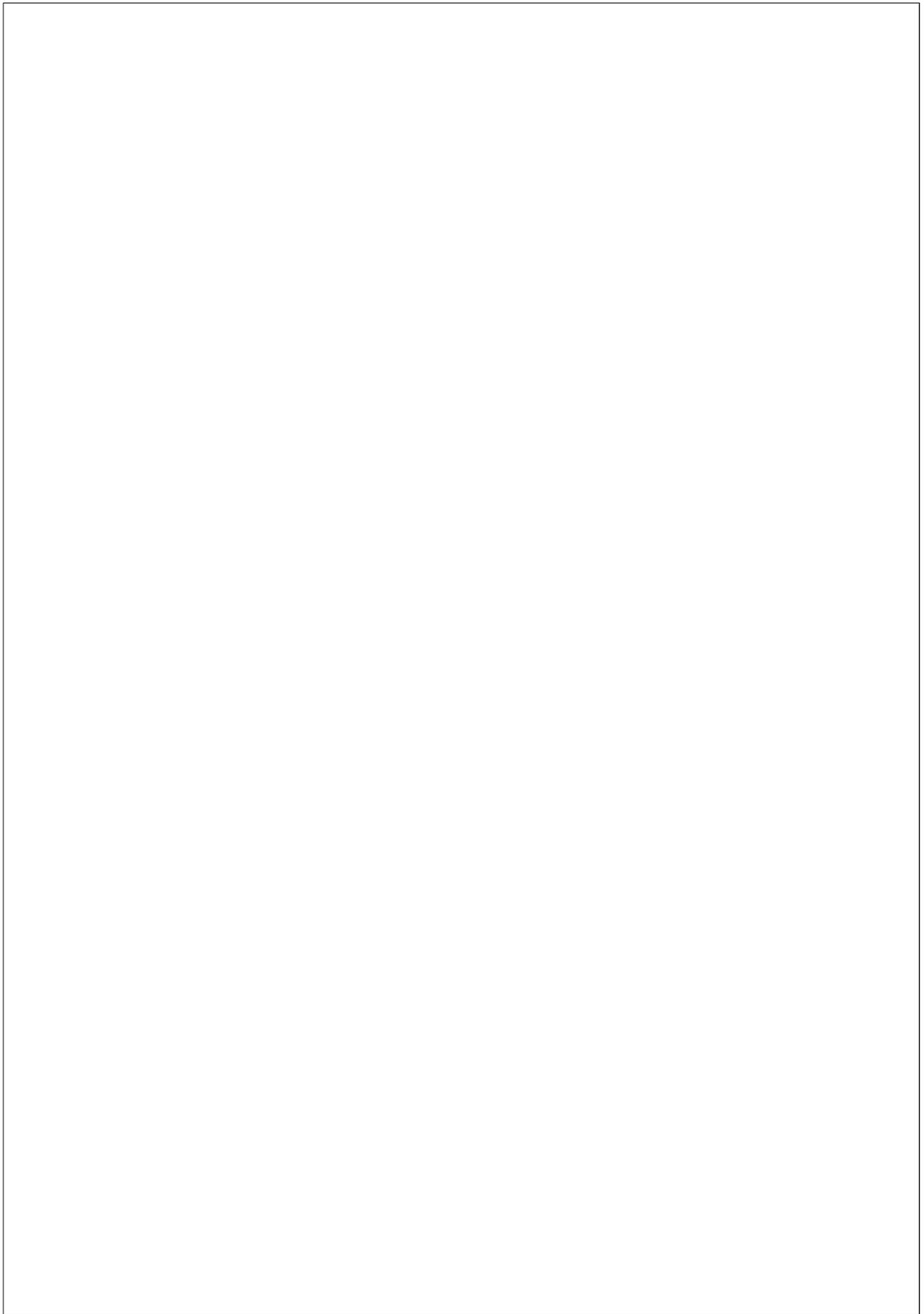
Pollution to land, water, or air?

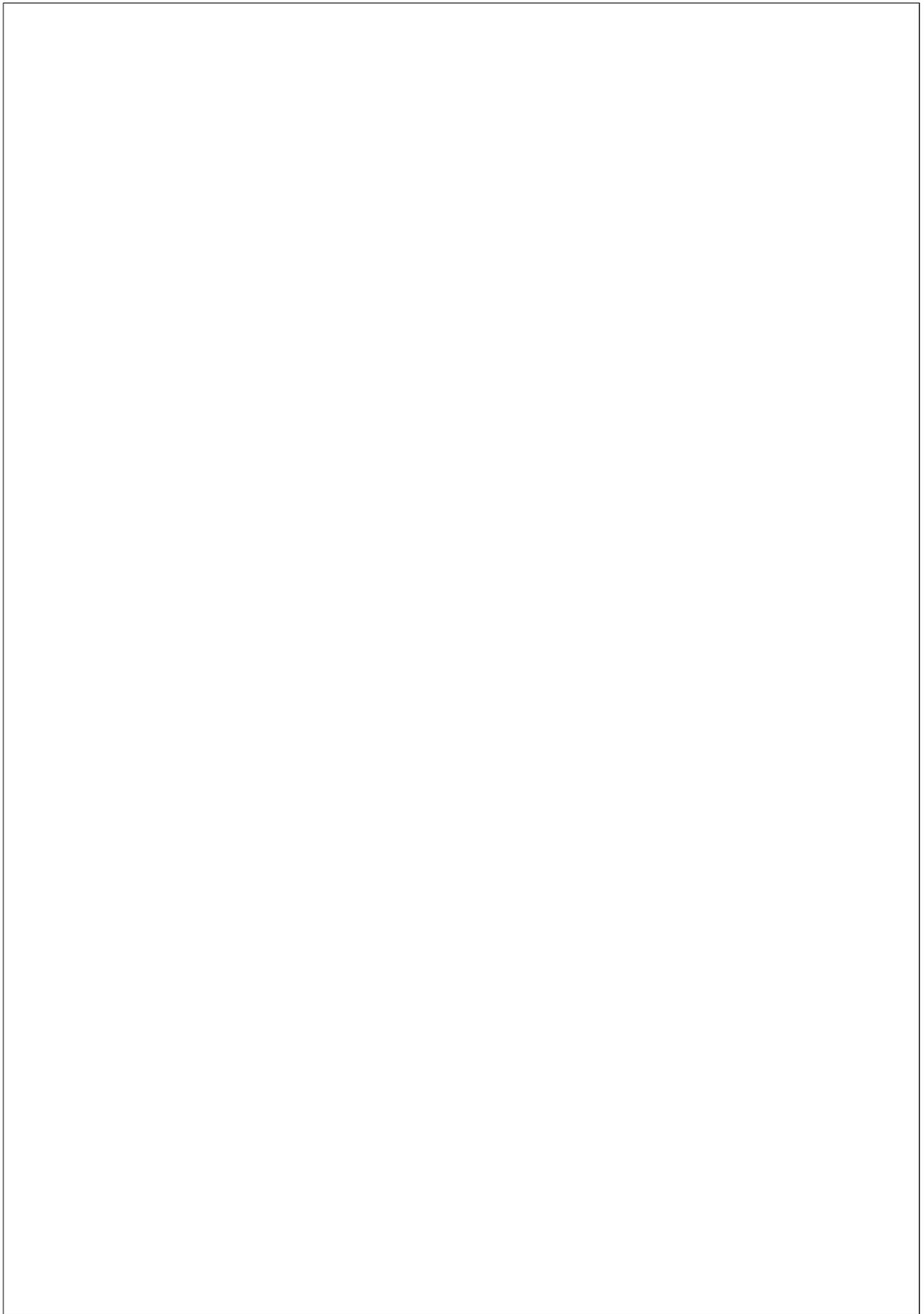




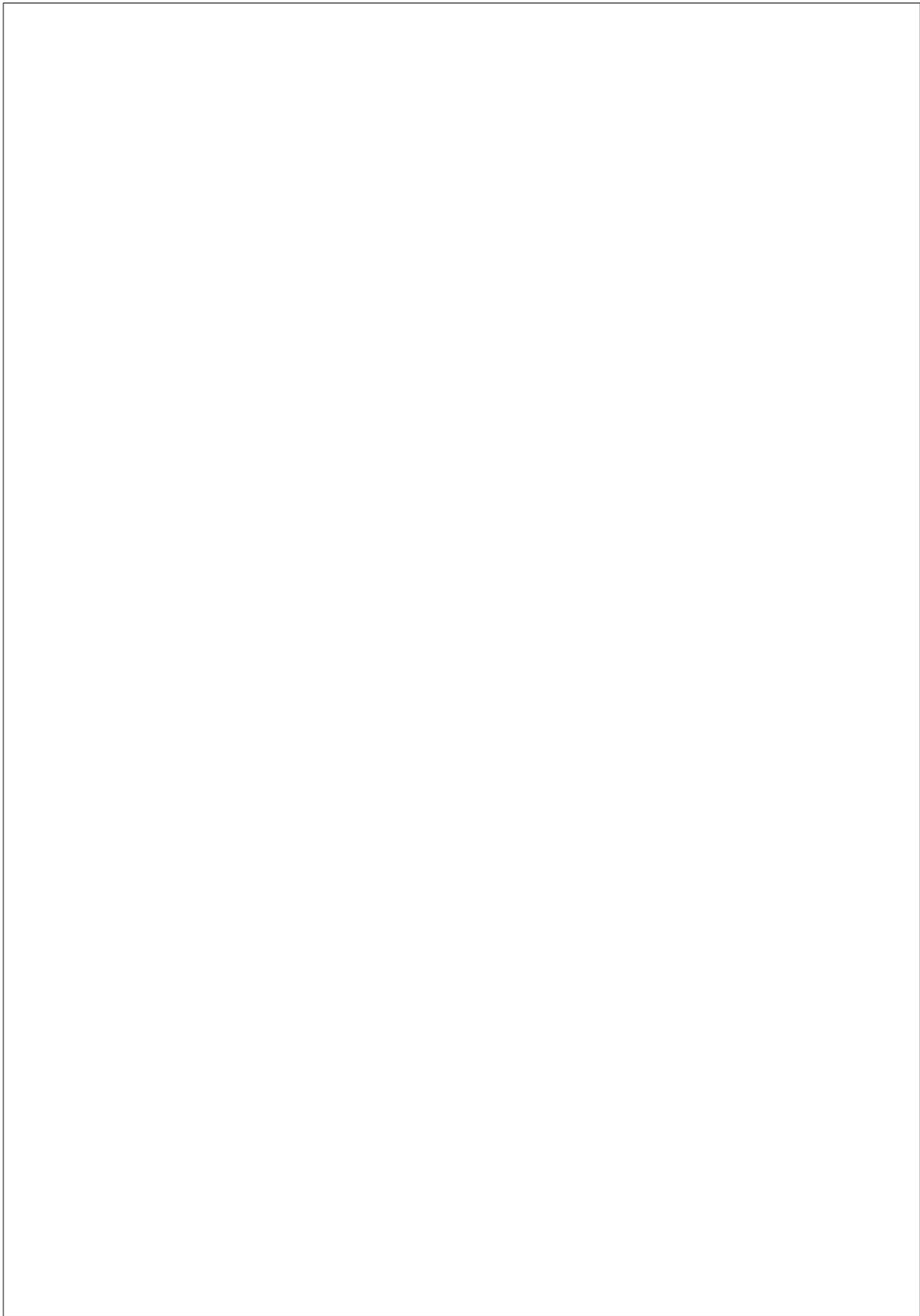




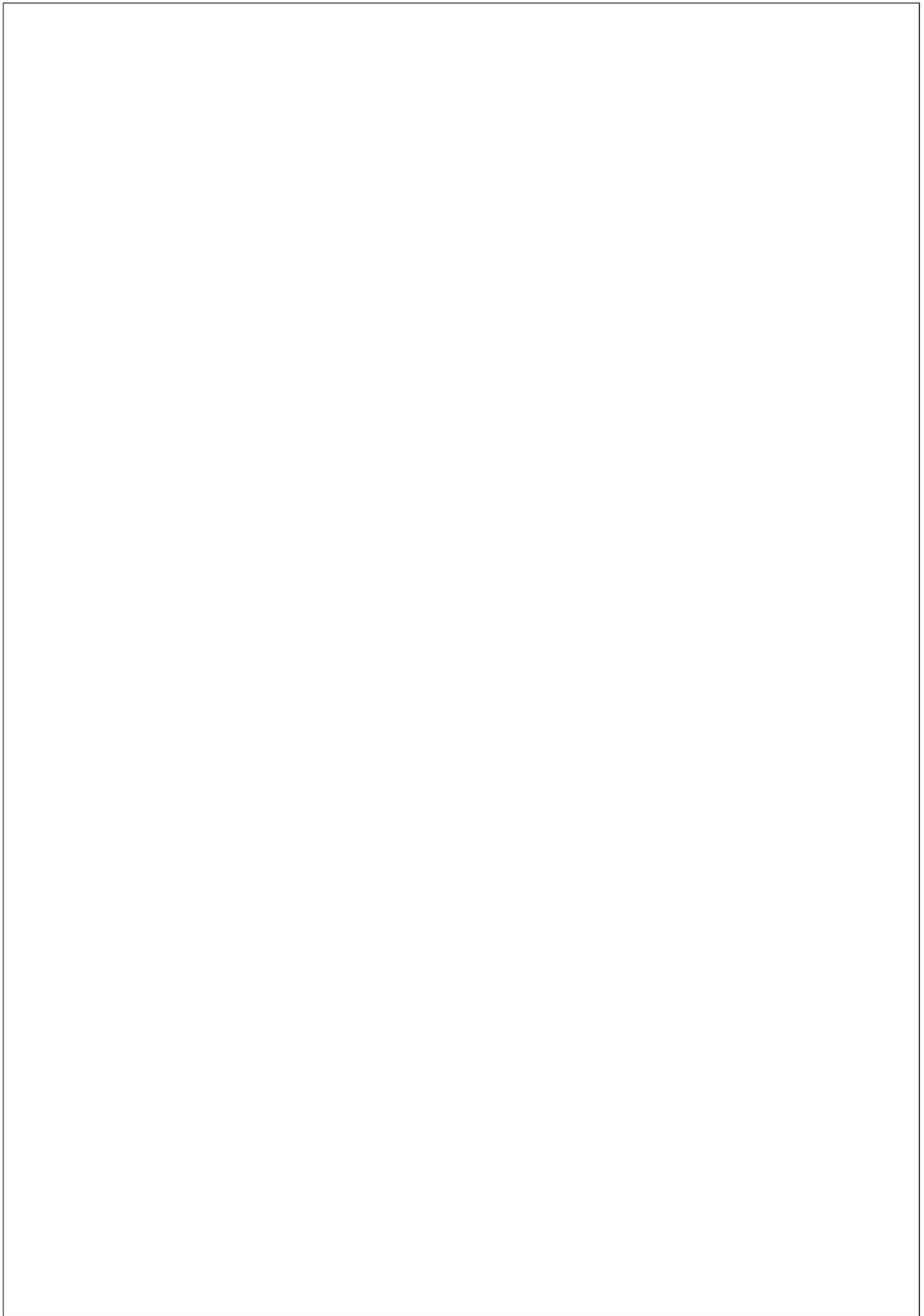


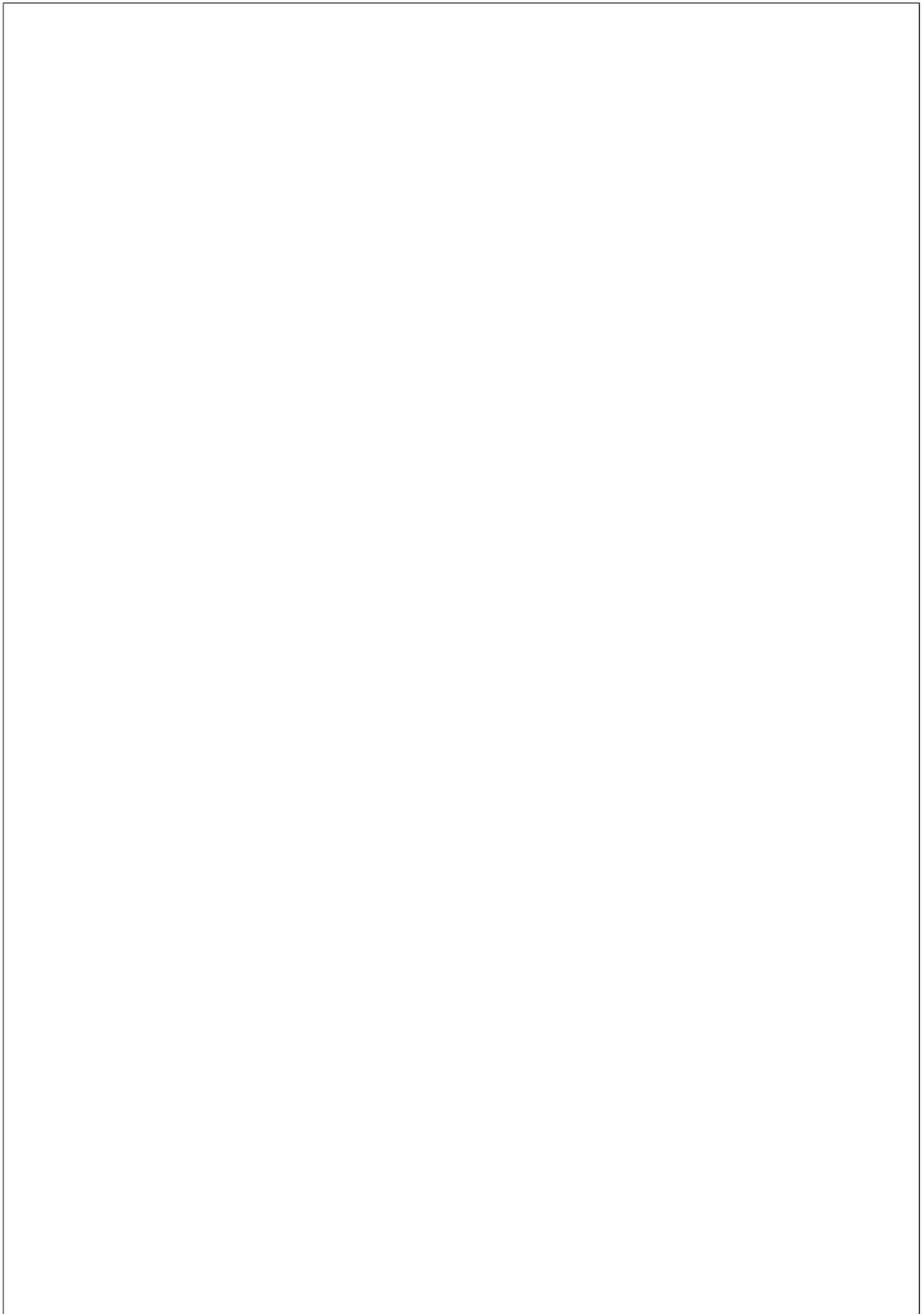


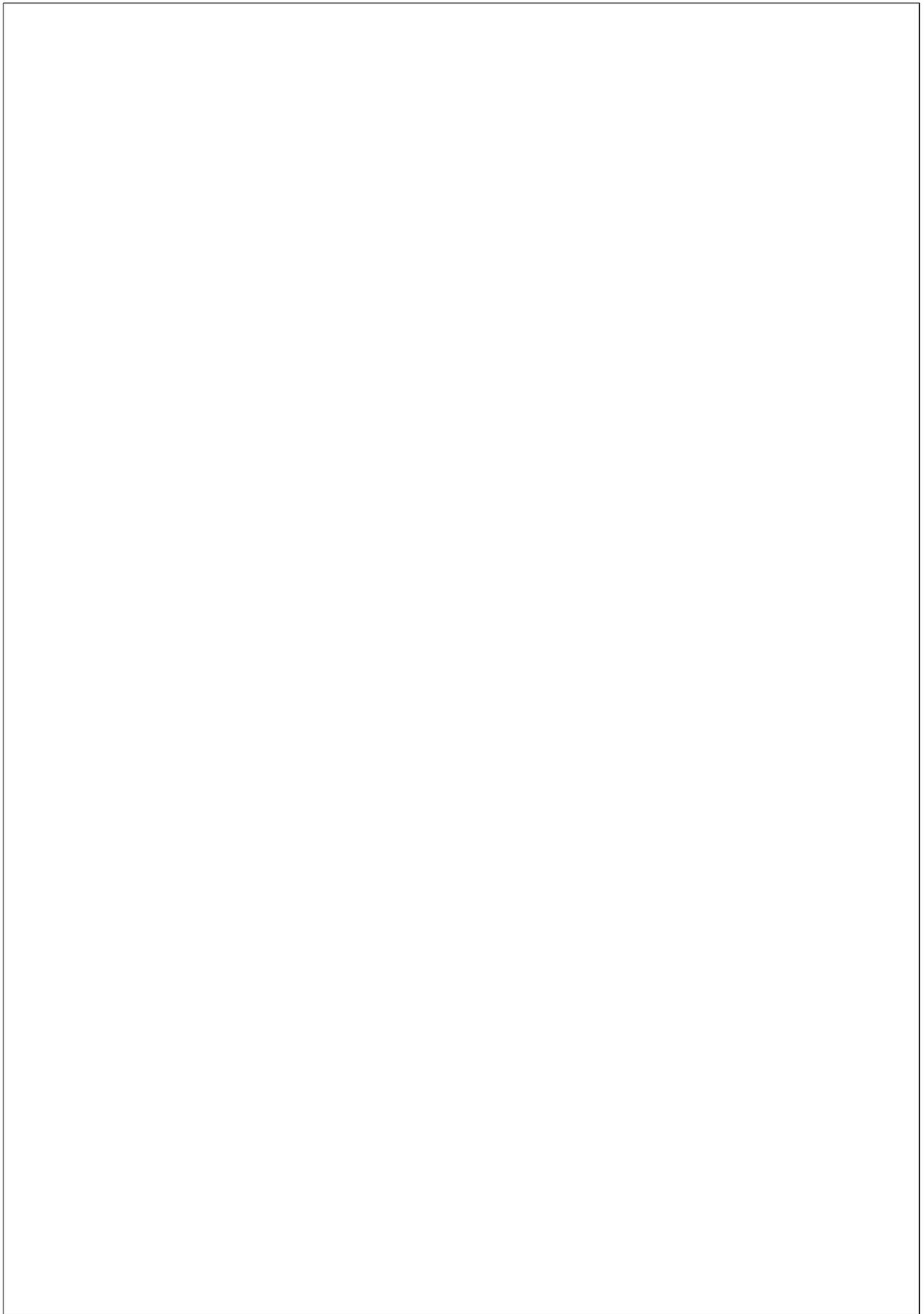




Wildlife and habitats?







Consulted with:

Summary of impacts and Mitigation - to go into the main Cabinet/ Council Report

The significant impacts of this proposal are...

- Materials supplied under this contract may be from non-renewable resources and result in negative impacts upon wildlife and habitats.
- Changes to travel levels as a result of new material collection and delivery systems will impact upon on traffic flows / levels in the city and resultant fuel consumption, emissions of climate changing gases and air pollution.
- Use of materials for Responsive Repair and Planned Programme Works will result in a significant amount of waste materials and packaging. Exiting the existing contract may also create waste.

The proposals include the following measures to mitigate the impacts...

Together with improvements to stock control in Landlord Services, the procurement process, specification, KPIs and ongoing contract management will ensure that this contract has a number of sustainable features:

- Work will be done with the supplier to source low impact materials. Materials rated A and B in the BRE Green Guide will be used whenever possible. Other factors, such as energy or water efficient products, sizing and durability will be taken into account when selecting products and materials. Timber sourced will comply with UK Government Timber Procurement Policy as a minimum and will be FSC or PEFC origin and be legally harvested.
- Travel time, mileage and diesel fuel use for operatives and contribution to congestion and air pollution will be mitigated by using a managed stock system on their vehicles. Operatives will have the materials on their vehicles to complete 80% of jobs therefore reducing delivery/collection mileage. An additional benefit is that no excessive stock will be travelling on vehicles around the city, which should result in improved fuel efficiency. This allows alternative delivery methods (e.g. mopeds, direct deliveries to site instead of operatives picking materials up etc.), and allowing operatives to book stock out of a colleague's vehicle if this is the closest available source of materials. Managed stock may allow fleet vehicles sizes to be reduced when fleet vehicles are replaced.
- Improved auditing and traceability of stock and its usage e.g. by auditing stock levels in vehicles when they are handed to other members of staff. This should reduce the amount of materials that become obsolete or damaged.
- Supplier efficiency and environmental impact will be considered in relation to fleet selection, fleet management, delivery scheduling and route planning, logistics and stock infrastructure, energy efficiency, their wider supply chain. Supplier systems will fully integrate with Landlord Services' chosen specialist scheduling software and mobile technology.
- The material supplier(s) apply the waste hierarchy, reduces wastage of both packaging and materials e.g. through supplying various lengths of timber to reduce off cuts, increase recycling of materials from sites by incorporating waste / packaging "take back" by suppliers where appropriate.
- Surplus stock from the existing contract will be audited and depleted wherever possible. Any obsolete materials should be disposed of in accordance with the waste hierarchy, with reuse by BCC or external parties used where appropriate in preference to recycling or disposal. The Environmental Performance Team will be consulted with during the exit strategy and procurement process to ensure that environmental issues are mitigated.

The net effects of the proposals are

The mitigation measures proposed are likely to reduce the impacts associated with stock management, waste and deliveries, provided that the contract is well monitored and managed. The net effects of the proposals are likely to be positive compared with the existing contract.

Checklist completed by:

Name:

--

Dept.:

Extension:

Date:

Verified by Environmental Performance Team





Executive Summary of Agenda Item No. 14

Report title: Procurement Of Roofing Framework

Wards affected: All

Strategic Director: Alison Comley

Report Author: Paul Chaffey – Cyclical Maintenance Manager

Recommendation for the Mayor's approval: To approve the procurement of a new housing maintenance framework for Roof Replacement and authorise the strategic director for Neighbourhoods to take all necessary steps to deliver.

Key background / detail:

a. Purpose of report:

To seek cabinet approval for a new housing maintenance framework to replace the one due to expire 9th January 2017. The housing maintenance contract to renew is for Roof Replacement to the City Council's Housing Stock.

b. Key details:

1. Housing Services manages and maintains over 28000 homes across all wards in the City. There are 16025 roofs in the City Council's Stock as recorded on Keystone, the Asset Management Data System.
2. An average of 250 roofs per year require renewal due to condition and being beyond economical repair with an annual budget of 1.4M.
3. This expenditure is accounted for within the Housing Services Capital Programme and the 30 year business plan.
4. Contractors are to have local labour initiatives and provision for apprenticeships. Their response will form part of the evaluation for inclusion on the framework. Contractors will also be expected to have an operational base within the City boundary therefore encouraging employment of local labour and Contractors.



Cabinet

1st November 2016



Report Title: Procurement of Roofing Contract

Ward: All Wards

Strategic Director: *Alison Comley*

Report Author: Paul Chaffey – Cyclical Maintenance Manager

**Contact telephone no.
& email address** *01173525080
paul.chaffey@bristol.gov.uk*

Purpose of the report:

To seek cabinet approval for a new housing maintenance framework to replace the one due to expire 9th January 2017. The housing maintenance contract to renew is for Roof Replacement to the City Council's Housing Stock.

Recommendation for the Mayor's approval:

1. To approve the procurement of a new housing maintenance framework for Roof Replacement and authorise the strategic director for Neighbourhoods to take all necessary steps to deliver.



The proposal:

1. Housing Services manages and maintains over 28000 homes across all wards in the City. There are 16025 roofs in the City Council's Stock as recorded on Keystone, the Asset Management Data System. Of these roofs 15598 are pitched roof construction and the remainder Flat roof Construction and a mix of combined Flat & Pitch Construction.
2. The current investment plan period for life expectancy of pitched roofs is 50 years & 25 years for flat roofs. This is based on the Decent Homes Standard. The life expectancy is under review as part of the Investment Plan Review. An average of 250 roofs per year require renewal due to condition and being beyond economical repair. Roofs due for renewal are subject to a pre survey by a Bristol City Project Surveyor to determine if roof requires replacing or not. If the roof is in good condition it would be re-lifed until the next cyclical programme.
3. Roofs identified that require replacing due to condition following an inspection are ordered to a Contractor on the Framework. The existing framework that is used to renew roofs expires January 2017 and therefore requires renewing to enable continued maintenance of the City Council's Housing Stock. Works to be undertaken under the Framework will be erection of scaffold, removal of existing coverings, including asbestos soffits where fitted, roof timbers checked for condition, new breathable felt, battens and tiles fitted as per current building regulations. Fascia, Soffits & Rainwater goods are replaced where required with maintenance free upvc materials. In addition to this Loft Insulation is checked and upgraded to the current required depth of 270mm. The annual value of this work is 1.4M and the new framework would be for 3 years with an option to extend for 1 year thereafter.
4. Value for money will be achieved by :
 - a. Selecting appropriate procurement route to ensure competent contractors can apply, with a length of contract to ensure Contractor commitment at the current competitive price.
 - b. Legal services advising on contract documentation.
 - c. Involving tenants in customer care standards & in contractor selection panels.
 - d. Contractors selected who have the experience, resources and skill to undertake the works.
 - e. Project team accountable for managing quality and delivery of works in agreed /contractual timescales.
5. The City Councils Housing is held in the Housing Revenue Account (HRA). Money raised within the HRA (rents & service charges) is spent on maintenance of Council Housing. This needs to continue to ensure Council Housing remains fit for purpose, watertight and insulated. The current Council HRA Business Plan includes the full estimated costs for these roof works.
6. The new framework will have 2 lots, with 4 Contractors in each Lot. Lot 1 will be for roof works issued on measured rates and Lot 2 for works requiring a mini tender.

7. The chosen method of procurement of the Framework allows Housing Services to achieve best value with current market rates. Works ordered under each Lot will be in accordance with annual budget provision and maintenance needs.
8. Contractors will be assessed for Health & Safety standards as part of the selection process. Works will be managed in accordance with method statements and risk assessments, under the Construction, Design & Management Regulations where they apply.
9. The procurement process will be a one stage open tender and prior to advertising, full consultation with legal and procurement teams to ensure compliance with procurement regulations. The planned timeline is as follows –
 Out To Tender/OJEU – 14th November (if approved at cabinet)
 Clarifications – by 28th Nov
 Tender Return - 19th December 2016
 Evaluation & Award – 16th Jan 2017
 Notice Of Award to Leaseholders – 16th Jan 2017 to 16th February 2017 (30 day notice)
 Commencement Of Framework – 20th February 2017
 The existing framework will be extended to cover the period until the new framework commences.
10. Contractors will be told of BCC's requirement for successful Contractors to have local labour initiatives and provision for apprenticeships. Their response to this will form part of the evaluation. Contractors will also be expected to have an operational base within the City boundary therefore encouraging employment of local labour and Contractors.

Consultation and scrutiny input:

a. Internal consultation:

Procurement and Legal teams for procurement approach, Homeownership Team regarding Leaseholder notices, Asset Management regarding Capital investment Plans and Project Surveyors for specification and scope of work issues.

b. External consultation:

Tenant representatives advised at the Planned Programme and Response Repair Service User Group July 2016. They will be engaged in the contractor selection process.
 Leaseholders consulted on the procurement process as set out in the Common hold and Leaseholder Act 2002

Other options considered:

No other option is considered as Roof Replacement Works are specialist works that will require trained & experienced Contractors who specialise in this work. This will ensure Roofs are Weatherproof, Safe & Insulated as per the current Building Regulations.

Risk management / assessment:

FIGURE 1							
The risks associated with the implementation of the (subject) decision :							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	Risk of delays leading to existing contracts/framework expiring before new contract in place	High	Medium	Prepare procurement project timelines and manage deadlines. Extend existing contracts where approved.	high	low	Paul Chaffey / Spencer Penny
2	Risk of Contractors not meeting requirements in the process.	High	Medium	Review requirements and assessment criteria. Ensure process is clearly communicated with bidders.	high	low	Paul Chaffey / Spencer Penny
3	Risk of contracts not agreed and/or challenge regarding breach of procurement procedures	Medium	Medium	Work with Corporate Procurement & Legal team. Be clear on Contract type & ensure compliance with regulations	medium	low	Paul Chaffey / Spencer Penny

FIGURE 2							
The risks associated with <u>not</u> implementing the (subject) decision:							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	Extending existing frameworks/contracts past their time can lead to legal challenge.	High	High	Cabinet approval to renew the framework/contract	High	low	Paul Chaffey
2	If Framework not renewed, essential roof maintenance would stop. Therefore the stock could fall into disrepair without watertight & insulated roofs. Also not meeting obligations under Landlord Act.	High	High	Cabinet approval to renew the framework/contract	High	Low	Paul Chaffey
3	Etc up to a max. of 10 risks						

Public sector equality duties:

Equalities Impact Assessment is included at appendix 1

Equalities will be part of the procurement process and managed throughout the contract. The equality impact assessment highlighted those individuals with protected characteristics and who need to be communicated with at an earlier stage of the proposal. It is a contractual requirement that the contractor must have a risk assessment in place identifying how protected communities will be affected, and must provide clear information to tenants and deal with personal concerns and queries on a one to one basis.

Eco impact assessment

ECO assessment is included at appendix 2

The significant impacts of this proposal are...

the use of raw materials, production of waste and consumption of fossil fuels for travel etc.

The proposals include the following measures to mitigate the impacts...

- Where possible, works will be scheduled to co-inside with any other external works required, so as to minimise disruption and nuisance.
- The procurement process for appointing contractor(s) will include a sustainability assessment, and specific contractual requirements as appropriate.
- Insulation standards to building regulations will be achieved.
- The chosen contractor(s) will demonstrate compliance with the waste hierarchy by:
 - Preparing and adhering to Site Waste Management Plans.
 - Reducing waste e.g. through effective material storage
 - Reusing waste e.g. reuse of off-cuts.
 - Recycling as much waste as possible and using readily recyclable products.
 - Avoiding landfill wherever possible.

Contractors will complete an Environmental Method Statement during tendering describing how they will mitigate the environmental impacts. This will form part of their contractual obligations.

The net effects of the proposals are ...

The proposal will ensure the building fabric are maintained and water tight, along with improving thermal efficiency within the loft. This should lead to a positive environmental impact.

Resource and legal implications:

Finance:

a. Financial (revenue) implications:

Not applicable.

Advice given by	Insert name / job title
Date	Insert date

b. Financial (capital) implications:

The procurement of a new housing maintenance framework as per the recommendation would provide the approval for expenditure of £1.4m per annum for up to 4 years from January 2017, as set out in paragraph 5 of the report. This level of annual expenditure is within the existing annual budget for roofing works and there would be no impact on this financial year's budget framework.

Budgets for Housing Services are approved at Cabinet and Full Council as part of the Council's annual budget report and therefore budget will need to be included for 2017/18 to support this recommendation.

Paragraph 2 of the report refers to an Investment Plan review that is currently being undertaken by Housing Services in order for its programme of capital expenditure to fit within the available financial resources in its longer term business plan.

If this review determines that a different level of annual expenditure should be budgeted for roofing works then this should be explained in the annual budget report.

Advice given by **Robin Poole – Finance Partner**
Date **8/09/16**

Comments from the Corporate Capital Programme Board:

tba

c. Legal implications:

Given the potential value of the proposed framework it will need to be procured in compliance with the Public Contracts Regulations 2015 (in addition to the Councils own procurement rules). The OJEU notice should make clear the lots and target numbers for each.

Advice given by **Eric Andrews - Solicitor**
Date **8/09/16**

d. Land / property implications:

Sustaining planned maintenance of Council owned property is an important aspect of good asset management. The seamless appointment of a roofing contractor is key to the future enhancement and improvement of the housing portfolio in order to protect the fabric of the homes, increase thermal efficiency and lead to healthier living and wellbeing for tenants.

Advice given by **Robert Orrett – Service Director Property**
Date **8-09-16**

e. Human resources implications:

As this proposal is related to contract renewal for services from an external provider, there are no HR implications for the council in relation to this report.

Advice given by **Sandra Farquharson / HR Business Partner, Neighbourhoods Directorate**
Date **25-08-16**

Appendices:

Appendix 1 – Equalities Impact Assessment

Appendix 2 – ECO Assessment

Access to information (background papers):

Guidance:

List background papers which include facts / matters on which the report is based, or which have been materially used in preparing the report (do not though include any published works or papers including information which is exempt or confidential).

You also need to supply a copy of any background papers (or the web link) as these must be published alongside the Cabinet reports.



Bristol City Council Equality Impact Assessment Form

(Please refer to the Equality Impact Assessment guidance when completing this form)

Name of proposal	Procurement of Roofing Framework for Council-owned homes
Directorate and Service Area	Neighbourhoods; Housing Delivery
Name of Lead Officer	Paul Chaffey

Step 1: What is the proposal?

Please explain your proposal in Plain English, avoiding acronyms and jargon. This section should explain how the proposal will impact service users, staff and/or the wider community.

1.1 What is the proposal?

Housing Delivery manages and maintains over 28000 homes across all wards in the City. There are 16025 roofs in the City Council's Stock as recorded on Keystone, the Asset Management Data System. Of these roofs 15598 are pitched roof construction and the remainder Flat roof Construction and a mix of combined Flat & Pitch Construction.

The roofs require maintenance work and /or renewal and forms part of the Housing Capital and Revenue Investment Plan. This is accounted for in the 30 year Housing Revenue Account business plan, funded from tenants rents and leaseholder charges.

The Roofing Framework supplying replacement works to our housing stock is due to come to an end and needs to be procured again. The Framework is used as follows:- Roofs identified that require replacing due to condition following an inspection are ordered to a Contractor on the Framework. The existing framework that is used to renew roofs expires January 2017 and therefore requires renewing to enable continued maintenance of the City Council's Housing Stock. Works to be undertaken under the Framework will be removal of existing coverings, including asbestos soffits where fitted, roof timbers checked for condition, new breathable felt, battens and tiles fitted as per current building regulations. Fascia, Soffits &

Rainwater goods are replaced where required with maintenance free upvc materials. In addition to this Loft Insulation is checked and upgraded to the current required depth of 270mm. The annual value of this work is 1.4M and the new framework would be for 3 years with an option to extend for 1 year thereafter.

Step 2: What information do we have?

Decisions must be evidence-based, and involve people with protected characteristics that could be affected. Please use this section to demonstrate understanding of who could be affected by the proposal.

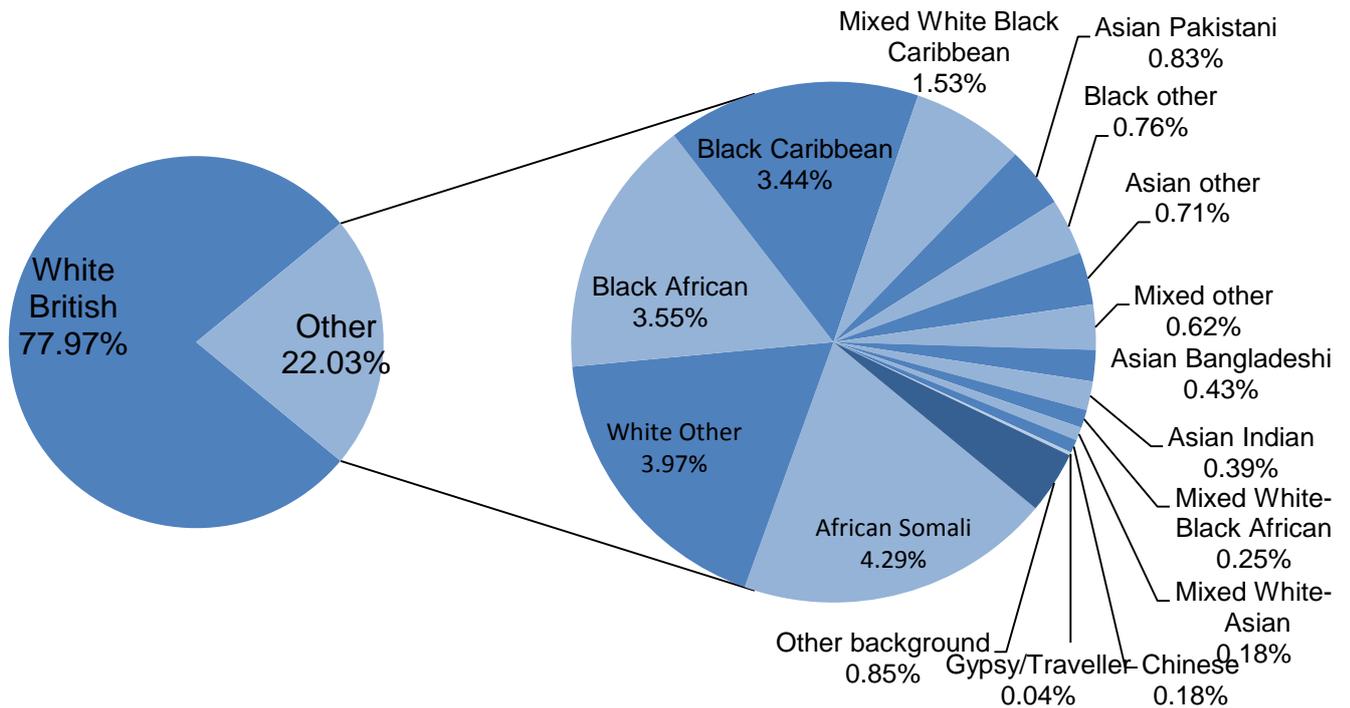
2.1 What data or evidence is there which tells us who is, or could be affected?

Equalities Summary 2015-16

We review equalities data every year, to ensure we know about our clients and their needs and that we don't discriminate against anyone. These figures are from April 1st 2016.

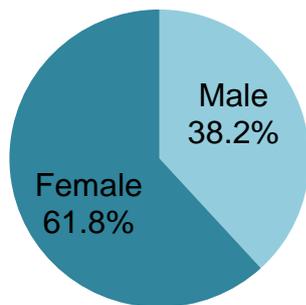
Housing Delivery has 31665 tenants in 26893 properties. It is estimated that in total Housing Delivery houses around 62,000 people. In addition, we have 1953 leaseholders in 1494 properties.

Tenant Ethnicity



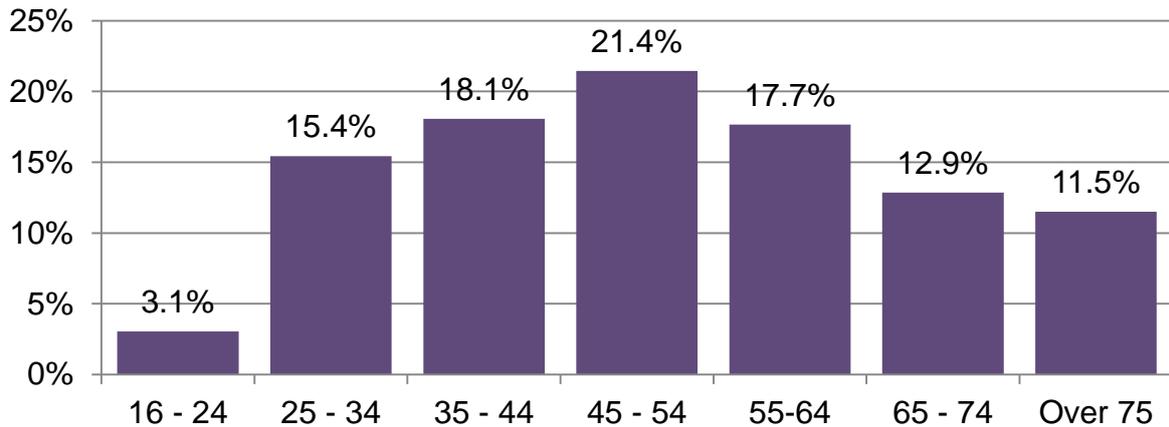
We know the ethnicity of 95.0% of our tenants. Of those whose ethnicities we know, 78.0% are White British. This is almost identical to the proportion of people in Bristol who identify as White British. (2011 Census) The next largest ethnic groups are African Somalis, 4.3% and White Other, 4.0%.

Gender



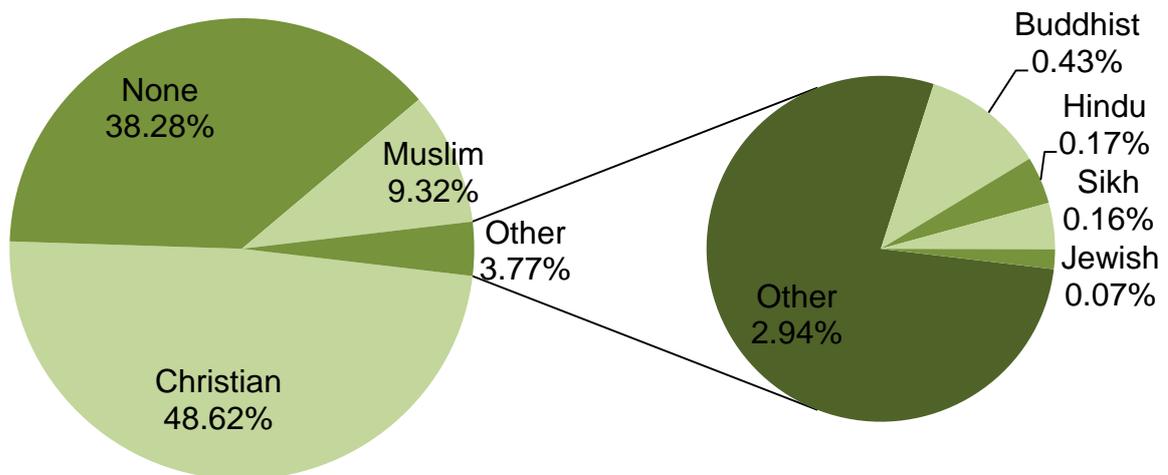
A higher proportion of our tenants are female, 61.8%, than male, 38.2%. This may be because women who are pregnant or have children are a higher priority for social housing.

Tenant Age



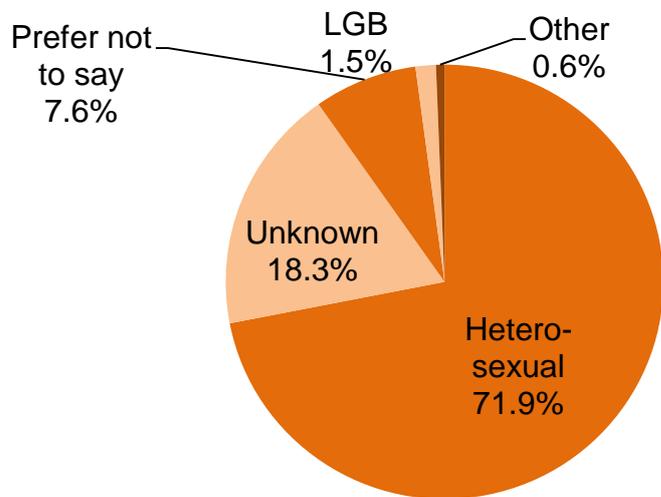
We know the age of 98.3% of our tenants. The largest age group are 45-54 year olds, 21.4% of the tenants whose age we know are in this age band.

Religious Belief



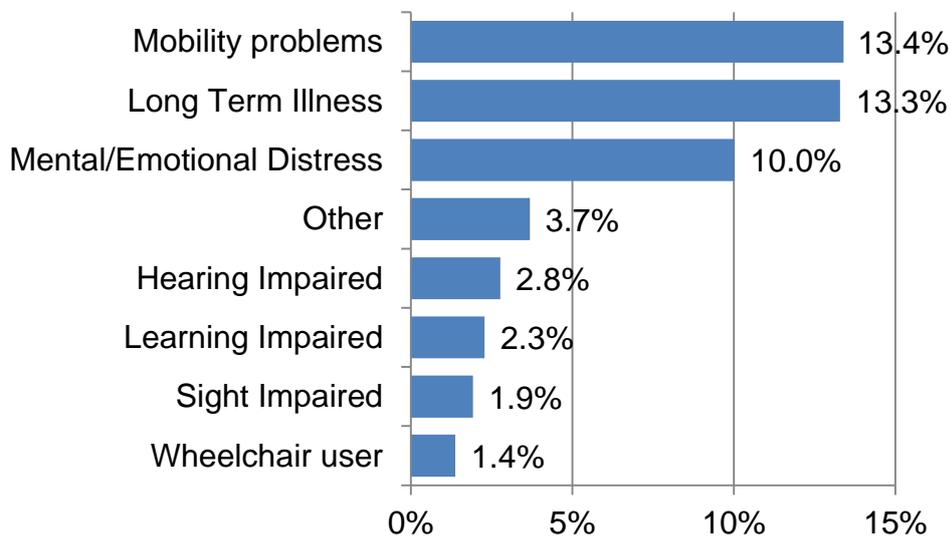
We know the religious belief of 87.3% of our tenants. Of those we know, the largest religious group is Christians, 48.6%. The next largest group is those with no religious belief, 38.2%. The next largest religious group are Muslims who comprise 9.3% of tenants who have told us their religion.

Sexual Orientation



71.9% of people identify as heterosexual. We do not know the sexual orientation of 18.3% of people and a further 7.6% of people preferred not to tell us their sexual orientation.

Disabilities



20.4% of our tenants identify as disabled. This figure has increased year-on-year. 13.4% of our tenants report mobility problems, 13.3% a long-term illness and 10.0% suffer from mental or emotional distress.

2.2 Who is missing? Are there any gaps in the data?

Project Surveyors carry out a pre-assessment of works and they will identify if there are vulnerability and/or disability issues. They will liaise closely with Estate Management and Support Workers where required. Tenant profiles will be checked on an individual basis for equalities information, including vulnerability and communications difficulties. This will ensure all works carried out minimise any impact to service users. It will also be borne in mind that not all Protected Characteristics will be disclosed so we expect our contractors to treat all customers with sensitivity and flexibility without the need for prior knowledge of a persons vulnerability.

2.3 How have we involved, or will we involve, communities and groups that could be affected?

The Planned Programmes and Responsive Repairs Service User Groups have been consulted initially on the proposal to procure the new framework. These Service User Groups will receive updates on progression with the procurement processes. Customer Care standards agreed with Tenant groups will form part of the contract.

Step 3: Who might the proposal impact?

Analysis of impacts on people with protected characteristics must be rigorous. Please demonstrate your analysis of any impacts in this section, referring to all of the equalities groups as defined in the Equality Act 2010.

3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?

The new procurement process could lead to the loss of current providers and the inclusion of new providers. This could lead to one or more contractors being less experienced with the customer care issues of social tenants who are more likely to be vulnerable and/or have a protected characteristic.

Likely impacts of the works will include dust, dirt and noise from the works as well as potential effects of having scaffolding around properties, such as possibly reduced or changed access and increased hazards for those with visual impairment or reduced mobility. Vulnerable tenants may be impacted and face increased anxiety by any works to their property or block.

The full scope of works will be confirmed by survey, and when this is known, timescales etc will be communicated to all residents.

3.2 Can these impacts be mitigated or justified? If so, how?

The tender process will test the potential contractors by their tender submissions for quality and this will form part of the evaluation criteria. This will include questions about previous experience, their understanding of equalities legislation and good practice, social inclusion and customer care.

Neighbourhoods – Housing Delivery – has in place a Contractors Code of Conduct. Any contractor working on a programme of work must adhere to the Code of Conduct and arrange for an induction session with all staff, including sub-contractor staff.

They must ensuring access to and egress from the building is accessible throughout the works processes. This also includes minimising the impact of vibration, and air, light and noise pollution, informing, respecting and showing courtesy to those affected by the work, having systems that care for the safety of the public, visitors and the workforce and ensuring the site is kept organised, clean and tidy. This will be monitored by a Project Surveyor who will carry out checks where works are in progress.

Further mitigation on the potential impacts on people with protected characteristics are as follows:-

- all works are pre-assessed by a City Council Project Surveyor who will highlight vulnerability, age, communication or disability issues that will require consideration prior to commencement & during works. This is done with adherence to data protection rules about confidential equalities information
- for roofing works of houses and flats, scaffold can be required. We make sure access & egress is maintained for all during works and any mobility or visual issues of residents are considered when putting plant or equipment on site.
- communication is by letter, home visit and leaflet. Any special needs or requirements are discussed with the tenant and/or with estate management
- tenants are contacted in advance of works to make suitable arrangements for when it can be carried out. This is done by letter, telephone & verbally
- special arrangements are made for tenants who may be vulnerable. Those identified as such will be contacted directly or via Careworkers or Estate Management to determine what special arrangements are required.
- contractors are legally responsible for ensuring the safety of all residents, visitors and employees while they are working on a site. They are required to

run clean, tidy sites and to prevent the spread of dust and debris and to limit noise and disruption to within agreed 'reasonable' working hours. Particular consideration must be given to ensuring debris free access and egress from the building at all times.

- where necessary communication and information materials can be provided in Braille by Bristol City Council and a sign language interpreter can be provided for meetings with Deaf residents. Communication can also be translated where identified this is a requirement.

- contractors are required to provide a code of conduct for operatives. All are advised to be sensitive to the broad range of gender issues and sexual orientation and to be polite, considerate and courteous at all times

- contractors are given resident profiles and contact information and are contractually required to ensure communications and information are clear to each resident.

3.3 Does the proposal create any benefits for people with protected characteristics?

All those with protected characteristics will benefit from the proposal

- appropriate procurement routes will be used to ensure competent contractors are selected that have and promote equalities policy's
- nominated Contract Managers/Project Surveyors will manage the quality and delivery of works
- Combined works can be planned at the same time avoiding duplicate costs on access equipment and therefore minimising disruption to tenants

3.4 Can they be maximised? If so, how?

The works carried out under the framework will be reviewed at regular contract meetings. Learning from complaints or ideas for improvements are built into the ongoing work programmes

Step 4: So what?

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

4.1 How has the equality impact assessment informed or changed the

proposal?

The equality impact assessment highlighted those individuals with protected characteristics and who need to be communicated with at an earlier stage of the proposal. It is a contractual requirement that the contractor must have a risk assessment in place identifying how protected communities will be affected, and must put in place a system to inform identified tenants daily. They must provide clear information to tenants and deal with personal concerns and queries on a one to one basis.

4.2 What actions have been identified going forward?

- A system of early communications for those tenants identified as having additional needs
- Tenant involvement in setting standards of customer care
- Tenant engagement throughout the contract through Core Group meetings
- Contractor(s) will be required to deal with tenants' concerns and queries
- Close Liaison with Estate Management, Tenant groups and outside parties

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

- As part of the framework we as a client have the responsibility to monitor the contractor's performance against Key Performance Indicators
- The KPI's will include Customer satisfaction through satisfaction surveys
- A Lessons Learned log will be compiled to identify areas for improvement

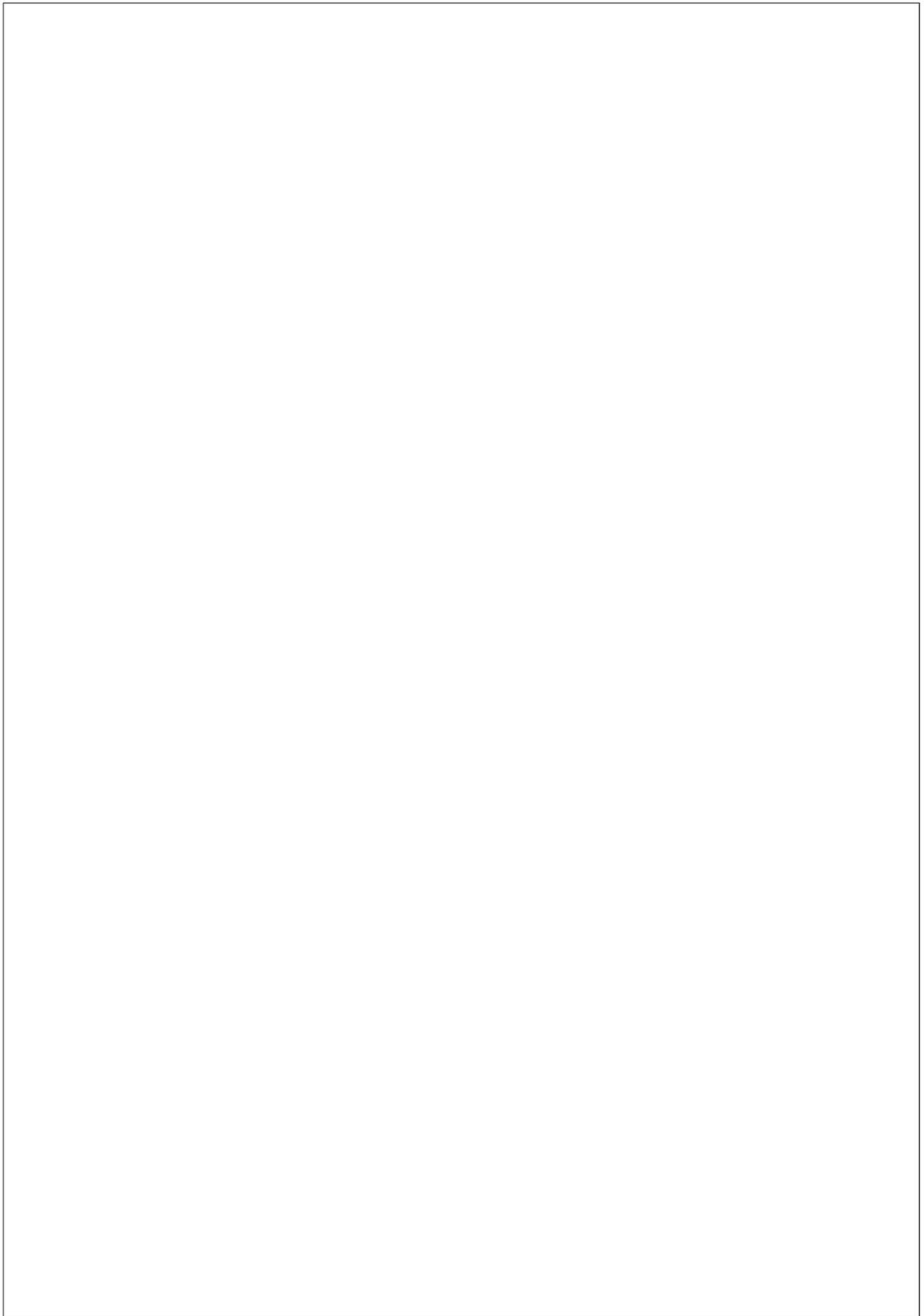
Service Director Sign-Off: 	Equalities Officer Sign Off: Wanda Knight
Date: 26/07/2016	Date: 25/7/16

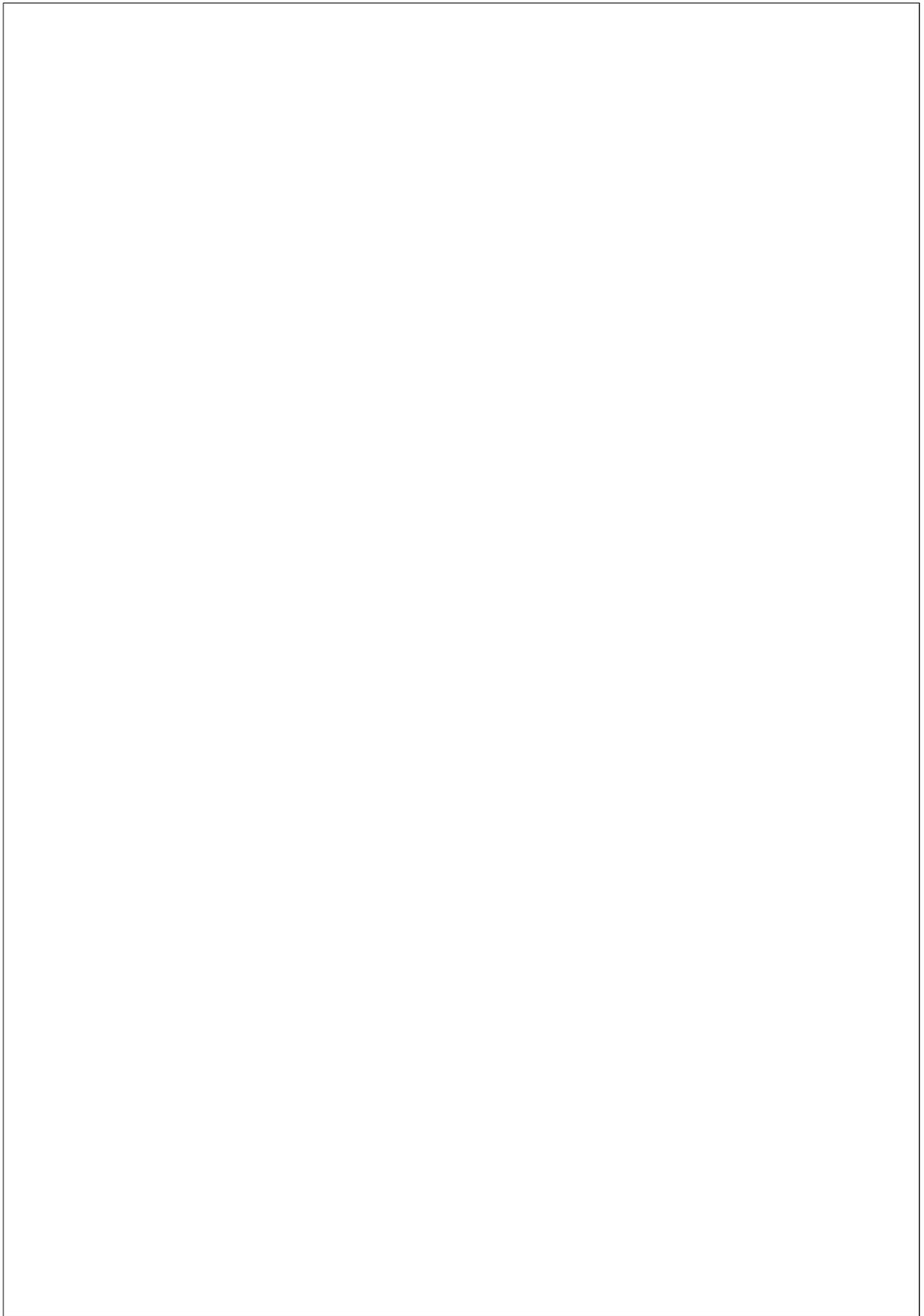
Appendix 2

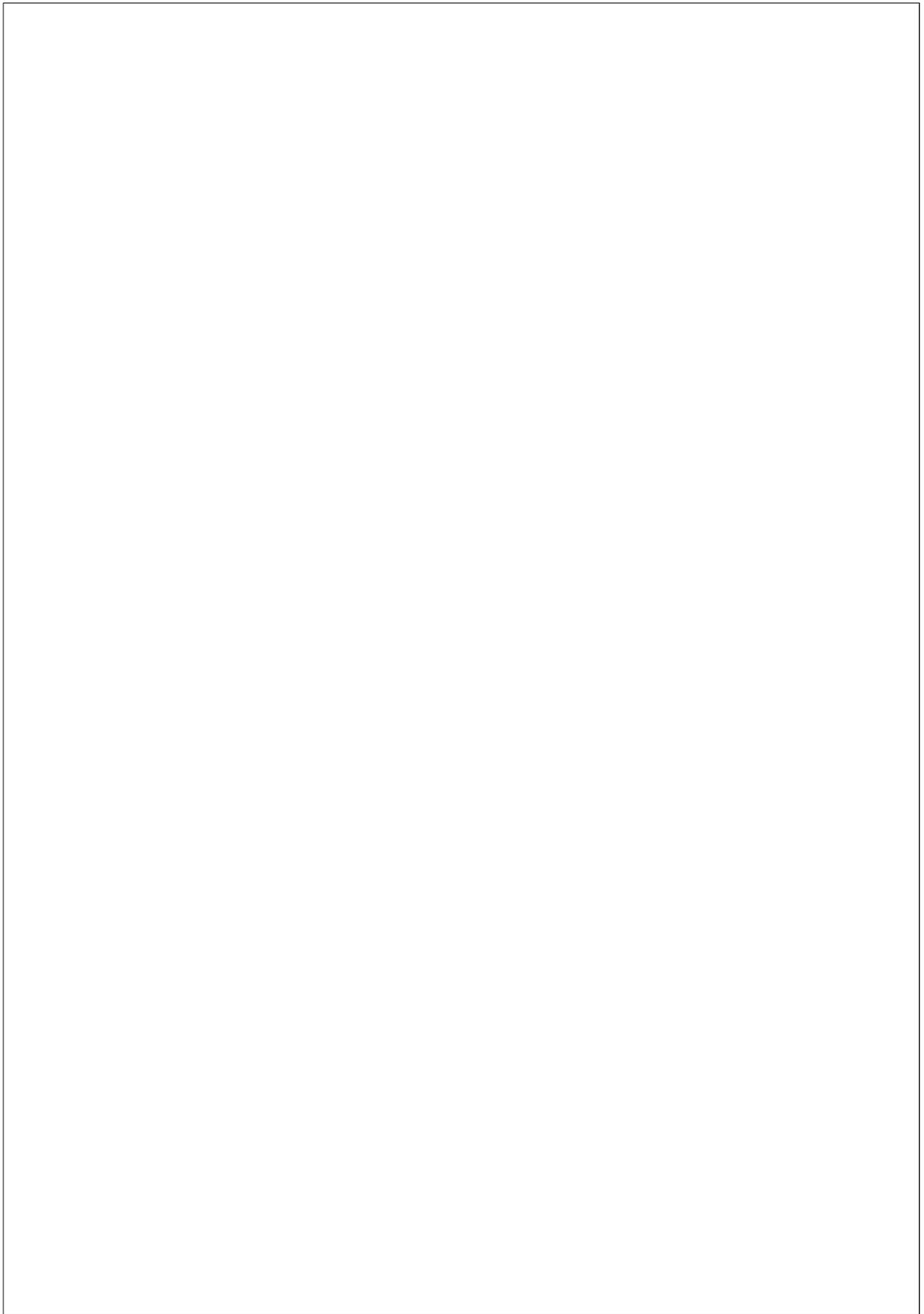
Eco Impact Checklist

Title of report: Procurement Of Roofing Contract
Report author: Paul Chaffey
Anticipated date of key decision : 1st November 2016
<i>Summary of proposals: To seek cabinet approval to renew a key housing maintenance contract that is due to expire 9th January 2017. The housing maintenance contract to renew is for Roof Replacement to the City Council`s Housing Stock.</i>
Will the proposal impact on...

Emission of Climate Changing Gases?

