

# Cabinet Agenda



**Date:** Tuesday, 15 August 2017

**Time:** 4.00 pm

**Venue:** Conference Hall - City Hall, College Green,  
Bristol, BS1 5TR

## Distribution:

**Cabinet Members:** Marvin Rees, Craig Cheney, Asher Craig, Nicola Beech, Helen Godwin, Fi Hance, Claire Hiscott, Helen Holland, Paul Smith and Mhairi Threlfall

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**Date:** Monday, 7 August 2017

# Agenda

## PART A - Standard items of business:

### 1. Welcome and Safety Information

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

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

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### 2. Public Forum

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 15 August 2017 is **12 noon on Monday 14 August 2017**. 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](mailto: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 15 August 2017 Cabinet is **5.00 pm on Wednesday 09 August 2017**. 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](mailto: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 at time of publication

## **6. Reports from scrutiny commission**

None at time of publication

## **7. Chair's Business**

To note any announcements from the Chair

## **PART B - Key Decisions**

### **8. Port Communities Resilience Fund (PCRF) Community Facilities Grant Scheme**

Following needs analysis and stakeholder consultations over 2015-16, approval is now sought for the three Priorities and the Fund allocations as proposed. **(Pages 6 - 44)**

### **9. MetroBus Budget Update**

To approve the increase in budget for the MetroBus programme to meet the current forecast budget pressure and associated issues **(Pages 45 - 67)**

### **10. Supporting the continued development of Cabot Circus at Callowhill Court, Broadmead**

To provide in-principle agreement for the Council to use Compulsory Purchase Order (CPO) powers if necessary to enable the re-development of Callowhill Court in Broadmead. **(Pages 68 - 77)**

### **11. Clean Air Action Plan and Clean Air Zone Feasibility Study**

To update Cabinet on the progress of the Clean Air Action Plan focusing on the feasibility study into a Clean Air Zone for Bristol and South Gloucestershire **(Pages 78 - 136)**

### **12. Extension of Rough Sleeper Service Contract**



Approval sought for the extension of current Rough Sleeper Service contract for a period of two years from 1<sup>st</sup> October 2017 to 30<sup>th</sup> September 2019 **(Pages 137 - 142)**

### **13. Recruitment Integrated Package for Schools**

Request to authorise the initiation of the procurement process for a new contract **(Pages 143 - 152)**

### **14. Urgent item under APR15 - Department for Transport (DfT) Grant funding**

Approval to commence works on very recently awarded grant bids in respect of both DfT Challenge Fund schemes. **(Pages 153 - 156)**

## **PART C - Non-Key Decisions**

### **15. 2017/18 Budget Monitoring Report - Period 3**

To inform Cabinet of the Council's overall financial performance against revenue and capital budgets resulting from the second progress report, as at the end of June 2017 **(Pages 157 - 171)**



<b>Title: Port Communities Resilience Fund (PCRF) – Community Facilities Grant Scheme (CFGs)</b>	
<b>Ward: Avonmouth and Lawrence Weston</b>	<b>Cabinet lead: Cllr Asher Craig</b>
<b>Author: Alistair Reid</b>	<b>Job title: Service Director – Economy</b>

<b>Revenue Cost: £ 0</b>	<b>Source of Revenue Funding:</b> match funding – external sources
<b>Capital Cost: £ 1 million</b>	<b>Source of Capital Funding:</b> Port freehold sale capital receipt
<b>One off</b> <input checked="" type="checkbox"/>	<b>Saving</b> <input checked="" type="checkbox"/>
<b>Ongoing</b> <input type="checkbox"/>	<b>Income generation</b> <input checked="" type="checkbox"/>

**Finance narrative:**

Port Communities Resilience Fund was approved by Cabinet in March 2015, using capital cash receipt from freehold land sale of the port. £1m was set aside to support a number of capital projects with no associated prudential borrowing liabilities. It was proposed during the last administration, this £1m would be used on a case by case basis, legible themes and priorities are:

- Jobs & Enterprise £450,000
- Social Impact/ Community Facilities £315,000
- Thriving High Streets £135,000
- Technical Assistance and Project Management £100,000

Please note, as a part of the programme, the technical assistance / project management support is capped at 10% of the total capital funding available and is for the purpose of assisting community organisations in developing the capital project proposals. In the event if any of these costs cannot be capitalised, the one-off revenue cost would be absorbed by the Economic Development revenue budget.

**Finance Officer:** Tian Ze Hao

**Summary of issue / proposal:** Following initial approval to set up a £1 million capital fund for regeneration projects in the Port Communities by Cabinet in March 2015, needs analysis and stakeholder consultations over 2015-16, approval is now sought for the three Priorities - Jobs & Enterprise, Social Impact (Community Facilities) and Thriving High Streets, and the Fund allocations as proposed. Approval is also sought to commence delivery in the Ward with the launch this year of a £315,000 Community Facilities Grant Scheme open to community and voluntary organisations based in or serving the Ward. Finally, Cabinet is asked to delegate approval of the final schemes for the Jobs and Enterprise and Thriving High Streets Priorities to the Cabinet Lead in consultation with the Strategic Director – Resources.

**Summary of proposal & options appraisal:**

- After the March 2015 Cabinet decision, a consultation process was undertaken initially with Ward Councillors and later the Neighbourhood Partnership to develop the remit and spend priorities for the capital fund. The dialogue established the three thematic priorities and also the 'resilience' principles, including the attraction of external match contributions, financial and wider sustainability of projects, and fair distribution across the Ward, taking account of impacts of the Port activities on communities.
- The Mayor and Cabinet members were briefed on the proposed remit and priorities for the PCRF in June 2016. Further research into socio-economic deprivation across the Ward, employment, skills, entrepreneurship and state of the local centres, and how to build a resilient approach, was undertaken by Council service teams during 2016, and informed the allocations to thematic priorities and actions. Further information detailing the business case for the priorities and allocations is given at Appendix A.
- The priorities and weighting of resources 2/3<sup>rd</sup> to economic and 1/3<sup>rd</sup> to social development were also influenced by Neighbourhood Plan work undertaken with the Lawrence Weston and Avonmouth communities. This emphasised the need to improve local economic support to residents and traders, as well as social, community and health infrastructures across the four villages, including Shirehampton and Sea Mills. The BCC Capital Board reviewed delivery proposals in Oct 2016. See Appendix A for the consideration of options for allocations between the priorities.
- Consultations also highlighted the need for technical assistance resources for local organisations and trader groups to develop resilient capital projects. Thus 10% of the Fund is allocated and split equally between a dedicated PCRF Programme / Projects Enabling Manager employed by the Council on a 2

years fixed term contract, and a technical assistance fund for architects and planning fees and other professional advice related to match finance sources and business / operational planning.

- The Community Facilities Grant Scheme is the first PCRf project to be delivered, with a two stage application process modelled on the Bristol Impact Fund approved by Cabinet in 2016. It has been long anticipated, and, due to the lead time for the 3 stage application process and community participation elements, needs to be launched later this summer in order to award grants of between £10,000 - £100,000 to local organisations by September 2018 after meeting the scheme criteria, and screening by technical appraisal and community panels. Applicants will be required to raise 100% external match funding to the grant. Further details of the CFGS are given in Appendix A.
- Schemes for the other two priorities, including a network of jobs, training and enterprise support facilities across the Ward, and street scene / environmental improvements for each of the local retail centres, are currently being finalised by the PCRf Strategic Board and will be brought forward later in the year.

**Recommendation(s) / steer sought:**

Cabinet is recommended to approve:

- the proposed three thematic Priorities and Technical Assistance scheme for the £1 million Port Communities Resilience Fund and their respective capital allocations;
- the objectives, criteria and delivery plans for the Community Facilities Grant Scheme and its public launch in August / September 2017, and to delegate the award and distribution of grants (including signature of grant agreements) to the Strategic Director in consultation with Cabinet Member - Resources;
- the delegation of further decisions to approve final delivery plans for schemes under the Jobs & Enterprise and High Streets priorities to the Strategic Director in consultation with the Cabinet Member – Resources.

**City Outcome:** The new Avonmouth and Lawrence Weston ward (created 2016) is now the largest in the City by population. Whilst the PCRf and Community Facilities Grant Scheme are ward-specific, they are designed to lever external match finance and complement the long term development of the Avonmouth Severnside Enterprise Area by improving existing community infrastructure and deliver social and economic regeneration and new opportunities for residents, small businesses / local traders across the four communities on a significant scale. Parallel initiatives relevant to the PCRf priorities in the Ward and wider area have been the £1.2 m SevernNet Working Project funded from 2015-17 by the Big Lottery Coastal Communities Fund, the Council's Work Zones and Outset Bristol business support initiatives (2017-19), and the plans to invest around £5 m to re-develop the old College site in Lawrence Weston to provide a new Health and Community Services Hub, housing and supermarket.

It is expected that around 6-7 local community organisations running community centres and sports clubs will benefit from the CFGS to improve their buildings, facilities and equipment by end 2019, which will in turn enable them to offer better quality and more cost efficient services to the community. The Jobs & Enterprise and Thriving High Streets priorities will assist at least 60 local residents into work / enterprise and improve the environment and vitality of the four local centres for local traders and shoppers alike.

**Health Outcome summary:**

CFGs: increased take up of sport/exercise. Reduction of people who are overweight or obese. The impact of the CFGS will be complementary to parallel schemes including the investment in the Lawrence Weston Locality Hub providing modernised community health facilities and services.

**Sustainability Outcome summary:**

CFGs: all projects will need to demonstrate that the grant funding will make either the organisation more sustainable / resilient (via business plans) or how they will make the community as a whole more resilient – this programme is featured as a project in the Bristol Resilience Strategy

**Equalities Outcome summary:**

CFGs: will deliver outcomes in 6 neighbourhoods (super output areas) with 41.1% - 54.6% of children under 16 in low income families (2013), and making public buildings more accessible.

**Impact / Involvement of partners:**

CFGs: will increase the resilience of the voluntary sector, in some case to deliver activities that the Council has historically delivered (e.g. potential library services, jobs and skills support and training).

During the application process local businesses will be partnered with the voluntary sector to provide support and potential match funding.

**Consultation carried out:**

PCRf and CFGS: the Ward Councillors and Neighbourhood Partnership during 2015-16, and the Community Conversation / stakeholder event held locally in Nov 2016, which informed the objectives, type of actions, delivery process and criteria for each PCRf priority and the CFGS scheme – see Appendix B for the Neighbourhood Partnership and community consultation reports. The PCRf Strategic Board set up in December 2016 comprising the Ward Councillors and representatives from each of the 4 communities and the business sector steers the use of the Fund.

**Legal Issues:**

**1. Grant/Contract**

Under a grant agreement, the Council makes a payment to the recipient for a specific purpose. The recipient is not obliged to deliver any goods or services to the Council, although the Council may claw back any grant which has not been spent or is misapplied.

Under a contract, the Council pays a provider to provide specific services and/or goods and/or works. The provider is obliged to provide the services/goods/works, and if the provider does not it may be sued by the Council.

From the information provided, it appears that the funds transferred to organisations under this report will constitute grants rather than payments pursuant to contracts. This distinction is important as contracts where the value is above certain thresholds must be procured in compliance with either the Council's procurement rules or the Public Contracts Regulations 2015, grant agreements do not.

**2. State aid**

Whenever the Council grants a benefit in any form to an undertaking, it is possible the grant may constitute State aid. State aid is illegal unless it falls under certain exemptions.

It is unlikely that the grants given under this report will constitute illegal State aid because:

- A grant will constitute State aid where it affects trade between member states. It will need to be considered whether these grants could affect State aid in each instance, but if they do not affect trade between member states they will not constitute State aid.
- One of these exemptions is the de minimis exemption, under which with benefits up to the value of E 200k may be given to an organisation over any 3 year rolling period. As the limit on grants proposed under this report is £100k, it appears the grants will fall under this exemption. (However the State aid given during the rolling 3 year period to each organisation must be reviewed).

Further legal advice will be needed on this point when further information is available regarding the likely amounts and recipients of the grants.

**3. Award Procedure**

The process to award grants must be fair and reasonable, and the Council must abide by any rules it sets in relation to the process (also consideration needs to be given to which legal forms for bidding organisations will be acceptable to the Council as this has raised issues in other grant processes, please refer to legal for further detailed advice on this point)

e. 4. Grant agreements

Grant agreements must include all clauses re match funding claw back etc

**Legal Officer:** Sinead Willis

**Policy/Comms Officer:** Tim Borrett

<b>DLT sign-off</b>	<b>SLT sign-off</b>	<b>Cabinet Member sign-off</b>
Nicki Beardmore 4/7/2017	Anna Klonowski 4/7/2017	Mayor 7/7/2017

Appendix A – Further essential background / detail on the proposal	<b>YES</b>
Appendix B – Details of consultation carried out - internal and external	<b>YES</b>
Appendix C – Summary of any engagement with scrutiny	<b>NO</b>
Appendix D – Risk assessment	<b>YES</b>
Appendix E – Equalities screening / impact assessment of proposal	<b>YES</b>
Appendix F – Eco-impact screening/ impact assessment of proposal	<b>YES</b>
Appendix G – Exempt Information	<b>NO</b>

## **Appendix A: Further Essential Background / Detail on the Proposal**

### **i) Business Case and Options Appraisal for PCRf Priorities and Allocations**

#### **Background**

In March 2015 Cabinet approved the set up, from the sale of the Port freehold and in consultation with Cabinet members and local Councillors, of a £1 million local investment fund 'to stimulate local regeneration projects' in Avonmouth and Kingsweston wards (the new Avonmouth & Lawrence Weston ward after the boundary changes of April 2016).

Later in 2015, through a dialogue between the Mayor, Cabinet members and local Councillors, the 3 priorities for a local regeneration capital fund were agreed which also broadly reflected and brought together needs and priorities for action identified in the existing process with community stakeholders supported by the Council to develop Neighbourhood Plans, over 2015-16.

As a result of the Mayor's consultation, it was decided, in view of the relatively high socio-economic deprivation across most of Kingsweston and Avonmouth wards, with problems of high benefit dependency and low levels of income and low skills / qualifications being prevalent, that the Fund should have a major emphasis on supporting community economic development, alongside wider community and social infrastructure. This was reflected in the setting of 2 of the 3 objectives / priorities for the Fund around this – Jobs & Enterprise and Thriving High Streets, and recognition that both residents and businesses based in the Ward(s) needed a much better, modernised support infrastructure than existed, particularly after the closure of the City of Bristol College, to help them gain more secure, quality jobs and/or start or sustain businesses locally.

Improving community centres and facilities for social, health and leisure provision in each of the four 'villages' of the Ward, and at the same time, creating a more financially resilient and sustainable community infrastructure, was also regarded as a key Priority / set of principles in this process and featured in the Neighbourhood Plan and the Lawrence Weston Community Plan. However, the weighting of two-thirds of the PCRf resource on economic development has been determined not solely by the lack of local employment, training and business support services operating in the area, but also by the existing priority and indicative resources from the NHS and Council for a community health hub in Lawrence Weston.

#### **Key Facts and Issues**

A summary of the main economic and social case and wider evidence justifying the need for the PCRf and the three Priorities is given below, and more information / statistics appended below.

- The Port freehold sale for £10 million was of major significance for the City, and the adjacent Avonmouth Severnside industrial area is developing quite rapidly, giving rise to environmental issues as well as new economic opportunities .
- But many in the local communities perceive mostly adverse impacts and disconnection from the 'enterprise area', instead of benefits and income from its growth, despite their historical connection to the Port as the major employer.

- 10 LSOAs (neighbourhoods) across the Ward, with the large majority of its 20,757 population, rank among the most 30% disadvantaged in England, according to the Index of Multiple Deprivation 2015
- 16.2 % of Kingsweston and 12.1 % of Avonmouth ward working age populations were claiming out of work benefits at May 2016 (13.9 % across the area as a whole) - significantly above a City of Bristol average of 10.1%, affecting 2,035 residents.
- Job Seekers Allowance rates are lower at 2.4% (344 individuals) for the area but still above the Bristol average of 1.6%.
- Skills and qualification levels are generally very poor - with 62% of the overall Avonmouth and Kingsweston area ranking inside the worst 25% in England for lack of or low qualifications.
- Hundreds of new jobs in logistics and industrial sectors have been created in the Avonmouth Severnside Enterprise Area (adjacent to the communities) over the last 2-3 years but, according to employers surveys and anecdotal evidence collected by the SevernNet Working project and BCC Employment Learning and Skills Team, very few local unemployed or benefit dependent people are being regularly recruited for a number of reasons – lack of appropriate skills, difficulty to access the industrial areas by public transport, or safely on foot or bicycle etc
- the area has a very low level of business start ups with Kingsweston ranking in the bottom quartile of Bristol wards (32<sup>nd</sup> of 35) for new business start ups over 2009-15 – average of 52 per annum . Avonmouth ward ranked higher over that period, but still only within the third quartile (20<sup>th</sup>) with 89 per annum – despite a large part of the ward located within the industrial area.
- Over 33% of the housing stock is in social ownership and community centres, sports, leisure and social facilities are, through the lack of any significant new investment in the last 20-30 years, generally unmodernised and in a poorer condition than other parts of the city.
- According to the 2015 Bristol Quality of Life survey, only 67% of residents were satisfied with the local area as a place to live (compared to the 82% citywide average) and only 20% with the way the Council runs things (compared to 36% citywide). 35% concerned about anti-social behaviour
- The loss of local facilities from the closure of the Robin Cousins Sports Centre at Avonmouth and the Shirehampton Pool in 2005 was compounded by the closure of the City of Bristol College building in Lawrence Weston in 2011 and reductions in other local community services for both younger and older people and closure of other general facilities such as the public toilets adjacent to Avonmouth Park.

- The local centres / high streets, whilst far from blighted by dereliction (being relatively well used by local people in the absence of larger supermarket in the area), are of variable quality and vitality, with a limited mix of products and services in each centre and a 'tired' appearance – due to again a lack of investment in the public realm and the marginal profitability of many shops.
- Neighbourhood and Community Plans have consistently highlighted these needs and issues, and at several meetings and a special conference held in 2016 the Neighbourhood Partnership and community fora have shaped and endorsed the 3 proposed priorities and weighting of PCRf to invest in 2/3 economic and 1/3 social regeneration.
- A significant benefit of the proposed Community Facilities Grant Scheme (£315,000) will be to stimulate new plans and initiatives from community organisations not only to improve existing buildings and facilities and services / activities offered to their users and the wider community, but to operate them on resilient and resource efficient principles, with the requirement to find external match funding and income, which should reduce reliance on Council revenue support.
- Overall, in the objectives and design of the PCRf programme, there is a commitment to embedding a resilient and sustainable approach to ensure best use of available financial and human resources (economic and social capital) both at the individual scheme level and in creating networks and collaboration between schemes across the 4 villages of the Ward.

### **Options Appraisal**

Following the initial consultations with the Ward Councillors and Neighbourhood Partnership which set the three priorities for the PCRf, officers from Economic Development and Neighbourhoods and Communities Teams were tasked with proposing appropriate funding allocations to those priorities and technical / programme management support functions, taking into account further research into the economic, social and environmental needs and issues in the Ward. The main options considered were as follows:

**Option 1:** divide the Fund equally between the 3 Priorities, after allocating the maximum permitted by finance rules in relation to a capital scheme to programme management and technical assistance (around 10%).

**Option 2:** divide the Fund equally between the 3 Priorities, and allocate a smaller or nil sum to programme management and technical assistance, assuming that existing Council staff resources were sufficient for the latter functions.

**Option 3:** weight the Fund towards the priority with evidence of greatest need for resource, taking into account both research carried out and other existing / planned initiatives and investments alongside PCRf, whilst including technical / programme management support.

**Appraisal:** the view of the Councillors and Neighbourhood Partnership in 2015-16 was that technical / programme management support to the maximum level permissible was essential if community organisations were to be effectively engaged in developing and managing capital projects, as distinct from Council service teams or external agencies spending the entire Fund, and that existing resources available in Council service teams, then and now subject to budget

reductions, were not adequate; that dedicated resources were needed to enable delivery and that a 5% (£50,000) allocation would be insufficient to both support project feasibility costs and manage the overall programme. This ruled out Option 2. After assessing the appropriate balance of resources between priorities according to need and existing initiatives, **Option 3**, with a weighting towards Jobs & Enterprise, was recommended to, and endorsed by the Neighbourhood Partnership and wider community through the consultation event because:

- i) between the two 'economic' priorities, the analysis showed that high streets in the Ward were in need of physical / environmental improvements but relatively lower in priority to investing a significant sum in new or improved jobs & enterprise facilities which were either very limited in scale / quality or lacking in each community.
- ii) the Jobs & Enterprise priority, on further investigation, un-packed into three inter-linked support strands for design into new facilities and initiatives – related to job search, training, and enterprise (both before and after a business start up).
- iii) research showed up equally strong needs / issues on both economic and social indicators for the Ward and neighbourhoods within it. However, account was taken of the major investment (£2.9 m) being planned for the Lawrence Weston Community Hub, which is primarily orientated to improvement of health and community facilities and services – for that neighbourhood and the wider area.
- iv) therefore, in that context, the 2/3<sup>rd</sup> weighting of PCRF towards local economic support via the Jobs & Enterprise and High Streets priorities and 1/3<sup>rd</sup> to social support via the Community Facilities Grant Scheme was justifiable.

## (ii) Communities Facilities Grant Scheme (CFGs)

Proposed fund allocation: **£315k** plus **£25k** towards the project development costs of the preferred applicants. This latter funding will come out of the allowed capitalised revenue section of the £1 million (technical assistance scheme)

### **Why is this grant fund the best way to address the needs of the Avonmouth and Lawrence Weston Ward?**

#### **Needs**

- Avonmouth and Lawrence Weston Ward contains 10 LSOAs within the 30% most deprived areas in England - 2 are in the 10-20% most deprived and 3 within the 10% most deprived.
- 2015/16 Quality of Life Survey results for Avonmouth & Lawrence Weston that are directly relevant to this strand of the PCRF are:
  - % satisfied with the neighbourhood: **67%** against Bristol average 81.7%
  - % respondents satisfied with leisure facilities/services: **30%** against Bristol average of 52.4% **This is the lowest satisfaction rate recorded in the city**
- Lawrence Weston residents rated the following facilities as 'Poor and needs improvement' in the LW Community Survey 2012:
  - Sports/Leisure facilities: 62.7%
  - Places to socialise: 62.%
- In Lawrence Weston the closure of the City of Bristol College in 2011 has been followed by loss or reductions in other local community services and facilities including the library
- The existing community buildings in the area are ageing and often in a poor state of repair or have poor accessibility – this includes the Rock in LW; Avonmouth Community Centre, Shire Public Hall and the Sea Mills Community Centre. This tends to make them poor quality, inefficient to run and expensive to maintain and manage.
- The impact of noise, dust and environmental pollution (the 'flies' incident in 2015; frequent unpleasant odours drifting over the area) coming from the Port and Avonmouth industrial area leaves local residents feeling that they experience high negative impacts on behalf of the city but receive little benefit or quality investment in their social and community facilities in return.
- The loss of all open access youth provision and the closure of Ridingleaze House. In Avonmouth the closure of the Robin Cousins Centre and Avonmouth Road toilet are persistent community concerns and facilities at Avonmouth Football Club acknowledged as in need of improvement. Sea Mills Community Centre is increasing its local use but lacks disabled access and is an old, inefficient building; This lack of suitable facilities also limits other (city wide) service providers from delivering more services locally (Community Learning, City of Bristol College, Outset Bristol, advice agencies).
- Residents feel that they experience high negative impacts on behalf of the city but receive little benefit or quality investment in their social and community facilities in return.
- 2015/2016 Quality of Life records Avonmouth and Lawrence Weston as slightly below the city average (25.3%) in feeling able to influence decisions that affect their local area (24%); but they are the third lowest area in Bristol in terms of feeling able to influence decisions that affect public services they use; and record the third lowest rate of all city wards around whether a directly elected mayor is improving/will improve the leadership of the city

- The ward has a high % of council and other social landlord tenants, many of whose residents are vulnerable people with complex needs. Community groups, clubs and organisations provide a range of services and social capacity building which will become increasingly important as public services reduce their presence. The lack of appropriate venues makes it difficult for key services to operate in the area. An example of this in Sea Mills is where the Sea Mills community centre is eager to accommodate activity around jobs and skills – but poor accessibility makes it unsuitable.
- Neighbourhood and Community Plans have consistently highlighted these gaps within local communities - ‘Communities with sustainable, thriving facilities which meet the needs of all community members’ was a Neighbourhood Partnership priority, endorsed by community Forums, and the Lawrence Weston Community Survey 2012 recorded majority opinion that local community facilities were poor quality and needed improvement.
- The Ward, and individual communities to a greater or less degree, have been disadvantaged by relative under-investment and/or withdrawal of services over the last 10 years. However, in view of the substantial reductions in Council revenue support, it is necessary to concentrate the capital investment in those community organisations that can demonstrate the capacity to manage buildings and offer services in a more resilient way.
- Whilst the Council is planning further cuts to services, there is also the opportunity to improve the way they are delivered through the new Lawrence Weston Locality Hub.

#### **How the proposed fund will impact to address these issues.**

- It is expected that around 6-8 local community organisations running community centres, resources and sports clubs will benefit from the PCRF Community Facilities strand to improve their buildings, facilities and equipment by the end of 2019.
- At the ward-wide conference held in November 2016 the community participants endorsed the 3 proposed priorities and weighting of PCRF to invest in 2/3 economic and 1/3 social regeneration. The Community Facilities workshop was well attended and made clear recommendations that any funds allocated through the PCRF process to community organisations must be matched 100% by externally-sourced funding, support in kind and materials to deliver the role of this funding in generating inward-investment into the Ward and strengthening the future sustainability of community facilities.
- All community organisations will be required to evidence:
  - Their capacity to manage a capital investment project
  - Their assessment of organisational strengths and weaknesses and those of the community they are serving and to describe a clear, plausible ‘theory of change’ for how their project will deliver improved sustainability and resilience for their organisation and its impact on their community of benefit
  - That they can deliver a minimum match of 100% of any funding received in direct additional funding; contributions in kind and increased volunteering
- Strong components of all successful projects will include improved accessibility; improved energy efficiency, improved income-generation and partnership working and increased impact on local deprivation and health outcomes; Funded projects will offer better quality and more cost efficient services to the community. Many of the buildings/facilities that are in need of this support are BCC owned and leased out on CAT arrangements or contract. They offer an ongoing cost to BCC. For these buildings/facilities the community facilities strand of the fund will facilitate the transition away from ongoing BCC financial support.

- BCC is currently consulting the city about further savings; the area could potentially lose all three libraries. Whilst it is not possible to know 100% what projects will come forward, we are expecting both the sites that are within shared community centres to apply for the CFGS to take opportunity of adapting the shared buildings to work better – this could help to mitigate the loss of the Library by better utilising the space/adding further chargeable space to the building and potentially helping the organisation itself provide some kind of book sharing service.
- The assessment process explored and proposed at the November 2016 event includes a strong component of participatory budgeting as an element in exploring community support for potential funding applicants and their project proposals. This should strongly improve the sense of local influencing and confidence in Mayoral efficacy within the city and root successful projects within their communities.
- Lawrence Weston has, for the past 6 years had ambitions for a services hub. The scheme, working with NHS, the local GPs, BCC and the voluntary sector is linked to the OPE 4 programme. The Jobs and Enterprise Priority will contribute towards the investment into this building to build relevant space within the building and it is expected that an application for the CFGS will also be submitted to contribute towards other community resources within the building.

#### **How were the decisions made to allocate the funds and deliver the grant scheme?**

- The original purposes and themes for this fund were developed through exploration with the then Mayor, Ward Councillors and the Neighbourhood Partnership, drawing on priorities identified within the Neighbourhood Partnership Plan:
  - Local people benefit from a thriving economy
  - Explore ways to support High Streets/local shopping centres to thrive
  - Communities with sustainable, thriving facilities which meet the needs of all community members
- Mayor and Councillors want to see additional resources and funding raised to add to the £1 million to deliver the maximum possible benefits to these neighbourhoods
- Delivery of these aims was to be achieved through ensuring that community groups, local residents and the Neighbourhood Partnership helped BCC shape the design and delivery of the Resilience Fund.

#### **Objectives, criteria and processes are detailed below:**

The PCRf strategic board, after research and a consultation/stakeholder event in Nov 2016, agreed that the Community Facilities strand of the fund should be delivered by open bidding for grants between £10k - £100k (up to the maximum of £315k allocated to the Priority) linked to key criteria:

- Contribute to communities' health in the widest sense (linking to Mayors Priority - 'where life chances and health are not determined by wealth and background')
- Reduce deprivation - Avonmouth and Lawrence Weston ward has 3 LSOAs in the lowest 10% nationally. (This project will contribute towards the mayoral priority 'everyone benefits from the city's success and no-one is left behind'.)
- Improve accessibility of public buildings (MP that 'services and opportunities are accessible')

- Get more people participating and active in their community and increase the sense of belonging and having a stake in their community
- Increase the organisation's ability to generate income, reduce reliance on any one source of income/grant/support such as the public sector
- Increase the ability of the organisation and/or the area to become more energy efficient, cheaper to run and reduce the negative impact on the environment (MP 'leads on tackling climate change and the damaging impact of air pollution')
- Make effective partnerships with other groups and organisations to achieve its aims
- All projects will need to identify and secure at least 50% match funding which can be revenue or capital (total external match funding expected as a minimum is £340k)

The grant scheme will be delivered **via a similar set of processes to the Bristol Impact Fund approved in 2016** as follows:

**Stage 1** – to publicise the CFGS via community channels and at the Gorum Fair at Blaise Castle on 9<sup>th</sup> Sept, invite proposals and consider eligibility, need and plausibility / deliverability. initially the plan was to use the Gorum Fair to deliver a participatory budgeting exercise, however the time it has taken to negotiate the decision making pathway has made this impossible. Instead the event will be used to launch the fund and recruit a team of resident appraisers to participate in an e – decision making process at stage 2.

**Stage 2** – to undertake initial screening and appraisal of proposals using both community participation methods (a community panel and/or electronic voting app) and a formal technical appraisal panel of officers (Property, Neighbourhoods, Finance and Economy), to determine which projects are invited to apply at stage 3.

**Stage 3** – the preferred projects (up to £350k worth of projects) will be invited to further work up their projects, this will involve producing full business plans, showing how the projects will increase the sustainability of the organisation and benefit the community, including architects drawings, planning consent and the matching capital / revenue funding sources. Applicants will be able to access an additional small grant (up to 5% of the total project grant request max £5k if the applicant was applying for £100k grant) towards the professional fees associated with capital projects, eg. architects fees, planning permissions.

During this process the **Council will also work with the businesses in the Avonmouth Severnside / Port area to link projects with mentors and potential match funders.**

## **Appendix B: Details of Consultations**

### **i) Report of Community Conversation held on 19<sup>th</sup> Nov 2016 in Lawrence Weston**

**Below is summarised the comments and recommendations to the PCRF Strategic Board meeting on 15<sup>th</sup> December 2016 from this community / stakeholder event.**

#### **1. Proposed Actions and Delivery of Thematic Priorities**

Following the workshop discussions at the PCRF Community Conversation event on 19<sup>th</sup> November, a meeting of the NP Employment & Economy Group on 1<sup>st</sup> December and review by BCC Economic Development and Neighbourhoods officers, the following key points and recommendations for the scope of actions and mode of delivery of each PCRF Priority are made:

##### **a) Jobs and Enterprise**

###### **i) Key Issues and Project Impacts**

- Employment and enterprise support facilities are equally important within this Priority
- Integrated training / learning to improve people's employment or enterprise choices.
- Invest in facilities in new build Lawrence Weston Hub, but also upgrading other existing facilities and spaces – concept of building a wider network of facilities across the Ward.
- Further develop transport services to fully link communities to this network and the Enterprise Area (Severn Working project) but must make these viable and sustainable
- Adoption of high quality design and environmentally sustainable approaches.
- Childcare is a barrier to economic activity - needs to be considered alongside this fund
- use of local libraries (child-friendly and accessible centres) essential as base for the Work. Zone 'Navigators' (employment & training advice /guidance) and Enterprise Advisers.

###### **ii) Actions and Projects (exemplifying resilience principles)**

- Business start up and incubation centre (flexible space and co-located with employment support / training programmes), eg. at the Lawrence Weston Community Hub
- Convert existing under-used space or building, and equip as a Fab (Maker) Lab(s) on model of Knowle West 'The Factory' project, eg. at Avonmouth Road or Sea Mills.
- Improve / extend / reconfigure existing BCC Library space and facilities for Employment Support and Training hubs, including 1 to 1 counselling rooms, computers / IT training suite, events space (Job Fairs etc), eg. in Avonmouth and Shirehampton
- New vehicles for extension of SevernNet travel-to-work minibus services across the Avonmouth Severnside EA and/or more feeder routes from and between the 4 villages.

###### **iii) Allocation of the Fund - Criteria**

- use the community economic strategy for AS & Portbury area (produced with Coastal Communities Team funding in 2015) and target n'hoods of greater socio-economic need
- it should not be directed mainly in or for a single community within the Ward. At the same time, it should not simply be split equally between the four.

- projects to be innovative or inspiring, and clearly focussed on current / future needs
- demonstrating how tangible results will be achieved for the community and, as far as possible, services accessible to and benefits for all 4 villages
- PCRF capital funds to be matched and multiplied with capital and revenue /income.
- a Community Panel could be part of the BCC commissioning and appraisal processes.

## **b) Community Facilities / Social Impact**

### **i) Key Issues and Project Impacts**

#### **Essential:**

- Contributes to communities' health in widest sense
- Gets more people participating and active in their community and increases the sense of belonging and having a stake in their community
- Increases the organisations ability to generate income, reduces reliance on any one source of income/grant/support, such as the Public sector
- Have a strong, realistic business plan for both the project and the organisations future
- Be strongly supported by people in the local community
- Not duplicate existing provision (be linked on identified gaps in community provision)

#### **Desirable:**

- Builds people's confidence, skills, capacity to earn a decent living
- Becomes more energy efficient, cheaper to run and reduces negative impact on environment
- Makes effective partnerships with other groups/organisations to achieve its aims
- Reduce deprivation

#### **Other impacts to consider:**

- Really involves everyone, not just the usual suspects.
- Brings community together
- Cross generation impact, all ages
- Improved accessibility
- Increased public participation – especially young people
- Reduce crime and increased feeling of safety
- Local suppliers to be used if possible

### **ii) Actions / Projects (exemplifying resilience principles)**

- Improvements to football club
- Old Avonmouth toilets
- Empty Units – take them on
- Hub – community environmental / LED Monitoring
- 4 villages working together – transport between these? e.g. SevernNet Working partnership
- Map of area, physical and digital, set out walking and cycle routes and sports facilities.
- Youth premises/space
- Food banks
- Info tec equipment
- Community buildings that would work better (using different parts differently)

### iii) Allocation of Funding

#### Key Principles:

- Each village should have at least one project
- Fair not necessarily equal distribution.
- Some linking / band proportionate to population / demographic statistics.

**Upper / Lower limits of grant ?** No clear consensus.

**£100,000 upper and £10,000 lower limit per project is recommended.**

#### Types of added value that projects should contribute ?

- Money, capital and/or revenue
- In-kind contributions
- Donations
- Lottery and other funders
- Sponsorships
- Volunteer labour – currently valued at £11.09 per hour

#### Match funding (cash) required ?

- **30% to 40% up front** (cash) – **but expected to make up to at least 100%** (50% grant, 50% match or more) **over a 3 year period** (eg. volunteer time, re-invested profits, other revenue)

#### Method of Allocation ?

**Recommendation: a process similar to the Bristol Impact Fund**

**Stage 1:** simple eligibility and project pitch to be flited by the project team

**Stage 2:** either a small panel interviews the applicants **or** participatory budgeting (made clear that this was to inform the decision, not to agree it)

**Stage 3:** the best scoring projects – up to the limit of the funds (or may be slightly higher) asked to complete a more complicated application form, to include plans, planning permission (if needed) match funding, business plans etc. Some of the revenue funding to be allocated to each applicant (up to 5% of the grant request) to help with architects and other technical support.

A Technical Panel (planners, project team etc.) to appraise and advise the Project Board.  
Stage three would need 3 - 6 months for applicants to fully prepare and find match funding.

### iv) Questions to the Board from the Community Event

- 1. The boundary for the fund – is this the old NP boundary or the new, what if a project is on the wrong side but many of the beneficiaries live on the right side?**

**Recommended answer:** this fund is linked to the new NP boundary, investment in infrastructure outside of this boundary will not be considered.

- 2. Why was match funding for the whole fund not sought by BCC.**

**Recommended answer:** match funding was explored, and some funding has been identified to add value to the employment and enterprise element. However there was no suitable funding available to match all elements of the fund, as this would have added an extra layer of bureaucracy to the fund, which could have limited what it could be spent on. An outcome for the fund is to build resilient communities that can fend for themselves, encouraging applicants to find match funding will contribute towards the delivery of this outcome.

3. **Why does the fund have to be divided into 3 categories with percentages allocated, why not have them as themes that any project can cover?**

**Recommended answer:** we look at scope to fund projects cross-cutting 2+ thematic priorities.

4. **Can other Council departments adequately manage the increased work load, e.g. planning applications ?**

**Answer:** difficult to measure the exact impact at this stage but assumed manageable.

5. **10% of the spend is to fund ancillary costs, what is the breakdown of this? What if there is an under/over spend?**

**Answer:** see separate board paper on Use of Fund Management 10%.

### c) Thriving High Streets

#### i) **Key Issues and Impacts**

- New Supermarket may have negative impact on existing shops (Lawrence Weston)
- State of flats above shop units (Lawrence Weston)
- Waste/litter
- Crime/Anti-Social Behaviour
- Too many takeaways/fast food outlets
- Poor condition of railings by Post Office (Shirehampton)
- Not enough mix of shops (number of Charity/Takeaways)
- High rents
- Shop signage/store fronts
- General signposting/signage directing people to shops
- Signage on main shopping area (around Café @The Square) directing people to the shops on Westbury Road (Coombe Dingle/Sea Mills)
- Not enough actual retail shops (Avonmouth)

#### ii) **Actions / Projects (proposed)**

- **Improve signage on Portway/number of people cycle this route for pleasure/exercise** and maybe aware of local facilities/amenities
- **Improve signage within areas/directing people to local shopping areas/high streets/shops**
- **Shop signage- residents identify those that are in greatest need of improvement and business contributions sought.** But Businesses occupying shops in greatest need of improvement may not be willing to contribute as a) they are not the property owners b) where they are the owners may not be willing to invest/contribute to the costs. In this case **it was proposed that the fund could cover the whole cost of improving/updating/renewing the signage if it would improve the look of the whole area** (i.e. one shop letting area down)
- **Nicer/more litter bins**
- **CCTV** (issue of revenue for on-going monitoring an issue)
- **Seeing Eyes - posters/artwork with eyes and slogans 'we're watching you, 'you are being watched')** discussed as a cheaper option to CCTV. Newcastle University has conducted a

number of studies that suggest these posters have a greater impact in reducing/deterring crime than CCTV. A number of Police Forces are also using/trialling this approach.

#### **Allocation of Fund**

- as a relatively small allocation, to split equally across the four village centres, subject to a clear need being demonstrated in each.
- residents would like to get involved in an assessment of their shopping area and would identify what changes/improvements they would like to see.
- if enough interest a vote could take place (involve businesses and wider community)
- each area would then propose how it will spend its allocation
- Council to commission improvement schemes or jointly with property / land owners
- more survey/consultation on the Highstreets with shoppers and businesses needed

#### **Other General Feedback / Next Steps Requests from the Community Event**

- on-going communication on progress developing the Fund should happen
- track the journey – progress, invite comments using a social media tool and website
- generate ideas and sharing between potential applicants – create an Ideas Bank
- clarify how many rounds of funding (Community Facilities / High Streets) might be available so people know if they can take more time to apply to a future round or not

#### **ii) Summary of Outcomes of Internal Consultation**

**Letter sent by Mayor Ferguson to the Councillors for Avonmouth and Lawrence Weston Ward on 15<sup>th</sup> October 2015 (see next page)**



# BRISTOL

## 2015 EUROPEAN GREEN CAPITAL

**Date**

16 October 2015

Dear Councillors,

### **Re: Avonmouth Communities Resilience Fund**

I am writing to you to confirm the establishment of a Resilience Fund for your area resulting from the sale of the residual freehold of the port land which was subject of a 'peppercorn' lease running until 2141.

At Cabinet in March 2015 I proposed and agreed that £1m of the £10m sale receipt would be available to stimulate local regeneration projects in your ward and thank you for your contribution towards this thinking.

My office has been working with the Place and Neighbourhood Directorates to see how this money can help to deliver the objectives of the local Neighbourhood Plan. This plan and research formed the basis of our conversation on the 7th October 2015. I am pleased that we agreed the following principles for the fund:

- The fund will contribute to the overall resilience of the communities in the Neighbourhood Partnership area, with a title of Avonmouth Communities Resilience Fund.
- The fund will be available for appropriate projects within the new ward of Avonmouth and Lawrence Weston that comes into effect in May 2016.
- The £1m is for capital investment not revenue funding.
- The £1m will be used to leverage match funding as far as is possible. It is agreed that an internal or external resource is required to help us secure extra investment funded from the capital.
- The Fund will support a wide range of outcomes with all communities within the Ward receiving some benefit. Account will be taken of those areas most affected by industrial activity and the areas of greatest deprivation.
- The fund will be used to support the local economy. Where possible delivery will be commissioned to local companies and organisations.
- Investments from the fund must have a long term benefit for the area and add to the social and/or physical resilience of the area to withstand stresses and shocks.
- The broad themes for the fund are:
  - Jobs and Enterprise
  - Thriving High Streets
  - Social Impact

Proportion of funding will be weighted towards the themes of Jobs & Enterprise and Thriving High Streets. There is a clear aspiration in the Neighbourhood Plan and from you to improve the employment prospects for your constituents. Thriving High Streets complements this work and provides an opportunity to explore bringing more work space to the area.

The Social Impact element I believe should be managed by the Neighbourhood Partnership and I hope you will agree to this and consider the use of participatory budgeting for wider community involvement.

I shall ask my Strategic Leadership Team to plan out the next steps in setting up this fund, including the role of the Neighbourhood Partnerships, how the community contributes to the shape of the Fund and what the key communication messages should be. This plan needs to include the recruitment of a project manager to start conversations with the community and source match funding. I envision that monies from this fund will start to be spent in the new financial year from April 2016.

In the meantime I would like us to agree a statement which we can share with key stakeholders in the area to let them know how the Fund is taking shape:

*Avonmouth Communities Resilience Fund*

*The Mayor has consulted with Ward Councillors to explore how £1 million of the port sale monies can be used to strengthen the **resilience** of the communities around the Port, defined by the area of the new Avonmouth and Lawrence Weston Ward. They are in agreement that this fund should grow and develop the area for the future, seeing a lasting impact, socially or economically - preferably both.*

*Looking at the Neighbourhood Partnership Plan the Mayor has identified three key local priorities that this Fund should focus on which fit this theme of resilience:*

- Jobs and Enterprise*
- Thriving High Streets*
- Social Impact (investing in community facilities)*

*Given that this fund only provides capital funding, not revenue, the Mayor and Councillors want to see additional resources and funding raised to add to the £1 million to deliver the maximum possible benefits to these neighbourhoods.*

*The Mayor has asked Council officers to flesh out some options on how these broad objectives might be delivered and to explore how the community and Neighbourhood Partnership will help shape the design and delivery of the Resilience Fund.*

Please would you confirm your support for this statement, or propose amendment, so that we can use it to let interested parties know how we are progressing this matter.

Yours,

**George Ferguson, CBE**



**Mayor of Bristol**

## Appendix D: Port Communities Resilience Fund – Risk Register – v2 - June 2017

The risks associated with implementation of the Port Communities Resilience Fund (PCRF) decision							
No.	RISK Threat to achievement of the key objectives of the Project	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	Further internal delays for the Council to approve the outline delivery plan for the PCRF, following the former Mayor's announcement of the Fund in Dec 15, and the new administration's endorsement of the priorities and remit in June 16, would derail objectives to launch the Fund early in 2017. It is also likely to undermine the community's confidence and level of engagement with the Fund's objectives and processes.	High	Medium	The Avonmouth & Lawrence Weston Neighbourhood Partnership and Ward Councillors have been / are being further consulted and kept informed of the Council's processes and timescales to finalise and approve the outline delivery plan. Wider publicity / consultation of the local community and business stakeholders is scheduled for Sept-Nov, inc. 19 Nov event. Evaluation will be carried out by PCRF Strategic Board.	Medium	Low	Alistair Reid
2	Uncertainties and obstacles related to the availability or securing of additional capital and revenue support for PCRF projects from the Council or external sources, in a context of public and third sector cutbacks and economic downturn, due to the Fund being legally restricted to Capital only. Failure to secure adequate funding (capital or revenue) will prevent projects (at all scales) going ahead or jeopardise their sustainability.	High	High	Up to 10% (£100,000) of the Fund is allowable for management and support to 'bring capital assets into use'. The Council will commission local fund management expertise to identify and lever matching or complementary revenue and capital sums from external private and third sector sources. A training and capacity building programme will assist community and small business applicants to design and deliver financially viable and sustainable projects drawing on multiple sources.	Medium	Medium	Alistair Reid
3	Commissioning of the Jobs & Enterprise theme (to be allocated 50% of capital after management costs) and employment & enterprise support hubs in two villages is likely to rely on the Council committing a significant amount (£0.5 -1 million) of complementary capital and revenue from various Place, Neighbourhoods and People service budgets during a period of large-scale corporate cuts, which will significantly increase the risks of non-delivery or funding shortfalls for one or both projects, and so present challenges to the 'resilience' objective of the Fund.	High	High	Drawing on the extensive feasibility and planning already undertaken, and Place/ N'hoods LTs commitment to co-funding of the Lawrence Weston Community Hub, the Council's commissioning process will be designed to elicit very high quality and robustly justified proposals and business cases, underpinned by proper stakeholder and prospective user group consultations and expert advice, and offering co-investment from local or national partners, such as Bristol & Bath Regional Capital, Resonance Sitr Fund, Big Lottery, etc. This should reduce pressure and over reliance on the Council's resources, build strategies and resources for long term sustainability and real social impact of projects and enable risks to be shared.	Medium	Low	Alistair Reid
4.	Use of a 'traditional' VCS grants scheme approach for the Social Impact / Community Facilities priority (to be allocated 35% of capital) may fail to stimulate any new ideas and social entrepreneurship and/or secure sufficient leverage of complementary external funding and/or support of community or business users across the wider area in order to meet longer term 'resilience' tests.	Medium	High	Neighbourhood Partnerships team, supported by ED High Streets & Local Centres team, will follow best practice in innovative community-led approaches to shape and set priorities for this funding, and put in place a training and capacity building programme for VCS groups and event. It aims to discourage silo thinking and encourage / embed networking, partnering, resource and cost sharing and joint promotion of facilities and assets across the ward, so building resilience.	Low	Low	Alistair Reid
5	<b>Community Facilities Grant</b>	Medium	Low	The Neighbourhoods & Communities	Low	Low	Hayley Ash

	<b>Scheme:</b> The participatory budgeting exercise must happen on the 9th September 2017 as part of the Gorum Fair. If the stage 1 application process does not start by 19th June, we will be unable to give applicants enough time to prepare their application. We will need to either wait until the 2018 Gorum Fair or not include the participatory stage			team does not have resource to host a separate event, this would mean that we would have to either cut out participatory stage or wait a further 12 months - this then becomes a financial risk as the programme will then not meet its spend profile. Must gain SLT / Mayor approval of CFGS by mid June 17.			
6.	<b>Community Facilities Grant Scheme:</b> Not enough projects will come forward at stage 1 with the required match funding/plausibility to deliver	Medium	Low	the unallocated funds would be channelled through the other two programme Priorities (Jobs & Enterprise and High Streets)	Low	Low	Alistair Reid / Hayley Ash
7.	<b>Community Facilities Grant Scheme:</b> Projects at stage 3 may not be successful in raising their match funding targets	Medium	Low	Organisations applying for grant will be invited to a SevernNet networking event to help them to link up with local businesses/funding opportunities	Low	Low	Hayley Ash / Project Manager

### The risks associated with not implementing the Port Communities Resilience Fund (PCRF) 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	Non-approval of the PCRF outline delivery plan by the Capital Board, depending on the reasons, could set back the finalisation and launch of the Fund by up to 6 months and affect the community's and funding partners' confidence in its value and purpose. This could in turn have both a negative impact on the Council / Mayor's reputation for delivery.	Medium	Medium	Immediate efforts would be made by Place Economic Development and Neighbourhoods NP teams to address the Capital Board's reasons for non-approval, review proposals and re-submit the funding case and request to Capital Board at the earliest possible opportunity in late 2016. The Mayor and Cabinet Member for Place and Ward Members would be alerted / briefed on any financial or resource issues to resolve. Evaluation would be made by the PCRF Strategic Board.	Low	Low	Alistair Reid
2	Non-approval of the PCRF outline delivery plan by the Capital Board, depending on the reasons, could set back the finalisation and launch of the Fund by up to 6 months and result in a missed opportunity to align some priorities / activities of the Fund within a detailed (2 <sup>nd</sup> stage) bid to Big Lottery Coastal Communities Fund Round 4 (capital and revenue) due for submission by Nov 16.	Medium	Medium	Immediate efforts would be made by Place Economic Development and Neighbourhoods NP teams to address the Capital Board's reasons for non-approval, review proposals and re-submit the funding case and request to Capital Board at the earliest possible opportunity. Also linkages to PCRF priorities and potential co-funding would still be made in the Coastal Communities Fund bid, on a provisional 'at risk' basis, even if approval had not been given by Capital Board by the November date of submission. Evaluation would be made by the PCRF Strategic Board.	Low	Low	Alistair Reid
3	Non-approval of the PCRF outline delivery plan by the Capital Board, could set back the finalisation and launch of the Fund by up to 6 months which would create pressures and reputational damage for the ALW Neighbourhood Partnership in its role as an intermediary between the Council and the wider community stakeholders, and discourage active participation and take up of other Council funding managed by the NP.	High	Medium	Immediate efforts would be made by Place Economic Development and Neighbourhoods NP teams to address the Capital Board's reasons for non-approval, review proposals and re-submit the funding case and request to Capital Board at the earliest possible opportunity in late 2016. The ED and NP Teams would still go ahead with the proposed community consultation event on 19 <sup>th</sup> Nov and work together on a communications plan to minimise negative impacts on the NP. Evaluation would be made by the PCRF Strategic Board.	Low	Low	Alistair Reid



## Bristol City Council Equality Impact Assessment Form

(Please refer to the Equality Impact Assessment guidance when completing this form)



Name of proposal	Port Communities Resilience Fund
Directorate and Service Area	Place
Name of Lead Officer	Alistair Reid

### 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?

**Summary of proposals:** In March 2015 Cabinet approved the setup, from the sale of the Port freehold and in consultation with Cabinet members and local Councillors, of a £1 million local investment fund 'to stimulate local regeneration projects' in Avonmouth and Kingsweston wards (the new Avonmouth & Lawrence Weston ward after the boundary changes of April 2016).

After research and consultation with residents and Councillors the funds were allocated towards the themes of greatest need – Community Facilities, Jobs and Skills & Thriving Highstreets

£100k would be allocated to technical assistance and programme administration (the legally acceptable amount of 10% of the programme spend)

Community Facilities - £315K would be allocated to an open capital grant scheme aimed at improving the resilience of both the local voluntary sector and the community. To further add value it was agreed that this fund should be allocated using a participatory budgeting process.

Jobs and Skills - £450 would be allocated to this theme. This funding will be directly invested by BCC into creating/improving Jobs Training and Enterprise facilities within existing BCC owned buildings (i.e. Avonmouth Community Centre)

Thriving Highstreets- £135K would be allocated to this theme this will be directly invested by BCC in improving seating, greenery and waste facilities in the area.

### 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?

2015/16 Quality of Life Survey results for Avonmouth & Lawrence Weston

**IMD 2015**

<https://www.bristol.gov.uk/documents/20182/32767/IMD+2015+maps+with+2016+wards/f1111e865-c51a-5e76-49ad-d77a521989b8>

**Avonmouth and Lawrence Weston Statistical profile 2016.**

<https://www.bristol.gov.uk/documents/20182/928407/Avonmouth+and+Lawrence+Weston.pdf/d62c8850-2e32-4557-8e82-6b9cbac931ac>

**Lawrence Weston Community Plan**

<https://www.bristol.gov.uk/documents/20182/713589/Lawrence+Weston+NDP+Submission+Version+310316.pdf/f98a73c5-89ab-4c1d-9507-14d58f671396>

**Neighbourhood Partnership plan –**

<https://www.bristol.gov.uk/documents/20182/32979/Avonmouth+and+Lawrence+Weston+NP+plan+2015-2018/7c610c76-faa3-436e-a742-d115877e1f3c>

Nomis

<https://www.nomisweb.co.uk/reports/lmp/la/1946157348/report.aspx?town=bristol#tabempunemp>

Economic Analysis Bulletin June 2017

<https://www.bristol.gov.uk/documents/20182/33187/Bristol+Economic+Briefing+June+2017/f741fed2-7a11-1fcf-0257-33028f9e1cb1>

**Age:** A&LW has higher than average number of young people 0-15; 8 of 15 LSOAs contain 27-41% of children living in low-income families. High levels of children in social care; Access to leisure and community facilities is compromised by poverty – community facilities are therefore key to providing resources for young people A&LW has higher than average 50-74 year olds; life expectancy is lower than the Bristol average; higher % than average live with limiting long-term illness, health problem or disability; A&LW has the 5<sup>th</sup> highest rates of social care clients and 65+ clients receiving domestic care is 6.4 per 1,000 compared to Bristol average of 3.7: This indicates that access to community facilities is likely to be important to enabling older people and those with limiting long-term illness, health problem or disability to improve their quality of life

**Gender:** no specific impacts from the PCRf funding

**Women:** no specific impacts for PCRf funding expected – some improvements in sports facilities to enable women’s and girl’s participation in sport facilities a potential benefit

**Men:** no specific impacts from the PCRf funding

**Disability:** A&LW records higher % than average live with limiting long-term illness, health problem or disability: access to community facilities is likely to be important to enabling this group to improve their quality of life as easily as non-disabled people

**Gender reassignment:** no specific impacts for PCRf funding

**Marriage and civil partnership:** no specific impacts for PCRf funding **Pregnancy and maternity:** no specific impacts for PCRf funding

**Race:** A&LW records lower than average BME populations than Bristol average, the only exception to this is people who identify as Polish where this is higher than the Bristol average – this is likely to result in reduced participation in public life; PCRf funding outcomes will require increased participation, including from ethnic minority groups in the ward;

**Religion or belief:** no specific impacts anticipated for PCRf funding

**Sexual orientation:** no specific impacts anticipated for PCRf funding, although requirement to evidence participation from equalities group for successful applicants will provide a baseline to assess participation from LGBT community members.

2.2 Who is missing? Are there any gaps in the data?

2.3 How have we involved, or will we involve, communities and groups that could be affected?

**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?

This fund is to bring additional resource into the area; there will be no adverse impacts of people with protected characteristics.

3.2 Can these impacts be mitigated or justified? If so, how?

NA

3.3 Does the proposal create any benefits for people with protected characteristics?

**Community Facilities Grant Scheme**

This theme will build the sustainability and capacity to deliver of Community facilities in the ward, the resilience of the community organisations and, through improved service provision, enhance resources to build resilience of the community.

Core required outcomes from successful projects:

- Improved access: improving availability of services to disabled people and their carers
- Get more people participating and active in their community and increase the sense of belonging and having a stake in their community: evidencing this outcome will include an analysis of who currently benefits/participates in projects and requires concrete moves to expand the quantity and demographic range of participation, in particular from members of equalities groups
- Reduce deprivation: Applicants will need to propose clear methodologies which can impact on factors that alleviate different aspects of deprivation
- Contribute to community's health in the widest sense: health inequalities are linked to reduced life expectancy and longer periods of poor health in older and disabled people and less access to exercise, increased obesity etc. All projects will be required to identify how their project can contribute to improved health outcomes for relevant equalities communities

Organisations that do not know their service base are unable to deliver effectively to the community. As well as all projects needing to submit an EQIA if they are invited to move to stage 3 of the application process, all projects will be asked to share their existing equalities data, and those that currently do not collect such data will be required to do so? The grant guidance clearly shows applicants what they need to produce and they will be able to get further help from the grants team if this is necessary.

This grant scheme will be open bidding; the participatory nature of some of the scoring will ensure that at least 100 local people will be able to influence this decision. We will ensure that the makeup of this group matches the demographic makeup of the ward.

**Jobs and Skills Theme**

We intend to invest in existing BCC facilities to improve the availability of jobs, skills and enterprise support across the area. These facilities will be accessible to all. Monitoring of who is using these facilities will be done until 2021/22 and any corrective action (if there is under representation of an equalities group will be taken). This could take the form of asking

people who are from an equalities group or an organisation that supports/represents an equalities group to help advice what corrective action could be taken to improve outcomes. This could create benefits for people from equalities groups who are underrepresented in the work place (older people, BME, disability)

**Thriving High Streets**

We intend to directly invest in making improvements to high streets in the area in the form of new/improved benches/seating, greenery and waste facilities. The benches/seating will particularly help older people, those with disabilities, pregnant/new parents by providing them with somewhere to sit and wait/rest

3.4 Can they be maximised? If so, how?

We will provide case studies and articles which highlight good practise and positive results which will be shared

**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?

We will make sure that organisations that are bidding for funding are clear that if successful they will need to provide equalities monitoring that meets BCC standards.

4.2 What actions have been identified going forward?

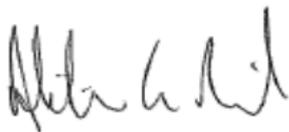
As part of any funding agreement we will include a requirement that the organisation who has received funding will have to produce x number of case studies as part of the monitoring/impact of the programme

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

As part of the on-going monitoring of the project that organisations that receive funding will have to provide as part of their funding agreement

Service Director Sign-Off:

Equalities Officer Sign Off: Cherene Whitfield



Date: 12/07/2017

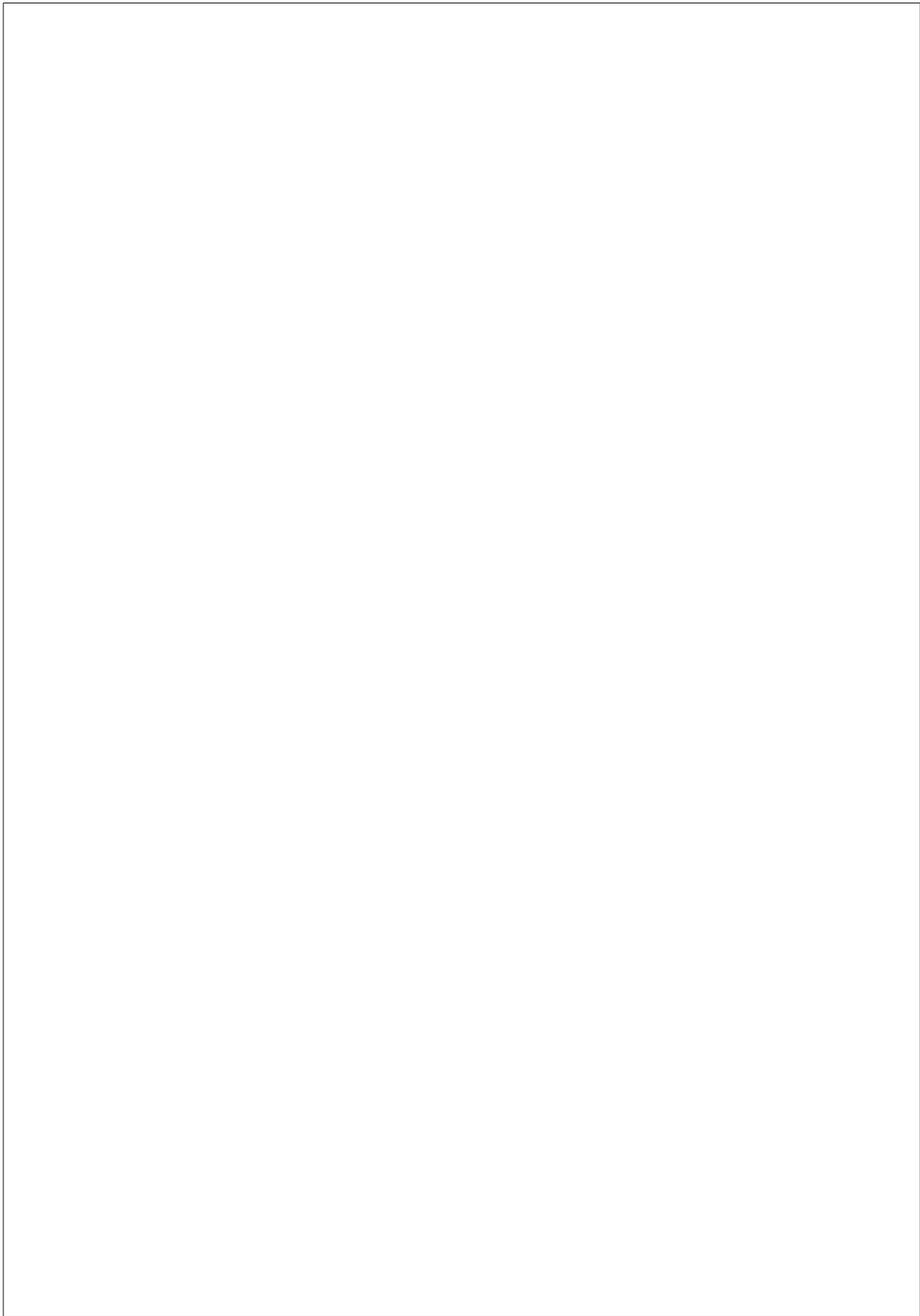
Date: 10/07/2017

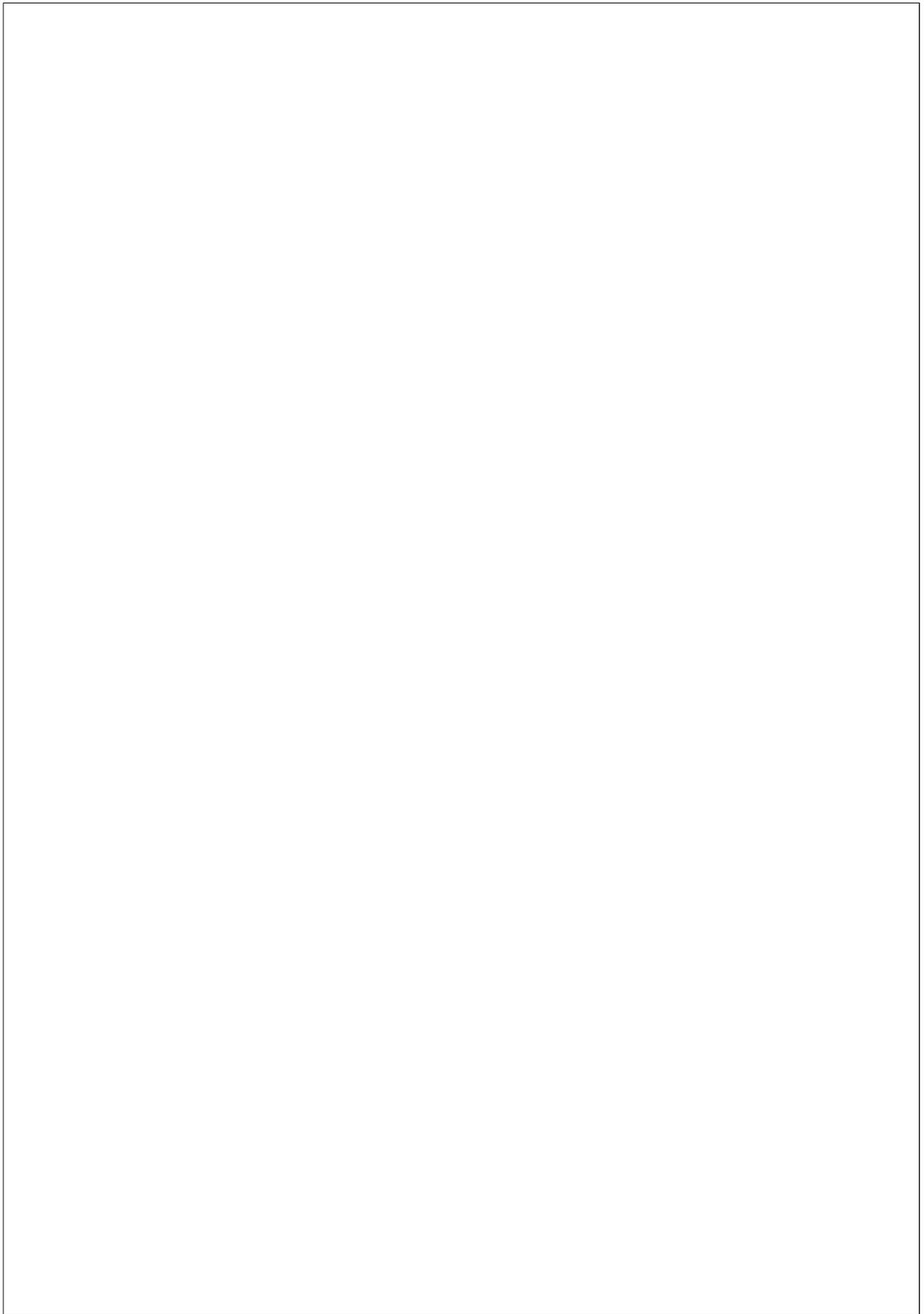
## APPENDIX F

### Eco Impact Checklist

<b>Title of report:</b> Port Communities Resilience Fund (PCRF)
<b>Report author:</b> Alistair Reid
<b>Anticipated date of key decision:</b> July 2017
<b>Summary of proposals:</b> Following initial approval to set up a £1 million capital fund for regeneration projects in the Port Communities by Cabinet in March 2015, needs analysis and stakeholder consultations over 2015-16, approval is now sought for the three Priorities - Jobs & Enterprise, Social Impact (Community Facilities) and Thriving High Streets, and the Fund allocations as proposed. Approval is also sought to commence delivery in the Ward with the launch this year of a £315,000 Community Facilities Grant Scheme open to community and voluntary organisations based in or serving the Ward. Finally, Cabinet is asked to delegate approval of the final schemes for the Jobs and Enterprise and Thriving High Streets Priorities to the Strategic Director – Resources in consultation with the Cabinet Lead.
<b>Will the proposal impact on...</b>

Emission of Climate Changing Gases?





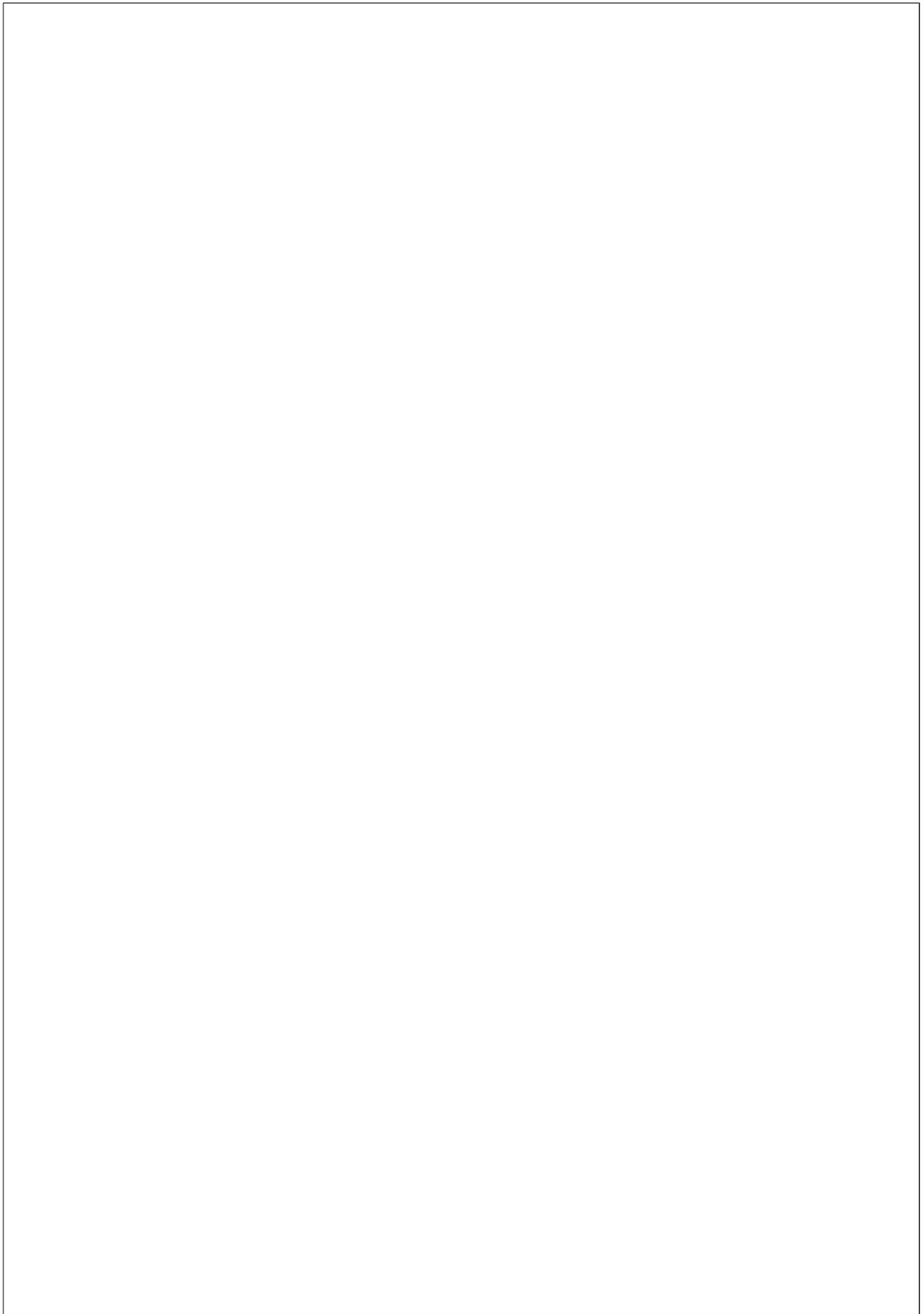


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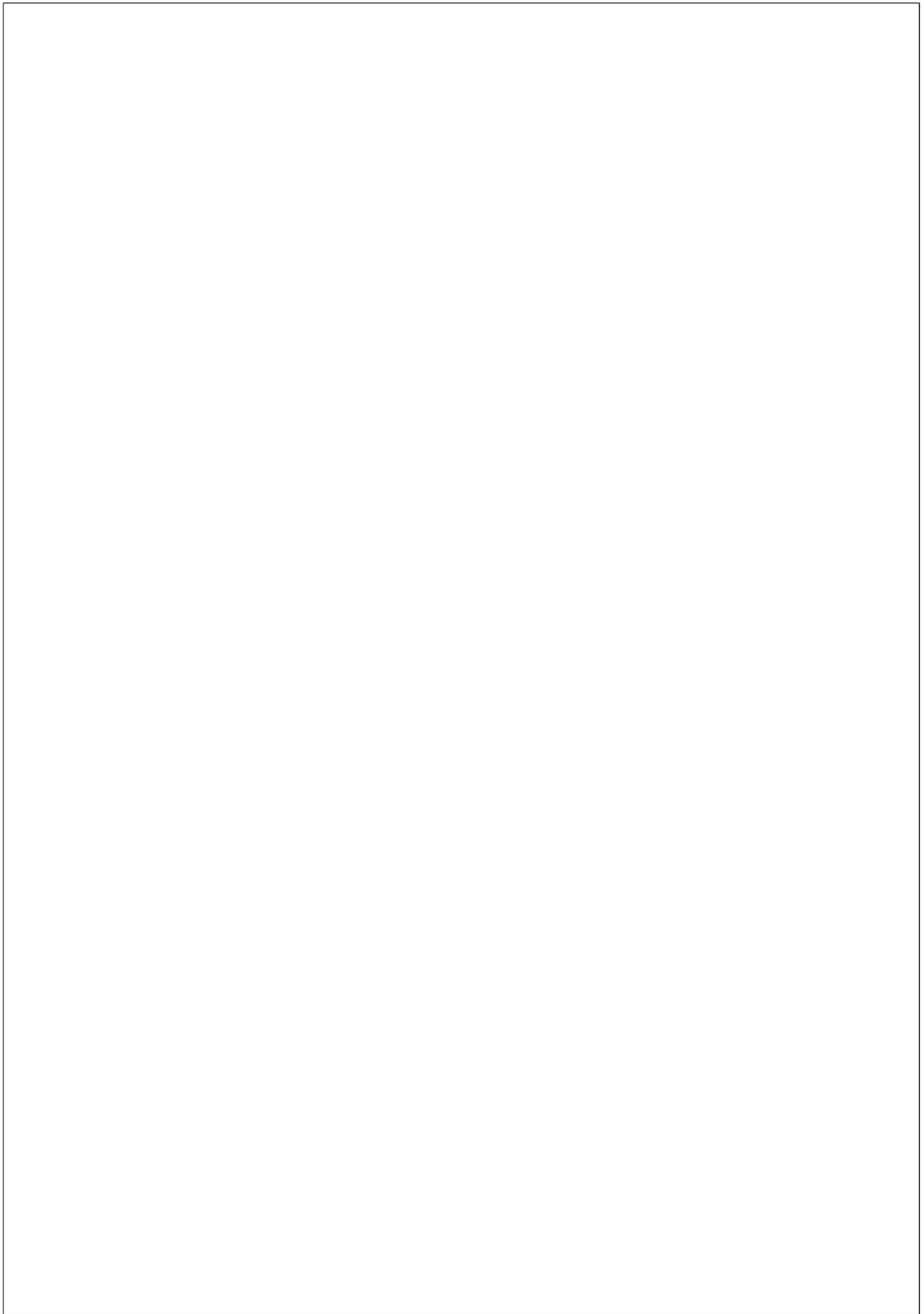
Bristol's resilience to the effects of climate change?

Consumption of non-renewable resources?

Production, recycling or disposal of waste



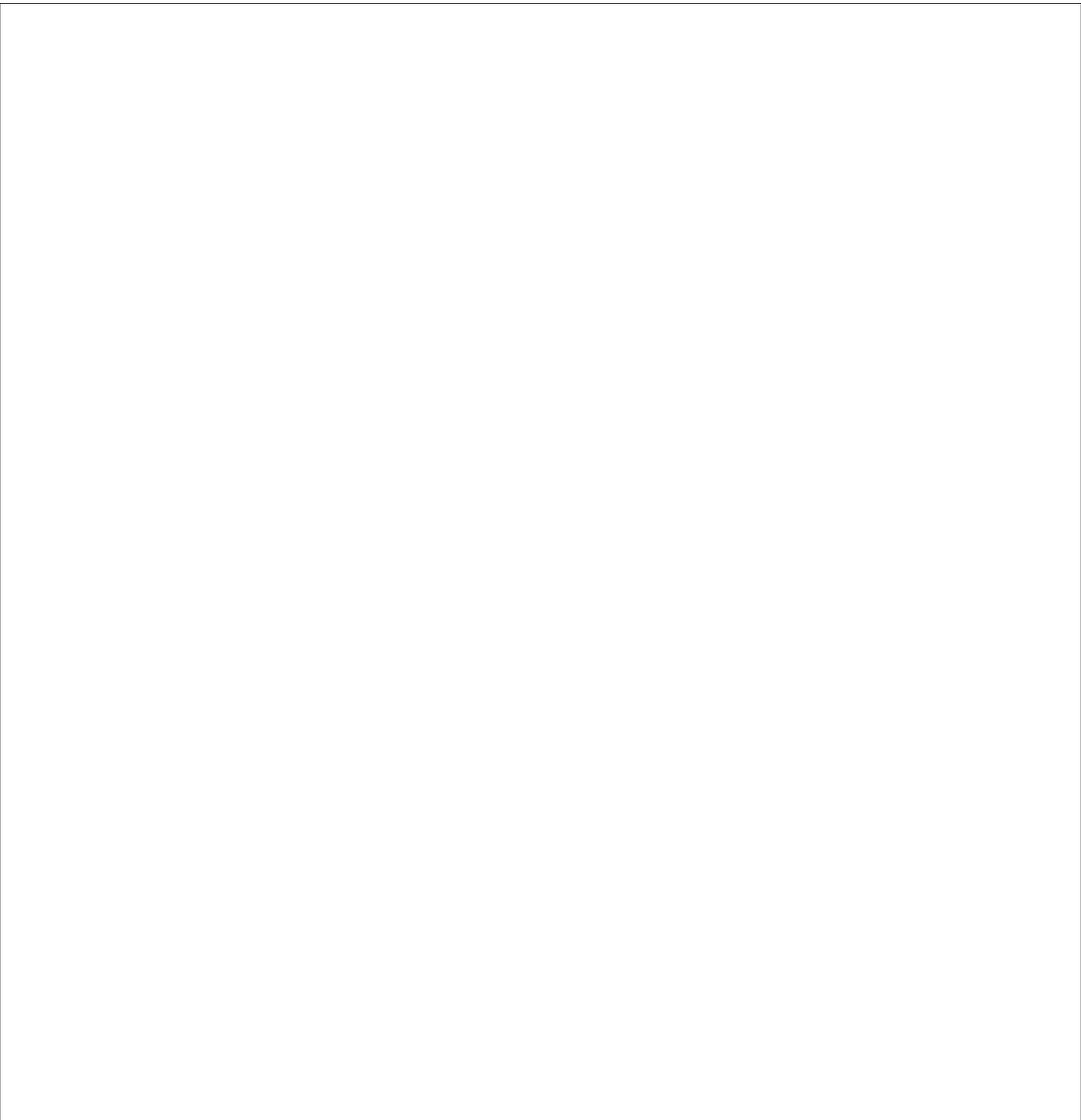
The appearance of the city?