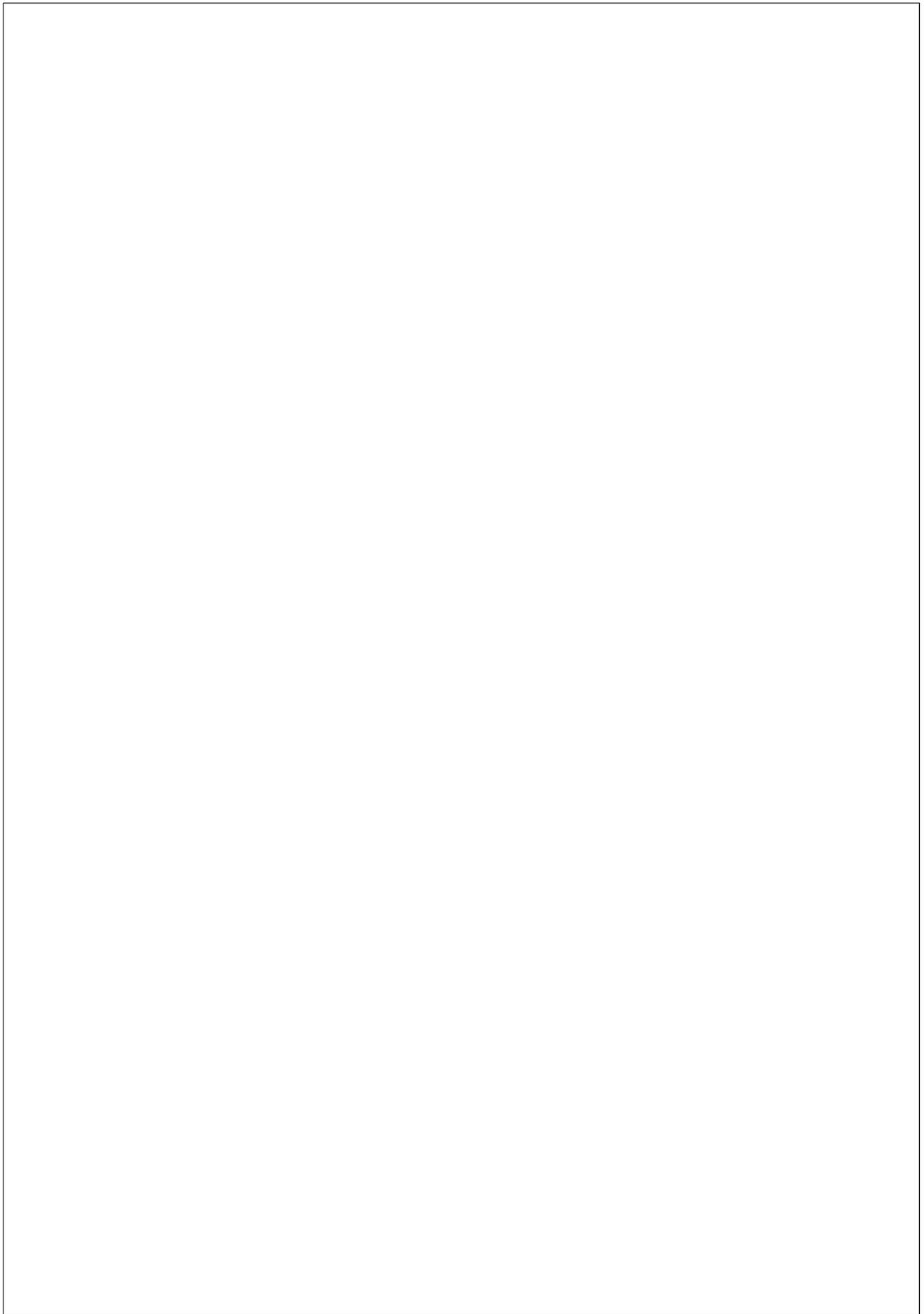


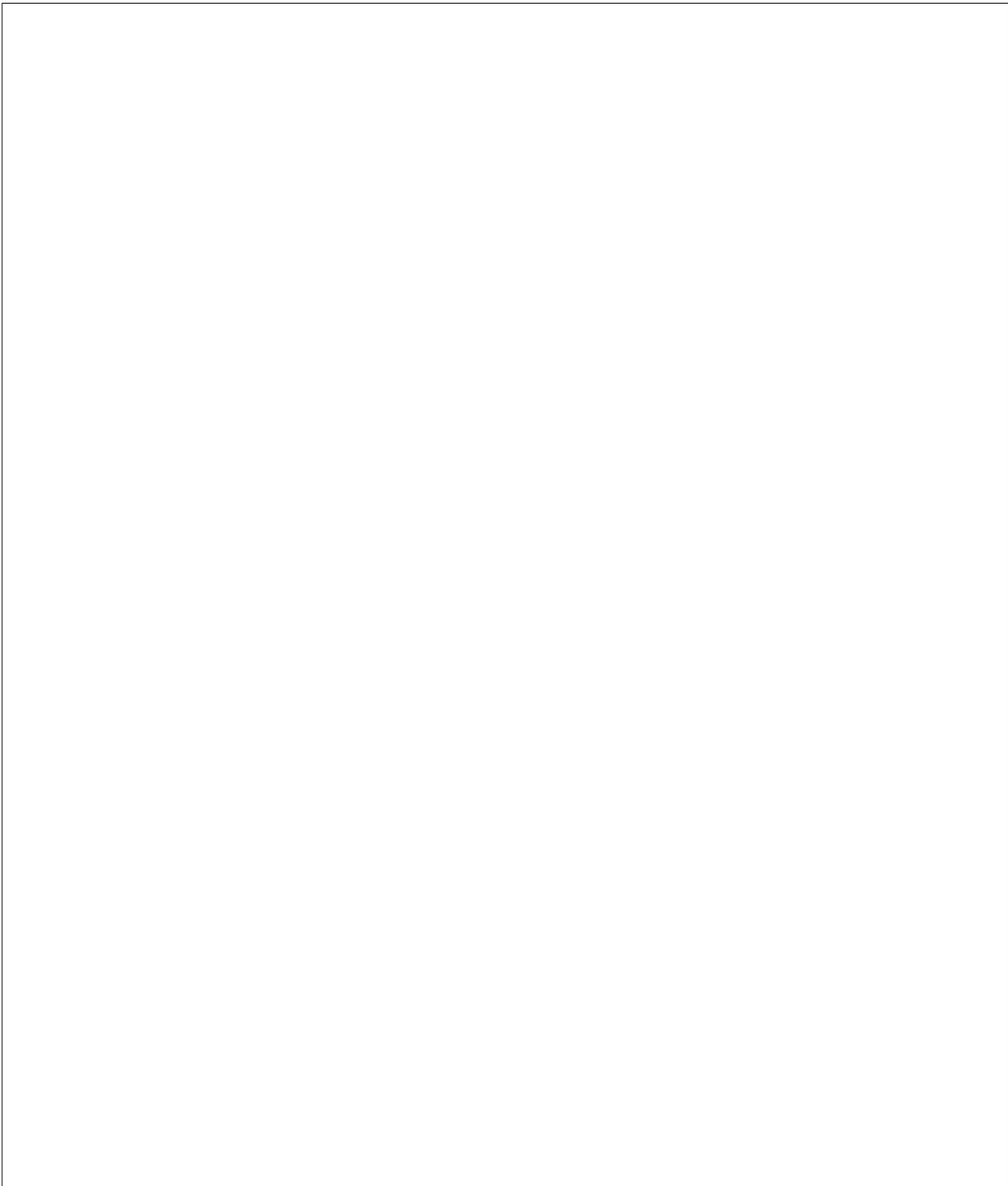




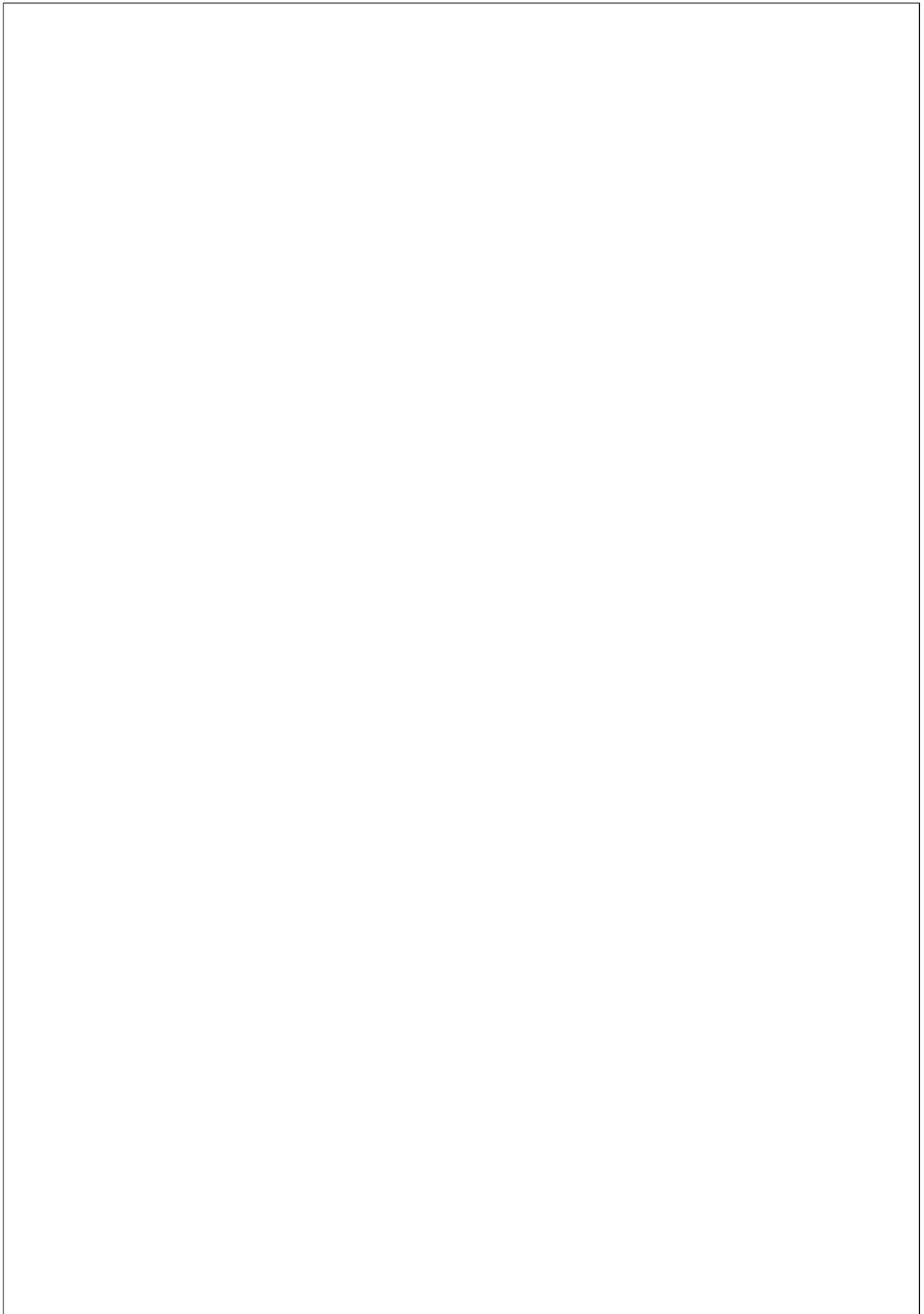


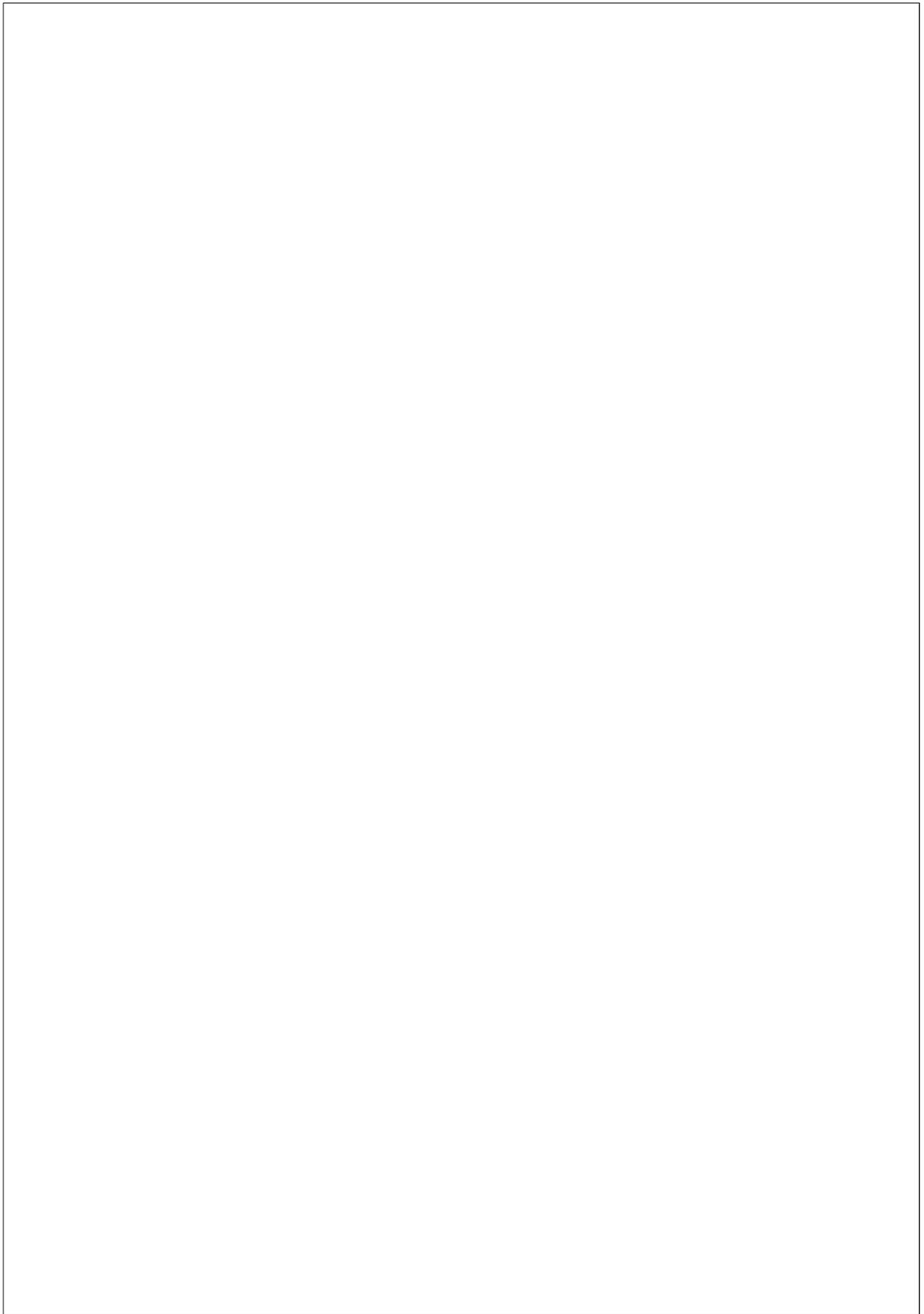
Bristol's resilience to the effects of climate change?

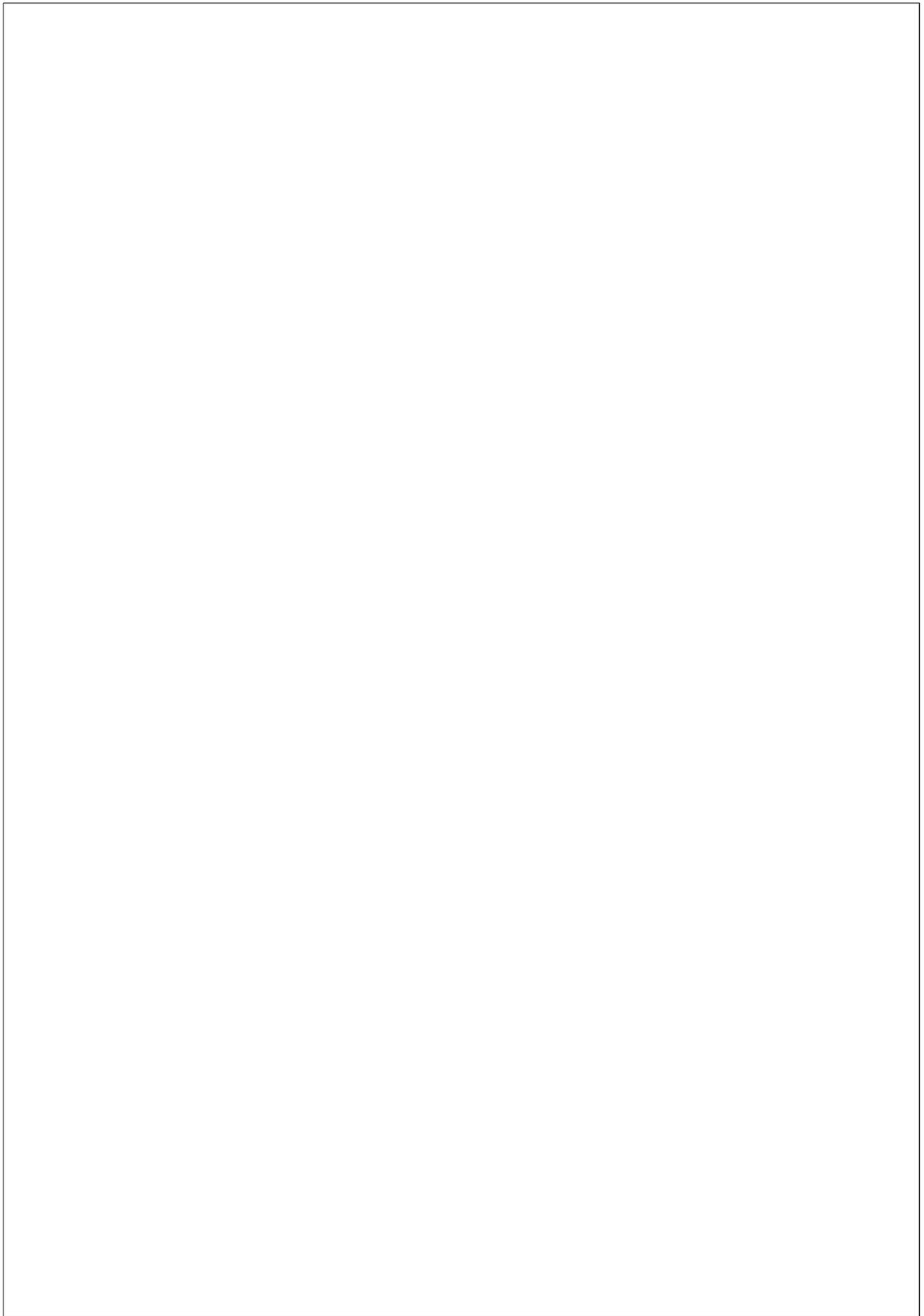


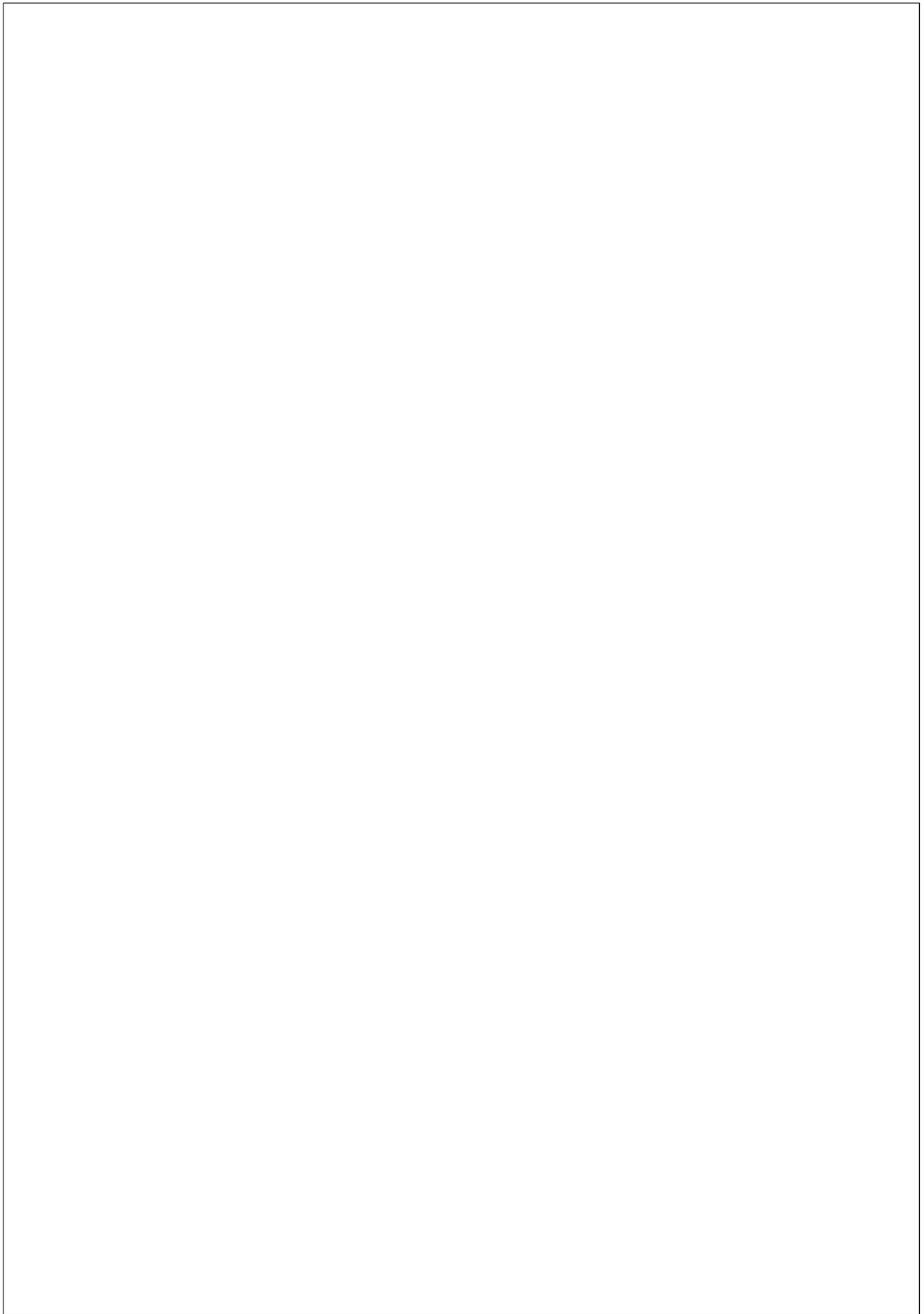


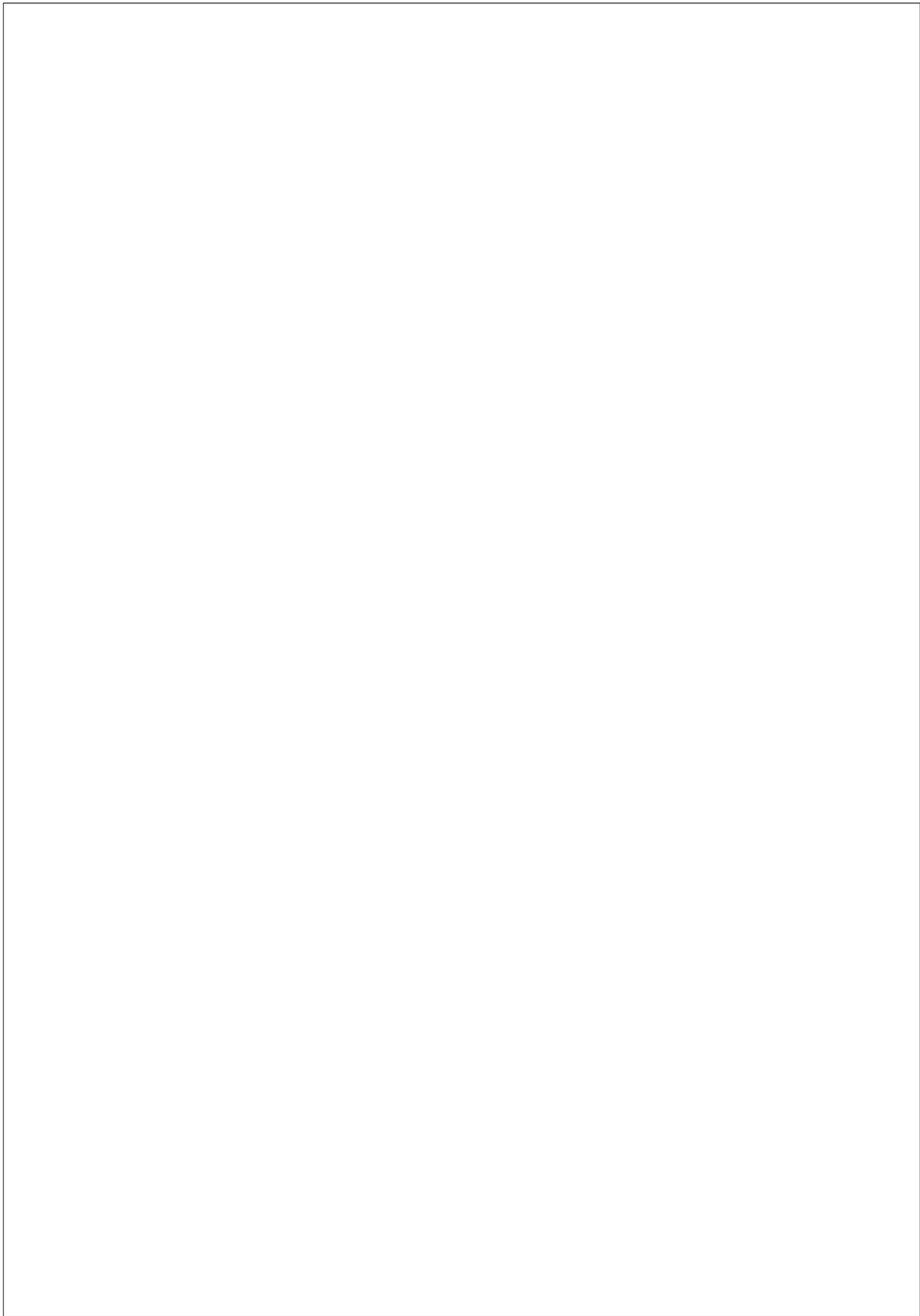
Consumption of non-renewable resources?



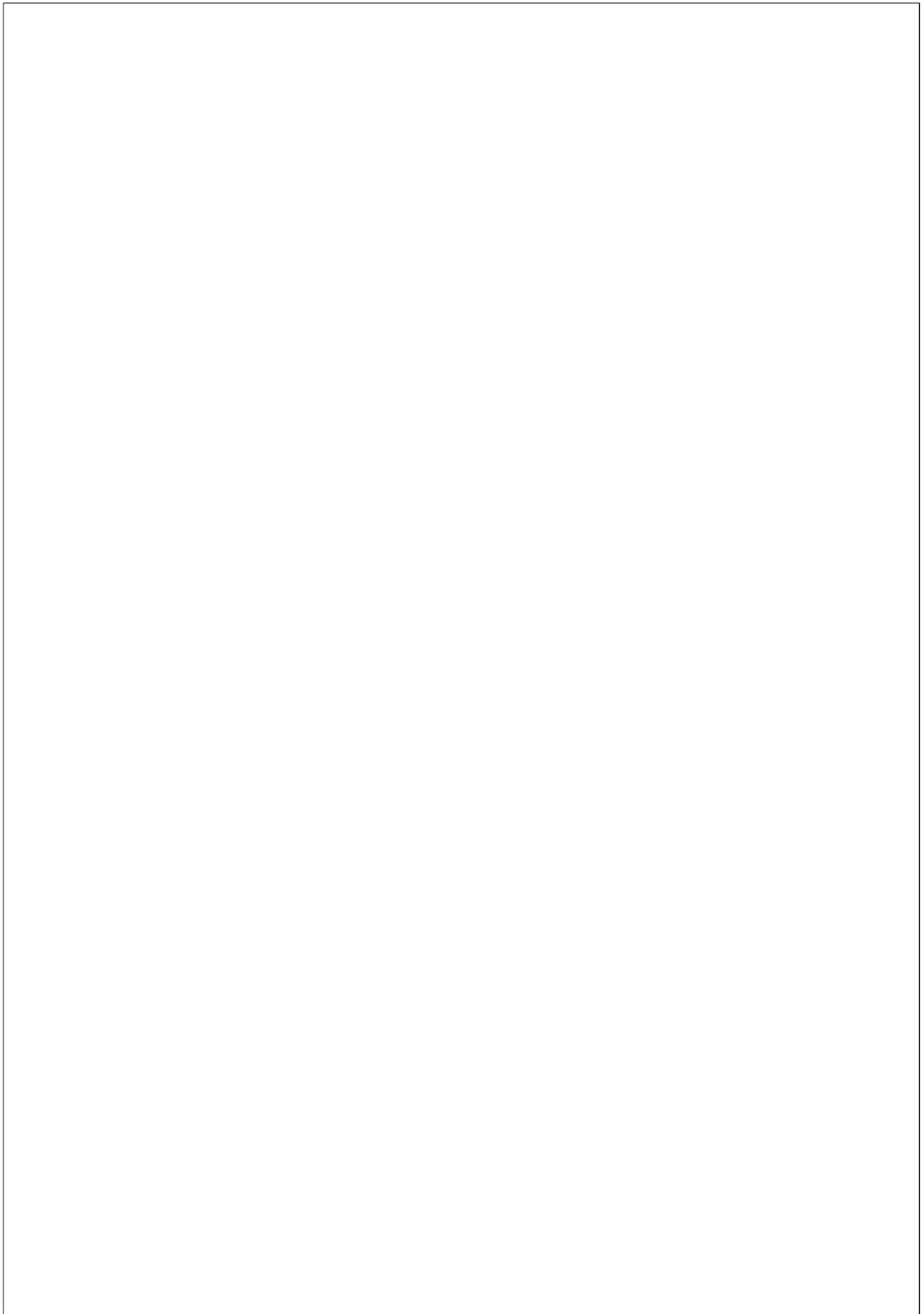


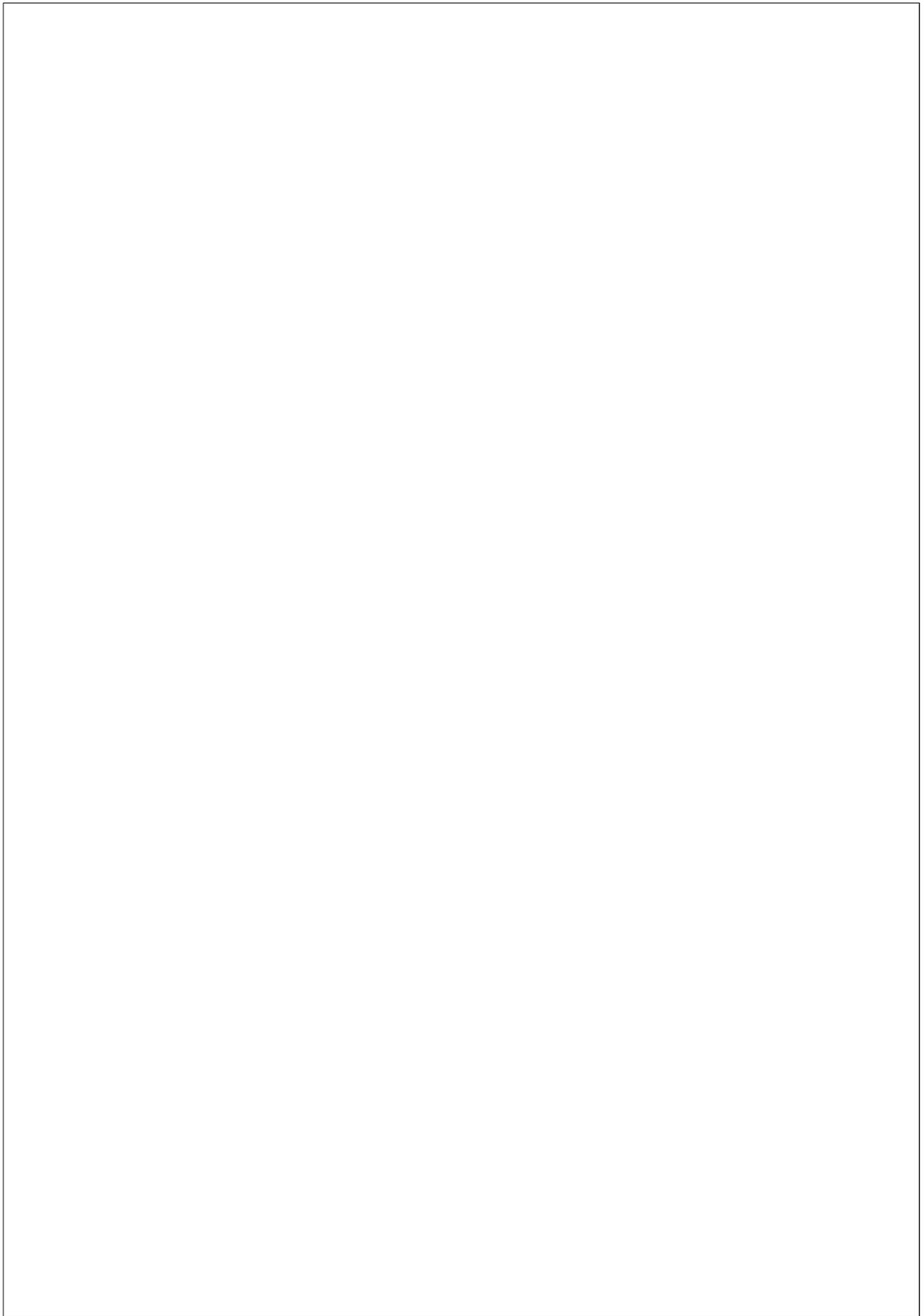


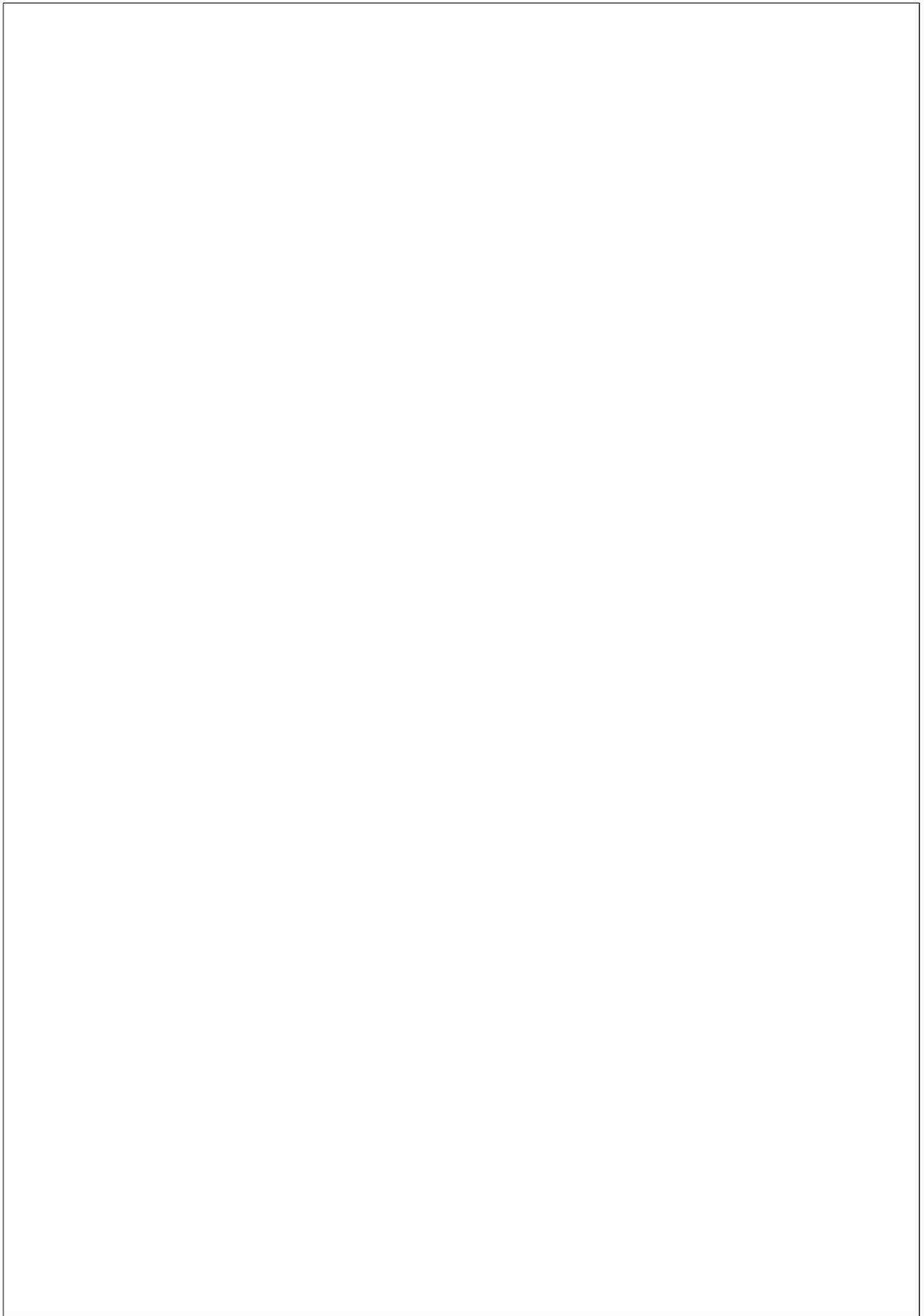


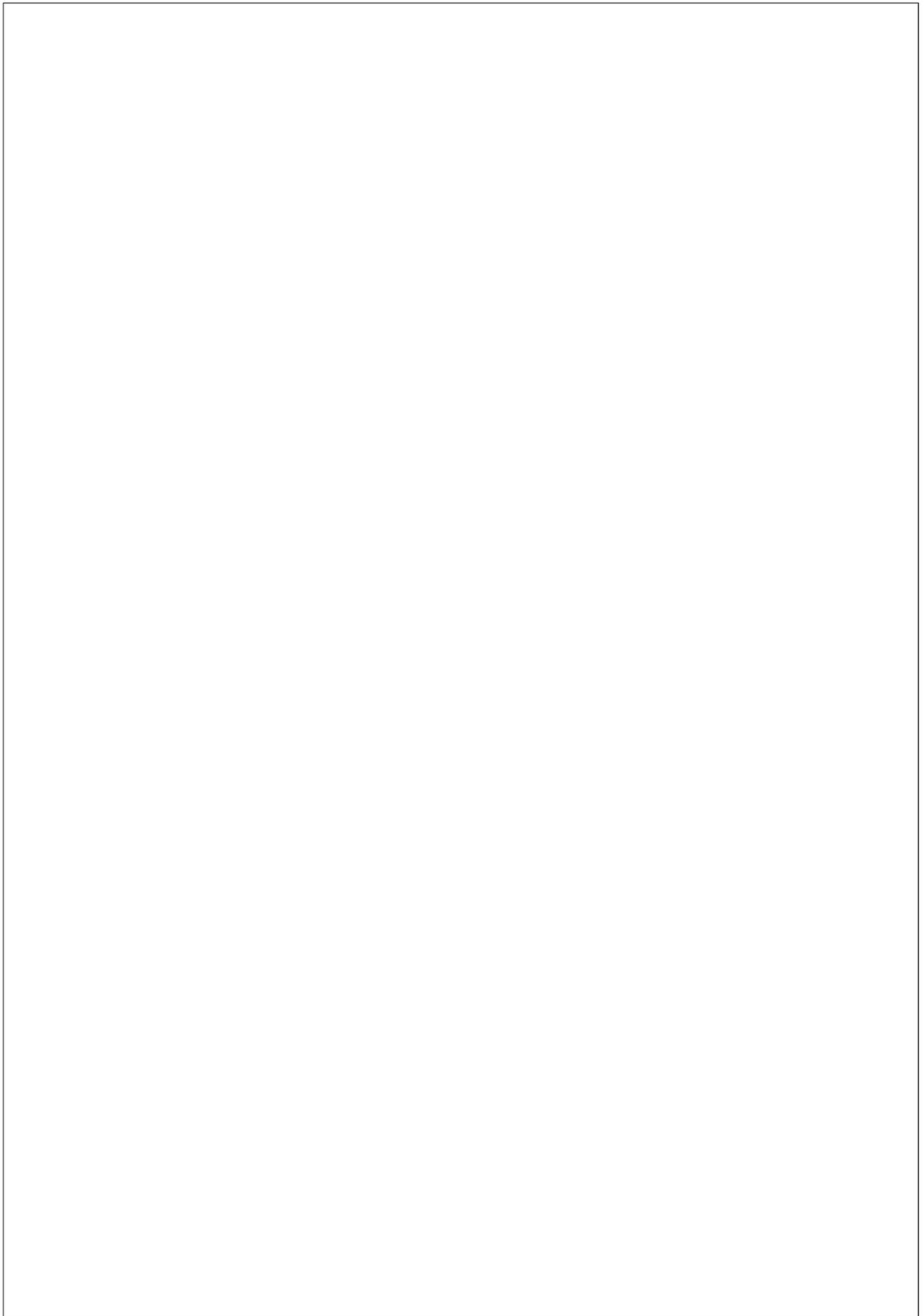


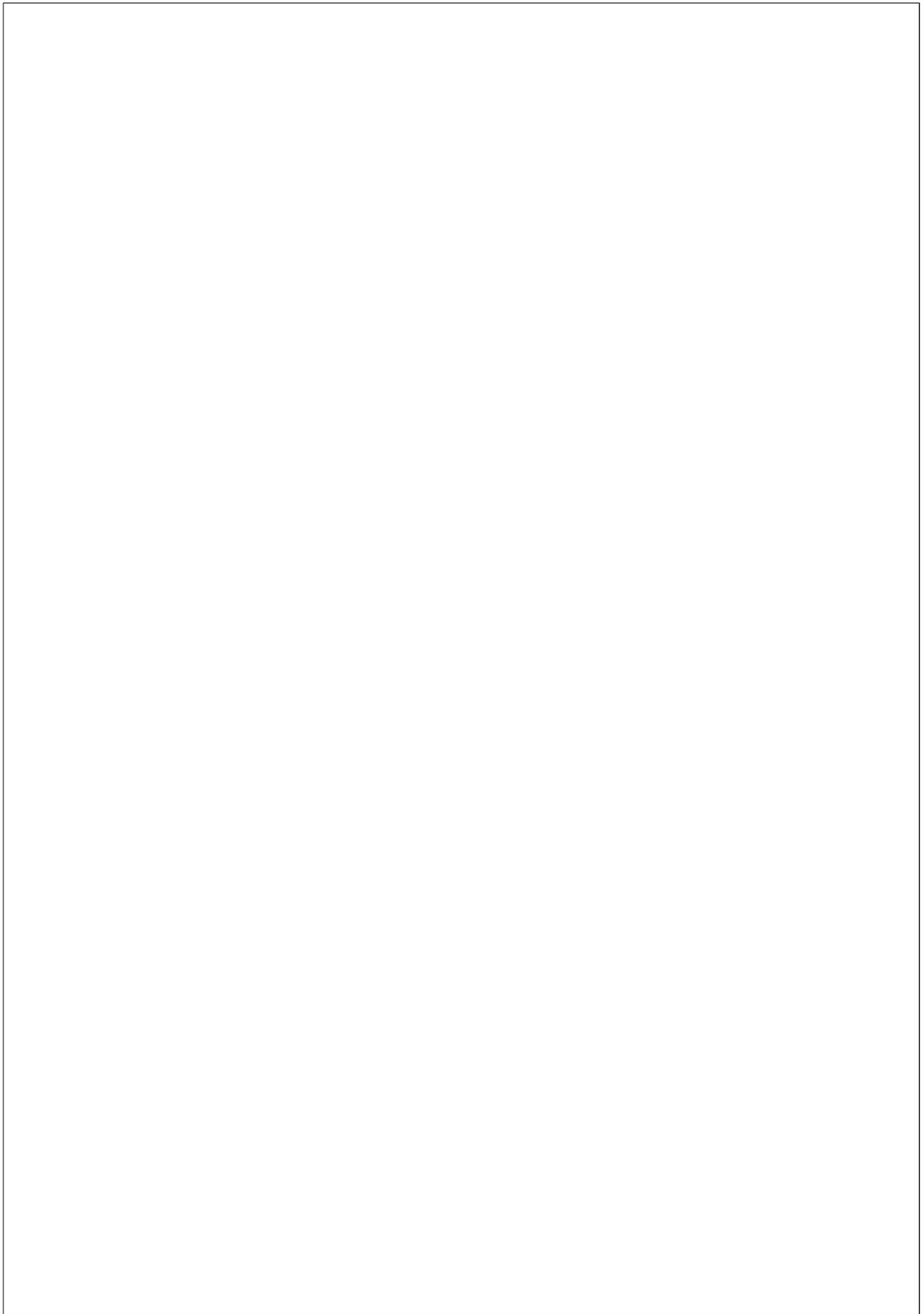
Production, recycling or disposal of waste



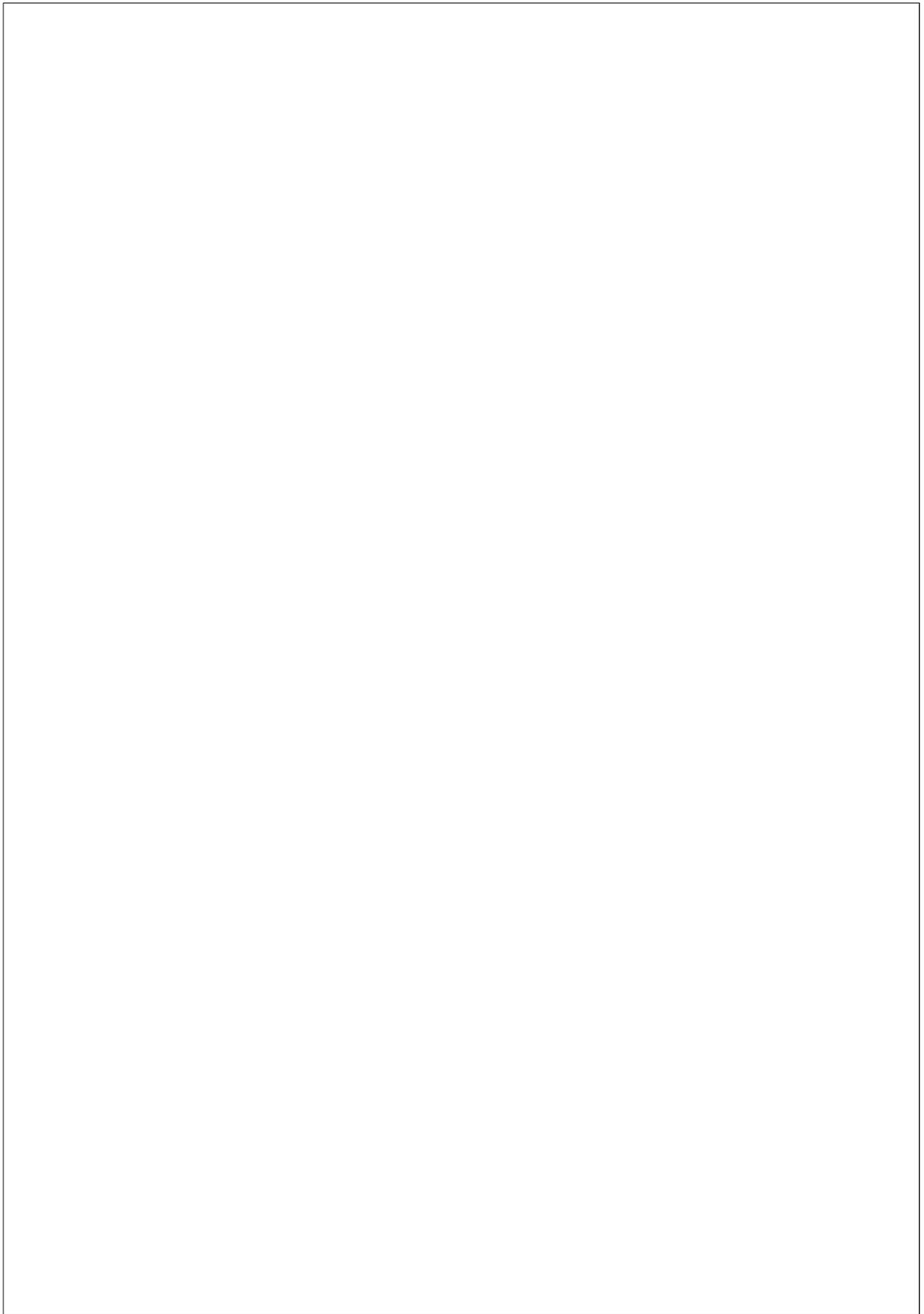




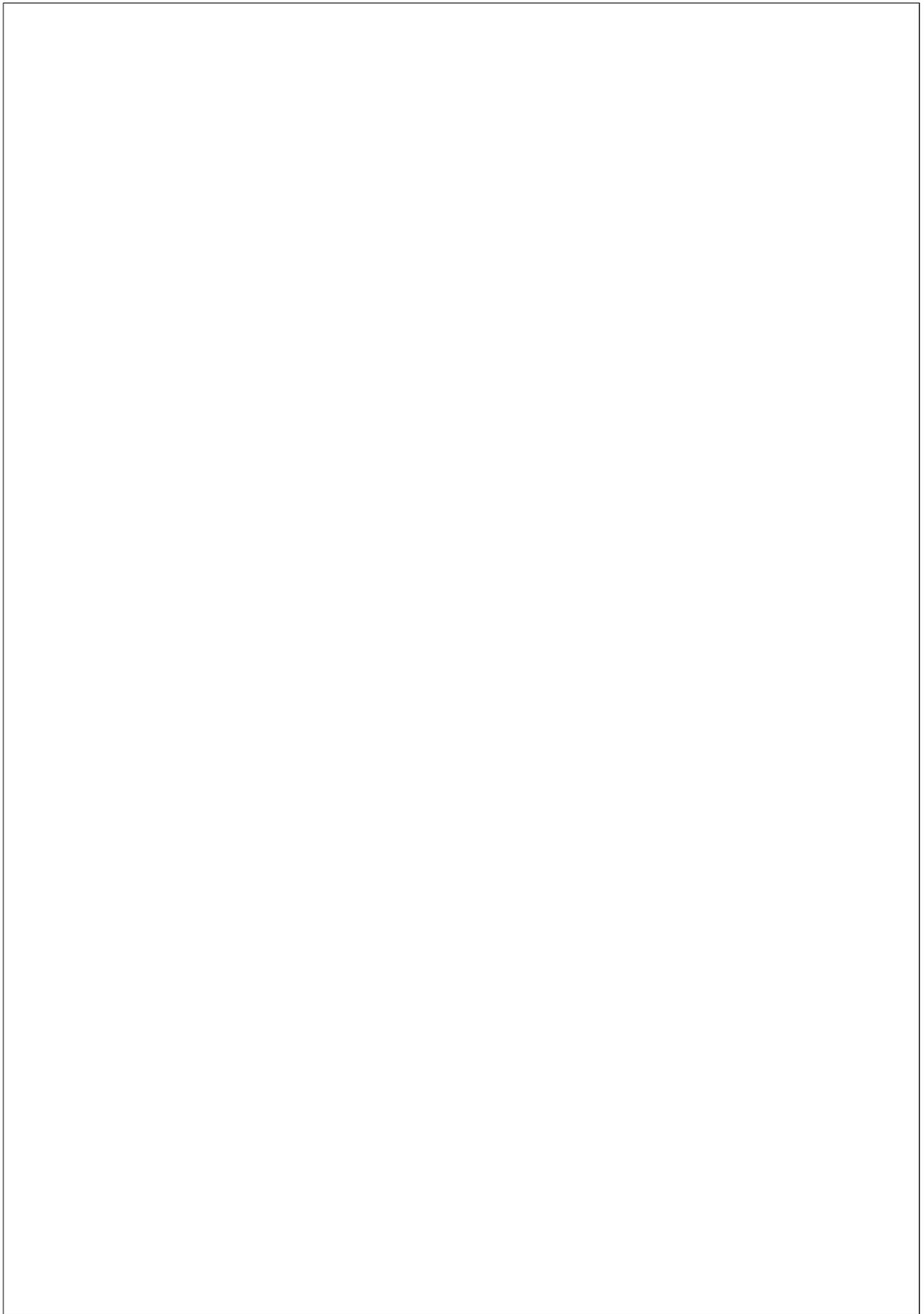


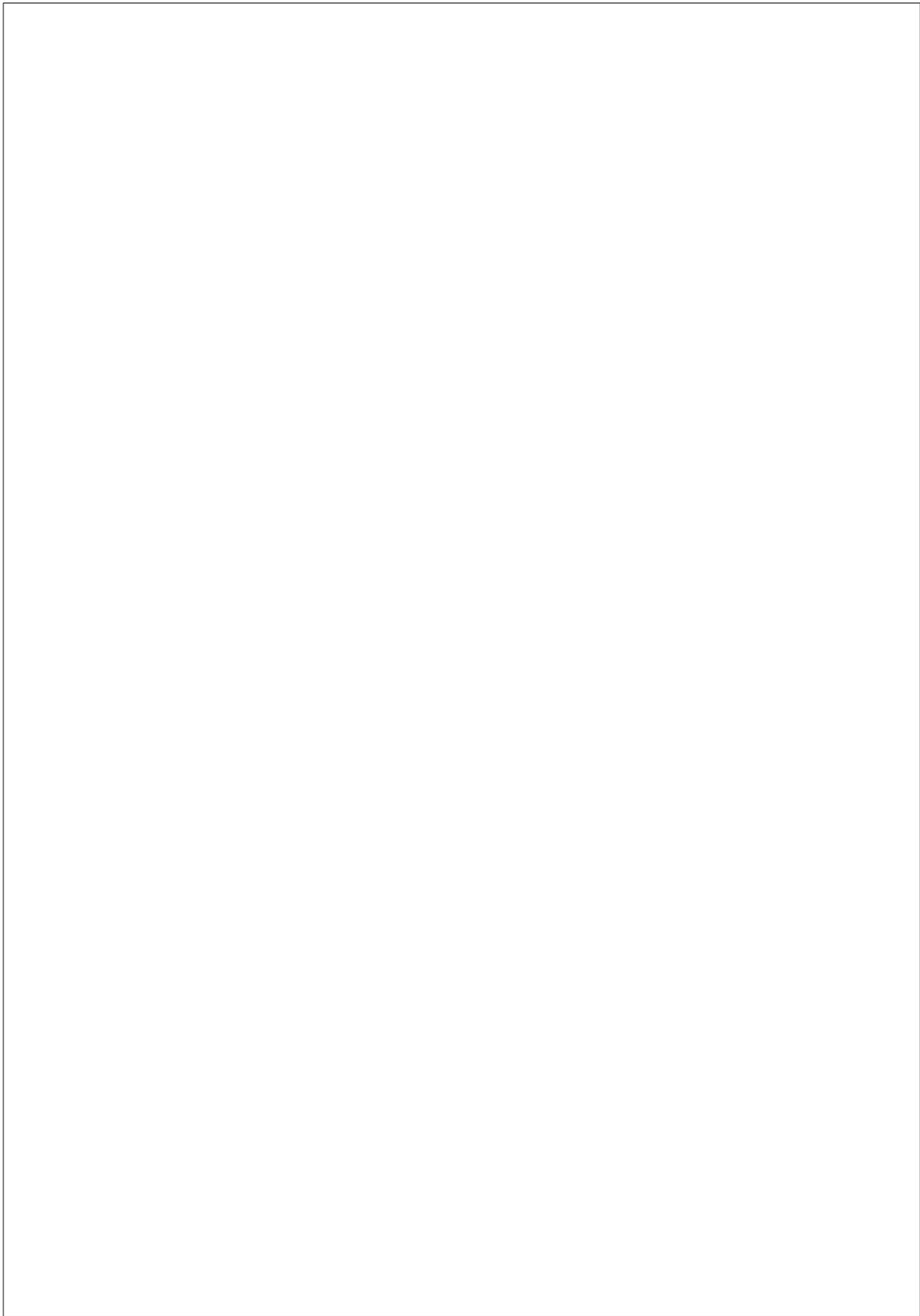


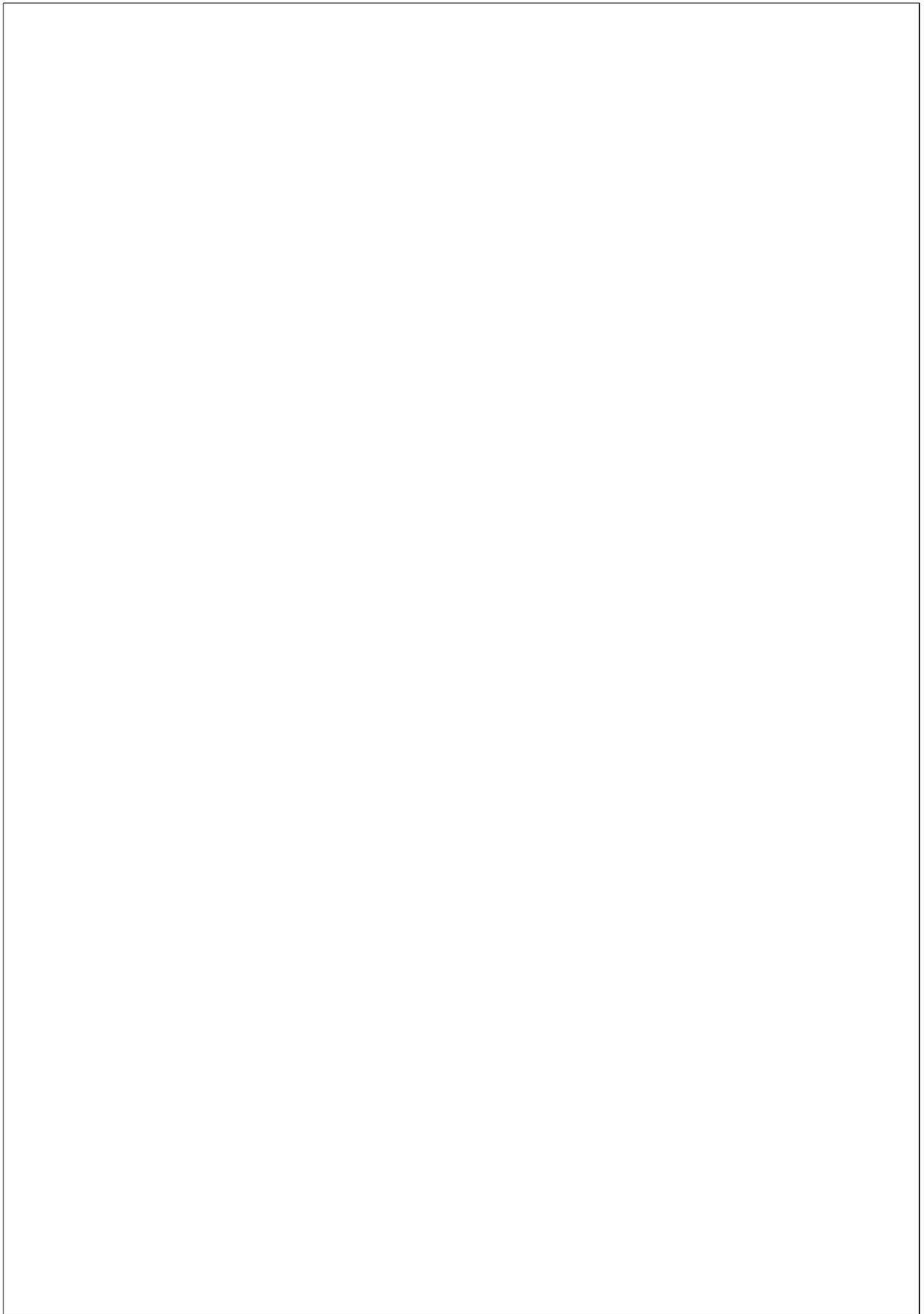
The appearance of the city?

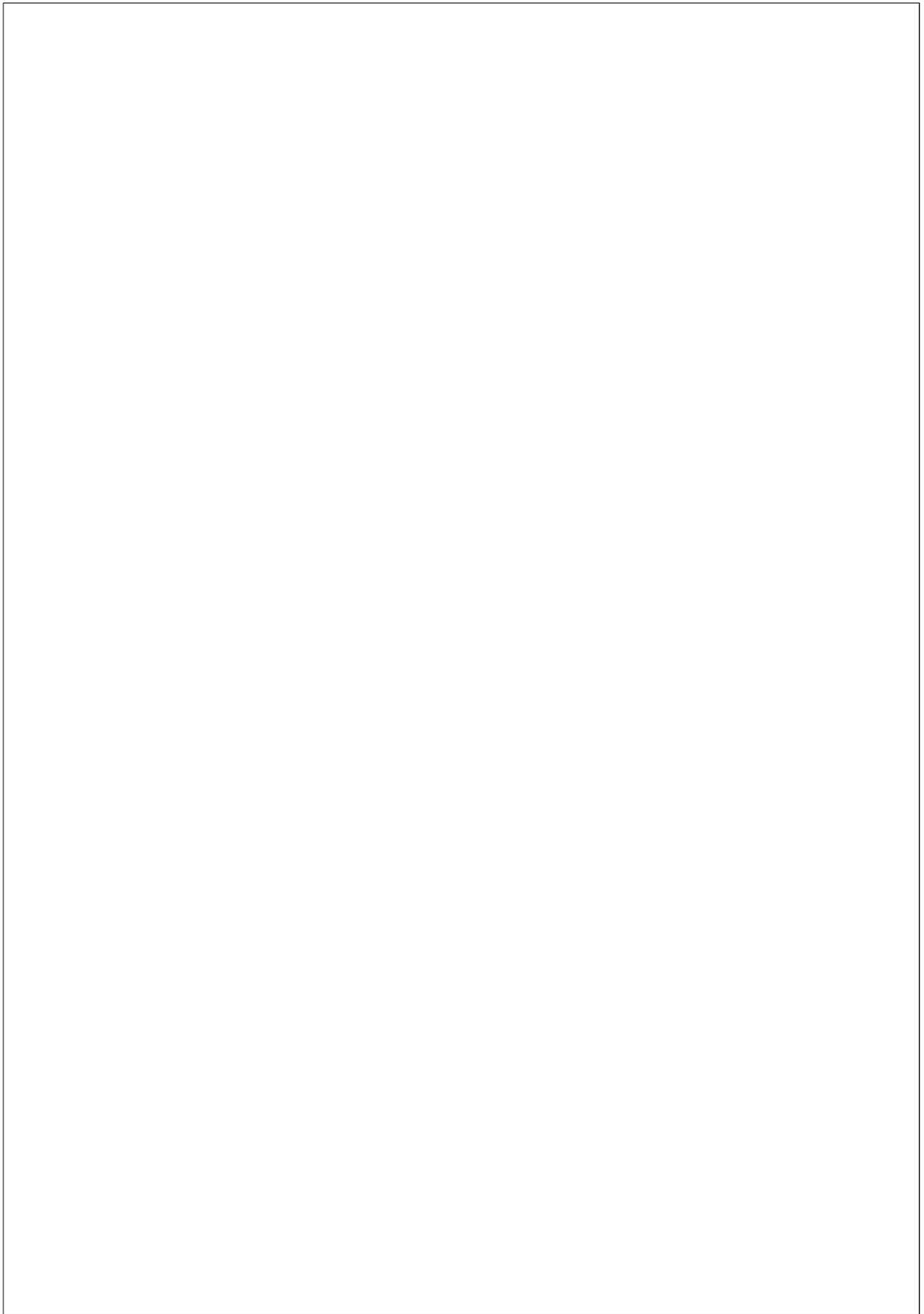


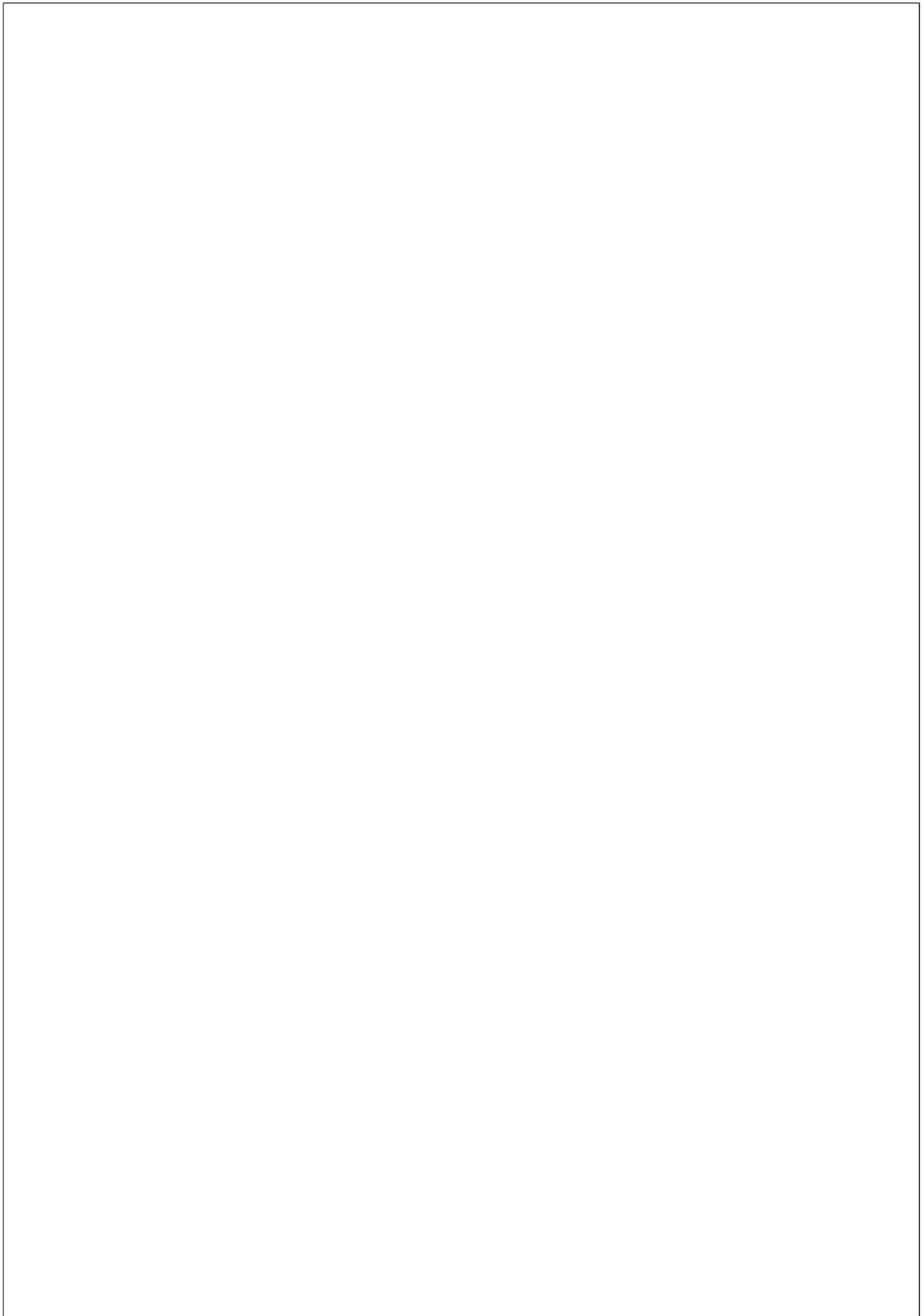
Pollution to land, water, or air?