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Pollution to land, water, or air?
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Wildlife and habitats?
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**Consulted with:** Sarah Morrison, Economic Development  
Giles Liddell, Environmental Performance Team, Energy Service

**Summary of impacts and Mitigation - to go into the main Cabinet/ Council Report**

The new build community hub in Lawrence Weston will be covered by a separate Eco-Impact Assessment. The other potential measures will have small waste and emissions impacts, but if well specified, they could also deliver minor and localised benefits in recycling, the appearance of the city, biodiversity, and emissions. Depending on the elements which go ahead, mitigation measures may include sustainable bus service specification, native planting and use of the waste hierarchy, but final plans will be discussed with the Environmental Performance Team. The overall environmental impact is likely to be slightly positive.

**Checklist completed by:**

Name:

Dept.:

Extension:

Date:

Verified by  
Environmental Performance Team



## Cabinet Report/Key Decision      Date: 15th August 2017

<b>Title:</b> MetroBus Budget Update and Part 1 Claims	
<b>Ward:</b> Citywide	<b>Cabinet lead:</b> Deputy Mayor – Finance, Governance and Performance
<b>Author:</b> Adam Crowther	<b>Job title:</b> Service Manager, Strategic City Transport

<b>Revenue Cost:</b> c£400k per annum over 25 years (Borrowing costs & % MRP for maximum c£6.5m of additional borrowing)	<b>Source of Revenue Funding:</b> Transport Revenue Budget parking income										
<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 30%;"><b>Capital Cost:</b></td> <td style="text-align: right;">£m</td> </tr> <tr> <td>Cost overrun in this report</td> <td style="text-align: right;">6.834</td> </tr> <tr> <td>Transport block funding</td> <td></td> </tr> <tr> <td>Payment in 17/18</td> <td style="text-align: right;">(0.400)</td> </tr> <tr> <td>Amount to be Borrowed</td> <td style="text-align: right;">6.434</td> </tr> </table>	<b>Capital Cost:</b>	£m	Cost overrun in this report	6.834	Transport block funding		Payment in 17/18	(0.400)	Amount to be Borrowed	6.434	<b>Source of Capital Funding:</b> Department for Transport Integrated Block, Highways Capital Maintenance 2017/18 and Prudential borrowing
<b>Capital Cost:</b>	£m										
Cost overrun in this report	6.834										
Transport block funding											
Payment in 17/18	(0.400)										
Amount to be Borrowed	6.434										
<b>One off</b> <input checked="" type="checkbox"/>	<b>Saving</b> <input type="checkbox"/>										
<b>Ongoing</b> <input checked="" type="checkbox"/>	<b>Income generation</b> <input type="checkbox"/>										

**Finance narrative:**

Cabinet held on November 2016 approved a revised funding envelope of £220m for the Metro Bus programme contract overall.

The May 2017 Joint Project Assurance Board (PAB) reported further increases in contract costs to the overall MetroBus programme and has estimated a further increase in forecast overspend of £10.496m, bringing the total estimated contract expenditure up to £230.496m. This proposal seeks approval for the funding to be allocated for the Bristol share of the identified overspend which equates to £6.834m.

Sub Project	Approved Nov 2016 £m	Proposed Gross Budget					Cost Share Increase			
		This Proposal £m	Grant Funded £m	BCC' cost Share £m	SG' cost Share £m	NS' Cost Share £m	BCC £m	SG £m	NS £m	Total Additional Cost £m
AVTM (BCC 80%: NS 20%)	56.100	62.660	35.280	21.904	0.000	5.476	5.248	0.000	1.312	6.560
NFHP (BCC 39%: SG 61%)	115.300	118.776	51.100	26.394	41.282	0.000	1.356	2.120	0.000	3.476
SBL (BCC 50%:NS 50%)	48.600	49.060	27.600	10.730	0.000	10.730	0.230	0.000	0.230	0.460
<b>Total</b>	<b>220.000</b>	<b>230.496</b>	<b>113.980</b>	<b>59.028</b>	<b>41.282</b>	<b>16.206</b>	<b>6.834</b>	<b>2.120</b>	<b>1.542</b>	<b>10.496</b>

*\*based on Upper Point cost estimated*

*\*Included in the figures above, there are estimated management costs in relation to the Part 1 Claims.*

The majority of the overspend estimates relate to the Bristol Led AVTM project (£5.248m), key reasons for cost overrun have been identified as follows;

- 1) Subcontractor cost escalation £1.6m (pain/gain);
- 2) The original assumptions of likely cost and probability used for Quantitative Risk Assessments (QRA) were flawed and significantly under-predicted the cost and frequency of risk items; this had been subsequently revised and resulted in £1.2m increase in cost estimates;

- 3) Design changes (pain/gain) vs. tender stage assumption £0.7m;
- 4) Disposal of further Contaminated Material £0.5m;
- 5) Revised land compensation budget estimate £0.4m.

Further considerations:

- 1) The project team for AVTM had re-run the QRA assumptions with revised methodologies on potential cost assessments with a group of expertise including contract manager, client project manager, and the project SRO. However, no one from Finance was part of the discussion/meeting to challenge these assumptions. Going forward this needs to be a regular exercise with the involvement of colleagues from Finance.
- 2) Please note the AVTM contract is subject to pain-gain cost share agreement with the main contractor. However, the contract is set in such a way that shared costs would work on a reclaimable basis. I.e. the Council would have to pay the 100% of the overrun costs first and subsequently reclaim the contractor share of the costs after the contract is closed. This would mean the council would need to cash flow an additional £4.3m until September 2017. Please note, this amount is NOT included in the £6.834m net overrun figure above.
- 3) NFHP scheme has been recently review by South Gloucestershire and SBL has been reviewed by North Somerset as the lead Councils and the QRA processes are now aligned to the same principles used in AVTM.

This report proposes to:

- 1) Fund the cost overrun of £6.8m by reprioritising Local Transport Capital Programme in 2017/18 and making an one-off payment of £400k in year (bearing in mind a £2.1m payment will also be made against cost overruns approved by November 2016 cabinet report from the same funds).
- 2) Borrowing the balance of £6.434m over 25 years. The revenue implication of the additional borrowing will be met within the Transport Revenue budget and it has been agreed to ring-fence additional parking income for this payment.
- 3) This report also proposes the flexibility for potential capital over-repayment in any given year, in consultation with cabinet members based on the agreed priorities.
- 4) The total estimated revenue borrowing cost implication over 25 years is c£400k per annum.

Options considered:

- 1) Implications of the proposed option: The council is highly geared i.e. the council has a large amount of debt compared to available capital. There is currently no headroom for any additional prudential borrowing in the capital programme. To borrow the additional £6.834m would require reprioritisation of the existing capital programme, i.e. stop certain schemes and redirect the funding / borrowing. Please also note this report proposes to reprioritise the transport revenue budget to accommodate the borrowing cost implications while the council still has £42m funding gap over the MTFP period. This will impact on the ability to further close this funding gap.
- 2) Drawn down from capital contingency provision in the capital programme. There have already been multiple calls upon this pot over the coming MTFP period, including the Arena development and Colston Hall project. Please also note as the Metro Bus expenditure will incur in year 17/18, this currently mismatches the phasing of the contingency provision in the capital programme taking into account other calls on this contingency budget.
- 3) Alternative funding sources should be explored, e.g. at West of England funding.

Key risks associated with this proposal are:

- 1) The Transport Capital Programme is largely funded by DfT block grants which are now passed through WECA. Only 17/18 budget has been agreed by WECA, and future years funding may be

subject to change. Therefore this will have an impact on the delivery priorities within the overall transport capital programme in order to accommodate the upfront use of the funding facilitated by the prudential borrowing.

- 2) Risk of future cost increases: the Council has less control over schemes managed by South Gloucestershire and North Somerset. However, the QRA processes are now aligned to the same principles used in AVTM.

**Finance Officer:** Tian Ze Hao Finance Business Partner

**Summary of issue/proposal:**

To seek authority to increase the MetroBus Programme budget to cover forecast expenditure and to enter into Memorandum of Understanding with North Somerset and South Gloucestershire Councils for the purposes of adjudicating on Part 1 Claims under the Land Compensation Act 1973.

**Summary of proposal & options appraisal:**

1. The forecast outturn costs for the MetroBus programme are estimated to exceed the approved budget so a further Cabinet decision is required to increase the budget for the MetroBus programme from £220m to £230.496m. This represents a cost increase to Bristol City Council of £6.834m since November 2016.
2. The November 2016 budget pressure for Bristol was £7.1m. This was to be met by £5m of central prudential borrowing approved at November cabinet as part of the overall Council Capital Programme and £2.1m from the Transport Capital Programme. The additional pressure on the budget of £6.834m is also proposed to be met through the Transport Capital Programme, with a one off contribution of £2.5m from the 2017/18 budget and the remainder to be met through prudential borrowing over the lifetime of the asset assumed as 25 years. Revenue costs of borrowing will be met from the Transport revenue budget. It should be noted that allocating the capital programme to fund the Metrobus overspends will reduce the opportunity for the administration to influence transport spending and deliver improvements to the transport network such as train station upgrades, minor traffic schemes, bus priority measures etc.
3. Part 1 Claims – Under Part 1 of the Land Compensation Act 1973 compensation can be claimed by people who own and occupy property that has reduced in value by more than £50 by physical factors caused by the use of a new or altered road. Local Authority Legal and Estates teams have advised that they do not have the capacity to administer the Part 1 Claims process for the Metrobus project as a whole. Heads of Transport have advised that they would support a small central claims team, to be hosted by Bristol City Council Property Service, as the most efficient and effective way of dealing with Part 1 Claims. A Memorandum of Understanding (MoU) will be required to cover decisions and payments to be made by this central team, on behalf of all three authorities, and authority to enter into the MoU will require Cabinet approval;

**Recommendation(s) / steer sought:**

1. To approve the increase in budget for the MetroBus programme of £6.834 million to meet the current forecast budget pressure;
2. To enter into a Memorandum of Understanding (MoU) between Bristol City, South Gloucestershire and North Somerset Unitary Authorities to ensure that a properly qualified team are employed and provided with the necessary resources to process and adjudicate claims made under Part 1 of the Land Compensation Act ;
3. Authority is delegated to the Service Director for Property, to approve settlement terms and payment for valid Part 1 Claims.

**City Outcome:**

Investment in the transport network will deliver the aims and objectives of three key City outcomes namely;

- Keep Bristol working and learning - ensuring Bristol is open for business & encourages investment;
- Building successful places – enabling movement of people, goods and services within the city;
- Addressing inequality – connecting people where they live with jobs.

<p><b>Health Outcome summary:</b> The investment in the transport network will ensure the transport network remains operational for public transport operators as well as pedestrians, disabled people and cyclists thereby encouraging and facilitating healthy activity.</p>
<p><b>Sustainability Outcome summary:</b> Previous decisions at Cabinet were covered by an Environmental Impact Assessment and as this report relates solely to budget issues no further commentary has been provided.</p>
<p><b>Equalities Outcome summary:</b> Investment in the Transport Network improves access to, in and around the City thereby removing obstacles and potential discrimination against any of the protected characteristic groups.</p>
<p><b>Impact / Involvement of partners:</b> We will continue to work proactively with partners across the West of England to ensure that cost pressures for the programme are scrutinised and challenged and the programme is delivered as economically beneficial as possible.</p>
<p><b>Consultation carried out:</b> None carried out as consultation carried out as part of previous Cabinet reports on MetroBus</p>

<p><b>Legal Issues:</b> A Memorandum of Understanding (MoU) between the 3 involved Unitary Authorities is necessary to ensure that a properly qualified team are employed and provided with the necessary resources to process and adjudicate valid claims made under Part 1 of the Land Compensation Act 1973. The establishment of a team will ensure that all claims are dealt with promptly and consistently to avoid exposure to litigation and interest payments for late payment of compensation.</p>
<p><b>Legal Officer:</b> Joanne Mansfield, Lawyer</p>

<b>DLT sign-off</b>	<b>SLT sign-off</b>	<b>Cabinet Member sign-off</b>
Barra Mac Ruairi, 9 <sup>th</sup> June 2017	Anna Klonowski, 13 <sup>th</sup> June 2017	Cllr Craig Cheney, 19 <sup>th</sup> June 2017

Appendix A – Further essential background/detail on the proposal	<b>YES</b>
Appendix B – Details of consultation carried out - internal and external	<b>NO</b>
Appendix C – Summary of any engagement with scrutiny	<b>NO</b>
Appendix D – Risk assessment	<b>YES</b>
Appendix E – Equalities screening / impact assessment of proposal	<b>NO</b>
Appendix F – Eco-impact screening/ impact assessment of proposal	<b>NO</b>
Appendix G – Exempt Information	<b>NO</b>

## **Appendix A – Further essential background/detail on the proposal**

### **MetroBus Budget Update and Part 1 Claims**

#### **Purpose of the report**

To seek authority to increase the budget for the MetroBus Programme, as outturn costs are forecast to exceed the current approved budget, being an increase from £220m to £230.496m. This represents a cost increase to Bristol City Council of £6.843m since the Cabinet report of November 2016.

To seek authority to enter into a Memorandum of Understanding with South Gloucestershire and North Somerset Councils for the purpose of administering the Part 1 Claims process and for Bristol City Council to be the lead authority for the determination and administration of valid claims and to host the Claims Team.

To approve delegation of authority to the Service Director Property, to approve settlement terms for valid Part 1 Claims and to authorise the payment of claims negotiated and recommended for payment by the Claims Team.

#### **Recommendations for the Mayor's approval:**

- 1. To approve the increase in budget for the MetroBus programme of £6.834 million to meet the current forecast budget pressure;**
- 2. To enter into a Memorandum of Understanding (MoU) between Bristol City, South Gloucestershire and North Somerset Unitary Authorities to ensure that a properly qualified team are set up and provided with the necessary resources to process and adjudicate claims made under Part 1 of the Land Compensation Act 1973**
- 3. Authority is delegated to the Service Director for Property, to approve settlement terms and payment for valid Part 1 Claims.**

#### **Background**

1. The MetroBus programme is consistent with Council policy and priorities, which Includes:
  - a. the Joint Local Transport Plan 3 (JLTP3);
  - b. Bristol's Core Strategy;
  - c. The Greater Bristol Strategic Transport Study (GBSTS).

They are also aligned with both South Gloucestershire's and North Somerset's Core Strategies. Joint Local Transport Plan 3 provides the statutory basis for how both Bristol City Council, and more widely the West of England Authorities, plan and deliver transport infrastructure within the region.

2. MetroBus overall aims are to:
  - a. Reduce carbon emissions;
  - b. Support economic growth;
  - c. Promote accessibility;
  - d. Contribute to better safety, security and health;
  - e. Improve quality of life and a healthy natural environment.
3. The implementation of these schemes will provide an effective Integrated bus rapid transport system that offers an alternative to car use, reduces congestion and consequential carbon emissions, supports the city's dynamic and growing economy and improves quality of life. These schemes also support the aspirations for a prosperous and inclusive community, and seek to ensure a sustainable future for Bristol, North Somerset and South Gloucestershire.

4. The MetroBus project is a £203million capital investment in transport infrastructure in the West of England. Bristol City Council is contributing £45.7m from local contributions towards this total. MetroBus is a joint project between Bristol City Council, North Somerset Council and South Gloucestershire Council. MetroBus is a high capacity rapid public transport. Similar schemes to MetroBus are planned or in operation in Manchester, Leeds, Swansea and Cambridge.
5. Schemes like MetroBus are designed to fit in between local bus and rail travel, providing rapid and reliable journeys to destinations not easily reached by rail. The first services are programmed to start operating in late 2017. Further details of all three schemes can be found at the Travel West website <http://travelwest.info/projects/metrobus>. The AVTM and NFHP schemes are currently under construction, SBL was completed and opened to traffic in January 2017. Photographs of some of the main elements of MetroBus Programme are included at the end of this Appendix.
6. MetroBus services will be quicker and more reliable than existing bus services and will run on a combination of segregated busways and bus lanes, separate from general traffic where possible, with priority over other road users at traffic signals.
7. MetroBus comprises three major schemes as follows;
  - a. Ashton Vale to Temple Meads (AVTM) – project managed by Bristol City Council. Funded by Department for Transport with local contributions by both Bristol (80%) and North Somerset (20%) Councils;
  - b. South Bristol Link Road (SBL) – project managed by North Somerset Council. Funded by Department for Transport with local contributions by both North Somerset (50%) and Bristol City (50%) Councils;
  - c. North Fringe to Hengrove Package (NFHP) – project managed by South Gloucestershire Council. Funded by Department for Transport with local contributions by both South Gloucestershire (61%) and Bristol City (39%) Councils. These percentages for local contributions relate to the period after Full Approval only. Prior to approval, costs were split on an equal basis.
8. The MetroBus Programme also delivers on a number of the Mayoral Corporate Priorities as follows;
  - a. Our Transport – Delivering an integrated, accessible and sustainable public transport system is essential to our city’s future. We will address the importance of getting Bristol moving, from protecting pedestrians to planning integrated travel to join up our city. We want an affordable, low carbon, accessible, clean, efficient and reliable transport network to achieve a more competitive economy and better connected, more active and healthy communities;
  - b. Neighbourhoods - Our neighbourhoods will be great places for people of all ages to live, work, learn and play. We will work with Bristol citizens and city partners to create connected neighbourhoods that are clean, green, healthy, safe and inclusive;
  - c. Place - Bristol needs to maintain and grow its strong economy but it has to be the right kind of economy where everyone benefits from its success.

## The Cost of MetroBus

9. In 2015 the estimated cost for the whole MetroBus project was £204.3m. Each of the three projects had a risk allowance within their budgets. This allowance was intended to cover both unplanned increases in cost due to changes in inflation and other cost increases resulting from changes to the projects.

**Table 1 – Scheme budget and Risk allowances (prior to construction starting)**

Scheme	Total budget	Risk budget	Risk as a percentage of budget
	£m	£m	
AVTM	55.5	3.72	6.8%
SBL	47.0	5.60	11.9%
NFHP	101.8	7.27	7.2%
<b>Total</b>	<b>204.3</b>	<b>16.59</b>	<b>8.1%</b>

10. In the early stages of design and construction there were a number of significant current cost pressures arose across the three MetroBus construction projects, as follows:
- Protester Action and increased security across the programme – current cost totals £4.49m (AVTM £0.2m; NFHP £2.99m; SBL £1.35m);
  - Network Rail design change requirement for AVTM ‘skew bridge’, bridge across Bristol to Portishead railway line which runs alongside Winterstoke Road, cost estimate around £2.5-£3.0m;
  - Network Rail delay on construction of under bridge for SBL delaying and causing disruption on the main highway contract – valued at £1.3m;
  - AVTM - Higher amounts than expected of non-inert materials found during construction (£0.7m at this point, but now risen to £1.2m+), unforeseen ground conditions and the foundation design required for AVTM to pass under an existing heritage structure (Ashton Road Bridge owned by Network Rail) (£0.4m);
  - 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. Contract compensation events totalling £6.8m which cannot be accommodated within the project risk budget from delay costs primarily due to longer than anticipated time to discharge planning conditions (£1.4m); changes to works information/ design amendments (£4m) and unforeseen/additional services & utilities diversions (£1.4m).
11. Following further analysis of cost pressures and risks for the three projects undertaken in July of 2016 an assessment of forecast outturn costs above budget was undertaken for 3 sensitivity levels (S1-3 inclusive). The results of this exercise were reported to Cabinet on 1<sup>st</sup> November 2016 agenda item Number 17 Period 5 Finance Report.

**Table 2 – Sensitivity Testing by Project – forecast costs above budget (Nov 2016)**

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	47.4	48.6
<b>Total</b>	<b>213.5</b>	<b>215.9</b>	<b>220.0</b>

12. The decision from November 2016 Cabinet was to fund the initial £5.0m additional budget requirement from prudential borrowing, with the revenue costs being funded from corporate capital financing budgets. 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.

*Current Forecast Outturn cost*

13. Further reviews of current forecast out-turn cost have been undertaken in the spring and early summer of 2017 and the current predicted outturn costs is presented in Table 3 which shows an increase in forecast outturn costs of £10.496million above that reported to Cabinet in November 2016.

**Table 3 – Sensitivity Testing by Project – forecast costs above budget (June 2017)**

<b>Project</b>	<b>Approved Budget £m</b>	<b>S2 (P50 QRA) £m</b>	<b>S3 (P80 QRA) £m</b>
AVTM	56.100	61.790	62.660
Budget Variance		5.69	6.560
NFHP	115.300	117.914	118.776
Budget Variance		2.614	3.476
SBL	48.600	47.623	49.060
Budget Variance		-0.977	0.460
<b>Total</b>	<b>220.000</b>	<b>227.327</b>	<b>230.496</b>

*Reasons for cost increases since those reported to Cabinet November 2016*

14. Ashton Vale to Temple Meads

- a. Sub-contracts, that the main Contractor on the Guided Busway (AVTM Contract) 1 had to let in second half of 2016, attracted high costs far above those that they assumed at tender stage. This is exacerbated by an improving/buoyant construction market due to lots of construction projects in the region. The Local Authorities, Bristol and North Somerset Council's share of these costs is 50% with the Contractor taking half the pain. This element rose by approx. £1.6m during this time, over the value allowed for in earlier forecasts;
- b. A significant amount of design evolution has been required for Contract 1. This has been more expensive than that assumed, by the Contractor and their Designers, at tender stage. In particular this has resulted in a significant increase in piling works, which has knocked-on to other works (from design through to surfacing). Works on the skew bridge have been more constrained and complex. As noted in 14a above, because it is a pain/gain defined cost contract, this means the Local Authorities pays for a 50% share of these increases. This element of cost rose by approx. £0.7m during this time;
- c. A considerably larger volume of contaminated and inert material has to be removed from site, over and above that estimated at pre-tender stage and forecast for November 2016 cabinet report. The Authorities pay these costs in full (increase of £0.5m);
- d. Revised land-compensation budget based on changes in land-ownership, designation and likelihood of claimants making case for high compensation (0.4m);
- e. Difficulty obtaining Network Rail permissions to work next to track and obtain permissions to work over foundations of Network Rail road bridge has meant resequencing and delay costs (£0.2m) in addition to known build costs. The implications of building the skew bridge

to rail electrification standards has also meant upgraded specification on parapets not captured in earlier design (£0.125m);

- f. Upgrading the Part 1 Claims budget now that full set of estimation work is completed and a decision made about how to administer the scheme, resulting in uprating costs for: claim team costs, claimant legal and surveyor costs (£0.24m);
- g. Compensation events for remedying problems with piles at Bathurst Basin Bridge and delay costs from 3 months of testing, remediation and monitoring before works could re-commence (£0.2m);
- h. Bristol Water – South Bristol water main diversion cost increased by +35% against original estimate and quote (£0.113m).

#### 15. South Bristol Link

- a. Risk provision is estimated at £5.7m. This is a hugely skewed figure as it includes claims which have a high value but very little chance of happening at that claim value (based upon contract and legal advice/assessment);
- b. The main risks to SBL remain the successful conclusion and agreement on both the highway contract but in particular on the Network Rail contract on which we have a robust independently assessed and legally secured position that no additional costs above that within the original budget allocation (with risk included) is expected.

#### 16. North Fringe to Hengrove Package

- a. Increases in project management costs due to additional resource being added to the project team and factoring in project management requirements for a longer period;
- b. Increases in site management costs due to the longer duration of construction contracts and additional resource required to resolve on site issues;
- c. Additional delays to the completion of Bradley Stoke Way, due to further unforeseen utility diversion work;
- d. Costs related to the delayed start of the M32 South Bound Bus Lane and M32 bus only junction due to awaited Highways England approvals;
- e. Delay costs and additional construction costs relating to scheme changes and redesign of piling in the City Centre due to the difficulty and complexity of the City Centre environment;
- f. Additional earthwork requirements on the Stoke Gifford Transport Link (SGTL) and the Hambrook Bridge;
- g. Additional delay costs to the SGTL due to interfaces with Network Rail.

**Table 4 – Share of budget pressure increases compared to Approved November 2016 Budget**

<b>Scheme</b>	<b>Risk budget P80 £m</b>	<b>Forecast outturn cost (£3) £m</b>	<b>Risk as a percentage of total</b>	<b>Approx. work remaining £m</b>	<b>Risk as a percentage of remaining</b>
<b>AVTM</b>	1.532	62.660	2.43%	10.00	15.2%
<b>SBL</b>	0.862	49.060	1.8%	0.25	345%
<b>NFHP</b>	3.032	118.776	2.55%	28.48	11%†
<b>Total</b>	5.426	230.496	2.35%	38.73	14.0%

†It should be noted that the ITS/Shelters budget includes a contingency of £699k and if this is accounted for the risk percentage for NFHP increases to 13%.

#### **Other options considered:**

Further de-scoping the scale of the MetroBus Programme, to make cost savings, has been considered but Officers have concluded that further de-scoping could fundamentally undermine the aims of the

MetroBus Programme. It would also potentially undermine the quality and attractiveness of the offer for potential future operators of the MetroBus services across the West of England.

Previously other options have been considered but are covered in previous Cabinet reports which are listed at the end of this report under the heading Access to information (background papers).

**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.**

None necessary for this report as the scope of the planned works are not being changed. Each of the three MetroBus schemes have Equalities Impact Assessments which have been detailed in previous Cabinet Reports as listed at the end of this report under heading Access to information (background papers).

**Eco impact assessment**

None necessary for this report but each of the three MetroBus schemes have Eco Impact Assessments which have been detailed in previous Cabinet Reports. This report deals only with budgetary issues and there are no proposals to change the scope of the programme currently.

**Resource and legal implications:**

**Finance**

**a. Financial (revenue) implications:**

Prudential borrowing revenue cost will be c£400k per annum over 25 years (Borrowing costs & % MRP for maximum c£6.5m of additional borrowing). Source of Revenue Funding is the Transport Revenue Budget parking income.

**Advice given by** Tian Ze Hao, Place Finance Business Partner  
**Date** July 2017

**b. Financial (capital) implications:**

Cabinet held on November 2016 approved a revised funding envelope of £220m for the Metro Bus programme contract overall.

The May 2017 MetroBus Joint Project Assurance Board (PAB) reported further increases in contract costs to the overall MetroBus programme and has estimated a further increase in forecast overspend of £10.496m, bringing the total estimated contract expenditure up to £230.496m. This proposal seeks approval for the funding to be allocated for the Bristol share of the identified overspend which equates to £6.834m.

Sub Project	Approved Nov 2016 £m	Proposed Gross Budget					Cost Share Increase			
		This Proposal £m	Grant Funded £m	BCC' cost Share £m	SG' cost Share £m	NS' Cost Share £m	BCC £m	SG £m	NS £m	Total Additional Cost £m
AVTM (BCC 80%: NS 20%)	56.100	62.660	35.280	21.904	0.000	5.476	5.248	0.000	1.312	6.560
NFHP (BCC 39%: SG 61%)	115.300	118.776	51.100	26.394	41.282	0.000	1.356	2.120	0.000	3.476
SBL (BCC 50%:NS 50%)	48.600	49.060	27.600	10.730	0.000	10.730	0.230	0.000	0.230	0.460
<b>Total</b>	<b>220.000</b>	<b>230.496</b>	<b>113.980</b>	<b>59.028</b>	<b>41.282</b>	<b>16.206</b>	<b>6.834</b>	<b>2.120</b>	<b>1.542</b>	<b>10.496</b>

*\*based on Upper Point cost estimated*

*\*Included in the figures above, there are estimated management costs in relation to the Part 1 Claims.*

The majority of the overspend estimates relate to the Bristol Led AVTM project (£5.248m), key reasons for cost overrun have been identified as follows;

1. Subcontractor cost escalation £1.6m (pain/gain);
2. The original assumptions of likely cost and probability used for Quantitative Risk Assessments (QRA) were flawed and significantly under-predicted the cost and frequency of risk items; this had been subsequently revised and resulted in £1.2m increase in cost estimates;
3. Design changes (pain/gain) vs. tender stage assumption £0.7m;
4. Disposal of further Contaminated Material £0.5m;
5. Revised land compensation budget estimate £0.4m.

Further considerations:

6. The project team for AVTM had re-run the QRA assumptions with revised methodologies on potential cost assessments with a group of expertise including contract manager, client project manager, and the project SRO. However, no one from Finance was part of the discussion/meeting to challenge these assumptions. Going forward this need to be a regular exercise with involve colleagues from Finance;
7. Please note the AVTM contract is subject to pain-gain cost share agreement with the main contractor. However, the contract is set in such a way means that shared costs would work on a reclaimable basis. I.e. the Council would have to pay the 100% of the overrun costs first and subsequently reclaim the contractor share of the costs after the contract is closed. This would mean the council would need to cash flow an additional £4.3m until September 2017. Please note, this amount is NOT included in the £6.834m net overrun figure above;

8. NFHP scheme has been recently review by South Gloucestershire and SBL has been reviewed by North Somerset as the lead Councils and the QRA processes are now aligned to the same principles used in AVTM.

This report proposes to:

9. Fund the cost overrun of £6.8m by reprioritising Local Transport Capital Programme in 2017/18 and making an one-off payment of £400k in year (bearing in mind a £2.1m payment will also be made against cost overruns approved by November 2016 cabinet report from the same funds);
10. Borrowing the balance of £6.434m over 25 years. The revenue implication of the additional borrowing will be met within the Transport Revenue budget. And agree to ring-fence additional parking income for this payment;
11. This report also proposes the flexibility for potential capital over-repayment in any given year, in consultation with cabinet members based on the agreed priorities.

The total estimated revenue borrowing cost implication over 25 years is c£400k per annum.

Options considered:

12. Implications of the proposed option: The council is highly geared i.e. the council has a large amount of debt compared to available capital. There is currently no headroom for any additional prudential borrowing in the capital programme. To borrow the additional £6.834m would require reprioritisation of the existing capital programme, i.e. stop certain schemes and redirect the funding / borrowing. Please also note this report proposes to reprioritise the transport revenue budget to accommodate the borrowing cost implications while the council still has £42m funding gap over the MTFP period. This will impact on the ability to further close this funding gap;
13. Drawn down from capital contingency provision in the capital programme. There have already been multiple calls upon this pot over the coming MTFP period, including the Arena development and Colston Hall project. Please also note as the Metro Bus expenditure will incur in year 17/18, this currently miss matches the phasing of the contingency provision in the capital programme taking into account other calls on this contingency budget;
14. Alternative funding sources should be explored, e.g. at West of England funding.

Key risks associated with this proposal are:

15. The Transport Capital Programme is largely funded by DfT block grants which are now passed through WECA. Only 17/18 budget has been agreed by WECA, and future years funding may be subject to change. Therefore this will have an impact on the delivery priorities within the overall transport capital programme in order to accommodate up front use these funding facilitated by the prudential borrowing;
16. Risk of future cost increases: the Council has less control over schemes managed by South Gloucestershire and North Somerset. However, the QRA processes are now aligned to the same principles used in AVTM.

**Advice given by** Tian Ze Hao, Finance Business Partner  
**Date** July 2017

### c. Legal implications:

1. Part 1 Claims made under Part 1 of the Land Compensation Act 1973 permit a claim for compensation by owners and occupiers of property that has reduced by in value by more than £50 by physical factors caused by the use of a new or altered road. The assessment of claims that are made and which lead to the payment of compensation is a time consuming process and the Heads of Transport have advised that they would support a small central claims team, to be hosted by Bristol City Council Property Service, as the most efficient and effective way of dealing with all valid Part 1 Claims. A Memorandum of Understanding (MoU) will be required to cover decisions

and payments to be made by this central team, on behalf of all three authorities. The cost of the claims team will be met by the three authorities in accordance with the cost sharing agreements set out in the Joint Promotion Agreements.

2. The MoU made between the three Unitary authorities will ensure that a properly qualified team are set up and provided with necessary resources to process and adjudicate claims. The establishment of a team will ensure that all claims are dealt with promptly and consistently and will help to ensure exposure to litigation and interest payments for late payment of compensation are minimised.

**Advice given by** Joanne Mansfield, Lawyer, Legal Services  
**Date** 10<sup>th</sup> July 2017

**Access to information (background papers):**

Bristol City Council Cabinet Report 2nd February 2009  
[https://www.bristol.gov.uk/committee/2009/ua/agenda/0202\\_1800\\_ua000.html](https://www.bristol.gov.uk/committee/2009/ua/agenda/0202_1800_ua000.html)

Bristol City Council Cabinet Report 10th December 2009  
[https://www.bristol.gov.uk/committee/2009/ua/agenda/1210\\_1800\\_ua000.html](https://www.bristol.gov.uk/committee/2009/ua/agenda/1210_1800_ua000.html)

Bristol City Council Full Council 19th January 2010  
[https://www.bristol.gov.uk/committee/2010/ta/agenda/0119\\_1400\\_ta000.html](https://www.bristol.gov.uk/committee/2010/ta/agenda/0119_1400_ta000.html)

Bristol City Council Cabinet Report 25th March 2010  
[https://www.bristol.gov.uk/committee/2010/ua/agenda/0325\\_1800\\_ua000.html](https://www.bristol.gov.uk/committee/2010/ua/agenda/0325_1800_ua000.html)

Bristol City Council Full Council 29th June 2010  
[https://www.bristol.gov.uk/committee/2010/ta/agenda/0629\\_1800\\_ta000.html](https://www.bristol.gov.uk/committee/2010/ta/agenda/0629_1800_ta000.html)

Bristol City Council Cabinet Report 21st July 2011  
[https://www.bristol.gov.uk/committee/2011/ua/agenda/0721\\_1800\\_ua000.html](https://www.bristol.gov.uk/committee/2011/ua/agenda/0721_1800_ua000.html)

Bristol City Council Cabinet Report 1st September 2011  
[https://www.bristol.gov.uk/committee/2011/ua/agenda/0901\\_1800\\_ua000.html](https://www.bristol.gov.uk/committee/2011/ua/agenda/0901_1800_ua000.html)

Bristol City Council Cabinet Report 26<sup>th</sup> January 2012  
[https://www.bristol.gov.uk/committee/2012/ua/agenda/0126\\_1800\\_ua000.html](https://www.bristol.gov.uk/committee/2012/ua/agenda/0126_1800_ua000.html)

Bristol City Council Cabinet Report 4th October 2012  
[https://www.bristol.gov.uk/committee/2012/ua/agenda/1004\\_1800\\_ua000.html](https://www.bristol.gov.uk/committee/2012/ua/agenda/1004_1800_ua000.html)

Bristol City Council Cabinet Report 29th May 2013  
[https://www.bristol.gov.uk/committee/2013/ua/agenda/0529\\_1600\\_ua000.html](https://www.bristol.gov.uk/committee/2013/ua/agenda/0529_1600_ua000.html)

Bristol City Council Cabinet Report 27th June 2013  
[https://www.bristol.gov.uk/committee/2013/ua/agenda/0627\\_1800\\_ua000.html](https://www.bristol.gov.uk/committee/2013/ua/agenda/0627_1800_ua000.html)

Bristol City Council Cabinet 16th January 2014  
[https://www.bristol.gov.uk/committee/2014/ua/ua000/0116\\_9.pdf](https://www.bristol.gov.uk/committee/2014/ua/ua000/0116_9.pdf)

Bristol City Council Cabinet 7th October 2014

[https://www.bristol.gov.uk/committee/2014/ua/ua000/1007\\_7.pdf](https://www.bristol.gov.uk/committee/2014/ua/ua000/1007_7.pdf)

Bristol City Council Cabinet 7th October 2014

[https://www.bristol.gov.uk/committee/2015/ua/agenda/0113\\_1800\\_ua000.html](https://www.bristol.gov.uk/committee/2015/ua/agenda/0113_1800_ua000.html)

Bristol City Council Cabinet 13<sup>th</sup> January 2015

[https://www.bristol.gov.uk/committee/2015/ua/ua000/0113\\_8.pdf](https://www.bristol.gov.uk/committee/2015/ua/ua000/0113_8.pdf)

Bristol City Council Cabinet 1st November 2016

<https://democracy.bristol.gov.uk/documents/g235/Public%20reports%20pack%201st-Nov-2016%2016.00%20Cabinet.pdf?T=10>

Bristol City Council Audit Committee 25th September 2015

[https://democracy.bristol.gov.uk/Data/Audit%20Committee/201509250930/Agenda/0925\\_11.pdf](https://democracy.bristol.gov.uk/Data/Audit%20Committee/201509250930/Agenda/0925_11.pdf)

Full Business Cases for all of the MetroBus schemes

<http://travelwest.info/projects/major-transport-schemes>

Photographs of Construction Works



Ashton Vale to Temple Meads – busway



Ashton Vale to Temple Meads – Winterstoke Road, Skew Bridge



Ashton Vale to Temple Meads – Ashton Avenue Swing Bridge



Ashton Vale to Temple Meads – Busway and new stops for Create Centre behind A Bond



South Bristol Link – approach to A370 Roundabout



South Bristol Link – Brookgate link, connecting businesses to the South Bristol Link and national road network



South Bristol Link – railway underbridge



South Bristol Link – A38 roundabout



South Bristol Link – Anton Bantock Way



North Fringe to Hengrove Package – M32 bus-only junction



North Fringe to Hengrove Package – M32 bus lane



North Fringe to Hengrove Package – Baldwin Street link



North Fringe to Hengrove Package – Baldwin Street Link



Cabot Circus, new stop



Redcliff Hill, new stop



Queens Square, new stop

## Appendix D – Risk Assessment

### Risk management/assessment:

Risk assessments have been completed for the various Cabinet reports listed under the section entitled, Access to information (background papers), as detailed in Appendix A. The following risk assessment only focuses on the budgetary issues detailed in this report as follows:

**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 (i.e. controls) and Evaluation (i.e. effectiveness)	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
		1	In order to meet current budget forecast overspend LTP funding in 17/18, is reduced by £2.5million.		<b>M</b>	<b>H</b>	
2	In order to meet forecast overspend the Transport Service Revenue budget is reduced by c£400k per annum for 25 years i.e. lifetime of the asset	<b>M</b>	<b>H</b>	Parking income has been identified to meet this revenue pressure.	<b>L</b>	<b>L</b>	Peter Mann, Service Director Transport in consultation with the Mayor

**FIGURE 2**

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

No.	RISK	INHERENT RISK		RISK CONTROL MEASURES	CURRENT RISK		RISK OWNER
		Impact	Probability		Impact	Probability	
		1	Not providing additional funding of £6.843 million would mean that MetroBus Programme could not be completed.		<b>H</b>	<b>H</b>	

<b>Title: Supporting the continued development of Cabot Circus at Callowhill Court, Broadmead</b>	
<b>Ward: Central wards</b>	<b>Cabinet lead: Cllr Smith</b>
<b>Author: Jason Thorne</b>	<b>Job title: Senior Project Manager</b>

<b>Revenue Cost: £</b> Unknown at this point in time	<b>Source of Revenue Funding:</b> Bristol Alliance (BALP)
<b>Capital Cost: £</b>	<b>Source of Capital Funding:</b>
<b>One off</b> <input type="checkbox"/> <b>Ongoing</b> <input type="checkbox"/>	<b>Saving</b> <input type="checkbox"/> <b>Income generation</b> <input type="checkbox"/>
<b>Finance narrative:</b> Exercising CPO powers could lead to significant costs which include administrative costs, enforcement costs and those costs associated with compensations for the leasehold interests acquired. It is intended that these costs and compensations be met by the developer BALP, and this would be progressed through a development agreement. Indemnities for reimbursement must ensure the Council is not financially disadvantaged, including timing of payments, and those financial risks are fully mitigated, prior to any CPO process commencing.	
<b>Finance Officer:</b> Tian Ze Hao – Finance Business Partner	

<p><b>Summary of issue / proposal:</b> To provide in-principle agreement for the Council to use Compulsory Purchase Order (CPO) powers if necessary to enable the re-development of Callowhill Court in Broadmead.</p>
<p><b>Summary of proposal &amp; options appraisal:</b></p> <ul style="list-style-type: none"> <li>The Bristol Local Plan (Bristol Central Area Plan, adopted March 2015) allocates the Callowhill Court site for major mixed-use retail led development. There is a compelling case to bring forward the allocated site in planning terms and given the priority of the City Centre in the Council’s Corporate Strategy.</li> <li>There is a planning application for Callowhill Court, which will be determined by a Development Control Committee. The outline application (ref: 16/06594/P) is for the for demolition of existing buildings and structures and the comprehensive mixed-use redevelopment of land at and adjoining Callowhill Court, Broadmead/The Horsefair comprising up to 102,480 sq m of mixed use retail, commercial, leisure and hospitality floorspace (Use Class A1, A2, A3, A4, A5, C1, D2), as well as providing up to 150 Use Class C3 residential units, car parking, access, landscaping, public realm works and other associated ancillary works. All matters reserved other than customer vehicular access and access for servicing.</li> <li>Cabinet agreed the consolidation of the Council leases with BALP in March 2017.</li> <li>The use of CPO powers provides the necessary certainty on site assembly timing and costs where there are multiple property interests involved, in this case occupational leases and sub leases.</li> <li>CPO powers will only be exercised if it is not possible for BALP to negotiate and buy out all the relevant interests on agreed terms. The in-principle agreement from the authority to use CPO powers will be subject to a list of pre-conditions (to be developed, but to include a formal request being made by BALP that the Council makes a CPO, planning permission in place, development agreement in place and BALP to cover all related costs).</li> <li>Cabinet to resolve to exercise CPO powers if all the pre-conditions had been met. Cabinet should only authorise a CPO where they are satisfied that BALP has undertaken sufficient negotiations with the leaseholders and tenants, and that it is satisfied that there remains a compelling case in the public interest for promoting the CPO.</li> <li>The Council has previously used CPO powers to support major retail led regeneration, for example in the development of Cabot Circus, which opened in 2008.</li> </ul>

- As part of the context to this development, it should be noted that The Mall, Cribbs Causeway expansion application is being considered by the Secretary of State's Public Inquiry in early September 2017. The Council has strongly objected to the proposed expansion of The Mall. The application proposals will significantly impact on shopper, retailer and investor confidence in the City Centre and act as a deterrent to investment. Part of the evidence the Council will submit to the Inquiry is to show that future demand can be met within the City Centre.

**Recommendation(s) / steer sought:**

- Cabinet to support the re-development of Callowhill Court in Broadmead as an important part of our City Centre strategy.
- Cabinet to agree, in-principle, for the Council to use Compulsory Purchase Order powers if necessary, to enable the development of Callowhill Court. The powers will be used if BALP are not able to agree to terms with the various leasehold interests that need to be acquired prior to re-development. The use of the powers will be subject to a list of preconditions (to be developed, but to include a formal request being made by BALP that the Council makes a CPO, planning permission in place, development agreement in place and BALP to cover all related costs) in accordance with the CPO legislative framework.
- If CPO is required and all pre-conditions have been met then the decision will be brought back to Cabinet for final resolution.

**Context:**

- The Bristol Local Plan (Bristol Central Area Plan, adopted March 2015) allocates the Callowhill Court site for major mixed-use retail led development and the City Centre is a priority within Council's Corporate Strategy, which states 'We must retain the primacy of the City Centre as the core retail and cultural heart of the West of England.' There is a planning application for the development of Callowhill Court, which will be determined by a Development Control Committee. Cabinet agreed the consolidation of the Council leases within the Callowhill Court area with BALP in March 2017.
- Pursuing an in-principle agreement to use CPO powers (under section 226(1) of the Town & Country Planning Act 1990) if necessary is seen as another very important step in aiding the future delivery of the regeneration of Broadmead.

**City Outcome:** The Broadmead redevelopment at Callowhill Court will help deliver the Council's Corporate Strategy, which states 'We must retain the primacy of the City Centre as the core retail and cultural heart of the West of England.' As identified above, it will enable the delivery of a major site allocated in the Bristol Local Plan.

**Health Outcome summary:** No direct implications from the CPO. The eventual development will help create a greater sense of health and wellbeing through improved access to shopping, leisure, services and associated new employment opportunities.

**Sustainability Outcome summary:** No direct implications from the CPO. The development is a sustainable location in the City Centre, accessible by a range of transport modes, including public transport.

**Equalities Outcome summary:** No direct implications at this stage given that this is an in-principle agreement. The eventual development will help to create a more inclusive City Centre, as identified in the Corporate Strategy.

**Impact / Involvement of partners:**

- BALP is the key partner in this process and the Council has currently planned to continue liaising with them with the expectation BALP will engage with their existing tenants of future potential changes including the prospect of a CPO. The Council will need to be sensitive about the impact on some of those tenants as if CPO powers are exercised their business premises will be affected.
- There are no current plans to engage with local authority partners or the West of England Combined Authority on the potential use of a CPO.
- BALP have briefed the West of England Metro Mayor on their development plans for Callowhill Court.

Eversheds acting on behalf of BALP have provided the following comments:

- BALP have started to assemble the interests needed for the development, including rationalising

the head leases across the site and acquiring long leasehold interests. BALP are hopeful that they will be able to reach agreement with the vast majority (if not all) of the parties (including long leasehold and occupational tenants), to enable the redevelopment to proceed. However, in the event that it appears to BALP that this is not going to be achievable, BALP would formally request the Council to promote a CPO to provide some certainty regarding their land assembly exercise, and provide the relevant information at that stage.

- Whilst BALP are yet to make a formal request for a CPO, and propose to pursue further discussions with the leaseholders and tenants before doing so, they require the comfort provided by the decision sought in this report to provide some certainty regarding their land assembly exercise.

**Consultation carried out:** BALP, Place Leadership Team, Strategic Leadership Team, Mayor, Cllr Paul Smith, Legal, Property, Finance, Strategic Planning, Communications, Equalities, Sustainability.

**Legal Issues:** 1) The exercise of CPO powers would be on the basis that the developer (BALP) have not been able to agree terms with the remaining leasehold interests that need to be acquired to enable the development to progress. The exercise of CPO powers could lead to objections from the interests seeking to be acquired that will need to be determined. There will also be significant costs associated with compensation for the interests acquired. However it is intended that all of the costs for the CPO and compensation will be met by BALP and the Council's exposure to these costs will be protected by the completion of a costs indemnity and back to back development agreement with BALP.

2) The acquisition by CPO will engage human rights under the European Convention of Human Rights and the Human Rights Act 1998 – specifically Article \* of Part 1 on the Convention (right to respect for private and family life) and Article 1 of the First Protocol – protection of property; detailed advice will be provided in relation to these matters in the event that officers return with a further report seeking authorisation to make the CPO.

**Legal Officer:** *Joanne Mansfield*

DLT sign-off	SLT sign-off	Cabinet Member sign-off
07/06/17	26/06/17	19/07/17

Appendix A – Further essential background / detail on the proposal	<b>YES</b>
Appendix B – Details of consultation carried out - internal and external	<b>YES</b>
Appendix C – Risk assessment	<b>YES</b>
Appendix D – Equalities screening / impact assessment of proposal	<b>YES</b>

## **The CPO area, leaseholders and tenants**

The CPO area is identified by the red line in the enclosed plan.

The CPO area includes two long leasehold interests including 10 units (these are highlighted in green on the plan). BALP will continue negotiations with these interests, and (as is usual) it is hoped that an agreement will be reached over compensation. Those parties may then, if they wish, use that compensation to acquire investment interests in other property and claim roll-over relief in terms of any capital gains liability that arises.

In terms of the occupational tenants, there are potentially in the worst case scenario, up to 72 units affected, 8 of which are presently vacant. Of the occupied units, 68 are retail units; 3 are catering; and 1 is a residential tenancy.

Negotiations with tenants will continue up to and (if exercised) alongside any CPO process, and it is usual for the vast majority of tenants to agree deals to relocate - either back into the new development, or to other units in the city. BALP's agents would, if requested by the tenant in question, provide details of suitable available units in the city to assist with finding alternative premises.

Most parties will reach agreement. For those who do not, they would any event be entitled to compensation under the CPO Compensation Code, which ensures that affected parties are not left out of pocket. Those whose interests are acquired would be entitled to the market value of their interests, together with relocation costs. Tenants and leaseholders would appoint their own agents, and their reasonable fees, together with legal fees associated with the conveyancing, would be payable by BALP (either directly or through an indemnity agreement entered into with the Council).

**Details of consultation carried out - internal and external**

**Internal**

Place Leadership Team, Strategic Leadership Team, Mayor, Cllr Paul Smith, Legal, Property, Finance, Strategic Planning, Communications, Equalities, Sustainability

**External**

BALP

BALP have briefed the West of England Metro Mayor regarding on their development plans for Callowhill Court

## Risk Assessment

<b>FIGURE 1</b>							
<b>The risks associated with the implementation of the (subject) decision :</b>							
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	Uncertainty for current Callowhill Court leaseholders and tenants	H	H	Tenants already aware of the development proposals, as they have received planning application notification and the site is allocated in the Bristol Central Area Plan.  BCC/BALP to have clear communications plan.	H	M	BCC/BALP
2	Council's financial costs will not be met	H	L	Indemnity and development agreement to be in place as a pre-condition to the Council using its CPO powers. BALP have indicated that they are in agreement with BCC's pre-conditions concerning the Council's costs in relation to the CPO.	L	L	BCC/BALP

<b>FIGURE 2</b>							
<b>The risks associated with <u>not</u> implementing the (subject) decision:</b>							
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	Not realising potential raised in the Bristol Central Area Plan and Corporate Strategy, and therefore not securing significant investment in new city centre development - retail, leisure, homes and associated new jobs	H	M	Report highlights strategic context and importance of the in-principle agreement	H	L	BCC



## 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	Supporting the continued development of Cabot Circus at Callowhill Court, Broadmead
Please outline the proposal.	<ul style="list-style-type: none"> <li>Supporting the re-development of Callowhill Court in Broadmead is an important part of our City Centre strategy. The Bristol Local Plan (Bristol Central Area Plan, adopted March 2015) plan allocates the Callowhill Court site for major mixed-use retail led development and the City Centre is a priority within Council's Corporate Strategy, which states 'We must retain the primacy of the City Centre as the core retail and cultural heart of the West of England.' There is a planning application for the development of Callowhill Court, which will be determined by a Development Control Committee. Cabinet agreed the consolidation of the Council leases within the Callowhill Court area with the Bristol Alliance (BALP) in March 2017.</li> <li>Pursuing an in-principle agreement to use CPO powers (under section 226(1) of the Town &amp; Country Planning Act 1990) if necessary is seen as another very important step in aiding the future delivery of the regeneration of Broadmead. Cabinet to provide an in-principle agreement for the Council to use its CPO powers if necessary to enable the development of Callowhill Court. The powers will be used if BALP are not able to agree to terms with the various leasehold interests that need to be acquired prior to re-development.</li> </ul>

	<ul style="list-style-type: none"> <li>• The in-principle agreement from the authority to use its CPO powers will be subject to a list of pre-conditions (to be developed, but to include a formal request being made by BALP that the Council makes a CPO, planning permission in place, development agreement in place and BALP to cover all related costs).</li> <li>• Cabinet to make final resolution to use CPO powers if all the pre-conditions have been met.</li> </ul>
What savings will this proposal achieve?	<p>N/A.</p> <p>Will create additional income for the Council through additional Business Rates and Council Tax created by the final uses (business space and homes).</p>
Name of Lead Officer	Jason Thorne

<p><b>Could your proposal impact citizens with protected characteristics?</b> (This includes service users and the wider community)</p>	
Please outline where there may be significant opportunities or positive impacts, and for whom.	
The eventual development will help to create a more inclusive City Centre, as identified in the Corporate Strategy.	
Please outline where there may be significant negative impacts, and for whom.	
<p>The CPO area includes two long leasehold interests including 10 units. BALP will continue negotiations with these interests, and (as is usual) it is hoped that an agreement will be reached over compensation. Those parties may then, if they wish, use that compensation to acquire investment interests in other property and claim roll-over relief in terms of any capital gains liability that arises.</p> <p>In terms of the occupational tenants, there are potentially in the worst case scenario, up to 72 units affected, 8 of which are presently vacant. Of the occupied units, 68 are retail units; 3 are catering; and 1 is a residential tenancy.</p> <p>Negotiations with tenants will continue up to and (if exercised) alongside any CPO process, and it is usual for the vast majority of tenants to agree deals to relocate - either back into the new development, or to other units in the city. BALP's agents would, if requested by the tenant in question, provide details of suitable available units in the city to assist with finding alternative premises.</p>	

Most parties will reach agreement. For those who do not, they would any event be entitled to compensation under the CPO Compensation Code, which ensures that affected parties are not left out of pocket. Those whose interests are acquired would be entitled to the market value of their interests, together with relocation costs. Tenants and leaseholders would appoint their own agents, and their reasonable fees, together with legal fees associated with the conveyancing, would be payable by BALP (either directly or through an indemnity agreement entered into with the Council).

**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.

NA

Please outline where there may be negative impacts, and for whom.

N/A

**Is a full Equality Impact Assessment required?**

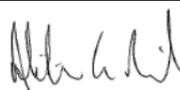
Does the proposal have the potential to impact on people with protected characteristics in the following ways:

- 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) ?

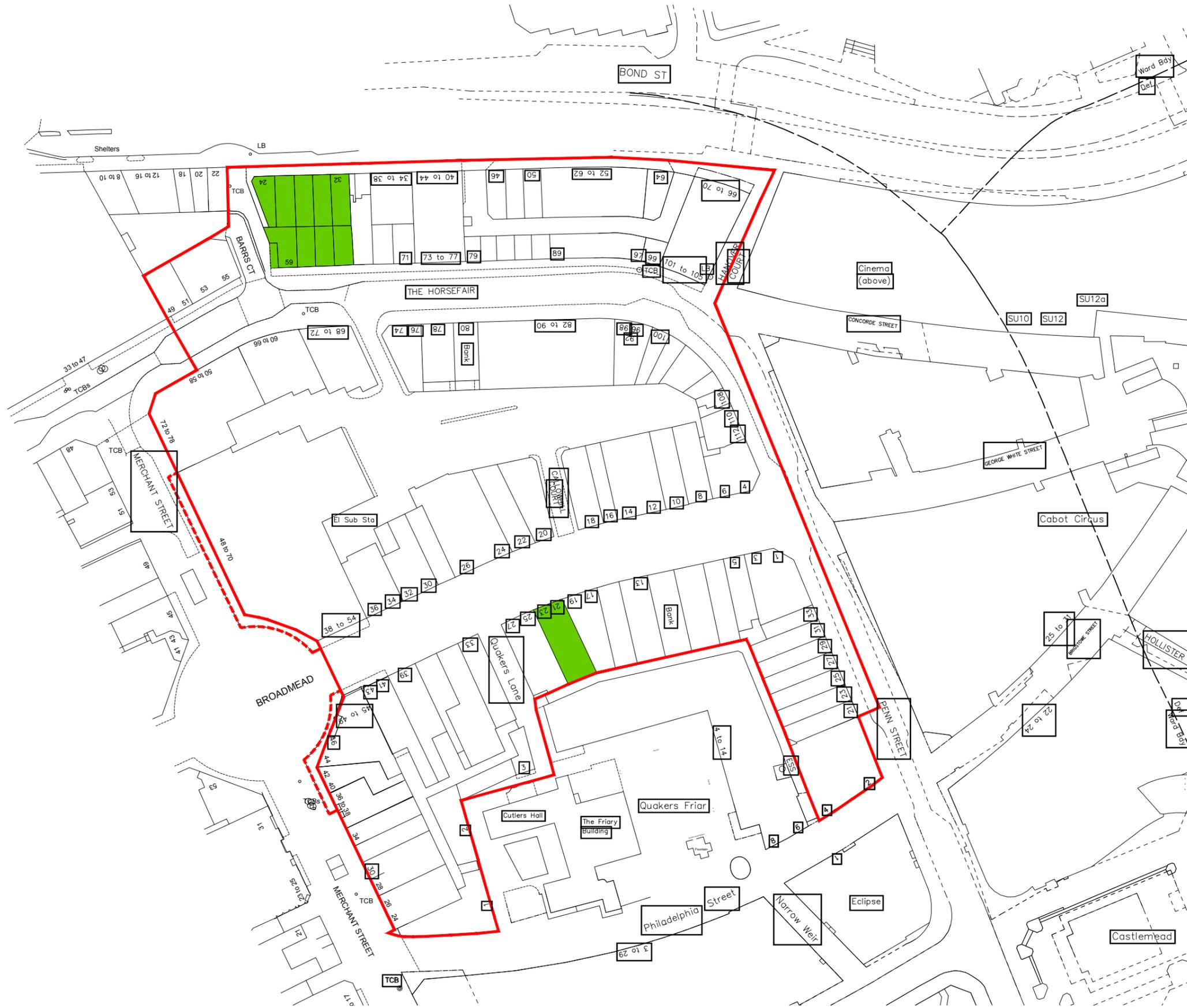
Please indicate yes or no. If the answer is yes then a full impact assessment must be carried out. If the answer is no, please provide a justification.

Unfortunately, BALP are not able to provide information on the demographics of the businesses and residents. These demographics should be available in order to do a thorough EqIA. At this moment in time, I am satisfied that BALP will do all they can to assist those businesses and residents who may be impacted by the proposed development and any future CPO. Cherene Whitfield 12 July 2017

Service Director sign-off and date:



13/07/17



NB Responsibility is not accepted for errors made by others scaling from this drawing. All construction information should be taken from figured dimensions only

A3



- Legend**
- Long leaseholds outside of BALP Ownership
  - Callowhill Court
  - Canopy outline

A	General amendments	ACD	25/07/17
Rev	Description	By	Date



Project  
**CABOT CIRCUS & BROADMEAD  
 BRISTOL**

Client  
**THE BRISTOL ALLIANCE  
 BROADMEAD**

Title  
**ILLUSTRATIVE LEASE PLAN**

Drawn by	Surveyor	Date
ACD	AFL	JULY 2017

Scale  
 1:1250 @ A3

Drawing Number	Revision
<b>B141309-BM-03</b>	<b>A</b>

## Cabinet Report / Key Decision Date: 15<sup>th</sup> August 2017

<b>Title: Development of a Clean Air Action Plan for Bristol</b>	
<b>Ward: City wide</b>	<b>Cabinet lead: Fi Hance</b>
<b>Author: Alex Minshull</b>	<b>Job title: City Innovation, Sustainability and Civil Protection Service Manager</b>
<b>Revenue Cost: £600,000 to up to £680,000</b>	<b>Source of Revenue Funding: £498,600k will be funded by grants already given to the Council. Additional grant funding may be provided by Defra. c.£100k is BCC General Fund salary cost from approved budget</b>
<b>Capital Cost: None of this decision</b>	<b>Source of Capital Funding:</b>
<b>One off</b> <input checked="" type="checkbox"/> <b>Ongoing</b> <input type="checkbox"/>	<b>Saving</b> <input type="checkbox"/> <b>Income generation</b> <input type="checkbox"/>
<b>Finance narrative:</b> <p>The Council is developing a Clean Air Action Plan and as part of this, work is being done on carrying out a feasibility study on a Clean Air Zone and the project team has secured a £498,600 grant funding from the Government. The feasibility study is being carried out by external consultancy under contracts. The project needs to be completed by March 2018 as a part of the grant conditions. The project will also incur revenue cost c£100k on project management support, which is within the approved substantive revenue staffing budget under Sustainable City Budget.</p> <p>Additional funding from the government may be available to help with creating the Clean Air Action Plan (up to £80k from DEFRA). This is likely to be an extension to the existing funding arrangement.</p> <p>The project team needs to consider how the implementation of the Action Plan would be funded. Please note there are no details currently available around the financial cost / benefit implications regarding the implementation of the Action Plan.</p>	
<b>Finance Officer: Tian Ze Hao – Finance Business Partner</b>	

<p><b>Summary of issue / proposal:</b> To seek Cabinet approval for the development of a Clean Air Action Plan for Bristol, including investigation of options for a Clean Air Zone.</p>
<p><b>Summary of proposal &amp; options appraisal:</b></p> <ol style="list-style-type: none"> <li>1. Air pollution is a long standing problem in Bristol, and many UK cities. In Bristol an Air Quality Management Area (AQMA) was declared in 2001 because of breaches in the legal standards for levels of nitrogen dioxide (NO<sub>2</sub>). It covers the central areas of the city and the main arterial routes (Appendix A1, Figure 1). The level of nitrogen dioxide is limited under UK and EU law because of the impacts it has on human health.</li> <li>2. The Government has published a new National Air Quality Action Plan on 26<sup>th</sup> July 2017. This provides the policy context and guidance for work in Bristol and will be considered in detail by officers.</li> <li>3. The Government is formally directing 24 local authorities, including Bristol City Council, to:             <ul style="list-style-type: none"> <li>• By 31 March 2018 undertake a feasibility study and identify options which will deliver compliance with legal limits for nitrogen dioxide in the shortest possible time.</li> <li>• By 31 December 2018 to identify a preferred option, including value for money considerations and implementation arrangements.</li> </ul> </li> <li>4. Bristol is well placed to comply with this new Government requirement. The Mayor has established a Mayoral Working Group on Air Pollution, which will work closely with the Congestion Task Group to develop a Clean Air Action Plan to meet this new duty.</li> <li>5. That plan will include the following topics: strengthening land use planning policies; reducing the impacts of freight; improving the bus and taxi fleets working with the operators; encouraging the adoption of electric vehicles; working with Government to secure the investment the city needs; considering the contribution to air pollution from non-transport sources; improving traffic management; and assessing the feasibility of a Clean Air Zone.</li> <li>6. The Government has developed a National Framework for Clean Air Zones. The key new feature of</li> </ol>

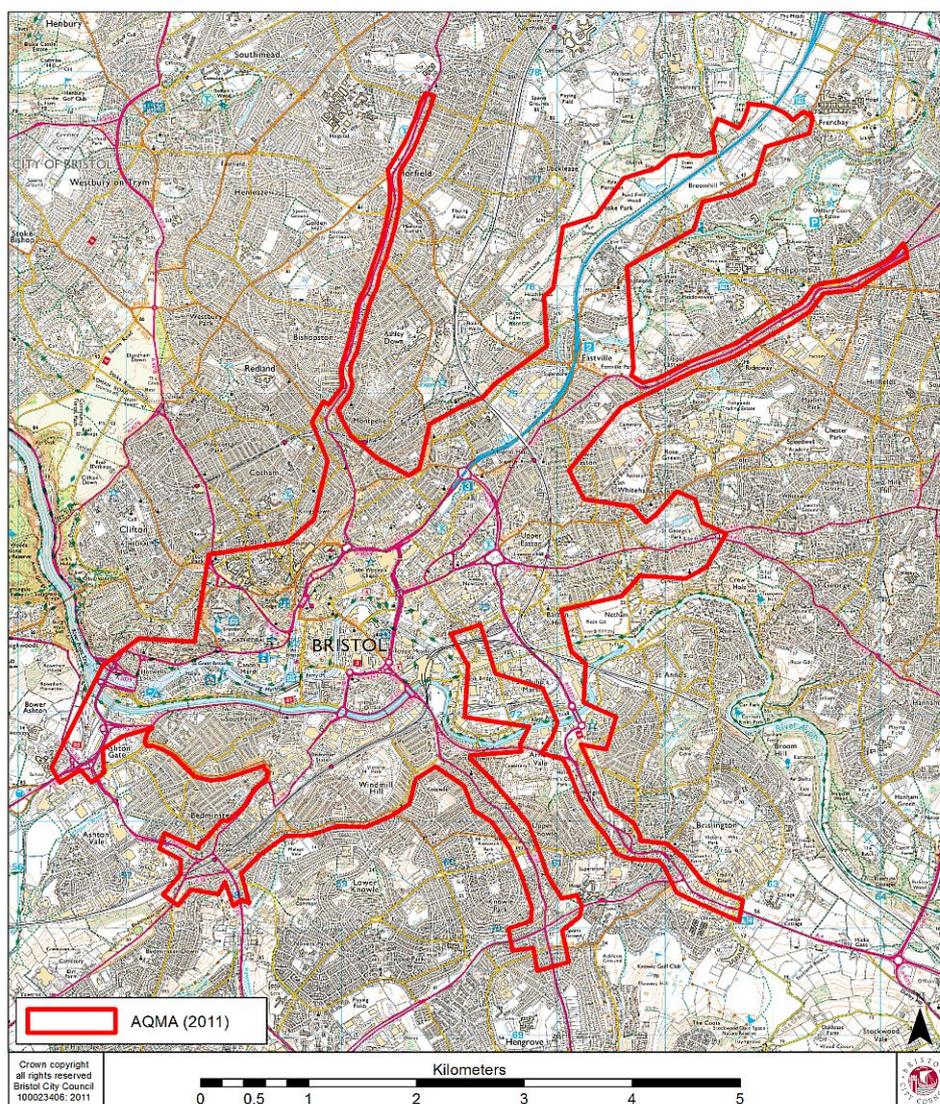
<p>Clean Air Zones is that they provide the potential for local authorities to charge vehicle owners driving within a specified “zone” if they are driving a vehicle that does not meet the specified emission standard set in the National Clean Air Framework.</p>		
<p>7. In November 2016, Full Council unanimously supported a motion for the Council to develop a Clean Air Action Plan and to implement a Clean Air Zone. Bristol City Council and South Gloucestershire Council have secured a government funding to undertake a feasibility study into a Clean Air Zone. BCC is the lead authority.</p>		
<p>8. Phase 1 of the Clean Air Zone feasibility study developed an initial long list of options which has been considered by the Mayoral Air Pollution Working Group, considering different sizes of Zones and including different classes of vehicles. The Consultants have recommended that 4 Clean Air Zone options are taken forward for more detailed investigation in the next stage of the feasibility study. These are described in Appendix A.</p>		
<p>9. In addition to these Clean Air Zone options, other interventions will be assessed to help secure early compliance with the air quality objective for nitrogen dioxide.</p>		
<p><b>Recommendation(s) / steer sought:</b></p> <ol style="list-style-type: none"> <li>1. That the Mayor agrees to the development of a Clean Air Action Plan for Bristol, including investigation of the recommended options for a Clean Air Zone, as set out in Appendix A.</li> <li>2. That the Mayor delegate to the Service Director Transport authority to apply for additional funding which may become available from Defra for the Clean Air Action Plan (up to an additional £80k) and to spend that on the Clean Air Action Plan in line with Council regulations.</li> </ol>		
<p><b>City Outcome:</b> Cleaner air and public health benefits – the extent of this will be determined by the final scheme parameters and study. The Corporate Strategy sets out a commitment to develop a clean air action plan and improve air quality. The feasibility study provides evidence for the action plan.</p>		
<p><b>Health Outcome summary:</b> The health outcome will be quantified by the later stages of the study, but a scheme that results in compliance with NO<sub>2</sub> and reduction in particulates will have a substantial and quantifiable public health benefit.</p>		
<p><b>Sustainability Outcome summary:</b> The effects will be assessed as part of the feasibility study</p>		
<p><b>Equalities Outcome summary:</b> The impact on, and benefits arising to, low income households and equalities groups will be assessed as part of the feasibility study</p>		
<p><b>Impact / Involvement of partners:</b> Key partners to be consulted through the Mayoral Air Pollution Group and Congestion Task Group.</p>		
<p><b>Consultation carried out:</b> Consultation will be undertaken as part of the development of Plan and feasibility study.</p>		
<p><b>Legal Issues:</b> There are no particular legal issues associated with commissioning the feasibility study.</p>		
<p><b>Legal Officer:</b> Eric Andrews and Sinead Willis</p>		
<b>DLT sign-off</b>	<b>SLT sign-off</b>	<b>Cabinet Member sign-off</b>
31 <sup>st</sup> May 2017	13 <sup>th</sup> June 2017	2 <sup>nd</sup> August 2017
Appendix A – Further essential background / detail on the proposal		<b>YES</b>
Appendix B – Details of consultation carried out - internal and external		<b>YES</b>
Appendix C – Summary of any engagement with scrutiny		<b>NO</b>
Appendix D – Risk assessment		<b>YES</b>
Appendix E – Equalities screening / impact assessment of proposal		<b>YES</b>
Appendix F – Eco-impact screening/ impact assessment of proposal		<b>YES</b>
Appendix G – Exempt Information		<b>NO</b>

## Appendix A1: Further essential detail on Proposal

### Background to Air Quality in Bristol

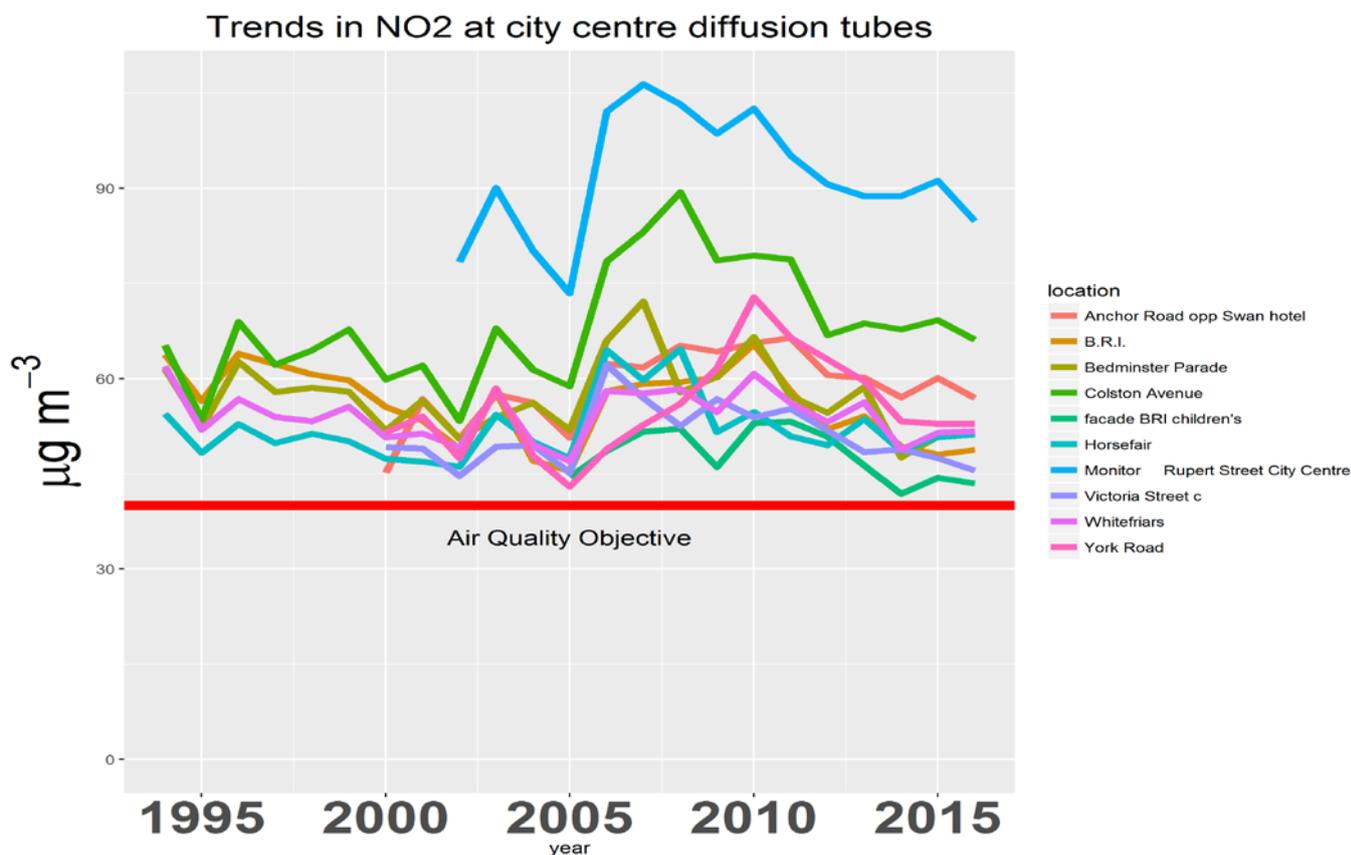
1. Air pollution is a long standing problem in Bristol, and all UK cities. In Bristol an Air Quality Management Area (AQMA) was declared in 2001 because of breaches in the legal standards for levels of nitrogen dioxide (NO<sub>2</sub>). The level of nitrogen dioxide is limited under UK and EU law because of the impacts it has on human health.
2. This AQMA (shown in Figure 1) covers the whole central area of the city and all the major arterial routes. Approximately 100,000 people live within the AQMA and it also includes the central employment, leisure and shopping districts, major hospitals and dozens of schools and therefore many more people are exposed to the air pollution in their daily lives. There are also two small AQMAs in South Gloucestershire in Kingswood \ Warmley and Staple Hill.

**Figure 1: Bristol's Existing Air Quality Management Area**



- Levels of nitrogen dioxide (NO<sub>2</sub>) are affected by the weather and can change significantly from year to year. However looking at the overall tgeneral trend of nitrogen dioxide pollution in the city we can see no significant improvement in pollution levels, which remain above the legal limit values. Figure 2 shows monitoring results for central Bristol.

**Figure 2: Trends in NO<sub>2</sub> at city centre monitoring sites**



- During the last 20 years, Bristol and the West of England have grown economically and in terms of population, and more people are travelling on our roads and into the city centre. Increases in walking, cycling and public transport has balanced the increase in travel, so that car traffic on the roads has remained stable.
- Bristol City Council has a statutory duty to develop an Air Quality Action Plan – our Clean Air Action Plan. The key purpose of this is to improve air quality so that we reduce the impact on population health and to achieve the UK legislative requirements for nitrogen dioxide levels.
- The Corporate Strategy 2017 - 22sets out a commitment to develop an action plan and improve air quality.
- In November 2016, Full Council unanimously supported a motion calling upon the council to develop an air quality action plan, to implement a Clean Air Zone and to update Council on progress. The full text of that motion can be found at:  
<https://democracy.bristol.gov.uk/documents/g254/Printed%20minutes%2008th-Nov-2016%2018.00%20Full%20Council.pdf?T=1>
- The Mayor reported back on the overall progress in response to that motion at

Full Council on 18<sup>th</sup> July 2017.

<https://democracy.bristol.gov.uk/documents/g2700/Public%20reports%20pack%2018th-Jul-2017%2018.00%20Full%20Council.pdf?T=10>

## **UK Plan and new Statutory Requirements on Bristol City Council**

9. Bristol has had a long standing duty to monitor and assess air pollution and to work towards compliance with the air quality objectives.
10. On 26th July 2017 the Government published its UK Plan for tackling roadside nitrogen dioxide concentrations. We are studying this and the technical guidance to understand the implications for Bristol.
11. In addition, Thérèse Coffey MP Parliamentary Under Secretary of State for the Environment Department for the Environment Food & Rural Affairs made a Direction which applies to Bristol City Council and 23 other local authorities. The Environment Act 1995 (Feasibility Study for Nitrogen Dioxide Compliance) Air Quality Direction 2017 requires that Bristol City Council:
  - Undertake a Feasibility Study to identify the option which will deliver compliance with legal limits for nitrogen dioxide, by 31 March 2018 at the latest.
  - Set out the case for change and the first stage in identifying, exploring, analysing and developing options for measures which the local authority will implement to deliver compliance in the shortest possible time, with indicative costs for those, by 31 March 2018 at the latest.

### **Identify the preferred option for delivering compliance in the shortest possible time, and setting out value for money considerations and implementation arrangements b Bristol's Clean Air Action Plan**

12. The Mayor has established a Mayoral Working Group on Air Pollution, which will work closely with the Congestion Task Group. The Working Group is chaired by Councillor Fi Hance. It has already received expert advice from Council Officers and external experts on air pollution, transport and public health matters.
13. This approach allows for an integrated approach to planning improvements in air quality which will be set out in a Clean Air Action Plan.
14. The Clean Air Action Plan being developed will align with the transport plans being created at the West of England and a Bristol City Council level and with the proposal emerging from the Congestion Task Group. A detailed project timetable will be developed with the creation of this action plan, including involvement of the council's scrutiny function.
15. Bristol's plan will include action on:
  - Strengthening the planning system to avoid air quality problems from new developments, including energy generation plants, and to plan for new forms of clean transport such as electric vehicles which will need new charging infrastructure.
  - Reducing the impact of freight vehicles in the city, building on the

success of the Freight Consolidation Centre that was set up by the City Council in 2004 using European Union funding. Bristol City Council has supported this service and is working with the Operators, DHL for the service to continue without council funding from November 2017.

- Working in partnership to bring an entirely clean bus fleet in Bristol. This could include applying for further funding from Government for bus retrofitting to reduce emissions from older buses.
- Improving the taxi fleet by working with operators to implement the new licensing policy. This will include exploring future Government funding opportunities to help taxi drivers make the transition to clean vehicles whilst maintaining a public service and their own livelihoods.
- Encouraging the adoption of Electric Vehicles. This includes investing existing funding in grants for businesses to install charge points, a doubling of the number of electric vehicle charge points in the city to make it even easier for drivers to re-charge their cars, and an increase in electric council fleet vehicles.
- Working with Government to secure the investment the city needs to accelerate the transition to clean transport fuels.
- Consideration of the contribution to air pollution from non-transport sources, such as industry and combustion for the heating of buildings.
- Changing traffic management to improve air quality.

These measures will complement the action in the transport plans for the city which will look to reduce air pollution in the city.