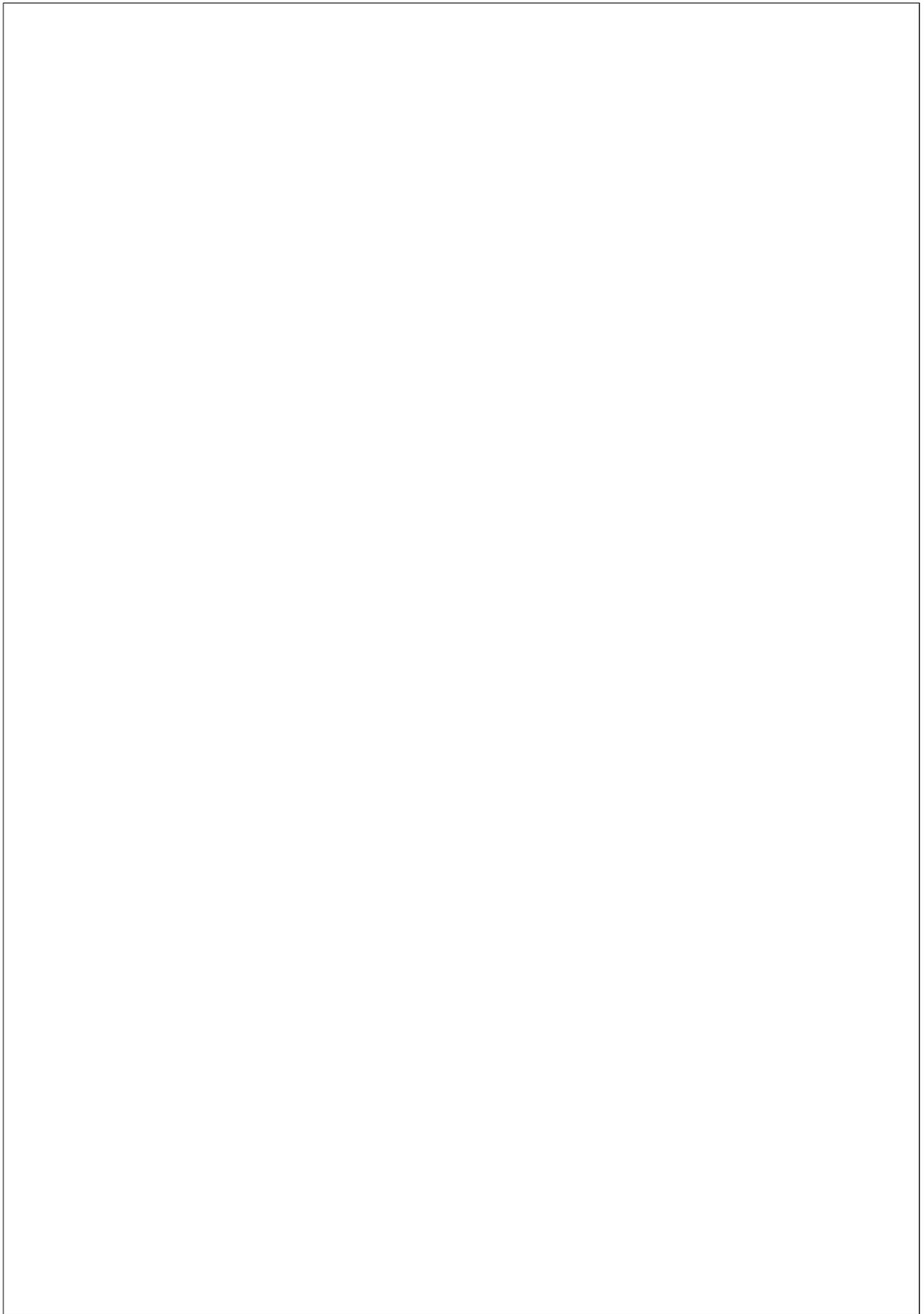


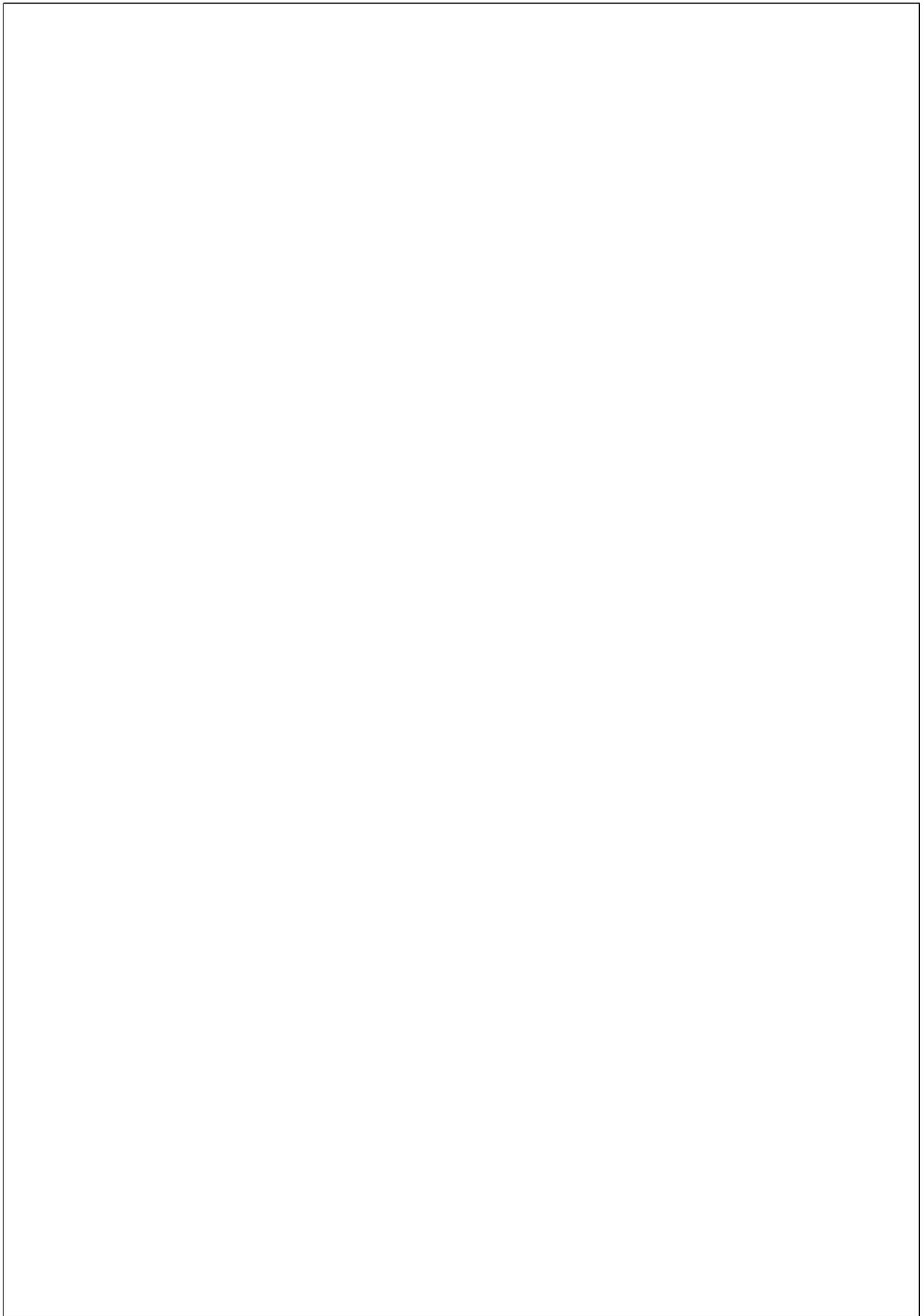


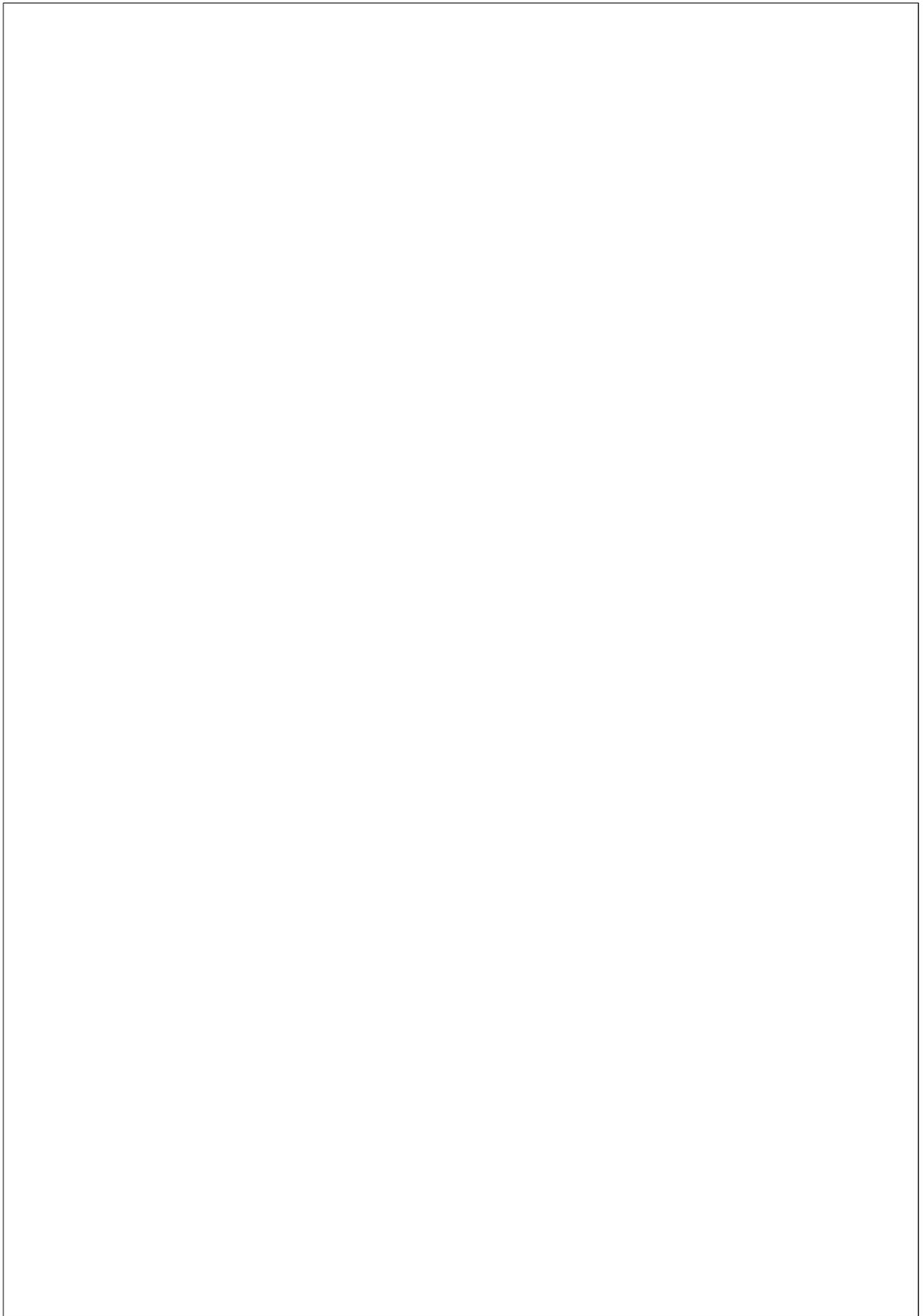


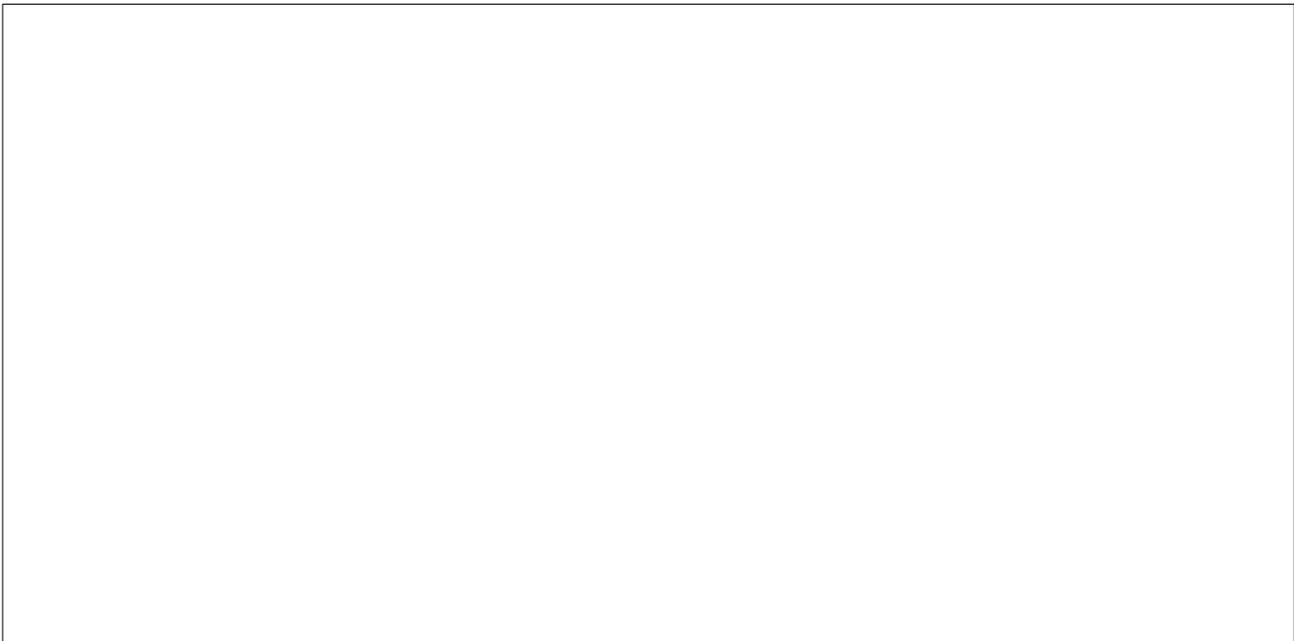




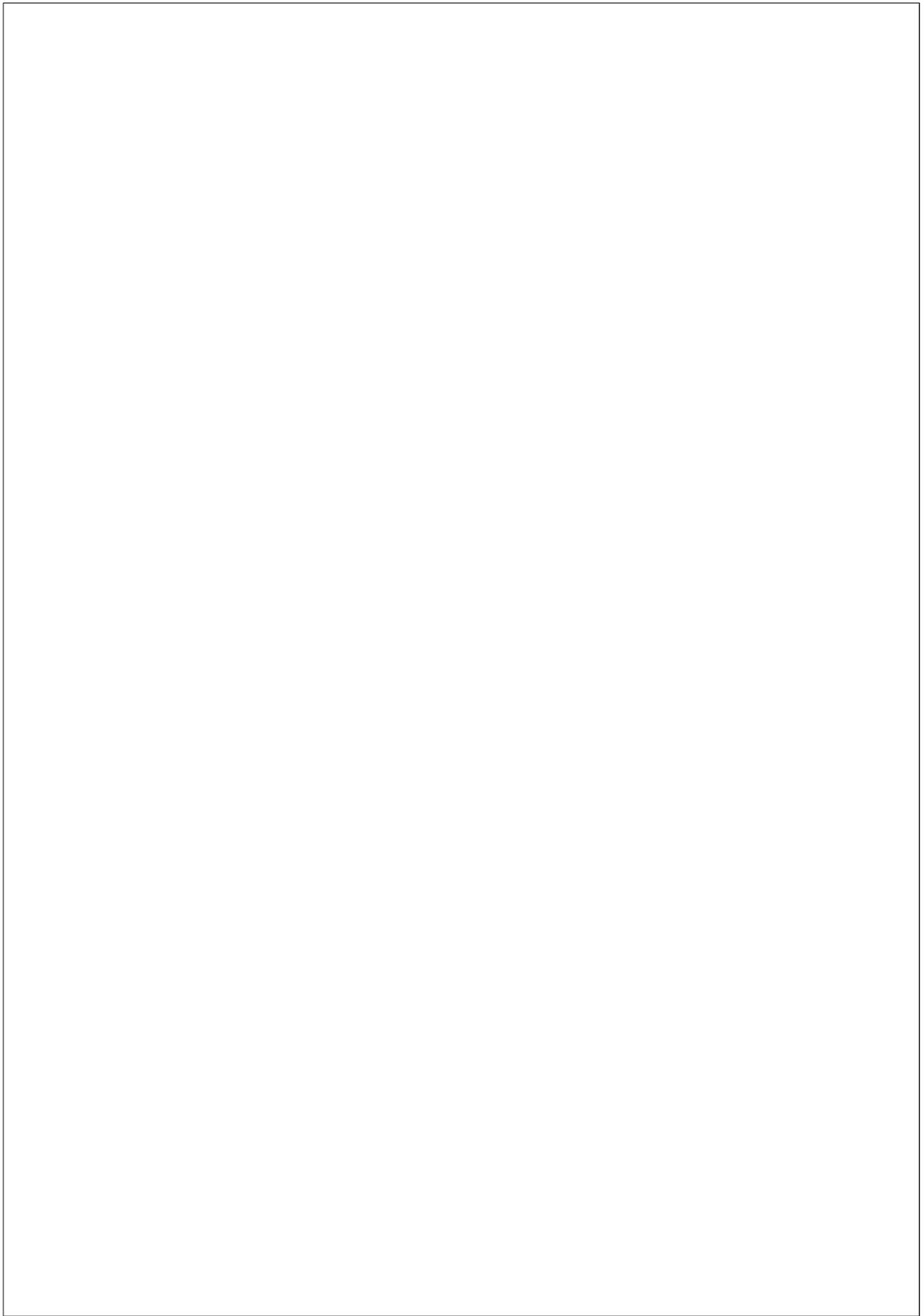


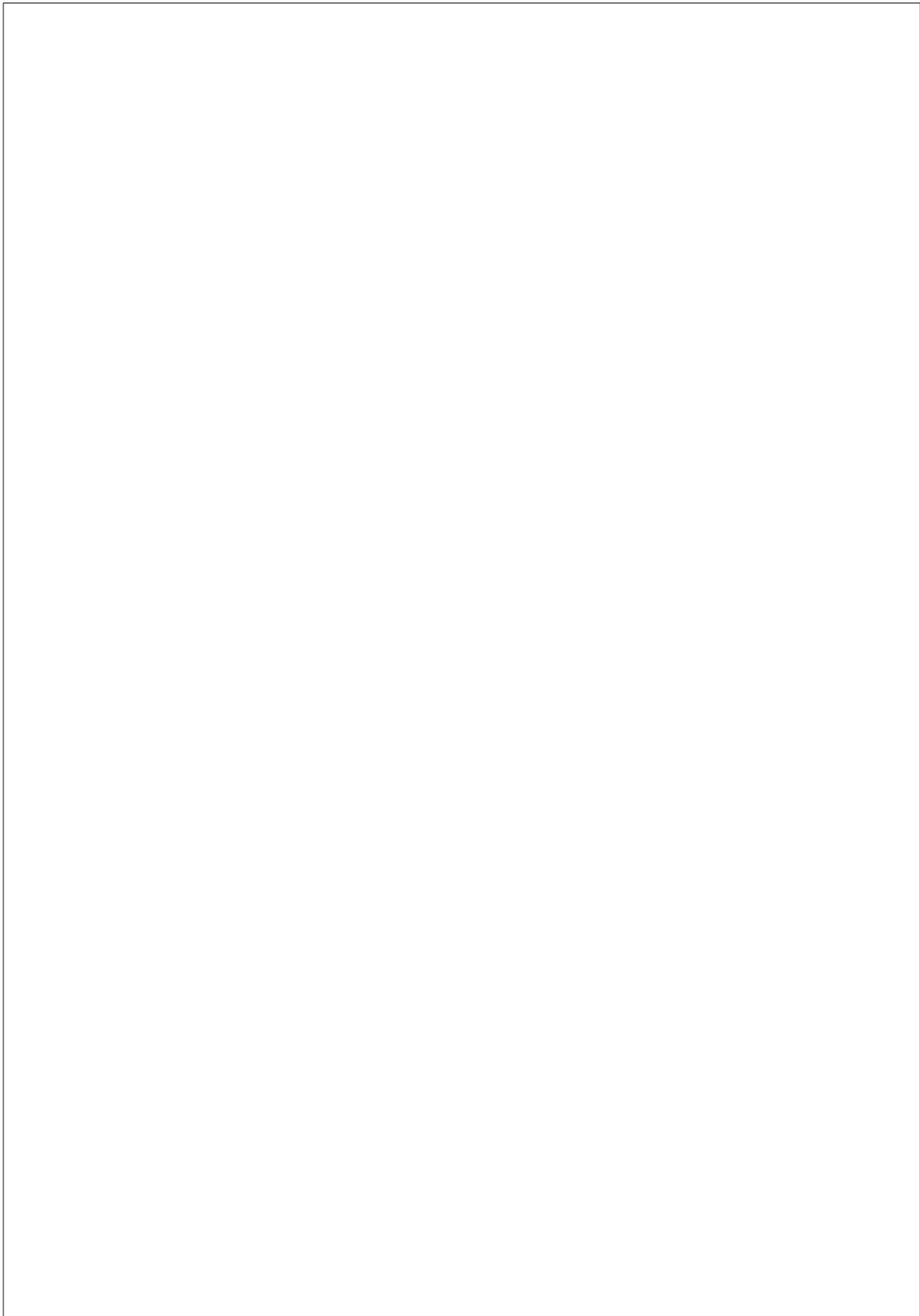


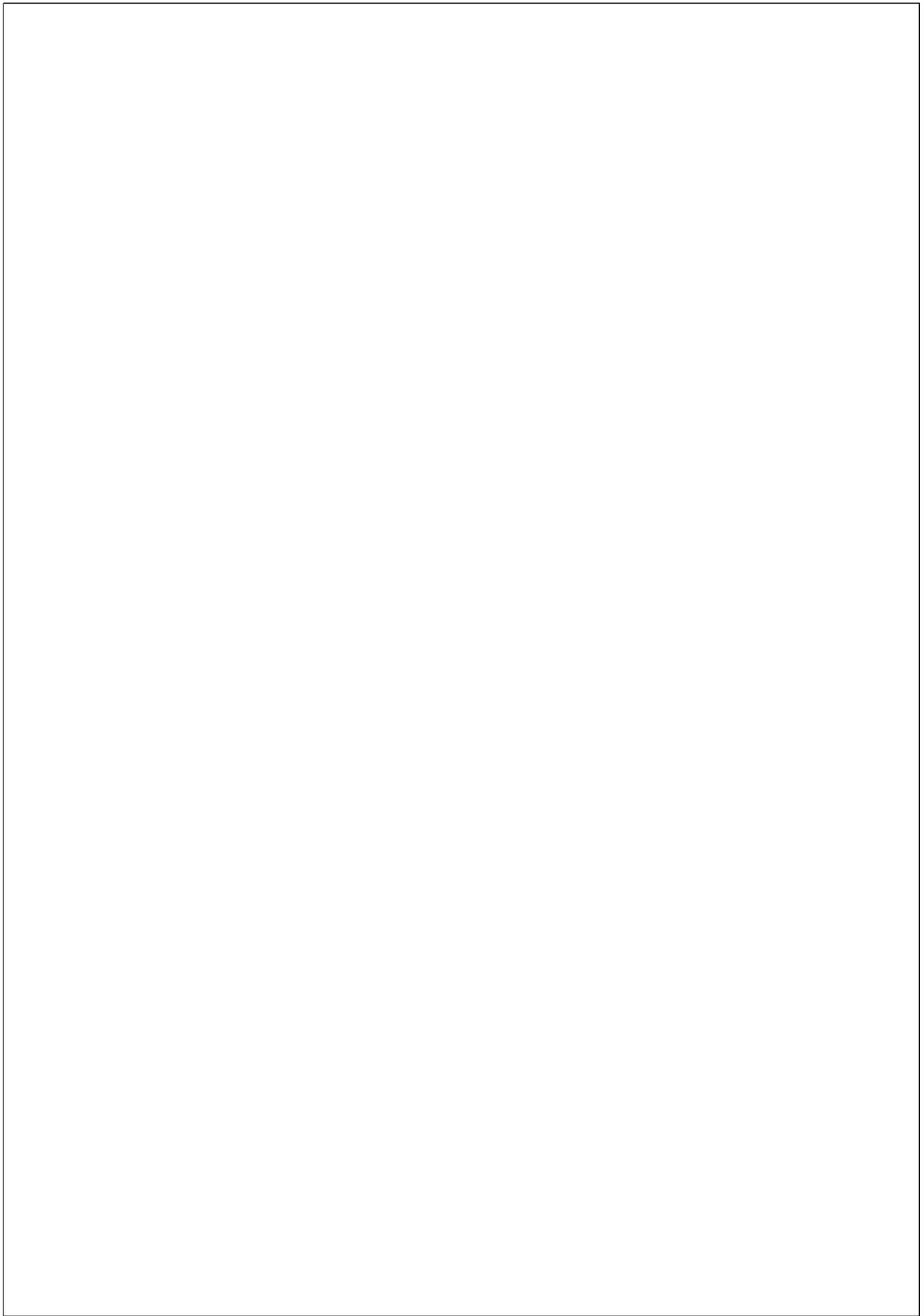


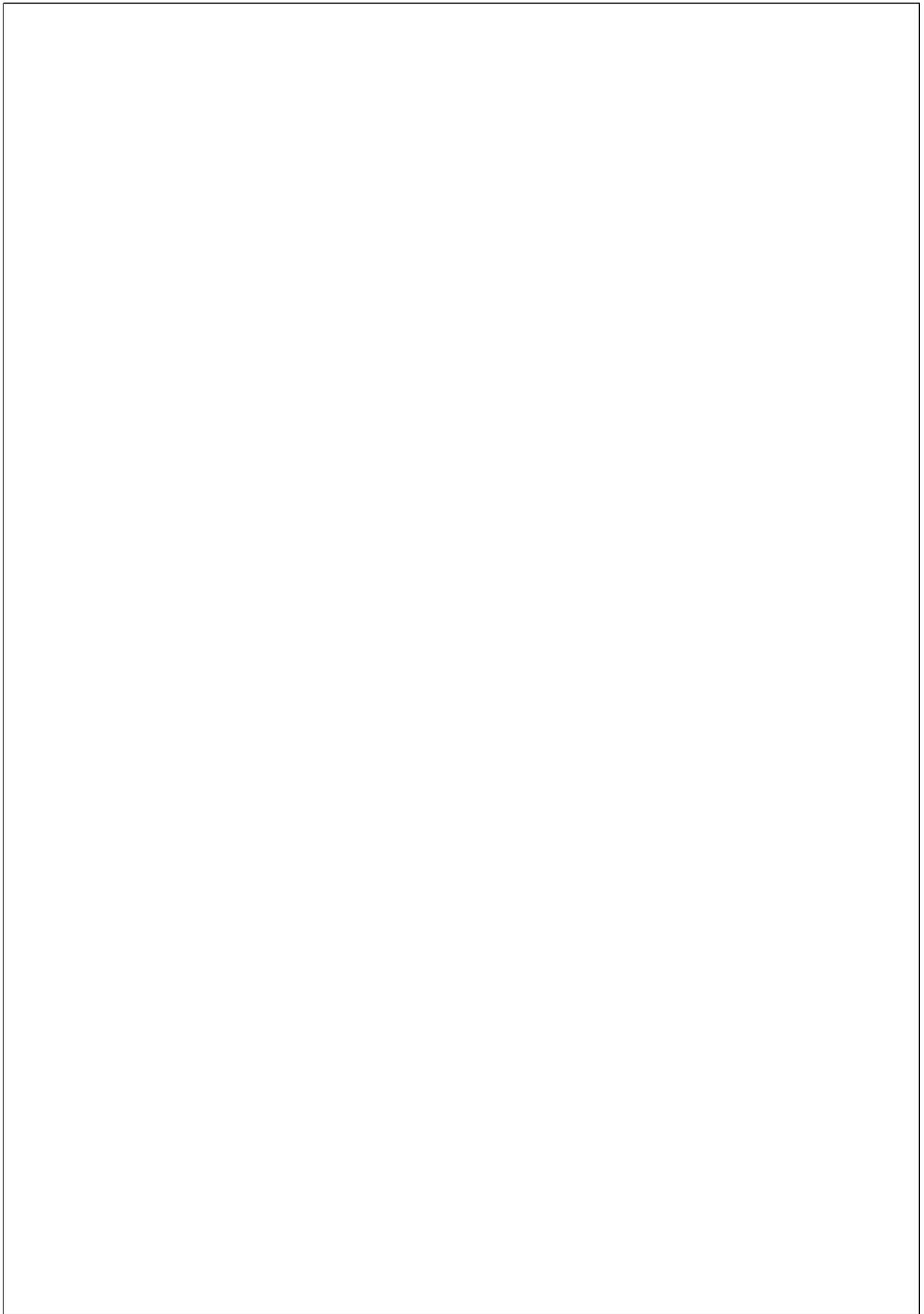


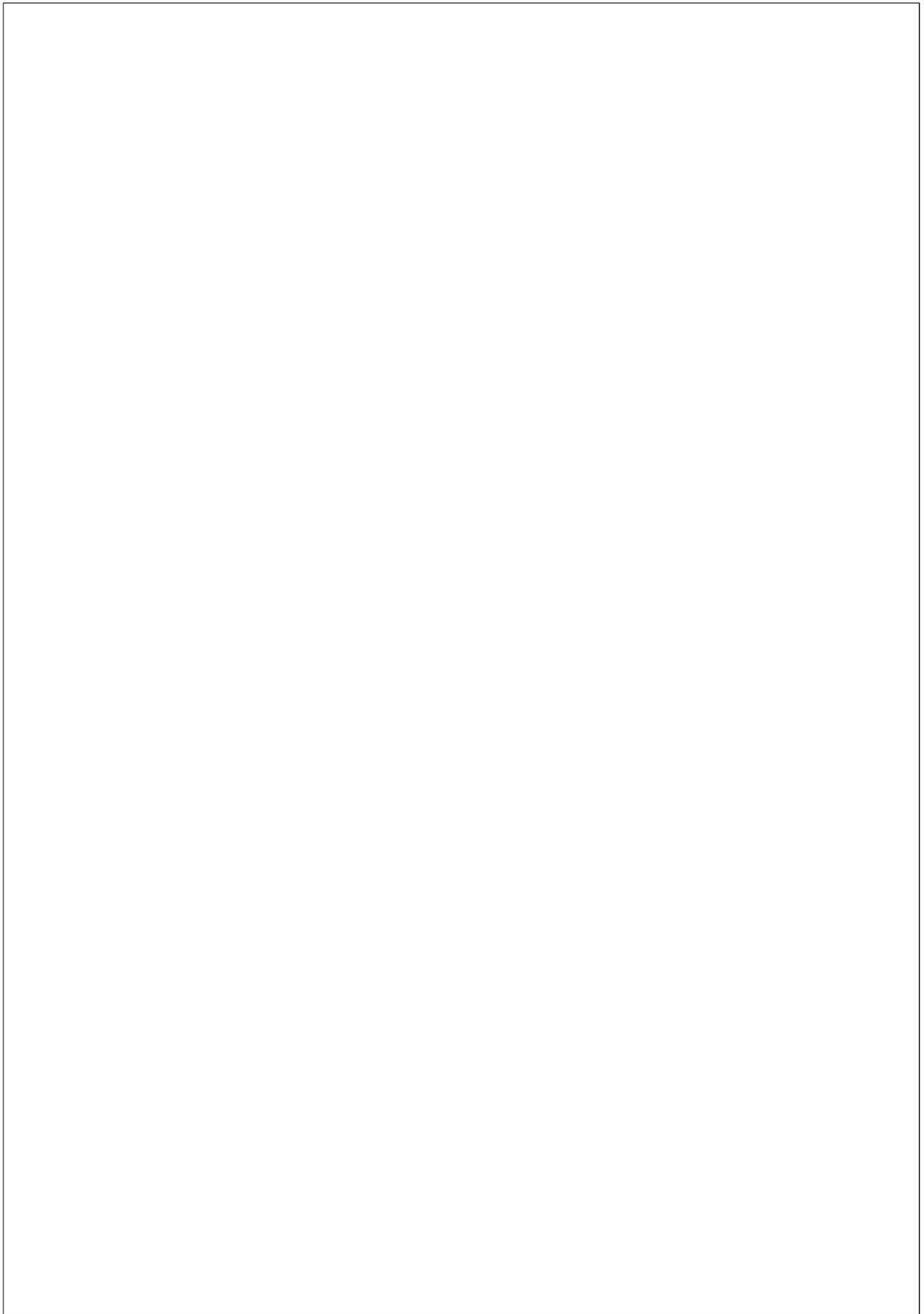
Wildlife and habitats?

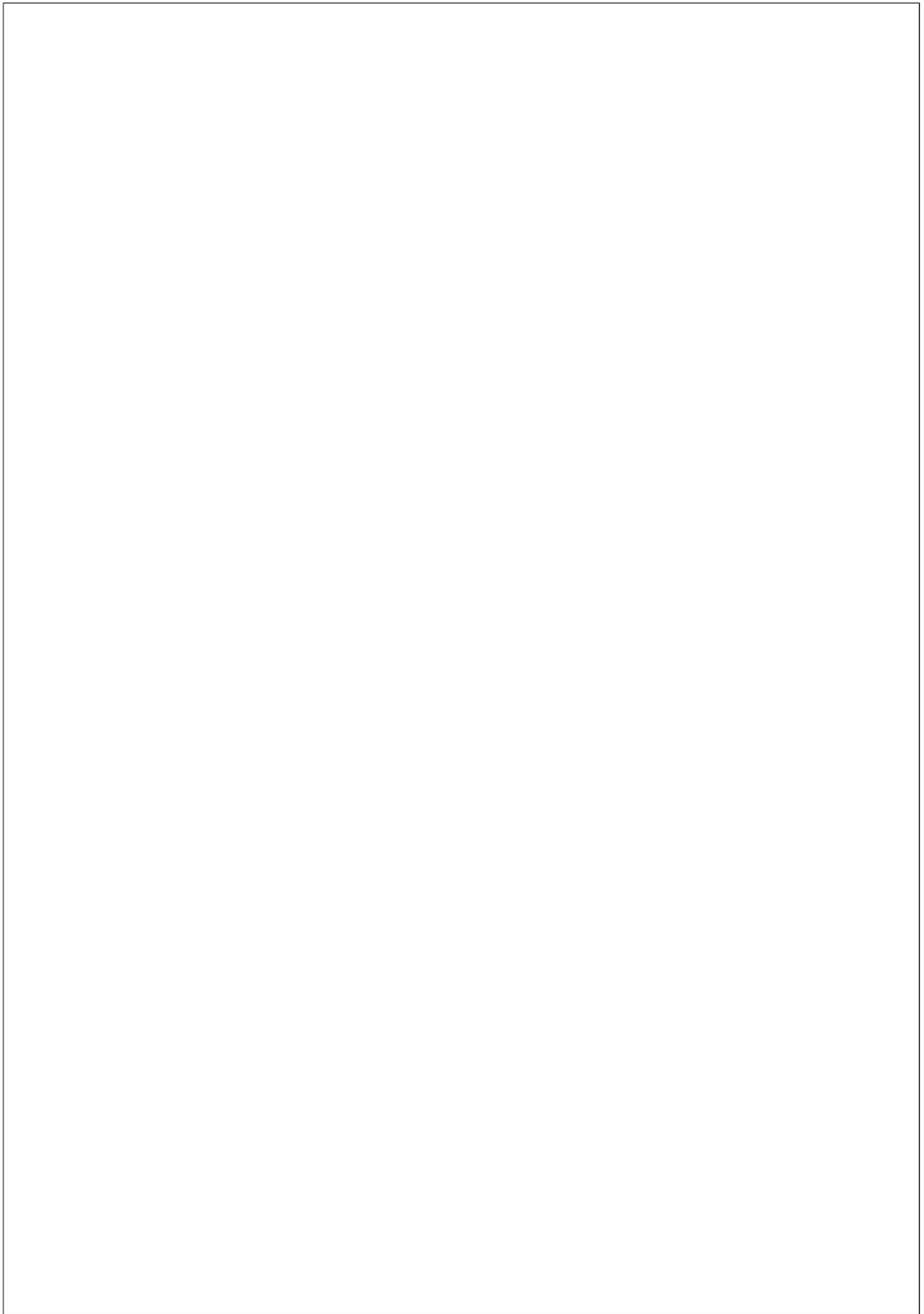


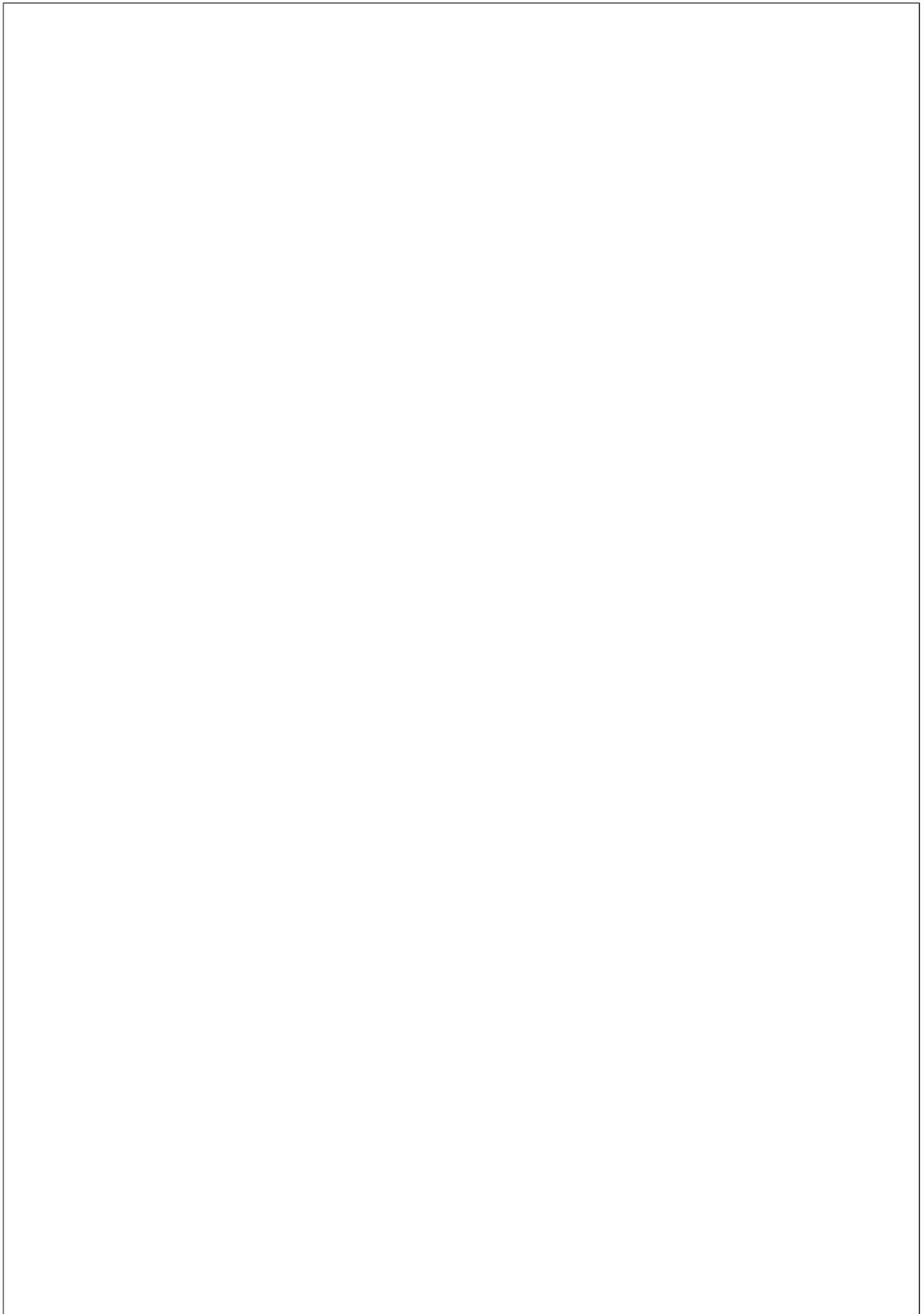












Consulted with: Steve Ransom/Claire Craner-Buckley

Summary of impacts and Mitigation - to go into the main Cabinet/ Council Report

The significant impacts of this proposal are...
the use of raw materials, production of waste and consumption of fossil fuels for travel etc.

The proposals include the following measures to mitigate the impacts...

- Where possible, works will be scheduled to co-inside with any other external works required, so as to minimise disruption and nuisance.
- The procurement process for appointing contractor(s) will include a sustainability assessment, and specific contractual requirements as appropriate.
- Insulation standards to building regulations will be achieved.
- The chosen contractor(s) will demonstrate compliance with the waste hierarchy by:
 - Preparing and adhering to Site Waste Management Plans.
 - Reducing waste e.g. through effective material storage
 - Reusing waste e.g. reuse of off-cuts.
 - Recycling as much waste as possible and using readily recyclable products.
 - Avoiding landfill wherever possible.

Contractors will complete an Environmental Method Statement during tendering describing how they will mitigate the environmental impacts. This will form part of their contractual obligations.

The net effects of the proposals are ...

The proposal will ensure the building fabric are maintained and water tight, along with improving thermal efficiency within the loft. This should lead to a positive environmental impact.

Checklist completed by:

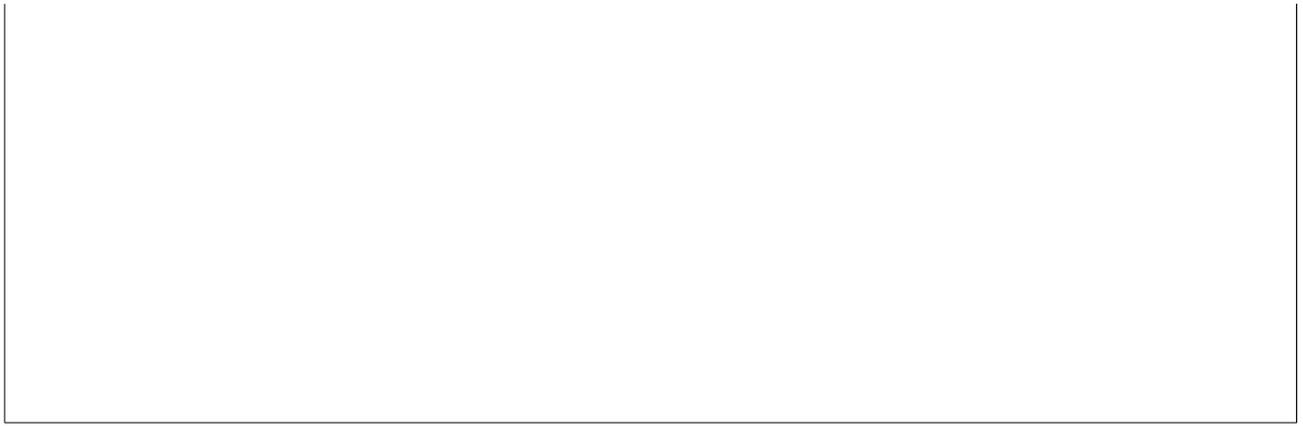
Name:

Dept.:

Extension:

Date:

Verified by
Environmental Performance Team





Executive Summary of Agenda Item No. 15

Report title: Portway Park and Ride Rail Station bid proposal

Wards affected: Citywide

Strategic Director: Barra Mac Ruairi

Report Author: Colin Rees

Recommendation for the Mayor's approval:

1. To seek approval for Bristol City Council to submit a bid to the Department for Transport's New Stations Fund 2 and to the Local Enterprise Partnership's Local Growth Fund for £2.225m grant to fund the construction of a new rail station at the existing Portway Bus Park and Ride site.
2. To seek approval that, if granted, Bristol City Council should accept the Funds and subject to the approval of the Strategic Director of Place and the GRIP3 and GRIP4 reports enter into an agreement with Network Rail to undertake the detailed design and construction of the new rail station.

Key background / detail:

- a. **Purpose of the report:** To seek approval that Bristol City Council submits a bid to the Department for Transport's New Stations Fund 2 and to the Local Enterprise Partnership's Local Growth Fund for £2.225m for funding to construct a rail station at the existing Portway bus Park and Ride site.
- b. Key details:
 1. Bristol City Council's Strategic City Transport team is preparing two bids to enable the development of a rail station at the existing Portway Bus Park and Ride site: one to the Department for Transport's New Stations Fund 2 and another to the Local Enterprise Partnership's Local Growth Fund. Bidding for both competitions simultaneously will increase the likelihood of the Council securing funding for development of the station.
 2. Complementing the existing bus park and ride facility the addition of a rail station will:
 - Improve connectivity to both the BTQEZ and the Avonmouth Enterprise Zone
 - Provide alternative transport for car users travelling to the city centre
 - Provide a rail-based P&R service for the Bristol Arena
 - Reduce road congestion, airborne pollution, carbon emissions and car parking demand in inner Bristol – particularly at peak times.
 - Improve connectivity to stations in the north and inner Bristol – inc. regional rail services
 - Be capable of interfacing with existing/planned projects such as MetroWest phase 1.
 3. Bristol City Council is bidding for £2.225M to complete the works and if successful in the bidding process will see detailed design work for the station undertaken in 2017/18 with construction from 2018-2019. The first trains would be expected to start serving the station in May 2019.

Cabinet

Date of Meeting



Report Title: *Portway Park & Ride Rail Station bid proposal*

Ward: *Citywide*

Strategic Director: *Barra Mac Ruairi*

Report Author: *Colin Rees, Transport Manager*

**Contact telephone no.
& email address** *0117 922 4857
colin.rees@bristol.gov.uk*

Purpose of the report:

To seek approval that Bristol City Council submits a bid to the Department for Transport's New Stations Fund 2 and to the Local Enterprise Partnership's Local Growth Fund for £2.225m for funding to construct a rail station at the existing Portway bus Park and Ride site.

Recommendation for the Mayor's approval:

- 1 To seek approval for Bristol City Council to submit a bid to the Department for Transport's New Stations Fund 2 and to the Local Enterprise Partnership's Local Growth Fund for £2.225m grant to fund the construction of a new rail station at the existing Portway Bus Park and Ride site.
- 2 To seek approval that, if granted, Bristol City Council should accept the Funds and subject to the approval of the Strategic Director of Place and the GRIP3 and GRIP4 reports enter into an agreement with Network Rail to undertake the detailed design and construction of the new rail station.



The proposal:

1. The Joint Local Transport Plan 2011-26 (JLTP3) provides the transport policy framework for the West of England. The proposed Portway park & ride new rail station project is built around the Plan's goals to:
 - Support economic growth.
 - Reduce carbon emissions;
 - Promote accessibility;
 - Contribute to better safety, security and health; and
 - Improve quality of life and a healthy natural environment.
2. The Strategic Economic Plan places sustainable travel at the heart of the growth strategy for the Enterprise Areas and Zone. This project will serve two enterprise areas in Bristol, Temple Quarter and Avonmouth, by introducing a rail based park & ride facility at a location close to junction 18 of the M5 motorway, to intercept car journeys into Bristol city centre and into Avonmouth. The project will support the business community by improving the sustainable travel offer for commuters and helping to ease congestion in key growth areas.
3. This project is included as a delivery priority under Policy BCS10 of the Bristol Local Plan Core Strategy. The overarching aims of this policy as stated in the document are to support the delivery of significant improvements to transport infrastructure, to provide an integrated transport system, which improves accessibility within Bristol and supports the proposed levels of development. The scheme is also included on the Key Diagram showing significant planned transport interventions for the city.
4. The Portway park & ride rail station project fully complements and adds value to the improvements being made to local rail in the sub-region through the LGF funded MetroWest project and the mainline rail electrification project. The enhanced frequency and capacity to be provided on the Severn Beach line by MetroWest Phase 1 will enable this rail based park and ride facility to be fully developed. It will also complement the existing bus based park & ride service which has been operating from this site since 2001. This is a BCC promoted project. Although it has the support of Network Rail, it has not been identified as a required scheme as part of their long term planning process, therefore the project will not be delivered in the foreseeable future without a 3rd party sponsor.
5. This new station will serve the existing council operated Park & Ride (P&R) site on the A4 Portway near junction 18 of the M5 and M49 motorways. The station has been an aspiration of Bristol City Council (BCC) since the P&R site opened in 2001. It will provide P&R users with an additional mode of transport to the existing bus service. The new station at Portway will also open up a number of rail stations to new local patrons, including Clifton Down and those within the inner north of Bristol, which are not served by the existing P&R bus service.
6. The proposed Portway park & ride rail station project will;
 - improve connectivity to both the Temple Quarter Enterprise Zone at Temple Meads and the Avonmouth Enterprise Area which combined are expected to accommodate up to 31,000 new jobs over a 25 year period.
 - provide alternative transport for car users entering the centre of Bristol;

- provide a rail based park and ride service for Bristol Arena;
 - reduce road congestion, airborne pollution, carbon emissions and car parking demand in inner Bristol, particularly at peak times;
 - provide improved connectivity through an additional station and rail service at the Portway Park & Ride site near Avonmouth;
 - improve connectivity to other stations in north and inner Bristol;
 - complement the existing bus based Park & Ride service which primarily serves the city centre;
 - provide direct connections to the wider rail network via Bristol Temple Meads; and
 - be capable of interfacing with other projects, e.g. MetroWest Phase 1.
7. The Portway park & ride rail station project will meet the following requirements:
- The station should have sufficient passenger capacity to meet the forecast usage demands of the P&R facility based on an initial demand and economic assessment. A more detailed appraisal of passenger demand, operational feasibility and economic benefits will be developed as part of the next stage of the project.
 - The station will provide a safe environment for its users (as is reasonably practicable) without the presence of on-site staff.
 - Provision of sufficient lighting in all publicly accessible places onsite.
 - Provision of CCTV coverage with no ‘blind spots’
 - The station shall allow all users of the P&R facility to safely board stopping trains (i.e. must be Equality Act compliant)
 - The station should be designed in accordance with “Accessible Train Station Design for Disabled People: A Code of Practice”
 - The platform length shall be sufficient for 4-car DMU (c105m)
 - The scheme shall allow passive provision for 5-car length
 - The station shall provide customers with train service status updates – this may be a ‘Help Point’ facility as provided at Clifton Downs station
 - The scheme will be developed in accordance with BREEAM ‘Excellent’ standards.
 - The station shall have a basic shelter
 - The station shall be accessed at grade to the car park
 - A replacement amenity building will be provided onsite
 - Ownership and obligations to maintain the completed rail station shall be transferred to Network Rail at the conclusion of the project
8. Network Rail has prepared a GRIP2 report for the project and has estimated the cost of undertaking and completing the new station work to be £2.4m.
9. The project is due to commence GRIP3 stage (subject to entering into the Development Agreement between Network Rail and the Council), which shall require the design work to be undertaken in 2017/8 with station build in 2018/19 and 2019/20. It is expected that trains will start serving the station in May 2019.

Consultation and scrutiny input:

a. Internal consultation:

Detailed consultation has taken place with all relevant officers within the Transport Service and across the Council in developing the project.

Relevant cabinet members have been briefed.

b. External consultation:

The feasibility of the project has been discussed and reviewed with all key stakeholders, including: Network Rail (Sponsor team, Engineering and Operations), Great Western Railway, West of England Partnership and the neighbouring local councils (Bath & North East Somerset, South Gloucestershire and North Somerset).

Engagement has been undertaken with local stakeholder groups, such as the Friends of Severn Beach Railway through the MetroWest stakeholder consultation process, involving presentations and stakeholder workshops.

Other options considered:

The Portway park & ride rail station project focuses on the local need to ease congestion and improve links into and between the Enterprise Zone and Area. It was selected on the basis that it complements existing and planned transport projects and has been identified as the best value for money option. An initial options appraisal process has been undertaken by Network Rail at its own costs through a GRIP analysis to identify the best value for money option for delivering this scheme.

This approach was deemed the best strategic fit for meeting our objectives as well as adding value to and aligning with the aims of the LGF funded MetroWest Phase 1 project. No other location offers a similar opportunity, it provides excellent value for money being the only park & ride site serving Bristol where a suburban rail line runs next to an existing park & ride car park.

Schemes not directly linked to the Enterprise Zone and Area were rejected because they would spread limited resource too thinly, would not address the core objectives of the LGF and would not tackle the problem of local congestion. It was decided that greater value for money could be achieved by channelling resources to serve two of the West of England's Enterprise Zones/Areas where the largest number of employees are located and where measures are likely to have the biggest impact.

Risk management / assessment:

FIGURE 1**The risks associated with the implementation of the (subject) decision :**

N o.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
		1	Underground services in location of proposed construction.		High	Medium	
2	The potential presence of amphibians, reptiles, mammals and breeding birds could require mitigation measures	High	Medium	Undertake an environmental impact analysis in 2016 (included within current programme and costings) management process to have agreed scheme benefits.	Medium	Low	SRO/PM
3	Alterations required to existing rail signals in relation to platform and level crossing	High	Medium	Undertake a detailed signal investigation in 2016 to identify signalling requirements (included within current programme and costings)	Medium	Low	SRO/PM
4	Unforeseen issues could result in delay to the project	High	Medium	Build robust project programme with key stakeholders	Medium	Low	SRO/PM
5	Unforeseen issues could result in the project going over budget	High	Medium	Contingency already built into current programme and costings.	Medium	Low	SRO/PM

FIGURE 2**The risks associated with not implementing the (subject) decision:**

No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
		1	Failure to reduce the number of vehicles entering central Bristol. Resulting in a failure to impact on road congestion, airborne pollution, carbon emissions and car parking demand in inner Bristol, particularly at peak times;		High	High	
2	Failure to provide improved connectivity through a new rail based park & ride service to Central Bristol and Avonmouth	High	High		High	High	Transport Service
3	Failure to provide improved connectivity through a new rail based park & ride service to the Arena and Temple Quarter Enterprise Zone.	High	High		High	High	Transport Service

Equalities Impact Assessment

The development of the Portway P&R Rail Station will require a diversity impact assessment which will be carried out by Network Rail as part of the Governance for Railway Investment Projects process. This will ensure that facility is designed in a way to allow access by all users, including those with protected characteristics.

The bid to the Department for Transport's New Stations Fund will require BCC to undertake a diversity impact assessment before submitting any proposal.

Advice given by: Anne James, Equalities and Community Cohesion Team Leader

Date: 06/10/16

Eco impact assessment

An ecological inspection was carried out on 15 January 2015 to check the site for ecological constraints within the proposed locations. Furthermore, desk study data was requested and reviewed to check if known ecological receptors are near to the site and could potentially be impacted by construction works.

The desk study highlighted the presence of seven statutory designated sites nature conservation sites within 4km of the study area. However, the site boundary does not overlap any of these statutory designated sites. In addition, 27 non-statutory Sites of Nature Conservation Interest (SNCIs)/Wildlife Sites were returned from the BRERC search, of which Lamplighter's Marsh falls within the study area. Eight priority habitat exists within 2km of the study area.

The main focus areas of concern at this stage of design were the historic Portway Landfill site, located to the South East of the site, which is a 1970s commercial and household waste landfill site. This means that contaminated land effects should be anticipated relating to migration of landfill gas, excavation of contaminated land causing contaminated arisings and runoff and the creation of contamination pathways for existing contaminated material.

The ecology works suggested in the Ecology Note, state that Reptile and Amphibian surveys, and low level vegetation and Japanese Knotweed clearance, should be undertaken.

“The reduction in emissions of pollutants and carbon from fewer cars being driven into the city is likely to exceed the emissions from building the station and running more trains, although this will depend on uptake. The city’s vulnerability to climate change is not likely to be affected and there will be little visual impact. A site waste management plan will be implemented to manage any waste associated with construction. The most significant potential impacts would associated with works causing a release of migrated landfill gas or contaminants from the adjacent former landfill site, or affecting any non-native invasive plant species, or protected species. Liaison with the council’s Pollution Control team, biodiversity surveys, and use of the Network Rail GRIP methodology will ensure that these potential impacts will be investigated and mitigated.

The overall impact is expected to be positive, provided that there is sufficient uptake of the service.”

Advice (in italics) given by: Giles Liddell, Environmental Project Manager

Date: 04/10/16

Resource and legal implications:

Finance

The Council is applying for a grant from both the LEP's Local Growth Fund (LGF) and from the DfT's New Station Fund for the creation of a rail station at the Portway Park and Ride (P&R). The reason for bidding for both is to maximise the chance of obtaining such a grant, and also that if Bristol City Council is successful in obtaining funding from the New Station Fund it would allow the LGF to be used for other local projects, maximising the investment into Bristol and West of England.

The Park and Ride already operates with a bus service transporting customers from the P&R to the city centre. This will continue alongside the train service to be provided by the new station. The financing package being applied for will provide for the new station and a new amenity facility for the council replacing the existing facility used to support the P&R.

A 40% contingency for the construction of the station and amenity building has been built into the total cost of development which forms the basis of the bid for funds. The 40% contingency is standard for this level of development within Network Rail's 'GRIP' project management process. The next stage of development will include on-site investigations such as ground conditions and ecology, and detailed signals designs, etc. – as the outcomes of this work are not yet known we need to maintain this level of contingency.

There is no ongoing financial responsibility for the new station which will be owned by Network Rail, but the amenity building will continue to be the responsibility of the Council. The new amenity building will replace a similar building already on the site. There is an existing budget for maintaining the existing building which will be used to cover the costs of the replacement amenity building going forwards.

The new station and the P&R facility may be supported in the future with additional car parking space. This will be at an additional cost and will only be carried out if and when external grant funding is secured. However, the car parking is not a pre-requisite for this bid to build the station, and will have no impact upon the success or otherwise of the application of funds.

This facility already provides an income stream to the council from users of the bus service. Additional income could be realised once the train station is operational, although this will require train users to be charged for parking. At present, bus users do not pay for parking as revenue is collected through a fare levied on the P&R service, collected by the bus operator.

a. Financial (revenue) implications:

As identified above, the costs of maintaining the replacement amenity building will be contained within existing budgets. Ongoing costs for the rail station will be the responsibility of Network Rail alone.

Advice given by: Mike Allen, Finance Business Partner

Date: 28/09/16

b. Financial (capital) implications:

There is no call on the council's capital resources from undertaking this scheme. Should the scheme be estimated to cost more than the grant received, the council will maintain the option not to go ahead with the project and return any funding. If the scheme commences the council will be accountable for any overspend associated with the project, however the 40% contingency means that the risk of this is minimal.

Advice given by: Mike Allen, Finance Business Partner

Date: 28/09/16

Comments from the Corporate Capital Programme Board:

Approval given at 28/06/16 Capital Programme Board, comments:

“Proposal to follow formal process to Cabinet and seek SLT approval”

c. Legal implications:

The Council, as part of its Capital Programme (Bristol Metro & Rail Station Opening Scoping Project) on 26th January 2012, approved the expenditure for the Design Stage of this project. The Council has the power to apply for the Funding and the ability to enter into the proposed Agreements with Network Rail to undertake this project under Section 1 of the Localism Act 2011. The progress of this project shall be subject to various written Agreements entered into between the Council and Network Rail. A Development Agreement shall cover the design phase (Network Rail's GRIP 3 & GRIP4 stages), which is the next stage of this project, and the outcomes from that phase shall be incorporated into a Full Business Case to be presented to the Strategic Director for Place for approval before the Council enters into the Construction and Development phase of this project. Planning consent will be required for the construction (unless further statutory consents are to be relied on) and this should be factored into the process at the appropriate time. Throughout the differing phases of the project, estimated costs of undertaking and completing this project shall be reviewed.

Whenever the Council receives grants it may be in receipt of State aid. State aid is prohibited under the Treaty on the Functioning of the European Union. There is a low risk this grant will constitute State aid as the construction of a new rail station amounts to a Rail Infrastructure project. The EU Commission published Guidance (19/05/2016) clarifying that public investment for the construction of railway infrastructure shall be free of State Aid if it does not directly compete with other infrastructure of the same kind. Moreover, the fact that the Funding is being utilised for local infrastructure and the provision of local services shall not have any effect on cross-border trade and therefore the aid granted by the Council shall fall outwith State Aid rules. Network Rail in undertaking this project shall engage contractors which it has lawfully procured and therefore market rates shall be paid for their and their contractors' services. Finally, the services to be provided from the new station upon its completion shall be subject to open access to all at market rates, thus raises no State Aid issues.

Advice given by: Eileen Waters (Lawyer) and Joanne Mansfield (Team Leader, Legal) for Shahzia Daya, Interim Service Director, Legal Services

Date: 04/10/16

d. Land / property implications:

The Council owns and controls the car parking / park and ride land adjacent to Network Rail's land upon which the proposed new station will be built. The Council will therefore need to consider entering into a legal agreement to ensure that the Council's car parking land and Network Rail's station land function

appropriately together. There is a possibility that additional Council land adjacent to the existing car park may be required in the future, if the use of the proposed station increases beyond current estimates. The continuing provision of the Council's land for car parking, and the enabling grant from the Council to fund the construction of the station, will significantly increase the sustainable economic benefits to Bristol by reducing car usage, increasing development potential and improving access opportunities.

Advice given by: Robert Orrett, Service Director for Property

Date: 06/10/16

e. Human resources implications: The project will be delivered through Strategic City Transport's existing staffing establishment in partnership with Network Rail. Sufficient officer time to deliver this project has been identified in the Team's Business Plan.

Advice given by: Mark Williams, People Business Partner

Date: 23/09/16

Appendices:

Appendix 1 – Eco Impact Assessment

Appendix 2 – Equality Impact Assessment

Background Document

Eco Impact Checklist

Title of report: Portway P&R Rail Station bid proposal	
Report author: Colin Rees	
Anticipated date of key decision: Cabinet 1st November	
<p>Summary of proposals:</p> <p>Bristol City Council's Strategic City Transport team is preparing two bids to enable the development of a rail station platform at the existing Portway bus park and ride site: one to the Department for Transport's New Stations Fund 2 and another to the Local Enterprise Partnership's Local Growth Fund. Bidding for both competitions simultaneously will increase the likelihood of the Council securing funding for development of the station.</p> <p>Complementing the existing bus park and ride facility the addition of a rail station will:</p> <ul style="list-style-type: none"> - Improve connectivity to both the BTQEZ and the Avonmouth Enterprise Zone - Provide alternative transport for car users travelling to the city centre - Provide a rail-based P&R service for the Bristol Arena - Reduce road congestion, airborne pollution, carbon emissions and car parking demand in inner Bristol – particularly at peak times. - Improve connectivity to stations in the north and inner Bristol – inc. regional rail services - Be capable of interfacing with existing/planned projects such as MetroWest phase 1 <p>Bristol City Council is bidding for £2.225M to complete the works and if successful in the bidding process will see detailed design work for the station undertaken in 2017/18 with construction from 2018-2019. The first trains would be expected to start serving the station in May 2019.</p>	
Will the proposal impact on...	<p>If yes...</p> <p>Briefly describe impact</p>
Emission of Climate Changing Gases?	

Bristol's vulnerability to the effects of climate change?

Consumption of non-renewable resources?

Production, recycling or disposal of waste

The appearance of the city?

Pollution to land, water, or air?

Wildlife and habitats?

Consulted with:

Giles Liddell, Environmental Performance team.
Andrew Edwards, Sustainable City and Climate Change team

Summary of impacts and Mitigation - to go into the main Cabinet/ Council Report

The reduction in emissions of pollutants and carbon from fewer cars being driven into the city is likely to exceed the emissions from building the station and running more trains, although this will depend on uptake. The city's vulnerability to climate change is not likely to be affected and there will be little visual impact. A site waste management plan will be implemented to manage any waste associated with construction. The most significant potential impacts would associated with works causing a release of migrated landfill gas or contaminants from the adjacent former landfill site, or affecting any non-native invasive plant species, or protected species. Liaison with the council's Pollution Control team, biodiversity surveys, and use of the Network Rail GRIP methodology will ensure that these potential impacts will be investigated and mitigated.

The overall impact is expected to be positive, provided that there is sufficient uptake of the service.

Checklist completed by:

Name:

Dept.:

Extension:

Date:

Verified by
Environmental Performance Team

Bristol City Council Equality Impact Relevance Check



This tool will identify the equalities relevance of a proposal, and establish whether a full Equality Impact Assessment will be required. Please read the guidance prior to completing this relevance check.

What is the proposal?	
Name of proposal	Portway Park and Ride Rail Station bid proposal
Please outline the proposal.	<p>Bristol City Council's Strategic City Transport team is preparing two bids to enable the development of a rail station platform at the existing Portway bus park and ride site: one to the Department for Transport's New Stations Fund 2 and another to the Local Enterprise Partnership's Local Growth Fund. Bidding for both competitions simultaneously will increase the likelihood of the Council securing funding for development of the station.</p> <p>Complementing the existing bus park and ride facility the addition of a rail station will:</p> <ul style="list-style-type: none"> - Improve connectivity to both the BTQEZ and the Avonmouth Enterprise Zone - Provide alternative transport for car users travelling to the city centre - Provide a rail-based P&R service for the Bristol Arena - Reduce road congestion, airborne pollution, carbon emissions and car parking demand in inner Bristol – particularly at peak times. - Improve connectivity to stations in the north and inner Bristol – inc. regional rail services - Be capable of interfacing with existing/planned projects such as MetroWest phase 1. <p>Bristol City Council is bidding for £2.225M to complete the works and if successful in the bidding process will see detailed design work for the station undertaken in 2017/18 with construction from 2018-2019. The first trains would be expected to start serving the station in May 2019.</p>
What savings will this proposal achieve?	The proposal will not result in any savings.
Name of Lead Officer	Colin Rees

Could your proposal impact citizens with protected characteristics? (This includes service users and the wider community)
Please outline where there may be significant opportunities or positive impacts, and for whom.
<ul style="list-style-type: none"> • The Portway P&R rail station will provide open access, Equality Act compliant, sustainable transport infrastructure for residents and visitors to the city, including those with protected characteristics. • The station will provide additional travel options for visitors and commuters travelling into the city centre, and provide improved access to the Avonmouth Enterprise Area, Bristol Temple Quarter Enterprise Zone and the Arena, linking in with local and national train services. • As a sustainable alternative to car use, the rail station will provide air quality improvements benefitting the health of our residents.
Please outline where there may be significant negative impacts, and for whom.

There are no projected negative impacts for citizens with protected characteristics

Could your proposal impact staff with protected characteristics?

(i.e. reduction in posts, changes to working hours or locations, changes in pay)

Please outline where there may be significant opportunities or positive impacts, and for whom.

This project will not have a negative impact in terms of a reduction in posts, changes to working hours or changes in pay.

Please outline where there may be negative impacts, and for whom.

There are no projected negative impacts for staff with protected characteristics

Is a full Equality Impact Assessment required?

Does the proposal have the potential to impact on people with protected characteristics in the following ways:

- access to or participation in a service,
- levels of representation in our workforce, or
- reducing quality of life (i.e. health, education, standard of living) ?

Please indicate yes or no. If the answer is yes then a full impact assessment must be carried out. If the answer is no, please provide a justification.

Yes. The development of the Portway P&R Rail Station will require a diversity impact assessment which will be carried out by Network Rail as part of the Governance for Railway Investment Projects process. This will ensure that facility is designed in a way to allow access by all users, including those with protected characteristics.

The bid to the Department for Transport's New Stations Fund will require BCC to undertake a diversity impact assessment before submitting any proposal.

Service Director sign-off and date:

Anne James
Equality and Community Cohesion Team
Leader
6/10/2016



Executive Summary of Agenda Item No. 16

Report title: Bristol Resilience Strategy: Roadmap for a flourishing future

Wards affected: City-wide

Strategic Director: Anna Klonowski, Business Change

Report Author: Sarah Toy, Strategic Resilience Officer (SRO)

Recommendation for the Mayor's approval:

To adopt the Bristol Resilience Strategy as strategic framework for action to future-proof Bristol against future shocks and stresses.

Key background / detail:

a. Purpose of report: To set out the process, framework and recommendations arising from the resilient city work programme.

b. Key details:

1. The Resilience Strategy has been developed over the past 18 months by the Strategic Resilience Officer with funding from the Rockefeller 100 Resilient Cities initiative.
2. The 100RC definition of urban resilience is “the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt and grow no matter what kinds of chronic stresses and acute shocks they experience.” In Bristol we found that this translated better as “flourishing”.
3. The process engaged more than 1600 city stakeholders (20% BCC and 80% external) in a resilience assessment and development of a 50 year strategy to make Bristol more resilient to potential future shocks and stresses.
4. The Strategy has been co-created with support from a voluntary Resilience Sounding Board, comprising 15 BCC and external city leaders, which has given more than 200 hours in-kind.
5. The resilience assessment process found that Bristol faces five resilience challenges or paradoxes which the strategy will need to address to take us towards a resilient future:
 - i. People: Communities are diverse, but inequality compromises cohesion
 - ii. Places: Built environment is “greened”, but not transformed
 - iii. Organisations: Civic society is engaged, but not connected
 - iv. Prosperity and worth: The city is economically successful, but not equally flourishing
 - v. Region to globe: The city is focused on strengthening local self-sufficiency but continues to be dependent on national and global systems
6. The Strategy identified five resilience pillars to describe the outcomes that we can hope to achieve over 50 years: Fair, Sustainable, Liveable, Connected and Agile.
7. The Strategy document sets out a collection of some of the “pattern disrupters” to be delivered by a range of partners and largely within existing resource constraints. These actions challenge business as usual in the city to put us on a more resilient trajectory.
8. The Strategy describes how resilience can be operationalised in Bristol by scaling up five ways of working currently being piloted or integrated into existing work practices: Focusing on assets; Moving upstream; Co-creating; Disrupting; and Learning
9. A governance structure now needs to be agreed to harness cross-agency commitment to building resilience and identify an “owner” to drive the Strategy forward.
10. Options need to be explored to resource an ongoing strategic co-ordination role (SRO funding expires Feb 2017) in order to: leverage access to 100RC Platform Partner free city tools and services; continue to participate in the 100RC global network; and to implement the strategy.



**BRISTOL CITY COUNCIL
CABINET
1ST NOVEMBER 2016**

REPORT TITLE: BRISTOL RESILIENCE STRATEGY

Ward(s) affected by this report: City-wide

Strategic Director: Anna Klonowski, Business Change

Report author: Sarah Toy, Strategic Resilience Officer

**Contact telephone no. 07469 400 797
& e-mail address: sarah.toy@bristol.gov.uk**

Purpose of the report:

To set out the process, framework and recommendations arising from the resilient city work programme led by Sarah Toy on behalf of the city and funded by the Rockefeller 100 Resilient Cities initiative.

To request that Bristol City Council, as a major stakeholder in the city, adopts the Resilience Strategy as an overarching policy document which will shape the way the council and other stakeholders deliver future services in the city.

RECOMMENDATION for the Mayor's approval:

To adopt the Bristol Resilience Strategy as a strategic 50 year framework for action to future-proof Bristol against future shocks and stresses.

The proposal:

Context – why urban resilience?

1. The Rockefeller Foundation committed to investing \$100 million over five years in developing city resilience, defined as “the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt, and grow no matter what kinds of chronic stresses and acute shocks they experience.” They established the 100 Resilient Cities Programme (100RC) in 2013 to deliver this urban agenda responding to population change, climate change and globalisation.

2. Bristol was successful in its bid to join the programme in 2014 and is now one of 67 cities across the world (17 in Europe and five in the UK; London, Glasgow, Greater Manchester, Belfast and Bristol) participating in a process to develop a long term resilience strategy build.

Resilience Strategy development process

3. 100RC provided funding for Bristol City Council to appoint a full time Strategic Resilience Officer (SRO) for two years. Sarah Toy took up the post in February 2015. She has worked with a wide range of council and city stakeholder to carry out a resilience assessment and

develop a 50-year strategy to make Bristol more resilient to potential shocks and stresses. This assessment built on the excellent work already carried out by the council and others to make the city socially, environmentally and economically sustainable. The strategy is intended to be a dynamic and evolving document which complements, and provides a 50 year framing for, other city strategies and the new Corporate Plan 2016-2020.

4. 100RC has also provided Bristol with:

- Technical support for preparing the Resilience Strategy from consultancy Arup;
- Access to the global network of cities which face a diverse range of resilience challenges and provide opportunities for information sharing;
- Access to a range of free services brought to the city by organisations (called 100RC Platform Partners).

5. All 100RC member cities have used the same working definition of urban resilience:

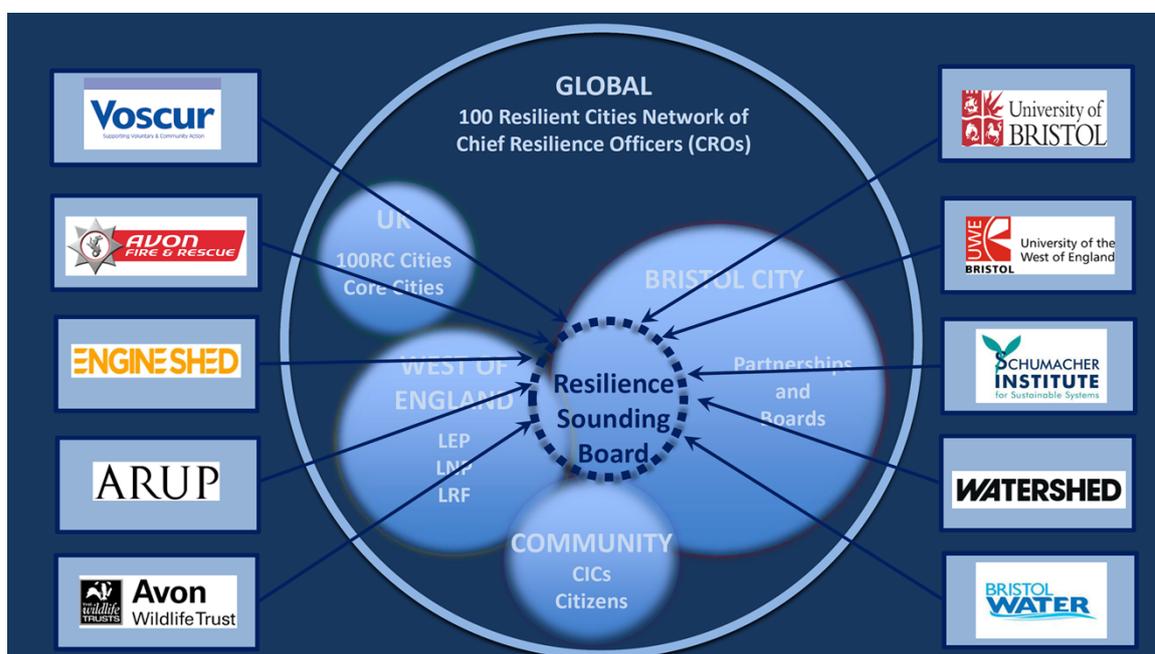
“Urban resilience is the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt and grow no matter what kinds of chronic stresses and acute shocks they experience.”

In Bristol we found that resilience tends to be seen as a defensive approach to maintaining the status quo. People respond more positively to the idea of “flourishing” in the face of change and uncertainty.

6. A voluntary Resilience Sounding Board, comprising 15 BCC and external city leaders (including Professor of University of Bristol Cabot Institute, Deputy VC for Environment and Sustainability at University of West of England, Director of Environment for Bristol Water and Director of The Engine Shed), has been very active in contributing to the development of the strategy. It has met 10 times and given more than 200 professional hours in-kind to co-create the Resilience Strategy.

8. In total, more than 1600 stakeholders in Bristol and the West of England (approximately 20% BCC and 80% external) have been consulted or engaged in the process to date through:

- 150 face-to-face meetings and focus groups
- 7 workshops
- 25 events



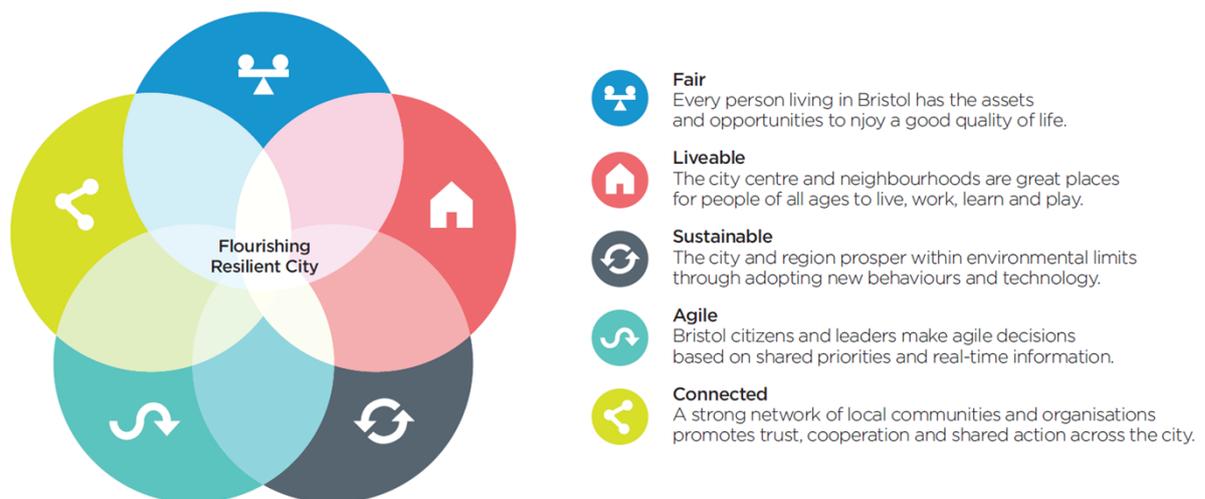
City of Bristol's Resilience Paradoxes, Vision and Pillars

9. The resilience assessment process found that Bristol faces five resilience challenges or paradoxes which the strategy will need to address to take us towards a resilient future:

- i. People: Communities are diverse, but inequality compromises cohesion
- ii. Places: Built environment is “greened”, but not transformed
- iii. Organisations: Civic society is engaged, but not connected
- iv. Prosperity and worth: The city is economically successful, but not equally flourishing
- v. Region to globe: The city is focused on strengthening local self-sufficiency but continues to be dependent on national and global systems

10. Vision: The Resilience Strategy sets out a 50 year vision to respond to these paradoxes: *Bristol is ready. By 2066 we are a flourishing, welcoming city which inspires confidence in local and global investors. Our neighbourhoods are affordable, attractive, healthy and well-connected places where people of all ages and backgrounds trust and help each other. Our infrastructure and services are designed to withstand extreme weather and unforeseen shocks. We invite partners to work with us to challenge norms and embrace radical change for a resilient future Bristol.*

11. The Strategy identified five resilience pillars which describe the outcomes that we can



hope to achieve over the course of the coming decades, in support of this vision:

Resilience actions and ways of working

12. The Strategy document sets out a collection of some – but by no means all – of the “pattern disrupters” that challenge business as usual in the city to put us on a more resilient trajectory for the future. These will be led and/or co-delivered by a range of different city stakeholders and most can be deployed using existing resources.

13. The Strategy describes how resilience can be operationalised in Bristol using five ways of working. These are all being piloted or being integrated into existing work practices in BCC and other organisations but need to be scaled up to deliver a resilience impact:

- i. Focusing on assets
- ii. Moving upstream
- iii. Co-creating
- iv. Disrupting
- v. Learning

Next steps

14. Developing the Strategy has been the first step on the journey towards a more resilient

and flourishing future. All the stakeholders involved – including the Resilience Sounding board – are fully committed to taking this forward to implementation. A governance structure needs to be agreed to harness this cross-agency commitment to building resilience and identify an “owner” to drive the Strategy forward. The proposed Mayor’s City Office offers a strong place to hold the Strategy and oversee its future implementation.

15. It also recommended that options for resourcing an ongoing strategic co-ordination role are explored (SRO funding ends February 2017) to ensure that the Strategy is used as living document to leverage additional resources across the city, access the free services being offered by the 100RC Platform Partners and to continue to be eligible to connect with the 100RC global community. The three options to be considered are:

- I. Mainstream strategic resilience work into one or more existing councils roles;
- II. Seek funding from external partners and champions;
- III. Seek to integrate into the wider devolution work.

Consultation and scrutiny input:

a. Internal consultation:

Over the past 18 months, all Service Directors have been engaged via two Extended Leadership Team meetings (Feb 2015 and May 2015), all Directorate Leadership teams have been consulted at least once, the SLT has been met with to feed into the process on four occasions (Aug 2015, Feb 2016, May 2016 and Sept 2016). The Strategy was introduced to the Overview and Scrutiny Management Board in March 2016 and will be presented to the Place Scrutiny Commission on 17th October 2016. All comments and ideas from these meetings have been taken on board to shape the final document.

b. External consultation:

The Strategy has been developed through a process of co-creation led by the strategic resilience Officer and the voluntary Resilience Sounding Board, comprising 15 BCC and external city leaders. In addition more than 1600 stakeholders (approximately 1300 non BCC0 have been reached through a variety of engagement and consultation processes including formal meetings with stakeholders e.g. the Clinical Commissioning Group (May 2015), Bristol Green Capital Board (April 2016) and West of England Nature partnership (June 2016) as well as less formal public engagements such as Bristol Day at the Festival of the Future City (20th November 2016) and regular meetings with the Bristol Resilience Network. All of these engagements have contributed positively towards the final Strategy document.

Other options considered:

None.

Risk management / assessment:

FIGURE 1

The risks associated with the implementation of the (subject) decision :

No.	RISK	INHERENT RISK		RISK CONTROL MEASURES	CURRENT RISK		RISK OWNER
		(Before controls)			(After controls)		
	Threat to achievement of the key objectives of the report	Impact	Probability	Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	Impact	Probability	

1	The Strategy may be perceived to be diverting resources away from other priorities or adding complexity to the policy environment	Med	Med	There needs to be strong leadership around the Strategy to ensure that it aligns with shared city priorities and delivers positive change	Low	Low	Mayor and Cabinet, city stakeholders
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FIGURE 2

The risks associated with not implementing the (subject) decision:

No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK		RISK OWNER
		(Before controls)			(After controls)		
		Impact	Probability		Impact	Probability	
1	Long term prosperity of city will be undermined if Resilience Strategy is not implemented	High	Med	Secure cross-party and city-wide commitment to deliver the strategy		Medium	Mayor and Cabinet, city stakeholders

Public sector equality duties:

Before making a decision, section 149 of the Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

i) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.

ii) advance equality of opportunity between persons who share a relevant protected characteristic and those do not share it. This involves having due regard, in particular, to the need to:

- remove or minimise disadvantage suffered by persons who share a relevant protected characteristic.

- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);

- encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.

Public sector equality implications:

A Resilience Strategy which focusses on environmental emergencies would have medium equality relevance, access arrangements are needed to ensure all communities can be kept safe. It is to the credit of BCC that the Bristol Strategy is choosing to emphasise the community cohesion aspects of resilience and this meets the requirements of the Public Sector Equality duty both in the duty to promote equal opportunities and to foster good relations. A full EqIA will be needed before Cabinet to ensure that each strand maximises the opportunities to develop resilience through strong balanced communities and that the strategy recognises when additional work is needed to ensure the engagement of fractured or historically excluded communities.

Eco impact assessment

The significant impacts of this proposal:

The Bristol Resilience Strategy is a strategic framework for action to future-proof Bristol against future shocks and stresses. The Strategy draws together a number of existing proposals, with the intention of improving integration, efficiency and effectiveness.

The extent of the Strategy's environmental impacts will depend on the effectiveness of individual plans and actions that relate to it, but it is anticipated that it will provide for:

- Reduced emissions of climate changing gases
- Increased resilience
- Reduced consumption of resources
- Reduced waste
- Improvements for biodiversity

The proposals include the following measures to mitigate the impacts:

Any infrastructure contributing to the aims of the strategy (for example flood defences) will consume resources. Impacts will be considered through the planning process.

The net effects of the proposals are:

Positive

Resource and legal implications:

Finance

a. Financial (revenue) implications:

No effect to revenue as long as from February 2017 SRO role is mainstreamed into existing funded roles or funding is secured from external sources.

Advice given by Kevin Lock/ Finance Manager Business Change & City Directorate
Date 23rd September 2016

b. Financial (capital) implications:

N/A

Comments from the Corporate Capital Programme Board:

N/A

c. Legal implications:

The Council has the power under section 1(1) of the Localism Act 2011 to enter into the Resilience Strategy.

Legal advice should be sought regarding the governance structure referred to in paragraph 14 of the report, prior to this being established.

The Council has duties under the Civil Contingencies Act 2004 prepare for and respond to emergencies. I understand these duties are not met by the Resilience Strategy and are dealt with separately.

Advice given by Sinead Willis / Solicitor
Date 3rd October 2016

d. Land / property implications:

The Strategy has implications for the Council's property portfolio in the context of ensuring that resilience planning shapes the way we manage, maintain, develop, protect and locate our land and buildings over the long-term.

Advice given by Bob Baber/ Asset Strategy Manager
Date 22nd September 2016

e. Human resources implications:

If it is agreed that the strategy as proposed is adopted, consideration will need to be given to the employing body of any future resources (and therefore who will hold the employment liability – it is assumed that this will be Bristol City Council but there may be other options given that a partnership approach is being adopted).

There are also implications for existing staff whose funding expires in February 2017. Within this context it is important to undertake an assessment of the type of resource that will be required on an ongoing basis to deliver the strategy, and whether this requires the same or a different skill-set to what is currently in place.

HR Advice should be sought to ensure that any future management of resources is conducted in line with BCC policies and procedures

Advice given by Alex Holly/ HR Business Partner Business Change, Talent and Resourcing

Date 23rd September

Appendices:

Appendix 1 – Bristol Resilience Strategy
EqIA
EcoIA

Access to information (background papers):

Bristol Preliminary Resilience Assessment (January 2016)



BRISTOL RESILIENCE STRATEGY

PIIONEERED BY THE
RACKEFELLER FOUNDATION

100 RESILIENT CITIES



Thank you to the many people from Bristol and beyond, especially the team at Arup, that have contributed – by encouraging, challenging and inspiring - to the development of this strategy.



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Bristol Bristol

by Miles Chambers (Bristol Poet Laureate)

<http://mileschambershilton.com>

Bristol, Bristol the city that was built on the bricks of heroic hardship.

Bristol, Bristol the place of dreams and possibilities the place of creative aspirations culture commerce and its own seductive music.

Bristol, Bristol a place still haunted by the ancestral ghost that echoes the historical hangover that yet sobered us up to what time hasn't changed

Bristol, Bristol. Take a walk. Be inspired. Feel the magical connection see a positive future Come dance in this festival of ideas.

See, we don't have to wait for carnival every year. The party is right now right here,

This very stage, the very atmosphere is encouraging us to lose our fear cause geographically there's no no go areas round here.

Stand on the suspension bridge see the communities, within a community,

Integrated no segregated and in the distance you can almost reach out and grab Glastonbury.

Oh, city of paradoxes why all this controversy,

Oh, conflicting urbanisation I love you but what are you doing to me?

Admits the beauty I regularly see the women of the street exploiting their femininity,

Being exploited by their calamity.

I love you Bristol, I love the clamour of the weekend drinkers and the hustle and the bustle of the 9-5.

I hate you Bristol as I watch every day the young kiddy with the old weathered face in a Tesco shop doorway clinging to his blanket of security begging to survive.

I love you because of my first kiss from Samantha because of the smell of Pie minster.

Because of the aroma of Agnes Spencer, because of the pull of colourful air balloons floating aimlessly in a blue sky.

I love you Bristol cause of the first play I wrote here, cause of the first film we shot here,

Cause of the first poem I performed here and left my inspired listeners with one notion; Just Try!

I question the graffiti that glares at you echoing the voices of imprisoned youth,

Then I hear a differed cheer, the screams of Rovers and City fans on a Saturday morning celebrating a different truth.

I belong here Bristol amongst the riots and the protest, amongst the fighting for equality,

I belong here Bristol amongst the Ranters and the ravers, the Gospel singers The multi-cultural students studying effectively,

I belong here Bristol With the Bristol blue taxis the cheers drive shirt and jeans top Blokes braving the winter streets to look cool,

I belong here Bristol with the scantily clad beautified stiletto brigade wearing the same skirts they used to wear to school,



I belong here Bristol with the privileged pupils
parade their privileged uniforms and the under
privileged not being encouraged to perform,
I belong here Bristol you taught me the special
secrets of wild life and movie makers can see the
magic in this storm,
I belong here Bristol amongst the travellers and the
hippies the ask me to think about life in a different
way,
I belong here Bristol amongst those that visit to
work and study and exclaim I just gotta stay.
I belong here Bristol with the “Old Money” Business
and the entrepreneurs wheeling dealing trying to
own this city,
I belong here Bristol with all those food crazed ideas
and food crazed delicious somethings emulating
whatshisname; Jamie,
I belong here Bristol with the Bristol sound echoing
sentiments of who I am flowing through my ears,
I belong here with the faith based streets trying to
get you to come to God with all your fears,
Oh, city of paradoxes where you gonna take me
today.
Oh, conflicting urbanisation are you gonna show me
a better way.
So what fate awaits this colourful city.

We need to consider every beneficial possibility.
Transport punctuality,
Drugs and social policy,
Religion ethnicity,
Multiculturalism and unity,
Economy and prosperity,
Education and opportunity,
Business and creativity,
Media and honesty,
Religion and spirituality,
Acknowledgement and generosity,
I belong here with the good schools offering a good
future to a bad past. The bad schools offering a bad
future to a good past.
It's here on these streets that the youth are spitting
the lyrics of the future that will change the wrong
decisions of the past.
I belong here! Right now in this place we have the
opportunity to be something great, something
amazing together...
To utilise the collective potential of us all. That will
make this place unique and special... Let's answer
the call. I belong right here!



FOREWORD FROM RESILIENCE SOUNDING BOARD

VISION

Our vision: By 2066 Bristol is a flourishing, welcoming city which inspires confidence in local and global investors, and our success is shared by all. Our neighbourhoods are affordable, attractive, healthy and well-connected places where people of all ages and backgrounds trust and help each other. Our infrastructure and services are flexibly designed and managed to cope with uncertainty.

**We believe that
resilience = flourishing
for all in the face of
future uncertainty**

THE WORLD IS CHANGING; BRISTOL IS CHANGING

Bristol is an independent-thinking, sustainable and culturally diverse city with a high quality of life. Bristol is thriving.

But there is no room for complacency. Our city – and the wider world with which it is vitally interdependent – is an increasingly complex and uncertain place. Changes are occurring at unprecedented rates in our economy, job markets, technology, environment, politics and population, and consequently our challenges are becoming both more severe and more unexpected. The City region's economic and physical growth, consequences of our success, also mean rising resource consumption and greater demands on health services and infrastructure. Meanwhile, our more chronic challenges remain: the gap between the rich and poor in Bristol is unacceptably wide, and growing; our current infrastructure connects us but also divides us; and our ambitions to be truly sustainable are constrained by our own resistance to change, national and international policies, and a lack of appropriate financing.

These challenges will not be resolved quickly; they will require investment, greater trust and social cohesion, and new social and technological innovations. Building a resilient future will be difficult and it will take time. And so it must start now.

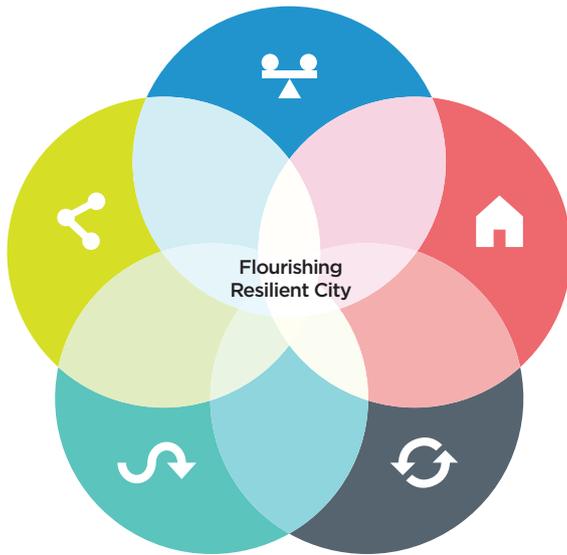
That journey, however, is also an opportunity. The truly resilient cities of the 21st century will not simply manage risk or deal with challenges. They will evolve and become stronger through creativity, adaptability and flexibility. By enabling the capacity and ingenuity of all of their citizens, these cities will use every disaster, crisis or challenge to recover in a stronger, smarter and fairer way.



COLLECTIVE ACTION

The vision of resilience articulated here is a distinctively 'Bristol' vision, and it is a genuinely collective one, emerging from not only rigorous data analysis but also the experiences and opinions of thousands of Bristolians as well as national and international friends. The Resilience Sounding Board was created to provide diverse perspectives and to critically challenge one another and the political leadership of the city. The Board includes those familiar with the expected resilience topics, including infrastructure, planning, climate change, disaster management and transport, but also those familiar with digital media, finance, social cohesion and the voluntary sector. But the Board knows that it does not have most of the answers nor speak for all of Bristol, and we hope that we have approached this task with humility. We have engaged over 1600 people from across the city and we have learned from and been inspired by them. Moreover, many of our Board members embarked on complementary initiatives, bringing in the perspectives of thousands of others. Throughout, our approach was to look backwards from a 50 year future vision to the present day, debating and discussing where and how we can work together with confidence to unlock creativity, disrupt business as usual and take the "right" next steps to set us on course. We thank all of you with whom we have engaged and all of those with whom we hope to engage soon.

Based on those diverse perspectives, we have co-created this Resilience Strategy, comprising a 50 year vision, resilience pillars, goals and transformative actions, all outlined in this document. In the spirit of resilience, this is not a fixed strategy replete with actions that might become inappropriate in our changing world, but rather a framework. There are too many unexpected challenges awaiting us and too many brilliant ideas waiting to be unleashed to dictate what actions must be taken. More fundamentally, resilience is not about proposing simple solutions to complex problems but about creating a political, cultural, and social framework that embeds resilience in every day decision making. To stimulate action and debate we do propose some initial actions, but we intend these to be only the start, seeds of change that along with many others will help our city adapt, survive and flourish in the face of future uncertainty.



Fair

Every person living in Bristol has the assets and opportunities to enjoy a good quality of life.



Liveable

The city centre and neighbourhoods are great places for people of all ages to live, work, learn and play.



Sustainable

The city and region prosper within environmental limits through adopting new behaviours and technology.



Agile

Bristol citizens and leaders make agile decisions based on shared priorities and real-time information.



Connected

A strong network of local communities and organisations promotes trust, cooperation and shared action across the city.

Ann Cousins, Senior Consultant and 100RC Strategy Partner, Arup

Clare Reddington, Creative Director, Watershed

Di Robinson, Director of Neighbourhoods, Bristol City Council

Doug Owen, freelance human factors consultant

Ian Barrett, Chief Executive Avon Wildlife Trust and West of England Local Nature Partnership Board

Ian Roderick, Director, Schumacher Institute

James Vaccaro, Strategy Director, Triodos Bank

Jim Gillman, Head of Civil Protection Unit, Bristol City Council

Jim Longhurst, Assistant Vice-Chancellor, Environment and Sustainability, University of West of England

Kalpna Woolf, 91 Ways, LEP Skills

Michele Farmer, Early Intervention Service Director, Bristol City Council

Nick Sturge, Director of Engine Shed and SETSquared

Patric Bulmer, Director of Environment, Bristol Water

Paul Hassan, Locality and (ex) Voscur

Peter Lipman, Global Transition Network and ex-Sustrans

Rich Pancost, Head of Cabot Institute, University of Bristol

Sally Hogg, Health Places, Healthy People Manager, Bristol City Council

Sarah Allen, Bristol Operations Director, Avon Fire and Rescue

Sarah Toy, Chief Resilience Office, Bristol City Council

Stephen Hilton, Director of Futures, Bristol City Council (Chair)

Sumita Hutchinson, (ex) Equality and Community Manager, Avon and Somerset Police

NAVIGATING OUR JOURNEY

This strategy – in the spirit of something that is both complex and collaborative – is intended to be a dynamic process that will change over time as more people become involved, our collective thinking evolves and new challenges and opportunities emerge. We did not start from scratch but built on some visionary work already done in the city such as High in Hope 2050 produced by The Initiative, Business West. We see this Strategy as a compass by which to seek and find a wide range of exciting and transformative actions – many of which have not yet been thought of or tested at a city scale.

In other words, we are on a journey. The Strategy will need to have a clear owner and be resourced to make sure it can be implemented. Eventually, it must be adopted and its spirit incorporated across the city; but crucially at this early stage, it must be embedded in the political institutions of Bristol.

Therefore, we call for a legacy structure that can implement the first steps of this Strategy while convening a city-wide approach to building resilience. But that legacy eventually will be owned by all of us, and so this document is most of all...

AN OPEN INVITATION

The members of the Sounding Board are fully committed to supporting the delivery of this Strategy, whether as representatives of their organisations or as your fellow citizens. We hope that it can catalyse new ideas and inspire all of us to work together. We invite you – as an individual or as part of an organisation – to be part of this exciting journey. Contribute to the development of the initiatives proposed here and propose your own. Share your plans to become more resilient and your plans to help others. Challenge yourselves, each other and us to live up to the ideals presented here. We must be creative, flexible and adaptable but most of all, we must work together – the best way to become resilient is for all of us to become resilient.

Letter from the President of 100 Resilient Cities

Michael Berkowitz



Michael Berkowitz
President of 100 Resilient Cities

On behalf of the entire 100 Resilient Cities team, I want to congratulate the city of Bristol on the release of the Bristol Resilience Strategy. In this bold strategy, Bristol is taking an honest and proactive view of the challenges the city faces today and in the fifty years to come. It shows no complacency with the leaps Bristol has already made, and unlocks resilience paradoxes by transforming them into opportunities.

Bristol's entrepreneurial, creative and pragmatic spirit is reflected throughout this strategy. It represents a call to action for all Bristolians in a pursuit to strengthen social and environmental justice. None of this could have been possible without the excellent engagement of the Resilience Sounding Board members. With backgrounds ranging from community organisations to universities and local businesses, these Bristolians ensured multi-stakeholder voices were heard. I also want to thank Bristol's Chief Resilience Officer, Sarah Toy, for her tireless dedication in driving the Bristol Resilience Strategy process forward.

The release of the strategy marks an important milestone for the city. Yet the work is far from over. Mayor Rees's establishment of the City Office will be an innovative way to include a wide range of stakeholders working on resilience challenges in Bristol. Actions that address homelessness and enhance opportunities for meaningful work experience are but a few points named in this strategy that will secure a more resilient and equal Bristol.

As one of the cities selected in the first round of the the 100 Resilient Cities Challenge, Bristol has been on the forefront of leading our global resilience movement. We anticipate that the implementation of this strategy will become best practices that other cities within the 100RC Network will emulate. We are thrilled to celebrate Bristol's achievement in releasing the Bristol Resilience Strategy, and look forward to our continued partnership as Bristol spreads the urban resilience movement to cities across the United Kingdom and the world.

Sincerely,

A handwritten signature in black ink, consisting of a stylized 'M' followed by a horizontal line that tapers to the right.

Michael Berkowitz
President, 100 Resilient Cities

Letter from the Mayor

Marvin Rees



Marvin Rees
Mayor of Bristol

Bristol has consistently been voted one of the best places to live. It's a city full of green space, a vibrant culture known for its colourful houses, grand bridges, hot air balloons and Banksy. And it is a great city, a prosperous city, all this is true.

But there is another Bristol, one that tourists and even some of our citizens never see – the city of poverty and inequality. We have 42 areas among the 10% most deprived in England and 16% of our residents live in poverty. There is a persistent life expectancy gap between the most and least deprived areas (an estimated gap of 9.6 years for men and 7 years for women).

And we know that the future will be even more challenging for cities like Bristol. We need to be prepared for more extreme weather, a growing and ageing population and a changing job market. All of these factors will impact most on our poorest citizens unless we focus on making their lives, and their children's lives, better.

That is why I am committed to taking the long view to lead Bristol towards a future where nobody is left behind. As set out in this 50 year strategy, my vision is to build a liveable city of opportunity built on fairness and inclusion. A resilient city, both socially and environmentally, which offers prosperity for all.

We cannot achieve this alone. We need all our city organisations – and our citizens – to work together towards shared priorities. The Resilience Sounding Board has modelled this new way of working and the Resilience Strategy gives us a compass for our future direction of travel. We could not have done this work without the inspiration and support of the 100RC Foundation and the other cities in the network and we are truly thankful and proud to be part of this global movement.

Building a resilient Bristol will be difficult and it will take time. But together we can do it if we start now.

A handwritten signature in black ink, appearing to read 'M. Rees'.

1. INTRODUCTION AND CONTEXT



WHY URBAN RESILIENCE?

We live in a fast-changing, globally connected world. Bristol, like many other cities, faces challenges from a growing and changing population, climate change, resource scarcity, ageing infrastructure, changing patterns of world markets and employment, disruptive technologies and social and health inequalities. Currently, economic and physical growth is coupled with a growth in resource consumption, a trajectory that Bristol and other cities around the world will be unable to sustain as they continue to expand.

The scale of urban risk, in particular, is increasing due to the growing number of people living in cities. Risk is also increasingly unpredictable due to the complexity of city systems and the uncertainty associated with many hazards – most notably climate change. Communities and economies will need to develop the capacity to survive, adapt and thrive in the face of multiple and unpredictable disruptions in order to be resilient.

With growing recognition of these challenges, programmes to build “resilience” are being developed and implemented by a range of international, national and local organisations.

Resilience is a term that emerged simultaneously from the fields of engineering, ecology and psychology in the 1970s, to describe the capacity of a system to maintain or recover functionality in the event of disruption or disturbance. It is applicable to cities because they are complex systems that are constantly adapting to changing circumstances.

100 Resilient Cities (100RC) — Pioneered by The Rockefeller Foundation supports 100 selected cities around the world to become more resilient to physical, social and economic shocks and stresses across the city system (www.100resilientcities.org). 100RC provides this assistance through:

- A funded Chief Resilience Officer position for two years
- Resources and support for preparing a resilience strategy
- A network of cities which face a diverse range of resilience challenges and provide opportunities for information sharing
- A range of services brought to the city public, by private and academic organisations (called Platform Partners)

All 100RC member cities (except Christchurch) have used the same working definition of urban resilience:

Urban resilience is the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt and grow no matter what kinds of chronic stresses and acute shocks they experience.

Currently, economic and physical growth is coupled with a growth in resource consumption, a trajectory that Bristol and other cities around the world will be unable to sustain as they continue to expand.



Figure 1
 Source: Arup and the Rockefeller Foundation, City Resilience Framework, 2014

Stresses are chronic conditions which weaken the fabric of a city on a daily or cyclical basis; examples include high unemployment, health inequalities, inefficient public transport systems, endemic violence, and chronic food or water shortages. Acute shocks are sudden, sharp events such as terrorist attacks, fires, floods, earthquakes, and disease outbreaks.

By addressing both the shocks and the stresses, a city becomes more able to respond to adverse events, and is overall better able to deliver basic functions in both good times and bad, to all communities.

The qualities of resilient systems shown in Figure 1 are important in preventing the breakdown or failure of a system or of enabling appropriate or timely action to be taken. Cities can determine their overall resilience by understanding the presence or absence of these qualities within their systems and services.

Bristol has taken the broadest possible view of resilience to help understand how the city can continue to flourish in the face of rapid change. Our focus is on ensuring that resilience helps to break away from “business as usual” to take the city towards a flourishing future by securing multiple, cross-sectoral benefits from every (resilience-related) initiative undertaken.

We also want to demonstrate our commitment to delivering the global 2030 Sustainable Development Goals (SDGs) as they provide an overarching, long term framework which reconciles environmental priorities with equality and economic opportunity.

100RC is particularly exciting for Bristol as it builds on the success of the city’s year as 2015 European Green Capital. Joining the 100RC Network is an opportunity to consolidate the city’s ambition to be a world leader in resilient and sustainable city development. Our view is that sustainability and resilience are inextricably linked.

Resilience = Flourishing for all in the face of future uncertainty



HEALTHY LIFE EXPECTANCY
GAP OF 16 YEARS



EUROPEAN
GREEN
CAPITAL
IN 2015



45 RELIGIONS



187 COUNTRIES
OF BIRTH



BRISTOL WAS
FOUNDED IN THE
EARLY 11TH CENTURY



POPULATION
442,500¹
528,200²

¹2014 ²2037 (PROJECTED)



91 LANGUAGES

This Bristol 50 Year strategy sets out a direction of travel to:

Bring city stakeholders together around a shared vision and ambitions.

Encourage a city-wide conversation about our common future.

Model a new form of collaborative city leadership.

WHY NOW AND WHY 50 YEARS?

In Bristol our resilience work is looking forward 50 years to 2066 and beyond using a range of tools and engagement methods, with support from the Government Office for Science Foresight Future of Cities Team and others, to develop a shared vision of the future and a direction of travel.

By developing an ambitious, long-term trajectory for the city, Bristol can rise to the global and local challenges that we face. Working backwards from a 50 year future to the present, we aim to unlock creativity and innovation and be confident that we are taking appropriately bold and ambitious steps in the short term.

This 50 year look ahead has helped us to realise the need for action now. In order to develop a flourishing future for Bristol, and improve our resilience to future uncertainty, we cannot wait for change to happen in the future. The UN recognises that people are already moving because of climate stresses and changing weather patterns. Many people are already taking action on issues such as these globally. Bristol has the opportunity to be at the vanguard of change - for example by leading on the Sustainable Development Goals, but more action is required across sectors now to move us to a flourishing future for the city.

LEARNING FROM OUR PAST

Bristol's growth and change as a major city since its humble beginnings in the 11th century has much to teach us about future resilience. Significant social shifts can happen quickly and transform the city (as was seen through the closure of docks or building of the M32, for example) whilst other aspects of the city seem to go in cycles (immigration, regional governance for example). Being a resilient city means taking all of this in our stride, whilst constantly placing the welfare and quality of life of citizens at the heart of all action.

Over the past centuries, we have seen a number of transformations in our city. These stories can help to inform our future trajectory:

- We've moved from being an important node in the slave trade, to bus boycott and riots, to electing the first mayor of African or Caribbean heritage in Europe in 2016³.
- Bristol has strong association with Isambard Kingdom Brunel and the history of the railways, and has had a major port for centuries. In 2003 Concorde's last ever flight marked Bristol's significance as a hub for the aerospace industry, and in 2016 Bristol is home to a driverless car pilot⁴.



Bristol is internationally recognised as a city leader in renewable energy and smart city digital innovation. It is also proud of its independent spirit and its sense of creativity and fun.

- Bristol's food history was marked by significant family businesses such as Fry's chocolate manufacturer, and is now a hub for independent food production and retail, winning silver status as a Sustainable Food city in 2016⁵.
- Bristol's cultural history is significant; Bristol Old Vic is the oldest continually-operating theatre in the English speaking world⁶; and continues to evolve, with world-class 21st century animations and as home to Europe's largest street art festival, Upfest.
- The tobacco industry was a significant employer in Bristol, with Wills having the largest factory in Europe in 1970⁷. In the 21st century, we are spearheading anti-smoking action, with the first outdoor spaces in the UK designated as 'no smoking' in 2015⁸.
- Civil protest around change has always been a feature of life in Bristol, with bridge tolls in 1793 and resident parking charges in 2015 sparking protests.

UNLOCKING THE FUTURE

Bristol is internationally recognised as a city leader in renewable energy and smart city digital innovation. It is also proud of its independent spirit and its sense of creativity and fun.

This means that there is already a wealth of initiatives across the city challenging "business as usual" thinking with the aim of disrupting patterns to stimulate new (positive) behaviours. These initiatives – being spearheaded by public, private, voluntary and community organisations and individuals – are all important parts of the resilience jigsaw as they provide weak signals of future change. The city now has an opportunity to build on and connect these initiatives to underpin our resilience-building activities.

The development of the 50 year strategy, led by the Chief Resilience Officer (CRO) Sarah Toy has prompted us to think more deeply about what these innovations have in common and what they collectively signal about the future of the city and their potential for scaling up.

City "pattern disrupters" have been identified as already challenging business as usual; these range from the establishment of municipal energy and waste companies to the development of Bristol's own currency, the Bristol Pound, and from the development of a Bristol approach to citizen sensing to a new approach to river catchment management. Each of these actions either stretch the current system in some way, or operate outside the system entirely. Either way, they are actions that could begin to transform the city's systems if they are scaled up.

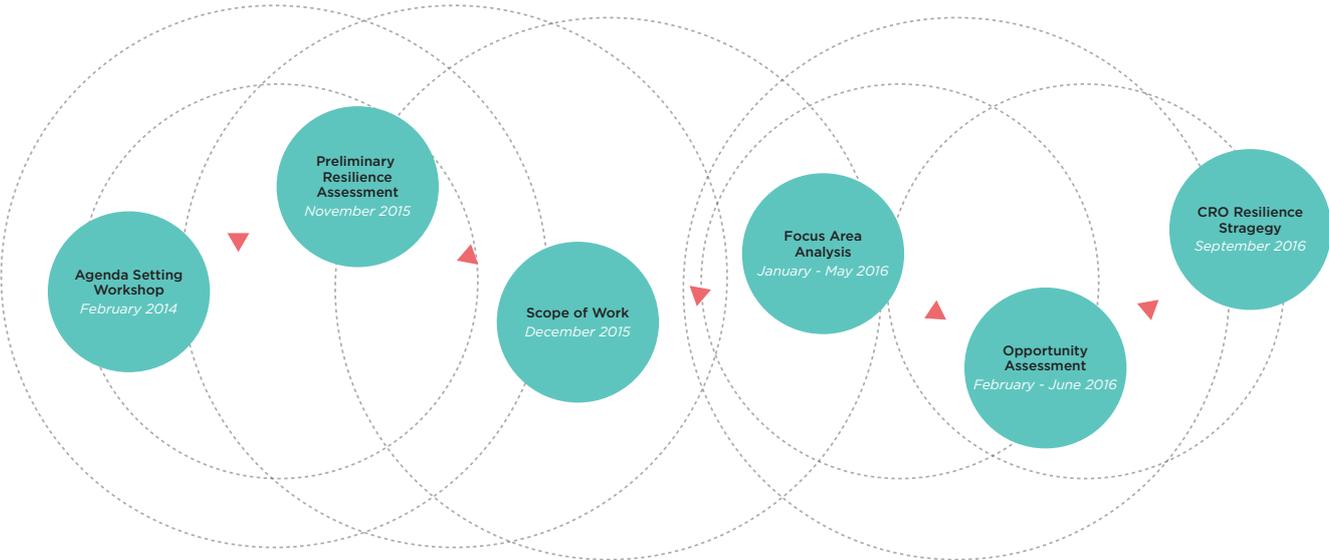
2. UNDERSTANDING RESILIENCE

OVERVIEW

Throughout the resilience process we have modelled some of the complexity of systems changes by creating an iterative, non-linear or “messy” method, involving: building new relationships (and challenging existing ones), talking about shifting power and engaging in open-space conversations and encouraging non-linear collective inquiry and collaboration.

This also involved mirroring some of the qualities of resilience - striving always to be reflective, inclusive, flexible and integrated.

Throughout the resilience process we have modelled some of the complexity of systems changes by creating a “messy” methodology.



Stakeholder engagement

Figure 3



150

meetings / interviews



17

public events



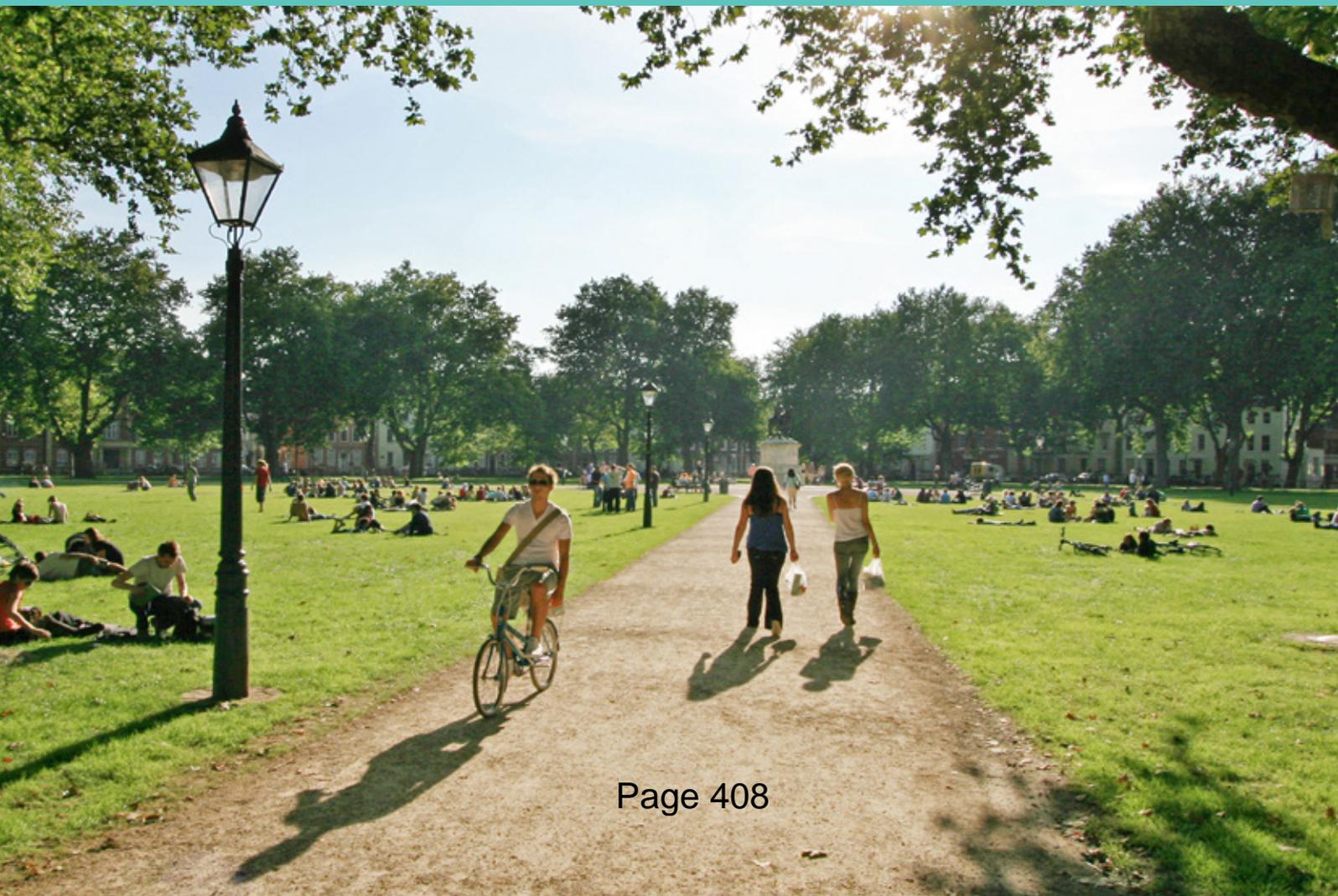
1,600

people



21

workshops and
focus groups



Bristol already has a highly engaged stakeholder community which has gone from strength to strength during 2015 due to the city's European Green Capital status.

APPROACH

As a Bristol citizen, the CRO felt strongly that everyone should have a stake in the City's future resilience. The approach taken was to build an open, inclusive process tapping into existing networks and groups wherever possible.

Bristol already has a highly engaged stakeholder community which has gone from strength to strength during 2015 due to the city's European Green Capital status. It was therefore important to build on this sense of shared priorities and encourage city dialogue throughout the resilience assessment process. Over 1,600 people were engaged in meetings, focus groups, workshops and events.

The aim was to create as many opportunities as possible for strategic partners and stakeholders across the City and region to work together to explore innovative ways in which co-benefits can be delivered through collective inquiry and collaboration.

The stakeholder engagement was complemented by a robust analysis of available data to review our shocks, stresses, strengths and weaknesses, and to understand how the City operates in order to focus efforts to strengthen our resilience and help Bristol to flourish over the coming 50 years.

Stresses Relevant to Bristol

- Transport congestion
- Ageing infrastructure
- Climate change
- Environmental degradation
- Food supply
- Fuel supply
- Water shortages
- Change in political leadership
- Ageing population
- Health inequality
- Growing unemployment
- Economic downturn
- Population growth
- Civil and political unrest
- Anti-microbial resistance
- Devolution

Shocks relevant to Bristol

- Disease Outbreak
- Public Protest/Disorder
- Terrorist & Malicious Attacks
- Industrial Action
- Major Infrastructure Failure
- Industrial Accidents, Environmental Pollution & Ordnance
- International Event
- Transport Accidents
- Severe Weather (esp. flooding)
- Structural Hazard



Agenda setting workshop

A range of more detailed research and analysis of our selected themes and discovery areas was undertaken, in order to improve our understanding of the issues and to uncover potential opportunities and actions that could be addressed through the Resilience strategy. This work was co-ordinated by the CRO, and undertaken by a range of stakeholders in working teams, supported by Arup where appropriate for certain tasks.

Much of this research surfaced opportunities for interventions that could be included in this Resilience strategy. In addition, we also sought input from a range of stakeholders. We applied a multi-criteria analysis to these opportunities, to identify those that would most effectively address Bristol's specific resilience challenges. This evaluation included a high-level assessment against the drivers of resilience as set out in the city Resilience Framework, (CRF) that have been considered most significant for Bristol; the critical shocks and stresses that were identified; and the qualities of a resilient city. This was then complemented by our knowledge of Bristol and the activity that was most likely to lead to transformation as a result of being scaled up.

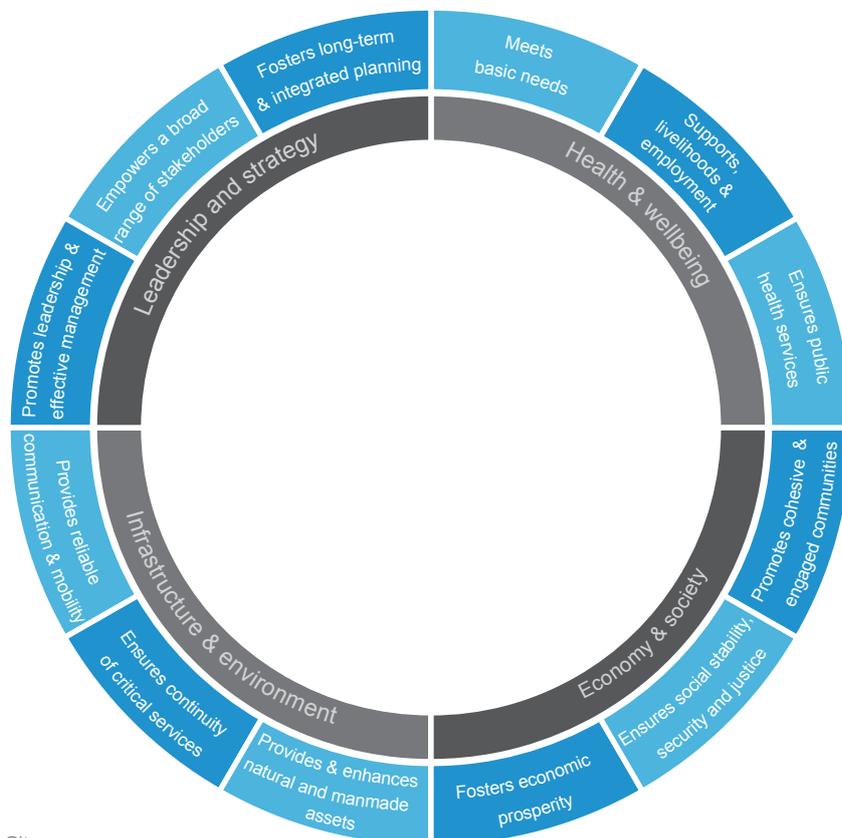


Figure 4
Source: Arup and the Rockefeller Foundation, City Resilience Framework, 2014

3. RESILIENCE PARADOXES

Our work has identified five key paradoxes that articulate Bristol's challenges at different city scales – from the individual/community to the regional and global context.

Bristol, as an economically developed city with limited exposure to natural shocks, is a city that, in many ways, is thriving. Our resilience challenge is largely felt in underlying stresses and growing global uncertainty, such as our changing climate or health inequalities in the City. Its successes lie in its pioneering and independent spirit and personality. It is a city with vibrant cultures and a high quality of life. We want to use the concept of resilience to help Bristol to flourish today as well as in the future.

Our work has identified five key paradoxes that articulate Bristol's challenges at different city scales – from the individual/community to the regional and global context. These five paradoxes are derived from our analysis of the shocks and stresses that threaten Bristol's resilience.

PEOPLE

Communities are diverse, but inequality threatens cohesion

Bristol's population is diverse, with 45 religions, 91 languages and 187 places of birth. This diversity, which is set to increase over the coming decades, is part of what makes the city a vibrant place to live. At present, we largely co-exist respectfully and peacefully but inequality between different communities and neighbourhoods compromises social cohesion. The root causes of inequality, coupled with the challenge of a rapidly ageing population (there will be 120% more people aged over 90 in Bristol by 2039), need to be tackled to ensure that in the future the city is made up of socially cohesive communities with all individuals having the assets and capacity to thrive.

PLACES

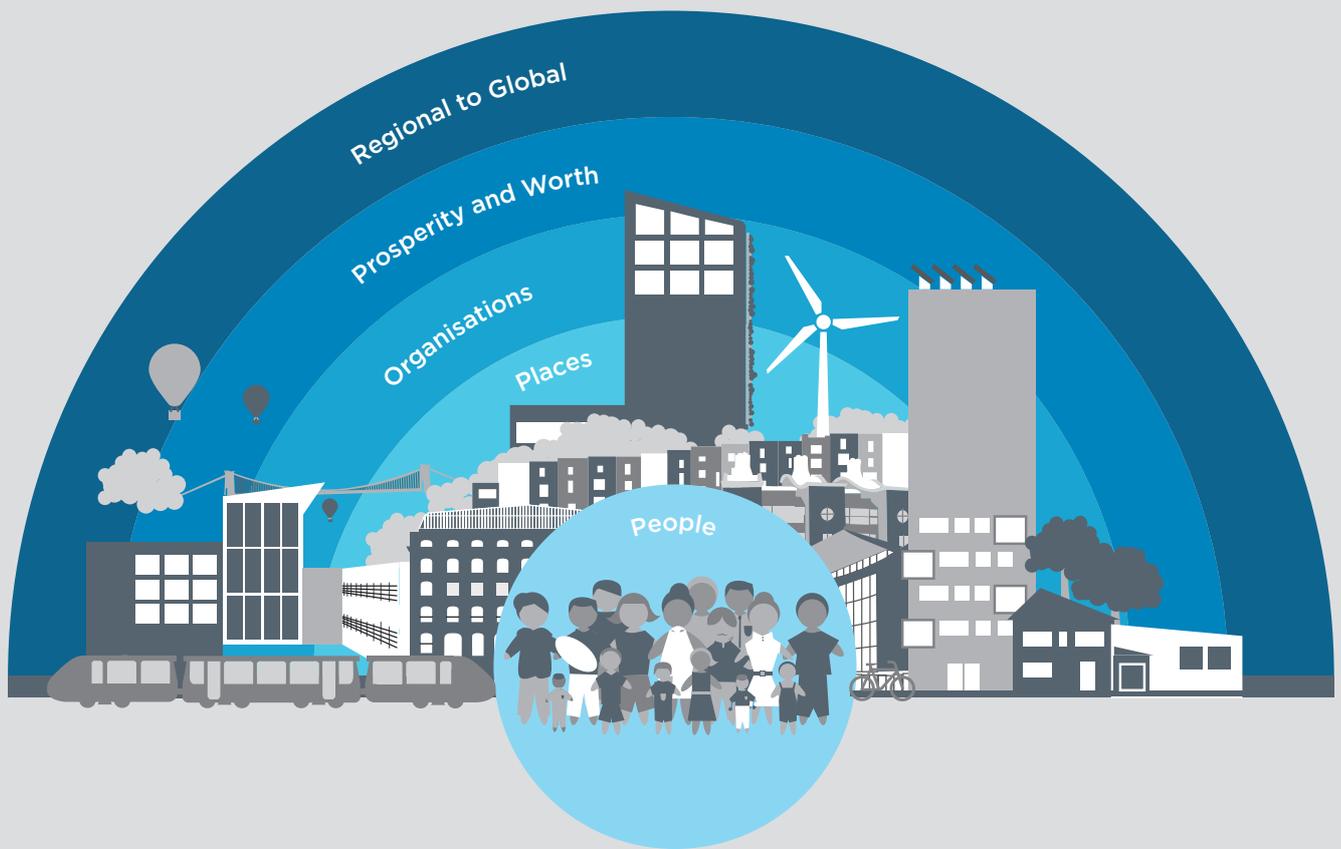
Built environment is 'greened' but not yet transformed

Bristol is seen as a 'green' city, having been the first UK city to hold the title of European Green Capital in 2015. Ambitious public commitments have been made to be zero carbon by 2050. However, we know that more audacious, bolder steps are needed to transform the built environment and people's behaviours. We also know that increasing uncertainty, particularly in relation to a changing climate, means that we need to adapt to future uncertainty and risk. Managing stresses such as transport congestion and ageing infrastructure is an important part of this challenge. Radical solutions, coupled with new forms of financing, must be secured to transform Bristol into an attractive and prosperous post-carbon city.

ORGANISATIONS

Civic society is engaged, but not connected

Many parts of the City are already highly engaged in working collaboratively to plan the future of the City, from grassroots activists to academia, from third sector bodies to City Council teams, from youth councils to partnership bodies, but this enthusiasm to cooperate is not always harnessed. Power is still perceived to lie, in top-down, siloed systems that operate in short-term political cycles. There are also many citizens who feel disconnected or unable to influence the future of the City or the wider City Region. The interests, aspirations and actions of citizens and civic society must be better connected to the City's formal planning, decision-making processes and delivery mechanisms to create a truly participatory future city.



PROSPERITY AND WORTH

The city is economically successful, but not equally flourishing

Bristol's success is measured in economic terms by Gross Domestic Product (GDP)/Gross Value Added (GVA) and is regarded as a highly productive net contributor to the national economy. It is also home to a higher number of creative industry start-ups than any other UK core city, as well as having the highest number of patent registrations. This is despite significant differences in health, income and access to opportunities between different communities and neighbourhoods. The gap between communities needs must be closed so that decent opportunities are accessible to everyone. Housing affordability is an increasingly important issue for the City.

Bristol is also increasingly recognised as a leader in next economy 'pattern disruptions' such as the Bristol Pound and Happy City and there is a strong movement to place more importance on the wider concept of flourishing but there are currently no city-scale metrics to truly value – and therefore aim towards – non-economic outcomes.

REGIONAL TO GLOBAL

The city is focused on strengthening local self-sufficiency but continues to be dependent on national and global systems

Many of Bristol's innovative projects and pattern disrupters are focused on promoting self-sufficiency and circularity of systems – for example encouraging local consumption and production with the Bristol Pound or reducing our carbon footprint and waste streams. However, this needs to be finely balanced with the need to continue to benefit from national and international systems and infrastructure that provide some of the basic services we need to function well in times of prosperity, as well as in times of stress. These range from our energy infrastructure, to the global food market and location of global corporations in Bristol. This national and global interdependency can also make us vulnerable to a range of external shocks that we have little control over locally.



4. FRAMING OUR FUTURE

OUR VISION

By 2066 Bristol is a flourishing, welcoming city which inspires confidence in local and global investors, and our success is shared by all.

This sets out our long-term direction of travel. It reflects the need for change at all scales: starting with individual citizens, through local communities and neighbourhoods, to the city as a whole and its place in the wider world.

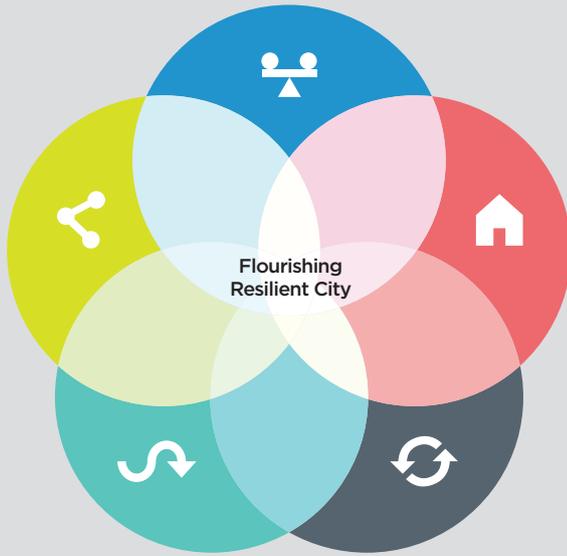
By 2066 Bristol is a flourishing, welcoming city which inspires confidence in local and global investors, and our success is shared by all. Our neighbourhoods are affordable, attractive, healthy and well-connected places where people of all ages and backgrounds trust and help each other. Our infrastructure and services are flexibly designed and managed to cope with uncertainty.

Five pillars have been developed to describe the outcomes that we can hope to achieve over the course of the coming decades, in support of this vision.

These five pillars are supported by goals over the next 50 years, demonstrating the direction of travel for the city.

Responding to each of the five paradoxes set out in section 3 will help us to move towards achieving these ambitious outcomes for Bristol.

A range of innovative and disruptive actions have been developed to support this vision, pillars and goals as detailed in the next section.



Fair

Every person living in Bristol has the assets and opportunities to enjoy a good quality of life.



Liveable

The city centre and neighbourhoods are great places for people of all ages to live, work, learn and play.



Sustainable

The city and region prosper within environmental limits through adopting new behaviours and technology.



Agile

Bristol citizens and leaders make agile decisions based on shared priorities and real-time information.



Connected

A strong network of local communities and organisations promotes trust, cooperation and shared action across the city.



Fair

Every person living in Bristol has the assets and opportunities to enjoy a good quality of life.

Goals, by 2066 Bristolians will:

- Be free from discriminatory practices
- Be providing opportunities for all to close the education gap
- Provide affordable housing for all
- Be free from child poverty
- Be free from health inequality
- Deliver a fair income ratio in the city between highest and lowest incomes

Addressing the resilience paradoxes: Achieving greater equality and social cohesion are crucial to increasing Bristol’s resilience; providing affordable and quality access to opportunity, as well as to energy, water, food and shelter being the starting point for a resilient place.



Liveable

The city centre and neighbourhoods are great places for people of all ages to live, work, learn and play.

Goals, by 2066 Bristolians will:

- Benefit, across the whole city, from the multi-functional value of green infrastructure and the natural environment
- Live in an age-friendly city, with all ages able to access all necessary services within a 20 minute journey by a sustainable mode of transport
- Achieve clean air for Bristol

Addressing the resilience paradoxes: Green infrastructure and the natural environment can provide multiple benefits such as active travel, improved air quality, improved health and wellbeing, and reduced impacts of flooding, climate change, and environmental degradation, and reduced transport costs.



Sustainable

The city and region prosper within environmental limits through adopting new behaviours and technology.

Goals, by 2066 Bristolians will:

- Develop a zero waste city
- Live in a carbon neutral city
- Operate environmentally responsible and fairtrade supply chains

Addressing the resilience paradoxes: To live within our environmental limits we will aim to use resources (products, components and materials) to their highest utility in the economy. This builds resilience by reducing the impact of resource scarcity (e.g. energy, food, water, materials), future-proofing our infrastructure and our economy, and protecting our natural environment.



Agile

Bristol citizens and leaders make effective decisions based on shared priorities and real time information.

Goals, by 2066 Bristolians will:

- Be using city data to reduce inequality
- Develop new partnerships to co-create and scale up city solutions
- Deliver local bonds and place-based investment to transform the city

Addressing the resilience paradoxes: Being more agile will help to future-proof Bristol's infrastructure and wider assets, whilst also promoting long-term resilience planning rather than just short-term financial returns. It will also help to deliver jobs and skills for local people, whilst empowering citizens to support projects they are passionate about, and providing key infrastructure assets for Bristol.



Connected

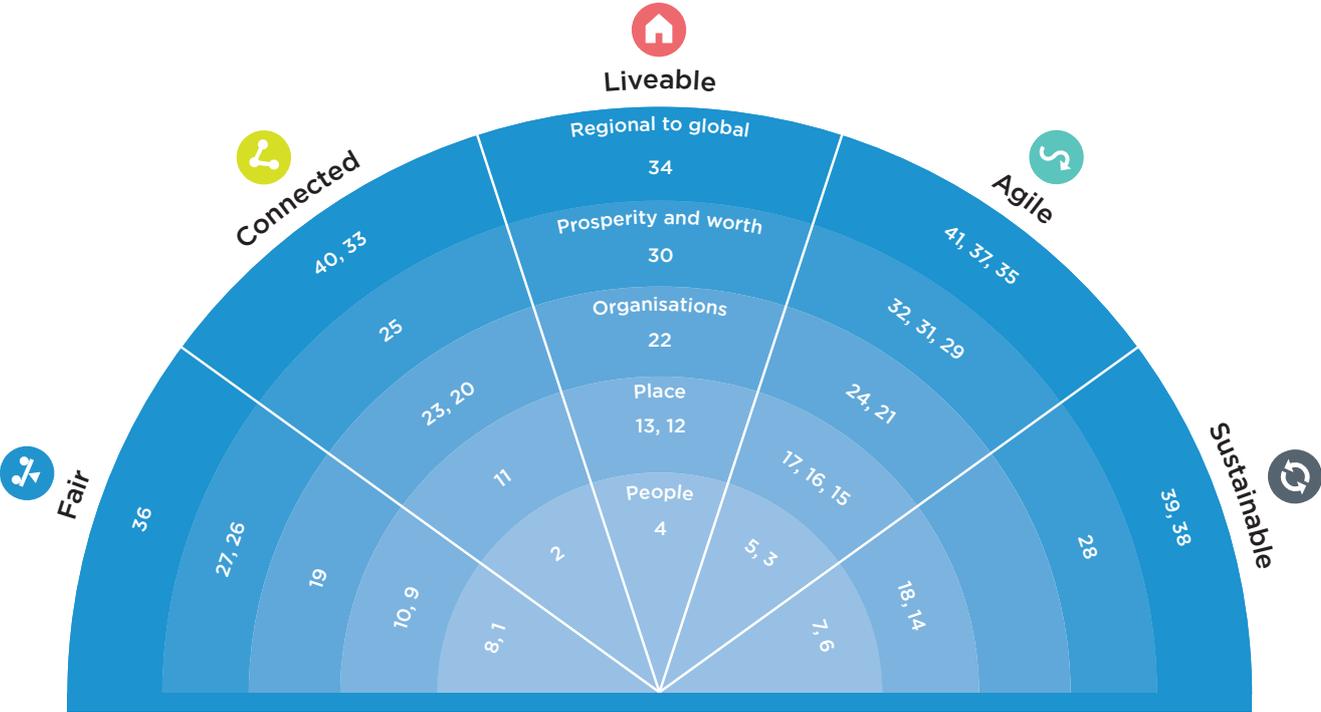
A strong network of local communities promotes trust, cooperation and shared action across the city.

Goals, by 2066 Bristolians will:

- Be living by a city charter for shared values
- Benefit from city-wide community cohesion
- Design and deliver services by self-organised communities

Addressing the resilience paradoxes: By implementing actions related to this pillar, we aim to develop a participatory culture, by undertaking projects that appeal to those across a community with tangible outcomes, where participants contribute and benefit equally.

5. REIMAGINING THE CITY



We know that in order to be resilient over the next 50 years, we will need to be reflective, and able to learn and adapt over time. We also know that Bristol is defined by its pioneering attitude, willingness to experiment and lead with engagement from a wide range of partners.

This section sets out a collection of some – but by no means all – of the pattern disrupters that will challenge business as usual in the city to put us on a more resilient trajectory for the future. We are committed to delivering, catalysing or scaling these in the short to medium term. The diagram above serves to signpost the actions contained within the remainder of the document.