16. The plan will also consider proposals for a Clean Air Zone.

### **Clean Air Zones (CAZ)**

17. The new policy instrument created by government is the Clean Air Zone.

18. The Government's vision is:

*“Clean Air Zones improve the urban environment to support public health and the local economy, making cities more attractive places to live, work, do business and spend leisure time. They support cities to grow and transition to a low emission economy thus ensuring these benefits are sustainable for the long term.”*

19. The Government's draft framework for clean air zones states:

*“A Clean Air Zone defines an area where targeted action is taken to improve air quality and resources are prioritised and coordinated in order to shape the urban environment in a way that delivers improved health benefits and supports economic growth.*

*Clean Air Zones aim to address all sources of pollution, including nitrogen dioxide and particulate matter, and reduce public exposure to them using a range of measures tailored to the particular location.*

*Within a Clean Air Zone there is also a particular focus on measures to accelerate the transition to a low emission economy. This will ensure improvements are ongoing and sustainable, support future development*

*and decouple local growth from air pollution.*

*Clean Air Zones bring together local measures to deliver immediate action to improve air quality and health with support for cities to grow while delivering sustained reductions in pollution and a transition to a low emission economy. Where there are the most persistent pollution problems, this is supported by restrictions to encourage only the cleanest vehicles to operate in the city.”*

20. Clean Air Zones fall into two categories:

- **Non-charging Clean Air Zones** – These are defined geographic areas used as a focus for action to improve air quality but does not include the use of charge based access restrictions.
- **Charging Clean Air Zones** – These are zones where, in addition to the above, vehicle owners are required to pay a charge to enter, or move within, a zone if they are driving a vehicle that does not meet the particular standard for their vehicle type in that zone.
- Some vehicles are exempt from a charge. Exempted vehicles are defined by their EURO class – a designation which relates to their emissions of key pollutants. EURO 6 \ VI diesel vehicles and EURO 4 \ IV petrol vehicles would be exempt from charges. EURO 6 \ VI vehicles are generally registered after 2014, while EURO 4 \ IV vehicles are those usually registered after 2006. Zero or “Ultra Low” emissions vehicles such as electric vehicles would also be exempt.

### **Clean Air Zone Feasibility Study**

21. Bristol City Council and South Gloucestershire Council have secured £498k of government funding to undertake a feasibility study into a Clean Air Zone. BCC is the lead authority.

22. A project board has been established to develop the Clean Air Action Plan including the service directors of planning, public health and transport from BCC and a representative of South Gloucestershire Council. This group has also considered the scope of the Clean Air Zone feasibility study and has agreed the brief to consultants in consultation with the Mayor and Cllr Hance.

23. Consultants CH2M have been commissioned to undertake the CAZ feasibility study and the University of the West of England Air Quality Management Unit has been appointed to act as independent expert advisor to the city council.

24. The feasibility work is taking place in three phases:

#### **1. Definition of options – May to August 2017**

Analysis (and collection) of data and use of existing modelling tools to sift a long list of options and determine which should be taken forward for more detailed analysis.

#### **2. Assessment of options – August to November 2017**

Detailed traffic and air quality modelling of 4 options, including basic assessment of economic impacts and scheme costs

#### **3. Detailed assessment of final option – December 2017 – February 2018**

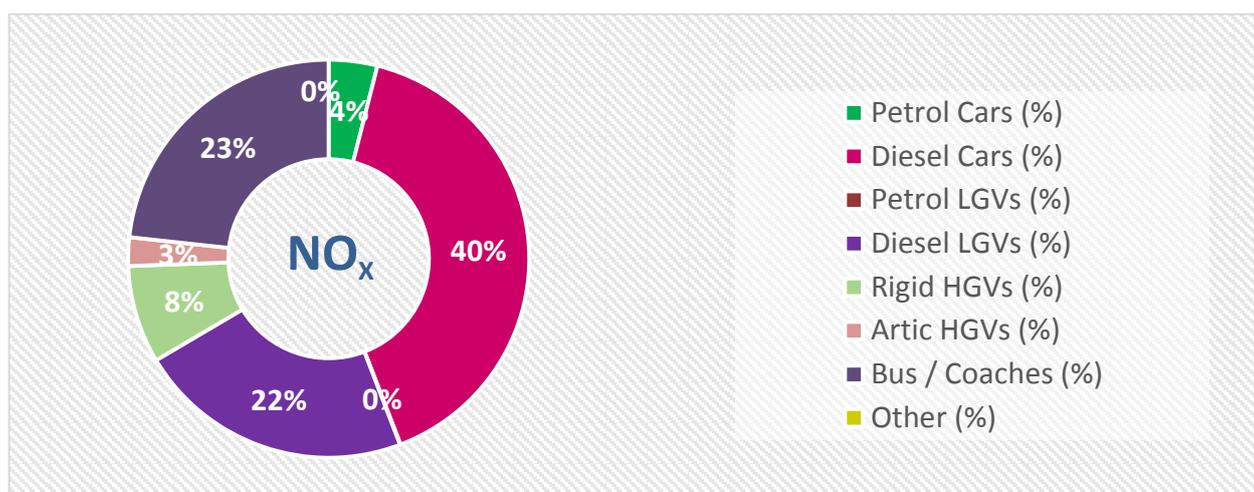
This assessment will include consideration of the financial, health, transport, social, economic and environmental aspects of the scheme. Special consideration will be given to assessing the effects on:

- Low income households living in the central areas and the outer areas of the city who may have different transport needs
- Small businesses, in particular those that are currently heavily reliant on diesel transport, such as tradespeople
- Buses, taxi and private hire businesses and services, including any potential impacts on fares

An equalities impact assessment will also be undertaken.

25. The initial feasibility work gathering information has calculated the proportion of Nitrogen Oxides (NO<sub>x</sub>) emissions from vehicles in the centre of Bristol, calculated from the vehicle movements in the transport model, and the latest vehicle emission figures provided by Defra. This shows that diesel vehicles contribute around 96% of the total NO<sub>x</sub> emissions. The term NO<sub>x</sub> describes oxides of nitrogen, which are emitted from tailpipes and includes nitrogen dioxide and also nitric oxide, which is oxidised over time to become nitrogen dioxide.

**Figure 3: Proportion of NO<sub>x</sub> emissions by vehicle class in central Bristol**



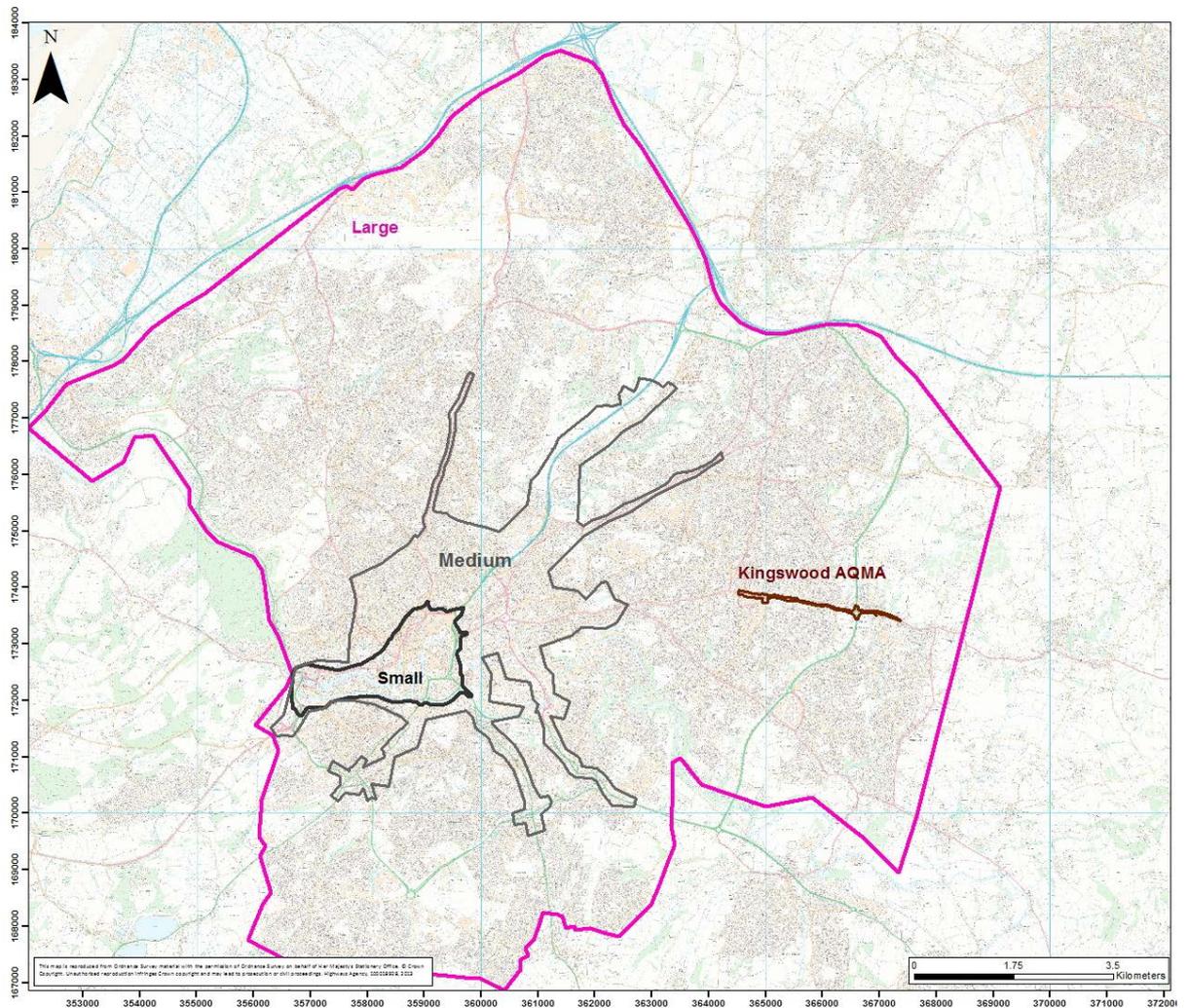
26. Phase 1 of the study developed an initial long list of options which has been considered by the Mayoral Air Pollution Working Group. This was created from considering a range of geographical areas and a range of types of CAZ.

1. Geographical area (shown on Figure 4)
  - “Small” – Bristol City Centre
  - “Medium” – with three variations:
    - The Bristol Air Quality Management Area (AQMA)
    - Bristol AQMA + Kingswood-Warmley AQMA combined
    - Bristol AQMA + Kingswood-Warmley AQMA separate
  - “Large” – The Bristol/South Gloucestershire continuous urban area
2. CAZ Classes which include vehicle types as set out by the Government:

- Class A non-charging – buses, coaches, taxis, private hire vehicles
- Class A charging – buses, coaches, taxis, private hire vehicles
- Class B charging – buses, coaches, taxis, private hire vehicles and HGVs
- Class C charging – buses, coaches, taxis, private hire vehicles, HGVs and LGVs
- Class D charging – buses, coaches, taxis, private hire vehicles, HGVs, LGVs and cars

The Government's proposals for Clean Air Zones specify this clustering of vehicles into different classes and do not give flexibility for local authorities to vary this.

**Figure 4: Potential geographical areas used for assessment of long list of options**



27. It should be noted that the geographical area of the Bristol AQMA is complex and in taking forward the future modelling of these options the boundary will be reviewed and simplified where practicable. It may not be necessary to extend the CAZ to the full extent of the AQMA along some of the arterial routes in order to achieve compliance along the whole route.

28. The Consultants have evaluated the long list of options against a set of criteria, some of which were given greater weight than others. These are shown in Table 1.

**Table 1: Evaluation Criteria and Weightings**

<b>ID</b>	<b>Evaluation Criteria</b>	<b>Priority</b>
<b>1</b>	<b>Deliver compliance with NO2 air quality objective within CAZ in the shortest possible timescales</b>	<b>Very High</b>
<b>2</b>	<b>Deliver compliance with NO2 air quality objective outside of CAZ</b>	<b>Very High</b>
3	Provide equity across different vehicle types and trip purposes	Low
4	Compliance with Defra Draft CAZ framework	High
<b>5</b>	<b>Mitigate financial impact on low income households</b>	<b>Very High</b>
<b>6</b>	<b>Improve health of low income households</b>	<b>Very High</b>
7	Economic effect	Medium
<b>8</b>	<b>Improve public health</b>	<b>Very High</b>
9	Delivery timescale risks of procurement	Low
10	Likelihood of revenue equating to implementation/operational costs	High
11	Upfront capital required for scheme	Medium
12	Risk of financial penalty to the Council/s	Low
13	Public acceptability	Medium
14	Political acceptability	Medium
15	Mobilisation period	Medium

29. Each of the long list of options was assessed by the consultants, making the best use of available modelling tools and data, in order to compare the **relative** merits of each option. The assessments are not sufficiently detailed to demonstrate that the options proposed are feasible and/or effective solutions to the air quality problems in Bristol and South Gloucestershire but are sufficient to determine which options have the highest chance of success, and are worthy of more detailed investigation.
30. The Consultants have recommended the following 4 Clean Air Zone options are taken forward for more detailed investigation in the next stage of the feasibility study;
- **Medium sized, CAZ Class C** (i.e. Bristol AQMA including all vehicles except cars)
  - **Medium sized CAZ Class D** (i.e. Bristol AQMA including all vehicles)
  - **Small sized, CAZ Class C** (i.e. Bristol City Centre including all vehicles except cars)
  - **Small sized, CAZ Class D** (i.e. Bristol City Centre including all vehicles)
31. In addition we intend to assess other measures to improve air quality which could complement a CAZ and bring us closer to compliance than a CAZ alone and form part of the wider Clean Air Action Plan.
32. The options for Class A (including only buses, coaches, taxis, and private hire

vehicles) and Class B (including only buses, coaches, taxis, private hire vehicles and HGVs) are not recommended for further detailed modelling. This is because the initial assessment concludes that they would not lead to a significant improvement in air quality nor achieve compliance with the legal air quality standards in large parts of the AQMA. Typically the Class A and B options would improve average NO<sub>2</sub> levels at monitoring sites in the zones by up to 5%, compared to 10-15% for Class C and 30-35% for Class D.

33. The large CAZ options which cover the Bristol/South Gloucestershire continuous urban area is assessed as having the greatest benefits for air quality, however, it is not recommended to take forward the large options, because:
  - They include significant parts of the city where air quality meets the legal standards and would affect journeys wholly within those areas and therefore risk not being consistent with the National government CAZ framework. This would potentially negatively affect central government funding for a scheme.
  - The large area schemes would have a greater effect on more low income households.
  - The large area schemes would have much higher implementation and operating costs and would require longer transition arrangements, limiting their effectiveness.
34. The medium options which include the Kingswood-Warmley AQMA are not recommended for detailed modelling because the initial assessment indicates that a small or medium CAZ in Bristol would impact sufficient trips travelling through the South Gloucestershire Council AQMA's to achieve compliance there.

Appendix A2: Environment Act 1995 (Feasibility Study for Nitrogen Dioxide Compliance) Air Quality Direction 2017

On the 27th July 2017 Thérèse Coffey MP Parliamentary Under Secretary of State for the Environment Department for the Environment Food & Rural Affairs made the a Direction to Bristol City Council and some other local authorities, extract of which are below.

ENVIRONMENT ACT 1995

Environment Act 1995 (Feasibility Study for Nitrogen Dioxide Compliance) Air Quality Direction 2017

The Secretary of State, in exercise of the power conferred by section 85(5) of the Environment Act 1995(a), gives the following direction.

(a) In accordance with section 85(6) a copy of this direction will be published in the London Gazette.

The Secretary of State makes this direction having determined that it is necessary in order to meet obligations placed upon the UK under the EU Ambient Air Quality Directive(b).

Requirement to take certain steps

3. Each of the specified authorities must complete the specified activities by the dates specified in Schedule 2.

<b>Activity</b>	<b>Description of activity</b>	<b>Deadlines</b>
Undertake as part of the UK plan for tackling roadside nitrogen dioxide concentrations 2017, a Feasibility Study in accordance with the HM Treasury's Green Book approach, to identify the option which will deliver compliance with legal limits	Initial Plan: Setting out the case for change and the first stage in identifying, exploring, analysing and developing options for measures which the local authority will implement to deliver compliance in the shortest possible time, with indicative costs for those	As soon as possible and by 31 March 2018 at the latest.
As above	Final Plan: Identifying the preferred option for delivering compliance in the shortest possible time, and setting out value for money considerations and implementation arrangements	As soon as possible and by 31 December 2018 at the latest.

# Bristol Clean Air Zone Feasibility Study: Option Sifting - Draft

*Prepared for*

Bristol City Council and South Gloucestershire  
Council

26 July 2017



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**Appendices****Appendix A: NO2 Measurements****Appendix B: Changes in emissions from CAZ class D****Appendix C: Socio-economic Mapping**

# Document history

673846.CD.55.01 Bristol Clean Air Zone Feasibility Study

This document has been issued and amended as follows:

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# Acronyms and Abbreviations

ANPR	Automatic Number Plate Recognition
AQMA	Air Quality Management Area
BCC	Bristol City Council
CAZ	Clean Air Zone
Defra	Department for Environment, Food & Rural Affairs
DfT	Department for Transport
EFT	Emission Factor Toolkit
GBATS4M	Greater Bristol Area Transport Study v4M
HGV	Heavy Goods Vehicle
IMD	Indices of Multiple Deprivation
JTS	Joint Transport Plan
JSP	Joint Spatial Plan
LGV	Light Goods Vehicle
RAG	Red-Amber-Green
SGC	South Gloucestershire Council
WPL	Workplace Parking Levy

## Introduction

### 1.1 Overview of Study

CH2M has been commissioned jointly by Bristol City Council (BCC) and South Gloucestershire Council (SGC) to assess the feasibility of a Clean Air Zone (CAZ) within the greater Bristol area. The study seeks to identify a CAZ which could bring about compliance with the European Limit Value for annual mean nitrogen dioxide in the shortest time possible in Bristol and South Gloucestershire.

The UK has in place legislation passed down from the European Union, to ensure that certain standards of air quality are met, by setting limit values on the concentrations of specific air pollutants. In common with many EU member states, the EU limit value for annual mean nitrogen dioxide is breached in the UK and there are significant and on-going breaches of the nitrogen dioxide limit value in Bristol and South Gloucestershire. The UK government is taking steps to remedy this breach in as short a time as possible. Within this objective, the government is currently consulting on a Draft UK Air Quality Plan and a Clean Air Zone Framework, both published in May 2017. The latter document provides the expected approach for local authorities when implementing and operating a Clean Air Zone.

In November 2016 Defra/DfT invited applications from local authorities for grant money to deliver projects which develop and/or implement measures to improve local air quality. BCC and SGC jointly submitted a bid for a CAZ feasibility study and were awarded funding in March 2017.

The feasibility study will be delivered in three phases;

1. **Definition of options** - analysis (and collection) of data and use of existing modelling tools to sift the long list of options and determine which should be taken forward for more detailed analysis.
2. **Assessment of options** - detailed traffic and air quality modelling of up to 5 options, including basic assessment of economic impacts and scheme costs.
3. **Detailed assessment of final option** - assessment of implementation/operation costs and economic benefits of scheme including transport, air quality, public health and wider impacts.

### 1.2 Purpose of This Report

This report sets out the results of the assessment undertaken in phase 1 of the feasibility study. It provides a summary of the options considered, the assessment criteria, the method of assessment and the performance of each option against the assessment criteria. Based on the assessments undertaken a recommendation is provided of the four options to be considered in greater detail in phase 2 of the study.

## Overview of Assessment

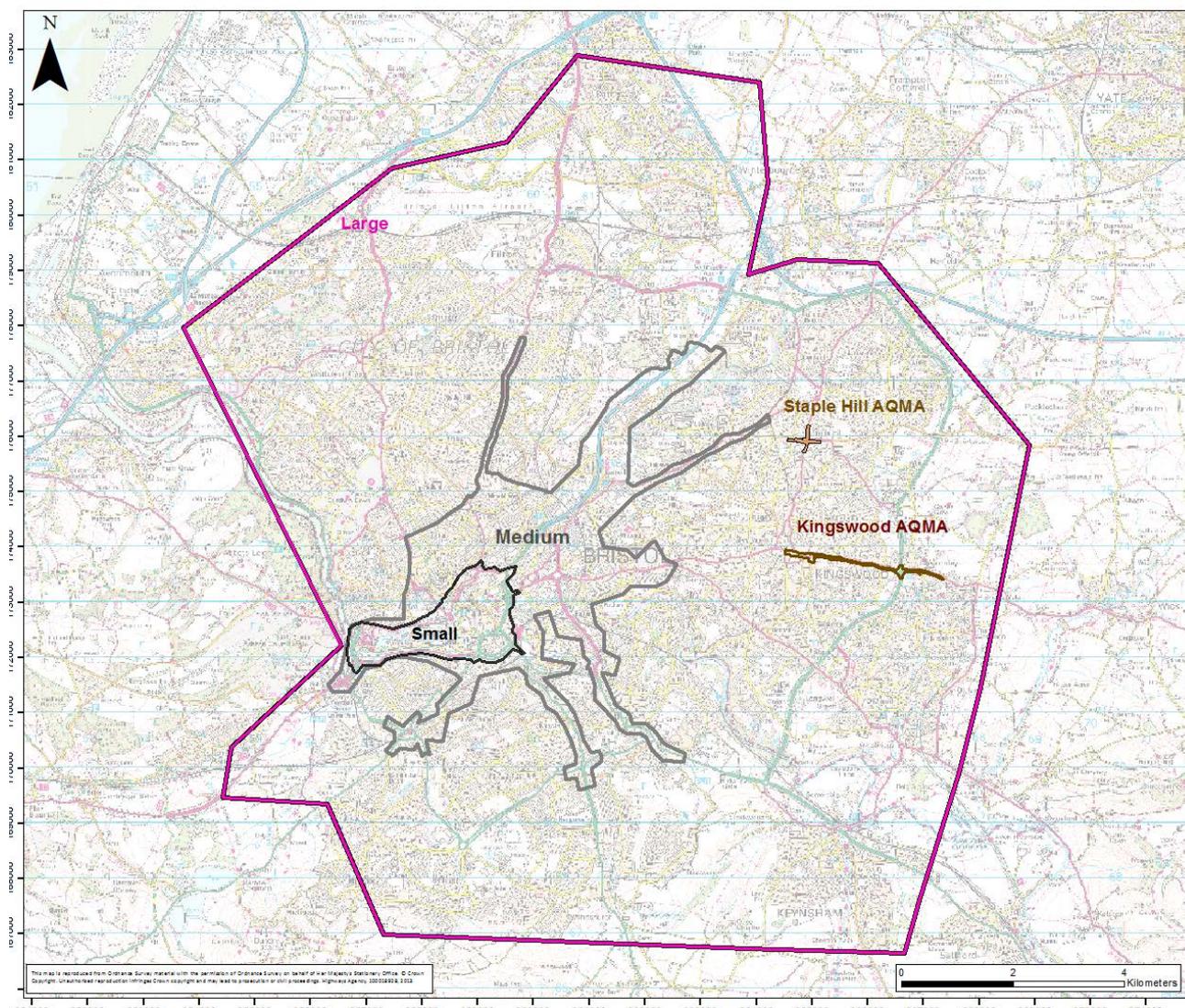
### 2.1 Options Assessed

In total 26 options have been considered including variations in geographical scope and CAZ Class. The first 25 options are all possible combinations of five geographical scopes and five classes of CAZ. The geographical scopes assessed are;

1. Large - the Bristol urban area within the boundary of the M4 and M5 and excluding areas within B&NES and NSC.
2. Medium - BCC AQMA
3. Medium - BCC & SGC Kingswood-Warmley AQMA combined
4. Medium - BCC & SGC Kingswood-Warmley AQMA separate
5. Small - within the Inner Ring Road

Figure 2-1 shows the boundary of each zone assessed. These are anticipated to evolve throughout the length of the study.

Figure 2-1: Initial CAZ geographies



The CAZ classes assessed were as defined in the Defra/DfT's Clean Air Zone Framework. The framework sets out which vehicles are affected by each CAZ class and what the minimum Euro standards are for each vehicle type. The five CAZ classes assessed are;

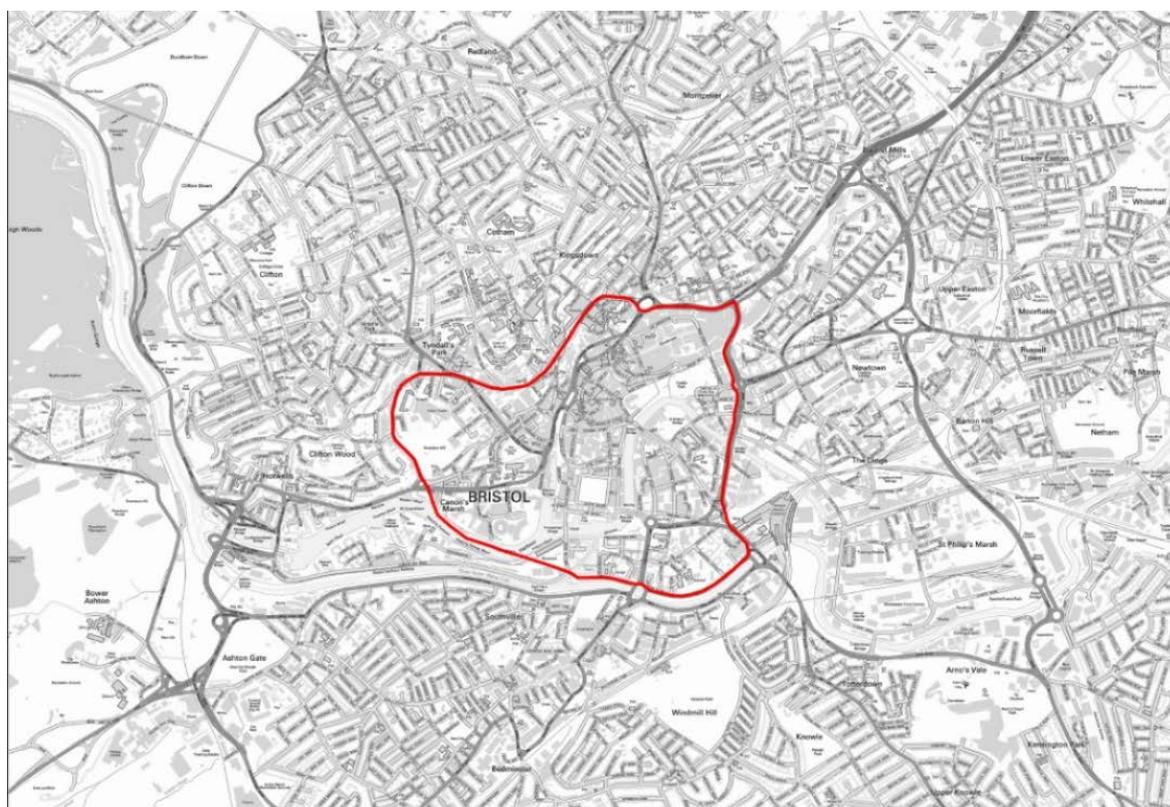
1. Class A non-charging – buses, coaches, taxis, private hire vehicles

2. Class A charging – buses, coaches, taxis, private hire vehicles
3. Class B charging – buses, coaches, taxis, private hire vehicles and HGVs
4. Class C charging – buses, coaches, taxis, private hire vehicles, HGVs and LGVs
5. Class D charging – buses, coaches, taxis, private hire vehicles, HGVs, LGVs and cars

Two Class A zones are included within the options assessed, one charging and one non-charging, as per the Defra CAZ Framework. Both classes of CAZ apply to the same vehicle classes (buses, coaches, taxis and private hire vehicle) but where a charging zone applies a charge for a movement within a certain boundary, a non-charging zone uses franchising and licensing agreements to promote changes to cleaner vehicles.

The 26<sup>th</sup> option is an alternative scheme to a CAZ incorporating a congestion charge and a workplace parking levy in central Bristol. This scheme has not been directly assessed by CH2M. The scores provided for this option are either on the basis of professional judgement or taken from Atkins report ‘West of England Joint Transport Study – Options for Fiscal Measures’, 20<sup>th</sup> March 2017. In this option a workplace parking levy would be applied across Bristol including the entirety of Bristol City Council’s authority area and parts of South Gloucestershire within the boundaries of the M4 and M5. The congestion charge zone would be applied across the area shown in Figure 2-2 below.

Figure 2-2: JTS Congestion Charge Zone



The options assessed are set out in Table 2-1 overleaf.

Table 2-1: Summary of Options Assessed and Option ID's

Geography / CAZ Class	A - non-charging	A - charging	B- charging	C - charging	D - charging
Large	1	2	3	4	5
Medium - BCC AQMA	6	7	8	9	10
Medium - BCC & SGC Kingswood-	11	12	13	14	15

Geography / CAZ Class	A - non-charging	A - charging	B- charging	C - charging	D - charging
<b>Warmley AQMA combined</b>					
<b>Medium - BCC &amp; SGC Kingswood- Warmley AQMA separate</b>	16	17	18	19	20
<b>Small</b>	21	22	23	24	25

Option 26 – JTS WPL and congestion charge zone

## 2.2 Assessment Criteria

A number of evaluation criteria have been defined for a Bristol CAZ against which each of the options has been assessed. The evaluation criteria have been defined using the five case model approach set out in the DfT's guidance on 'Transport Business Cases' (2013) as a framework. The five cases are;

- **Strategic** – assessment of the case for change that fits with wider public policy objectives
- **Economic** – assessment of the value for money
- **Commercial** – assessment of the commercial viability of the proposal
- **Financial** – assessment of the affordability of the proposal
- **Management** – assessment of whether the proposal is achievable

The evaluation criteria defined within each of the five cases reflect the items of most importance to the scheme. The evaluation criteria are;

### Strategic

1. Deliver compliance with NO<sub>2</sub> air quality objective within CAZ in the shortest possible timescales
2. Deliver compliance with NO<sub>2</sub> air quality objective outside of CAZ
3. Provide equity across different vehicle type and trip purpose
4. Compliance with Defra Draft CAZ framework

### Economic

5. Mitigate financial impact on low income households
6. Improve health of low income households
7. Economic effect
8. Improve public health

### Commercial

9. Delivery timescale risks of procurement

### Financial

10. Likelihood of revenue equating to implementation/operational costs
11. Upfront capital required for scheme
12. Risk of financial penalty to the Council/s

### Management

13. Public acceptability
14. Political acceptability
15. Mobilisation period

An additional criterion was included as part of the assessment; ‘Consistent with broader transport and planning policies’. This has is not included within the overall scoring system, for reasons explained later in this report, but is assessed on a qualitative basis for all CAZ options.

## 2.3 Scoring System

A scoring system was devised for the option assessment which provides a score of Low (3), Medium (2) or High (1) for each option against each evaluation criteria. The options have been scored relatively within each evaluation criteria; a score of high does not necessarily indicate a negative impact, just that of all the options considered it is among the worst performing (and vice versa for low).

Each evaluation criteria was given a priority level of either Low (1), Medium (2), High (3), or Very High (4). These priority scores were multiplied with the RAG score to give an overall score for each option. The priority score of each evaluation criteria is summarised in Table 2-1 below.

Table 2-2: Priority of Evaluation Criteria

Cases	ID	Evaluation Criteria	Priority
<b>Strategic</b>	1	Deliver compliance with NO2 air quality objective within CAZ in the shortest possible timescales	Very High
	2	Deliver compliance with NO2 air quality objective outside of CAZ	Very High
	3	Provide equity across different vehicle types and trip purposes	Low
	4	Compliance with Defra Draft CAZ framework	High
<b>Economic</b>	5	Mitigate financial impact on low income households	Very High
	6	Improve health of low income households	Very High
	7	Economic effect	Medium
	8	Improve public health	Very High
<b>Commercial</b>	9	Delivery timescale risks of procurement	Low
<b>Financial</b>	10	Likelihood of revenue equating to implementation/operational costs	High
	11	Upfront capital required for scheme	Medium
	12	Risk of financial penalty to the Council/s	Low
<b>Management</b>	13	Public acceptability	Medium
	14	Political acceptability	Medium
	15	Mobilisation period	Medium

## 2.4 Assessment Methodology

The methodology used to assess the CAZ options has been designed to make best use of available modelling tools and data in order to compare the relative merits of each option. The assessments provided in this report are not sufficient evidence to demonstrate that the options proposed are feasible and/or effective solutions to the air quality problems in Bristol and South Gloucestershire but are sufficient to determine which options have the highest chance of success, and are worthy of more detailed investigation.

The GBATS4M 2021 SATURN Highway model was used to undertake initial approximate tests of vehicle trip responses to the implementation of option 10 (Medium Class D CAZ) and Option 25 (Small Class D CAZ). The results from these tests informed analysis against a number of the evaluation criteria.

The GBATS4M model was updated in 2013 by CH2M, including a complete highway network update and partial update of the trip matrices with new origin-destination data focussing on central Bristol. The model is considered to be the best local model for testing strategic schemes of this kind. The GBATS4M suite of models includes a demand model and a public transport model, as well as the SATURN Highway model. However, The SATURN highway model was used for these initial tests, due to the complexity of the responses within a CAZ, the current structure of the variable demand model and level of detail required for the sifting exercise.

The expected responses to the implementation of a CAZ have been taken from the 'Draft UK Air Quality Plan for tackling nitrogen dioxide' May 2017, Table 4.4, as shown below. This data is based on stated preference surveys undertaken by Defra, and was gauged to be the most relevant available response data at the time. It will be reviewed in further detail in the next stage of the study. However, it is unlikely that the use of different response rates would change the conclusions of the sifting process since, in particular, the combined proportions for the responses that will result in fewer trips by non-compliant vehicles, namely 'Cancel journey / change mode' and 'Replace vehicle', account for over 70% for all vehicle types and over 80% for four out of the five vehicle types. If these proportions were lower, it would further emphasise the need for class C or D CAZ rather than class A or B which would cover fewer vehicle types.

Figure 2-3: Table 4.4 from the Draft UK Air Quality Plan for tackling Nitrogen Dioxide – Technical Report

<b>Table 4.4: Proportions of non-compliant trips by response to the presence of a CAZ</b>					
	<b>Cars</b>	<b>LGVs</b>	<b>HGVs</b>	<b>Buses</b>	<b>Coaches</b>
Pay charge	7%	20%	9%	0%	16%
Avoid zone	7%	8%	0%	0%	0%
Cancel journey / change mode	21%	8%	9%	6%	13%
Replace vehicle	64%	64%	83%	94%	72%

The GBATS4M model was used to model these responses using the following methodology:

1. Pay Charge – no change to the model, however an initial indication of revenue levels was estimated from the type and number of vehicles making trips within the CAZ cordon, the percentage of non-compliant vehicles and the anticipated level of charging.
2. Avoid Zone – a charge was applied to each inbound link to replicate the percentage change of non-compliant cars and LGV's within the CAZ (HGV's not included since 'Avoid zone' response is 0%);

3. Cancel journey / change mode – this was modelled by reducing the number of trips made by non-compliant vehicles to/from the CAZ area and within it, to replicate the percentage change from the reference case; and
4. Replace Vehicle – no change to the model, however calculations were carried out using model outputs to determine the links which would be affected by the percentage change from non-compliant to compliant vehicles from the reference case.

## **Assessment of Options**

### **3.1 Consistency with Broader Transport Strategies**

#### **3.1.1 Background and Context**

Bristol City Council and the wider West of England local authorities are embarking on an ambitious programme of transport and planning policy reform underpinned by the emerging Joint Transport Strategy (JTS) and Joint Spatial Plan (JSP). As a result it is necessary to assess how the various options will align with and support the realisation of the strategic objectives contained within the emerging policy documentation.

The key strategic themes and principles of the existing policies overlap with several of the evaluation criteria used for this assessment, including those related to air quality improvements, benefits to the economy, social inclusion and public health benefits. In essence an assessment of consistency with current policy combines the scores from these other evaluation criteria, balancing out the positive and negatives. For this reason, it proved challenging to assess this in a way which provided any real differential between options and so it has not been included in the RAG scoring system. It remains important to demonstrate the level of consistency of each proposed CAZ with the existing policies and hence this criterion has been assessed qualitatively for all CAZ options as discussed below.

#### **3.1.2 Method of Assessment**

A review of the JTS and JSP consultation documents reveal a number of strategic objectives, with some consistency across both policy documents. Given the similarities between the objectives underpinning both the JTS and JSP, these objectives can be condensed into three broad themes of objectives as described below, against which the CAZ options can be assessed:

- Economic:
  - Improving transport economic efficiency, related to journey time, delay and reliability enhancements.
  - Safeguarding existing economic activity and promoting economic development to unlock new additional economic activity.
- Environmental:
  - Reducing emissions and coverage of West of England AQMAs.
  - Promoting mode shift to more sustainable modes of transport.
- Social:
  - Promoting social inclusion, equality and affordability.
  - Enhancing quality of life and standards of public health.

### **3.1.3 High Level Assessment**

#### **3.1.3.1 Economic**

There are two constituent elements influencing the economic theme of policy objectives; the impact of the options in terms of transport economic efficiency (reflecting congestion relief and reduction in journey times) and the impact on existing/new economic activity. On balance, the two constituent elements have a broadly neutral impact across all options as those options that produce transport economic efficiency improvements most are likely to support existing and future economic activity least (and vice versa).

#### **3.1.3.2 Environmental**

Emissions are likely to reduce most in a CAZ with wider geographies and more vehicle classes incorporated, since this maximises the number of polluting trips affected by the CAZ. Similarly, a wider geography and inclusion of more vehicle types within the CAZ is likely to produce the greatest mode shift to more sustainable modes. Further, a wider geographical extent for CAZ would include more of the locations known to exceed current EU limits for nitrogen dioxide within the Bristol and South Gloucestershire AQMAs. Overall, alignment with the environmental theme of policy objectives is therefore greatest for options that cover a larger geography and encompass more types of vehicles.

#### **3.1.3.3 Social**

There are two constituent parts influencing the social theme of policy objectives; the impact on social inequality, particularly low income groups, and the impact on public health. The smallest CAZ boundary with the narrowest definition of vehicle class (Class A) will minimise the impact on low income groups. This is because a small proportion of low income households reside in the tight geographical boundary set by the small CAZ definition and few households use vehicles that fall into the narrowest definition of vehicle class. However, public health improvements are likely to be greatest where emissions are reduced most significantly and mode shift to sustainable modes is highest. This is the case in a CAZ with the widest geography and all vehicle classes incorporated. On balance, the two constituent elements influencing the social theme of policy objectives have a broadly neutral impact across all options, as those options that support affordability and social inclusion most are likely to produce lower levels of public health improvements (and vice versa).

#### **3.1.3.4 Aggregate Assessment**

From the perspective of environmental and public health policy drivers, options that use the largest CAZ boundary and target all vehicle classes (Class D) are likely to perform best. Equally, such options are likely to have the largest positive impact in terms of transport economic efficiency. However, these positive impacts are likely to be balanced out by equally notable impacts on the area's economic output as well as the impact of charging on vulnerable low income household.

Options with smaller geographical extents and a narrower definition of vehicle class will minimise such dis-benefits but will also have relatively small impacts in terms of environment, public health and mode shift policy drivers. As a result, there is no sharp contrast between the performances of CAZ options in terms of consistency with broader transport and planning policies.