- Short-term = 1-2 years**
- Medium-term = 2-5 years**
- Long-term = 5 years+**



PEOPLE

PEOPLE

1 Tackling street homelessness



Bristol is experiencing a rise in homelessness with the city having a significant gap between demand and supply of suitable accommodation for homeless people and families. The aim is to eliminate or significantly reduce involuntary rough sleeping in Bristol within 12 months, whilst ensuring that the quality of accommodation provided is of a suitable standard.

Bristol's new city Office will develop a strategic plan in the coming months, aimed at increasing the supply of accommodation at all levels, which is appropriate to immediate needs, and also considers longer term housing.

Delivery

- Potential partners: Bristol City Council (Housing led), University of the West of England, University of Bristol, Registered Social Landlords, Developers, Bristol Housing Board, West of England authorities, Crisis Centre Ministries, Bristol & Bath Regional Capital CIC
- Timescale: Short - medium-term

2 Cultural engagement to build social cohesion



While Bristol is seen as a place where the arts are thriving the experience of arts and culture is not equitable or accessible for many of Bristol's citizens and often does not reflect the cultural ecology and diversity of the city.

"Migrant Dialogues", created by Mescaldis and undertaken in Barcelona, takes an art-led approach to build social cohesion, strengthen community networks, create space for dialogue about diversity and migration and promote intergenerational conversations.

The next step is for Bristol stakeholders from the Council's crime prevention and equalities teams to work with Mescaldis to identify an appropriate neighbourhood and local partners and funders to deliver an initiative in Bristol to build a dialogue about immigration, diversity and neighbourliness.

Delivery

- Potential partners: Mescaldis, BCC Crime Prevention and Equalities, Community Theatre Company, Watershed, Pervasive Media Studio, Playable city, Bristol Cultural Development Partnership, Ujima
- Timescale: Short-term

3 Votes for 16 year olds



While Bristol has an active youth council and 16 and 17 year olds across the city hold many responsibilities in society, they do not have a change to influence key decisions which will define their future. Extending votes for 16 year olds will provide 16 and 17 year olds with the chance to be involved in democracy and ensure youth issues are represented.

This will follow the precedent set by the Scottish Elections (Reduction of Voting Age) Act, May 2016, which allows 16 and 17 year olds to vote in Scottish Parliament elections and local government elections.

In Bristol, this would mean asking for the devolved responsibility to allow 16 and 17 year olds to vote in local elections.

Delivery

- Potential partners: Bristol City Council, Votes at 16 Coalition
- Timescales: Long-term

4 Social action volunteering



Following an initial two-year set up period, funded by Cabinet Office and supported by Nesta and Bloomberg Philanthropies, Bristol and partner cities will develop the role of the active citizen in the 'life' of the city.

Over the next two years the team will aim to work with the private, voluntary and community sectors as well as other parts of the public sector to create a whole city approach to addressing key city challenges through social action. Some of the projects that will be scaled up include:

Volunteer platform – Creates easy access to information from many sites of volunteering opportunities.

Employer Supported Volunteering (ESV) – BCC is updating its staff volunteering policy and working with other employers to implement this.

National Citizens Service (NCS) – Bristol to become a pilot for the new NCS scheme, with a focus on cultural and media sectors for young people.

Delivery

- Potential partners: Bristol City Council, NCS Trust, Office for Civil Society (OCS), Voluntary & Community Sector
- Timescale: Short - medium-term

PEOPLE

5 Citizen data engagement



We will leverage data to find solutions to city issues, using existing and near-term initiatives such as REPLICATE. We will build the capacity of organisations and citizens to use data to shape projects and achieve 'smart' city outcomes.

REPLICATE (REnaissance of Places with Innovative Citizenship And Technologies) is a €25 million Smart city 'Lighthouse' project. In Bristol, it is employing digital technology to explore the impact of integrating smart energy and smart transport interventions in the neighbourhood of Easton. Bristol is a city within the URBACT Resilient Europe network which aims to share experiences on resilience and sustainability across the network. Bringing these two projects together will enable Bristol to develop a real neighbourhood focus to data engagement.

Delivery

- Potential partners: University of Bristol, Bristol City Council, Knowle West Media Centre, Learning city.
- Timescale: Medium-term

6 Participatory city



The Participatory City is a global initiative empowering local people to invent unique and innovative projects, which see them working together on ideas which make their neighbourhoods more exciting and enjoyable places to live.

A large demonstration neighbourhood is being built in London starting in early 2017. It is intended that this neighbourhood will become a model for wellbeing, sustainability and equality.

Key to the success of the project will be the ability of the neighbourhood to collaborate widely to bring many fresh ideas together in an open source environment. Bristol could host a similar project to bring the ideas from The Participatory City to the city.

Delivery

- Potential partners: Bristol City Council, Demonstration Neighbourhood
- Timescale: Medium-term

7 Green and black



Inclusiveness and environmental awareness are key concerns for Bristol now and in the future. The Green and Black initiative aims to kickstart a long term series of activities and relationships with Black and Minority Ethnic (BAME) communities around the legacy of the European Green Capital year.

This action will focus on developing young BAME ambassadors to raise environmental awareness in their communities and more broadly around the city. It is intended that the programme will engage the ‘future city’ academics at the universities and act as a catalyst for one or more corollary projects in both the Impact and Research agendas. One larger scale project is hoped to emerge that the partners can take to an external funder (e.g. Esmée Fairbairn) for support.

Delivery

- Potential partners: Bristol Green Capital Partnership, Ujima, University of Bristol, Bristol City Council, Social Intelligence Institute
- Timescale: Medium-term

8 Community-based adaptation



Communities that are self-organised in day to day life are inherently better prepared to respond to, and recover from, unexpected events in their neighbourhoods. Community based adaptation (CBA) has been pioneered in developing countries to build capacity in vulnerable and marginalised communities to become more resilient to climate change impacts. An important lesson from CBA practices is that a multi-level, cross-sectoral approach involving a range of different stakeholders - including the residents themselves - is necessary to develop adaptive capacity and build long term resilience.

This action builds on the principles of CBA and experience from a number of existing projects and initiatives in Bristol, the south west and other cities around the world. It aims to develop a more integrated and inclusive approach to working with communities to empower them with the knowledge, confidence and resources to take action when affected by local shocks.

Delivery

- Potential partners: Bristol City Council Civil Protection Unit, Cities of Service team, Local Resilience Forum, Groundwork (funded by Big Lottery Fund), Bristol Resilience Network, Community Development teams, UL Cabinet Office.
- Timescale: Short-term



PLACE

9 New models of housing delivery



Bristol is facing a housing crisis. Yet decent affordable homes are the foundation of a successful city. The Mayor has pledged to deliver 2,000 new homes (800 affordable) per year by 2020. This will be achieved by setting up a Local Housing Company. This Company will have a remit to promote use of brownfield sites across the city for housing, work with local communities and support the development of alternative housing initiatives such as co-housing and communal living that aim to tackle wider social challenges such as social isolation and community cohesion. Affordability will be addressed through reduced running costs of sustainable homes.

Delivery

- Potential partners: Bristol City Council (Housing led), University of West of England, University of Bristol, Registered Social Landlords, Bristol Housing Board, West of England authorities, local builders, Community Land Trusts, Bristol and Bath Regional Capital CiC, developers and investors (e.g. Meridiam)
- Timescale: Short - medium-term

Learning from elsewhere – Housing for a Resilient New Orleans

To combat new city trends, such as a 50% increase in cost of rental since 2000, Housing for a Resilient New Orleans has created an integrated housing framework. This uses the strength of a growing local economy and creates a new approach to providing affordable housing choice for residents.

It creates new policies and tools to address new and long-standing challenges so everyone can participate in the city's growing prosperity. This guided by three core principles: equity, collaboration and openness.

This will support development of new affordable rental and homeownership opportunities, preserve affordability, expand access to opportunity using the fair housing principle, and increase accessibility for vulnerable populations.

(<http://www.nola.gov/home/buttons/resilient-housing/>)

10 Free bus travel for under 16s



Currently there is free bus travel in Bristol only for children under 5, with half price tickets for those ages 5-15. Those aged 16 and under can receive a free bus pass, for free school travel from the Council if they go to their nearest school and meet certain distance or safety eligibility criteria. Extending this free service to all under 16s will promote bus use and may help to reduce school time congestion. Lessons can be learnt from Transport for London who provide this on all on their bus and tram services.

Delivery

- Potential partners: First Group, Bristol City Council
- Timescale: Short - medium-term

PLACE

11

Repurpose neighbourhood partnerships

Fair Liveable Sustainable Agile Connected



Local scale funding can help local communities to increase social cohesion and build local capacity. Through the Avonmouth Community Resilience Fund, Bristol is trialling a new approach, with a focus on local priorities of jobs and employment, a flourishing high street and social impact.

Bristol is also involved in an EU project, URBACT, which will inform new possible models for improving neighbourhood-level resilience.

Neighbourhood Partnerships are designed to allow decision-making to have an impact at a local level. Through a new approach, they can become truly representative and help to channel funding to new local research-backed initiatives, systems, and policy changes that help provide an inclusive approach to improving resilience.

Delivery

- Potential partners: Bristol City Council, Neighbourhood Partnerships
- Timescale: Medium-term

Learning from elsewhere – Portland, Oregon

In 2005, the City of Portland engaged community members in a comprehensive review and assessment of Portland's 35-year-old neighbourhood and community involvement system. The result was a unique, comprehensive and strategic "Five-year Plan to Increase Community Involvement in Portland." The ongoing implementation of this plan by the City of Portland and its community partners is dramatically increasing the scope and quality of public involvement and participatory democracy in Portland.

As part of this, a new Neighbourhood Small Grants program was created. Additional community organizing and technical assistance staff were added to the Office of Neighbourhood Involvement to work with community groups and city agencies.

[source: <http://participedia.net/en/cases/five-year-plan-increase-community-involvement-portland-oregon>]



The ongoing implementation of this plan by the City of Portland and its community partners is dramatically increasing the scope and quality of public involvement and participatory democracy in Portland.

12 Legible city



Bristol Legible City (BLC) is an innovative project started 20 years ago as a unique concept to improve people's understanding and experience of the city through the use of identity, information and transportation projects.

The project has recently agreed funding for the next initiative which is to develop innovative city mapping and information resources to support change to more sustainable forms of transport and encourage active travel choices. The initiative will deliver a suite of digital, printed and street-based information products to encourage residents and visitors to explore the city on foot, bike and using the public transport system. BLC's user-centred approach to wayfinding and transport information has been developed to support better public health and reduce greenhouse gas production.

The initiative will deliver an enhanced pedestrian wayfinding system across the city and develop new user-friendly information for the cycle network, the MetroBus project and the wider public transport system.

Delivery

- Potential partners: BCC, Legible City, MetroBus, Platform Partners
- Timescale: Short - medium-term

Resilience value

Improved way-finding and real time information has shown to increase uptake of sustainable travel behaviours and will create a city which is both better connected more liveable for citizens and attractive for visitors.

13 Bristol Transport Plan



This action will promote the development of a 20 year plan to create better places and help people move around by enabling a large scale shift to sustainable transport in Bristol. We currently have plans to deliver new transport infrastructure within the current funding and planning cycles, this strategy will enable us to look further ahead and to test more radical interventions to reduce congestion, carbon emissions and ensure infrastructure is resilient to climate change.

To support the development of this strategy, using MIT (Massachusetts Institute of Technology) Smart's SimMobility Platform, we will quantify the impact of different transport options. We will use 50 year scenarios to support strategy development, and will ensure other transport strategy refresh projects are integrated with this longer-term view.

Delivery

- Potential city partners: Bristol City Council (Transport); Network Rail, West of England Authorities, Sustrans; First Group; Bristol Ageing Better; Child Friendly City; University of the West of England
- Potential platform partners: MIT Smart, EY
- Timescale: Medium-term

PLACE

14 Clean air city



Bristol is part of an EU funded consortium of universities and research institutions to actively engage European citizens in measuring their personal impact on air quality and CO₂ emissions in their cities. The project will use innovative tools like specially made apps and games for smart phones to generate citizen-led policies to improve air-related health in our cities.

Thousands of people across Europe will be invited to share their views on how to reduce air pollution and improve related public health in six pilot cities. Residents will use a game on their smartphones, tablets and laptops to suggest how their home cities should develop in the future. The result will be directly translated in improved city policies.

In Bristol we will focus on raising awareness about poor air quality and work with citizens to identify simple actions that can improve air quality in their local streets.

Delivery

- Potential partners: University of West of England, BCC Sustainable City Team
- Timescale: Medium-term

15 Climate change adaptation plan



As a signatory of the Compact of Mayors, Bristol has a long-established approach to climate change mitigation (see action R4). This action will build on this success and develop an approach to adaptation to climate change.

A plan will be developed to future-proof the city by identifying the major climate hazards and their potential impact, a framework for adaptation, and identification of strategies to build climate resilience. Consideration of the issues will be required at a city scale with actions targeted at a local scale with their benefits well communicated.

Delivery

- Potential partners: Bristol City Council
- Timescales: Short-term

16 Establishing a resilient city financing structure



Bristol will explore options for establishing a Resilient city financing structure by aggregating a suite of small and large scale place-based projects focusing on improving local resilience (e.g. flood defences, green infrastructure, community facilities and new housing). The structure would seek to blend public and private money and take a long term view (at least 25 years) to achieve a social as well as a financial return on investment.

Delivery

- Potential partners: Bristol City Council (Economic Development) Bristol Energy and Waste Companies, Bristol & Bath Regional Capital Community interest Company, University of Bristol, University of West of England, Meridiam, Ernst and Young, Microfinance Opportunities, Social Finance, Transform Finance.
- Timescale: Medium-term



PLACE

17 Manage our future flood risk



Tidal flooding from the River Avon has the potential to cause severe damage to the city centre. Bristol's Central Area Flood Risk Assessment (CAFRA) predicts that the current trend of rising sea levels will accelerate due to the impact of climate change, causing the likelihood of tidal flooding in central Bristol⁹.

A strategy is being developed to recommend an adaptive programme, identify when flood risk management interventions are needed and examine how they will be funded.

Delivery

- Potential partners: Bristol City Council Flood team, Environment Agency, Local Enterprise Partnership
- Timescale: Medium-term

18 Wild rainwater streets



Greening local neighbourhoods helps to make our City more liveable, whilst also improving local biodiversity, enhancing sustainable drainage, and reducing the urban heat island effect and improve the city's resilience to climate change. Bristol will build on existing initiatives, including Avon Wildlife's Trust's My Wild Street, Wessex Water's Rainwater City, and Embleton Road SuDs, to develop an approach that communities across the city can engage in.

Delivery

- Potential partners: Bristol Green Capital Partnership, Bristol City Council, Avon Wildlife Trust, Wessex Water, Sustrans
- Timescale: Medium-term

Learning from elsewhere - Metropolitan Urban Forest Strategy, Melbourne

During the Millennium Drought (1998-2007) many of Melbourne's trees were in a critical state, so work had to be undertaken to replant and protect them. Since 2012, 12,000 new trees have been planted. The Urban Forest Visual project developed a map of 70,000 of the City's trees. It provides data on the life expectancy, species of tree and the option to 'email the tree'.

The aim was that residents could know more about the city's trees, their importance and email reports to the Council on the state of the trees. Instead, people used this as a chance to write love letters to trees. To date, 3000 emails to trees have been received from all over the world.

[<http://melbourneurbanforestvisual.com.au/#abo>]

A woman with blonde hair, wearing a black and white patterned sweater, is sitting in a grey office chair and smiling while talking to a man in a blue suit. The man is sitting in a grey office chair, facing the woman. In the background, there is a large window with a brick wall outside. A man with grey hair is visible through the window, looking out. The word "ORGANISATIONS" is written in large, white, bold, sans-serif capital letters across the middle of the image.

ORGANISATIONS

ORGANISATIONS

19 Equality charter



Inequality, lack of social mobility and exclusion from the economic, social, cultural and political spheres are among the key challenges facing Bristol's communities. A range of race equalities groups came together in 2015 to develop a Bristol Manifesto for Race Equality. This manifesto sets out a clear declaration of values, vision, and intentions for the city's communities, a call for action, and a timeline. The Manifesto highlights key areas where racial inequalities persist and where the gaps are widening (retain footnote 11).

The City Council now plans to build on this work by developing an Equality Charter which will apply to the Council and any organisation that the council commissions, grants aid to or procures services from, to include governance, administration and delivery. The council is also committed to addressing the underlying issues facing Bristol in attracting BME candidates for senior positions within the Council.

Delivery

- Potential partners: Bristol City Council (equalities team), Voscur, Avon and Somerset Black Police Association, SARI, Black South West Network, Building the Bridge, Nilaari, Ujima Radio and Somali Media Group.
- Timescale: Short-term

Resilience Value

The persistent inequalities in the City, particularly associated with race, are a negative force in our social connectivity and our economy which threaten our long term resilience. By addressing these issues with focused action we can build a fairer, more cohesive, and therefore resilient future for all Bristol's residents.



20 City knowledge exchange platform



We will explore a range of options for developing an open knowledge platform for connecting people, organisations, ideas and knowledge across the city. It would enable ideas to be connected across themes such as climate preparedness and could connect project ideas with possible funders.

Delivery

- Potential partners: 2Degrees, Bristol City Council, Bristol Green Capital Partnership, Private Sector sponsors. Potential platform partners: Your Priorities
- Timescale: Long-term

21 City Office partnership working



The Mayor is committed to setting up a new City Office to tackle cross-cutting, complex issues through a shared approach to strategic leadership with the ability to deliver tangible outcomes through targeted projects. It will aim to help collective actions, help to remove barriers to change and connect with new people in new ways.

The City Office will provide a strong focus and coordination role for the excellent partnership working that is already well-developed in the City. For example, it will work closely with existing groups such as the Bristol Green Capital Partnership (BGCP) which is an independent leadership organisation founded in 2007. It has more than 850 member organisations, ranging from businesses and the public sector to charities & community organisations. It is currently working on a range of projects towards its vision of 'a sustainable city with a high quality of life for all'.

Delivery

- Potential partners: City leaders (from politics, business, community, public/managerial professional, unions), existing City Partnerships
- Timescale: Short to long term

Resilience Value

In order to address the complex challenges of building long term resilience and to make sure we leverage the social and environmental as well as the economic benefits of focusing on resilience we need to connect across city organisations and sectors. We also need to reach out and connect to the city's diverse communities. The City Office will provide leadership, direction and coordination at a city-scale to harness the potential and deliver on the right priorities to ensure the city is resilient and can prosper in the face of change.

ORGANISATIONS

22 Family friendly city



Despite 25% of the city being made up of those aged 18 or under their views are often neglected. A Family Friendly City conference will investigate what constitutes a family friendly city and will highlight the rights and needs of children and young people as active Bristol citizens and vital city assets. This will include people from a wide range of backgrounds, including UNICEF, small local organisations, as well as the opinions of the youth council and younger children.

Delivery

- Potential partners: UNICEF, Room 13, Architecture Centre, Playing Out, University of Bristol.
- Timescale: Short-term



23

Transformative Leadership



Transformative Leadership is a practical leadership framework that helps individuals and organisations adapt and thrive in challenging environments. It describes the ability to take on the gradual but meaningful process of change, both individually and collectively. The food system, with elements including growing, processing, logistics, distribution, selling, buying, cooking and eating, is complex. In order to drive change to address the long-term stress of food security and develop more resilient approaches, new leadership and skills will be required. The food sector therefore provides an excellent sector in which to pilot this approach. This project will develop and test approaches to delivering this including U-Theory which has already attracted much attention and hundreds of participants in Bristol.

Delivery

- Potential partners: Bristol City Council, Food Policy Council, Bristol Green Capital Partnership, MIT U-Theory (Massive Open On-line Course), Transition Bristol
- Timescale: Short-term

24

SevernNet circular economy plan



SevernNet is a not-for-profit enterprise bringing together businesses and community enterprises in the industrial areas of Portbury, Avonmouth and Severnside to the north-west of Bristol city centre. SevernNet has developed, with bottom up and top down input from stakeholders across the area, an Economic Plan for the area with five key themes. These are Place and Connection, Transport, Skills, Enterprise and Circular Economy.

SevernNet already has the cooperation of 10 key businesses in the areas to start developing initiatives to:

Identify and support opportunities for linkages (e.g. into existing or new businesses and enterprises) and minimising / eliminating waste (complementary to supply chain enterprise initiatives), new models of enterprise; business redesign and renewable energy sources; and

Promoting and supporting opportunities to develop the local sharing economy e.g. tool shares, repair clubs, clothes swaps.

Delivery

- Potential Partners: SevernNet
- Timescale: Medium – long-term

A young boy with short dark hair, wearing a blue school uniform, is sitting at a light-colored wooden desk in a classroom. He is leaning forward, focused on writing in a white notebook with a pencil. The background is slightly blurred, showing other students and classroom decorations. The text "PROSPERITY AND WORTH" is overlaid in large white letters across the middle of the image.

PROSPERITY AND WORTH

25

Varied and frequent experience of work



The Learning City Partnership Board, supported by the Mayor's City Office, is leading the delivery of more varied and frequent experience of work for all young people in the city. The newly created WORKS is the development of a physical and virtual 'Engagement Hub' to bring businesses, education providers and young people together. The aim is to provide career related activities and work placements that will raise aspirations and secure successful career pathways for all, with an accompanying e-portfolio to record young peoples' experience.

Many young people do not have the personal networks to gain varied and regular experience of the world of work, particularly those who are more vulnerable, such as in the care system, and those living in more deprived parts of the city. This lack of experience has a direct impact on young peoples' employability and in turn the development of the local workforce.

A focus on experience of work will galvanize the collective endeavour, building on best practice, of the city's education providers and local employers. Successful local programmes, such as HYPE West, will help to ensure those young people furthest from the labour market are supported into employment. Digital technology solutions to communicate with and engage young people, like Skills Bridge which connects university students with the community projects, will be developed in partnership with the sector.

Delivery

- Potential partners: Learning City Partnership, City Office, City employers and education providers, Bristol City Youth Council.
- Timescale: Short to medium term

Resilience Value

By improving employability prospects for young people in Bristol we are building the workforce of the future to ensure that the city can respond agilely to the changing job market. The focus on increasing access for poorer or vulnerable young people will build resilience into our social system and ensure the city becomes a fairer and more prosperous place for everyone.

PROSPERITY AND WORTH

26

City metrics and Sustainable Development Goals



We will develop a new set of high level city metrics for all stakeholders to aim towards a fairer, happier and more sustainable city. This will help us move away from relying solely on Gross Domestic Product (GDP) - a high level economic growth indicator - as the headline measure of our success.

The work already done by Bristol-based Happy City Initiative, along with the Sustainable Development Goals (SDGs), provide useful frameworks and tools for developing a new, inclusive set of Bristol metrics. These need to be developed and agreed with a wide range of city partners so that they can then be used as the basis for designing and evaluating future city policies and programmes across different organisations and policy areas. They can also be used to raise public awareness and as a mechanism to anchor the city's international engagement.

Delivery

- Potential partners: Happy City, Bristol SDG Alliance, Bristol City Council (Intelligence, Policy, International, Open data), Bristol Green Capital Partnership; Common Good; Health and Wellbeing Board; Local Enterprise Partnership; Local Nature Partnership, Black Network South West
- Timescale: short term (awareness- raising) and medium term (implementation)

Resilience Value

A set of metrics that measures city progress against parameters such as wellbeing, and inclusion alongside traditional economic indicators will help us move towards fairer and more sustainable future growth across the city and region.

PROSPERITY AND WORTH

27 Engine Shed 2



The Engine Shed is a venue designed to host a hub of activity where entrepreneurs, business leaders, academics, students and corporates can collaborate. It is recognised as a prominent, active, innovative and provocative environment dedicated to promoting sustainable economic growth in collaboration with a number of significant partners.

The intention is to build upon the success of the first phase of the Engine Shed to implement the Engine Shed Phase 2 (ES2). This will be embedded in the existing facility and aims to build something more powerful and sustainable. It will provide more floor space for business incubation, business growth and space for meetings, collaboration, teaching, exhibition, display and discussion¹³.

Delivery

- Potential partners: University of Bristol, Bristol City Council
- Timescale: Short-term

28 Protecting and Valuing green space



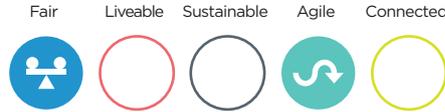
We will develop a high level assessment of the financial value of green spaces across the city to assist with future investment decisions. A valuation analysis of the natural capital in Bristol's parks will be conducted, which includes certified values of each ecosystem service. There is a lack of sustainable funding for green infrastructure. This assessment will provide an evidence base to support increased uptake and delivery of green infrastructure projects, both improvements to existing green space and delivery of new projects.

Delivery

- Potential partners: Bristol City Council (Parks and Environment), Avon Wildlife Trust, Local Nature Partnership, Natural Capital Trust, Bristol & Bath Regional Capital CIC, Earth Economics, The Nature Conservancy, Arcadis
- Timescale: Medium-term

PROSPERITY AND WORTH

29 Young Future Bristol



The young people of Bristol need to be equipped with digital skills today to make sure they are not excluded from accessing the growing future jobs market in the region's digital and high tech sector. The school curriculum is not equipping pupils with these skills and most children from less privileged families do not have opportunities to gain these skills outside of the school setting. Young Future Bristol has been set up to target this future skills gap and build a new generation of coders and technologists and internationally to support the delivery of a technology engagement programme for young people. They provide the "kit" (laptops and Raspberry Pis) and technical expertise and guidance to help young people develop digital skills for the future workplace.

Delivery

- Potential partners: Digilocal - led by High Tech Bristol and Bath with sponsorship from local businesses, CodeClub and DigiLocal clubs, Knowle West Media Centre, Bristol City Council Cities of Service team
- Timescale: Short - medium-term

30 Active and healthy ageing



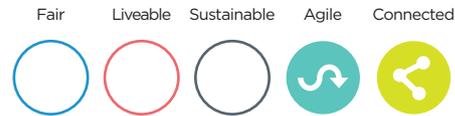
The ageing population is a challenge for the future of the city. We need to support older people to remain independent and active as citizens and within the economy as long as possible so allowing them to live more fulfilling lives as well as reducing the impact on public spending and public services. We make sure Bristol is a good place for people to grow old. We also need to explore and develop new ways of providing the support that older people will need.

One such innovation in development is the plan to create a supportive mechanism for older people (over 55) to continue in, or re-enter, the job market. This may take the form of a bespoke older people's employment agency offering opportunities to have internships working with partner organisations and companies.

Delivery partners

- Anchor Society, Business in the Community, University of West of England, Bristol City Council (Policy, Planning, Adult Social Care), Bristol Ageing Better, Age UK, Older People's Forum, Business West, West of England Enterprise Partnership.
- Timescale: Short to long term.

31 Open data platform



Bristol City Council's Open Data goal is to unlock value for the Council, citizens and businesses by sharing Bristol's data to address city challenges, promote innovation and make the city more open and accountable. The council already shared over 130 data sets on its Open Data Platform but in order to extend reach and impact the council is currently developing its open data ecosystem to make it easy a possible for employees, external organisations and citizens to interact with data.

The Council also understands that publishing and encouraging access, use and re-use of data is only a part of the process, and is therefore committed to an ongoing community engagement programme. Current engagement activity includes, but is not limited to, an open data challenge series and support in the delivery of 'The Bristol Approach to Citizen Sensing' with Knowle West Media Centre.

Delivery

- Potential partners: BCC, Knowle West Media Centre
- Timescales: Short-term

32 Natural Capital Trust



We will support the development of the Natural Capital Trust (NCT) as an innovative mechanism to deliver enhancement in the quality of the natural environment across the West of England region. The NCT will act as a conduit of funds from developers, and from potential beneficiaries of Payments for Ecosystem Services schemes, to support a range of projects which ensure provision of services by ecosystems, enhancing (amongst other things) resilience to the effects of climate change and of the region's infrastructure.

Delivery

- Potential partners: Bristol City Council (and other UAs in the region); West of England Nature Partnership; Health and Wellbeing Board; Local Enterprise Partnership; utility providers; developers; English Nature; Environment Agency; Highways Agency.
- Timescale: Medium-term

An aerial photograph of Glasgow, Scotland, showing the Clifton Suspension Bridge crossing the River Clyde. The city is densely packed with buildings, and the river winds through the urban landscape. The sky is filled with soft, white clouds.

REGIONAL TO GLOBAL

REGIONAL TO GLOBAL

33 100RC Post Industrial Group – Next Economy



Whilst Bristol has a great story to share, we have a lot to learn from other cities. We want to explore how other cities are addressing the legacy of post-industrialisation to transform into thriving and vibrant places

We will work with the post-industrial cities of Glasgow, Boulder, Durban, Huangshi, Melbourne, Pittsburgh, Rotterdam and Vejle to share best practice and develop new innovative approaches to local challenges.

Delivery

- Potential partners: Multiple platform partners, including Arup, Arcadis, EY, CISCO, Microsoft, Siemens, Veolia, WWF, and others.
- Timescale: Medium-term

34 Urban Integrated Diagnostics



The Urban Integrated Diagnostics project promotes research and innovation initiatives that help to improve the city's health, well-being and prosperity as they face up to challenges of modern urban living.

The Bristol 'pilot' project will bring citizens together with researchers, local authorities and partners from business and the third sector aimed at investigating the very real challenges facing the city across four areas: mobility and accessibility, health and happiness, equality and inclusion, and tackling dependency on fossil fuels. Bristol will learn from other pilot cities of York, Leeds, Newcastle & Gateshead, and Birmingham.

Delivery

- Potential partners: Bristol City Council, South Gloucester City Council, University of Bristol, University of the West of England.
- Timescale: Short-term

REGIONAL TO GLOBAL

35 Resilience Impact Assessment



Bristol City Council currently requires major initiatives and investments to be subject to an Environmental Impact Assessment (EIA) and an Equalities Impact Assessment (EQIA). The use of a resilience lens to assess the impact of initiatives and projects would provide an integrated and systemic view of risks and impacts associated with city interventions. Some 100RC cities such as have introduced the use of the resilience lens to assess projects. New Orleans, for example, has established a Resilience Design Review Committee for regular project review.

The release of this strategy provides a timely opportunity to consider how resilience is embedded into design and implementation of city and regional projects. A group of officers will be convened in the City Council to develop proposals for integrating resilience thinking into internal assessment processes.

Delivery

- Potential partners: Bristol City Council, 100RC Cities
- Timeline: Short-term

Learning from elsewhere: Resilience Design Review Committee, New Orleans

The City of New Orleans has established a Resilience Design Review Committee to undertake regular project reviews. This meets monthly to review and advise the CRO on all construction projects either funded as a resilience programme or that have storm water and green infrastructure components.

<http://nola.gov/resilience/designreview/>

36 Resilience and West of England devolution deal



Bath, Bristol and South Gloucestershire councils have proposed £1bn West of England devolution deal which is now up for public consultation. The deal would devolve, from the government, agreed funding and powers to the region, including decisions regarding transport, investment, funding, skills training, business support, housing and strategic planning.

A workshop to explore how devolution of funding and powers could improve city resilience will be undertaken, and integrated into the new governance structures.

Delivery

- Potential city partners: Bristol City Council, Bath and North East Somerset Council, South Gloucestershire Council.
- Timescale: Medium-term

37 British Standard on city resilience



The British Standards Institute is working to develop a good practice guidance standard in relation to city Resilience.

Bristol, amongst other 100RC cities, will host a workshop to inform the development of the standard, peer reviewing the intended approach. This is to reflect the status and work that is continuing in Bristol to make it more resilient.

The standard will act as guidance for the city leaders and as a management framework for executives with responsibility for different resilience themes within cities.

Delivery

- Potential partners: Cabinet Office, Glasgow, Manchester, London, 100RC
- Timescale: Short-term

38 Climate Strategy and Energy Framework



Bristol City Council has created the framework 'Our Resilient Culture: A Framework for Climate and Energy Security' as part of Bristol Green Capital 2015. This is the start of an ambitious process which seeks to create integrated, adaptable and inclusive sustainable city. This low carbon plan will be vital to reach the 80% reduction in greenhouse emissions by 2050 which is Bristol's Compact of Mayors target.

This is to be annual reviewed and refreshed every three years, to provide a continuous process of improvement and ensure that all co-benefits anticipated are as effective and relevant as projected. This will review periodically to consider extra additions such as including scope 3 carbon emissions in the carbon profile.

Delivery

- Potential partners: Bristol City Council
- Timescale: Medium-long term

REGIONAL TO GLOBAL

Building on Success: Bristol Energy Company and Bristol Waste Company

In 2015, Bristol launched the third municipal energy company in the UK. Bristol Energy is a fully licensed energy supply company, wholly owned by Bristol City Council.

The Energy Company aims offer competitive, fair and simple energy tariffs with any profits reinvested back into local communities. Over time it will become the delivery vehicle for major energy efficiency and low carbon energy projects. Its initiatives focus on supporting customers to use less energy, make homes cheaper to heat and helping communities become more self-sufficient.

This provides a new model of ownership, allowing a focus on the delivery of public good. It is an approach that has been replicated with Bristol Waste Company. Bristol will learn from this way of working, which may be replicable in other areas.

39

Adaptation & resilience framework for the Bristol Avon catchment



This is a multi-agency collaborative initiative to identify opportunities and risks for organisations by climate change disruption and economic austerity through greater integration of actions across sectors and political boundaries working at a catchment scale. This innovative initiative is in the process of engaging with other key strategic planning organisations and infrastructure providers to understand the interdependent risks and opportunities and deliver cross-sectoral adaptation actions in spatial planning at a catchment scale. It will address relevant Global Sustainable Development Goals at a local scale and highlight where the enhancement of our regional natural capital could be made in multiple distributed locations, to deliver multi-beneficial outcomes from collaborative investments.

The work stream currently involves aligning this work with current and future strategic planning. By integrating the framework into existing work streams, operational and investment plans, development decisions can be made based on wider identified risks, with wider costed solutions and routes to delivery that enhance the value of existing and future investments in the region. The Framework will begin to address local adaptation based on the risks identified in the latest UK Climate Change Risk Assessment July 2017 and other more specific locally identified risks. The Framework will share best practise with the Local Adaptation Advisory Panel who will be advising central government on the next National Adaptation Programme due in 2018. The ultimate aim is to create an attractive sustainable place for future generations, with a strong regional economy and enduring infrastructure supported by sustainable agriculture and resilient natural capital.

Delivery

- Potential partners: Wessex Water, Environment Agency, Natural England, Highways England, BCC, South Gloucestershire, Bath and North east Somerset Council, Wiltshire County Council, West of England Nature Partnership, Wiltshire Wildlife Trust, West of England Local Enterprise Partnership, Wiltshire and Swindon Local Enterprise Partnership, Bristol Water, Bristol Avon Catchment Partnership.
- Timescales: Medium-term to Long term

Resilience Value

This approach is bringing together a wide range of stakeholders with diverse interests to plan in an integrated way for the long-term resilience of our region's natural resources. This offers a resilience dividend in terms of increasing resilience to climate change risks as well as improving biodiversity, recreation, food production and reducing costs associated with treating polluted water course.

40 Horizon scanning



In order to keep preparing for change we will need to carry on anticipating future trends and risks. Whilst the Civil Contingencies Act currently limits forward planning to 5 year time horizon the government recognises the merits of longer-term planning and the Ministry of Defence’s (MoD) Development, Concepts and Doctrine Centre is constantly y in engaged in anticipating future global trends with a 30 year out time horizon. In Bristol we would like to use and build on this work as well as the future scenarios developed by Arup for this strategy (see Appendix 1) to evolve our planning for emerging challenges such as security of infrastructure and other city services to cyber threats.

Delivery

- Potential partners: Potential partners: Bristol City Council Civil Protection Unit, Schumacher Institute (Prepare for Change programme), Arup, MoD Development, Concepts and Doctrine Centre, 100RC network, 100RC Platform Partners
- Timescales: Short to medium-term

Resilience Value

Horizon scanning and keep abreast of weak signals and emerging global trends will help us to be an agile city that can respond to change and develop integrated, cross-sector and multi-agency response to complex challenges such as cyber security.

41 Bristol is Open



Bristol Is Open (BIO: <http://www.bristolisopen.com>) is a Joint Venture between the Bristol City Council and the University of Bristol. BIO is deploying a city scale open and programmable test-bed for experimentation and digital innovation in smart cities. Embedded new technologies cut across all aspects of the city development including ultra high-speed connectivity, Internet of Things (IoT), cyber-security, data analytics, transport and utilities. BIO works with local partners, SMEs and large corporations to develop and demonstrate technology solutions and services for smart cities.

Bristol Is Open advocates that smart technologies are a critical enabler for resilience in cities.

Delivery

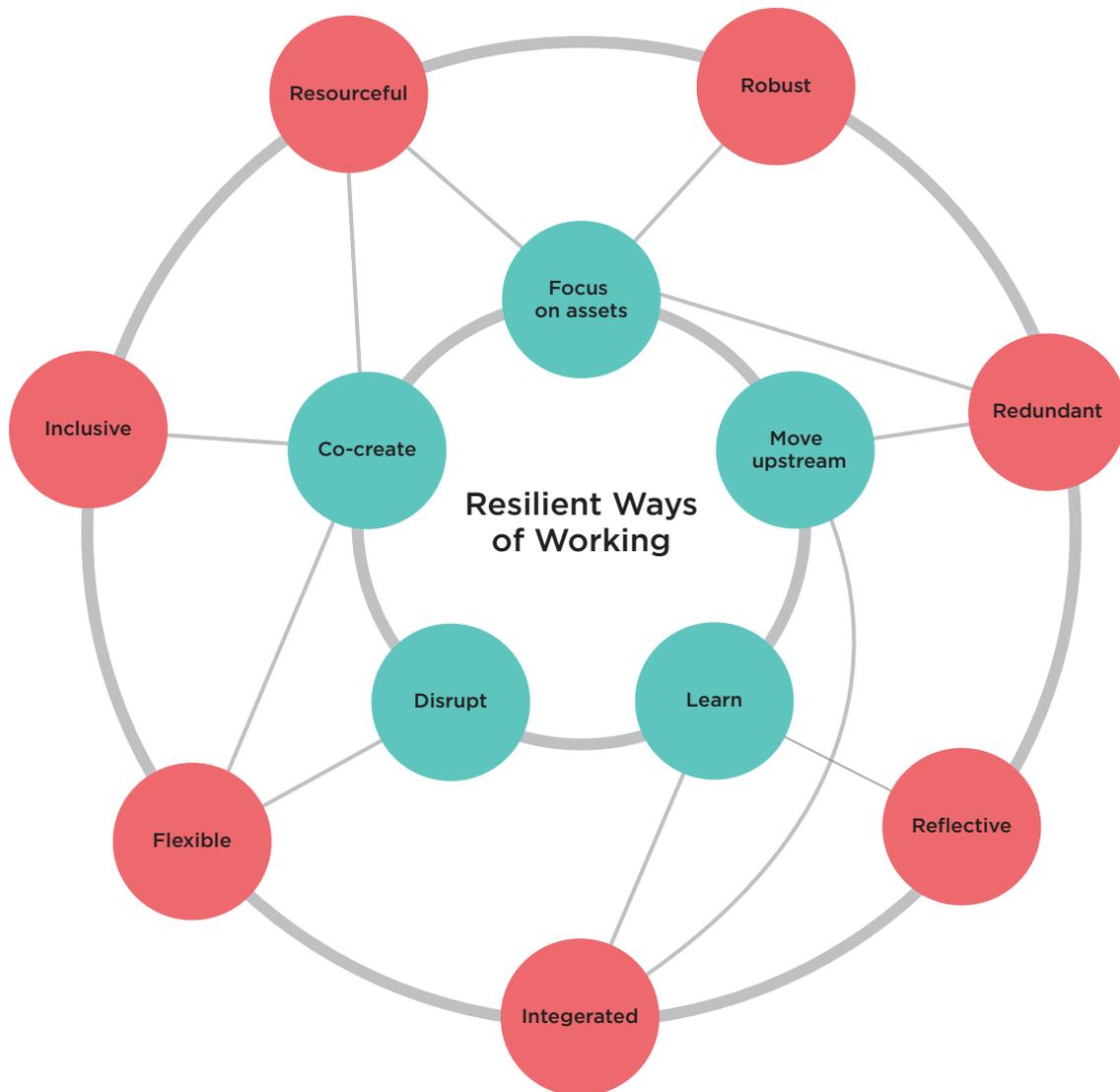
- Potential partners: Bristol City Council, University of Bristol, Local Partners (Enginshed, WaterShed, @Bristol, Knowle West Media Centre), strategic partners (NEC, Interdigital, Nokia)

Resilience Value

The “smart” offering in Bristol Is Open, is guided by the principle that every resident should have access to technologies that are essential for their productivity, wellbeing and enjoyment. The unique proposition on programmability empowers local residents, communities and businesses to innovate and develop new smart capabilities to better serve their social and economic needs and ultimately enables new approaches that will help the city to prosper.

6. OPERATIONALISING RESILIENCE

The Strategy sets out a clear framework and set of resilience lenses through which to prioritise actions which will ensure the city is on course towards a flourishing future. It will also be important for individuals and organisations to change and adapt the way they work to meet the fiscal, social and environmental challenges ahead. Through the process of developing the Strategy, five ways of working have been identified that are strongly aligned with the qualities of resilience – see Fig X.





It is a positive way to work with people by identifying what they value most and then shaping public services that meet real needs.

These ways of working are not new to the city; as described below there are many examples of organisations already piloting or embedding these approaches.

The five ways of working are;

1. FOCUSING ON ASSETS

An asset-based approach recognises and builds on the human, social and physical capital that exists within local communities. It is a positive way to work with people by identifying what they value most and then shaping public services that meet real needs. This is in contrast to a deficit model which tends to focus on the negative aspects in communities and try to “fix” them.

Asset Based Community Development Approach (ABCD) in Bristol

The Bristol City Council Community Development team has been piloting the ABCD approach with some communities in the city and there are many stories emerging about how communities are taking action to make things happen in their neighbourhoods. One such story is Bristol ‘Soup’ in St Pauls. Four Bristol women came together to organise the first Bristol ‘Soup’, an idea which came from Detroit in the US and there are a few across the UK. As the name suggests it’s a big eating (or drinking) of Soup! People pay for a bowl of soup (which has been donated), local groups pitch to win the money taken on the night and the audience votes for the idea they like the most. The first event saw 80 people attend at St Pauls Learning Centre and raised £320. Of the four pitches the favourite was Bristol West Indian Cricket Club who went away with the winnings. They were featured in a programme on Made in Bristol TV.



Bristol has been piloting and developing an approach to early intervention in troubled families which have yielded impressive results.

2. MOVING UPSTREAM

There is strong evidence that tackling “upstream” factors in people’s lives such as housing, neighbourhood conditions and access to jobs can reduce “downstream” disparities in health – particularly among racial and ethnic minorities. The principle of moving upstream can be applied more broadly to thinking about preventing or averting difficulties in people’s lives before they become a problem to solve. Bristol has been piloting and developing an approach to early intervention in troubled families which have yielded impressive results. The principles can be extended to most areas of service delivery to ensure that risk factors are identified, and treated holistically by a range of professionals working together, before they become entrenched and costly problems to solve.

Think Family

Bristol’s Think Family programme is achieving life-changing results for the city’s troubled families. The council, working in partnership with Avon and Somerset Police, has developed an approach to identify vulnerable children at risk of sexual exploitation and delivering necessary support at an early stage. Underpinning the approach is the marriage of a data warehouse containing the records of 170,000 individuals across 54,000 families and advanced predictive analytics most commonly used to predict risk in the finance sector. The outcomes are impressive. Adopting this approach, that requires professionals to see the problems facing a family as a whole and to treat these issues holistically, the team has increased the number of families that can be supported from 150 to 1000 per year. There has been a 50% reduction in unauthorised school absences, the number of police call-outs has halved and there has been a three-quarters drop in adults requiring Anti-Social Behaviour intervention. The result is an adaptable model that is identifying families at risk of breakdown and enabling intervention before issues become entrenched. The programme is a beacon of best practice, attracting substantial government interest with nearly 50 local authorities already learning from it.



3. CO-CREATING

In the business world, co-creation means involving your customers in produce design because it makes good business sense. There is a growing recognition that this approach also pays dividends when designing and delivering services in the public sector. Creating new solutions with people, not for them, can help drive radical innovation. However, this requires a culture-shift away from top-down, bureaucratic processes. In Bristol there is a real appetite for co-creation and many city partnerships have been established to help drive this new way of working. One example is the way the new Bristol Impact Fund was developed. The proposed city Office will be an important vehicle for encouraging and modelling ways of co-creating solutions.

In Bristol there is a real appetite for co-creation and many city partnerships have been established to help drive this new way of working.

Bristol Impact Fund

Bristol City Council currently invests around £7.7m per year in grants to Voluntary and Community Sector (VCS) organisations. Historically these grants have been delivered through many separate funding streams with no single view of how well that funding is working for the city as a whole for example in reducing inequalities or improving health and wellbeing. The decision was taken to align the grant streams through one “Prospectus” in order to focus on priorities and challenges and be clear about outcomes. This Prospectus, which was developed in partnership with VCS partners led by Voscur, represents an exciting and bold step forward in how the Council works with VCS colleagues to co-design and co-create a shared view of how to address the needs in our city. It also represents a clear commitment to work with the expertise and local knowledge of the VCS to shape and deliver the right support and services to those most in need of support.



In Bristol we already have a strong culture of disruption for social innovation and we can build on this and grow our confidence to proactively shape the future city that we want for our children and grandchildren.

4. DISRUPTING

As discussed in Section 1.5 the idea of “disruption” is central to challenging business as usual and unlocking parts of the system that are not currently steering us towards a resilient future. The idea may not sit comfortably with many people – it’s always easier to work within the status quo – but the challenges ahead such as climate change and population growth are too big to sleepwalk into the future cling onto the status quo. And anyway, disruption will happen whether we like it or not; you only need to look at the phenomenal success of Uber or AirBnB to see that change will happen in spite of the system. In Bristol we already have a strong culture of disruption for social innovation and we can build on this and grow our confidence to proactively shape the future city that we want for our children and grandchildren.

The Bristol Pound

Bristol’s currency – the Bristol Pound (£B) – was launched in 2012 as a collaboration between the Bristol Pound Community Interest Company, Bristol Credit Union, Bristol City Council, the Transition Network, New Economics Foundation and QOIN. The currency, like the Brixton Pound and other UK schemes, aims to create local economic resilience and greater self-determination by disrupting patterns of globalisation and chain-store dominance. Four years on there are more than £B1million in circulation in the city and the BPound team are now working with some of the 900 businesses enrolled in developing an interest-free credit scheme across their supply chains. Some of the benefit some of the benefits to the city of using the BPound are:

- Shortening the supply chain and hence carbon footprint (outlets using the BPound have to demonstrate they source products/ ingredients locally);
- Building a culture of shopping locally which contributes to neighbourhood social cohesion;
- Reducing shopper’s car trips/car emissions as most BPound shops are walking distance in neighbourhoods



In 2016 Bristol became the first city in England to become part of the UNESCO Global Network of Learning Cities.

5. LEARNING

Individuals and institutions that are reflective use past experience to inform future decisions, and will modify standards and behaviours accordingly. Bristol is already committed to promoting individual learning and in 2015 set up the Learning City partnership to: champion learning for all ages and all communities; commission activity to increase participation and achievement; communicate messages about learning; and celebrate the benefits of learning as a way to transform lives. In 2016 Bristol became the first city in England to become part of the UNESCO Global Network of Learning Cities.

Institution learning to transform the city: Urban Living Programme

Institutional learning in a city tends to happen in an ad hoc way beneath the collective radar. The Urban Living Programme (ULP) has created an opportunity for highly visible institutional learning to occur across sector and thematic boundaries by taking a “whole city” approach. The shared learning – and new ways of working together – derived from this first-of-its-kind investment by the seven UK Research Councils and the government’s innovation agency is aimed at aimed at rewriting the blueprint for the evolution of city living.

Bristol was one of five cities awarded ULP funding along with Birmingham, Leeds, Newcastle and Gateshead and York. The Bristol project team - Urban Integrated Diagnostics (Urban ID) - has forged an innovative partnership across two universities (Bristol and West of England), two local authorities (Bristol City and South Gloucestershire), Bristol Green Capital Partnership, Bristol Health Partners and 11 other organisations.

The Bristol Urban ID partnership will carry out a shared enquiry into the question: what is stopping Bristol from bridging the gap between its current situation and the desired future as encapsulated in the City’s various visions and aspirations?

The learning from this pilot phase will help to develop a cadre of cross-sector city leaders and organisations that are willing to challenge the prevailing ‘business as usual’ approaches and test out new ways interdisciplinary and participatory ways of working that empower citizens and put end users at the heart of decision-making processes.



7. NEXT STEPS

Developing this Strategy has been the first step on the journey towards a more resilient and flourishing future. All the stakeholders involved – including the Resilience Sounding board – are fully committed to taking this forward to implementation. The next steps now are to:

- Establish ownership – the proposed Mayor’s City Office offers a strong place to hold the Strategy and oversee its future implementation;
- Secure additional resource – the funding from 100RC for Chief Resilience Officer ends at the beginning of February 2017;
- Develop and investment programme to work with 100RC platform partners – there is up to \$5million of pro bono city tools and services on offer to Bristol and the region which will need to be matched with city priorities;
- Carry on the city conversation and work out how to use this Strategy as a living document...it doesn’t end here, this is just the start!



FOOTNOTES

1. A citywide local currency, see bristolpound.org
2. A group developing new measures for citywide happiness and wellbeing, see www.happycity.org.uk
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15. "A Platform for Collaboration" [<http://www.engine-shed.co.uk/about/>] 5 August 2016
16. An inclusive growth monitor for measuring the relationship between poverty and growth, Joseph Rowntree Foundation, 2016, accessed 22/08/16 at <https://www.jrf.org.uk/report/inclusive-growth-monitor>

APPENDIX

Bristol 2066

Resilience scenarios

May 2016

ARUP

Bristol 2066
Resilience scenarios

Context and usages

The purpose of scenario thinking is not to identify the most likely future, but to create a map of uncertainty — to acknowledge and examine the visible and hidden forces that are driving us toward the unknown future. Scenarios are created and used in sets of multiple stories that capture a range of possibilities, good and bad, expected and surprising. They are designed to stretch our thinking about emerging changes and the opportunities and threats that the future might hold. They allow us to weigh our choices more carefully when making short-term and long-term strategic decisions, and they can help us identify gaps in knowledge and priorities for further research.

In order to build a “scenario set”, two orthogonal axes are selected that best exploit two key future uncertainties. These axes define a matrix of four quadrants, each of which represent four contrasting but credible futures.

Scenarios are a potentially powerful tool for developing and testing policies. They can help policy makers develop a more nuanced, flexible response to future possibilities, and to better anticipate and manage risk in the context of future uncertainty. In addition to helping organisations (including nation states) make better informed, more robust decisions, scenarios can be used to challenge preconceived views of the future and associated policies.

Scenarios can provide a good framework and tool for facilitating a strategic discussion on policy options, in meetings or in a workshop setting. Where possible, a cross section of stakeholders should be engaged in the policy development process so that they can contribute to the analysis and have shared ownership of the outcomes. Metrics can also be used to provide early warning signs of future developments and directional change.

Wind-tunneling policy:

The future is likely to contain elements of multiple scenarios in a combination that cannot be anticipated. It is therefore useful to test current or future policies against a range of scenarios to see how effective they are. The objective of policy analysis is explore which policies are going to maximise the opportunities and mitigate the challenges, and which are resilient to the future shocks in each scenario.

When analysing different options under each scenario, it is important that users indicate how a policy or range of policies will be implemented in a specific scenario. While similar policies may be developed across a range of scenarios, the methods of delivery may be quite different. Potential interactions with the policy objectives should also be explored.

This process is often called wind-tunnelling and it can be undertaken in a workshop environment by a policy team or a broader mix of stakeholders. The latter generally provides better insights and more robust analysis.

In all cases, care is needed to safeguard against preconceived views on both future context and in relation to specific policies.

When testing policies against scenarios it is crucial to consider:

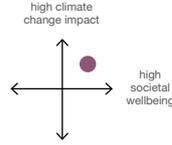
- The relevance of a policy, as it may not be a significant issue in a particular scenario
- Their practicality, as the policy may not be effective given the conditions in the scenario, or it may not be politically or financially deliverable; and
- Their implementation, as it may be that a policy is potentially successful across a range of scenarios but the way it is presented or implemented in each could vary.

Decisions taken should not simply be based on a scoring of policies against the scenarios. There may be sound reasons why a policy that is contingent on a particular scenario should be implemented. In these circumstances the analysis can be used to consider how the policy could be adapted to make it more robust in other scenarios and to consider the associated risks.

Scenarios should not be seen as a mechanical approach to achieving the ‘right’ policy. They do not remove future uncertainty and there are other complimentary policy tools that can be applied.

Sources: Sami Consulting and Global Business Network (GBN)

Thrive & Survive



Timeline:

2019

The first mayor is elected for the Bristol city region, covering the four Unitary Authority areas (Bath and North East Somerset, Bristol, North Somerset and South Gloucestershire)

2021

Water scarcity and record numbers of natural disasters intensify worldwide migration patterns

2036

Record insurance claims follow severe flooding in the Bristol city region

2045

The remains of the West Antarctic ice sheet collapses due to a number of tipping points having been triggered, including massive methane release

2046

The Warsaw Educational Reform Protocol puts sustainability at the core of secondary school curricula globally

2050

Bristol fails to reach its carbon neutral target set in 2015

© Arup

Shocks & Stresses:

- advanced climate change
- extreme weather
- major infrastructure failure
- economic downturn
- environmental degradation
- anti-microbial resistance
- water shortages
- food supply

2066 Narrative:

Strong political leadership, community cohesion, civic responsibility and a sharing economy are credited with having maintained relatively high levels of social wellbeing in challenging times. Looking forward, it is feared that this could be eroded as further climate change unfolds. Despite significant investment in technology and low-carbon energy solutions, evidence suggests that key tipping points have triggered a highly unstable phase of advanced climate change. The Bristol city region regularly suffers from excessive rainfall and flooding, in addition to occasional and protracted heat waves during the summer months as temperatures reach 40°C (104°F). Intense periods of drought

occur every 2-3 years. To date, these events have periodically impacted the local economy, on account of disruption to business activities and services. Far-sighted mitigation and adaptation strategies have helped to limit climate change impacts on essential services such as transport, healthcare and education. Systems are adaptive and able to learn, thereby flexing according to context and circumstances. The private sector has part-funded measures to protect the local watershed, river basin and catchment areas with the Avon Barrier providing energy generation and additional road access across the River Avon.

People

The population has grown significantly, as a result of inward migration and indigenous growth. New pressures are expected due to further population growth – on housing, transport, health and education in particular. Bristol is piloting a range of educational and vocational programmes aimed at nurturing a new generation of work-ready youths. Multi-culturalism is thriving and a wide cross-section of Bristol society actively participates in political and cultural life.

Places

Green and blue infrastructure helps to protect Bristolians from severe flooding and drought. Adaptation measures are providing important socio-economic returns. Bristol has learnt to cope with excessive rainfall. A new wetland area, the West of England Estuary, has proved successful in mitigating flood impacts while acting as a year-round wildfowl and wetlands centre. Sea level rise has been negligible to date. However there are concerns that this may scale dramatically.

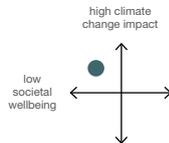
Organisation

With the election of the first city region mayor in 2019, significant decision making powers have devolved to the local level. However, climate change and energy remain under central Government control. The Local Resilience Forum (LRF) brings together the police and other emergency responders.

Prosperity & Worth

Bristol society places great value on green space, nature and ecosystem services. There is a closer relationship between rural hinterlands and cities in relation to food, energy and water. The extensive water park along the Gorge breathes new life into the area and makes the most of this impressive asset at the heart of the city region. A diverse mix of housing types and tenures ensures that homes are affordable.

Survival of the Fittest



Timeline:

2020

Evidence suggests that 80% of under 35s in Bristol are unable to purchase their own home, marking growing inequality

2033

High dependency ratios lead to a pension crisis in Japan and parts of Europe, sparking a prolonged global recession

2038

A distressing year of riots amongst the informal settlements in St Pauls

2045

The NHS collapses due to a massive rise in demand for health services following a national pandemic

2049

Global shortages of food and water have triggered mass movements of people, leading to conflict and famine

2050

Bristol fails to reach its carbon neutral target set in 2015

2052

The insurance market collapses rendering many asset classes uninsurable. The unprotected Bristol's Harbourside 2052 food causes the ss Great Britain to capsize

2059

Arctic summer ice melts completely for the first time

© Arup

Shocks & Stresses:

- resource scarcity, food & fuel supply
- international event
- pandemic
- critical infrastructure
- advanced climate change & extreme weather
- economic downturn
- civil & political unrest
- cyber security

2066 Narrative:

Global efforts have failed to curtail carbon emissions and the world is now experiencing run away climate change. A third of all species are at high risk of extinction and marine food chains have collapsed. GM food is accepted as a much needed technology response. Successive changes in UK government policy have resulted in mismanagement of the associated risks. Extreme weather events cause persistent disruption, knocking out critical infrastructure with increasing regularity in Bristol. Communications are occasionally interrupted by blackouts and brownouts, and periodic floods and heat waves wreak havoc in terms of transport, energy, housing and access to services. Sea levels are beginning to impinge on waterfront property, forcing adaptation or demolition. The NHS has collapsed as climate change has

brought new, more virulent strains of virus to the UK. Multi-cultural society has become fragmented, and a dominant underclass has emerged. Communities cluster together, some trapped in dense high-rises while others take to living in makeshift flotillas and squatting in Colston Tower and other abandoned properties. Farming collectives patrol and protect crops. Deforestation is rampant as fuel is becoming increasingly scarce. The affluent minority has moved overseas, or to fortress communities in the countryside. A wealthy enclave remains in Clifton on high ground. Areas of Clifton Downs are being used for food production so the wealthier have access to local produce. Private security is a lucrative business and cyber-crime is rampant.

People

The population has swelled and social tensions run high. Communities are fragmented and xenophobia is on the rise. Informal Settlements have formed in St Pauls and many historians have commented on the similarities with the riots back in 1980. The young and elderly are most vulnerable to climate change impacts. Public disorder and crime is rife. Clifton community have turned their back on the city and face outwards, towards the rural, food growing hinterland.

Places

Bristol city becomes increasingly dense with the population reaching half a million residents by mid-2025. Heat waves are felt even more keenly in the city and green and blue infrastructure fails to contain the effects of extreme weather. The Cumberland basin is completely submerged and The Portway is no longer accessible. Widespread deforestation has gradually denuded Leigh Woods and Blaise Castle Estate.

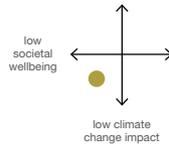
Organisation

Decision making in the UK is even more centralised with even less ability for local areas to make decisions in their locality. Thousands of grassroots organisations have formed in the city, many of which have adopted an anarchy philosophy. Municipal services are reduced due to lack of funds, causing progressive urban decay.

Prosperity & Worth

GDP is still used as a metric to measure economic activity and success in the UK, but it is one which shows Bristol to be failing dramatically, along with many other cities worldwide. Unemployment is at its highest rate for decades.

Regulated Carbon



Timeline:

2025

The first organisations in Bristol take on the 4-day week proposals. Bristol Post headline suggests we are becoming "lazy" and "unproductive".

2026

The European Union collapses

2033

The UK's first driverless cars take to the roads in Bristol

2038

Massive flooding in Bangladesh forces climate change back up the political agenda

2039

The UK government appoints a Carbon Commissar to enforce personal carbon rationing

2040

Bristol Port and Bristol Airport close due to carbon controls. The M32 becomes a PRT Highway

2043

A chemical weapons attack is launched on a major European city

2058

Cyber-criminal activity paralyses one of the busiest shipping hubs, impacting global supply chains, logistics and food distribution

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Shocks & Stresses:

- moderate climate change
- severe weather
- economic recession,
- civil and political unrest
- cybersecurity
- terrorism and malicious attacks
- social inequality

2066 Narrative:

An international coalition, of which the UK is a part, is losing a protracted war on terror. There is a much-feared CBRN threat (chemical, biological, radiological, nuclear), although this has only manifested overseas to date. While occasional extreme weather continues to impact the UK, it is thought that climate change has been largely contained to within 2 degrees. Across the UK, lifestyles are determined by a strict and enforced scheme of carbon consumption control, imposed by UK central government and overseen by a Carbon Commissar. As with many other woodlands across the UK, access to Leigh Woods has been prohibited in order to safeguard its carbon sequestration function. Rail and bus services have been re-nationalised. External costs are

internalized and "priced in" to goods and services. This has contributed to a relatively high cost of living. Horizons and mobility have shrunk to the extent that people live a more local and community-focused lifestyle. The government continues to promote the development of green and innovative technology. However, it is often accused of having favoured the wrong solutions. Smart grids and intelligent transport systems are shown to be vulnerable to hacking. Wider cyber-criminal activity has resulted in increased theft, extortion and blackmail. Fear and insecurity has become rife, linked to the digital lifestyles that have been taken for granted for so long, particularly as Bristol was a pioneer in integrating digital technologies into the City's operations.

People

Inflation has led to an increased cost of living. Imported goods are also expensive. Many basic consumer needs are met by local Bristol businesses and producers, all of which are burdened by enforced carbon accounting requirements and labelling. Some people have good relationships with neighbours, but others are increasingly socially isolated.

Places

Public transport systems, comprising light rail and trams, have been established in Bristol. Car use is severely limited due to carbon consumption controls and measures. The M32 becomes the first Personal Rapid Transit (PRT) Highway route in the city. The city is more self-contained, but with digital technologies creating connections elsewhere.

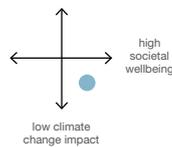
Organisation

Local authorities have very little power or funding. Historians have remarked that they now perform a similar role to that of parish councils in the early 21st Century. Power largely remains in the hands of central government. Bristol city region is the first to approve a 4-day working week as normal practice.

Prosperity & Worth

The aerospace industry in Bristol has collapsed, bringing about a significant loss of local jobs. As a result, there is a huge shift towards local service and "maker" jobs, such as crafts and artisan food production. National strengths in green technology which can also be seen in Bristol.

Green & Smart



Timeline:

2018

Government targets are made legally binding at COP24

2020

Transport for Greater Bristol was established in 2020 as a result of the Cities and Local Government Devolution Act of 2016. Bristol city imposes rent controls on private sector rented properties

2029

The C400 Cities Climate Leadership Group ratchet up city GHG emissions targets

2030

The M32 is demolished and the River Frome is opened up and made accessible

2037

Producers are required by law to design goods for disassembly and reuse in Europe

2040

Bristol announces its decision to become a car-free city centre

2045

Following the carbon neutral target being achieved 5 years in advance, Bristol is the first city to be awarded the title of European Green Capital twice

© Arup

Shocks & Stresses:

- advanced climate change
- resource scarcity
- food security
- population growth

2066 Narrative:

Most global governments are successfully delivering against their carbon emissions reduction targets. It is widely thought that climate change has been successfully contained to within 1.5 degrees. A Well-Being Index is used in political decision making in Bristol and many other devolved areas of the UK. The Circular City initiative, adopted by several UK cities, has led to a step-change increase in resource efficiency. Bath has been recognised for its excellence in resource hyper-efficiency and has become a leading example globally. Urban hubs such as Southmead, Hengrove and Thornbury have become increasingly restructured around localized services that support and promote zero waste. Producers are required by international law to design goods for disassembly and reuse globally. There has been an accelerated effort to construct net-zero homes in Bristol's

rural areas and on brownfield sites, and a marked increase in regional food production in recent years. North Somerset has pioneered quality green housing in the UK. Smart metering is used across all domestic and commercial asset types, helping manage demand for energy and water. A wide range of local businesses offer high quality jobs. Over 500,000 new jobs have been generated as a result of the Vision for Sustainable Growth. Social equality has become an important political objective, and Bristol has benefitted from a more equitable distribution of wealth. The elected mayor of the Bristol city region has greater fiscal control and has increased taxes to pay for carbon reduction measures. Crime is at a record low. Bristol's society is ethnically diverse, close-knit and supportive.

People

Bristol society has seen considerable behavioural change regarding consumer lifestyles and resource use, and has largely embraced zero waste and the circular economy concept. Domestic tourism undergoes a resurgence and public transport is well resourced. Bristol's population is growing significantly, largely on account of the number of people.

Places

Allotments and urban agriculture are enjoying a record level of public support. In order to meet this increasing demand, allotments, are now a compulsory component of large new developments. Green and blue infrastructure helps to limit the impacts of only occasional extreme weather events.

Organisation

The directly elected mayor of Bristol city region has reorganised policing to align with the Greater Bristol Authority. Citizens are given a genuine voice in decision making across all key areas.

Prosperity & Worth

London and other regional cities are driving economic activity and we have seen more balanced growth trends between the regions. Green retrofit, green roofs and green walls are on the rise as a result of a fully-funded "Retrofit Ramp-Up" programme. External costs are internalized. Bristol is a world leader in green technology, aerospace and advanced technology and manufacturing.



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100 RESILIENT CITIES





Bristol City Council Equality Impact Assessment Form

Equalities impact assessments (EqIAs) are used to ensure we are considering the needs of all staff and all service users when planning or changing services, strategies, policies, procedures and/or contracting services, undertaking reviews or planning projects. The process you use to undertake equalities impact assessments enables us to evidence that we are giving **due regard** to the public sector equality duty.

It is best to start your Equality Impact Assessment (EqIA) at the beginning of any project, policy revision, strategy change etc. It will then become an integral part of the planning process, ensuring that we, as a council, "get it right first time".

We also recommend that you work through the form using the EqIA guidance and that you contact your directorate equalities officer for support. See the end of this document for a list of equalities officers.

The form can be completed electronically and the boxes to complete will have the question highlighted in bold and the space thereafter will expand as you type into it.

Public sector equality duty

We carry out equalities impact assessments as part of our public sector equality duty (Equality Act 2010 section 149). The public sector equality duty requires us give **due regard** to the need to:

- a) Promote equality of opportunity
- b) Eliminate unlawful discrimination
- c) Promote good relations between people who share a 'protected characteristic' and those who do not.

The public sector equality duty requires us consider the effect our policies and practices have on people who share the following '**protected characteristics**':

- Age
- Pregnancy & maternity
- Transgender
- Sexual orientation
- Religion and belief
- Ethnicity
- Gender
- Disability

Hereafter we refer to groups of people who share a protected characteristic as 'equalities communities'.

How the EqIA should be used as part of the decision-making process

Each decision-maker must, therefore, have due regard to the need to:

1) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.

2) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to:

- Remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it. In relation to disabled people, this includes, in particular, steps to take account of disabled persons' impairments (disabilities);
- Encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

3) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --

- Tackle prejudice; and
- Promote understanding.

This EqIA form is structured to assist you to consider the above as you develop your proposal. In order to comply with the public sector equality duty you should set out how you have given due regard to the above issues in reports to decision-makers, particularly in reports to elected members. The EqIA provides evidence of compliance with the public sector equality duty.

Reports to decision-makers must include an equalities impact assessment section where you report how the public sector equality duties are relevant to the proposals and how these duties have been taken into account in developing the proposals. Step 6 of the EqIA can be replicated into the report and we suggest you provide e-link to full document, or include the EqIA as an appendix. Where no equality impact assessment has been undertaken, give reasons why not.

Name of policy, project, service, contract, review or strategy being assessed (from now on called ‘the proposal’): Bristol Resilience Strategy

Directorate and Service: Bristol Futures, Business Change

Lead officer (author of the proposal): Sarah Toy

Additional people completing the form (including job title): Anne James (Equalities Manager)

Start date for EqIA: 21.09.16

Estimated completion date: 20.10.16

Step 1 – Use the following checklist to consider whether the proposal requires an EqIA

1. What is the purpose of the proposal?

The Bristol Resilience Strategy has been developed as a high level strategic city framework for action to future-proof Bristol against future shocks and stresses with a 50 year time horizon.

	High	Medium	Low
2. Could this be relevant to our public sector equality duty to: a) Promote equality of opportunity b) Eliminate discrimination c) Promote good relations between different equalities communities?	H	M M	

If you have answered ‘low relevance’ to question 2, please describe your reasons

3. Could the proposal have a positive effect on equalities communities?

Please describe your initial thoughts as to the proposal’s positive impact

The strategy places a strong emphasis on building social cohesion across all communities in the city and proposes actions around engagement (e.g. cultural activities) as well as the Mayor’s proposed Equality Charter. It is therefore intended, and anticipated, that the strategy will have a positive impact on equalities communities. Some examples of actions that could have a positive impact include:

- Redesign of Neighbourhood Partnerships to better meet the needs of our diverse communities
-
- Equalities Charter
- Cultural engagement to build social cohesion
- Tackling homelessness – most homeless people have a PC.

4. Could the proposal have a negative effect on equalities communities?

Please describe your initial thoughts as to the proposal’s negative impact

The strategy does not seek to specifically reference all equalities communities so it may be perceived as failing to address certain communities (e.g. disabled). However the strategy is intended to be a dynamic document that will evolve over time and the inclusive process will ensure that all equalities communities are included where there is a resilience-related issue.

If the proposal has low relevance and you do not anticipate it will have a negative impact, please sign off now. Otherwise proceed to complete the full equalities impact assessment

Service director.....Equalities officer
Date

Step 2	Describe the Proposal
2.1	<p>Briefly describe the proposal and its aims? What are the main activities, whose needs is it designed to meet, etc.</p> <p>The strategy has been developed to address long term (50 year) shocks and stresses that the city faces. It identified 40 “transformative” actions to address the five resilience challenges identified:</p> <p>i. People: Communities are diverse, but inequality</p>

	<p>compromises cohesion</p> <p>ii. Places: Built environment is “greened”, but not transformed</p> <p>iii. Organisations: Civic society is engaged, but not connected</p> <p>iv. Prosperity and worth: The city is economically successful, but not equally flourishing</p> <p>v. Region to globe: The city is focused on strengthening local self-sufficiency but continues to be dependent on national and global systems</p> <p>It is designed to meet the needs of all people living or working in Bristol but it has a strong focus on tackling inequality and building social cohesion across the city.</p>
2.2	<p>If there is more than one service* affected, please list these:</p> <p>All city services are implied, if not directly referenced, in the strategy.</p>
2.3	<p>Which staff or teams will carry out this proposal?</p> <p>The idea is that the strategy will be adopted by the city and so a wider range of stakeholders and partners will deliver elements of the strategy.</p>

Step 3	Current position: What information and data by equalities community do you have on service uptake, service satisfaction, service outcomes, or your workforce (if relevant)?
<p>You need to describe your current position (As Is) so you can benchmark the impact of your proposal.</p> <p>In Step 3 we are asking you to record the % of people from equalities communities who are currently benefiting from your service*. Then we will ask you to compare these figure to the % of people from equalities communities in Bristol (or in the relevant wards if it is a local service) and evaluate whether any equalities groups are under or over represented in your service user profile, employee profile, service outcomes and/or satisfaction rates</p> <p>The following information may be helpful:</p> <ul style="list-style-type: none"> • Equalities data for staff by divisions http://www.bristol.gov.uk/ccm/content/Jobs-Careers/Careers-Advice/bristol-city-councils-workforce.en • Equalities data for different service areas • http://www.bristol.gov.uk/ccm/content/Community-Living/Equality-Diversity/data-on-uptake-of-council-services-by-equalities-communities.en <p>http://www.bristol.gov.uk/ccm/content/Community-Living/Equality-Diversity/index-pages/equalities-data-knowing-our-communities.en</p> <ul style="list-style-type: none"> • Comparison data – Profiles of equalities communities in Bristol http://www.bristol.gov.uk/ccm/navigation/council-and-democracy/statistics-and-census-information/ 	
3.1	<p>Summarise how equalities communities are currently benefiting from your service* here (& add an electronic link to the information if possible).</p> <p>The resilience strategy is not delivering a service but is aiming to address the city-wide inequalities so will be benchmarked against the health inequality data and deprivation data as well as qualitative data from Quality of Life Survey and Happy City initiative.</p>

3.2	<p>Then compare to the relevant benchmark (eg. the % of people from each community who use your services* with the % of people within the relevant equalities community who live in your local area or in the city of Bristol). These will be based on city-wide statistics for all equalities communities.</p>
3.3	<p>Evaluate what the data in 3.1 & 3.2 tells you about how the current position affects people from equalities communities (see Guidance for further information and examples). The resilience strategy is aiming to create a fairer and better connected city for all equalities communities that currently experience some form of disadvantage (social or economic).</p>
<p>Please note, your evaluation in 3.3 will be built upon in Step 5 where you will set out what you plan to do to address any issues for equalities communities</p>	

Step 4	<p>Ensure adequate consultation is carried out on the proposal and that all relevant information is considered and included in the EqIA</p>
<p>This section refers to the proposal as described in step 2. When we propose changes to services*, it is important that we consult with service users, and staff or equalities community groups where relevant. Your proposal may be based on service users suggestions that have been made in the past.</p>	
4.1	<p>Describe any consultations that have taken place on the proposal. Please include information on when you consulted, how many people attended, and what each equalities community had to say (& provide a web link to the detailed consultation if possible). The strategy has been developed with extensive input from professional bodies and third sector organisations including: Voscur; Black Network Southwest; BME Manifesto Group; and a public event was held in November 2016 which aimed to reach equalities groups through a range of channels including Disability Rights Forum, Neighbourhood Partnerships and Youth Council. Detailed comments were not documented at this event but concerns and dissatisfaction at the way the city is run were heard from many quarters and this has helped to shape the final Resilience Strategy.</p>

Step 4	Ensure adequate consultation is carried out on the proposal and that all relevant information is considered and included in the EqIA
4.2	<p>Please include when and how the outcome of the consultation was fed back to the people whom you consulted.</p> <p>A report was produced on Bristol Day and send to participants.</p>
<p>Please note details of the consultation findings in 4.1 will be built upon in Step 5 where you will set out what you plan to do to address any issues for equalities communities.</p>	

Step 5	Giving due regard to the impact of your proposal on equalities communities
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In this section you will consider the impact of your proposal on equalities communities, this will help you to develop a comprehensive service* which considers the needs of all communities.

The public sector equality duty requires us give due regard to the need to promote equal opportunities (create positive impacts where possible) eliminate discrimination (mitigate negative impacts where possible) and foster good relations. The process of giving due regard means that you should include all identified impacts, whether or not you plan to take actions to address these

Possible Impact column: Consider how the suggested changes in your proposal could affect different equalities communities, including how the proposal will meet the differing needs of equalities communities.

Actions to be included in the Proposal column: Include what you intend to do about the impact, ideally your actions will maximise opportunities to make improvements for equalities communities and mitigations for any negative impacts.

In this section you need to build on your data and consultation findings in steps 3 and 4. You may need also to consider people who could have high or differing needs within a wider equalities community such as children in care, carers, people who do not speak English, gypsies and travellers etc.

Possible Impact on Equalities Communities, whether or not you will address the impact	Actions to be included in the proposal
Age – positive impact	Several actions have a focus on young people and older people (votes for under 16s, family friendly city, employment for younger and older people, free bus travel for under 16s)
Disability - positive impact	The action on the Equalities Charter will include meeting the needs of the disabilities community
Ethnicity - positive impact	The action on the Equalities Charter will include meeting the needs of the black and minority ethnic communities.

Possible Impact on Equalities Communities, whether or not you will address the impact	Actions to be included in the proposal
Gender - neutral	No actions specifically focused don this group.
Pregnancy & maternity - neutral	No actions specifically focused don this group.
Religion and belief – positive	Cultural engagement to build social cohesion and Equalities Charter
Sexual orientation - positive	Cultural engagement to build social cohesion and Equalities Charter
Transgender - positive	Cultural engagement to build social cohesion and Equalities Charter
Any other relevant specific groups	No actions specifically focused don this group.

5.2	Next Steps
<p>In the table above you have identified ‘actions to be included in the proposal’. Some of these will be in-hand (already acknowledged and mitigating actions are underway) but some may be new.</p> <p>So that we can more clearly demonstrate what has changed as a result of this equalities impact assessment, please list below new actions identified and say when and how you will put these new actions into practice.</p> <p>Most of the actions in the Strategy are already in hand whilst others have not yet been agreed. The delivery of actions will depend on the governance structure and resources that are allocated to the Resilience Strategy (possibly via the proposed City Office) going forwards.</p>	

Step 6	Meeting the aims of the public sector equality duty
	In this section you should summarise the relevant equality issues (including significant adverse impacts that you are unable to mitigate) and set out how consideration of the public sector equality duty aims has been taken into account in developing the proposal.
6.1	<p>Describe how, in completing steps 1-5, you have given due regard to the three aims of the public sector equality duty (a-c above).</p> <p>A Resilience Strategy which focusses on environmental emergencies would have medium equality relevance, access arrangements are needed to ensure all communities can be kept safe. It is to the credit of BCC that the Bristol Strategy is choosing to emphasis the community cohesion aspects of resilience and this meets the requirements of the Public Sector Equality duty both in the duty to promote equal opportunities and to foster good relations</p>
This section serves as an executive summary of the proposal and can be duplicated into any reports for decision-makers with an electronic link to the full equalities impact assessment (or include full EqIA as a an appendix if needed).	

Step 7	Monitoring arrangements
7.1	<p>If your proposal is agreed, how do you plan to measure whether it has achieved its aims as described in 2.1. Please include how you will ensure you measure its actual impact on equalities communities?</p> <p>The next step will be to develop and agree a set of city metrics that can be used to benchmark progress towards a more resilient future. These metrics will include specific measurable for social cohesion and impact on different equalities communities.</p>

Step 8	Publish your EqIA
8.1	<p>Ensure the EqIA is signed off by a Service Director and the directorate equalities officer.</p> <p>Signed Stephen Hilton Signed Wanda Knight</p> <p>Service Director Bristol Futures Equalities officer</p> <p>Date 20th October 2016 Date 20th October 2016</p>
8.2	<p>Can this EqIA can be published on the web. Yes/No</p> <p>If no, please explain why the proposal is confidential and cannot be published</p>
<p>Contact Communications and Marketing Team or your directorate equalities officer to arrange to publish the equalities impact assessment on the Equality and Diversity web pages.</p>	

Thank you for completing this document. We hope you found it useful to improve the overall quality of your proposal.

If you have any feedback on this process please contact the corporate equalities team at equalities.team@bristol.gov.uk

Directorate Equalities Contacts

Children and Young People Services – Su Coombes

City Development – Jane Hamill

Health and Social care – Jan Youngs

Human Resources – Jo McDonald

Neighbourhoods – Simon Nelson & Anneke van Eijkern

Corporate Resources – Anne James & Joanna Roberts

Eco Impact Checklist

Title of report: Bristol Resilience Strategy

Report author: Sarah Toy

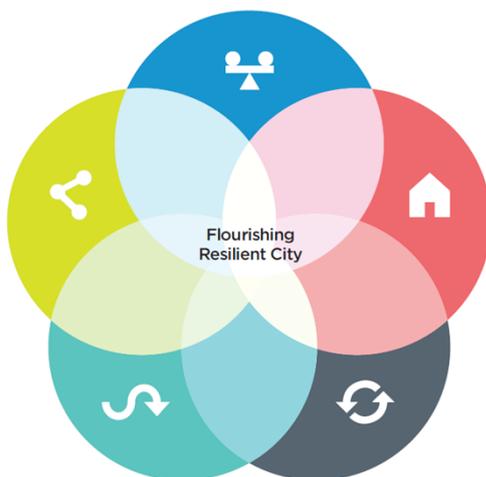
Anticipated date of key decision 1st November 2016

Summary of proposals:

The strategy has been developed to address long term (50 year) shocks and stresses that the city faces. It identified 40 “transformative” actions to address the five resilience challenges identified:

- i. People: Communities are diverse, but inequality compromises cohesion
- ii. Places: Built environment is “greened”, but not transformed
- iii. Organisations: Civic society is engaged, but not connected
- iv. Prosperity and worth: The city is economically successful, but not equally flourishing
- v. Region to globe: The city is focused on strengthening local self-sufficiency but continues to be dependent on national and global systems.

It is designed to meet the needs of all people living or working in Bristol but it has a strong focus on tackling inequality and building social cohesion across the city. The five resilience pillars or outcomes the strategy will work towards are:



Fair

Every person living in Bristol has the assets and opportunities to enjoy a good quality of life.



Liveable

The city centre and neighbourhoods are great places for people of all ages to live, work, learn and play.



Sustainable

The city and region prosper within environmental limits through adopting new behaviours and technology.



Agile

Bristol citizens and leaders make agile decisions based on shared priorities and real-time information.



Connected

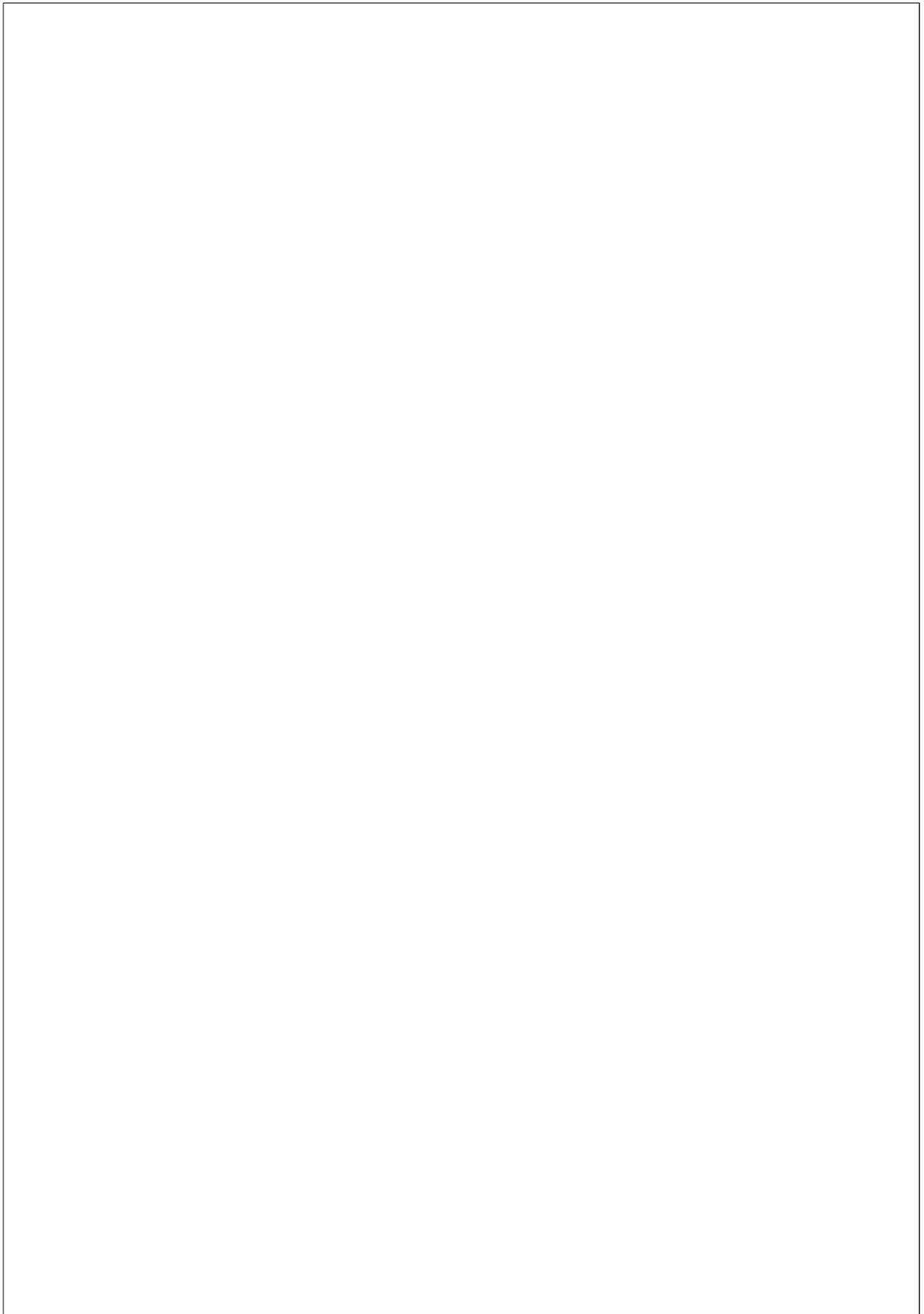
A strong network of local communities and organisations promotes trust, cooperation and shared action across the city.

Will the proposal impact on...

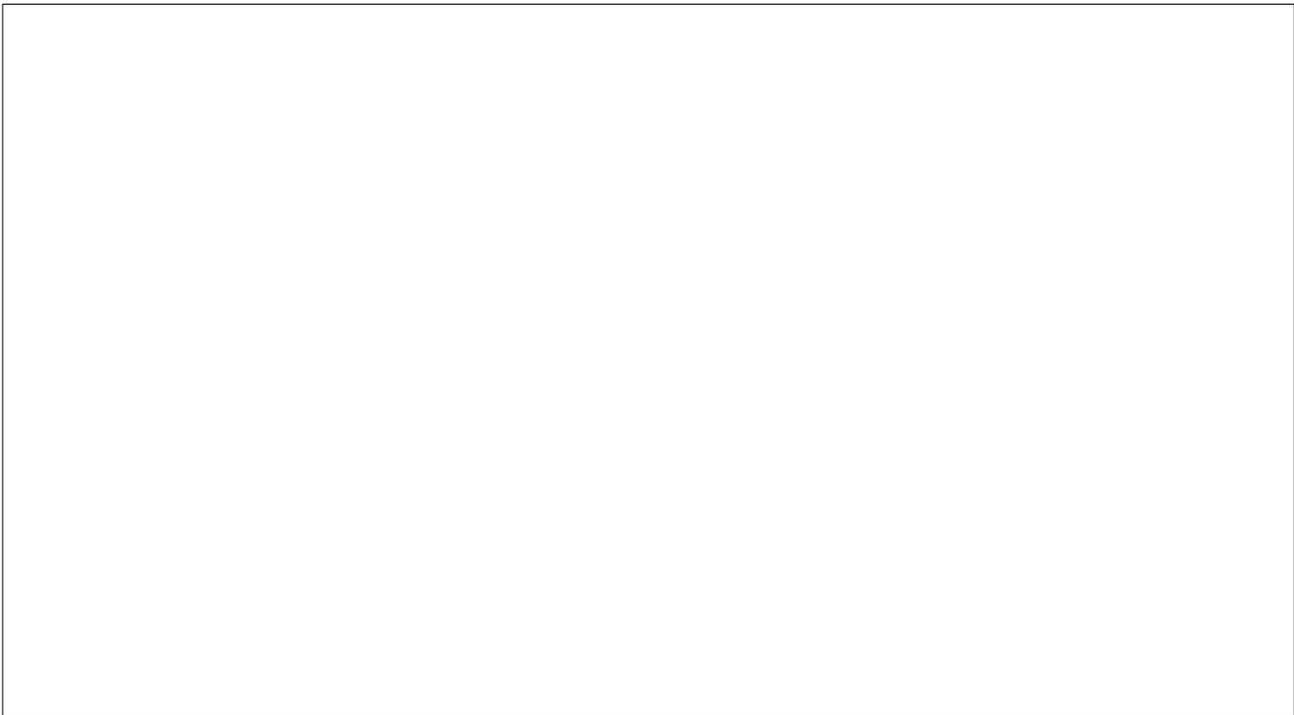
Emission of Climate Changing Gases?



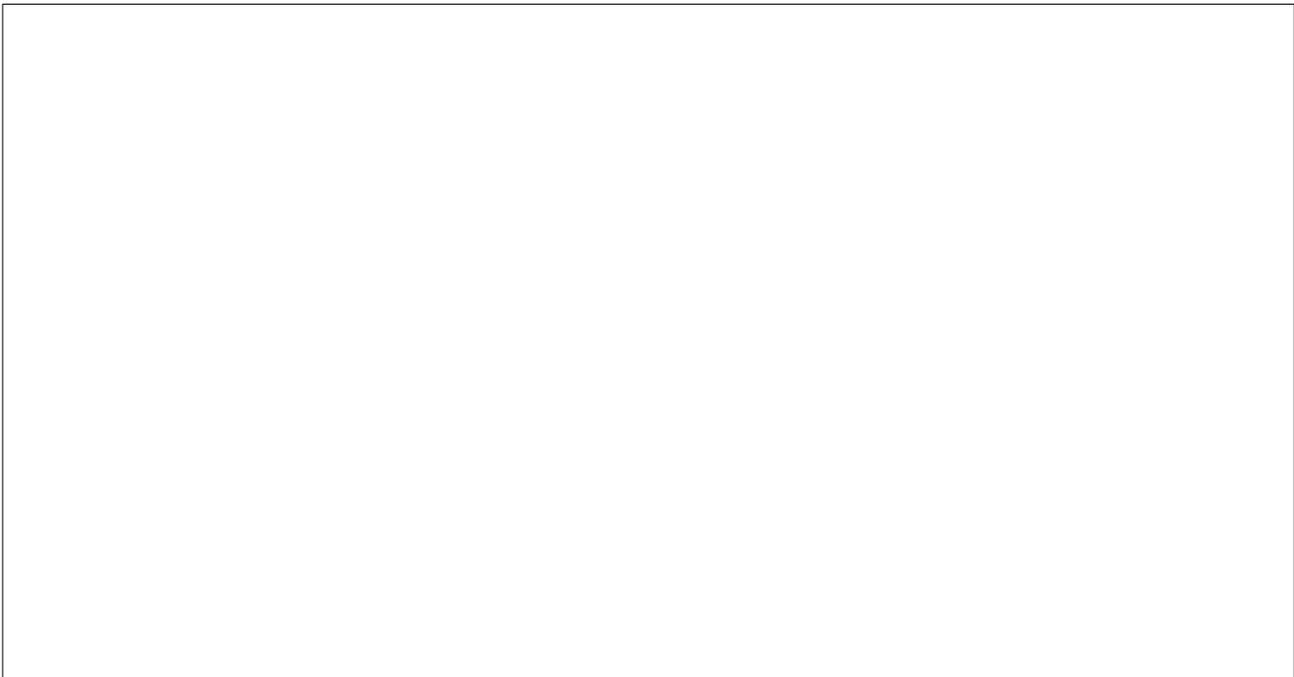
Bristol's resilience to the effects of climate change?



Consumption of non-renewable resources?

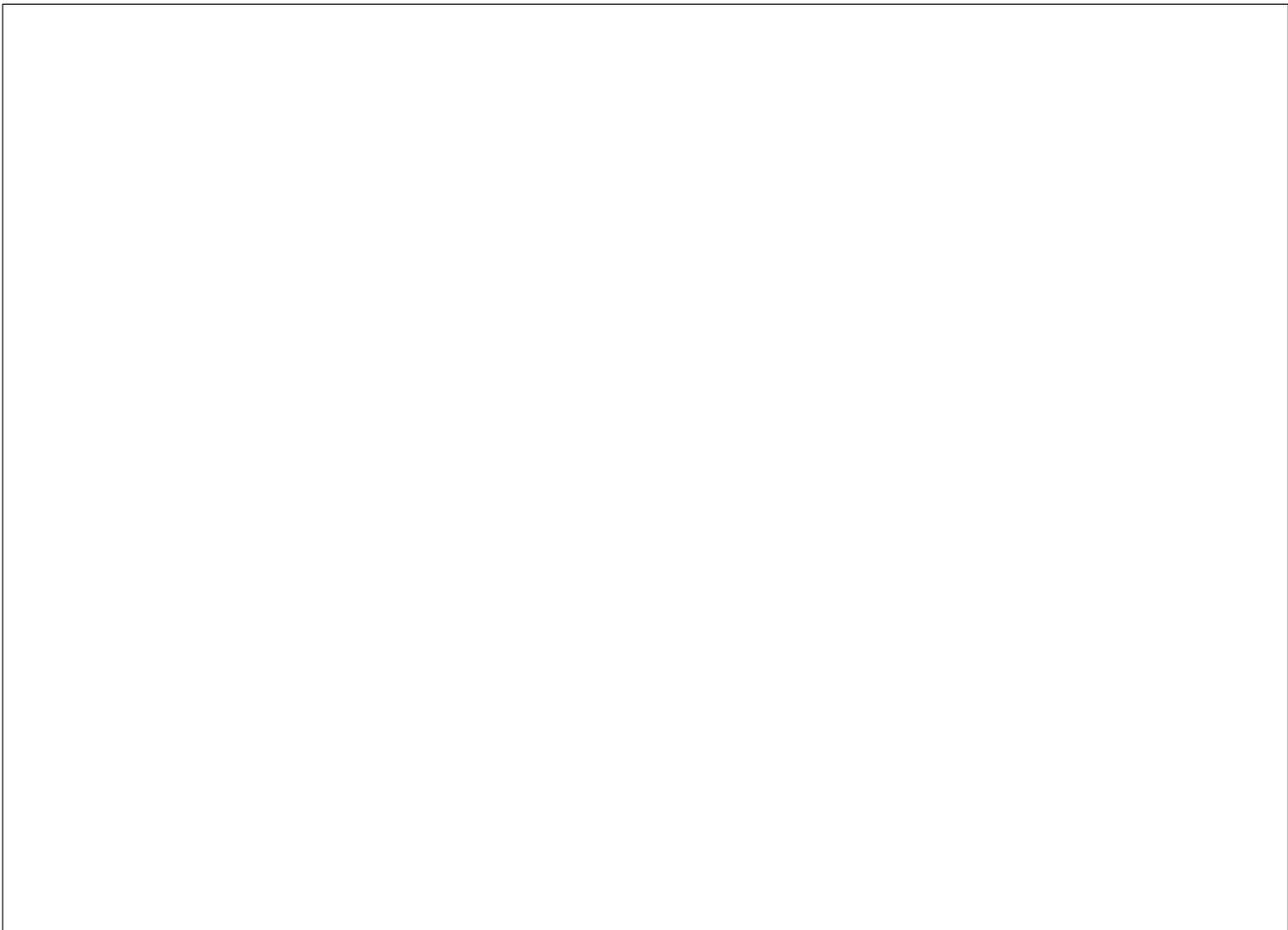


Production, recycling or disposal of waste



The appearance of the city?

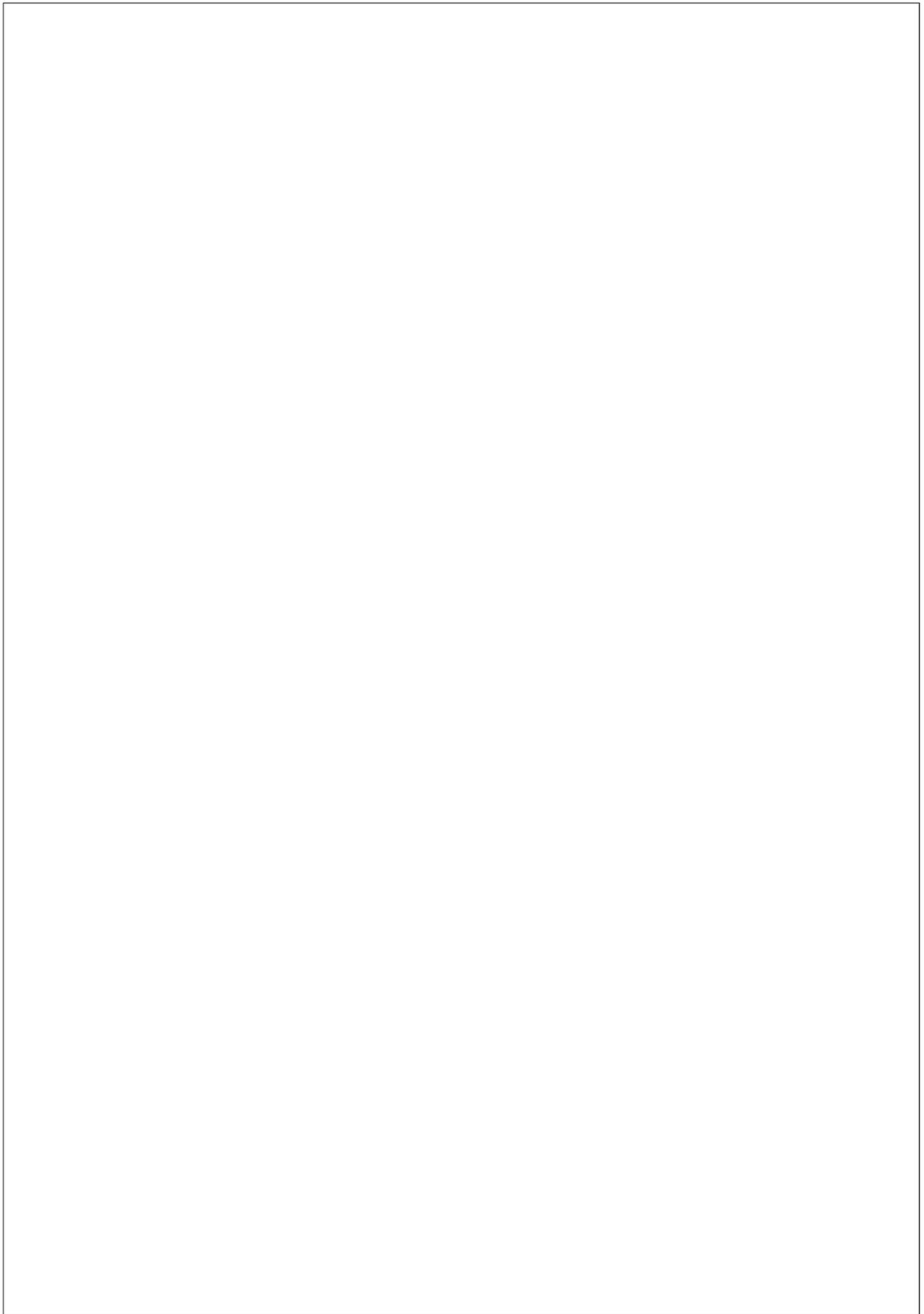




Pollution to land, water, or air?



Wildlife and habitats?



--

Consulted with:

Summary of impacts and Mitigation - to go into the main Cabinet/ Council Report

The significant impacts of this proposal are...

The Bristol Resilience Strategy is a strategic framework for action to future-proof Bristol against future shocks and stresses. The Strategy draws together a number of existing proposals, with the intention of improving integration, efficiency and effectiveness.

The extent of the Strategy's environmental impacts will depend on the effectiveness of individual plans and actions that relate to it, but it is anticipated that it will provide for:

- Reduced emissions of climate changing gases
- Increased resilience
- Reduced consumption of resources
- Reduced waste
- Improvements for biodiversity

The proposals include the following measures to mitigate the impacts...

The net effects of the proposals are POSITIVE

Checklist completed by: Strategic Resilience Officer

Name: Sarah Toy

Dept.: Bristol Futures

Extension: 07469 400 797

Date: 19th October 2016

Verified by
Environmental Performance Team

Preliminary Resilience Assessment

Bristol | UK
November 2015



100 Resilient Cities

Cristiana Fragola

Bristol City Council

Sarah Toy

Arup

Paula Kirk

Simon Power

Ann Cousins

Laura Frost

City resilience is the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt, and grow no matter what kinds of chronic stresses and acute shocks they experience.

About 100 Resilient Cities

100 Resilient Cities - Pioneered by the Rockefeller Foundation (100RC) is dedicated to helping cities around the world become more resilient to the physical, social and economic challenges that are a growing part of the 21st century. 100RC supports the adoption and incorporation of a view of resilience that includes not just the shocks but also the stresses that weaken the fabric of a city on a day to day or cyclical basis. By addressing both the shocks and the stresses, a city becomes more able to respond to adverse events, and is overall better able to deliver basic functions in both good times and bad, to all populations.

Cities in the 100RC network are provided with the resources necessary to develop a roadmap to resilience along four main pathways:

1. Financial and logistical guidance for establishing an innovative new position in city government, a Chief Resilience Officer, who will lead the city's resilience efforts
2. Expert support for development of a robust Resilience Strategy
3. Access to solutions, service providers, and partners from the private, public and NGO sectors who can help them develop and implement their resilience strategies
4. Membership of a global network of member cities who can learn from and help each other.

Through these actions, 100RC aims not only to help individual cities become more resilient, but will facilitate the building of a global practice of resilience amongst the public sector, the private sector, voluntary organisations and local communities.

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Executive Summary

Background to the 100 Resilient Cities Initiative

The Rockefeller Foundation has committed to investing \$100million in 100 cities over five years to advance the principle of global urban resilience. Bristol was successful in bidding to join this initiative and work commenced in February 2015 with the appointment of the city's first Chief Resilience Officer (CRO).

The 100 Resilient Cities (100RC) has taken a broad view of resilience that includes not just acute shocks – terrorist attacks, fires, floods – but also the chronic stresses that can weaken the fabric of a city on a day to day or cyclical basis. The 100RC definition of resilience, which has been adopted by all cities in the initiative, is: “the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt, and grow no matter what kinds of chronic stresses and acute shocks they experience.”

In Bristol the resilience work is looking forward 50 years to 2065 using a range of tools and engagement methods, with support from the Government Office for Science Foresight Team and others, to develop a shared set of city values and a roadmap for change. The 2065 Resilient Trajectory will be developed with three time frames in mind: short term (to 2017), medium term (to end of statutory planning in 2036) and long term to 2065. The process will draw together strategic partners and stakeholders across the city and region to work together to explore innovative ways in which co-benefits can be delivered through collective inquiry and collaboration.

Assessment Process

Bristol has a highly engaged stakeholder community which has gone from strength to strength during 2015 due to the city's European Green Capital status. It was therefore important to place a strong emphasis on stakeholder engagement and city dialogue throughout the resilience assessment process. More than 200 stakeholders were engaged in in-depth interviews, workshops or focus groups over a six month period. This was complemented by analysis of all available secondary data related to city resilience. The two strands of the process were used to identify four resilience themes for further research and development.

Findings: City Actions

The analysis of available data relating to city actions highlighted that Bristol has a large number of strategies and plans and partnerships addressing most aspects of the city system. Whilst this can be viewed as a strength many of these plans and strategic lack cross-sector integration and do not have inclusive processes. This has led to the perceived and actual risk that city operations are siloed and/or top-down. This concern was expressed by stakeholders through one-to-one meetings and workshops. Some areas of exemplar resilience-building with integrated and inclusive approaches were identified including: a Sustainable Urban Drainage pilot in Southmead, community-led Neighbourhood Plans in Lawrence Weston and Old Market and a locally-developed Code of Conduct for Streetworks and Roadworks

Findings: Stakeholder Perceptions

The high level of stakeholder participation in the assessment process can be attributed to the highly engaged nature of Bristol's civil society as well as the City Council staff's commitment to delivering excellent services. Individual conversations across all sectors revealed a wide range of views and perspectives but a common theme was a perceived mismatch between the city narrative such as being a “green” city and actual progress in delivering change which can lead to frustration and lack of trust between different groups. There was also widespread acknowledgement that the wealth and health gaps between different parts of the city are unacceptable and that communities in some areas feel disconnected and alienated by the quirky, green and unorthodox image that the city of Bristol projects.



Executive Summary

Findings: Key assets and their vulnerability to shocks and stresses

The assessments considered the resilience of both physical and socio-economic assets to shocks and stresses. Bristol's physical assets were found to be operating satisfactorily within current demands. However due to the fragmented way different assets are currently managed across the city and region there is a lack of transparency on performance data and vulnerable assets which could reduce future resilience to possible shocks and stresses. In particular the Information, Communication and Technology (ICT) sector is poorly understood due to a failure to engage in the assessment process. This was backed up by stakeholder perceptions which indicated that the ICT sector was harder to engage in city-wide conversations as compared to the water or electricity service operators.

In terms of socio-economic assets, much of Bristol's economic strength comes from knowledge-rich businesses and entrepreneurial activity, particularly high tech, creative and digital industries. The city also has a highly skilled workforce draw from the regions four universities. The resilience assessment identified a significant degree of inequity in the distribution of socio-economic assets across the city and region and concluded that this inequality leaves the city particularly vulnerable to long term stresses such as health inequality, population change and economic downturns.

In terms of shocks to the city the risk of flooding is well understood and significant actions are currently being taken to address the threat. However, the food, housing and welfare systems were noted to be significant stresses that could rapidly turn into shocks unless more is done to address them strategically.

Conclusions: Resilience themes for further development

The synthesis of the desk study and engagement work led to the identification of four resilience themes to be taken forward for further work in Phase 2 of the strategy development process. These four themes, which seek to build on the city's existing "resilience success factors", have been framed as questions for further research. These questions will be taken forward by the CRO in partnership with, and leveraging in-kind contributions from, a wide range of city stakeholders, UK organisations and 100RC global partners.

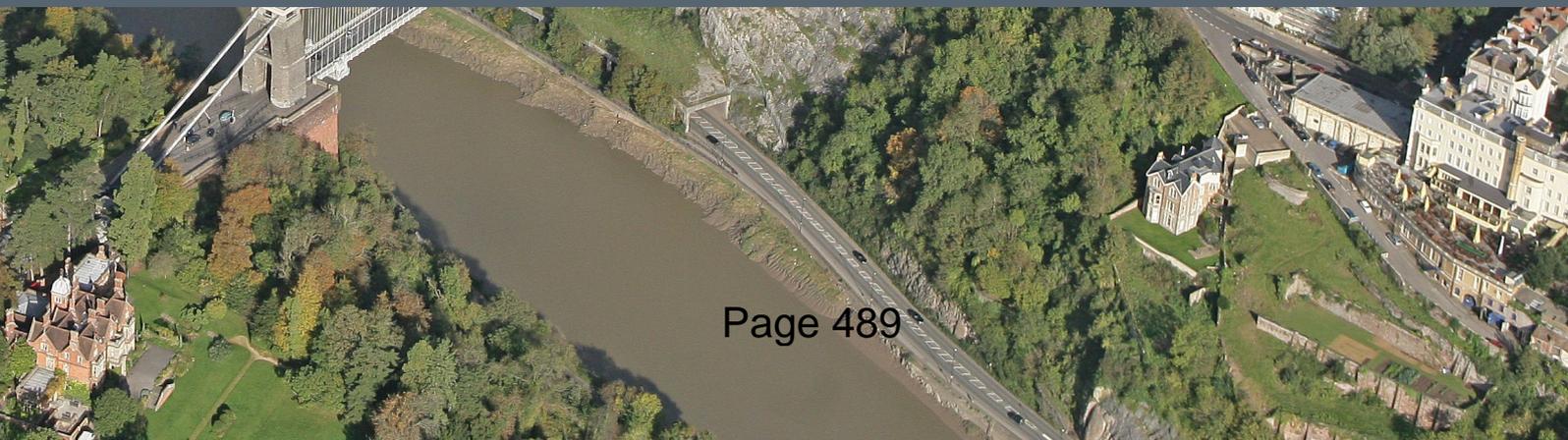
A. Organisations
How can city structures promote collaborative working and foster shared ownership of future priorities?

B. People & Families
How can every citizen have the confidence, skills and trust to play a positive and active role in shaping the future of the city.

C. Place
How can the city's assets meet future demand and be resilient to the effects of climate change and other unforeseen shocks and stresses?

D. Prosperity & Worth
How can prosperity and wellbeing be promoted through innovative forms of financing, employment and sharing resources that value local social and natural capital?

Figure 1: Resilience focus areas emerging from assessment





1 Introduction

The Rockefeller Foundation has committed to investing \$100million over five years in developing city resilience, defined as “the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt, and grow no matter what kinds of chronic stresses and acute shocks they experience.” They established the 100 Resilient Cities Programme (100RC) in 2013 to deliver this agenda.

Bristol was successful in its bid to join the first wave of 33 cities along with four European cities: Glasgow, Vejle in Denmark, Rotterdam and Rome. The 100RC initiative is particularly exciting for Bristol as it will help build on the success of the city’s year as 2015 European Green Capital. Joining the 100RC Network will consolidate the city’s ambition to be a world leader in resilient and sustainable city development.

100RC provided funding for Bristol City Council to appoint a Chief Resilience Officer and Sarah Toy took up the post in February 2015. She is responsible for coordinating the development and implementation of a Resilience Strategy for Bristol, working closely with Strategy Partner Arup and a wide range of stakeholders across the city.

This document, the Preliminary Resilience Assessment (PRA), sets out work done between February to July 2015 to understand Bristol’s existing resilience (the baseline) and to identify a number of Focus Areas for further work which will be contribute to development of a Resilience Strategy. The PRA represents Bristol’s thinking on resilience at a point in time, which will evolve as we continue our work with 100RC.

In parallel, the city of Bristol, led by Bristol City Council (BCC) and a group of 50 Founders, embarked on an exciting shared endeavour to articulate a 50 year trajectory for the city. This work has been purposefully integrated with the resilience strategy development process and so Bristol’s resilience strategy will be developed with three time frames in mind: short term (to 2017), medium term (to end of statutory planning in 2036) and long term (2065, to provide a 50 year frame in line with Government Office of Science Foresight Future Cities work).

The PRA document is structured as follows:

- **Section 2** introduces the 100RC City Resilience Framework used as the basis for this assessment and describes the work that has been undertaken to identify Focus Areas;
- **Section 3** provides an overview of aspects of Bristol’s social, economic and physical context that are of particular relevance to resilience;
- **Section 4** explores the actions and strategies that are currently contributing to Bristol’s resilience;
- **Section 5** reviews stakeholder perceptions relating to resilience;
- **Section 6** looks at Bristol’s assets and evaluates the major shocks and stresses they might face over the coming decades;
- **Section 7** sets out the findings and synthesis from the work in sections 2-6, and introduces the themes and focus areas.

2 Methodology

2.1 Resilience Concepts

100RC has taken a broad a view of resilience that includes not just the acute shocks – such as terrorist attacks, fires, floods – but also the chronic stresses that can weaken the fabric of a city on a day to day or cyclical basis. Examples of stresses are high unemployment, health inequalities and inefficient public transport systems. By addressing both the shocks and the stresses, a city becomes more able to respond to adverse events, and is overall better able to deliver basic functions in both good times and bad, to all populations.

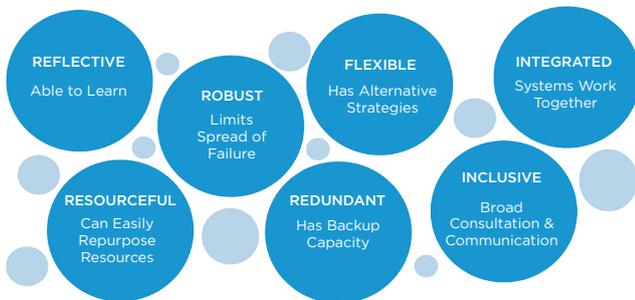


Figure 2: Qualities of a resilient system

The qualities of resilient systems shown in Figure 2 are important in preventing the breakdown or failure of a system or of enabling appropriate or timely action to be taken. Cities can determine their overall resilience by understanding the presence or absence of these qualities within their systems and services

For Bristol, the focus is on ensuring that resilience helps to move beyond business as usual, to take the city towards a flourishing future by securing multiple benefits from each resilience initiative undertaken (the ‘resilience dividend’).

In order for a city to be resilient, it is important that each of its constituent parts is resilient. In Bristol, the idea of a resilience ‘holarchy’ has been developed to recognise that resilient systems are comprised of resilient individuals, family units or friendship groups, neighbourhoods, organisations which are connected to city systems and regional, national and international systems. This is represented in Figure 3.

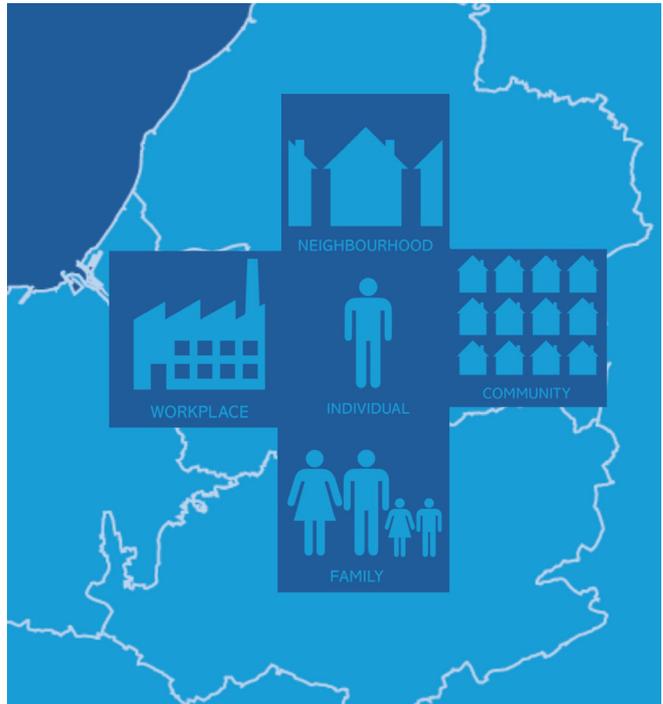


Figure 3: Resilience Holarchy

2.2 Geo-political Boundaries

As shown in Figure 3, resilience thinking needs to be applied at every level from the individual up to city and city-region scale. This is a practical challenge as it transcends administrative boundaries. Many of the infrastructure systems that are crucial for the city’s resilience need to be assessed at a regional scale (e.g. water supply reservoirs are located outside the City’s administrative boundary and all the strategic public transport corridors straddle two or more local authorities). The resilience assessment has identified strategic, cross-boundary issues and has not been confined to the administrative city centre area. The relevant boundary or authority has been identified on a case by case basis where relevant.

2.3 Tools

100RC have adopted the City Resilience Framework (CRF) shown in Figure 4 which was developed by Arup and the Rockefeller Foundation to guide a common approach to city resilience across cities. The CRF was designed using evidence from over 150 literature sources, case studies taken from 14 cities and detailed fieldwork with a broad range of stakeholders in six cities across the world. The framework provides a lens through which the complexity of cities and the drivers that contribute to a city’s resilience can be understood.

The CRF identifies 12 drivers in a city which collectively determine the city’s resilience. These 12 drivers are further described by 58 sub-drivers.



Figure 4: City Resilience Framework (Arup/The Rockefeller Foundation, 2014).

Building on the CRF, 100RC has developed a range of new tools to help cities understand their resilience challenges, risks and opportunities. The tools available for Bristol to carry out the resilience assessment were:

- Stakeholder perceptions tool;
- City actions tool;
- Assets and risks tool.

Some work was also undertaken by the consultant Buro Happold, on a pro bono basis, to test their resilience assessment tools. The work to assess shocks and stresses was validated using their process, which is complementary to the 100RC tools and process.

The following section describes how these were deployed as part of the Preliminary Resilience Assessment process.

2.3 Governance

The CRO reports to the Future City Director, Stephen Hilton, who in turn reports to the City Director, Nicola Yates. This ensures that the CRO has good reach across all four city council departments (People, Place, Neighbourhoods and Change) rather than being siloed under any one directorates. Progress towards the PRA has been reviewed by the Strategic Leadership Team, comprising all four directorates.

The role is recognised as being a city role rather than a council role and it was important to get the right governance structure to support the PRA process. A Resilience “Sounding Board” was set up with a selected group of high profile stakeholders from the university, private, public and third sectors. The group had three meetings (roughly bi-monthly) to support the PRA process and provide objective feedback from a breadth of perspectives. The composition and terms of reference for this group is shown in Appendix 1.

2.4 Process

100RC has already developed a well-defined process for cities to follow in carrying out a preliminary resilience assessment and Bristol had the benefit of learning from early participating cities, including San Francisco, Berkeley, Melbourne, Byblos, Rotterdam and New Orleans, that had already completed their PRAs.

The process for Bristol, which has a highly engaged stakeholder community thanks to a long history of activism, as well as the 2015 European Green Capital Award, placed a strong emphasis on stakeholder engagement and this element was led by the CRO.

Stakeholder engagement was complemented by a desk study to collect secondary data to populate the 100RC tools and provide a snap shot of current city resilience. This part of the process was completed by a team assembled from BCC teams (sustainable city, strategic planning, and public health), the University of Bristol and Arup. Figure 5 shows the elements of these two parallel workstreams and how they were combined to identify the themes and Focus Areas.

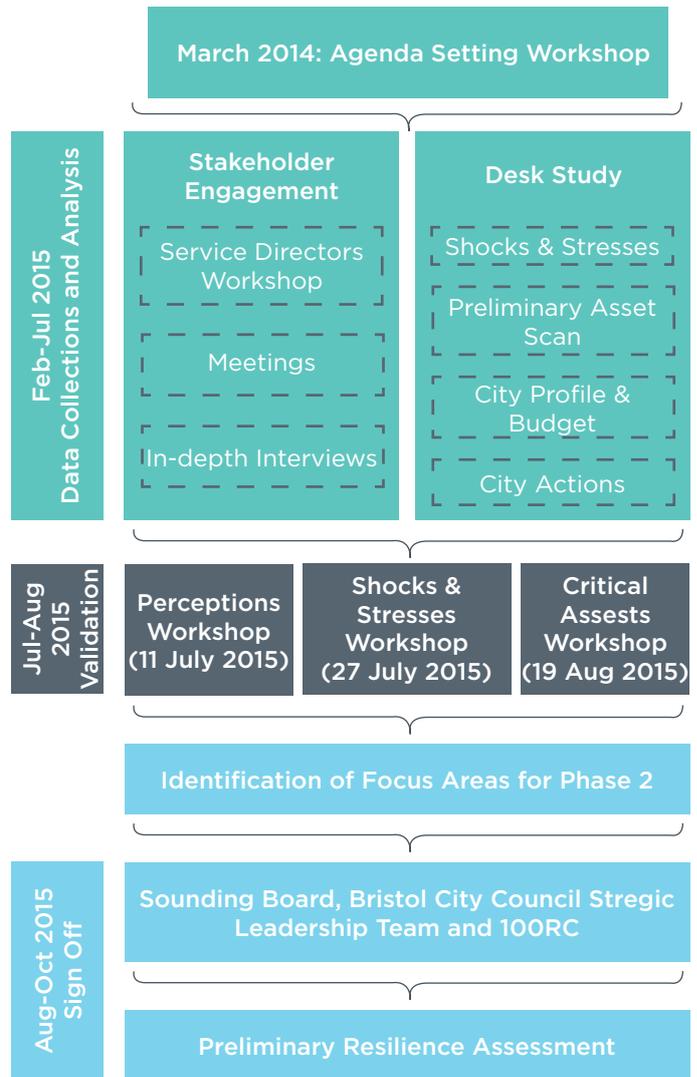


Figure 5: Preliminary Resilience Assessment process

2.4.1 Stakeholder Engagement

The development of a stakeholder engagement plan with the strategy partner Arup helped to identify the broad range of public, private, statutory and third sector stakeholders that have an interest in city resilience.

The subsequent stakeholder engagement process was specifically designed to harness the commitment of those considered to have resilience-related interest and power (top right hand quadrant) and to seek to influence those who were considered to have power but less interest in resilience (top left hand quadrant).

A range of engagement techniques were used including:

- Semi-structured face-to-face interviews;
- Formal group presentations;
- Targeted workshops;
- Speaking contributions; and
- Bi-monthly Sounding Board meetings.

Appendix 2 contains a list of all individuals and groups that were met as part of the engagement process.

This process formed the basis of the stakeholder perceptions assessment that is presented in Section 5.

2.4.2 Desk Study

The team were tasked with collecting and analysing all the secondary data to populate the tools to assess city actions, assets, shocks and stresses. The team met weekly with the CRO to review progress, identify data gaps and discuss emerging findings.

The sources of secondary data used in the assessment included:

- BCC internal strategic planning data on city strategies and action plans;
- BCC Asset Management Plans;
- Publicly available data from regulatory bodies (e.g. Ofwat, Ofgem);
- Publicly available data and plans from third parties; and
- Avon and Somerset Community Risk Register.

2.4.3 Synthesis

The synthesis of the findings from the desk study and the stakeholder engagement work was led by the CRO with support from Arup and BCC colleagues as well as the Resilience Sounding Board. The outputs from the tools were shared and discussed at a number of forums and workshops to validate the conclusions. This resulted in the development of themes and focus areas for further research as discussed in Section 7.





© Chris Baim

3 Bristol City Context

Bristol has a pioneering and independent spirit and personality that's been within us throughout our 800 years as a city. It is a city with vibrant cultures and a high quality of life. Bristol is the European Green Capital in 2015, which the judges awarded to "the city with the sense of fun".

Bristol is a prosperous city; an attractive location for knowledge-rich businesses and entrepreneurial activity. At the same time, the City's success is not equally available to all; there are inequalities in health and wealth.

The City is situated at the heart of the West of England sub-region, it is geographically well connected and draws commuters from a wide area, with the longest average in-commute in the UK after London.

3.1 Leadership and Strategy

On the 16th November 2012, the independent candidate George Ferguson was announced as the newly elected Mayor of Bristol, one of the few to be directly elected in the UK. The Mayor represents the interests of Bristol's citizens and leads the city council and its full range of services, with a turnover of around £1billion a year.

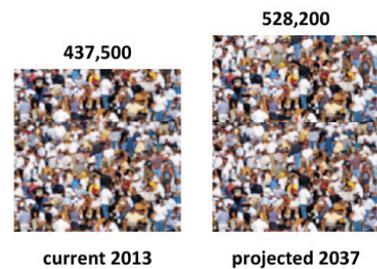
The City Council has responsibility for delivering a large number of city services, but there are many more delivered by other private, public and third sector bodies. Mayor Ferguson has chosen to retain ultimate responsibility for all major policy decisions, which he makes through a number of partnership Boards including the Health and Wellbeing Board and the Learning City Board.

There are also cross-boundary interdependencies, with a need for Bristol to work in partnership with its three neighbouring authorities in the West of England, as well as further afield. The Local Enterprise Partnership (LEP) brings together the public and private sectors across the four authorities around issues relating to economic growth. The Planning, Housing and Community Board makes recommendations on cross-boundary issues. This body is overseeing the production of the Joint Spatial Plan (JSP) for 2036 and there is a Joint Transport Board overseeing the production of a Joint Transport Plan 2036 to inform the JSP.

On paper Bristol has a fairly robust emergency planning framework. Under Civil Contingencies legislation, the City Council works with other emergency responders, including the Police, Fire Service, Ambulance Service and others, in a 'Local Resilience Forum' to assess risks, write multi-agency plans and train and exercise. Two of the Local Resilience Forum key products are the Community Risk Register; a comprehensive assessment of all the civil contingency risks facing the Avon and Somerset area, and the Major Incident Response Guide; a locally agreed division of emergency response roles. The City Council itself maintains a 'Civil Protection Unit' (CPU) consisting of 4 emergency planners. The CPU use the Community Risk Register to identify local (Bristol) risks, write emergency plans and train and exercise staff on the Authority's response and recovery roles.

Following the global recession in 2008, the public sector in the UK has faced growing austerity and budget cuts. This is changing the role of local government, meaning it is often becoming a facilitator, rather than deliverer of services. This is reflected in the inclusive approach to this work.

The UK government announced a big shift in local government's responsibility for delivering and financing public services in the Autumn Statement in November 2015. The changes will ultimately give local authorities the power to retain and vary business rates to invest locally. Many of the cities, including Bristol, have been engaged in confidential negotiations around devolution of power since the Conservative government was formed in May 2015. It is not yet clear what the result of these negotiations will be for Bristol, but what is certain is that the city is set to gain more powers and autonomy in the future. This increased autonomy will help the city to prioritise investing in projects and initiatives that make the city more resilient.



3.2 Economy and Society

Bristol has a fast growing population, with a 21% rise predicted by 2037 (see figure 5). With a 2013 population of 437,500, it sits at the heart of the West of England (population 1.1 million), which reaches from Bath to Weston-Super-Mare to Yate.

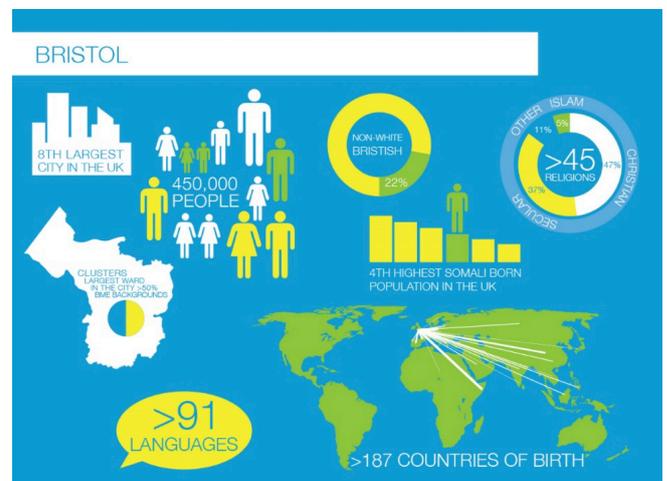


Figure 5: Rapidly growing diversity of Bristol's populations

Since 2003, the population is estimated to have risen by 46,000 people (12%), higher than the England and Wales average. This large increase can be attributed to a number of factors. The city attracts many young people come to study and its 'stickiness' means that a high proportion choose to stay and start families (seen in the significant rise in births). The other noticeable trends are a significant increase in net-international migration, and an ageing population.

The population of Bristol has also become increasingly diverse in recent decades as shown in Figure 6 and some local communities have changed significantly. There are now at least 45 religions, at least 180 countries of birth represented and at least 91 main languages spoken by people living in Bristol.



This story of a prosperous and creative city hides a large gap between the rich and poor. The average earnings are higher in Bristol than the UK average but there is also a higher than national average proportion of children living in poverty (ref. DWP Tax Credits data, 2012).

3.3 Health and Wellbeing

Generally the population of Bristol is healthy with 82% of people feeling in good health, similar to the national average; and people are living longer. There is a high level of satisfaction as a place to live amongst Bristol residents.

82% of residents are happy with Bristol as a place to live (Quality of Life survey 2014)

However, the gap between rich and poor in Bristol is also manifested in longstanding, deep seated inequalities in health and wellbeing between some of the most affluent and most disadvantaged areas. For example, life expectancy is rising, but there is a persistent gap between the most and least deprived wards (an estimated gap of 8.9 years for men and 6.6 years women between Henleaze and its neighbouring ward of Southmead, 2011-13).

3.4 Infrastructure and Environment

Traffic congestion is consistently reported as the top concern of residents in Bristol's Quality of Life Survey. This is despite the fact that more people in Bristol commute to work by bicycle or on foot than in any other Local Authority in England and Wales (57,000 - 27% of the working age population²).

It has been estimated that traffic congestion could cost the local economy some £600 million a year by 2016. Air quality also remains a concern; despite improvements, ozone and NO₂ levels are still above EU limits in central areas and on main radial roads.

There is an ongoing need for more affordable housing in the city. Over the past decade (February 2005 to February 2015), average house prices in Bristol increased by £44,100, an increase of 29%, higher than the national average. In 2009 it was estimated over 1,500 new affordable homes would be required each year, more than have ever been built.

Bristol has made some major advances in reducing CO₂ emissions. In the last decade the city's population grew by 12% and the economy by 40%, whilst between 2005 and 2013, there was a 17% reduction in CO₂ emissions³.

Within the city boundary there are 1500 hectares of accessible green space. Over 25 million visits are made by 83% of the Bristol population to parks and green spaces every year. However, these facilities are unevenly distributed throughout the city, both in terms of quality and quantity⁴.

Summary

- The changing role of local governments in the UK means Bristol's 50 year resilience trajectory needs to be a citywide effort
- Bristol's population is growing and becoming more diverse
- Bristol is an affluent city, but this masks inequalities
- Bristol has challenges such as transport congestion due to in-commuting and a lack of affordable housing due to market pressures and low delivery of new units.

² 2014 ASHE ONS and Centre for Cities data tool <http://www.centreforcities.org/data-tool/>

³ DECC figures

⁴ Bristol City Council, Bristol's Parks and Green Space Strategy, 2008



Figure 6: Primary & secondary drivers identified in citywide plans & strategies

4 City Actions

4.1 Review of Plans and Strategic Programmes

In a city the size and scale of Bristol, it is almost impossible to understand everything that is happening at all scales that might contribute towards our resilience.

This element of the assessment focused reviewing policies and plans that are citywide (and predominantly owned by Bristol City Council). A total of 53 plans and strategic programmes were identified (see Appendix 2) and these were mapped against the city resilience framework. Each strategy was assessed, identifying the relevant primary (i.e. direct) and secondary (i.e. indirect) resilience drivers that each one contributes to. The results of this are shown below illustrating the relative frequency of actions in relation to the 12 drivers of city resilience.

This output provides a starting point for discussion, rather than a comprehensive view of Bristol's existing performance.

This output shown in Figure 7 highlights that Bristol is good at producing strategies and plans; from an autism strategy to a biodiversity action plan, from a river basin management plan to a cycling strategy. Many of these strategies and plans are overseen by multi-sector strategic partnerships. This wide range of existing strategic partnerships will be an important consideration in thinking about long-term governance of resilience.

The conclusion from this exercise is that there is a lot happening in Bristol, but that it is not always integrated, meaning that there are some overlaps and potential inefficiencies.

It has not been possible to assess the extent to which these strategies and plans have the resources to be implemented, nor the extent to which they embody the seven resilience qualities introduced earlier in Figure 1.

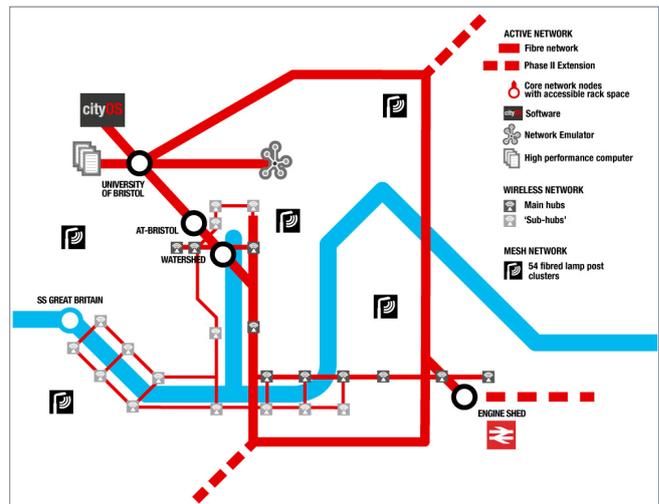
4.2 Exemplar Projects

Whilst it was outside the scope of this study to carry out a review of all projects currently underway and contributing to resilience it was important to recognise the many exemplar projects already being undertaken by a wide range of stakeholders in the city; those set out below provide some limited examples. The ways in which these examples can be scaled up and included in the 50 year resilience trajectory will be considered in the next phase of work.

one day : Day One

one day: Day One is a pop-up participatory artwork, which helps individuals to explore the concepts of resilience. The project has, very simply, created a light-footed and roving pop-up structure where the people of Bristol can enter and imagine their own future resilient Bristol as if that were today's Bristol. Their visions for the future-now are documented in audio and video, collected and represented online and in public spaces, while the structure itself moves daily and weekly around the greater Bristol area.

This project is particularly **inclusive**, engaging with individuals in diverse communities across the City. It is also **reflective**, gathering information and views on the future to inform future actions and priorities.



Bristol is Open⁶

Bristol is Open is a Joint Venture between the University of Bristol and Bristol City Council, which aims to deliver research and development initiatives that contribute to the development of a smart city and the 'Internet of Things'.

Small sensors, including the smart phones and GPS devices of willing participants, will supply the three new fast networks in the centre of Bristol, with information about many aspects of city life, including energy, air quality and traffic flows. A city operating system will dynamically host this machine-to-machine communication, allowing the development of a wide range of applications. All data generated will be made available on an open data portal.

The project is working with a range of partners, including large telecom and software companies, small hi-tech start-ups, public service delivery organisations, academics and others.

The project is particularly enabling Bristol to be **reflective** by developing an environment for new technologies to be tested, and allowing partners to learn. It is also encouraging **integration**, both technical and organisational.

Severn Project⁵

The Severn Project began in 2010, producing salad leaves and herbs at urban farms in Bristol, with an aim to empower individuals and communities by providing training, education and employment opportunities.

The project uses otherwise disused land, bringing it into productive use, contributing to wildlife and biodiversity, providing a local food source (reducing carbon emissions) and supporting the local economy. The project supports people recovering from drug and alcohol misuse, people with poor mental health and those with offending backgrounds to go back to work. Working with the City of Bristol College and Bridgwater College, the project provides education, training and apprenticeships.

The project's particular resilience qualities include;

- It is **inclusive**, enabling a range of individuals to engage with training, work opportunities and their communities
- It is **integrated**, bringing together multiple outcomes and organisations
- It is **resourceful**, bringing together resources from a number of sources (including soil from Avon and Somerset Police, disused land from Bristol City Council, a range of referral organisations, food businesses and individuals, both as consumers and volunteers)
- It is **flexible**, with its approach to satellite growing allowing new and evolving business models



Southmead Embleton Road SuDS Project

This project, funded by a Green Capital award, is working with residents to help make streets greener and improve drainage, using Sustainable Drainage Systems – SuDS. The project recognises that Sustainable Drainage Systems help to manage flood risk and water quality, as well as providing other benefits that create great places to live; making the streets safer for walking and cycling, as well as bringing people in the neighbourhood together.

The project embodies a number of resilience qualities;

- It is **inclusive**, with school groups and other local people being involved in the design
- It is **integrated**, bringing together multiple outcomes and organisations
- It is **resourceful**, bringing together resources from a number of sources (financial resources from Bristol City Council and Bristol 2015, intellectual resources from Bristol City Council, Sustrans, Arup and local people)
- The project aims to be **reflective**, learning lessons for future SuDS projects across the City

Bristol Code of Conduct for Streetworks and Roadworks

An award-winning partnership formed to help reduce disruption during roadworks and streetworks has saved Bristol from 150 days of activity on the city's highways in 2014.

The Council established the Bristol Code of Conduct for Streetworks and Roadworks in collaboration with Bristol Water, Wessex Water, Wales and West Utilities and Western Power Distribution. The streetworks code goes over and above existing legislation whilst encouraging utilities to take a collaborative approach to reduce inconvenience to road users during essential work. The agreement involves sharing plans and coordinated improvements wherever possible.

The project embodies a number of resilience qualities;

- It is **integrated**, bringing together multiple projects and organisations
- It is helping to ensure that Bristol's infrastructure is maintained and can remain **robust**.

Lawrence Weston Neighbourhood Plan⁷

Ambition Lawrence Weston (ALW) is a community driven Regeneration Project for the Lawrence Weston community in North Bristol. In 2012, The Lawrence Weston Neighbourhood Planning Group (LWNPG) was formed. It has over 30 resident members and elected local councillors. It worked with residents and other stakeholders to develop a Neighbourhood Development Plan for the area.

LWNPG was assisted by Arup in order to produce a Neighbourhood Plan, to enable the Group to influence development in the area. The Plan identifies objectives such as providing new high quality housing, improving green spaces and the wider public realm and allocating land for a new retail use.