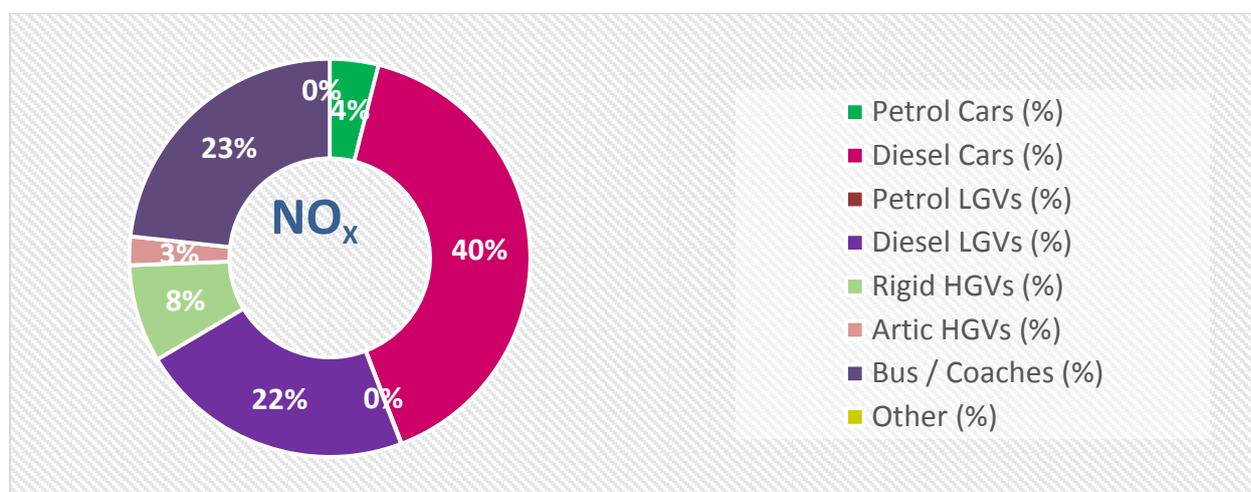
It should be noted that Option 26 'WPPL & Congestion Charging' is a scheme taken directly from the JTS. Therefore, this option is considered to be entirely consistent with broader transport and planning policies and does not feature in the more detailed analysis across strategic policy themes provided below.

## 3.2 Strategic Evaluation Criteria

### 3.2.1 Evaluation Criteria 1: Deliver compliance with NO<sub>2</sub> air quality objective within CAZ in the shortest possible timescales

The current air quality situation in Bristol is presented in the form of a map in Appendix A showing measurements of nitrogen dioxide at locations within the city, in the Bristol City Council and South Gloucestershire areas. Emissions of NO<sub>x</sub> from vehicles, which are the cause of high roadside NO<sub>2</sub> concentrations, are dependent on the type of vehicle. Figure 3-1 shows the proportion of NO<sub>x</sub> emissions by the vehicle fleet in the centre of Bristol, calculated from the vehicle movements in the Bristol model, and the latest vehicle emission figures provided by Defra specifically for work contributing to the National Air Quality Plan. This shows that diesel vehicles contribute around 96% of the total.

Figure 3-1: Proportion of NO<sub>x</sub> emissions by vehicle class in central Bristol



The traffic forecast to be on the roads in Bristol in 2019 has been analysed to understand whether it is theoretically possible for a CAZ to reduce emissions sufficiently to meet the air quality standard for nitrogen dioxide. This was done using standard methods as far as possible, and by applying some assumptions regarding how the vehicle fleet would change with the different categories of Clean Air Zone in place. The proportion of existing compliant monitoring locations (where NO<sub>2</sub> concentrations were within EU limit) was determined from existing data, and then the likely impact of each CAZ class was used to forecast how many of these locations would become complaint with the introduction of a CAZ. The results of this analysis are shown in Figure 3-2 and Figure 3-3. The first graph demonstrates that although the number of compliant monitoring sites increases with each CAZ Class type, a Class D zone is needed to approach compliance. The second graph, which shows the % change in NO<sub>2</sub> concentrations with each CAZ class, demonstrates that class C makes substantial improvements to the NO<sub>2</sub> concentrations although it does not reduce them sufficiently to be achieve compliance.

Figure 3-2: Assessment of compliance at monitoring sites with classes of Clean Air Zone

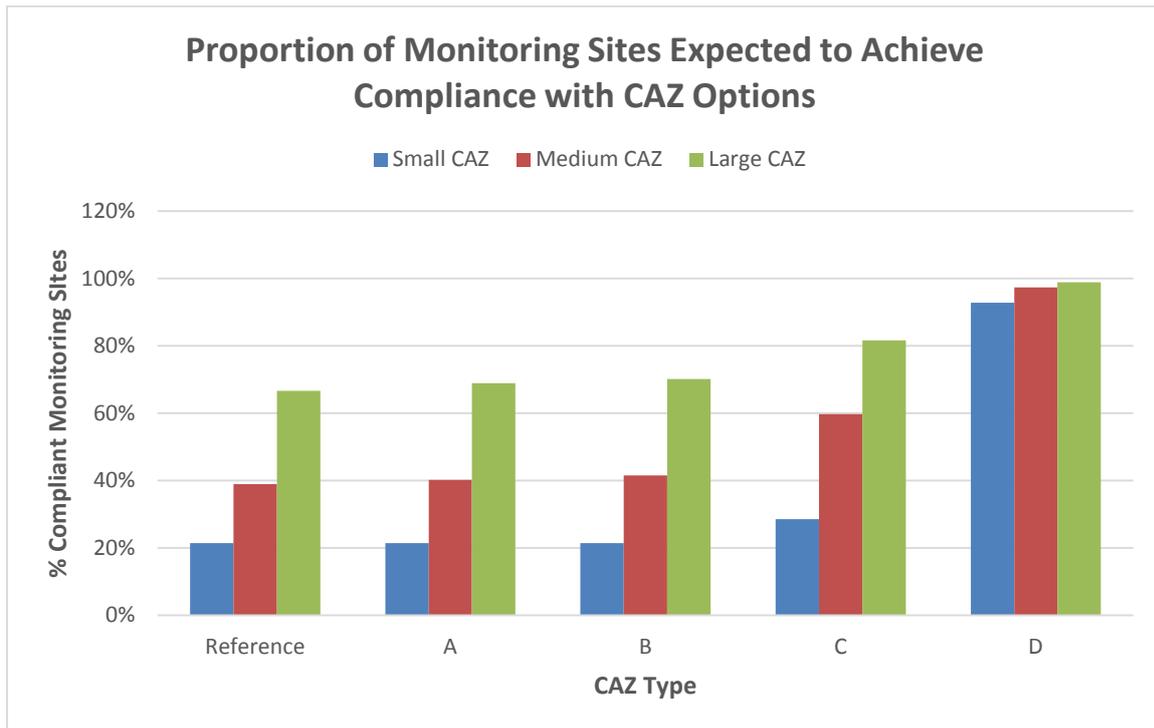
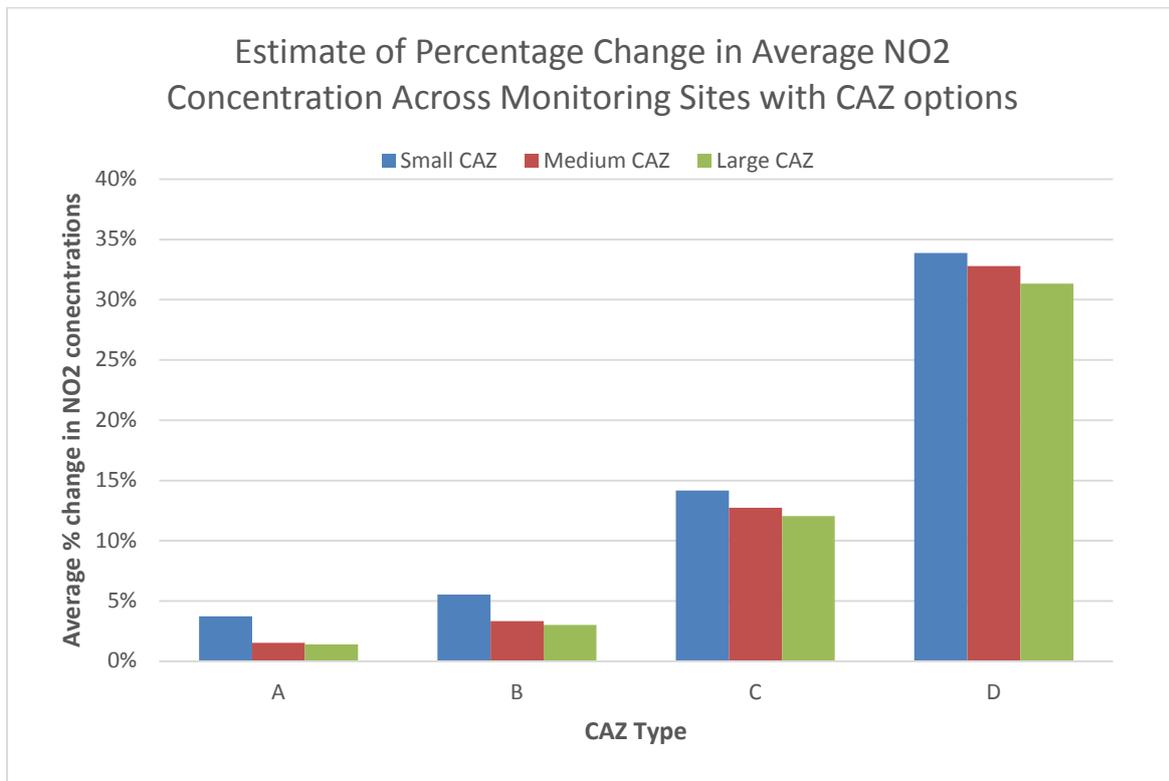


Figure 3-3: Assessment of change in NO2 concentrations at monitoring sites with classes of Clean Air Zone



The best performing options against Evaluation Criteria 1 are Class D zones since these have the greatest potential to achieve compliance at the existing monitoring sites. However, none of the CAZ options assessed are shown to be able to remove all non-compliant measurements, and it should not be assumed that an option shown as 'green' will achieve compliance with the air quality standard across Bristol. Class C zones show significant potential for addressing the Evaluation Criteria but all other classes of CAZ show little potential.

The JTS scheme, option 26, has not been tested explicitly. However, it is anticipated that the reduction in traffic within the congestion charging zone would improve the air quality, but the timescale for its delivery is not sufficiently clear to determine that it could deliver compliance in the 'shortest possible time'.

### **SGC AQMA's**

The impact of a CAZ within the two SGC AQMA's in Kingswood-Warmley and Staple Hill has also been considered. The level of exceedance above the EU limit in these AQMA's is not large in comparison to many measurements in Bristol city centre. It is anticipated that the gradual improvement in the vehicle fleet may mean that these areas achieve compliance by the time a CAZ could be implemented (assumed to be 2019) without local intervention. In addition, the modelling undertaken indicates that a CAZ in central Bristol would impact sufficient trips travelling through the SGC AQMA's to achieve compliance in these areas.

### **3.2.2 Evaluation Criteria 2: Deliver compliance with NO<sub>2</sub> air quality objective outside of CAZ**

This Evaluation Criteria has been set to evaluate the potential for unintended worsening of air quality outside of a CAZ, caused by traffic re-routing to avoid the zone, and the intended improvements of air quality outside of zones, by the cleaner traffic transiting into the zone.

These impacts are anticipated to be most pronounced in a Class D zone and so this Evaluation Criteria has been evaluated for Class D zones using the GBATS4M traffic model. The model enables us to understand the overall impact of a CAZ on NO<sub>x</sub> emissions using the responses set out in the 'Draft UK Air Quality Plan for tackling nitrogen dioxide' May 2017 and Defra's Emissions Factor Toolkit (EFT), with assumptions made as to how non-compliant vehicles up-grade to compliant vehicles. The effect of the responses on vehicle emission patterns is compared with the 'do nothing' scenario in maps in Appendix B for the Small and Medium CAZ geographies.

The Small zone shows reductions in emissions outside of the zone on most links due to improvements in the fleet, but some links show increased emissions due to re-routing of non-compliant vehicles to avoid the zone. The adverse effect of re-routing is less for the Medium zone, and the benefits due to fleet improvements are greater. The implications from these tests are used to evaluate the other classes of zone.

### **3.2.3 Evaluation Criteria 3: Provide equity across different vehicle type and trip purpose**

The assessment of each CAZ option against this Evaluation Criteria has focused on the vehicle types included within the CAZ and the likely trip purposes of these vehicles. Clearly, the more vehicle types included within a CAZ, the greater equity is achieved, and so a Class A CAZ scores poorly in comparison to a Class D.

A Class A zone includes only buses, coaches, taxis and private hire vehicles. This is anticipated to primarily affect leisure trips but also some commuting or business related trips. CAZ Classes B and C include goods vehicles in addition to those included within Class A, and so increase the impact on trips associated with businesses. In particular, the inclusion of LGVs may disproportionately impact small and medium sized businesses who rely on the use of their vehicles to operate their business. A Class D CAZ includes all vehicle types and hence has the most equitable impact.

### **3.2.4 Evaluation Criteria 4: Compliance with Defra Draft CAZ framework**

The 'DfT/Defra Clean Air Zone Framework', May 2017, sets out the classes and standards of CAZ that would be acceptable for implementation. These are summarised in section 2.1 of this report. All CAZ options assessed apply one of these CAZ Classes and as such are in compliance with this part of the Clean Air Zone Framework.

In addition, the Clean Air Zone Framework sets out minimum requirements which any CAZ should meet including the expectation that it should 'be in response to a clearly defined air quality problem, seek to address and continually improve it and ensure this is understood locally'. The Framework also states that 'A Clean Air Zone designed in line with the principles in this framework will give an additional advantage to an authority bidding for competitive central government funding'. Hence, any CAZ which is not in compliance with the minimum requirements reduces the likelihood of central funding being obtained. The compliance of each proposed CAZ geography with this statement has been assessed below.

The large CAZ geography assessed includes substantial parts of Bristol where there are no known air quality exceedances and therefore is not entirely in compliance with the Clean Air Zone Framework minimum requirements. This places an additional risk against this option related to opportunities to obtain central government funding. In contrast, the medium geography is defined by the AQMA boundaries and therefore is clearly in response to an existing air quality problem. Similarly, the smallest geographical boundary is a subsection of the medium one and hence only includes areas where there is an evidenced air quality issue.

#### **SGC AQMA's**

The implementation of a CAZ which includes either of the two AQMA's in South Gloucestershire, at Kingswood-Warmley and Staple Hill, needs separate analysis to determine whether it meets these minimum requirements. These two areas have existing exceedances of NO<sub>2</sub> but they are not significantly above the EU limit and therefore only minor improvements are required for these areas to become compliant with the EU limits. Initial analysis using Defra's EFT suggests that these problems would be resolved naturally, through vehicle upgrades, by the point in time that a CAZ could be implemented (assumed to be 2019). Therefore, it is likely that upon reaching the point of implementation a CAZ that included the SGC AQMA's within its boundary, the CAZ would no longer be in response to a known air quality problem.

## **3.3 Economic Evaluation Criteria**

### **3.3.1 Evaluation Criteria 5: Mitigate financial impact on low income households**

Implementation of CAZ has the potential to disproportionately penalise vulnerable groups in society, depending on the geographic location, scale and the structure of vehicle compliance standards. In line with HM Treasury Green Book recommendations, any public-sector intervention must consider the differential impacts of proposals on vulnerable groups, including low income groups.

For the purpose of this study, low-income groups are defined as those communities in Bristol that fall within the bottom 30% of lower super output areas (LSOAs) nationally in terms of income deprivation. Various indicators reveal that such low-income groups are economically disadvantaged across a number of metrics and could be particularly susceptible to the introduction of CAZ charging.

From an occupational status perspective, residents in low income areas have a higher tendency (38%) to work in unskilled professions/low income occupations (e.g. administrative, primary activities, sales). This is significantly higher than the proportion of residents working in similar occupations across the rest of Bristol/South Gloucestershire (25%). The reverse is the case for high value occupations (e.g. managerial, senior, associate occupations), with 31% of residents in low income areas employed in such occupations compared to 46% elsewhere. The contrast between low and high value jobs undertaken by residents within the low-income areas and residents outside is demonstrated in the Figures C.1 and C.2 in Appendix C to this report.

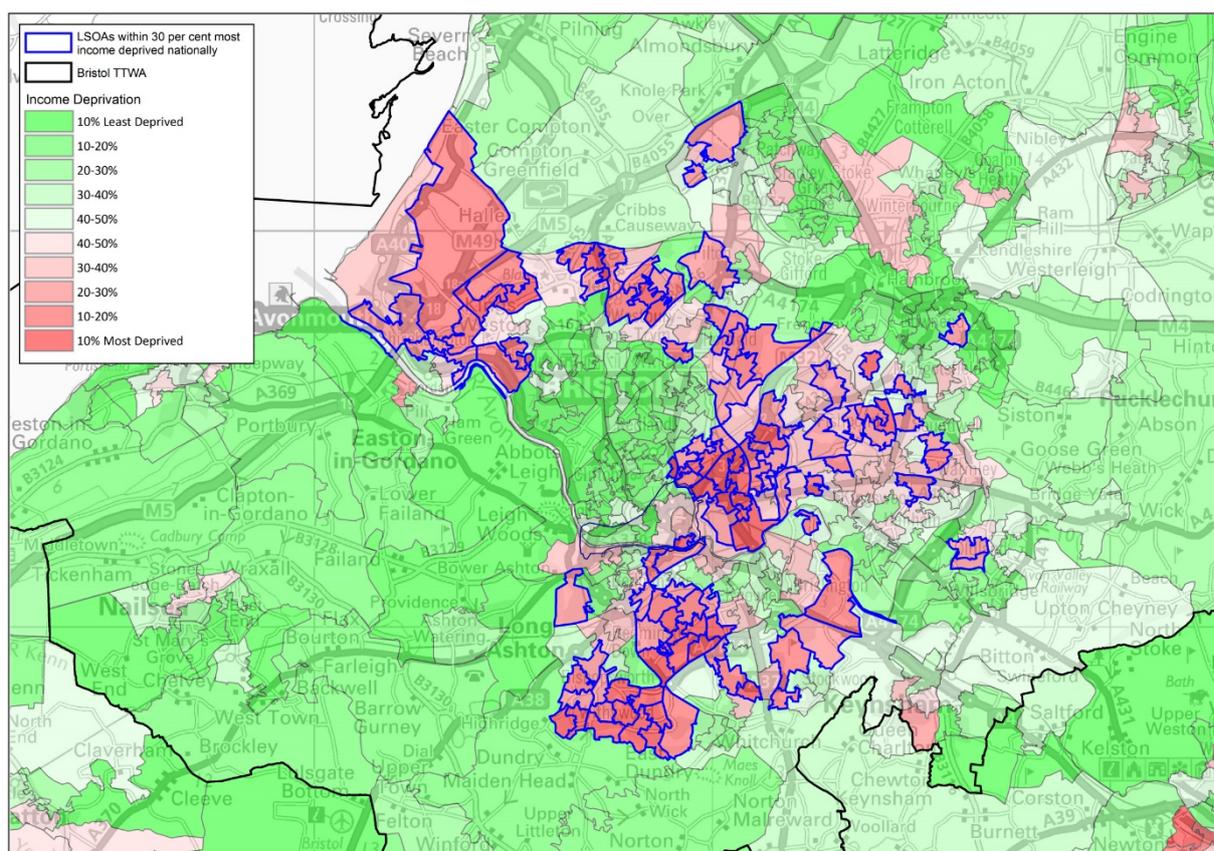
At the same time, a disproportionately high number of residents in low-income areas are employed in the transport and construction industries (5% and 8% respectively, compared to 4% and 7% for residents across other areas in Bristol and South Gloucestershire). This is demonstrated in Figure C.3 appended to this report. Employees in these sectors typically require access to or use of a vehicle to perform day-to-day tasks. This increases their exposure to public health issues resulting from emissions but also implies they are more likely to be exposed to CAZ charges, particularly if working for small businesses or as self-employed workers which is common in the transport and construction sectors.

Further, Journey to Work data reveals 51% of all commuting trips from low-income areas are made as car drivers, rising to 58% when taxi and car passenger modes are also included. This implies a significant proportion of commuters from low-income areas could be exposed to CAZ charges. Figure C.4 appended to this report demonstrates that some low-income areas provide a significant number of car driver commuters to Bristol city centre specifically.

In light of these indicators, it is appropriate to consider the differential impacts of the various CAZ options on low income groups in particular.

The primary focus of equality and social inclusion is around how affordable the scheme will be for low income groups in Bristol and South Gloucestershire. Firstly, the distribution of low income groups in Bristol has been determined through analysis of the Indices of Multiple Deprivation (2015) 'Income Domain' to demonstrate which CAZ geographies incorporate specific concentrations of income-deprived communities. Figure 3-4 maps the distribution of low income households, and demonstrates that whilst Bristol and the wider West of England region is considered to be a relatively affluent location in the UK, there are significant areas with high levels of income deprivation, particularly to the north and north west of Bristol City Centre and South Bristol in general. Indeed, 39% of all LSOAs in Bristol fall within the bottom 30% of LSOAs nationally, based on income deprivation. These areas lie within the 'Medium' and 'Large' CAZ geographies, suggesting that a higher proportion of low-income households are likely to be affected by these options that propose wider boundaries.

Figure 3-4: Distribution of low-income households across Bristol and the West of England (source: Indices of Multiple Deprivation, 2015)



Where low-income groups are disproportionately exposed to a CAZ, residents may suffer from affordability issues. Affordability issues are likely to be a material factor under Class D CAZ options, as a significant proportion of private vehicles will not be compliant with CAZ rules under such conditions and will therefore be charged.

Analysis of car ownership and fleet statistics in low-income areas reveals that a high proportion, 37%, of households do not own a car, compared to 23% across Bristol and South Gloucestershire as a whole and 18% in the non-low income areas. That said, for those households in low-income households that do own a car, 69% of vehicles are not compliant with the Class D regulations for the clean air zones (i.e. Euro 4+ Petrol, Euro 6 Diesel). The prevalence of non-compliance is significantly higher in low-income areas than in other areas of Bristol/South Gloucestershire, as highlighted in Figure C.5 appended to this report. This suggests that car owners in the low-income areas are more likely to be impacted by CAZ proposals as their vehicles would not be compliant with standards. Moreover, those within the low-income areas may not be able to afford to purchase a compliant vehicle. Therefore, existing car owners in low-income areas are likely to be disproportionately penalised by CAZ proposals.

These findings are borne out by 2011 Census data reported in Table 3-1 which demonstrates that the quantum of low-income households who own cars increases in absolute terms and as a proportion of all car-owning households as CAZ geographical boundaries extend. This suggests that more low-income households could suffer from affordability issues under options that propose a wider geographical extent for the CAZ.

Table 3-1: CAZ impacts on low-income households, car ownership patterns

Geography	All Hholds	All Hholds with Cars	Total Low Income Hholds	Low-Income Hholds with cars	As % of All Low Income Hholds	As % of All Hholds with Cars
Small CAZ	53,189	34,898	15,355	8,898	58%	25%
Medium CAZ (Bristol)	203,395	158,356	77,642	56,798	73%	36%
Medium CAZ (Combined)	231,971	184,666	92,116	69,752	76%	38%
Large CAZ	599,088	516,277	257,032	210,794	82%	41%

Similar patterns are found when analysing journey to work data for low-income groups in Bristol. The quantum of low-income commuters who travel to work as car drivers increases in absolute terms and as a proportion of all car-owning households as CAZ geographical boundaries extend. As above, this suggests that more low-income households could suffer from affordability issues surrounding the commuting patterns under options that propose a wider geographical extent for the CAZ.

Table 3-2: CAZ impacts on low-income households, journey to work patterns

Geography	Low-Income JtW: All Modes	Low-Income JtW: Car Drivers	Low Income JtW: Car Driver Mode Share	BCC/SGC JtW: All Modes	BCC/SGC JtW: Car Drivers	BCC/SGC JtW: Car Driver Mode Share
Small CAZ	531	147	28%	5,888	1,541	26%
Medium CAZ (Bristol)	21,663	7,997	37%	52,322	19,300	37%
Medium CAZ (Combined)	22,522	8,537	38%	62,962	26,728	42%
Large CAZ	74,727	38,324	51%	290,966	160,430	55%

As a result, the best performing options from the perspective of minimising equality and social inclusion issues are those options which propose a smaller geography and those options that do not seek to extend the CAZ charge to private vehicles (i.e. all Classes other than D).

Option 26 performs poorly as a workplace parking levy and congestion charge does not differentiate between road users' ability to pay and that could have wide geographic coverage affecting a large number of vulnerable, low-income households.

### 3.3.2 Evaluation Criteria 6: Improve health of low income households

To evaluate the effect of reduced emissions on public health, the annual emissions of NOx within each CAZ was assessed to understand the potential for reductions in ambient concentrations and human exposure. Options which cover a larger geographical area, and restrict a greater proportion of the vehicle fleet, will provide the greatest benefits in terms of public health. However, the analysis in the previous section of this report highlights that low-income households are likely to be disproportionately exposed to pollutants due to the types of vehicles they drive, the locations in which they live and the type of jobs that they undertake. To capture this impact, the public health effects of each option on low income households has been assessed separately to general public health impacts.

### 3.3.3 Evaluation Criteria 7: Economic effect

A CAZ has the potential to have significant impacts on Bristol's economy. Evidence from congestion zones and other forms of charging in other locations (e.g. London) suggest that implementation of such schemes can have a range of positive and negative implications on local economies. Overall, London's experience with its congestion zone suggests a broadly neutral impact of the scheme on economic and business activity once all positive and negative effects are combined. Given the complex economic impacts reported elsewhere and the distinct range of options proposed for Bristol's CAZ, it is appropriate to consider how each option could complement or weaken the local economy in Bristol.

Two broad types of economic impacts are considered in this assessment:

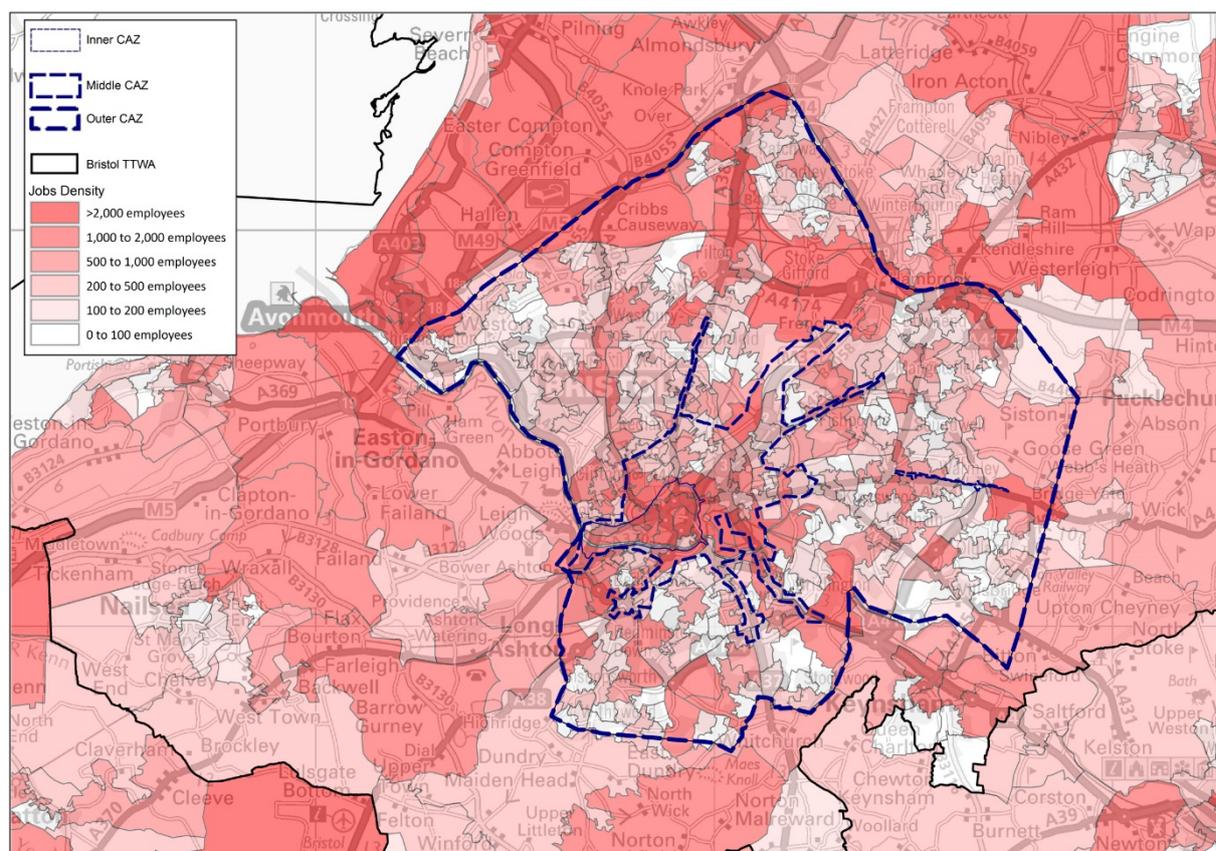
- Transport economic efficiency impacts: related to journey time, delay and reliability enhancements.
- 'Real' Economy Impacts: related to safeguarding existing economic activity and promoting economic development to unlock new additional economic activity.

Transport economic efficiency analysis is typically undertaken as part of conventional WebTAG-compliant economic appraisal for transport business cases. For this project, such detailed analysis is not proposed until short-listed options are taken forward to the next stage. Therefore, to inform the shortlisting process, a high-level review of modelling outputs describing network-wide performance under each option has been undertaken to identify which options have the potential to support enhancements to transport economic efficiency most significantly. This review, combined with CH2M's professional experience, indicates that vehicle delay/journey times/congestion would be lowest where the CAZ is implemented over the widest geographical area. Similarly, these metrics are likely to be most favourable where a wider definition of vehicles are subjected to CAZ charging. The volume of traffic and non-compliant road-users would increase as geographic scale and types of vehicle targeted increases. As such, options with wider coverage would have the largest impact in terms of reducing congestion and improving journey times, vehicle delay and reliability.

'Real' economy impacts relate to change in metrics such as the number of jobs and gross value added (GVA), which are key indicators of economic activity and economic growth. Such impacts are increasingly being considered within the strategic case of transport business cases rather than being formally incorporated into DfT-compliant economic appraisals. The assessment of potential real economy impacts across CAZ options is underpinned by the assumption that implementation of CAZ could reduce the attractiveness of Bristol as a location to work and do business.

Figure 3-5 presents the distribution of jobs across Bristol and the wider West of England sub-region. The mapping demonstrates high concentrations of employment in Bristol City Centre, which will feature in all CAZ geographical extents. Further, there is a high density of jobs in the North Fringe which features in the large CAZ area only, and there are other significant, localised areas of high employment distributed across the sub-region which feature prominently in the medium and large CAZ areas.

Figure 3-5: Distribution of employment across Bristol and the West of England (source: Business Register and Employment Survey, 2015)



Within this context, it is unsurprising that the scale of existing economic activity potentially affected by CAZ boundaries increases with geographic coverage of CAZ, as shown in Figure 3-2. The analysis demonstrates that nearly all economic activity in Bristol local authority area and a significant portion of economic activity in South Gloucestershire could be affected by implementation of the CAZ.

Table 3-3: Summary of jobs and GVA within each geographical boundary

Geography	Jobs	GVA (per annum)
Small CAZ	57,595	£3,456,726,563
Medium CAZ (Bristol)	139,025	£7,932,400,889
Medium CAZ (Kingswood-Warmley)	7,985	£412,270,472
Medium CAZ (Bristol & Kingswood-)	147,010	£8,344,671,360
Large CAZ	324,275	£17,428,759,142

Further, a number of strategic development sites feature in the Large CAZ geographical area, including Filton Enterprise Area, Emersons Green Enterprise Area and Temple Quarter Enterprise Zone. Whilst the latter site also features in the Small and Medium CAZ areas, Filton and Emersons Green only feature in the Large CAZ. In addition, the nature of proposed activity at Filton and Emersons Green (including hi-tech manufacturing) means users of these sites will be more susceptible to CAZ charging, particularly HGVs and LGVs supporting business operations at these sites.

Taken together, this evidence suggests that from a 'real' economy impacts perspective, those options which propose a tighter geographical boundary and minimise the potential for vehicle non-compliance are likely to pose less of a threat to existing and future economic activity in Bristol.

As noted, the case study evidence from London suggests that the net effect of congestion charges and similar interventions on economic activity is neutral overall. This is borne out in the high level analysis above, which suggests there may be a trade-off between transport economic efficiency impacts and 'real' economy impacts, with those options that induce improvements to transport economic efficiency potentially putting 'real' economy metrics (jobs/GVA) at risk and vice versa. In effect, schemes with a wider geographical coverage and wider definition of vehicles subject to the CAZ charging could lead to most beneficial impacts in terms of journey time savings but the most detrimental impacts from an employment and GVA uplift perspective. Conversely, schemes with a narrow geographical coverage and narrow definition of vehicles subject to the CAZ will have more limited positive effects on journey times and congestion, but a more limited negative impact on the attractiveness of Bristol as a place to do business also.

Stronger conclusions can be drawn regarding Option 26. In addition to a congestion charge, this option proposes a workplace parking levy which could be highly unattractive to existing and prospective businesses and may not be well received by current and potential future employees who would perceive the levy as an additional charge.

This conclusion appears to be stronger than findings of recent reports into the impact of implementing a Workplace Parking Levy. For example, Atkins (2017) technical note on 'Options for Fiscal Measures' in the West of England, building on Mott MacDonald's 2016 study in Bath, concluded that a Workplace Parking Levy would have a relatively limited impact on traffic demand because most employers would not pass the charge on to their staff. This analysis assumes that total travel demand is fixed meaning schemes such as a workplace parking levy would result in mode shift rather than a reduction in travel demand.

However, a workplace parking levy would act as an additional financial burden for the business community. This burden would either be digested internally by businesses, passed on to employees or passed on to consumers. Therefore, the levy is likely to have a detrimental impact on economic activity as either businesses, employees or consumers will incur additional costs. From a business perspective, these additional costs could reduce the attractiveness of the business environment in Bristol. The additional burden may deter business entry to an affected area or catalyse business exit, which would have subsequent impacts on economic activity. Similarly, employees and consumers might choose to work/consume in other locations to avoid the imposition of the workplace parking levy. Therefore, it is possible that a levy could reduce travel demand rather than just encouraging mode shift, meaning the quantum of economic activity is reduced in affected areas.

Therefore, in comparison to the CAZ options, option 26 achieves a low score in terms of maximising benefit to the economy.

### **3.3.4 Evaluation Criteria 8: Improve public health**

There are two core elements to the assessment of public health impacts:

- Impacts associated with changes in air quality/emissions;
- Impacts associated with mode shift to sustainable travel modes.

To evaluate the effect on public health with reductions in emissions, the exposure to air pollutants (NO<sub>2</sub> and PM<sub>10</sub> and PM<sub>2.5</sub>) are assumed to be directly related to the gross emissions from vehicles. Health experts now believe that there is no threshold for harm from NO<sub>2</sub> and particulate matter and hence the EU limit has less significance here. Improvements in public health are anticipated with reduced emissions regardless of compliance with the legal standard. To evaluate the options, the annual emissions of NO<sub>x</sub> within each CAZ was assessed to understand the potential for reductions in ambient concentrations and human exposure. Options which cover a larger geographical area, and restrict a greater proportion of the vehicle fleet, will provide the greatest benefits in terms of public health.

The health impacts associated with mode shift have been estimated based on transport modelling outputs which predict the extent of mode shift to sustainable transport induced across each option. In particular, the analysis focusses on mode shift to walking and cycling, which has positive health impacts by increasing physical activity, resulting in reduced risk of premature death and reduced absenteeism from work. The scale of uplift in these modes can act as a proxy for the health impacts of an option, with greater uplift in walking and cycling associated with greater health impacts.

The transport modelling demonstrates that those options with wider coverage in terms of geographic extent and inclusion of vehicle types (i.e. Large CAZ and Vehicle Class D options), will achieve the greatest level of mode shift to walking and cycling. This is because greater volumes of traffic will be affected by CAZ under these conditions, inducing a greater degree of mode shift.

## 3.4 Commercial Evaluation Criteria

### 3.4.1 Evaluation Criteria 9: Delivery timescale risks of procurement

A significant commercial risk for a CAZ is the ability to deliver an effective service for monitoring and managing of the CAZ within a defined timescale. This risk exists for all proposed CAZ options and relies upon adopting a suitable approach to design, procurement, supplier selection and implementation of the chosen solution. Currently, monitoring of a CAZ can only be done effectively through the use of technology, specifically that which identifies the vehicle registration mark (VRM, commonly known as the 'number plate') of all vehicles entering and/or moving within the CAZ.

The procurement approach for the CAZ (e.g. open tender) is likely to be the same, or similar, regardless of the chosen CAZ option. The key determining factors for risks related to procurement and installation of a CAZ system within the identified timescale are the number of ANPR cameras required and the associated signage and road markings to be installed. The central system, being largely unaffected by the extent of the CAZ, is less of an issue in terms of deliverability. The larger the number of ANPR cameras needed, and the greater volume of signage required, the longer time period will be needed for:

- CAZ system designers to determine locations and provide designs for each boundary and intra-zone ANPR camera and all associated road signage and road markings;
- CAZ system supplier(s) to manufacture and supply the ANPR cameras;
- CAZ system supplier(s) (or the camera installer(s), if different) to install, test and commission the cameras;
- road signage suppliers to manufacture and supply the required signage; and
- civils works contractors to install signage and road markings, as well as any other associated physical changes to the road network (e.g. road/junction realignment, barriers).

Each of the identified CAZ areas was examined to determine the extent of roadside equipment (i.e. ANPR cameras) and road signage/markings needed to provide effective monitoring of vehicles entering and moving within the CAZ and to ensure that drivers were made aware when they were about to enter the CAZ or were inside it. As the central system is largely unaffected by the different scale of each CAZ, it was assumed that the same central system would be used in all cases.

A direct correlation was then made between the volume of cameras and road signage/markings needed and the delivery risk (red/amber/green) whereby the greater the volume needed, the greater the risk.

It was determined that the small CAZ required the lowest volume of cameras and road signage/markings from all options and therefore carries the lowest delivery risk. In comparison, both the medium and large zones require a considerable volume of cameras and road signage/markings and therefore carry a considerably higher delivery risk.

Nonetheless, the small CAZ still requires a notable volume of ANPR cameras, and the design of each ANPR camera and signage/lining location could take some time to determine for these zones. A delivery risk exists for all proposed CAZ options - albeit to different degrees depending on the size of CAZ area - such that the CAZ may not be fully covered by ANPR cameras by the time that it is scheduled to commence operation. This would result in fewer contravening vehicles being identified as well as the potential for deliberate avoidance of the cameras, thus reducing the effectiveness of the CAZ in reducing emissions. The only alternative would require a delay to commencement of CAZ operations in order to implement all required ANPR cameras.