Following the development of the Neighbourhood Plan, the Neighbourhood Planning Group have been able to secure a new supermarket and lead a community housing project in partnership with a developer.

The project embodies a number of resilience qualities;

- It is inclusive, with the process engaging and consulting with a wide range of residents and businesses
- It is integrated, bringing together multiple projects and organisations
- It is reflective, with local residents learning about the planning process, and understanding their role within it

Summary

There are some great projects and initiatives already happening in Bristol - particularly at neighbourhood level - that display resilience qualities. The 50 year resilient trajectory will aim to learn from and build on these exemplars. The challenges will be in scaling up and in integrating with existing activities.

⁵ Information from <http://www.thesevernproject.org/the-purpose/> [accessed October 2015]

⁶ Information from <http://www.bristolisopen.com/> [accessed October 2015]

⁷ Information drawn from: <http://www.ambitionlw.org/ambitionlworg/link/main/one/wordpress/welcome/planninggroup/>

⁸ BBC News, 2014 <http://www.bbc.co.uk/news/magazine-26730705> [accessed October 2015]

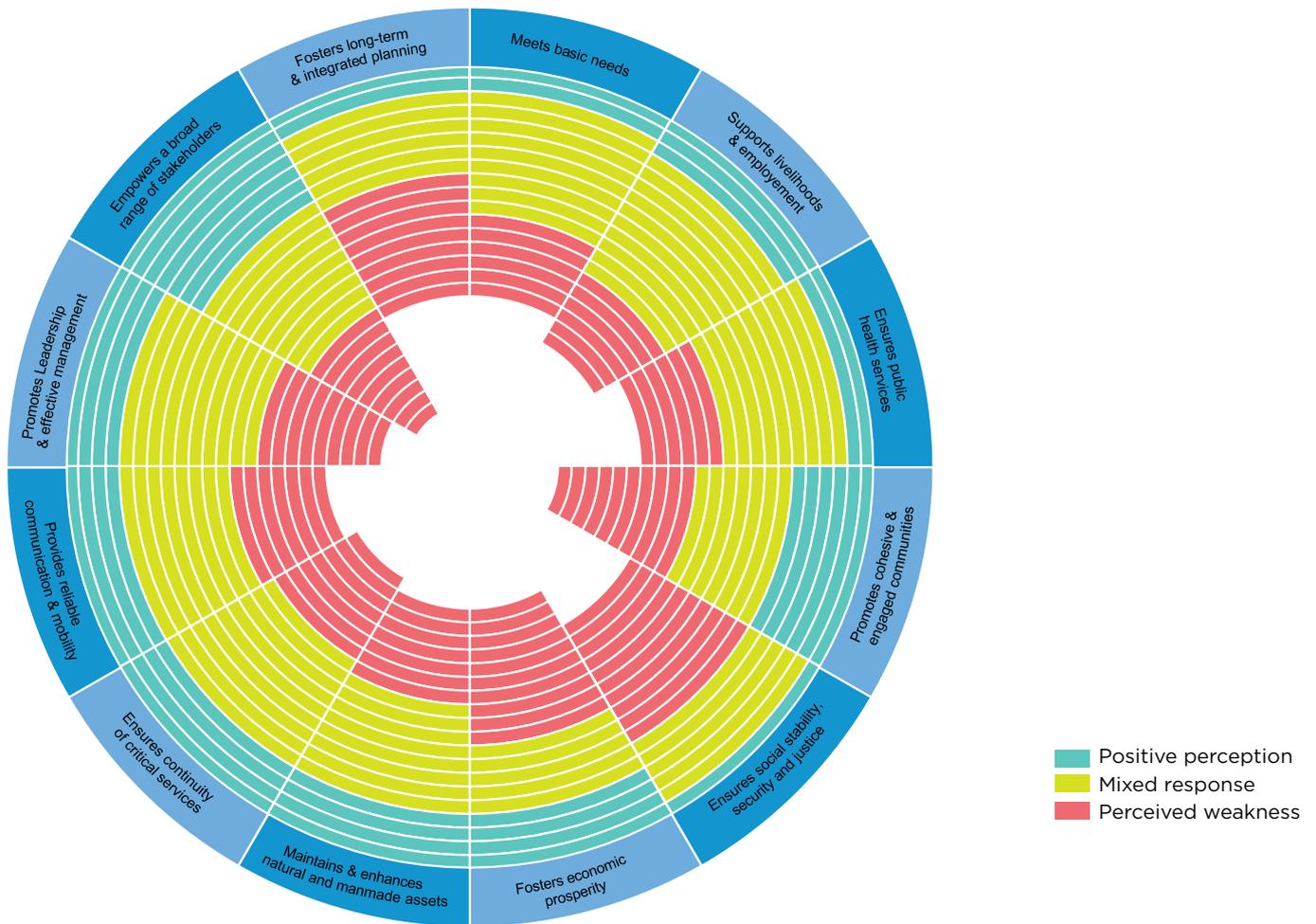


Figure 7: Output from analysis of stakeholder engagement

5 Stakeholder Perceptions

As described in Section 2.4.1 stakeholder engagement formed a significant and intensive part of the assessment process. In total more than 200 people have been convened through the process and this section distils the main findings in relation to their perceptions of current city resilience.

The main groups convened through this process were:

- Senior council officials across departments of Bristol City Council;
- Council officials from neighbouring local authorities;
- Category 1 responders (Local Resilience Forum, emergency services);
- Category 2 responders (utility companies);
- Senior academics interested in resilience;
- Third sector actors;
- Community leaders and advocates;
- Professionals working in the private sector; and
- Network representatives.

There are gaps that have been identified in the engagement carried out to date. Notable gaps that should be addressed in Phase 2 are business leaders, local policing, faith communities and young people.

The diagram in Figure 7 captures information from all the stakeholder engagement using the following approach:

- During the perceptions workshop in June 2015, individuals were asked to express what they felt Bristol's areas of strength were across the hierarchy, as described in section 1. These were interpreted in terms of their alignment with the drivers set out in the City Resilience Framework.
- During the perceptions workshop questions were captured that participants would like to see answered to move the city towards a more resilient future. These have been interpreted as areas that could be improved, and in terms of their alignment with the drivers set out in the City Resilience Framework.
- During individual meetings, perceptions were captured about Bristol's performance against each of the four dimensions of resilience. These have been assumed to apply to each of the three drivers in each dimension.



Whilst not a comprehensive analysis of stakeholder perceptions, this suggests that perceptions are mixed, with examples of good and bad performance across the board.

The workshop, in particular, highlighted the strength of some of Bristol's grassroots activity (as shown through responses in relation to cohesive and engaged communities and stakeholder empowerment). However, individual conversations often uncovered frustrations that this activity did not link to strategic planning and delivery in the city.

There was a lack of positive response about the City's ability to foster long-term integrated planning, reflecting the number of different plans and strategies identified when considering current actions. There was also a negative response to Bristol's capabilities to ensure social stability, security and justice. There is evidence to suggest that whilst, in the UK, trust in the police over the past 30 years has been reasonably consistent, the public trusted the police much more in the early 1960s⁸. There are a range of possible explanations for this, but it may not be a coincidence that this change in attitude happened at a time of activism and wider social change (e.g. following the St Paul's riots).

The relatively poor perceived performance in meeting basic needs may seem an anomaly in a developed city, but this reflects the fact that housing, energy and food are all challenges for the city, both in terms of equality of access, but also in terms of the complexity of control and oversight for these city systems.

Summary

- There is a perception that the City Council is too top-down in its approach
- There are gaps between the City Council's approach and the vibrant grassroots community activity in the City.
- Housing, energy and food are perceived challenges for Bristol
- There is a perceived need for integrated long-term planning in the City
- Through the next phase of work, engagement with young people, business leaders, local policing and faith communities will be important.

6. Assets, Shocks and Stresses

6.1. Bristol's Existing Assets

Bristol's assets can be described as the things that support the city's ability to function. In scope were physical assets (both natural and manmade assets) as well as the less tangible socio-economic assets (social and human capital) that are important for Bristol's resilience. Money was not considered as an asset in its own right, as this is simply a means to value physical and socio-economic assets.

This section of the PRA draws on desk-top research, interviews with stakeholders including Council officers and a workshop with infrastructure providers. It provides a high-level understanding of how the identified range of assets contribute to Bristol's resilience, and where possible, the condition of those assets.

6.1.1 Physical Assets

Using the 100RC risk assessment tool, a very high level overview of the current performance of key physical infrastructure types was undertaken. It was largely a qualitative assessment, based on publicly available data.

The assessment had a number of limitations which should be acknowledged when using the results:

- Fragmented nature of city asset management;
- Lack of transparency on performance data and vulnerable assets and the lack of availability of a mechanism for bringing all of this information and stakeholders together;
- Lack of information on how Bristol's critical infrastructure operates within wider national infrastructure framework.

Utilities

Based on current metrics, the assessment found that the electricity, water, gas and sewerage companies are all delivering satisfactory performance. Across the board these privately owned companies are, thanks to strong regulation, investing funds to upgrade their ageing assets, improve their environmental performance and facilitating the evolution of more decentralised, low-carbon systems. Water supply restrictions haven't been in place since 1990 and Bristol Water states that a range of measures can provide security of supply until 2040. Both gas and electricity companies are facilitating the connection of renewables into the network although there are

some issues of reserved capacity having been reached in some locations. Wessex Water is anticipated to approve new connections and adopt certain types of sustainable drainage systems.

Transport

Bristol's highways network suffers from congestion and air quality targets for nitrogen dioxide are being missed. Conversations are being facilitated by the Council with other transport providers on a better functioning transport system in the city. A new tool is being used to assess the vulnerability of the city's highways and an extensive condition assessment programme is underway backed up by a new asset management plan. The updated Joint Local Transport Plan's network management strategy has the aim of providing the city region with a resilient, adaptable and well-maintained highway network. There have been efforts to consider alternative fuels for transport in Bristol, such as First Group's "poo bus", using waste products as fuel.

However, Bristol lacks a combined transport authority, which can make integrated long-term decision-making challenging.

Bristol's port and airport can be considered strategic assets for the City. However, they can also be key points of vulnerability, and if closed could have wider impacts.

Information and Communications

Significant work is needed to better understand Bristol's communications network especially the increasing dependency of other systems on ICT infrastructure, which brings with it many benefits but also increased cyber security risks. Energy in turn is needed to drive this ICT system. Bristol's waste system needs to be reframed from a circular economy perspective.

Food and Natural Environment

The foundations of the Who Feeds Bristol? Report, which mapped Bristol's food system and explored its resilience to the stress of peak oil, need to be built upon elevating the status of the food system so it is on a parity with other key infrastructures. An assessment of the ecosystems services provided by Bristol's natural environment could enable a better valuation and utilisation of Bristol's natural assets as an integral component of the city's infrastructure systems. This 'systems thinking' approach needs to be extended to consider and understand Bristol's other key city systems, namely the emergency services, financial services, government and health.

Energy and Carbon

Infrastructure systems that reduce their energy consumption and carbon emissions not only help to combat climate change but also increase their resilience to shocks by reducing dependency on fossil fuels. Early indications are that Bristol's citywide energy consumption and carbon emissions are unlikely to meet the 40% emissions reduction by 2020 for the energy and transport sectors (the waste and water sectors are not measured by the UK Department of Energy and Climate Change). The forthcoming update of the Climate Change & Energy Security Framework will highlight the options for achieving this target and an 80% emissions reduction by 2050.

Key Physical Assets

- Transport infrastructure (footpaths, pavements, rail, including the many suburban stations, from Avonmouth to parson street, roads, waterways – in particular the River Avon and the floating harbour, Bristol pPort, Bristol aAirport, the extensive cycle network including Sustrans' first route between Bristol and Bath, and a growing number of electric vehicle charging points)
- Energy infrastructure (generation, e.g. such as the Avonmouth wind turbines and solar panels on roofs across the City, and the transmission and distribution network)
- Water infrastructure (six reservoirs owned by Bristol water, rivers, drainage, waste water treatment plants)
- Green infrastructure (parks, playing fields, the Downs, informal green space, gardens, nature reserves, Severn estuary coastline, green belt, trees)
- Digital and communications infrastructure (Bristol is Open, mobile phone networks, fixed broadband, WiFi hotspots, plus digital TV and radio coverage, open data, control centres, CCTV)
- Food system (Bristol's 110 allotments, private gardens,; city farms such as St Werburghs and Lawrence Weston; St Philips Wholesale Fruit, Flower & Vegetable Market; Bristol's vibrant independent retail sector; food banks, and innovative schemes such as fareshare, and food cycle)
- Waste and resource system (recycling, composting, storage, transfer and disposal of waste, including energy recovery, maker lab, poo bus)

6.1.2 Socio-Economic Assets

Socio-economic assets can be both physical and intangible; encompassing human and social capital. Human capital can be seen through our knowledge and creativity, whereas social capital can be seen through networks, relationships and co-operation.

In identifying some of the key assets (e.g. numbers and locations of neighbourhood community groups, community venues, places of worship) it was not possible to measure the effectiveness or strength of these elements, for example in terms of social capital, and therefore this review of assets is quantitative rather than qualitative.

Much of Bristol's economic strength comes from knowledge-rich businesses and entrepreneurial activity, particularly high tech, creative and digital industries. The city has many business start-ups, with organisations like the SETsquared Partnership, which supports high tech start-up companies⁹.

It is the core city with the highest Gross Value Added (GVA) per worker¹⁰. Although it has areas of deprivation, it is the most prosperous of England's eight core cities, and wealth per capita is higher than the national average. There are a number of partnerships that work together to continue this trend.

Bristol has a highly skilled workforce. There is, however, a lack of access to lower skilled occupations, with over 45% of claimants looking for work in the retail sector¹¹. Performance of Primary and Secondary Education in the city can be assessed through educational attainment for children and young people. This is rising steadily in state schools in Bristol, and GCSE results have now reached the national average¹². There are a number of organisations in the city working together through Learning City Partnership to plan for the future and retain this trend. There are also a number of youth organisations working with those who struggle to access traditional education.

Bristol has a large number of active community groups (and venues for them to meet in) and a voluntary sector contributing to the city's resilience, providing a range opportunities for communities to engage and actively participate through volunteering.

The city is home to partnerships working to improve the health and wellbeing of people of all ages, religions, and neighbourhoods. This shows the structures that are in place to enable Bristol to take an integrated approach to delivering city services.

⁹ <http://www.setsquared.co.uk/> [accessed July 2015]

¹⁰ GVA per worker, 2013, <http://www.centreforcities.org/data-tool> [accessed October 2015]

¹¹ State of Bristol: Key Facts 2015, Bristol City Council, April 2015, version 3.

¹² <http://www.education.gov.uk/schools/performance>

Key Socio-Economic Assets

- The local currency the Bristol Pound and strength of local economy and businesses
- Support for SMEs and start-ups (e.g. SETsquared Partnership, Engine Shed)
- Key economic sectors and associated support (Advanced Engineering and Aerospace, High Tech, Creative & Digital Media, Low Carbon and Professional Services).
- Business West and other networks (e.g. Bristol and Bath Social Enterprise Network)
- Local Enterprise Partnership
- Innovation (as shown through patent registrations)
- Education institutions (universities, schools and FE colleges)
- Youth organisations (e.g. LPW, CYN)
- Bristol Learning City Partnership
- Highly engaged third sector and active partnerships e.g. Green Capital Partnership
- Community venues¹³
- Over 900 local community, voluntary and self-help groups, clubs and societies¹⁴
- Health and social support, with access through Well Aware¹⁵
- Bristol Ageing Better programme (e.g. Bedminster Our Place Project¹⁶)
- Cities of Service¹⁷
- Bristol's faith communities and buildings (perhaps best collectively represented through Bristol Multi-Faith Forum¹⁸)
- Neighbourhood Partnerships¹⁹

Socio-economic assets are not equally accessible or provided across the city or the region. There are some existing organisations and programmes (i.e. assets) that are aiming to address this, but ultimately socio-economic assets will be particularly vulnerable to social stresses such as health inequality, economic downturns and unemployment

Summary

- Given the highly regulated nature of much of the physical infrastructure in Bristol, it is mostly operating to a satisfactory level against current standards.
- However, there may be further opportunities to integrate understanding of long-term stresses in our plans for future infrastructure.
- There are greater gaps in our knowledge or performance in less regulated infrastructure including food, green infrastructure, transport and ICT.
- Socio-economic assets are as important as physical assets, but less tangible.
- Consideration of socio-economic assets highlights inequalities in the city.

¹³ Bristol City Council, Community Venues- Available online at <http://maps.bristol.gov.uk/communityvenues/> [accessed July 2015]

¹⁴ Bristol City Council, Local Organisation Database- Available online at <http://www.bristol.gov.uk/OrganisationFinder?Task=orgsearch> [accessed July 2015]

¹⁵ Well Aware is a signposting and information site on health and wellbeing events and activities across the Avon region. Available online at <http://www.wellaware.org.uk/> [accessed July 2015]

¹⁶ Available online at <http://www.bristolageingbetter.org.uk/bedminster-our-place-project/> [accessed July 2015]

¹⁷ <http://www.citiesofservice.org/content/bristol-uk> [accessed July 2015]

¹⁸ <http://bristolmultifaithforum.org.uk/> [accessed July 2015]

¹⁹ <http://www.bristol.gov.uk/page/council-and-democracy/neighbourhood-partnerships> [accessed July 2015]

6.2 Shocks and Stresses

The analysis of acute, short-term shocks and chronic long-term stresses that Bristol is facing drew on information from the stakeholder engagement activity (in particular the agenda setting workshop and a shocks and stresses workshop), and from secondary data. The primary data sources were the Avon and Somerset Community Risk Register²⁰, work done by other key agencies, such as Bristol Water to identify their key challenges and the Joint Strategic Needs Assessment (JSNA)²¹ which sets out likely future health trends and challenges. Past events that have occurred in the city were also taken into account. This analysis was supplemented by a review of international and national trends that will have some relevance to Bristol²².

6.2.1 Shocks

Shocks can be described as one-off incidents that threaten a city's ability to function. They can be environmental (such as severe weather), physical (such as collapse of a bridge), social (such as a riot) or economic (such as industrial action).

Avon and Somerset Community Risk Register²³ is the main way in which agencies come together to assess risks to the City (and its surrounding area) over the next five years. There are existing multi-agency plans in plans to increase preparedness to these risks.

Extreme weather events over the last three years have caused major service disruption and infrastructure damage at multiple locations along Network Rail's Western Route. Particularly high profile events were the damage to the Dawlish railway and seafront from coastal storms (2013/2014) and flooding of the Somerset Levels.

Severe weather, in particular snowfall, gales and flooding, are identified as major risks to the area. This type of severe weather has, in the past, been seen to cause a wider range of impacts, including transport disruption, school closures and damage to property. Flooding is a risk that has been the subject of many studies. The most recent studies predicts that approximately 22,000 residential properties are at risk of surface water flooding across Bristol and that tidal flooding from the River Avon represents the most significant flood risk facing the city centre and the industrial area of Avonmouth²⁴.

The flood defences at Avonmouth (banks and bunds including the Severn Beach railway line, M4 crossing and Avonmouth Docks) currently provide a mixed level of protection, up to around a 1 in 200 annual chance flood year event (without climate change) and less than 1 in 20 annual chance flood event (with climate change). Similarly for the city centre the level of protection provided by flood assets is varied, but the risk is relatively low. However, with climate change, the level of protection is significantly less, at around 1 in 20. The city is also one of the Top 10 UK cities for surface water flood risk threatening approximately 26,000 homes and businesses.

The Avon Strategic Defences feasibility study²⁵ identifies the existing properties as well as areas of regeneration in the city which are at risk of flooding. It also identifies those critical infrastructure assets including roads, rail, pumping stations, electricity sub-stations, transmission lines and gas stations plus other essential services and assets. It states that the road network is particularly vulnerable due to its limited resilience, as well as power, drainage and communications assets.

The city are also working with the Environment Agency to deliver improved flood mitigation to the Avonmouth and Severnside area, to improve its resilience against existing and future flood risks.

20 Avon and Somerset LRF, Community Risk Register v5, May 2014

21 Bristol City Council, Joint Strategic Needs Assessment, 2013 <http://www.bristol.gov.uk/page/adult-care-and-health/joint-strategic-needs-assessment-jsna>

22 These include, for example, the European Environment Agency's review of megatrends, <http://www.eea.europa.eu/soer-2015/global/setting-the-scene>

23 Avon and Somerset LRF, Community Risk Register v5, May 2014

24 <http://www.bristol.gov.uk/page/environment/flooding-and-drainage>

25 Bristol City Council, Avon Strategic Defences feasibility study, 2014

The storm surge in January/February 2014 (tide level of 8.7m AOD) brought flooding to a number of areas next to the River Avon: Cumberland Road, Portway, Clarence Road, Sea Mills, Cattle Market Road, the RSPCA Cats and Dogs Home in St Philips, Crewshole Road and Avon Crescent (where the demountable flood barrier was deployed). Surface water flooding and blocked highways drains in January 2014 affecting Lower Ashley Road and Dean Lane flooded 8 properties. Surface water flooding around Bristol affected the following neighbourhoods and flooded 18 properties: Hengrove, Bishopston, Bioshopsworth, Hartcliffe, Lawrence Hill, Windmill Hill, Southmead, Knowle, Frome Vale, Henbury and Brentry.

Another potential shock in Bristol is public protest and disorder. This is not identified as the highest risk shocks in the next five years. However, it is recognised that this might change in the longer-term when considered in conjunction with stresses such as changing demographics and economic downturn.

In April 2011, in the inner city Stokes Croft area of Bristol, a riot broke out triggered by the heavy-handed policing of a sustained campaign opposed to the building of a Tesco store in the area. Stokes Croft is adjacent to the St Paul's area where, thirty- one years ago, the first of the 1980s series of riots, across cities throughout Britain, took place.

Following global outbreaks of swine flu, bird flu and Ebola, an influenza type outbreak is considered as a high-risk eventuality. Again, when considered in conjunction with longer-term stresses, this could become higher-risk in the longer-term.

Through the Community Risk Register, Bristol has identified the potential for shock events, which can be described as “international events”; events which happen elsewhere that might have a knock-on impact on Bristol. This could be a manmade or natural disaster, that is unlikely to happen in Bristol, but which could impact on the City’s ability to function, through its supply chains or an influx of refugees, for example.

Shocks relevant to Bristol

- Disease Outbreak
- Public Protest/Disorder
- Terrorist & Malicious Attacks
- Industrial Action
- Major Infrastructure Failure
- Industrial Accidents, Environmental Pollution & Ordnance
- International Event
- Transport Accidents
- Severe Weather (esp. flooding)
- Structural Hazard

6.2 Stresses

Stresses are cumulative, often long term, issues that weaken and degrade the fabric of the city on a daily or cyclical basis. Stresses can be physical stresses on the natural or built environment, such as environmental degradation or ageing infrastructure. Stresses also include social stresses on the population for example on economic or health issues.

The stress that stakeholders perceive as being the greatest threat to Bristol is transport congestion²⁶. Between 2001 and 2011 car-ownership in the city increased by 13%²⁷. This is despite a doubling of cycle use and a 40% increase in walking over that period²⁸. It has been estimated that by 2016 traffic congestion could cost the local economy some £600 million a year²⁹.

Ageing infrastructure is also an important stress. This includes systems such as transport, energy and water systems, which were often not built to accommodate the increasing population of the city. Most of these urban systems are highly interdependent and if one is disrupted a cascading disruption can be seen across the infrastructure; particularly if the infrastructure is working at capacity with no system redundancy.

Health inequality was identified as a key stress at two workshops. Although life expectancy in the City is generally increasing, residents in the most deprived areas live on average 7.75 years less than the least deprived areas³⁰.

Many perceive that an ageing population will be a stress on the city. Between 2010 and 2020, Bristol's estimated growth in population for older people (65 and over) is 9.3%³¹. On average, older people use health and social care services more; for example adult Social Care predict a 13% increase (in the 10 years 2012-22) in the number of older people in Bristol using services³².

Population growth more broadly may be a greater issue, which risks putting pressure on a range of city systems, from the need to provide housing, to wider physical and social infrastructure provision. Based on current trends³³, Bristol is also expected to have a more diverse demographic profile in the future.

Growing unemployment was considered as a stress for Bristol as, although unemployment has fallen in the last two years, the city still had a 7.2% unemployment rate in 2014, 1% higher than the national average³⁴. Levels of unemployment link directly to health inequality, as set out in Bristol's Health and

Wellbeing Strategy. There is also a clear link between unemployment and economic downturn. Growing unemployment will impact on individuals' abilities to meet their basic needs, as well as on the wider socio-economic assets described above.

Climate change is considered to be a stress for the city, with 71% of residents concerned about the impacts of climate change³⁵. It will likely cause changes in weather patterns, with impacts on physical infrastructure, health and wellbeing, and economic supply chains. However, there is not a consolidated up-to-date evidence-base for the city covering the likely impact of climate change on all city systems over the next 50 years.

Water quality in the city is not good. Previous years have shown a slight improvement, but this trend may or may not be continued with new data expected by the end of the year.

The World Health Organisation describes anti-microbial resistance (AMR) as "a global health security threat that requires concerted cross-sectional action by governments and society as a whole"³⁶. Whilst there may not be particular factors that make this stress more chronic in Bristol, over a fifty year time period, it has the potential to impact on the health and wellbeing of the City's population.

Bristol's Peak Oil Report³⁷ showed the fundamental vulnerability of transport, healthcare, food, social cohesion, public services and emergency response to oil prices and availability.

Over 80% of food is supplied by four companies through global supply chains and less than 10% supplied locally³⁸. Hazards can interrupt supplies for days and stresses will affect food poverty & security.

Devolution and political change can be conceived as potential stresses for Bristol. The current narrative in the UK with regards to devolution leaves the potential for stresses in Bristol to become apparent in a number of ways. For example, it could result in Bristol obtaining powers that it doesn't have the capacity to deliver, or in it obtaining fewer powers than other places, resulting in less investment over time.

²⁶ As reported in the agenda-setting workshop, March 2014

²⁷ ONS 2011 Census

²⁸ Ibid.

²⁹ Ibid.

³⁰ Ibid.

³¹ Bristol Joint Strategic Needs Assessment 2012: Baseline, Appendix 1. Population

³² Ibid.

³³ For children (0-15), the Bristol average is 27.8% BME (31.9% non-white British), considerably higher than the overall rates in Bristol (16% BME population or 22% BME including non-British white). JSNA

³⁴ Ibid.

Stresses Relevant to Bristol

- Transport congestion
- Ageing infrastructure
- Climate change
- Environmental degradation
- Food supply
- Fuel supply
- Water shortages
- Change in political leadership
- Ageing population
- Health inequality
- Growing unemployment
- Economic downturn
- Population growth
- Civil and political unrest
- Anti-microbial resistance
- Devolution

Summary - Top Risks

The analysis considered the direct and indirect relationships between shocks and stresses. It is apparent that almost all shocks are either directly or indirectly linked to each of the stresses identified. In this context, there is no single outstanding shock or stress that emerges as the most important for Bristol.

This provides the opportunity to consider new shocks and stresses that are likely to emerge over the coming decades, looking forward to 2065. Strengthening the city's ability to react and adapt quickly to these unknown threats, alongside existing shocks and stresses, is an important part of Bristol's resilience trajectory.

³⁵ Bristol City Council, Quality of Life in Bristol survey results 2013, published April 2014

³⁶ World Health Organisation, Antimicrobial Resistance: Global Report on Surveillance, 2014

³⁷ Green Momentum Group & Bristol City Council, Building a Positive Future for Bristol after Peak Oil, 2009

³⁸ Jay Carney on behalf of Bristol City Council & partners, Who Feeds Bristol? Towards a resilient food plan, 2011

7.0 Themes and Focus Areas

The Preliminary Resilience Assessment has given Bristol the unique opportunity to take a rapid, high-level but critical look at all parts of the city's current systems. The insights from this assessment have laid the foundations for Phase II work which will seek to deepen understanding of practical responses to resilience-building in the context of Bristol city and the region. The four themes introduced below in Figures 9 and 10 provide the framework for Phase II which will inform the development of the 50 year resilient trajectory.

Whilst the qualities of resilience (as outlined in Section 1) did not form part of the formal Phase I assessment of Bristol's current performance the assessment highlighted that Bristol, with its combination of grass roots activism and top-down strategic planning, would benefit particularly from efforts related to becoming more:

- Integrated;
- Resourceful; and
- Inclusive.

It is clear that making the case for redundancy, or spare capacity, will be challenging during times of austerity. The concept of a 'resilience dividend' can help highlight the opportunities for Bristol to be more innovative and far-sighted to ensure that there is the capacity in the city to respond to unforeseen future challenges.

Phase II of developing Bristol's Resilience Strategy will provide the opportunity to analyse more deeply thematic areas identified in Phase I as particularly critical to building Bristol's resilience. This will help ensure that priority is given to implementation of projects that bring tangible benefits at all scales of the holarchy, with effects felt both today and by future generations. This section describes the overarching themes and proposed focus areas, including why each has been selected.

Overview and Structure

This section sets out the synthesis of the findings of the PRA and the rationale behind developing:

- Themes, which provide the framework for Phase II of Bristol's work;
- Focus Areas posed as questions because Phase II is still part of the enquiry stage for Bristol (Figure 8);
- Current 'resilience paradoxes' and aspirational goals for 2065 which have been used to articulate diagnostic questions;
- Rationale for the selection of focus areas.

The four focus areas have emerged through much iteration in the assessment process and have been identified and validated through a triangulation process of secondary data collection, stakeholder perceptions and wider engagement. They were not purposely selected to map onto the four dimensions of the City Resilience Framework but it does indicate that there is work to be done in all areas across the city system.

The focus area questions shown in Figure 8 below have been arrived at through an iterative process with the strategy partner Arup, the Resilience Sounding Board and other senior stakeholders in the city. Their feedback and input has been essential to honing these questions so that they reflect the priority areas for action that have emerged through the assessment process.



<p>A. Organisations How can city structures promote collaborative working and foster shared ownership of future priorities?</p>	<p>B. People & Families How can every citizen have the confidence, skills and trust to play a positive and active role in shaping the future of the city.</p>	<p>C. Place How can the city's assets meet future demand and be resilient to the effects of climate change and other unforeseen shocks and stresses?</p>	<p>D. Prosperity & Worth How can prosperity and wellbeing be promoted through innovative forms of financing, employment and sharing resources that value local social and natural capital?</p>
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Figure 8: Four resilience themes to be explored in Phase II

The sections below set out the rationale behind the identification of the focus areas and the diagnostic questions.

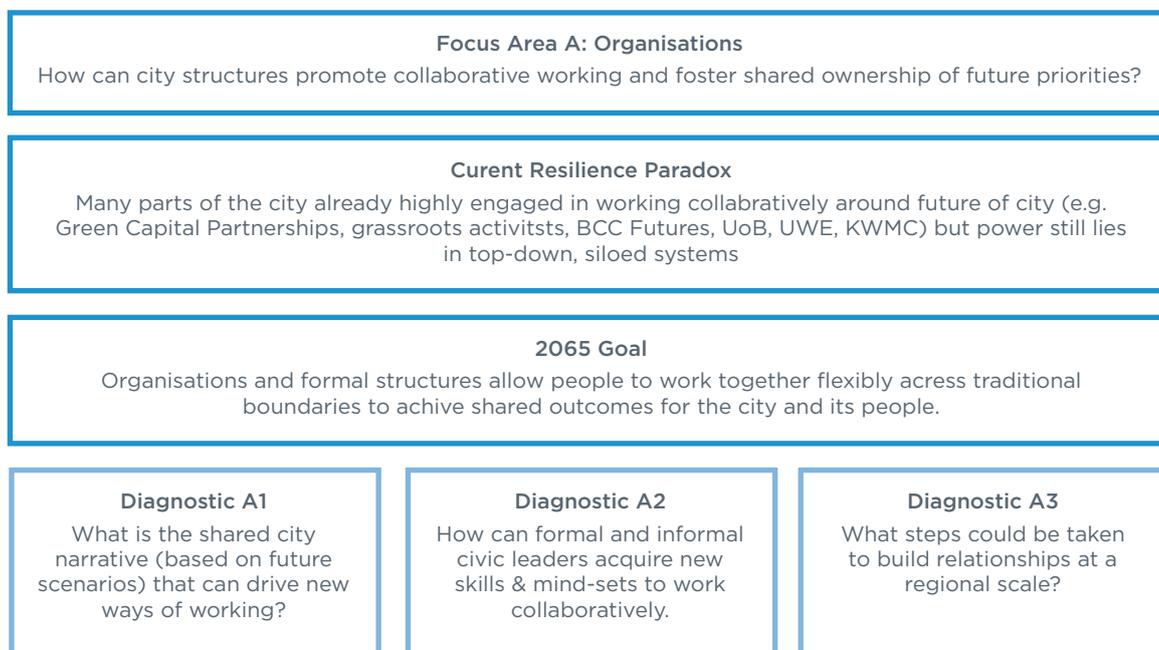


Figure 9: Focus area A Organisations - resilience paradox, 2065 goal and diagnostic questions

A Organisations

This theme is focused on improving the formal decision-making processes and engagement structures and relationships across the city and the region. The assessment identified a degree of disconnect between the extensive community engagement activities undertaken e.g. through Neighbourhood Partnerships and the strategic decisions being made in the city.

Responding to this focus area will help Bristol to understand how it can build on the engagement and commitment of formal and informal leaders and engaged citizens in the city and move towards more resilient planning and decision-making. It will help to identify structures, skills and mind-sets that will encourage long-term thinking in a way that is inclusive, integrated and adaptive.

Activities to respond to these questions will include a workshop with key stakeholders to develop future city scenarios for Bristol in 2065, research into systems leadership models and identification of opportunities for regional engagement related to resilience.

Rationale

Through the Phase I research and analysis this theme and focus area emerged as significant opportunity for building resilience into the city's structures. It captures some of the drivers from the City Resilience Framework that were identified as weaknesses. In particular, this should help Bristol to better meet basic needs, foster long-term and integrated planning, and empower a broad range of formal and informal leaders. The full set of drivers that addressing this focus area should help to foster is highlighted (in blue) in Figure 10.

This focus area will help Bristol to address the full-range of shocks and stresses identified as relevant, but the focus on the long-term is a result of our identification of stresses that Bristol will face. Those that have particularly been highlighted in our analysis are set out in Figure 10. Figure 10 also sets out how this focus area also builds on Bristol's existing strengths and activities, as well identifying the resilience qualities that should be strengthened through addressing this focus area.

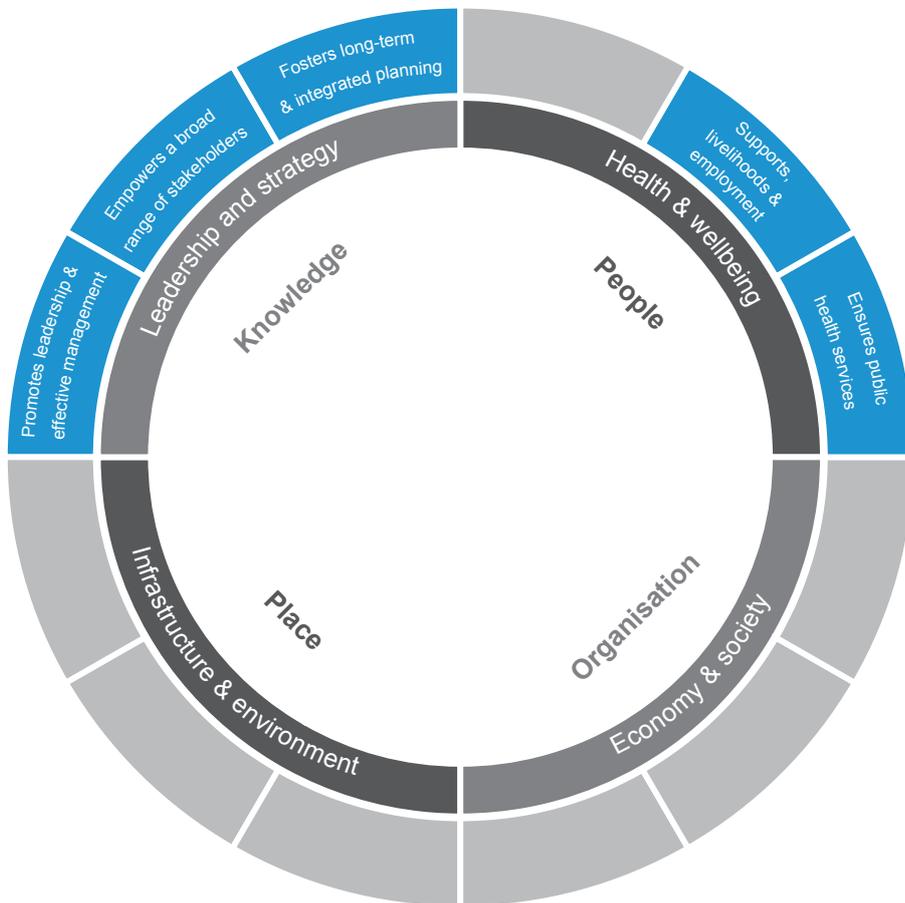
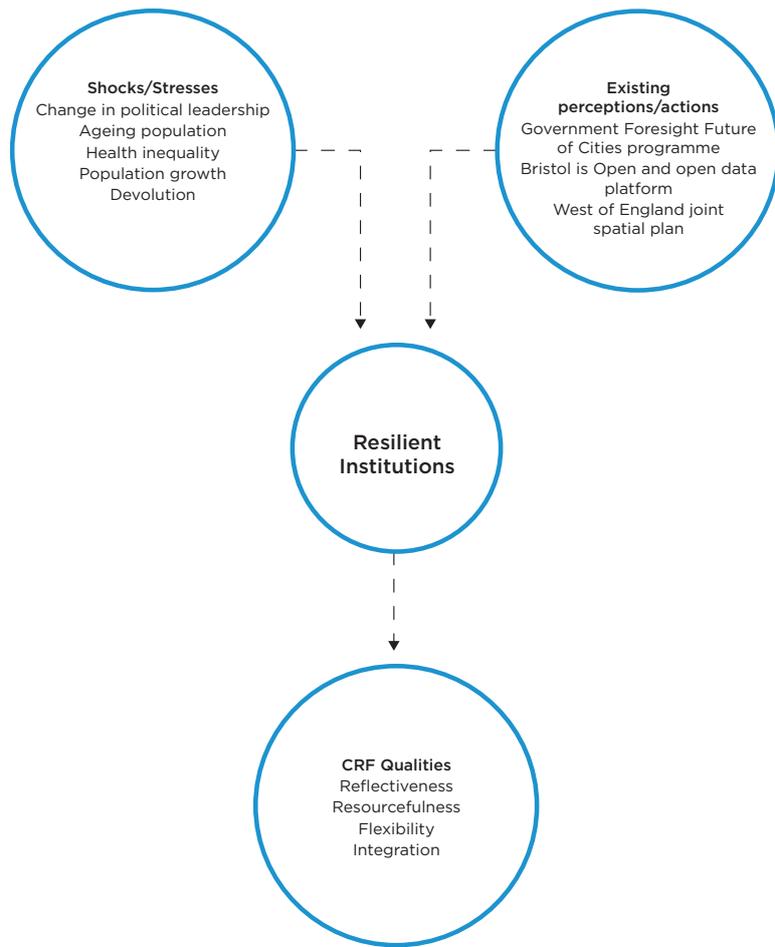


Figure 10: Focus area A: Organisations - Resilience drivers, shocks, stresses and qualities

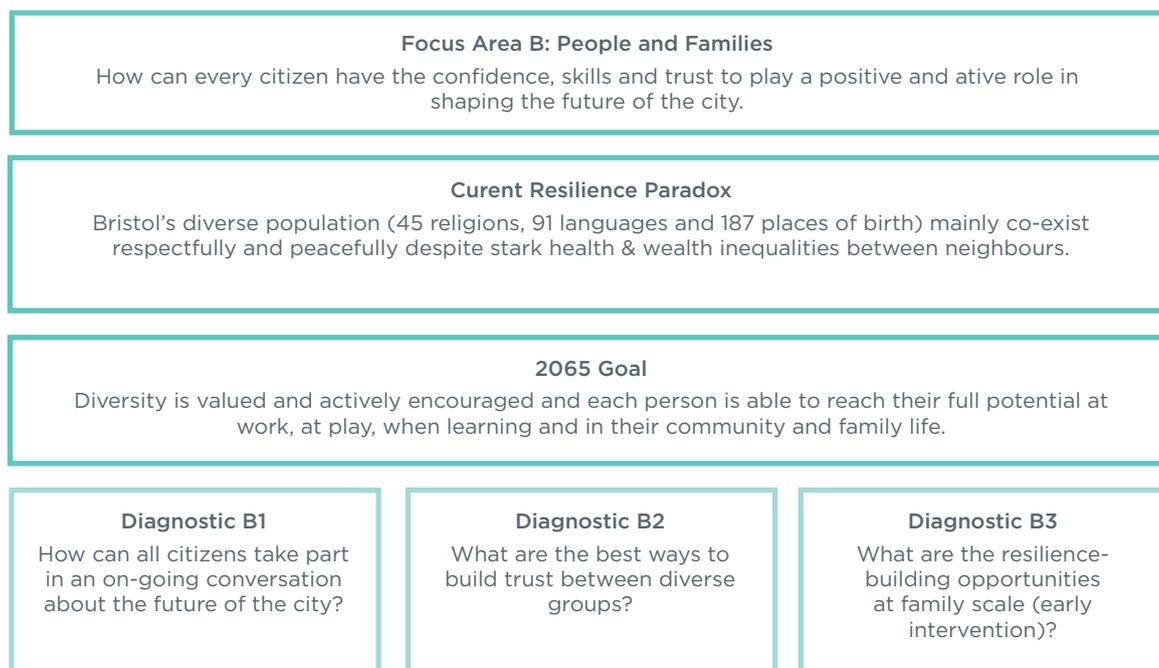


Figure 11: Focus area B: People and families - resilience paradox, 2065 goal and diagnostic questions

B People and families

This theme is about enabling all the citizens of Bristol to play a positive and active role in shaping the future of the city. During the first phase of work, engagement was a key part of the methodology. However, not all stakeholder groups were equally represented (for example, business, youth, and faith communities have all been identified as gaps). The 'engaged' section of the city is typically the white, professional middle-class and it could be argued that the power of their voice is reinforcing the gap between rich and poor.

Activities in response to these questions will include activities such as desk-study, interviews and focus groups. We will also conduct pilot projects to test new approaches, for example, Bristol Day (as part of the Festival of the Future City in November 2015) will be an opportunity to test a new experiential way to have a conversation about the future of Bristol.

Rationale

Figure 12 highlights (in blue) the set of drivers that this focus area addresses. In particular, this should help Bristol to better empower a broader range of stakeholders and promote fairer, more cohesive and engaged communities.

This focus area will help Bristol to address the full-range of shocks and stresses identified as relevant, but those that have particularly been highlighted in our analysis are set out in Figure 12. Figure 12 also sets out how this focus area builds on Bristol's existing strengths and activities, in particular Bristol's active community groups.

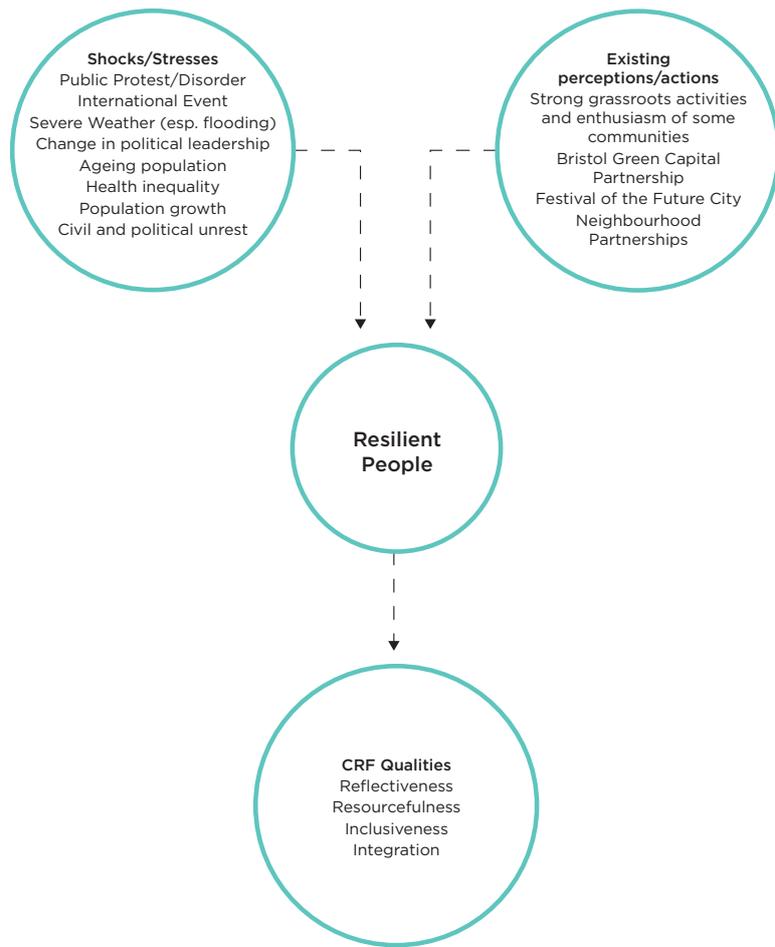


Figure 12: Focus area B: People and families - Resilience (People, shocks, stresses and qualities)

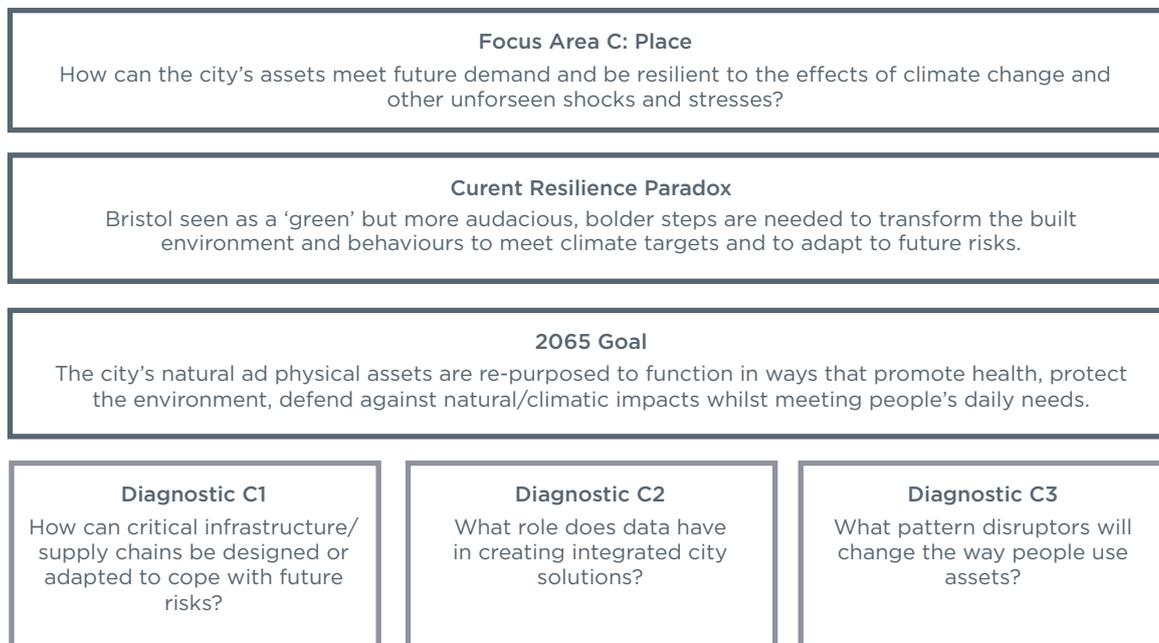


Figure 13: Focus area C: Place - resilience paradox, 2065 goal and diagnostic questions

C Place

This theme is focused on achieving more robust and integrated physical systems in the city. The assessment found that, whilst individually organisations are preparing for shocks to their systems, there is less evidence of the ways in which interdependencies are being addressed.

This focus area will provide the opportunity to better understand some of the key physical assets in the city, as well as facilitating conversations between the organisations that operate these assets to enable more adaptive, integrated responses, developing more robust and flexible infrastructure solutions. There are a number of shocks and stresses that are important to Bristol. Climate change is one example that is a priority for the city and where a gap in current knowledge was identified.

Rationale

The assessment found that, although good progress has been made in some aspects of future-proofing the city - for example a strong focus on improving energy efficiency and de-carbonising the city - there is a need to take bold and ambitious approaches to other physical systems such as mobility and the 'blue-green' protective natural assets. The full set of drivers that addressing this focus area should help to foster is shown in Figure 14.

This focus area will help Bristol to address the full-range of shocks and stresses identified as relevant, but those that have particularly been highlighted in the analysis, from climate change to ageing infrastructure, are set out in Figure 14. Figure 14 also sets out how this focus area also builds on Bristol's existing strengths and activities and identified which resilience qualities will be strengthened through addressing this focus area.

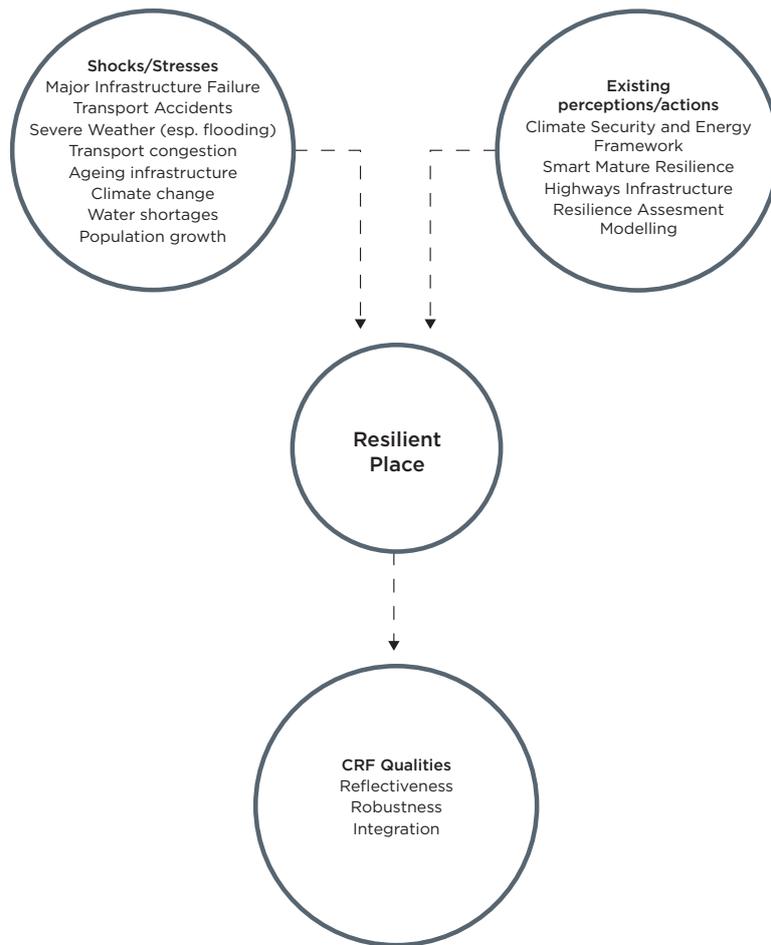


Figure 14: Focus area C: Place - Resilience drivers, shocks, stresses and qualities



Figure 15: Focus area D: Future of work – resilience paradox, 2065 goal and diagnostic questions

D Future of work

This is potentially the most challenging and important theme for Bristol, and one where the Sounding Boards has recommended efforts should be focused in Phase II.

Rationale

A resilience focus on the future of work has been developed to help Bristol to ensure that prosperity is linked to human wellbeing and protection of the natural environment. It will also ensure that inward investment is firmly linked to long-term investment in Bristol as a place and does not simply exploit human and natural capital. The full set of drivers that addressing this focus area should help to foster is shown in Figure 16.

This focus area will help Bristol to address the full-range of shocks and stresses identified as relevant, but those that have particularly been highlighted in our analysis are set out in Figure 16. Figure 16 also sets out how this focus area also builds on Bristol's existing strengths and activities, including initiatives such as the Bristol pound, Great Western Regional Investment Capital and New Economy Organisers Network (NEON). The resilience qualities that should be strengthened through addressing this focus area are also identified.

It is worth noting that, as shown in Figure 16, this focus area address a broader range of drivers and shocks and stresses than the other three themes. This would signify its importance as a system-wide set of interventions to build long-term resilience.

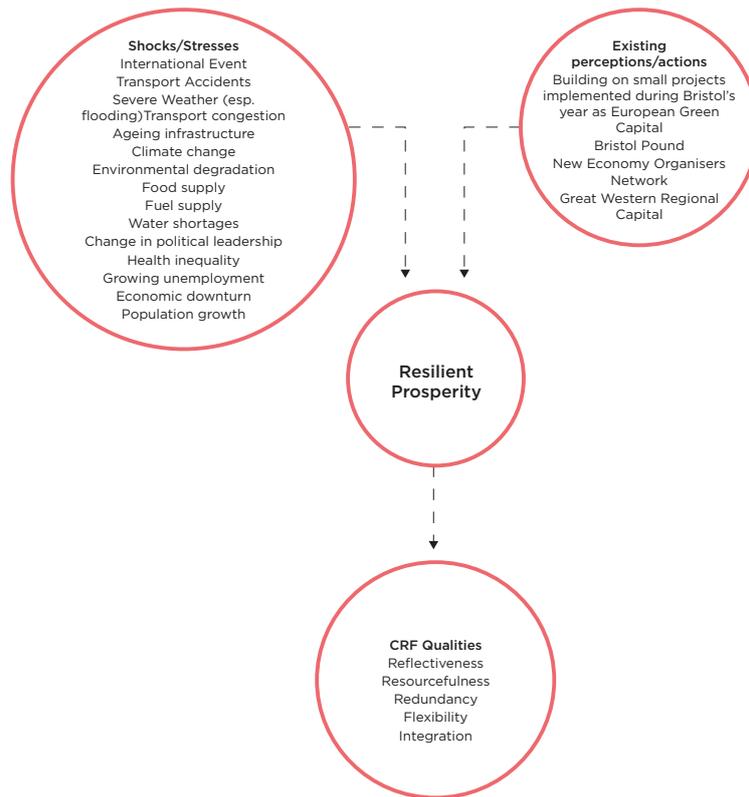
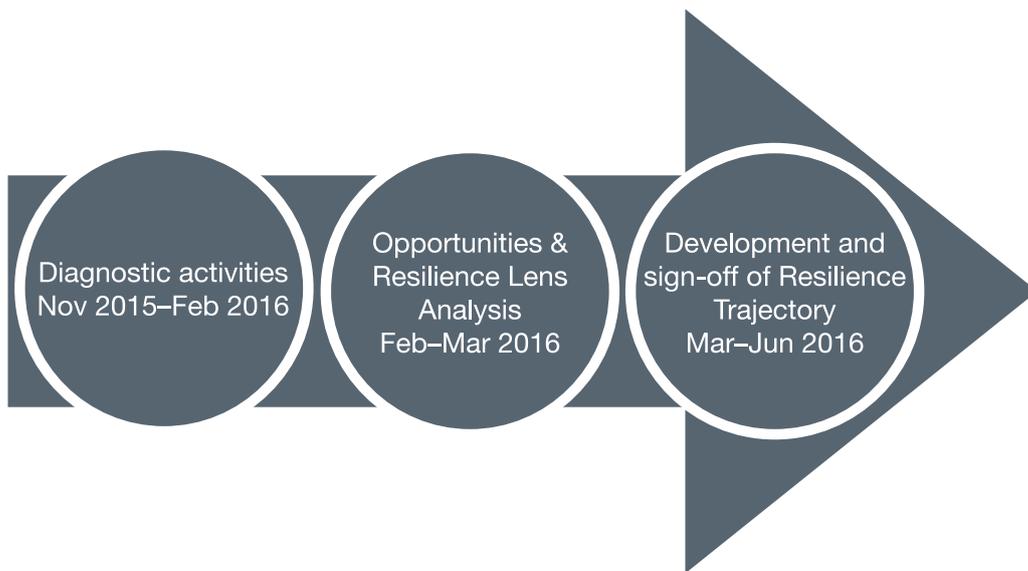


Figure 16: Focus area D: Future of work - resilience drivers, shocks, stresses and qualities

Next Steps

A Scope of Work will be developed for Phase II, which will include specific planning for the management and delivery of tasks relating to each Focus Area. It is anticipated that the Resilience Trajectory will be completed by summer 2016. An overview of the process for arriving at this stage is set out below.



Appendix 1: Terms of Reference and composition of Sounding Board

Background

The Rockefeller Foundation has committed to investing \$100million over five years in developing city “resilience” - the ability to survive, adapt, and grow in the face of stresses and shocks - through their 100 Resilient Cities Programme www.100resilientcities.org. Bristol successfully bid to Rockefeller and has funding for a Strategic Resilience Officer (SRO) for two years; Sarah Toy took up the post in February 2015 and she is responsible for coordinating the development and implementation of a Resilience Strategy for Bristol.

Purpose

The Bristol Resilience Sounding Board, comprising 12-15 members, will act as an informal “critical friend” to the SRO. The Board will offer a safe but expert and challenging exchange of ideas on all aspects of Bristol’s resilience as they emerge through the strategy development process and on-going implementation. The contributions of the Board will feed into the formal resilience governance structure that reports through to the Strategic Director for Place, the City Director and the Mayor.

Board members will be asked to:

- Offer objective feedback and specialist advice to the SRO;
- Comment on draft outputs or recommendations;
- Share examples of resilience stories, best practice and evidence;
- Identify resilience-related partnership or funding opportunities;
- Act as resilience champions within their teams, organisations and networks.

In return Board members will:

- Be part of a select group of forward-looking resilience thinkers in Bristol;
- Help to inform the scale and ambition of Bristol’s Resilience Strategy;
- Get access to free resilience-related expertise and products offered by 100RC Platform Partners;
- Learn from the global resilience discourse of the 100RC Officer Network.

Membership

Membership will be by invitation of the SRO to reflect the breadth of resilience and will comprise:

Stephen Hilton, Director of Futures, BCC

Di Robinson, Director of Neighbourhoods, BCC

Becky Pollard, Director of Public Health, BCC

Ian Roderick, Schumacher Institute

Professor Rich Pancost, Cabot Institute, University of Bristol

Rob Davis, Avon Fire and Rescue and Deputy Chair of LRF

Sumita Hutchinson, Equality and Community Manager, Avon and Somerset Police

Caroline Macdonald, Low Carbon Group Sector Chair, Local Enterprise Partnership

Wendy Stephenson, Voscur

Clare Reddington, Watershed

Doug Owen, Lloyd’s Register Consulting

Peter Lipman, Global Transition Network and Sustrans

Patric Bulmer, Bristol Water

James Vaccaro, Triodos Bank

Frequency of meetings

The Board will meet quarterly with the first meeting planned for June 2015 but will be expected to communicate and exchange information with the SRO on a monthly basis.

Secretariat

The secretariat function to plan meeting dates and agendas, circulate papers in advance and write and circulate minutes will be performed by the resilience strategy partner Arup.

Appendix 2: List of city actions (strategies and plans) included in assessment

- Bristol Local Plan - Core Strategy
- Affordable Housing Delivery Framework
- Bristol Child Poverty Strategy
- Bristol Housing Strategy
- Local Enterprise Partnership Strategic Economic Plan (2015-2030)
- Avon and Somerset Police and Crime Plan
- Bristol Health and Wellbeing Strategy
- West of England Joint Local Transport Plan
- West of England Joint Waste Core Strategy
- Bristol Central Area Plan
- West of England Joint Strategic Planning Strategy
- Strategic Housing Market Assessment
- Bristol City Council Corporate Plan 2014-17
- Preventing Homelessness Strategy 2013-18
- BCC Site Allocations and Development Management Policies
- BCC Supplementary Planning Documents
- BCC Children and Young People's Plan
- Safer Bristol Crime and Disorder Strategic Assessment 2015
- Care Home Commissioning Strategy 2014-17
- Local Flood Risk Management Strategy
- Climate Change and Energy Security Framework
- Bristol Emotional Health and Wellbeing Strategy for Children and Young People 2009-14
- Delivering better health and sustainable healthcare for Bristol: 2014-2015 Operational Plan
- South Western Ambulance Service Strategic Plan 2014-19
- Bristol Parks and Estates Allotment Strategy 2009-19
- Avon Fire and Rescue Corporate Plan 2011-15
- Avon Fire and Rescue Integrated Risk Management Plan 2012-15
- School Organisation Strategy 2013-17
- Transitions Strategy: Young People with Additional Needs Aged 14-25
- Sport4Life Strategy 2013-18
- Living Well with Dementia in Bristol: A Joint Commissioning Strategy 2011-15
- The Carer's Strategy 2015-20
- Learning City
- Cities of Service
- Bristol Ageing Better Partnership
- Bristol Cycle Strategy
- Bristol Energy Company
- Bristol Autism Strategy 2012-15: Children and Adults
- Neighbourhood Planning Areas
- Bristol City Region City Deal
- Public Realm and Movement Strategy
- Temple Quarter Enterprise Zone Spatial Framework
- A Good Food Plan for Bristol
- Bristol is Open
- The Bristol Biodiversity Action Plan
- Water for Life and Livelihoods: River Basin Management Plan - Severn River Basin District
- Strategic Flood Risk Assessment
- Water in the Future
- Water - A New Direction
- Wessex Water - Performance Commitments
- Western Power Distribution -Long Term Development Statement
- Wales and West Utilities - Long Term Development Statement
- South Western Ambulance Service Operational Plan 2014-16



CABINET – 1 November 2016

EXECUTIVE SUMMARY OF AGENDA ITEM 17

Report title: Period 5 (end of August) Finance Report

Wards affected: All

Strategic Director: Anna Klonowski

Report Author: Annabel Scholes: Interim Service Director: Finance & S.151 Officer

RECOMMENDATION for the Mayor's approval:

It is recommended that the Mayor:

1. Notes the contents of the Report and in particular the seriousness of the General Fund financial position of £31.1m forecast outturn deficit, as at the end of August 2016. This represents a decrease to the deficit of £1.7m from end of July forecast;
2. And Cabinet where appropriate, continue to work with Officers in undertaking mitigating actions to bring the General Fund position closer to balance, in particular endorsing the actions to be led by the Interim Chief Executive, Interim Service Director: Finance and Strategic Leadership Team set out at paragraph 9;
3. And agrees the following in relation to the Capital Programme:
 - a. To approve the movement in the Capital Programme of £62.1m being slippage from 2016/17 to 2017/18, as detailed in paragraph 30 and Appendix B;
 - b. To approve the Capital Budget Proposed Adjustments of £14.1m in total, as detailed in paragraph 31 and Table 6;
 - c. To note the total net movement in the Capital Programme from £270.3m to £222.3m.
4. And agrees the following in relation to the Metrobus Capital Programme:
 - a. To approve the increase in budget for the MetroBus programme of £5.0m to meet the current identified budget pressures, as set out in paragraph 40 and Appendix C;
 - b. To approve a further contingency of £2.1m to cover any future budget pressures, as set out in paragraph 40 and Appendix C;
 - c. To approve that the additional £5.0m budget provision be funded through prudential borrowing, as set out in paragraph 41;
 - d. To approve that in the event that the £2.1m contingency is required, this be funded from Transport Capital Programmes allocations and other funding opportunities such as grant and other project funding opportunities, with the specific funding decisions to be delegated to the Strategic Director: Place, in conjunction with the Service Director: Finance and s.151 Officer.

Key background / detail:

1. To provide a progress report on the Council's overall financial performance against revenue and capital budgets for the 2016/17 financial year that were approved by Council on the 16th February 2016. The report focuses on significant variances to meeting the budget in 2016/17 in order to take timely actions to deliver a balanced position at year end.

Key details:

2. Key messages from the Period 5 Budget Monitoring:

The Council is in a serious financial position forecasting a General Fund revenue position of £31.1m forecast outturn deficit before further mitigating actions or use of general reserves. This represents a decrease to the deficit of £1.7m from end of July forecast. This must be addressed now to ensure that we end the financial year in a balanced position and avoid unnecessarily making the financial challenges in future years larger.

The movement in the deficit arises from a combination of social care pressures in Children's services and ongoing validation of savings identified within the 2016/17 financial year, which have reduced the savings total considered deliverable. These pressures have been offset by reductions in forecast spend in other service areas and a release from reserves following an initial review, as detailed in the report, resulting in a net reduction on the deficit reported.

As outlined in the Quarter 1 report, the interim Chief Executive has put in place a number of activities which should bring the position closer to balance but, as yet it is too early to quantify the impact. Therefore, the financial impact of these activities is not reflected in the general fund revenue forecast for Period 5. This will be updated in future reports (see paragraph 9).

A review of the capital programme has been completed and spend to be re-profiled into future years has been identified. The total net movement in the Capital Programme is from £270.3m to £222.3m. Capital spending in year is forecast to be £224.7m compared to the current budget of £222.3m, resulting in a forecast overspend of £2.4m.

**BRISTOL CITY COUNCIL
CABINET
1st November 2016**

REPORT TITLE: Period 5 (end of August) Finance Report

Ward(s) affected by this report: All

Strategic Director: Anna Klonowski

Report Author: Annabel Scholes (Interim Service Director – Finance & S.151 Officer)

Contact telephone no. & e-mail address: 0117 9222419
annabel.scholes@bristol.gov.uk

Purpose of the report:

To provide a progress report on the Council's overall financial performance, including against the approved revenue and capital budgets for the 2016/17 financial year that were approved by Council on the 16th February 2016.

RECOMMENDATION for the Mayor's approval:

It is recommended that the Mayor:

1. Notes the contents of the Report and in particular the seriousness of the General Fund financial position of £31.1m forecast outturn deficit, as at the end of August 2016. This represents an decrease to the deficit of £1.7m from end of July forecast;
2. And Cabinet where appropriate, continue to work with Officers in undertaking mitigating actions to bring the General Fund position closer to balance, in particular endorsing the actions to be led by the Interim Chief Executive, Interim Service Director: Finance and Strategic Leadership Team set out at paragraph 9;
3. And agrees the following in relation to the Capital Programme:
 - a. To approve the movement in the Capital Programme of £62.1m being slippage from 2016/17 to 2017/18, as detailed in paragraph 30 and Appendix B;
 - b. To approve the Capital Budget Proposed Adjustments of £14.1m in total, as detailed in paragraph 31 and Table 6;
 - c. To note the total net movement in the Capital Programme from £270.3m to £222.3m.
4. And agrees the following in relation to the Metrobus Capital Programme:
 - a. To approve the increase in budget for the MetroBus programme of £5.0m to meet the current identified budget pressures, as set out in paragraph 40 and Appendix C;
 - b. To approve a further contingency of £2.1m to cover any future budget pressures, as set out in paragraph 40 and Appendix C;

- c. To approve that the additional £5.0m budget provision be funded through prudential borrowing, as set out in paragraph 41;
- d. To approve that in the event that the £2.1m contingency is required, this be funded from Transport Capital Programmes allocations and other funding opportunities such as grant and other project funding opportunities, with the specific funding decisions to be delegated to the Strategic Director: Place, in conjunction with the Service Director: Finance and s.151 Officer.