## **3.5 Financial Evaluation Criteria**

### **3.5.1 Evaluation Criteria 10: Likelihood of revenue equating to implementation/operational costs**

Defra's Clean Air Zone Framework states that the level of charging for a CAZ should not be set in order to raise revenue, however any excess revenue above the costs of operation should be 're-invested to facilitate the achievement of local transport policies and these should aim to improve air quality and support the delivery of the ambitions of the zone'. This Evaluation Criteria focuses on the likelihood of raising sufficient revenue to cover implementation costs, including operational costs, but it is acknowledged that any additional revenue could be used to support sustainable transport initiatives or measures which reduce vehicle emissions.

Testing affordability of CAZ requires understanding the revenue potential of various options considered and comparing these with likely capital and operational costs. Detailed revenue modelling has not been undertaken yet, but CH2M's professional experience suggests that potential revenue would be highest where the CAZ is implemented over the widest geographical area and encompasses the widest definition of vehicles which are subjected to CAZ charging. This is likely to be because the volume of traffic and non-compliant road-users would increase as geographic scale and scale of vehicle types targeted increases.

The capital and operational costs for implementing the CAZ are primarily driven by size of the geography, with larger charging zones envisaged to have higher implementational and annual operational costs. These costs are not expected to be sensitive to the vehicle categories since enforcement would be required across the same geographic coverage regardless of the CAZ Class. In addition, relative to their geographic scale and vehicle coverage, similar costs will be incurred for both charging and non-charging options to properly enforce the CAZ. Whilst the purpose of the equipment installed under charging options will be to enforce the charge, the focus under non-charging options is to enforce the change in vehicle type established through quality partnerships and licensing agreements.

Considering the flows and revenue potential, the option with smallest geography and all vehicle categories appears to have the largest potential to recover capital and ongoing costs. This suggests that the option could be affordable and financially viable. Due to considerably higher capital and operational costs for options which cover larger geographies, their financial viability is reduced even when all vehicle categories are included.

Excluding vehicle categories from charging mechanisms, which would reduce the potential revenue, also reduces the affordability of option with smallest geography. In case of larger geographies, such exclusions could make options financially unviable, where the council would not be able to recover all capital and operational costs through the proposed charging mechanism. On a similar note, all non-charging options, with no revenue potential, would be financially unviable.

### **3.5.2 Evaluation Criteria 11: Upfront capital required for scheme**

The number and location of ANPR cameras is critical to the effective monitoring and identification of vehicles entering and moving within the CAZ. This requires an ANPR camera at each point of entry into the CAZ (referred to herein as the "boundary camera") as well as ANPR cameras within the CAZ (referred to herein as an "intra-zone" camera) to identify those vehicles that move within the CAZ and thus will not be detected by the boundary cameras.

The CAZ options assessed vary in the size of geographical area covered and in the type of vehicles that charges apply to (e.g. buses, HGVs, LGVs). Vehicle type is not considered a key factor in determining the type and scale of a CAZ system, as the same number and type of ANPR cameras would need to be located within the CAZ in order to identify those that are non-compliant. The key factor in determining the scale of a CAZ system is the nature and extent of the road network entering and bounded by the CAZ. The more entry points into the CAZ, the more boundary cameras are required to provide vehicle monitoring; similarly, the more complex the road network within the CAZ, the more intra-zone cameras are needed to capture vehicles moving within it.

Besides ANPR cameras, consideration has been given to costs associated with road signs, road markings, back-office operational costs, maintenance, communication links, power supply and publicity requirements. The number of ANPR cameras required, and the associated costs related to road signage and road markings, make up a significant proportion of the overall cost of a CAZ and these elements are heavily influenced by the geographic size of the CAZ. All other aspects of the cost generally remain similar irrespective of CAZ scale. Hence, the number of ANPR cameras is the most critical factor in determining the total capital required for a CAZ.

Each of the identified CAZ areas was examined to determine the extent of roadside equipment (i.e. ANPR cameras) and road signage/markings needed to provide effective monitoring of vehicles entering and moving within the CAZ and to ensure that drivers were made aware when they were about to enter the CAZ or were inside it.

The method for determining the number and location of ANPR cameras for each CAZ was based on a desktop (Google Earth©) analysis of the road network and analysis of link flow. To establish the number of boundary cameras all roads entering the CAZ boundary were identified and the number of cameras required was determined based on the number of traffic lanes that needed to be monitored.

Establishing the number of intra-zone cameras had to be undertaken from a more holistic view point since the larger zones would require extensive analysis to properly identify all locations where a camera is required. Where possible, such as in the small CAZ, a straightforward process was used to identify key locations where the majority of intra-zone movements can be captured. For the medium and large zones a simple correlation was made between the traffic flow of road links within the CAZ and the number of ANPR cameras estimated to monitor each link. It was assumed that only those links with an AADT (Annual Average Daily Traffic) flow exceeding 6,800 vehicles, reflecting the links carrying the highest quartile of AADT flow, would require intra-zone cameras.

A summary of the approximate number of ANPR cameras required and anticipated level of costs for each geographic scope of CAZ is provided below in Table 3–4.

*Table 3-4: Summary of ANPR cameras required and approximate capital costs*

	<b>Number of ANPR Cameras</b>	<b>Approximate Capital Cost</b>
Small CAZ	146	£5m - £10m
Medium CAZ	1091	£50m - £60m
Large CAZ	2734	£100m - £150m

Depending on boundary of the final recommended option, it may be necessary to implement some additional traffic management to restrict alternative movements around the CAZ. The level of work required, and associated costs, are unknown at this stage.

Based on this analysis it is expected that the largest zone would require significantly larger upfront investment from BCC/SGC to implement a CAZ compared to the medium and small geographies. The increase in cost as the geography widens is unlikely to be proportional to the scale of the improvement in terms of concentration levels.

### **3.5.3 Evaluation Criteria 12: Risk of financial penalty to the Council/s**

This Evaluation Criteria captures the potential risk that financial penalties could be enforced by the EU on the UK government in response to ongoing exceedances of the legal limit of NO<sub>2</sub>. This risk is minimised by options which improve the concentrations within Bristol to below the legal limits.

Analysis undertaken has demonstrated that it is unlikely that any of the options assessed will be sufficient to rectify exceedances in all locations. However, CAZ Class D has the highest potential to achieve compliance and this reduces as vehicle types are removed from the CAZ (in Classes C through to A). The small geography assessed is unlikely to reduce this risk significantly since there are a number of known exceedances outside of the boundary where concentrations would not be significantly reduced by the CAZ. The large and medium geographies include all known exceedances and so have a greater potential to reduce this risk.

## **3.6 Management Evaluation Criteria**

### **3.6.1 Evaluation Criteria 13: Public acceptability**

To date, very little public engagement or consultation exercises have been undertaken in relation to implementing a CAZ in Bristol. Hence the scoring of each option against this Evaluation Criteria has been undertaken by assessing the likely response from the public based on the proportion of the population included within the CAZ, and the types of vehicles and trips impacted by the CAZ. Particular focus has been given to the impact on businesses (discussed in section 3.3.2) and low income areas (discussed in section 3.3.1).

CAZ options which exclude HGV, LGV and car trips have a minimal impact on businesses and also on low income groups and so are likely to be the most well received by the public. Those options which include car trips, Class D, are anticipated to provoke the strongest public reaction.

The large CAZ geography covers the majority of the city, and so includes the greatest proportion of the population increasing the potential for public opposition. It also has the highest potential to impact on low income groups and businesses since its wide geographic coverage incorporates a larger number of both.

The public acceptability of the JTS scheme has been judged based on the responses to the JTS public consultation which included a question regarding using financial incentives to manage demand and raise funds to deliver the JTS vision. The question was worded in a fairly technical manner which may account for the 30% of 572 participants who responded as 'neither agree or disagree' with the proposal. Of the remaining participants 40% responded positively and 30% responded negatively. Relative to other CAZ options, the JTS scheme is likely to be poorly received since it directly targets businesses through the workplace parking levy, and applies to all vehicle types driving through the centre of Bristol.

### **3.6.2 Evaluation Criteria 14: Political acceptability**

Politicians are elected to represent the public in local and national government. As such, the political acceptability of a CAZ scheme is intrinsically linked to the public acceptability. However, there is mounting pressure on the UK government to tackle the issue of air quality in the UK and particularly in urban areas where the associated damage to public health is most pronounced. The 'Draft UK Air Quality Plan for tackling nitrogen dioxide' May 2017, places much of the responsibility for implementing measures to effectively reduce concentrations of harmful pollutants in the hands of local authorities. In addition, in November 2016 a motion was proposed by the Green party at the full Council meeting entitled 'Clean air now for Bristol' which promoted urgent action to tackle air quality including the implementation of a Clean Air Zone in Bristol. This motion was passed, indicating some local political acceptance of the need for a Clean Air Zone and its urgent implementation. In addition, a petition entitled 'Let Bristol Breathe Clean Air' accumulated 4370 signatures by May 2017, well above the limit of 3,500 after which a full council debate can be requested. The petition included reference to the implementation of CAZs in other cities and stated that 'Bristol should not be left behind'.

Accounting for all these elements, it is anticipated that those schemes most likely to accumulate public acceptance may be better received by local politicians.

### **3.6.3 Evaluation Criteria 15: Mobilisation period**

BCC and SGC anticipate implementing a CAZ in 2019 in order to achieve compliance with the EU limit value for annual mean nitrogen dioxide in the shortest time possible. It is likely that the challenges associated with designing and implementing the large CAZ geography would make this a difficult target to achieve. Comparatively, the implementation of the small and medium CAZ geographies would be simpler, though not without challenges within this timeframe.

The JTS scheme is anticipated to be implemented in 2020 at the earliest.

## Summary and Recommendations

### 5.1 Summary of RAG Assessment

A summary of the RAG scoring for each Evaluation Criteria is provided in Table 5-1 overleaf.

The following numerical values have been allocated to each RAG score;

- Dark Blue - 1
- Mid Blue- 2
- Light Blue - 3

The following numerical values have been allocated to the priority of each Evaluation Criteria;

- Very High priority - 4
- High priority - 3
- Medium priority - 2
- Low priority - 1

An overall score for each option has been calculated by multiplying the RAG score allocated to each Evaluation Criteria with the priority score and summing across all Evaluation Criteria. The overall score for each option is provided in the final row of Table 5-1 overleaf.

Table 5-1: Summary of RAG scoring for all Options

Cases	ID	Evaluation Criteria	Option																									
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26
Strategic	1	Deliver compliance with NO2 air quality objective within CAZ in the shortest possible timescales	Dark Blue	Dark Blue	Dark Blue	Blue	Light Blue	Dark Blue	Dark Blue	Dark Blue	Blue	Light Blue	Dark Blue	Dark Blue	Dark Blue	Blue	Light Blue	Dark Blue	Dark Blue	Dark Blue	Blue	Light Blue	Dark Blue	Dark Blue	Dark Blue	Blue	Light Blue	Dark Blue
	2	Deliver compliance with NO2 air quality objective outside of CAZ	Blue	Blue	Blue	Light Blue	Light Blue	Blue	Blue	Blue	Light Blue	Light Blue	Blue	Blue	Blue	Light Blue	Blue	Blue	Blue	Blue	Light Blue	Blue	Blue	Blue	Blue	Blue	Dark Blue	Dark Blue
	3	Provide equity across different vehicle types and trip purposes	Dark Blue	Dark Blue	Dark Blue	Blue	Light Blue	Dark Blue	Dark Blue	Dark Blue	Blue	Light Blue	Dark Blue	Dark Blue	Dark Blue	Blue	Light Blue	Dark Blue	Dark Blue	Dark Blue	Blue	Light Blue	Dark Blue	Dark Blue	Dark Blue	Blue	Light Blue	Dark Blue
	4	Compliance with Defra Draft CAZ framework	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Light Blue	Light Blue	Light Blue	Light Blue	Light Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Light Blue	Light Blue	Light Blue	Light Blue	Light Blue	Light Blue
	5	Mitigate financial impact on low income households	Light Blue	Light Blue	Blue	Blue	Dark Blue	Light Blue	Light Blue	Blue	Blue	Dark Blue	Light Blue	Light Blue	Blue	Blue	Dark Blue	Light Blue	Light Blue	Blue	Blue	Dark Blue	Light Blue	Light Blue	Light Blue	Light Blue	Blue	Light Blue
	6	Improve health of low income households	Light Blue	Dark Blue	Dark Blue	Blue	Blue	Blue	Dark Blue	Dark Blue	Blue	Blue	Blue	Dark Blue	Dark Blue	Blue	Blue	Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Blue				
	7	Economic effect	Blue	Blue	Dark Blue	Dark Blue	Dark Blue	Blue	Blue	Blue	Dark Blue	Dark Blue	Blue	Blue	Blue	Dark Blue	Dark Blue	Blue	Blue	Blue	Dark Blue	Dark Blue	Light Blue	Light Blue	Blue	Blue	Dark Blue	Dark Blue
	8	Improve public health	Light Blue	Dark Blue	Dark Blue	Blue	Blue	Blue	Dark Blue	Dark Blue	Blue	Blue	Blue	Dark Blue	Dark Blue	Blue	Blue	Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Blue				
Commercial	9	Delivery timescale risks of procurement	Dark Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Light Blue	Light Blue	Light Blue	Light Blue				
Financial	10	Likelihood of revenue equating to implementation/operational costs	Dark Blue	Dark Blue	Dark Blue	Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Blue	Light Blue	Light Blue
	11	Upfront capital required for scheme	Dark Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Light Blue	Light Blue	Light Blue	Light Blue	Light Blue	Light Blue				
	12	Risk of financial penalty to the Council/s	Dark Blue	Dark Blue	Blue	Blue	Light Blue	Dark Blue	Dark Blue	Blue	Blue	Light Blue	Dark Blue	Dark Blue	Blue	Blue	Light Blue	Dark Blue	Dark Blue	Blue	Blue	Light Blue	Dark Blue	Dark Blue	Dark Blue	Dark Blue	Blue	Dark Blue

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Economic



## 5.2 Recommendations

Based on the analysis provided within this report, and the overall scores resulting from the RAG assessment, the following four CAZ options are recommended to be taken forward for more detailed investigation in the next stage of the feasibility study;

- Option 9 – Medium (BCC AQMA) geography, CAZ Class C
- Option 10 – Medium (BCC AQMA) geography, CAZ Class D
- Option 24 – Small geography, CAZ Class C
- Option 25 – Small geography, CAZ Class D