Background

1. The Report provides information and analysis on the Council's financial performance and use of resources to the end of Period 5 of 2016/17. Council set its budget for 2016/17 on 16th February 2016. The report focuses on forecast variances to meeting the budget in 2016/17 in order to take timely actions to deliver a balanced position at year end.
2. The Council is in a serious financial position forecasting a General Fund revenue position of £31.1m outturn deficit before further mitigating actions or use of general reserves. This represents a decrease to the deficit of £1.7m from end of July forecast. This must be addressed now to ensure that we end the financial year in a balanced position and avoid unnecessarily making the financial challenges in future years larger.
3. The movement in the deficit arises from a combination of social care pressures in Children's Services and ongoing validation of savings identified within the 2016/17 financial year, which have reduced the savings total considered deliverable. These pressures have been offset by reductions in forecast spend in other service areas and a release from reserves following an initial review, as detailed in the report, resulting in a net reduction on the deficit reported.
4. As outlined in the Quarter 1 report, the interim Chief Executive has put in place a number of activities which should bring the position closer to balance but, as yet it is too early to quantify the impact. Therefore, the financial impact of these activities is not reflected in the general fund revenue forecast for Period 5. This will be updated in future reports (see paragraph 9).
5. Future reports will include recommendations on mitigating actions, where required.

A - Revenue Expenditure

6. The Council's overall annual revenue spend is managed across a number of areas:
 - a. The General Fund with a net budget of £345.4m, providing revenue funding for the majority of the Council's services;
 - b. The Dedicated Schools Grant (DSG) (£175m in 2016/17), which is ring-fenced for schools funding, overseen by the Schools' Forum, and managed within the People Directorate;
 - c. Public Health, a ring-fenced grant of £36.2m in 2016/17, must be spent to support the delivery of the Public Health Outcomes Framework and is managed within Neighbourhoods;
 - d. The Housing Revenue Account (HRA) of £152.7m gross spend in 2016/17, is reported separately to the general fund, and is managed within Neighbourhoods.

7. Each area represents a significant element of the Council's overall revenue expenditure. Further details of the current spend position against budget is provided in the remainder of this section.

General Fund

8. Table 1 provides a summary of how each directorate is performing against the general fund revenue budget for the 2016/17 financial year. Actions are in progress and further actions are being identified to manage and mitigate the identified budget pressures and risks. The Interim Chief Executive, Strategic and Service Directors are actively identifying proposals to minimise the gap, with all budget holders ensuring the forecasting is as accurate as possible.

9. Given the scale of the forecast outturn deficit, officers have established a series of workstreams designed to reduce the deficit including, but not limited to:

- A review of the capital programme, see section D;
- A voluntary severance programme, implemented through September 2016;
- Technical accounting adjustments;
- Capital disposals programme;
- Reduction in non-essential expenditure;
- Review of income;
- Assurance on the validity of expenditure e.g. utility bills, VAT and procurement (including contracts);
- Vacancy freeze;
- Review of all agency spend;
- Series of detailed savings and budget review meetings with the Interim Chief Executive, Interim Service Director: Finance and Strategic and Service Directors to identify further mitigations, due to commence week beginning 26th September.

It is anticipated that the outcomes of the key actions will be reported within the next finance report.

10. The following forecasts are based on actual expenditure to the end of August 2016 and Budget Managers' estimates of future spending for the rest of the financial year, as approved by each DLT. The net overall forecast outturn of £31.1m represents 9.0% of the General Fund net revenue budget.

11. The following table provides a summary of the general fund revenue position at directorate level. A more detailed analysis is provided at Appendix A.

Table 1: General Fund Forecast Net Expenditure

General Fund Revenue Budgets - Period 5			Forecast Outturn Variance (Under) /Over Spend £m	Forecast Outturn Variance at Period 4 £m	
Directorate	Net Budget £m	Forecast Outturn £m			
People	207.3	220.6	13.3	12.4	↑
Place	18.5	25.7	7.2	8.6	↓
Neighbourhoods	70.1	69.1	-1.0	-0.9	↓
Resources	32.2	35.1	2.8	3.8	↓
City Director	3.0	3.2	0.2	0.0	↑
Corporate Savings Programme (Net Budget)	-12.2	4.3	16.6	15.3	↑
SUB TOTAL – SPENDING ON SERVICES	318.9	358.1	39.2	39.1	↑
Other Budgets *	26.5	20.2	-6.3	-6.3	
Released from Reserves	0.0	-1.8	-1.8	0.0	↓
TOTAL	345.4	376.5	31.1	32.8	↓

*Other Budgets includes capital financing & borrowing costs, un-apportioned central overheads and contingencies.

12. There has been an increase in the forecast outturn deficit within Children’s Services and against the corporate savings programme, which have been offset by reductions in forecast spend in Place and Business Change and a sum released from reserves. The following sections provide more detail of the main variances and any mitigating actions being proposed.

12.1 People Directorate - £13.3m Pressure

2016/17 Budget	Gross Expenditure £m	Gross Income £m	Net Revenue Budget £m
People Directorate	462.2	-254.9	207.3

The major areas of identified pressures within the People Directorate are within Social Care. The reported position of £13.3m is after mitigating actions identified through the corporate workstreams have been taken into account and represents a £1.1m increase since Period 4, which is mostly in the area of Care & Support Children.

Care & Support Adults - £5.8m Pressure:

There continues to be significant pressures from demographic growth in demand for services. This is due to the increasing numbers of frail older people, people living longer with dementia and increasingly people living longer with lifelong conditions which require significant input from health and social care services. The Care Act 2014, which came into force in April 2015, has led to significant increase in demand. The Care Act placed a duty on Councils to offer carers an assessment of their need, which changed previous legislation where carers had a right to ask for an assessment. There is some evidence that adult social care is managing demand.

There has been particular pressure on the residential and nursing care budgets, which manifested itself in Period 4, and was described in that report.

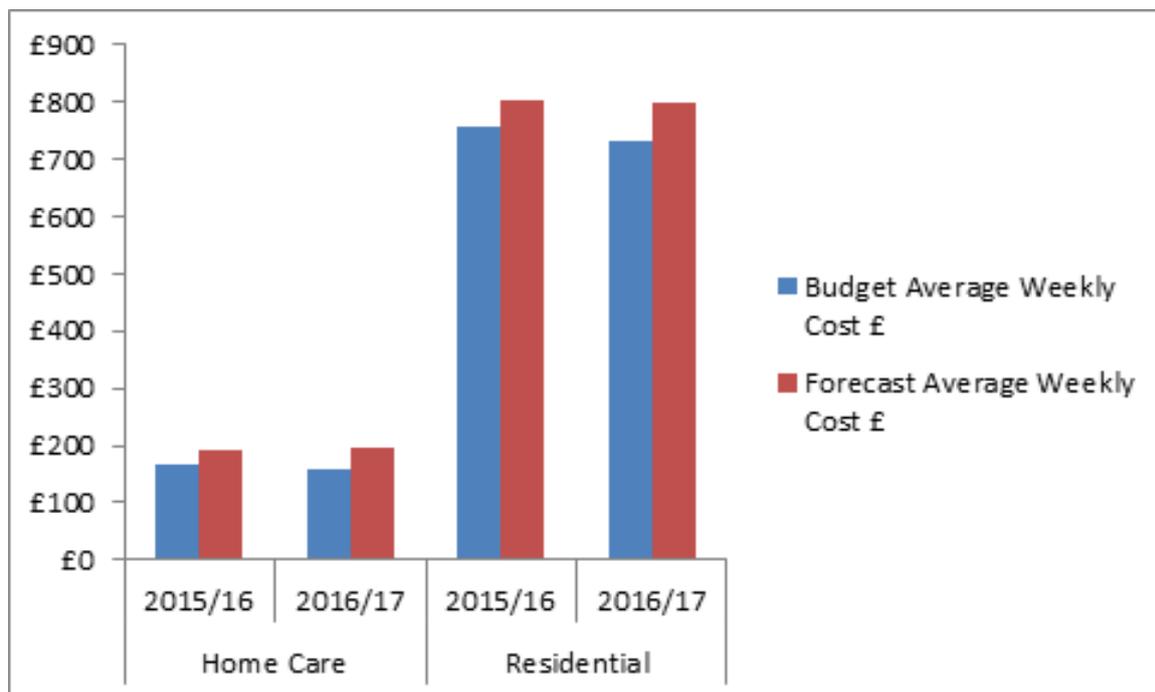
Forecast placement costs have increased and lack of alternatives has meant that providers are asking for higher fees. Specifically, People With Dementia (PWD) Nursing placements are regularly quoting £1,000 pw or above and there are no suitable alternatives available due to lack of capacity. Currently there are 3 dementia beds available from providers with whom we contract.

PWD Nursing requesting one to one support on top of fees, usually due to risky / threatening behaviours. Providers are known to serve notice, which is a challenge as we do not have capacity to move people to. These scenarios require a great deal of negotiation and challenge but sometimes are the only option available and very high risk. There is evidence that adult social care is managing demand in terms of numbers, increasing complexity and acuity of need, and therefore the cost of care packages remains a very significant challenge. We have put in place new controls around the duration of the additional support, with each additional top up of a care package being time limited.

Difficulty in procuring home care has led to the need to make more care home placements if Service User is at high level of risk or carer unable to continue to support - there are currently 70 people awaiting a home care package with about 700 hours outstanding. Home Care spend reduced by £200k so we are placing people in Residential and nursing care as alternative to home care.

The following chart shows the increase in both residential and home care placement costs for 2016/17 to date, compared with 2015/16:

Chart 1: Budget v. Forecast Average Weekly Cost in Care & Support Adults



We continue to monitor the impact of Discharge to Assess - are people leaving hospital for the final stage of their care getting stuck in residential or nursing as the capacity in home care means we can't move people on. There continues to be pressure from the NHS to discharge people.

The Council is working hard with our partners to ensure that people leaving hospital are supported to return home as quickly and safely as possible and protecting services to ensure this is a key priority, as is working with the NHS in Bristol to ensure that funding is in place to support this ambition.

The Supreme Court (DOLS) judgement in March 2014 continues to reverberate and add significant pressure to the adult social care budget. The Council must ensure that people who are not able to make decisions about their care, for example some people with dementia, learning difficulties or mental ill health are properly supported to express a view about their care and treatment and are lawfully detained with the least restrictive measures in place to meet their needs safely. The increase in the number of Mental Health Act assessments (assessments where people are in severe mental health crisis which poses an immediate threat to themselves or others) has led to a rise in funding long term packages of care under Section 117 of the Mental Health Act. This represents a significant cost pressure to both the NHS and Council.

The very significant work being undertaken to commission services differently is vital in supporting the delivery of a balanced budget. A better, more productive relationship with the local care market is envisaged. Recommissioning of Home Care, Residential and Nursing Care and Community Support Services are seen as key to ensuring we have services which deliver value for money, increased quality and better outcomes for service users and carers. Addressing workforce challenges going forward is vital for the NHS and Council and speeding up the integration between health and social care is a vital component of the Better Care Bristol plan.

The Adult Care DMT and Senior Leadership Team review adult social care budgets, including benchmarking with core cities and regional authorities to both manage spend pressures whilst also planning for meeting the statutory eligibility requirements of the Care Act and growing ageing population in the City. This is the area of highest spend in all local authorities and there are national concerns about the pressure on reducing overall local authority budgets to meet growing demand and eligibility.

Care & Support Children & Families- £3.4m pressure:

Budget pressures are being faced in Children in Care. Whilst the numbers of Children in Care have remained around 700 over the last five years, against a rising child population, the average unit cost has increased due to an increase in the number of out of authority placements from an average of 26 during 2014/15 to currently 41, resulting in budget pressure of £2.5m.

There also continues to be a significant pressure as a result of increases in special guardianship orders (SGOs) and residency orders (ROs). The number of SGOs and ROs has increased from 375 in 2014/15 to just fewer than 500 in 2016 resulting in a budget pressure of £1.8m.

Early Intervention & Targeted Support - £3.6m pressure:

The majority of the pressure in this area is as a result of increased costs for “Preparing for Adulthood” Placements. These are services for young people with more complex disability and Special Educational Needs which Local Authorities now have a duty to support until 25 years old.

There is also a pressure within the Home to School Travel budgets as the third year of planned savings are not yet being delivered.

The main areas for planning and mitigation are:

The People Directorate have increased restrictions of recruitment to vacancies to help mitigate the budget pressures, it is acknowledged this has high risks and isn't a sustainable solution. Recruitment to vacant posts will be assessed to determine the absolute necessity. In addition, the directorate will be reviewing all non-pay related expenditure with a view to managing spend down in these areas.

Care & Support – Adults have implemented a significant review of vulnerable adults in receipt of home care. The Strategic Director (People) is continuing the review of social care budgets, including benchmarking with core cities and regional authorities to manage:

- spend pressures whilst also planning for meeting the statutory eligibility requirements of the Care Act;
- growing ageing population in the City, the area of highest spend in all local authorities.

There are national concerns about the pressure on reducing overall local authority budgets to meet growing demand and eligibility.

There are recommissioning exercises for Community Support Services, Residential and Nursing Care and Out of Hours Home Care to ensure commissioned services represent best value for money.

Significant work is being undertaken to embed a model of care that ensures citizens are supported to maintain their independence as long as possible where appropriate by improving our information, advice and guidance and ensuring conversations with citizens is focussed around care that builds on the strengths and abilities of people, their families and their local communities.

The impact of the remodelling of Children Social work is expected to reduce the upward trend of spend within the children in care (CiC) and care after. The number of Children in Care has maintained at around 700 despite an increasing local population. Within Care and Support – Children's, the redesign of the social work function and investment in early help are targeted at reducing the number of looked after children in the medium to long term, but the directorate is reviewing spend to mitigate the impact of and manage the increased demand of rising child population.

A panel has recently been established to strengthen the existing review processes for all residential placements on a regular basis to make sure only children who need to be in care are, and to safely minimise placement cost and duration.

New incentives in fostering are being used to increase the capacity of in-house foster carers to ensure the most appropriate forms of care are used rather than being constrained by capacity.

12.2 Place Directorate - £7.2m Pressure

2016/17 Budget	Gross Expenditure £m	Gross Income £m	Net Revenue Budget £m
Place Directorate	108.9	(90.4)	18.5

The directorate is reporting a £7.2m variance to budget, which consists of a £9.0m pressure within Property offset by surpluses or underspends of £1.4m in Transport, £0.2m in the Place Admin & Business Support (ABS) team and £0.3m in Planning. Economy and Energy are on budget. This represents an improvement of £1.4m since Period 4.

Economy – On Budget

The reported position for Period 5 has improved by £0.4m since Period 4. The forecast has been adjusted to take account of the agreed amendment to Museum Opening hours agreed by Cabinet on 6th September 2016. This will result in a £0.2m saving in year and a whole year saving of £0.4m which will bring the team back to base budget. In addition, expenditure on grants has been reduced in the current financial year to mitigate the spending pressures.

Energy – On budget

There is anticipated to be a shortfall in rechargeable income from the HRA and Trading for Schools in the Energy (utility) Purchase budget. This is due to the Energy price reduction in recent years being captured as a corporate saving without any corresponding reduction in income target for the energy service. This presents a net pressure of £500k this year. There are also income shortfalls in District Energy / Biomass (£58k) and Solar (£115k) partly offset by prudential borrowing savings in Wind Energy (£140k). A one-off saving of £500k is now anticipated as a result of the Green Deal revenue contribution to offset these pressures in the current year.

Place Admin and Business Support (ABS) Team - surplus £0.2m

There are forecast savings against salary budgets in the Admin and Business Support (ABS) service of £0.2m.

Property - pressures £9.0m

The structural pressure in the Property service largely relates to a forecast £7.7m shortfall in the delivery of the MTFs savings target (relating to 2015/16 and 2016/17), which broadly assumed savings in the following areas:

- Increased return on investment property holdings;
- Reduced running costs from the disposal of admin buildings;
- Reductions in facilities management costs.

There is a £600k facilities management overspend that partly relates to unachievable internal trading income for waste management.

There is a £153k forecast overspend against the budget for National Non Domestic Rates (NNDR) due to the absence of ongoing funding for M-shed and Junction 3 when these buildings were constructed.

There is a £125k forecast shortfall in income against the budget target for Markets as a result of an historic revenue target, which has not been met for the last 5 years.

There are £100k costs due to increased workload in Security/ staff sickness/ vacancies and an urgent review is in hand to mitigate this.

There is a £100k shortfall in income at the Create centre resulting from loss of external tenants due to reduced parking; a letting rationalisation is underway to mitigate this.

There is a £75k shortfall in conference services income from the Passenger shed (old station building Temple Meads) due to its poor condition, but the position is expected to improve.

Planning - surplus £0.3m

In the Planning division there is a forecast surplus of £0.3m and this is largely due to increased income from Development Management fees as well as from savings plans being implemented.

Transport - surplus £1.4m

There is a net surplus position in the Transport division of (£1.4m) in total as a result of additional income in Parking Services (£1.0m), non-recurrent underspend in Highways (£350k) and savings from Supported bus services (£200k), reduced by additional costs in Park and Ride services (£150k) and in concessionary travel (£50k).

12.3 Neighbourhoods – (£1.0m) Underspend

2016/17 Budget	Gross Expenditure £m	Gross Income £m	Net Revenue Budget £m
Neighbourhoods	325.7	(255.7)	70.0

The main variance in this area relates to Waste (£1m) due to accrued expenditure from the previous year, which is no longer required. The forecast underspend of £1.0m represents a small improvement on the position reported in period 4 of £0.9m.

The forecast pressure within Citizen Services relates to an error in setting of income targets within regulatory services, including Pest Control (£0.2m) and Trading Standards (£0.1m). The Service is taking measures to address this and since the close of quarter 1 have identified additional income of £150k to offset this. The remaining pressure relates to Licensing and work is being undertaken to analyse current expenditure against licensing income.

Rising demand for emergency accommodation is giving rise to £0.5m overspend in General Fund Housing Services. This is offset by savings which include additional income from licensing and service and accommodation recharges, giving an overall underspend of £0.4m

12.4 Resources - £2.8m Pressure

2016/17 Budget	Gross Expenditure £m	Gross Income £m	Net Revenue Budget £m
Resources	51.2	(19.0)	32.2

The main variance within Resources is within the ICT Service. This relates to additional hardware and maintenance costs (£2.8m) and software development service increases (£1.3m) as a result of growth in additional demand for license costs. This is in part as a result of investment in new technology and digital developments. The overall pressure of £3.7m represents a reduction of £0.3m since quarter 4, which is mainly as a result reductions in the ICT forecast.

The overall forecast pressure for Business Change of £2.8m represents an improvement of £1m since Period 4. The forecast position has improved across all service areas.

ICT – Pressures £3.7m

In Period 5, the ICT budget pressure was reduced by £292,000.

The total movement was due mainly to the following items:

Reason	Detail	Value
ICT Support Costs	Reassessed forecast of Hardware & Maintenance costs, including £376k of new costs. Significant new items include: <ul style="list-style-type: none"> • Risk Based Verification Software £67.3k • Recruitment Module 2nd year costs £61.3k • Continuation of Selima Payroll/HR. £199k Measures being taken to seek funding for these items.	+£546,000
Reduced employee costs	Employee cost savings	-£272,000
Reduced employee costs	Deletion of posts in Digital Transformation service following Voluntary Severance and resignations	-£255,000
Revised income	Revised income forecast from Trading With Schools	-£124,000
Reduction in Digital Transformation supplier costs	Review of systems identified opportunity to cancel one support contract from November saving £15k per month.	-£60,000
Digital Transformation contract staff	Failure to appoint to several key roles within the service requires continued cover by contract staff to mitigate risk of non-delivery of digital services and ensure support for fault-fixing. Most contractors will leave the service at the end of October, with all going by end December 2016.	+£31,000

Reduction in Digital Transformation recharges to Change Programme	Reduction in Digital Transformation posts above also results in reduction in balancing recharges	+£53,000
Reduction in Interim Service Director costs	Interim Service Director leaving contract early, reducing forecast costs	-£97,000
Forecast savings ICT Sourcing Programme	Reduction in ICT Sourcing Programme costs mainly relating to forecast of (£100k) income from Guidant	-£100,000

Active mitigation

The ICT management team have investigated opportunities for mitigation and further cost reduction. This has resulted in the following actions:

Application Rationalisation Working Group:

ICT have set up an Application Rationalisation Working Group, this has three functions:

- a. Dedicated, line by line analysis of ICT Application licence and support costs for 2016/17 savings;
- b. Analysis and validation of ICT Manager's 2016/17 budget savings proposals from ICT Application licence and support costs;
- c. Informing and guiding the service for further savings in 2017/18.

The Group report their forward plan into the Contract Review Board.

In year contract management:

CSRM monitor all ICT managed contracts, in-year for best value. To ensure that this work is actioned by ICT Managers, CSRM produce a monthly report to be reviewed at the ICT Management Meeting. ICT Managers will be expected to reflect CSRM's savings in their end of period budget reports, for review by the ICT Service Director with the Finance staff.

Addressing previous under-delivery:

The ICT Sourcing programme has been reported as having a budget pressure of circa £1.3m. This is being reviewed by ICT, working with Finance, to address this and identify any reductions against this forecast.

Ongoing activities to avoid increasing pressure on ICT budget

Pressure incurred from other service areas:

ICT, with assistance from Finance, has put in place governance to pursue budgets from other services areas where their activities would have previously created budgetary pressure on ICT. If no budget is found to be available, issues will be escalated through Business Change DLT for an executive decision.

Tightened ICT project governance:

ICT project governance has been tightened and all ICT projects, from within ICT or from the business, are subject to two layer governance, once from ICT then again via the PMO. The ICT Service Director now also reviews all weekly ICT project report summaries.

Risks with major budget impact identified

The following is a summary of risks that have been identified to the current budget position within ICT. The high level detail is given here. It is important to note that, at this point in time, if these items were to occur they would result in expenditure from reserves or contingencies.

- Unexpected business demand, such as a result of an Ofsted, or other regulatory body, inspection. (For example requiring issue of laptops, tablets);
- Any remedial actions that may be required to achieve compliance with connection standards, e.g. PSN, PCI;
- Remedial actions in event of serious cyber or other event, (e.g. ransomware), resulting in loss of data/access to key BCC systems and data;
- Remedial actions in event of serious incident or natural event , (e.g. terror attack/fire/flood), resulting in loss of hardware and subsequent replacement costs;
- Information Commissioners fine in case of Data Breach or Loss (may not be an ICT related loss, i.e. may be loss of case papers);
- Remedial actions in event of Data Breach or Loss;
- Remedial actions in event of major supplier commercial failure. (Steven already has this in his list);
- Software Development & Support Service is releasing contractors and switching to internal staff from November 2016, but demand for digital delivery and integration of packaged applications from council services remains higher than capacity. Retaining one additional team of external resources would cost approx. £150k per quarter.

Human Resources – Surplus £0.5m

Human Resources is currently reporting a forecast of £0.5m underspend. This mainly relates to £485k savings within STS HR relating to unfilled vacancies and additional savings released within this service area. A further £60k underspend within Redeployment is offset by a pressure within Admin Business Support of £49k relating to salaries and early retirement plus other minor variances.

There is a variation of £345k saving from Period 4 to Period 5 and this mainly relates to a full review of the staffing budget and the details are shown as follows:

- HR (£324k) additional savings mainly due to unfilled vacancies to date and savings within the marketing/advertising budget;

- Graduate programme with a further (£16k) savings;
- Holiday purchase scheme increase of estimated income of (16k);
- Inclusion of Media/PR and Marketing to the HR structure with savings of (£20k);
- Offset by increased expenditure with Occupational Health of £30k

Risks identified

- Unfilled vacancies plus staff leaving through VS will deliver savings but may increase workplace pressures
- The income target through the Annual Leave top up scheme is dependent on staff take-up across the organisation and this may not be possible as staffing levels will be lower post-restructure. This may mean that income target is not realised. Also, staff leaving on VS who are in the scheme will cause loss of income in the current year

Legal Services – On Budget

Legal Services are currently reporting an outturn forecast variance that is broadly on budget. However, as the spend is demand led and is dependent on cases brought against and by the Council, there is the risk that spend will fluctuate and the forecast will change through the year.

Finance – On budget

Finance continue to review spend on the service budget to minimise the outturn forecast spend. As previously reported though the Finance Transformation work must continue and will be funded from reserves earmarked for this purpose.

12.5 City Director - £0.2m Pressure

2016/17 Budget	Gross Expenditure £m	Gross Income £m	Net Revenue Budget £m
City Director	3.6	(0.6)	3.0

The Directorate is forecasting a pressure of £0.2m which mainly relates to the cost of one off payments paid to employees offset by savings within the employee budget. There are additional cost pressures in year as a result of the cost of running elections, but these will be managed over a period of years through an offsetting arrangement, whereby budget is set aside in non-election years to fund election years.

12.6 Corporate Savings Programme - £16.6 Pressure

The current forecast pressure of £16.6m represents an increase of £2m since quarter 4. The reason for this is twofold. Firstly, a review of forecast salary savings has taken place. Most salary saving forecasts estimated savings taking effect from 30th September 2016. The council is awaiting the general fund budget effect of the voluntary severance programme (taking place through September 2016) and therefore it is considered prudent to revise the effective date of these savings. Secondly, a number of savings will take longer to delivery (e.g. due to decision making requirements) and these have been re-profiled to take into account the future delivery date and expected outcomes.

At the beginning of the financial year, the Council had a savings target against the Change Programme of £34.7m, which comprised £15.2m undelivered savings from 2015/16 and £19.5m relating to 2016/17. For the purposes of this report, we have shown a net figure. The following table provides estimates of the forecast savings delivery.

Table 2: Summary of Net Corporate Savings Programme Budget Position

	£m
2016/17 Change Programme Savings	19.5
2015/16 Undelivered change programme savings	15.2
TOTAL	34.7
Less:	
Savings Identified/Secured to address the gap	8.8
Release of Contingency	6.3
TOTAL TO BE IDENTIFIED	15.1
Overspend against change programme expenditure	1.5
TOTAL CHANGE PROGRAMME	16.6

The Council has initiated a Council Wide programme of activities and work streams to specifically focus on delivering the savings needed in the current financial year. This has included:

- A review of all spend against corporate budget lines resulting in reduced budgets across areas such as staff expenses, conference and training budgets, printing etc.;
- A review of all vacancies to delete any vacant posts that are no longer required, resulting in budget reductions;
- All services and directorates developing and preparing savings proposals for delivery through the remainder of this financial year;
- A contingency was included in the original programme to mitigate against risks of non-delivery of savings or savings double counts. This has been released;
- A review is underway of all the Council's service directorate earmarked reserves.

As savings are validated, budgets across services and directorates are being reduced to secure these savings. During Period 5, there has been a reduction in the level of identified / secured savings due to:

- Amendment of the effective date for salaries savings delivered through the Voluntary Severance Programme already assumed;
- Ongoing validation of savings identified within the 2016/17 financial year, which have reduced the savings total considered deliverable.

Within this budget line, there is investment required to facilitate the delivery of some of the savings. There is a current forecast overspend of £1.5m against these items, which includes the delivery of IT solutions. As part of the current programme of activity and to mitigate this overspend, all current planned expenditure is subject to review.

The reported pressure in this area mainly relates to savings yet to be identified.

12.7 Other / Corporate Budgets – (£6.3m) Underspend

The forecast underspend in Period 5 has remained as £6.3m. The main budget in this area is the capital financing budget of £19.3m. It is currently forecast that this budget will be underspent by £4.1m as a result of re-profiling of the capital programme. This area also includes certain contingency budgets and other expenditure budgets of a corporate nature, including expenditure on levies.

The general contingency included in other budgets stands at £2.8m. This is held as a contingency to cover miscellaneous cost pressures across all service areas. Proposed current usage of the contingency was reported in the Period 4 report and is summarised in the table below:

Table 3: Summary of General Contingency

	£m
Quarter 1 Contingency Balance	2.8
Forecast cost of workforce court ruling	(0.5)
Support to Children’s Service as part of Ofsted Improvement plan	(0.3)
Period54 Contingency Closing Balance	2.0

The remaining contingency is reduced to £2.0m and it is assumed that this will be required by the end of the financial year.

The Council receives an annual dividend in relation to the Port. This is budgeted to be £1.5m per annum. As previously reported, indications are that the dividend for this financial year will be higher than this and therefore an additional £0.5m has been included in the forecast. Further updates will be included in future reports.

Dedicated Schools’ Grant (DSG) (Included in Directorate analysis above)

13. In 2016/17, the Council will receive £175m Dedicated Schools’ Grant, which is ring-fenced and passported through to fund schools. Schools that have transferred to academy status receive their funding directly from the Department of Education – this amounts to a further £137.9m.
14. There continues to be pressures against the high needs block, which is forecast to be c£4.7m in the financial year, which includes brought forward pressures from 2015/16 of £1.9m. There has been significant pressure on the “Top Up” element of the high needs block during 2015/16 and into 2016/17, as a result of:
 - a) there has been an increase in the level of demand of pupils requiring “Top Ups”, by 9% in Primary Schools (£0.5m) and 20% in Secondary Schools (£1m);
 - b) there has been a 52% increase in pupil exclusions within the secondary sector which has resulted in an increase of spend within pupil referral units of £1.0m to accommodate these pupils;
 - c) the service implemented a minimum banding level within special schools to provide a more stable budget however this resulted in an increase spend of £1m.

15. The service is undertaking significant level of work in conjunction with Schools Forum in order to manage this budget:

- a) In April the top up rates were reviewed and reduced across mainstream schools which has been followed by a further reduction in September, generating a total annual saving of £2.1m
- b) an inclusion panel has been created with the aim of reducing pupil exclusions;
- c) special school and Pupil referral unit budgets have also been reviewed, top up and site specific rates have been cut by 5% which will generate an annual saving of 600k, further work is planned to continue review of special schools and also resource bases.

16. The balance on the DSG will have to be managed through the DSG and should therefore have no effect on the Council's general fund budget.

Public Health

17. The ring-fenced Public Health service is currently forecasting an overspend of £2m. This is mainly due to a government in year cut of the grant of 7.6% in year during 2015/16 and further 2% cut to the grant this year. As a reduction in the grant was anticipated, Public Health are managing this overspend to prevent impact on service delivery through the Public Health reserves built up for this purpose. The reserve currently has a balance of £4.8m and is as a result of underspends in previous years. Therefore, there is no impact on the general fund of this overspend in this financial year. However the service is currently undertaking a thorough financial review to ensure that delivery is brought within the new budget envelope, reflecting key priorities.

Housing Revenue Account (HRA)

18. The following is a summary of the HRA budget position as at the end of Period 5. Further detail is included as part of Appendix A to the report.

Table 4: Housing Revenue Account Budget Forecast

HOUSING REVENUE ACCOUNT - Period 5	Gross Exp £m	Gross Income £m	Revised Net Budget £m	Forecast Outturn £m	Forecast Outturn Variance £m
Strategy, Planning & Governance	24.5	-131.3	-106.8	-107.5	-0.6
Responsive Repairs	47.5	-17.4	30.1	30.6	0.5
Planned Programmes	18.1	-1.3	16.8	15.3	-1.5
Estate Management	16.5	-2.2	14.2	14.1	-0.1
HRA Financing & Funding	46.2	-0.5	45.7	45.7	0.0
HOUSING REVENUE ACCOUNT TOTAL	152.8	-152.8	0.0	-1.8	-1.8

19. There is currently a forecast underspend within the HRA of £1.8m. This is the result of

the following budget variances:

- Savings released in Strategy, Planning and Governance through staff vacancies and reductions in overhead/operating budgets;
- There are pressures in responsive repairs due to greater than budgeted relets (£0.5m), with these being offset by staffing savings in Admin and Business Support, Contractor issues has also lead to some delays, resulting in £0.3m underspend;
- The Investment Review Plan (in response to imposed rent reductions and anticipated loss of income to the HRA arising from welfare benefit and other reforms) has reduced the volume of planned works resulting in a saving against budget;

20. Any under or overspend at the year-end will increase or decrease the HRA Reserve and therefore this does not impact on the General Fund. However, the impact of the 1% rent reduction and other proposed government changes mean that the current HRA Business Plan is not sustainable in the long term. The Business Plan is being re-calibrated to reflect what is a very financially challenging future.

B - Managing Savings

21. To ensure that there is transparency and clarity in relation to the source of savings (from which department and service area from which the saving is to be delivered) and avoid any possible double counting etc, we will in future monitor a single savings tracker. This will be reported under each directorate and will be risk assessed for full delivery within the planned timescales.

22. Due to the severity of the forecast outturn variance (potential deficit of £31.1m), the Interim Chief Executive, supported by the Interim Service Director: Finance (s.151 Officer), have put in train a number of actions as outlined in paragraph 9.

C - Reserves

23. The balance on the general reserve will be reviewed annually in setting the budget and in the context of the MTFs and the risks to which the Council is exposed. The balance on the General Reserve is £20m and at present the Interim Chief Executive and Interim Service Director: Finance (s.151 officer) are taking all appropriate actions to avoid any utilisation in 2016/17. This will be kept under constant review.

24. At the start of the financial year the Council had general fund earmarked reserves of £106m. Some of these reserves will be spent during this financial year, others are set aside for specific purposes to be incurred in future periods.

25. Members should note that there is a need for a finance transformation programme which will address areas such as the core financial system, financial processes and areas of technical financial matters to provide a stronger platform for council moving forward. This will be funded from the Operational Reserve.

26. A review of all existing earmarked reserves is being concluded and where reserves are

identified as no longer required for the purpose that they were earmarked, they will be released to the Operational Reserve. An initial high level review has identified £1.8m that can be released from reserves, and this is reflected in the forecast reported in Table 1. Full details of the review will be reported in the next report.

D - Capital Programme

27. The capital programme changes during the year as the phasing of schemes is reviewed and the notifications of additional schemes and resourcing are received (to the extent that these projects are fully funded). The Capital Board (an officer working group) oversees the coordination of the Capital Programme, ensuring that projects are delivered within their allocation of funding and planned timescales. As previously reported, Responsible Officers have been challenged on the projected variances, and this is reflected in the forecasts reported as at the end of Period 5, being a forecast £2.4m overspend. Monitoring indicates that capital spending in 2016/17 will be £224.7m compared to the latest revised budget of £222.3m.
28. The following table sets out a summary of the proposed capital programme changes and forecast spending by Directorate. Additional detail is provided at Appendix B. It is important to note that the presentation of the capital programme will be reviewed as part of the review referred to in paragraph 30 below.

Table 5: Capital Programme Forecast Expenditure & Financing

	Period 4 2016/17 Budget	Capital Review Re- profile of budget to 2017/18	Capital Budget proposed adjustments	2016/17 Combined Budget	2016/17 Forecast Outturn	Forecast Outturn Variance
	£m	£m	£m	£m	£m	£m
People	38.1	(1.9)	3.0	39.2	39.6	0.4
Place	131.4	(54.2)	11.1	88.3	89.2	0.9
Neighbourhoods	10.5	(0.7)		9.8	11.0	1.2
Business Change	24.0	(5.3)		18.7	18.7	0.0
Housing Revenue Account	56.0			56.0	58.0	2.0
Corporate	10.3			10.3	8.2	-2.1
Totals	270.3	(62.1)	14.1	222.3	224.7	2.4
Finance By:						
Prudential Borrowing				79.7	79.8	0.1
Capital Grants				67.7	67.7	0.0
Capital Receipts				5.0	5.3	0.3
Revenue Contributions				13.9	13.9	0.0
Housing Revenue Account (Self-Financing)				56.0	58.0	2.0
TOTAL CAPITAL FINANCING				222.3	224.7	2.4

29. The actual capital spend to the end of Period 5 is £61.3m (28% of Combined Budget).

Whilst historic trends indicate that capital spending increases towards the end of the financial year, the level of forecast spend to date (31st August 2016) is low compared to the current budget for the financial year, and is below the year to date budget of £92.6m.

30. The Capital Board has met to undertake a Strategic Leadership Team review of the forecasts to identify any potential slippage into 2017/18. This has identified a total of £62.1m that can be re-profiled into 2017/18, as indicated in Table 5. Appendix B provides a further breakdown of this slippage by programme. This re-profiling of the capital programme will not reduce the capital financing costs in this financial year, but will have the potential to reduce the forecast capital financing costs in future years. These changes are recommended to Cabinet for noting and approval.

31. In addition, the following variations to the Capital Programme were considered by the Capital Board. These changes are recommended to Cabinet for noting and approval.

Table 6: Capital Budget Proposed Amendments

People	£m
- Education Capital Programme new funding for agreed additional works to increase pupils that are partially externally funded, including the expansion of Bristol Free School £2.4m and Redland Green Secondary provision £0.6m.	3.0
Sub-total People	3.0
Place	
- Transport - new £1.514m grant awarded from the Local Enterprise Partnership (LEP), part of the Local Growth Fund available to the West of England to fund 3 Transport schemes in Bristol profiled in 16/17 and 17/18.	1.2
- Energy services - first year budget allocation to progress the installation of the City Centre Heat Network Phase 1 capital scheme, part of a £5m budget envelope of which the majority is profiled to be spent and delivered in 2017/18.	0.8
- Filwood Green Business Park additional funding secured from the European Regional Development Fund (ERDF) and Revolving Investment Fund (RIF).	1.0
- Note the inclusion of the acquisition of Cattle Market Road as part of the initial development to enable the Arena Island and Arena major projects to progress as approved on 7 th April 2015.	6.5
- Colston Hall - £1.6m funding approval obtained by June Cabinet on investment in design work on Colston Hall Phase II funded by prudential borrowing. Please note, if May 2017 cabinet decide not to proceed further with the overall capital project (current cost estimation at £48.8m, of which the Council is expected to contribute £10m), the £1.6m design costs would become an immediate revenue pressure in 17/18.	1.6
Sub-total Place	11.1

Total	14.1
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32. As at the end of August 2016, there is a forecast net overspend against the Capital Programme of £2.4m, against an overspend of £3.2m at the end of Period 4. The following is a summary of the significant areas where budget pressures have been identified:

32.1 Housing Revenue Account – Forecast Variance £2.0m Overspend

There are projected overspends (£3m) in “Investment in Blocks” projects due to works showing greater than expected costs and slippage from previous years and spend in 2016/17 on Biomass Projects (£0.5m). These have been offset by reducing expenditure and delaying projects in some areas, including on low rise cladding and laundries (£3.8m).

In addition, there are projected overspends (£1.9m) in New Build and Land Enabling projects, mainly due to procurements issues causing delayed starts in 2015/16.

The overspend in this area will be funded from the Housing Revenue Account.

32.2 Energy Services – Forecast Variance £1.6m Overspend

There are forecast overspends mainly within Warm Up Bristol.

32.3 Housing Services (General Fund) – Forecast Variance £1.5m Overspend

The overspend is mainly in the area of Housing Adaptations, including Disabled Facilities Adaptations. Additional grant funding, Disabled Facilities Grant, is expected to be received to fund this expenditure and the impact of this will be reported in future updates.

Corporate ERP Project

33. A project to deliver an integrated employee resource application to replace the finance, HR and Payroll systems, commenced in December 2014. To date we have been unable to go live with the product. We are in the process of commissioning a review to gain an independent perspective of the issues and challenges. Whilst commissioning this review we continue to have discussions with the external supplier and systems integrator.

34. As a result of the delay and to avoid the risks of the finance system becoming unsupported we are upgrading the finance system and extending the contract for the current HR and Payroll systems. This will incur additional expenditure above that which has been budgeted for and has yet to be factored into the forecasts. The impact of this will be reported in future updates.

Metrobus Programme

35. In 2015, the estimated cost for the whole MetroBus project was £203.4m. This was an increase of just under 4% compared to programme entry in 2011. Table 7 below compares the cost estimates for each scheme as reported to the Project Boards on July 10th 2015, compared to the estimated costs at programme entry in 2011. Included within the budget for each project is a risk allowance to cover for unplanned increases in cost due to changes in inflation and other cost increases resulting from changes to the projects. The current total risk allowance included is £13.1m (of £203.4m).

Table 7 – 2015 Metrobus Estimated Costs by Scheme

Scheme	Estimated Cost at 2011 £m	Estimated Cost at 2015 £m
North Fringe Hengrove Package (NFHP)	101.6	101.9
Ashton Vale to Temple Meads (AVTM)	49.3	54.5
South Bristol Link (SBL)	44.6	47.0
TOTAL	195.5	203.4

36. MetroBus is funded by the three partner local authorities and grant funding from the Department for Transport (DfT). This grant is worth £113.296m. Of the 2015 estimated cost, the cost applicable to Bristol City Council is £45.7m and the following table sets out the funding that has been approved by cabinet through the life of the Metrobus programme.

Table 8 – Metrobus, Summary of Bristol City Council Funding

Source of Funding (BCC)	Amount £m
Community Infrastructure Levy	5.0
Local Transport Plan	2.7
Prudential Borrowing	27.7
Bristol Futures	10.0
Cycle Ambition Fund	0.3
TOTAL	45.7

37. An analysis of cost pressures and risks for the three projects was undertaken in September 2016, with an assessment of forecast outturn costs above budget at three sensitivity levels. The mid-point, S2, gives a value for a risk on the basis that it has a 50% probability of occurring, the lower-point, S1, a 30% and the upper-point, S3, an 80% probability of the risk occurring. The mid-point approach is the one normally taken by Government in assessing scheme costs. Under this analysis only known current risks are analysed. AVTM and SBL have a good understanding of current risks and costs, as these projects are much more defined and construction more progressed. This is reflected in the fact that the forecast budget pressures for both of these schemes have only increased by 1% since July 2015 forecast cost outturns. NFHP is less advanced and forecast cost pressures are more difficult to define, this being reflected in the increase of 11% for NFHP over the same period.

38. The significant cost pressures have arisen as follows;

- a. Protester Action and increased security across the programme;
- b. AVTM - Network Rail design change requirement for AVTM as well as higher amounts than expected of non-inert materials found during construction, unforeseen ground conditions and a new foundation design has been required for AVTM to pass under an existing heritage structure owned by Network Rail;
- c. NFHP cost increases across all of the main construction contracts, but mainly the M32 junction and bus lane, City Centre, Bradley Stoke Way and East Fringe.

39. As a result of these pressures, the Mid Point Forecast Outturn Cost of the whole project is now estimated to be £215.9m, (compared to £203.4 in July 2015). A breakdown of these costs is included at Appendix C. However, this assessment is based on known costs, and therefore, it is not unreasonable to make further provision for costs pressures over and above the 50%, level 2 assessment.

40. Based on the agreed Joint Promotion Agreement shares for each local authority, Bristol City Council's share of this additional cost is £5.0m (at level 2) rising to £7.1m (at level 3), details are included in Appendix C. It is recommended that additional capital provision for the Metrobus programme be made for an initial amount of £5.0m, with a further contingency of £2.1m being made available (up to level 3), in the event of additional risks being identified.

41. It is proposed that the initial £5.0m additional budget requirement be funded from prudential borrowing, with the revenue costs being funded from corporate capital financing budgets. The estimated annual debt financing costs for the £5.0m will be £261k assuming an asset life of 25 years and cost of borrowing of 2.1%. This will need to be built into the capital financing budget for 2017/18 onwards.

42. Should the additional £2.1m contingency be required, this should be funded from existing Transport Capital Programmes allocations and other funding opportunities such as grant and other project funding opportunities

Capital Receipts

43. The assumed level of Capital Receipts to support the general fund element of the Capital Programme (excluding HRA) is £5m pa. The current disposal programme estimates general fund receipts of £5.3m for 2016/17, £18m for £2017/18 and £14m for 2018/19.

Capital Financing

44. The capital financing assumptions are detailed in Table 5 above. As part of the overall review of the capital programme already referred to, the capital financing assumptions and the future revenue implications will be revised. However, with a programme of this size, it is unlikely that there will be future underspends on the capital financing budget, and therefore the contribution being made towards the 2016/17 forecast outturn variance should be assumed to be a one-off position.

E – Managing Income

45. Collection rates for both business rates and council tax are broadly on target. However, for future reports officers will provide further information to confirm the actual position and highlight any upsides or downsides resulting from current performance. Officers are closely monitoring business rates appeals applications. The Council has received applications from a number of health care trusts for mandatory charitable rates relief. In line with advice from the Local Government Association, all claims have been rejected and, to date, no counter applications have been made. The trusts are continuing to pay their business rates.

F - Treasury Management

46. No borrowing has been undertaken to date during 2016/17. Net debt (borrowing less investment) has increased by £25m between the 31st July and 31st August from £261m to £286m, due to an expected change in grant income.

47. The average level of funds available for investment purposes during the first five months of the year was £172m. The return for period was 0.60% compared to the recognised benchmark of 0.31% (7 day Libid).

48. In addition the Council's agreed policy is to defer borrowing while it has significant levels of cash balances (£128m at 31st August 2016). This strategy is prudent as investment returns are low and counterparty risk is relatively high. However, due to the significant change in the financial markets and fall in interest rates due to the referendum long term borrowing rates are at historic low levels and external borrowing will be considered if rates are expected to rise significantly from their current position. If implemented, this action will reduce the authority's exposure to interest rate risk.

G – Bristol City Council Owned Companies

49. To the end of Period 5 2016/17, no additional loans / investments have been made to the Council's Subsidiaries. The amount of loans / investments as at the 31st August 2016 is set out below:

Bristol Holding Company - £6.5m
Bristol is Open - £0.350m

50. A list of further funding requests are currently being considered. The next tranche of investment in Bristol Energy via Bristol Holding Company has been processed at a value of £3m, the majority of which will be used to repay the outstanding debt on intercompany service transactions with the Council.

Risk Assessment

51. In the Budget Report presented to Full Council in February 2016, a number of significant risks were identified. The finance reports this year have identified that a significant number of these risks have come to fruition in the early part of the financial year, or remain relevant. The list below highlights the most significant of these risks:

- the scale of overall reductions to all directorate budgets (£35.4m identified and included in the approved budget) and the potential of non-delivery of these savings;

- the potential of overspends against budgeted net expenditure;
- Care placements & budgets, both in terms of activity as a result of demographic pressures and also unit costs;
- Potential delay in delivery of capital receipts;
- Increase in pension liabilities;
- volatility in business rate income including the level of successful appeals and the result of the application for mandatory charitable relief made by a number of hospital trusts;

As well as the risks highlighted above, the following additional risks have been identified:

- wholly owned company delivery of agreed business plans;
- Sustainability of Council owned and managed assets, including infrastructure previously identified, property, fleet and ICT.
- Schools PFI contracts;
- Living Wage Accreditation – this will require a full review of all external contracts and may result in additional contractual costs;
- inflationary pressure on contract and energy costs;
- increased capital costs of major projects, i.e. Metrobus, the delivery of the Arena and Bristol Temple Meads Easts (development area around the arena);
- Current lack of policy clarity on proposed changes to business rate retention;
- The effect of Brexit both on house building industry and general economic confidence;
- There will be other costs, such as the Mayoral Combined Authority, still to be fully quantified.

Any risk assessment requires constant review and will form part of the ongoing future monitoring.

Consultation and scrutiny input:

a. Internal consultation:

Strategic Directors, Service Directors and the finance team.

b. External consultation:

Not applicable

Other options considered:

No other options are considered at the present time.

Public sector equality duties:

There are no proposals in this report which require either a statement as to the relevance of public sector equality duties or an Equalities Impact Assessment.

Environmental checklist / eco impact assessment

Not applicable.

Resource and legal implications:

Finance

a. Financial (revenue) implications – Interim Service Director - Finance:

As set out in the Report, the Council is currently forecasting an overspend based on service spending from April to August and service projections for the remainder of the year, offset by savings in other corporate budgets. Failure to take action to contain spending within budget and to manage and monitor expenditure and income could result in a requirement to draw on reserves. The level of reserves is limited and a one off resource that cannot be used as a long term sustainable strategy for financial stability. Budget monitoring and management, of which this report forms part of the control environment, is a mitigating process to ensure early identification of pressures and action plans.

Budget risks and pressures have been identified, as outlined above, and are currently being managed and closely monitored. Due to the severity of the forecast outturn variance (potential deficit of £31.1m), the Interim Chief Executive, supported by the Interim Service Director: Finance (s.151 Officer), have put in train a number of actions as outlined in paragraph 9.

Finance staff resources have been targeted to ensure that support for budget monitoring is concentrated on areas of particularly high risk.

b. Financial (capital) implications:

Set out within the report.

c. Legal implications:

Metrobus:

The allocation of additional funding to the Metrobus project of itself has no specific legal implications. However it is worth noting that if any changes that are made to the scope of the project to further reduce costs in a way that affects the value for money category of the project or that result in a failure to deliver the scheme as a whole this would trigger repayment of the Major Project Grant to central government under the conditions attached to the grant.

Other:

The legal implications related to the Metrobus and included above. With regard to the other recommendations, no significant legal issues are raised by the recommendations in this report. The recommendations are in accordance with the Council's constitution and financial regulations.

Advice given by Shahzia Daya: Service Director Legal Services

Date: 5th October 2016

d. Land / property implications:

Metrobus:

In relation to the Metrobus proposals (paragraphs 35-42), the scope of the MetroBus Programme has not changed significantly, as such there are no immediate implications for land or property and as such no comment.

Other:

Other than the Metrobus proposals, other relevant property implications have been included within the body of the report.

Advice given by Robert Orrett – Service Director Property

Date: 5th October 2016

e. Human resources implications:

In line with the financial position and the mitigating actions set out in this paper (paragraph 9) a Section 188 notice was issued in August 2016. The s188 notice provided formal notification to Trade Unions that the scale of the potential workforce reduction is estimated to be up to 975 employees by 31 March 2017.

The identified actions to close the budget gap are likely to result in redundancies; we are however seeking to avoid compulsory redundancies wherever possible. As previously reported, a voluntary severance programme was implemented through September 2016. The outcome of this exercise will be included in future reports.

Full consultation with Trade Unions will be undertaken throughout the period of organisation change and restructure and we will seek to reach agreement with the recognised Trade Unions on how to mitigate the need to make any further compulsory redundancies.

If, after meaningful consultation and after mitigating actions have taken place, compulsory redundancies are unavoidable, employees will be given notice of dismissal in accordance with the Council's agreed policies.

Advice given by Richard Billingham – Service Director HR & Workplace

Date: 20th October 2016

BRISTOL CITY COUNCIL REVENUE BUDGET MONITORING STATEMENT - PERIOD 5

	2016/17 BUDGET			FORECAST OUTTURN			Forecast Outturn Variance £000	P4 Outturn Variance £000
	Expenditure £000	Income £000	Net Budget £000	Expenditure £000	Income £000	Net Budget £000		
DIRECTORATE: PEOPLE								
Strategic Commissioning	24,855	(4,468)	20,387	25,120	(5,690)	19,430	(957)	(1,110)
Care & support - Adults	156,766	(39,302)	117,464	166,958	(43,729)	123,229	5,765	5,813
Care & Support – Children & Families	46,034	(2,664)	43,370	51,669	(4,899)	46,770	3,400	2,804
Education & Skills	25,844	(17,886)	7,958	26,696	(17,913)	8,783	825	817
Dedicated Schools Grant	175,384	(175,384)	0	179,761	(179,761)	0	0	0
Management - People	3,867	(3,893)	(26)	3,814	(3,128)	686	712	712
Early Intervention & Targeted Support	29,482	(11,346)	18,136	32,844	(11,106)	21,738	3,602	3,316
PEOPLE DIRECTORATE TOTAL	462,232	(254,943)	207,289	486,862	(266,226)	220,636	13,347	12,352
DIRECTORATE: RESOURCES								
ICT	13,503	(5,282)	8,221	16,918	(4,977)	11,941	3,720	4,060
Legal Services	9,675	(4,304)	5,371	9,911	(4,549)	5,362	(9)	81
Finance	8,498	(2,122)	6,376	8,425	(2,073)	6,352	(24)	17
Human Resources (HR)	10,283	(3,893)	6,875	10,295	(3,918)	6,377	(498)	(177)
Policy, Strategy & Communications	5,241	(1,490)	3,751	4,968	(1,391)	3,577	(174)	(21)
Bristol Futures	3,996	(2,379)	1,617	4,049	(2,603)	1,446	(171)	(141)
BUSINESS CHANGE TOTAL	51,196	(18,985)	32,211	54,566	(19,511)	35,055	2,844	3,819
DIRECTORATE: NEIGHBOURHOODS								
Citizen Services	222,168	(209,849)	12,319	222,998	(210,366)	12,632	313	84
Parks & Green Spaces	62,901	(31,092)	31,809	52,476	(21,668)	30,808	(1,001)	(1,212)
Housing Delivery - General Fund	23,442	(9,859)	13,583	25,333	(12,168)	13,165	(418)	133
Neighbourhoods	10,389	(483)	9,906	10,464	(547)	9,917	11	49
Public Health - General Fund	6,893	(4,412)	2,481	6,903	(4,344)	2,559	78	16
Management - Neighbourhoods	5	0	5	5	0	5	0	0
NEIGHBOURHOODS TOTAL	325,798	(255,695)	70,103	318,179	(249,093)	69,086	(1,017)	(930)
DIRECTORATE: PLACE								
Property	29,014	(36,439)	(7,425)	30,825	(29,246)	1,579	9,004	9,110
Planning	5,834	(5,529)	305	6,170	(6,179)	(9)	(314)	(303)
Transport	47,574	(32,706)	14,868	55,264	(41,756)	13,508	(1,360)	(1,111)
Economy	12,673	(6,815)	5,858	15,730	(9,846)	5,884	26	442
Economy - ABS Team	2,448	(465)	1,983	2,252	(465)	1,787	(196)	(171)
Energy	11,354	(8,464)	2,890	13,445	(10,493)	2,952	62	600
PLACE TOTAL	108,897	(90,418)	18,479	123,686	(97,985)	25,701	7,222	8,567
DIRECTORATE: CITY DIRECTOR								
Electoral Services	1,590	(563)	1,027	1,322	(204)	1,118	91	0
Management - City Director	1,984		1,984	2,151	(29)	2,122	138	28
CITY DIRECTOR TOTAL	3,574	(563)	3,011	3,473	(233)	3,240	229	28
CORPORATE SAVINGS PROGRAMME TOTAL	(3,860)	(8,378)	(12,238)	13,116	(8,768)	4,348	16,586	15,289
SERVICE NET EXPENDITURE	947,837	(628,982)	318,855	999,882	(641,816)	358,066	39,211	39,125
OTHER CORPORATE BUDGETS RELEASED FROM RESERVES	37,803	(11,265)	26,538	31,968	(11,765)	20,203	(6,335)	(6,324)
			0		(1,800)	(1,800)	(1,800)	0
TOTAL REVENUE NET EXPENDITURE	985,640	(640,247)	345,393	1,031,850	(653,581)	376,469	31,076	32,801

BRISTOL CITY COUNCIL HOUSING REVENUE ACCOUNT SUMMARY

	2016/17 BUDGET			FORECAST OUTTURN			Forecast Outturn Variance £000	Q1 Outturn Variance £000
	Expenditure £000	Income £000	Net Budget £000	Expenditure £000	Income £000	Net Budget £000		
HOUSING REVENUE ACCOUNT								
Strategy, Planning & Governance	24,461	(131,293)	(106,832)	23,800	(131,261)	(107,461)	(629)	(584)
Responsive Repairs	47,496	(17,384)	30,112	48,026	(17,438)	30,588	476	476
Planned Programmes	18,096	(1,312)	16,784	16,608	(1,321)	15,287	(1,497)	(918)
Estate Management	16,478	(2,237)	14,241	16,366	(2,254)	14,112	(129)	(314)
HRA Financing & Funding	46,230	(535)	45,695	46,228	(535)	45,693	(2)	0
HOUSING REVENUE ACCOUNT TOTAL	152,761	(152,761)	0	151,028	(152,809)	(1,781)	(1,781)	(1,340)

BRISTOL CITY COUNCIL RING FENCED PUBLIC HEALTH

	2016/17 BUDGET			FORECAST OUTTURN			Forecast Outturn Variance £000	Q1 Outturn Variance £000
	Expenditure £000	Income £000	Net Budget £000	Expenditure £000	Income £000	Net Budget £000		
Public Health - Grant								
	35,025	(34,995)	30	36,723	(36,693)	30	0	0
	35,025	(34,995)	30	36,723	(36,693)	30	0	0

2016/17 Capital Proposed Budget, Forecast and Variance Analysis

Directorate	PERIOD 4 2016/17 BUDGET TOTAL £000's	2016/17 BUDGET RE- PROFILED £000's	2016/17 BUDGET PROPOSED ADJUSTMENTS £000's	PERIOD 5 2016/17 COMBINED BUDGET TOTAL £000's	2016/17 FORECAST TOTAL £000's	2016/17 VARIANCE £000's	2017/18 BUDGET TOTAL £000's	2018/19 BUDGET TOTAL £000's	2019/20 BUDGET TOTAL £000's
People									
Education Capital Programme 2									
Major Projects Programme 2	18,417	0	0	18,417	19,345	928	9,871	0	0
Site Acquisitions	132	0	0	132	132	0	0	0	0
Early Years	54	0	0	54	54	0	0	0	0
Primary	0	0	0	0	0	0	11	0	0
Universal Free School Meals	7	0	0	7	7	0	0	0	0
Schools Access Initiative SAI/DDA	119	0	0	119	119	0	133	0	0
Lifecycle (R&M)	39	0	0	39	39	0	46	0	0
Urgent/Emergency	80	0	0	80	110	30	0	0	0
Completed Projects	7	0	0	7	22	15	0	0	0
Total - Education Capital Programme 2	18,855	0	0	18,855	19,828	973	10,061	0	0
Schools' Devolved Capital									
Capital, Assets & Access 1	4,528	0	0	4,528	4,528	0	0	0	0
Total - Schools' Devolved Capital	4,528	0	0	4,528	4,528	0	0	0	0
CYPS non-Schools									
CYPS non-Schools	1,508	0	0	1,508	1,508	0	0	0	0
Total - CYPS non-Schools	1,508	0	0	1,508	1,508	0	0	0	0
Education Capital Programme 3									
Major Projects	7,791	200	3,000	10,991	11,260	269	13,573	3,482	0
Site Acquisitions	1,500	0	0	1,500	0	(1,500)	0	0	0
Commissioning	0	0	0	0	0	0	755	5,114	0
Feasibility	100	0	0	100	100	0	1,098	0	0
Lifecycle (Capital R&M)	485	0	0	485	485	0	520	695	0
Total - Education Capital Programme 3	9,876	200	3,000	13,076	11,845	(1,231)	15,946	9,291	0
Children & Families									
0-25 Integrated Service	620	(430)	0	190	190	0	430	0	0
Fostering and Adoption	129	0	0	129	120	(9)	0	0	0
Youth & Play	204	0	0	204	204	0	0	0	0
Total - Children & Families	953	(430)	0	523	514	(9)	430	0	0
Care Management									
Transformation - Capital	(346)	0	0	(346)	210	556	0	0	0
Total - Care Management	(346)	0	0	(346)	210	556	0	0	0
Care Services									
Operations - Capital	209	0	0	209	378	169	0	0	0
Total - Care Services	209	0	0	209	378	169	0	0	0
Strategic Housing									
Extra Care Housing	2,469	(1,650)	0	819	803	(16)	3,075	0	0
Total - Strategic Housing	2,469	(1,650)	0	819	803	(16)	3,075	0	0
Totals - Directorate: People	38,052	(1,880)	3,000	39,172	39,614	442	29,512	9,291	0

2016/17 Capital Proposed Budget, Forecast and Variance Analysis

Directorate	PERIOD 4 2016/17 BUDGET TOTAL £000's	2016/17 BUDGET RE- PROFILED £000's	2016/17 BUDGET PROPOSED ADJUSTMENTS £000's	PERIOD 5 2016/17 COMBINED BUDGET TOTAL £000's	2016/17 FORECAST TOTAL £000's	2016/17 VARIANCE £000's	2017/18 BUDGET TOTAL £000's	2018/19 BUDGET TOTAL £000's	2019/20 BUDGET TOTAL £000's
Place									
Strategic Property									
Building Practice Capital	4,362	(715)	0	3,647	3,768	121	1,715	0	0
Corporate Property	433	0	0	433	190	(243)	0	0	0
Total - Strategic Property	4,795	(715)	0	4,080	3,958	(122)	1,715	0	0
Major Projects									
Place, Major Schemes	30,037	(30,209)	8,093	7,922	8,014	92	51,209	50,000	6,000
Docks	22	0	0	22	0	(22)	0	0	0
Filwood Broadway	184	0	0	184	182	(2)	1,012	169	0
Hengrove Park	27	0	0	27	42	15	0	0	0
Kingswear and Torpoint Flats	722	(7)	0	715	715	0	7	0	0
Filwood Green Business Park	473	0	1,021	1,494	1,001	(493)	0	0	0
Economy Development	818	0	0	818	875	57	0	0	0
Strategy & Commissioning	3,736	(2,961)	0	775	775	0	3,461	2,500	0
Total - Major Projects	36,019	(33,177)	9,114	11,957	11,604	(353)	55,689	52,669	6,000
Museums									
Museums - Capital	121	0	0	121	0	(121)	0	0	0
Total - Museums	121	0	0	121	0	(121)	0	0	0
Planning & Sustainable Development									
City Design Group	368	0	0	368	657	289	786	500	0
Total - Planning & Sustainable Development	368	0	0	368	657	289	786	500	0
Transport									
Sustainable Transport	12,339	(2,933)	188	9,595	9,696	101	12,464	3,000	1,940
Strategic City Transport	11,953	(4,887)	183	7,248	6,755	(493)	11,198	0	0
Highway Drainage Capital Works	2,771	0	0	2,771	2,771	0	0	0	0
Highways & Traffic	6,305	0	117	6,422	6,474	52	78	0	0
Parking Services	82	0	0	82	82	0	0	0	0
Passenger Transport	2,279	(765)	700	2,213	2,136	(77)	925	0	0
Residents Parking Zone	2,177	(977)	0	1,200	1,200	0	978	0	0
Transport Major Projects (Metrobus)	39,083	(8,240)	0	30,843	30,831	(12)	15,370	0	0
Total - Transport	76,989	(17,802)	1,188	60,374	59,945	(429)	41,013	3,000	1,940
Energy Services									
Energy Management Unit	5,434	(2,548)	800	3,686	4,594	908	7,759	0	0
Warm Up Bristol	5,769	0	0	5,769	7,668	1,899	0	0	0
Energy Services	1,923	0	0	1,923	743	(1,180)	0	0	0
Total - Energy Services	13,126	(2,548)	800	11,378	13,005	1,627	7,759	0	0
Totals - Directorate: Place	131,418	(54,242)	11,102	88,278	89,169	891	106,962	56,169	7,940

2016/17 Capital Proposed Budget, Forecast and Variance Analysis

Directorate	PERIOD 4 2016/17 BUDGET TOTAL £000's	2016/17 BUDGET RE- PROFILED £000's	2016/17 BUDGET PROPOSED ADJUSTMENTS £000's	PERIOD 5 2016/17 COMBINED BUDGET TOTAL £000's	2016/17 FORECAST TOTAL £000's	2016/17 VARIANCE £000's	2017/18 BUDGET TOTAL £000's	2018/19 BUDGET TOTAL £000's	2019/20 BUDGET TOTAL £000's
Neighbourhoods									
Bristol Operations Centre									
Bristol Operations Centre	5,509	0	0	5,509	5,509	0	2,447	0	0
Total - Bristol Operations Centre	5,509	0	0	5,509	5,509	0	2,447	0	0
Environment & Leisure									
Cemeteries & Crematoria	108	0	0	108	0	(108)	0	0	0
Parks	1,893	(290)	0	1,603	1,497	(106)	1,258	0	0
Waste Services	36	0	0	36	0	(36)	0	0	0
Total - Environment & Leisure	2,037	(290)	0	1,747	1,497	(250)	1,258	0	0
Neighbourhoods & Communities									
Libraries	1,013	(372)	0	641	640	(1)	822	0	0
Total - Neighbourhoods & Communities	1,013	(372)	0	641	640	(1)	822	0	0
Housing Services - Capital									
Private Housing & Adaptations	1,892	0	0	1,892	3,386	1,494	700	0	170
Total - Housing Services Capital	1,892	0	0	1,892	3,386	1,494	700	0	170
Totals - Directorate: Neighbourhoods	10,451	(662)	0	9,789	11,032	1,243	5,227	0	170
Business Change									
Bristol Futures									
City Innovation	12,276	(5,283)	0	6,992	6,980	(12)	8,823	0	0
Total - Bristol Futures	12,276	(5,283)	0	6,992	6,980	(12)	8,823	0	0
Information & Communication Technology									
BWP - Buildings	6,021	0	0	6,021	5,756	(265)	0	0	0
Total - Information & Communication Technology	6,021	0	0	6,021	5,756	(265)	0	0	0
Bristol Workplace Programme - Design									
BWP - Design Contract	5,800	0	0	5,800	5,897	97	2,235	0	0
Total - Bristol Workplace Programme - Design	5,800	0	0	5,800	5,897	97	2,235	0	0
Bristol Workplace Programme - Buildings									
BWP - Technology	(121)	0	0	(121)	67	188	0	0	0
Total - Bristol Workplace Programme - Buildings	(121)	0	0	(121)	67	188	0	0	0
Totals - Directorate: Business Change	23,976	(5,283)	0	18,692	18,700	8	11,058	0	0

2016/17 Capital Proposed Budget, Forecast and Variance Analysis

Directorate	PERIOD 4 2016/17 BUDGET TOTAL £000's	2016/17 BUDGET RE- PROFILED £000's	2016/17 BUDGET PROPOSED ADJUSTMENTS £000's	PERIOD 5 2016/17 COMBINED BUDGET TOTAL £000's	2016/17 FORECAST TOTAL £000's	2016/17 VARIANCE £000's	2017/18 BUDGET TOTAL £000's	2018/19 BUDGET TOTAL £000's	2019/20 BUDGET TOTAL £000's
Housing Revenue Account									
Planned Programme	40,330	0	0	40,330	40,471	141	40,000	40,000	40,000
Responsive Repairs	700	0	0	700	700	0	500	500	500
Strategy, Planning & Governance	14,989	0	0	14,989	16,786	1,797	9,500	9,500	9,500
Total - Housing Revenue Account	56,019	0	0	56,019	57,957	1,938	50,000	50,000	50,000
Totals - Housing Revenue Account	56,019	0	0	56,019	57,957	1,938	50,000	50,000	50,000
Corporate									
Capital Funding									
Capital Funding	10,334	0	0	10,334	8,205	(2,129)	10,050	2,100	1,500
Total - Capital Funding	10,334	0	0	10,334	8,205	(2,129)	10,050	2,100	1,500
Totals - Directorate: Corporate	10,334	0	0	10,334	8,205	(2,129)	10,050	2,100	1,500
TOTALS - CAPITAL PROGRAMME	270,250	(62,067)	14,102	222,284	224,677	2,393	212,809	117,560	59,610

Future years budget TOTALS **389,979**

Capital Programme Tier 1 budget (all years) TOTALS **612,263**

ADDITIONAL ANALYSIS IN SUPPORT OF METROBUS CAPITAL PROGRAMME

A) Sensitivity Testing by Project – Forecast Total Cost

Project	Forecast Outturn Cost		
	S1 – Lower Point (£m)	S2 – Mid Point (£m)	S3 – Upper Point (£m)
AVTM	54.5	55.2	56.1
NFHP	112.1	113.3	115.3
SBL	47.0	47.4	48.6
Total	213.5	215.9	220.0

B) Sensitivity testing by local authority – forecast costs above budget

Local Authority	Total Risk Forecast above project budget by Local Authority (£m)		
	S1 - lower point £m	S2 – mid point £m	S3 – upper point £m
BCC	3.8	5.0	7.1
SGC	6.7	7.4	8.7
NSC	0.0	0.3	1.1
Total	10.5	12.8	16.9