# Appendix A: NO2 Measurements

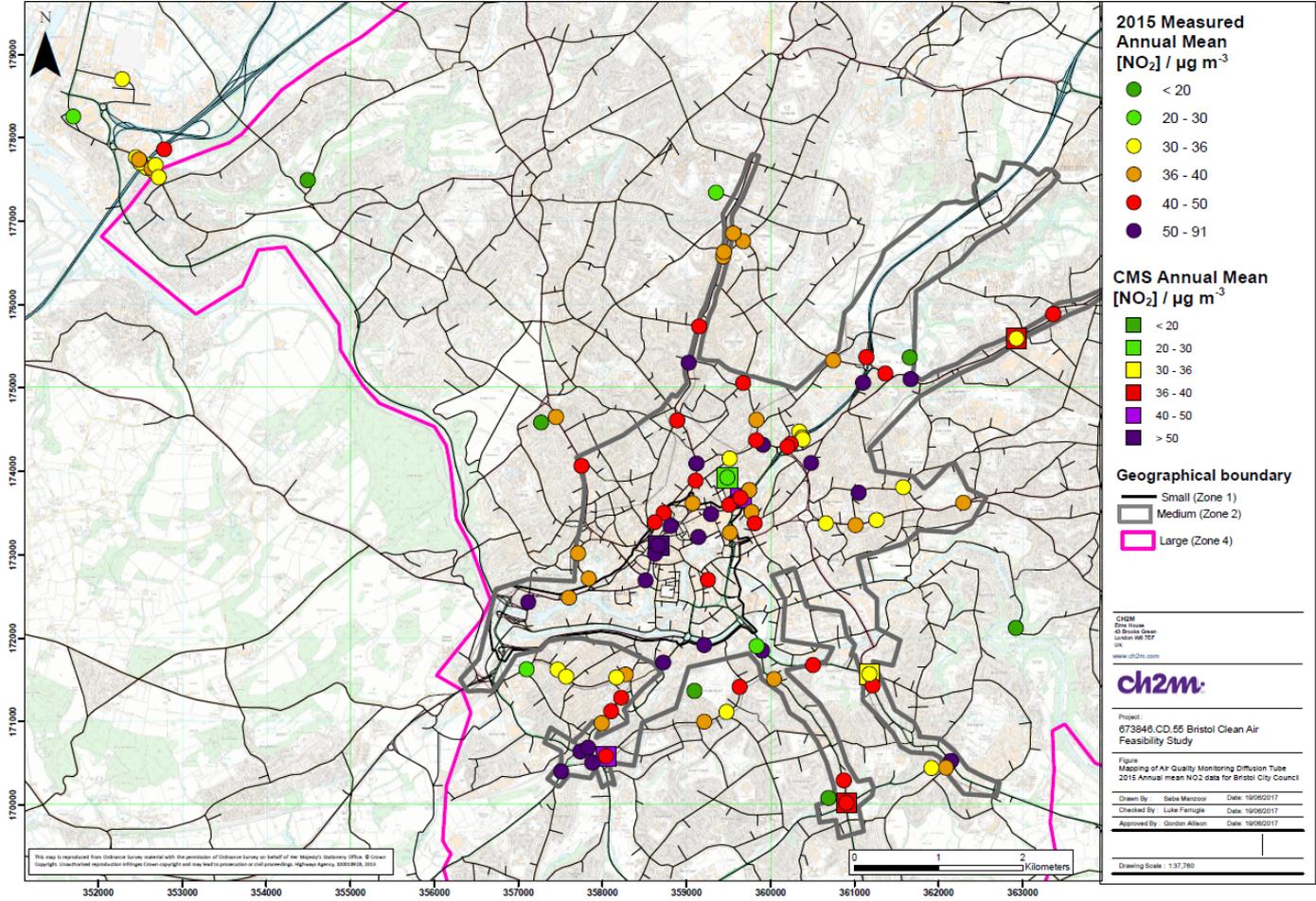


Figure A1. NO2 in Bristol: 2015

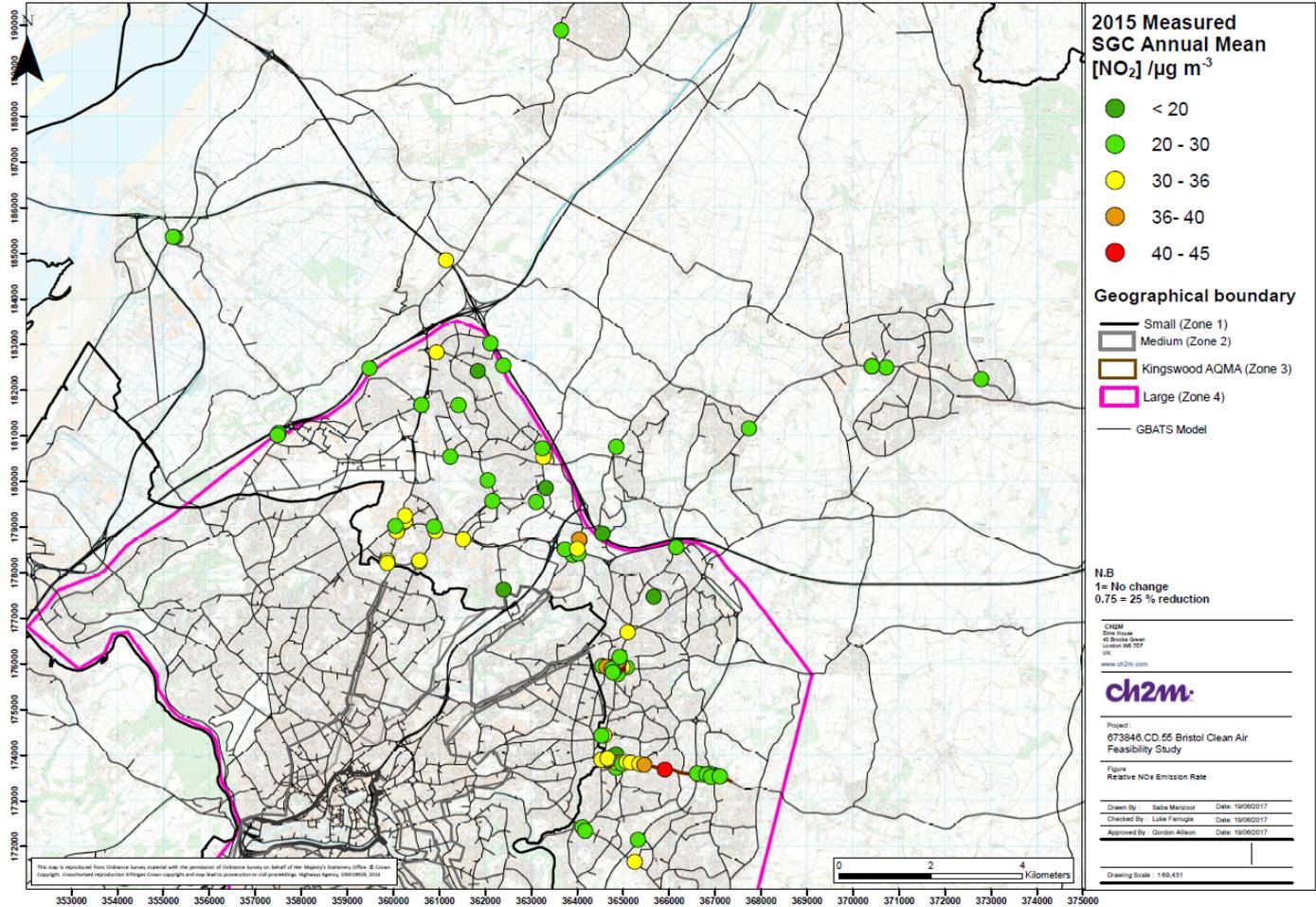


Figure A2. NO2 in South Gloucestershire: 2015

# Appendix B: Changes in emissions from CAZ class D

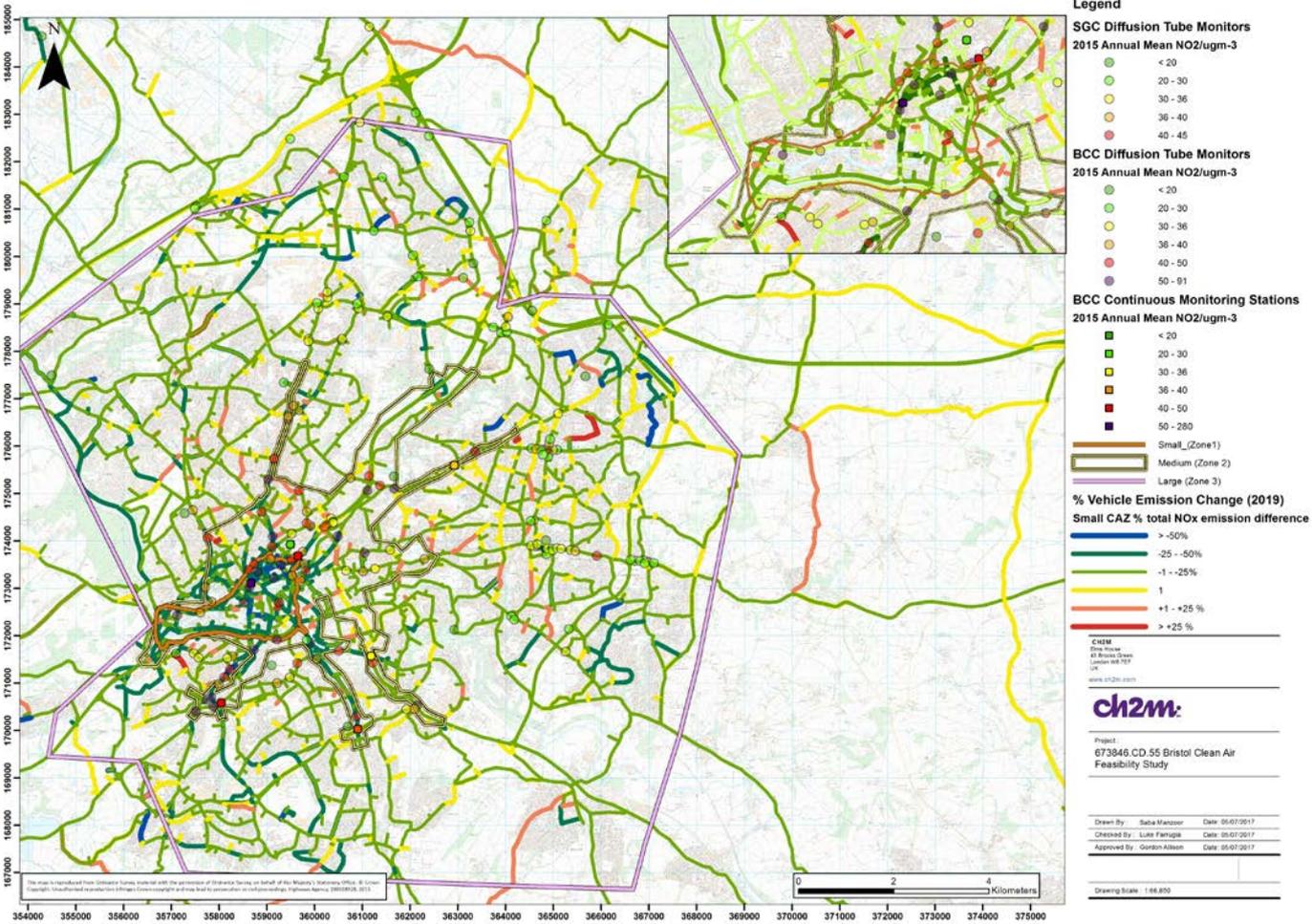


Figure B1. Changes in emissions: Small Zone

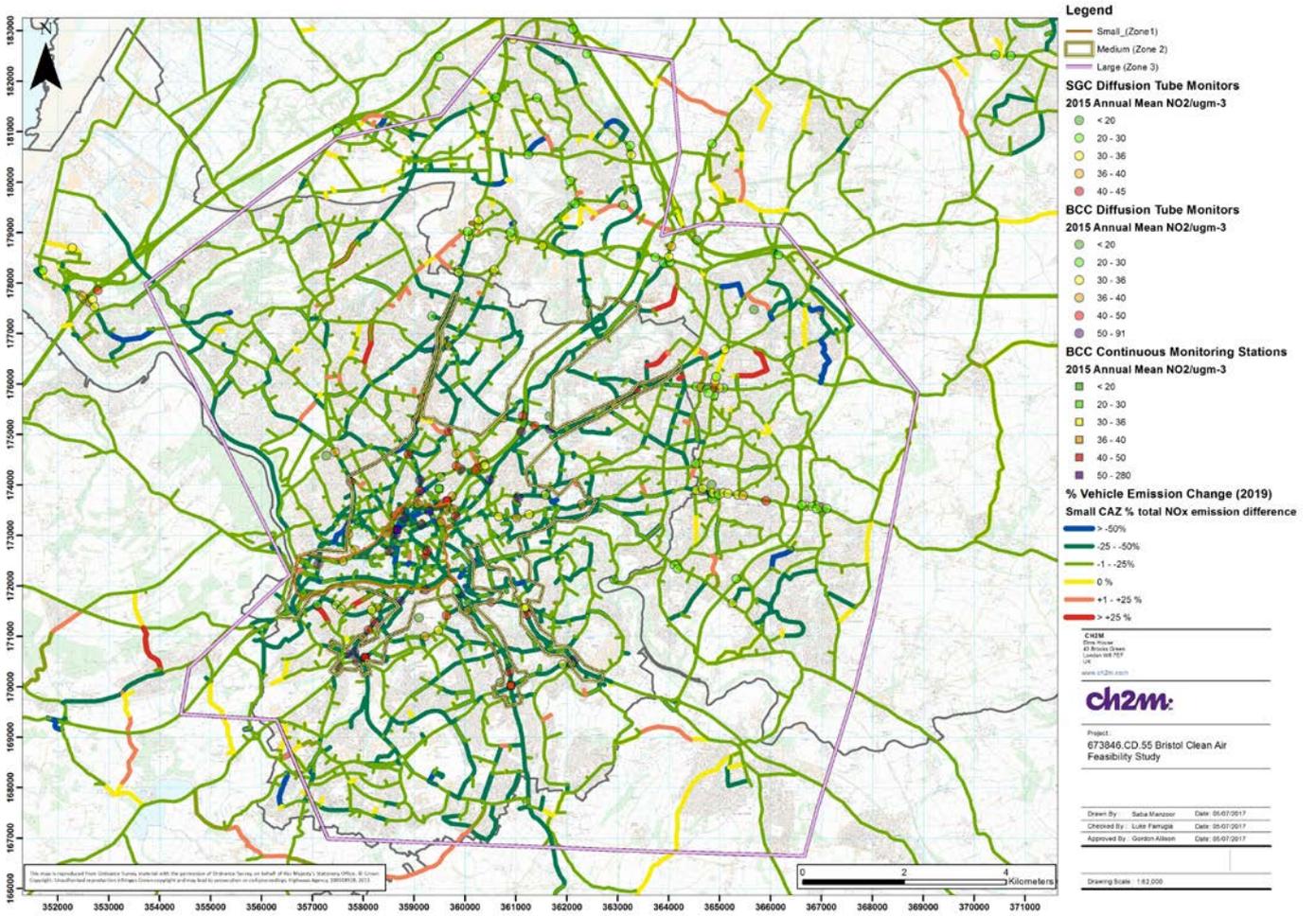


Figure B1. Changes in emissions: Medium Zone

# Appendix C: Socio-economic Mapping

Figure C.1 – Residents in High Value Jobs

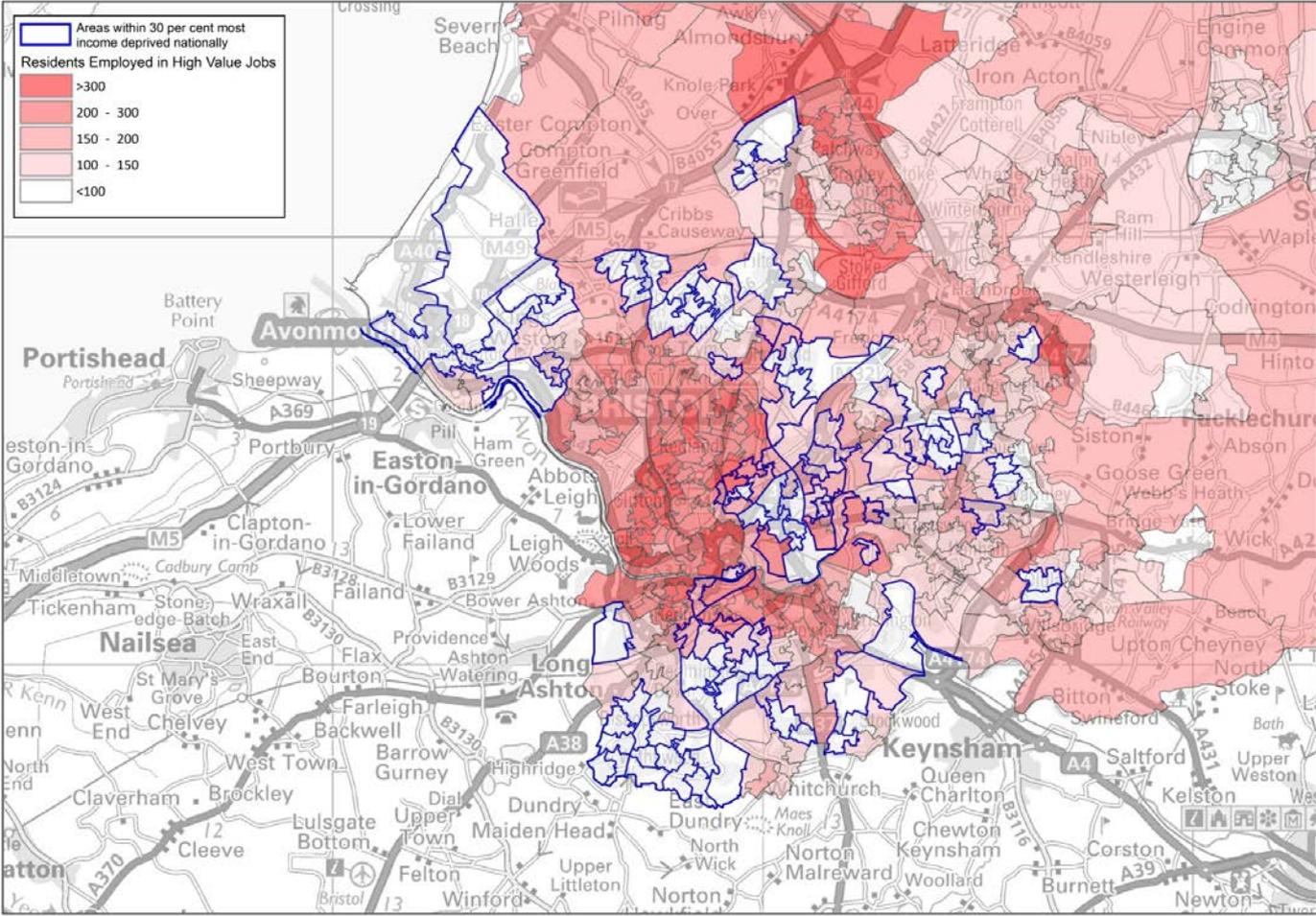


Figure C.2 – Residents in Low Income Jobs

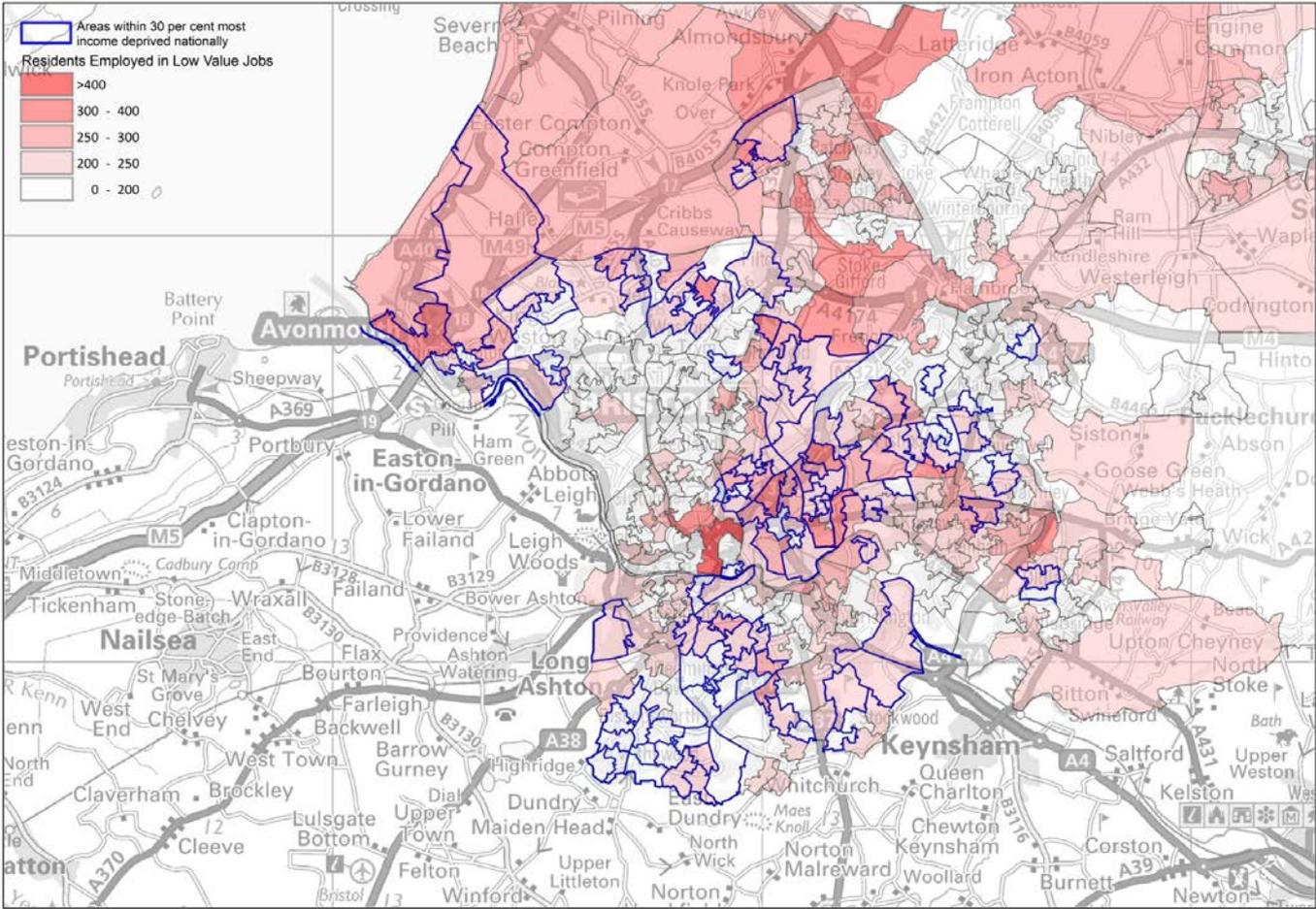


Figure C.3 – Residents employed in Transport and Construction Jobs

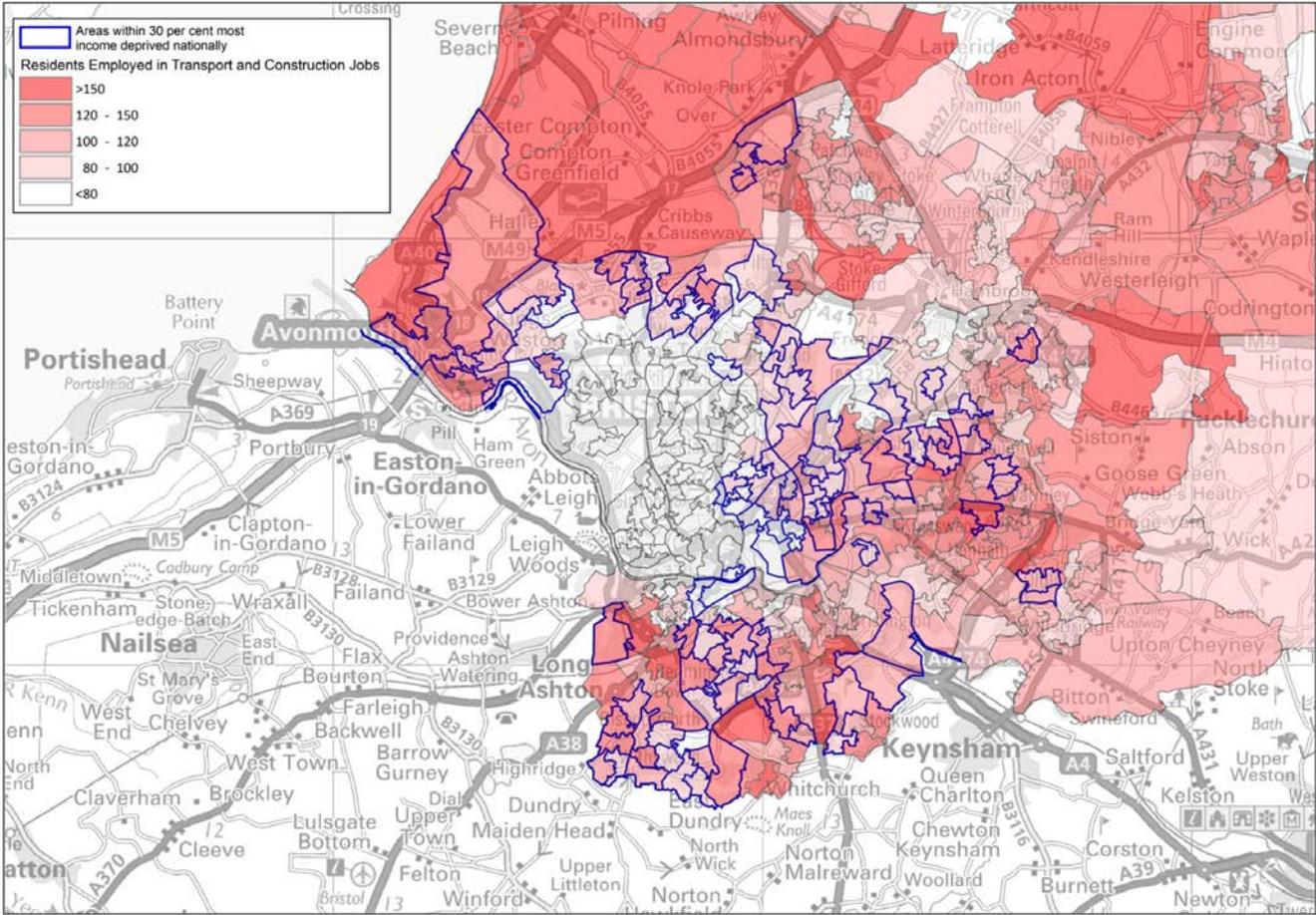
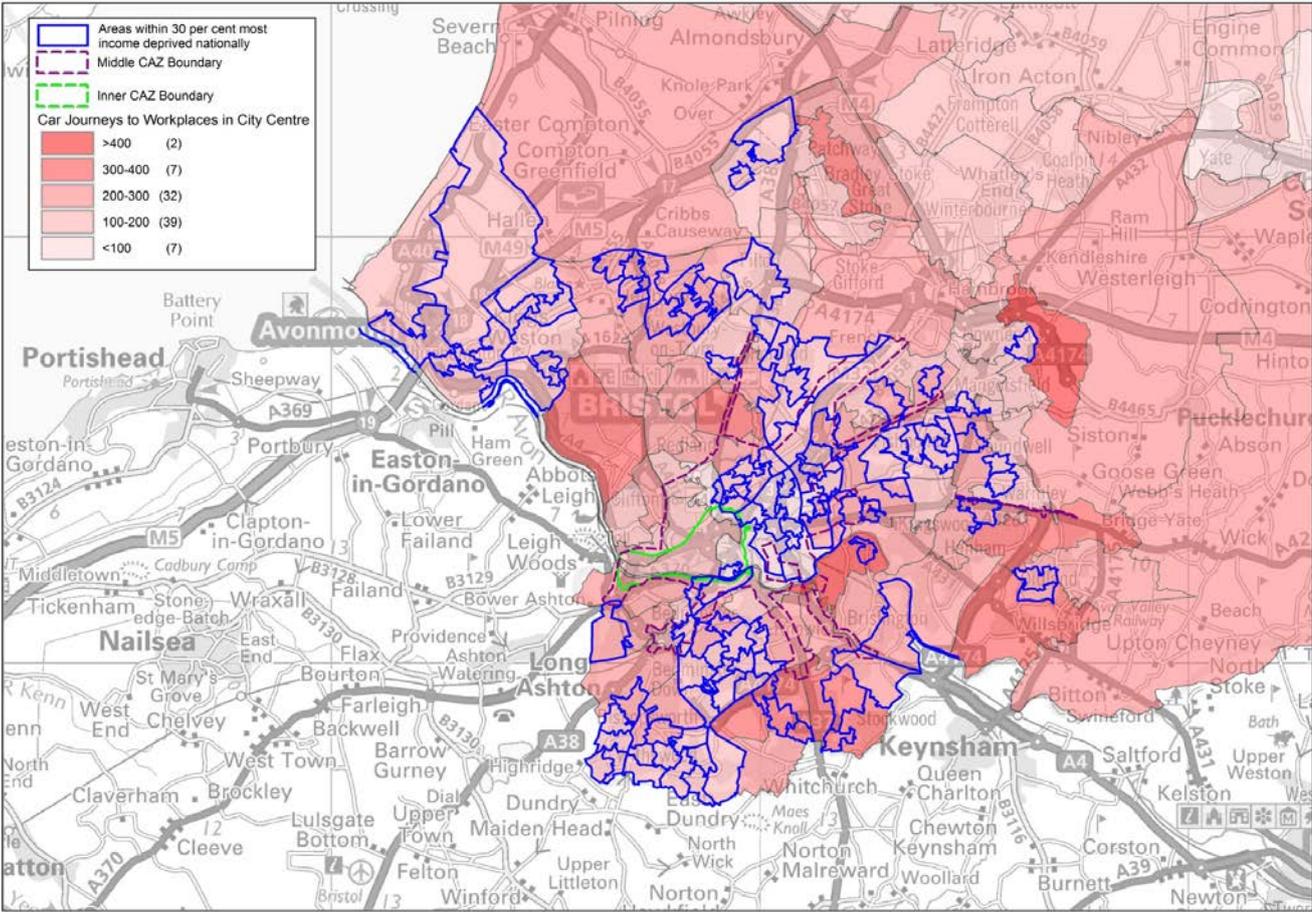
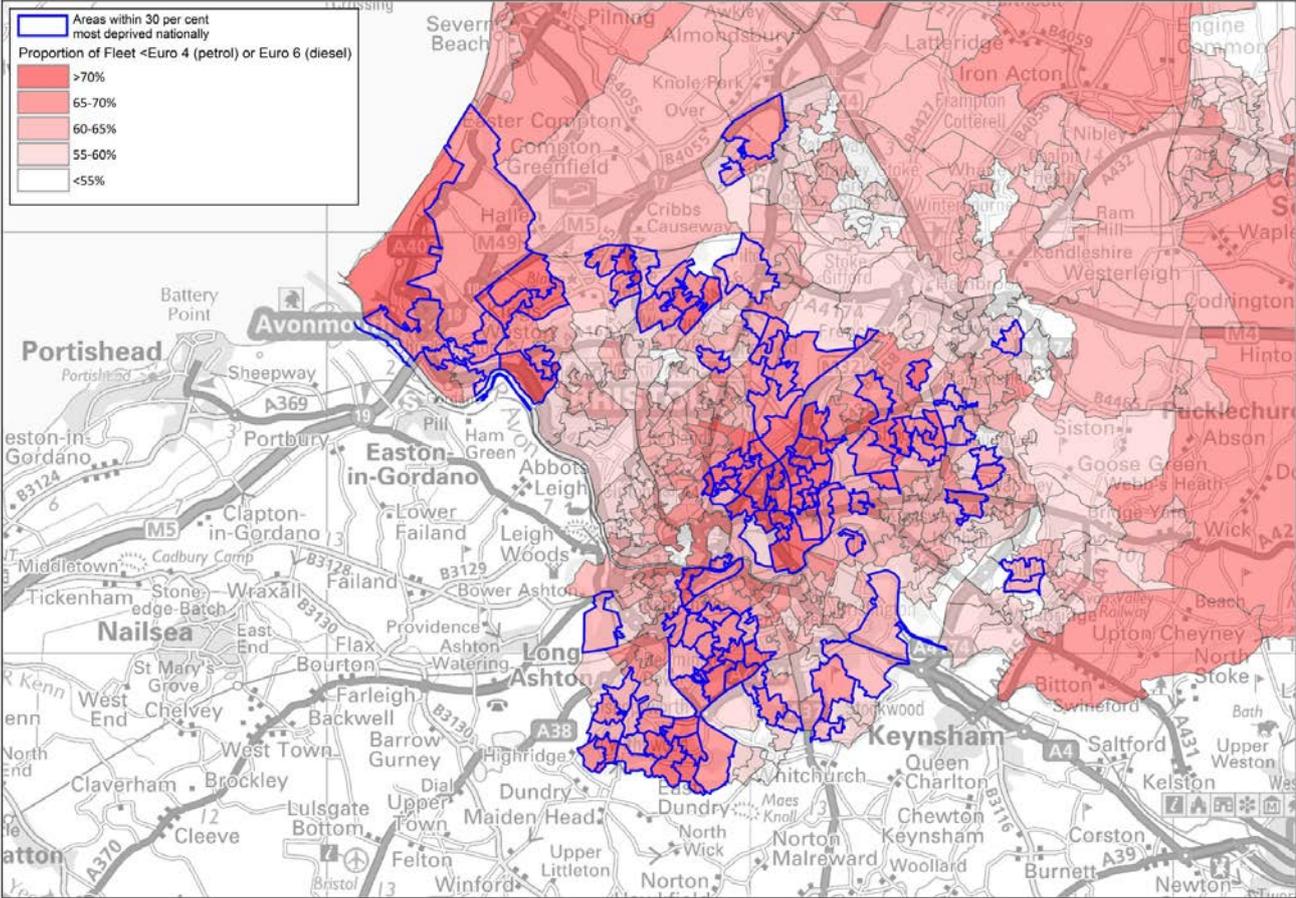


Figure C.4 – Car Journeys to Workplaces in the City Centre



**Figure C.5 – Proportion of Fleet <Euro 4 (petrol) and Euro 6 (diesel)**  
Data supplied by Engineering and Physical Research Council funded M.O.T project (code: EP/K000438/1)



## Appendix B: Details of Consultation

### a. Internal consultation:

Consultation with officers and the elected member responsible for air quality has taken place through the Mayoral Air Pollution Working Group (MAPWG). In addition proposals will be brought to the Mayoral Congestion Working Group for consultation with a range of road user stakeholders. Scrutiny have identified Air Quality as one of their priority topics for the Scrutiny Work Programme and officers will work with the Lead Councillors to plan appropriate scrutiny involvement in this process.

### b. External consultation:

Stakeholders will be consulted on emerging proposals, including through the Mayor's congestion working group, as part of the feasibility study. Public consultation will be included in any proposals brought forward for a Clean Air Zone, following the feasibility study.

### Other options considered:

Bristol City Council is required to develop an Air Quality Action Plan. In doing this we are examining a wide range of measures to improve air quality. This will take into account the Government National Air Quality Action Plan and related guidance and also the guidance produced by the National Institute for Health and Care Excellence (NICE) on *Air pollution: outdoor air quality and health*.

The draft Government National Air Quality Action Plan requires local authorities to pursue all options that can significantly reduce air pollution prior to consideration of a charging CAZ. An option for congestion charging and a workplace parking levy has been included in the consultant's brief to ensure that this requirement of the plan is met.

## Appendix D: Risk management / assessment

The risks associated with the implementation of the decision to select options for detailed modelling:							
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	Public and/or stakeholders object to the principle of a CAZ or to undertaking of feasibility work	High	Medium	Consultation with key stakeholders	Medium	Medium	Alex Minshull
2	The options selected for detailed modelling do not result in options which can deliver the necessary improvements in air quality	Medium	Medium	Robust analysis of all factors relevant to a CAZ	Low	Low	Alex Minshull

The risks associated with not implementing the decision to select options for detailed modelling:							
No	RISK Threat to achievement of the key objectives of the	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls)	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	Delay of the feasibility study and potential breach of grant agreement with Government	High	Medium	Consultation with senior officers, elected member and Mayor and liaison with Government funders.	Low	Low	Alex Minshull

## **Appendix E: Equalities Impact Assessment**

### **Public sector equality duties:**

The decision being taken at this stage is to approve the options to be studied, not the implementation of the CAZ. Consideration of the health, social and equalities impacts forms a key part of the later phases of the feasibility study and an equalities impact assessment will be completed.

## **Appendix F: Eco- Impact Assessment**

### **Eco impact assessment**

The decision being taken is to undertake a feasibility study only. The study will consider the impacts of the implementation of a clean air zone on air quality and provide that information for decision makers. Any decision to implement a clean air zone will be subject to a separate decision and eco-impact assessment. Environmental assessment of the proposed measure is an intrinsic component of the scheme.

### **Access to information (background papers):**

[UK Government Air Quality Action Plan](#)

<https://www.gov.uk/government/publications/air-quality-plan-for-nitrogen-dioxide-no2-in-uk-2017>

National Institute for Health and Care Excellence (NICE) on Air pollution: outdoor air quality and health. <https://www.nice.org.uk/guidance/ng70>

<b>Heading: Extension of Rough Sleeper Service Contract</b>		
<b>Ward:</b> All	<b>Cabinet lead:</b> Paul Smith	
<b>Author:</b> Hywel Caddy	<b>Job title:</b> Senior Commissioning Officer (Homelessness)	
<b>City Outcome overview:</b>		
<p>Tackling Bristol's homelessness crisis is one of the key objectives of the 2017 – 2022 Corporate Strategy. The services to be delivered will fit with Bristol's existing strategic approach to prevent homelessness. The Preventing Homelessness Strategy has 6 key objectives – four of these are directly relevant to the Rough Sleeper Service and other related programmes being funded by the DCLG. The service and the additional DCLG funding also align with the Early Intervention approach - one of the three key objectives in the Housing Strategy.</p>		
<b>Equalities Outcome overview :</b>		
<p>The EQIA for the Housing Strategy and the Preventing Homelessness Strategy provides a useful overview. A revised EQIA is not required as the Rough Sleeper Service and the associated DCLG funded projects are subject to detailed monitoring including equalities monitoring. This will enable us to report on the beneficiaries of the projects and the positive impacts delivered.</p>		
<b>Impact / Involvement of Partners overview:</b>		
<p>The service engages with and is supported by a range of external bodies, agencies and providers. Key partners include: the Rough Sleeping Partnership, Bristol Clinical Commissioning Group, NHS England, Bristol Supported Housing Forum, Golden Key, Bristol Mental Health, Bristol ROADS (Recovery Oriented Alcohol and Drugs Services), National Offenders Management Service, Avon and Somerset Police, Bristol Learning City Partnership, and Public Health. The current provider, St Mungo's, is part of the City Office group working on rough sleeping.</p>		
<b>Approx Cost:</b> £1,043,106	<b>Revenue:</b>	<b>Saving:</b> £118,000 (10%)
<b>Proposed budget: Housing Options ( 10504)</b>		
<p><b>Finance narrative:</b> The expenditure proposed in this report as a result of the contract extension will be contained within current available resources and will not create a new financial pressure. The delivery of a reduction in contract value whilst at the same time delivering the same outcomes represents good value for money given the pressures on the service. Implementing the 10% reduction in contract value will contribute towards the early delivery of savings target FP01 Reduce Third Party Payments, which is planned for 2019/20.</p>		
<b>Finance Officer: Neil Sinclair:</b> Finance Business Partner		
<b>Summary of proposal:</b>		
<p>Extension of current Rough Sleeper Service contract for a period of two years from 1<sup>st</sup> October 2017 to 30<sup>th</sup> September 2019.</p>		
<b>Key background points:</b>		
<p>When commissioning the current Rough Sleeper Service, approval was sought from Cabinet on the 5<sup>th</sup> December 2013. The Cabinet report included in the text an option to extend by 2 years. However, in error the formal recommendation only asked for approval for three years to 30<sup>th</sup> Sep 2017 and the option to extend was not included. Therefore a further cabinet approval is required to agree a two year extension. A</p>		

10% reduction in the contract value is proposed in recognition of the budget pressures of the council and additional DCLG funding secured for targeted aspects of rough sleeping.

The City Council is working as part of Golden Key, currently looking at a 'whole system' approach to homelessness that may propose radical changes to ways of working with rough sleepers during the two year extension. If this is the case then Bristol City Council can invoke a break clause within the proposed two year extension period to change the funding level if necessary.

The city council also grant funds Business in the Community (BITC) to provide the 'Bridge the Gap' service in partnership with St Mungo's which plays an essential role in helping people who have slept rough and have complex needs to gain the confidence and skills to access mainstream education, training and employment services. This report is recommending that this small amount of funding (£18,453 pa) is assimilated into the contract extension and that St Mungo's sub-contract this element of the service.

### **National and local context**

Since 2012 levels of rough sleeping in Bristol have increased rapidly and steadily. Annual street counts/estimates submitted to Department for Communities and Local Government (DCLG) have increased from 8 in autumn 2010 to 74 in autumn 2016 and increase of 825%, peaking at 97 in 2015. This reflects a wider national increase in homelessness and rough sleeping which has increased by 134% over the same time period. Bristol has experienced significant increases since 2013, the underlying causes are rising housing demand in the region and rising house/rental prices which are increasing homelessness and also limiting the rate of move-on from supported housing, as well as Bristol being a destination city for the South West.

The provider of the Rough Sleeper Service is St Mungo Community Housing Association (St Mungo's). St Mungo's were successful in securing the contract for the rough sleeper service which began on 1<sup>st</sup> October 2014. The Rough Sleeper Service includes the following elements:

- Outreach and engagement with rough sleepers;
- Delivering a No Second Night Out service;
- Lease and management of the ground floor of the Jamaica Street hostel, as the street sleepers Compass Centre;
- Direct access to 24 Extra Support Beds;
- Coordination of the Severe Weather Emergency Protocol (SWEP).
- Lease and management of 1 New Street premises in St Judes (focus of education & training);
- Education, training and employment activities, including volunteering;
- Delivering a pre-employment support programme.

St Mungo's submitted a bid that was far superior in quality to other bidders and we are satisfied with the performance of the service in engaging and assisting rough sleepers off the streets during the unprecedented increase in people sleeping rough in the city.

In response to the increase in rough sleeping St Mungo's has re-structured its service in order to engage more effectively with the increased number of clients placing a greater emphasis on engaging with and moving rough sleepers off the streets. They have also incorporated a 20 bed Assessment Centre to improve assessing the needs of rough sleepers and improving support planning. BCC have increased the number of direct access support beds for rough sleepers to 42 to assist in this. St Mungo's has also been instrumental in leading on the Rough Sleeping Partnership (RSP) since December 2015, a multi-agency approach to addressing the increased levels of rough sleeping.

The RSP has agreed a five-stranded approach to tackling rough sleeping:

- Provide additional temporary beds so that people can come off the streets quickly;
- Some additional longer term beds for those with significant support needs;
- Enabling people to move more quickly into supported housing, by increasing the flow of people through services and into independence;
- Reconnecting people who, with assistance, are able to return to another home city/country where

they can get support;

- A media campaign to raise awareness of issues, provide information on where help can be found and recruit volunteers.

There have been a number of achievements from the approach, the most tangible area has been the development of additional temporary beds through the extension of a night shelter programme with an additional year-round night shelter and winter night shelter (in partnership with faith-based organisations). St Mungo's have also developed a successful 'charity guardianship' scheme for rough sleepers with low support needs utilising empty council properties, providing safe basic accommodation at a low rent on a temporary basis before moving into independent accommodation. The additional night shelter accommodation and low support accommodation has been developed at no additional cost to the council.

Recently, in response to the increase in rough sleeping, BCC, St Mungo's and the Rough Sleeping Partnership have been successful in securing additional funding into the city to reduce rough sleeping. Through the DCLG, bids was successful to secure funding to implement a 'No First Night Out' approach to profile and target people who are likely to sleep rough and intervene before they start rough sleeping. The DCLG funding, in the form of a grant agreement to St Mungo's is awarded for 2017-18 and 2018-19. The council has also been successful in securing funding for a SIB (Social Impact Bond utilising 'payment by results') for rough sleepers with complex needs. Additional funding from the Home office has also been secured to work with EEA rough sleepers to find accommodation or to return to their country of origin. This funding is also awarded for 2017-18 and 2018-19 and will be added to the Rough Sleeping contract as a variation to the current contract.

Appendix A sets out performance against the contract outcomes. Targets have not been achieved – rough sleeping has continued to remain above target levels within the contract, due to high numbers of new rough sleepers, longer-term rough sleepers' placements ending, and fewer placements in hostels, supported housing and the private rented sector. However, there has been some recent success in stemming the increase, there was a 24% decrease from the estimate in 2015 (97) to the count in 2016 (74). Bristol is the only local authority in the top 10 (areas with the highest numbers of rough sleepers reported) to report a reduction in the number of rough sleepers in this period. It is anticipated that the proposed extension for two years combined with additional government funding will allow further decreases in rough sleeping levels through a more robust targeted and preventative approach and working with longer term rough sleepers with complex needs in a partnership approach using innovative approaches.

Despite the unprecedented increase in rough sleeping in the city, it is hoped that the rough sleeper grant (130,000 p.a.), the Controlling Migration funding (£57,500 p.a.) and the SIB for rough sleepers with complex needs will help to mitigate the funding decrease of 10% in the main contract. There is likely to be an impact on resources available from 2019 onwards when the rough sleeper grant and the controlling migration funding end if the pressures that create rough sleeping in the city have not eased sufficiently. However, the majority of rough sleepers with the most complex needs will be worked with by the SIB service, SIB funding will roughly equate to a maximum draw down of £357k per year with the majority of the funding likely to be drawn down in 2019-2021. This should free up staff time from the Rough Sleeper Service from working with rough sleepers with the most complex needs and allow it to focus on preventing rough sleeper at an earlier stage (based on learning from the 'No First Night Out' funding) and assimilate this approach into commissioning a new service from October 2019 onwards.

#### **Recommendation(s) / steer sought:**

Cabinet is recommended to approve extending the current Rough Sleeper Service contract from 1st October 2017 for a period of two years until 30th September 2019 and assimilate the grant funding for Business in the Community into the two year extension.

#### **Legal Issues: Requested**

This Contract was advertised, tendered for and awarded on the basis that the Contract was for an Initial Term of three (3) years with the option to extend the Contact for up to a further two (2) Years. The Council

now seeks to exercise this option.

Provided that all amendments to the Specification, Contract Price and Payment Schedule, etc. are agreed with the Contractor in accordance with Condition 2.3 of the Contract, all should be in compliance with EU Procurement law and in compliance with the terms and conditions of the Contract.

**Legal Officer:** Eileen Waters

<b>DLT sign-off</b>	<b>SLT sign-off</b>	<b>Cabinet Member sign-off</b>
Alison Comley 14-6-17	Anna Klonowski 20-06-17	Paul Smith 22-06-17

Appendix A – Further essential background / detail on the proposal	<b>no</b>
Appendix B – Details of consultation carried out - internal and external	<b>no</b>
Appendix C – Summary of any engagement with scrutiny	<b>no</b>
Appendix D – Risk assessment	<b>no</b>
Appendix E – Equalities screening / impact assessment of proposal	<b>no</b>
Appendix F – Eco-impact screening/ impact assessment of proposal	<b>no</b>
Appendix G – Exempt Information	<b>no</b>

## Appendix 1

### Achieving outcomes Rough Sleeper service 2016-17

#### 1. KPI performance table

<b>Outcome</b>	<b>Indicator</b>	<b>Target</b>	<b>Performance</b>
I. Outreach & NSNO	Minimised monthly average number of rough sleepers in Bristol.	Y1≤20 Y2≤15 Y3≤10	59.7 observed on average monthly at hot spots
Reduce Rough Sleeping (Positive Move-On)	a) Number of new clients helped in a reporting period by client group	n/a	384 client cases opened
	b) Percentage of positive move-on by client group	90%	92%
	c) Those who have left the service but are back on the HSR within 6 / 12 / 18 months	≤5%	Report not available –HSR team did not provide by their target of May 2015.
	d) Those who have left the service but are back on the street count within 6 / 12 / 18 months	≤5%	1,458 positive moves since contract start. 79 individuals (5.4%) were seen on street counts following a positive move but almost all have subsequently had a new positive move.
II. P2E	Percentage of clients at case closed, 6 and 12 months reporting they are:	90%	100% including soft outcomes
Develop Confidence, Self Esteem and Skills	Increasing/maintaining their confidence in sustaining independent living; Increasing/maintaining their self-confidence; Increasing/maintaining their sense of belonging; Increasing/ maintaining their agreement that people from different backgrounds get on well together; Engaging in additional training / education / volunteering; Securing/maintaining employment		
	Percentage of volunteers at 6 and 12 months after training/induction, reporting they are: Increasing/ maintaining their confidence in sustaining independent living; Increasing/maintaining their self-confidence; Increasing/maintaining their sense of belonging; Increasing/ maintaining their agreement that people from different backgrounds get on well	90%	100% including soft outcomes

	together; Engaging in additional training / education / volunteering; Securing/maintaining employment		
III. All Organisational Learning	Percentage of clients, volunteers, partners and community groups reporting their respective satisfaction with: <ul style="list-style-type: none"> <li>• Services meeting their needs</li> <li>• Accessibility of services</li> <li>• Welcoming environment</li> </ul>	TBC in Year 1	Satisfaction:  From Nov 2016: 59% with services meeting needs. 64% with accessibility of services. 59% with welcoming environment.
IV All Improve Health and Well-being	Ensure that all rough sleepers in the city are offered / have access to a place to sleep in the warm when the SWEP is activated.	100%	100%
	Where identified in client support plans, as appropriate: a) Facilitate client access and engagement with primary and physical health services as appropriate b) Facilitate client access and engagement with psychological support and/or mental health services as appropriate c) Facilitate client access and engagement with appropriate drug and alcohol treatment services as appropriate	100%	100%

## Cabinet Report / Key Decision

Date: 15<sup>th</sup> August 2017    Agenda item:

<b>Title: Recruitment Integrated Package for Schools</b>	
<b>Ward:</b> City - wide	<b>Cabinet lead:</b> Claire Hiscott
<b>Author:</b> Sue Finch & Matthew Roberts	<b>Job title:</b> Resource Manager (TwS) & Procurement and Contracts Service Lead (TwS)

<b>Revenue Cost:</b> Estimated contract cost £614k (4 year contract) Based on 17/18 buyback	<b>Source of Revenue Funding: Contributions from schools (via Trading With Schools Service)</b> Over the potential 4 years of the contract, they would pay the discounted subscription price of £614k, plus £58k to TwS as a management fee, based on the current service practice.
<b>Capital Cost:</b> £ n/a	<b>Source of Capital Funding:</b> n/a
<b>One off</b> <input type="checkbox"/> <b>Ongoing</b> <input type="checkbox"/>	<b>Saving</b> <input type="checkbox"/> <b>Income generation</b> <input checked="" type="checkbox"/>

**Finance narrative:**  
 This report is seeking to initiate the procurement for a contract for access to an on-line recruitment service by the Authority on behalf of schools. This would provide discounts to schools which would not be available if the subscriptions were entered into separately.

The contract cost will be determined annually on the basis of the number of schools who subscribe, with 144 individual schools having committed to subscriptions to this service for financial year 2017/18 and they will pay the the subscription plus an average 9.5% Council mark up as a contribution to costs of organising and maintaining the contract.

The indicative revenue expenditure of £614k above is based on the 2017/18 agreed take-up being maintained for 4 years (the 3 years of the contract plus the option to extend by one). There is no minimum take-up required, so the numbers of subscribers may vary from year to year. In effect, these figures are indicative, pending the procurement process.

This would be an externally provided service, where the main costs for the Authority are in the procurement exercise and the annual exercise of schools signing up for all services offered by Trading With Schools. The charges to schools for 2017/18 have already been agreed, but in future years some consideration of whether the level of mark-up is sufficient for the actual costs may be necessary.

**Finance Officer: David Tully**

**Summary of issue / proposal:**

**To authorise the initiation of the procurement process for a new contract.**

**Summary of proposal & options appraisal:**

- Trading with Schools (TwS) is a department within Education & Skills. It offers a wide range of services to schools (LA maintained schools and academies). TwS acts as a broker for a number of school contracts and this does allow both parties to benefit. TwS is able to negotiate favourable pricing for schools and attract supplier rebates which contribute to the net income of TwS. All schools are seeking financial efficiencies and many schools do not have the capacity or expertise to undertake procurement for larger contracts and so TwS also supports Bristol schools to achieve value for money in the context of budgetary restraint.

- One of the popular services offered by TwS is a contract for a recruitment software package for schools on a brokered arrangement. All schools need to recruit staff and the costs of advertising jobs are high. The package gives schools access to one of leading education recruitment companies for advertising their school staff vacancies. It offers a fully comprehensive end to end process for recruitment of both teaching and non-teaching staff for their settings.
- The recruitment of high quality teaching and non-teaching staff in Bristol schools is a critical element of meeting the Mayoral ambition to give all children the best start in life and reduce inequality in the City. We also aspire to increase the diversity of the school workforce. This contract supports schools to attract national fields for their vacancies.
- The contract was originally brokered by TwS in 2013 and provides value for money for the schools due to the discounts that TwS have been able to negotiate from the scale of this contract.
- Over 140 schools and academies currently purchase this product through TwS on an annual basis. This product is self-financing and TwS levies a mark-up on the price which contributes to the annual net surplus MTFP target for Trading with Schools. Schools sign up for this service as part of their TwS Annual Orders. The net income from this service is forecast to be c£14k in 2017/18.
- A new procurement exercise is now required for this Bristol Schools Recruitment contract as many schools have indicated that they wish to continue with the service offer. Guidant, the Council's provider of agency staff, have confirmed that they are not able to provide this service and at this time do not envisage developing this service offer.
- The contract will be a framework contract for an initial period of 3 years with the option to extend for a further year; (3+1=4yrs). The contract will be open to all Bristol City 'Council's Maintained Schools and Academy Schools.
- The procurement exercise will use an Open tender process and appoint two suppliers to the framework. The council will hold the Framework contract and the schools will enter into call-off contracts for this service.
- The terms and conditions for this contract will be set out to ensure that schools can commit to purchasing a recruitment package on an annual basis at the start of each financial year.
- There is no cost/risk to BCC financially, even if the take up reduces, as the contract does not include any guaranteed volume for this service.
- A Mayoral decision to authorise a procurement exercise is required, as spend by the schools overall value will exceed £500k over the life of the Contract and this contract will be let by Trading with Schools.

**Recommendation(s) / steer sought:**

- To seek approval and authorisation carry out a procurement exercise and enter into a new contract that will deliver a full Recruitment Package for our Bristol school customers and generate income through a supplier rebate based on volumes.

**City Outcome:** *What is the proposed outcome for the city and how does this contribute to the Corporate Plan?*

Provides easy access to information about employment opportunities across all Bristol educational settings in the City.

**Health Outcome summary: N/A**

**Sustainability Outcome summary:**

I confirm that there are no significant environmental impacts arising from this proposal.

Steve Ransom  
Environmental Programme Manager

**Equalities Outcome summary:**

There is no equalities data available to evaluate the current demographics of the teaching staff to assess any specific need or issues for future recruitment and selection processes. The model agreement to be used for this contract contains a statement on equalities.

***As a Bristol City Council maintained school the governing body aspires to have a workforce that reflects the diversity of the city's population. This school will implement recruitment practices which support this aim and give due consideration to positive action, reasonable adjustments and equalities initiatives which can help to address any under representation.***

Wanda Knight

**Impact / Involvement of partners:** *What is the impact on key partners? What engagement have they had? Will follow through and beyond procurement process.*

**Consultation carried out:** *where has this concept be discussed – partners / Scrutiny etc Consultation will take place with schools and creation of a Stakeholder Group for the procurement process, due to commence in June 2017.*

**Legal Issues:**

The proposal is for a framework agreement for a period of 3 years with the option to extend this for a further year with the customers being Bristol schools. The framework should be compliant with the Public Contract Regulations 2015 and the customers i.e. the schools being clearly identified when the framework is advertised.

TUPE provisions should be considered and incorporated into contracts where applicable.

**Legal Officer: Sinead Willis 15.06.2017**

**Reputational Issues: None**

**Policy/Comms Officer: None.**

<b>DLT sign-off</b>	<b>SLT sign-off</b>	<b>Cabinet Member sign-off</b>
John Readman 22.6.17	John Readman 26.6.17	Cllr Claire Hiscott Member 21.6.17

Appendix A – Further essential background / detail on the proposal	<b>YES</b>
Appendix B – Details of consultation carried out - internal and external	<b>NO</b>
Appendix C – Summary of any engagement with scrutiny	<b>NO</b>
Appendix D – Risk assessment	<b>YES</b>
Appendix E – Equalities screening / impact assessment of proposal	<b>NO</b>
Appendix F – Eco-impact screening/ impact assessment of proposal	<b>NO</b>
Appendix G – Exempt Information	<b>NO</b>

**Appendix A**

Further essential background / detail on the proposal including the updated CPG Request to Create a New Contract/Tender including updated procurement timetable.



## Revised Request to Create a New Contract

**Name of Officer:****Directorate:**

<b>Matthew Roberts</b> TwS Procurement and Contracts Service Lead	<b>People</b> Education & Skills Trading with Schools
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**Name of Service Director Authorising Request**

**Paul Jacobs, Education & Skills**

**Services, Good or Works supplied under the existing Contract/New service:**

**Recruitment Integrated Package for Schools**

**Name of the Supplier (if known)**

This will be a new contract for schools with TwS acting as a procurement agent on behalf of schools and is fully funded by the schools.

TwS have a waiver in place and wish to commence a new contract from 1<sup>st</sup> April 2018.

As part of the condition for agreeing a waiver for this contract, TwS were asked to review the current Guidant contract to establish whether this would be a viable contract for schools to access.

We have consulted with Corporate Procurement Team and we have received confirmation that the BCC contract is for temporary staff only and although LA Maintained Schools could access this contract it is not a suitable alternative for the E-Teach product and services offered.

**State whether the request is for Statutory or Discretionary Spend**

Income Generation Opportunity/School Funded

**Length of contract (years)**

New contract proposal 4 years 1<sup>st</sup> April 2018 to 31<sup>st</sup> March 2022.  
Framework Contract 3yrs + 1yr  
(Subject to Cabinet Approval)

**Total Value of the Contract (Number of years x annual spend value)**

£153.5k per annum x 4 years = £614k.

**If a contract extension is being requested what is the value of extension (number of years x annual spend value)**

N/A

**Length of proposed extension (dates required)**

N/A

**If requesting a contract extension, please state the reason for this request.**

N/A

**Describe the consequences to the Council/Citizens/Service Users if this contract or extension is not approved**

Trading with Schools currently manages the contract for E Teach Recruitment for School.

TwS trade with BCC schools and if not permitted to tender will have a negative impact upon TWS income generation targets.

The contract was brokered by TwS and provides a value for money service for the schools offering advertisement placements bespoke for a range of school positions and offers the complete recruitment process if required by schools.

The existing contract provides discounts, efficiency savings and support for schools because of economies of scale, if procured independently schools would incur unnecessary additional costs, which in the current climate of reducing formula funding/budget for schools would be unpalatable and has the potential to damage the reputation of our traded service.

This product is self-financing and TwS levies a mark-up on the price, (set by TwS and not the supplier) and secures annual income based on buy back by invoicing schools as part of their TwS Annual Order via the TwS Business Function.

Market engagement will be scheduled as part of tendering process.

Trading With Schools wish to procure a Framework Contract for a minimum of 2 suppliers for the contract that will commence April 1<sup>st</sup> 2018.

It is envisaged that the contract will be a 3 year contract with the option to extend for an additional 12 months. The overall value means that an EU Tender would be implemented using the 'Open Process' method.

The tender will be carried out and contract managed by Schools Procurement and Contracts Team.

**Describe what efficiencies and savings will be achieved within this contract, or extension. Please include details of when and how these efficiencies/savings will be delivered.**

**Value £ - pending finalisation of tender documents/specification**

Income Generation

**What are the value of these savings as a percentage**

%

**Please confirm the inflation arrangements for this contract (Please note the assumption is that all contracts will have zero inflation)**

Not known at this stage

**Please give the following finance details:**

<b>Cost Centre and account code:</b> 14192	<b>Budget Manager:</b> Ali Mannering
<b>Current Budget (£)</b>	School Funded

**Please outline whether a business case or commissioning plan exists for this work and what authorisation has already been given at what level.**

The contract will be constructed in such a way that schools can commit to purchasing the current recruitment package on an annual basis at the start of each financial year.

New customers are able to join during the year. There is no cost/risk to BCC even if the take up reduces as there is no guaranteed volume for this product/service.

**Funding Source e.g. General Fund / Capital / HRA / Specific Grant (conditions to be attached to the request) / Grant / Public Health etc.**

Income Generation/School Funded

**Service Director:**

I confirm that this is essential expenditure and that the efficiencies / savings are the best that could be achieved

Signed:  Date: 11.7.17

Appendix B – Details of consultation carried out - internal and external - No

Appendix C – Summary of any engagement with scrutiny - No

Appendix D – Risk assessment – Yes.

Appendix E – Equalities screening / impact assessment of proposal – No

Appendix F – Eco – impact screening/ impact assessment of proposal – No

Appendix G – Exempt Information – No

**Appendix A - Cont'd**

**Recruitment Package for Schools Cabinet Report - 15th August 2017**

Recruitment Package for Schools Tender Timeline 2017 (v3)
<b>Task Name</b>
<b>Research &amp; Preparation</b>
Prepare contract doc's - T&C/Price
Confirm Locations in contract
Set stakeholder Group
<b>Latest DLT</b>
<b>Latest SLT</b>
<b>Latest Cabinet Member Briefing slot</b>
<b>Dead line for Mayors Briefing submission</b>
<b>Mayor's briefing</b>
Agree Specifications x 1
Send doc's to legal (on-going )
<b>Statutory deadline for items to go on forward planfor Cabinet decision at 28 days</b>
<b>DLT</b>
<b>Draft Report &amp; Executive summary deadline</b>
<b>CPG Approval</b>
<b>Cabinet agenda conference date</b>
Prepare Contract Advertisements
<b>Final Report &amp; Executive summary deadline</b>
<b>Cabinet Meeting for Approval</b>
<b>Procurement Process</b>
Advertisement Published/OJEU
<b>Provider response time</b>
Waiting Period
<b>Returns day closure</b>
Evaluation ( score/references)
Stakeholder group
Notify Providers who Fail Level Criteria
Supplier Presentation/Clarification
Evaluate results -prepare report - award recommend
Stakeholder group
Prepare Feedback to unsuccessful, successful notified, complete shortlisting
CPG Approval - contract award
Prov contract award
Alcatel standstill period
<b>Contract award</b>
Contingency
Mobilisation plan
Legal issues
Successful bidder meeting & contract meeting no:1
Sign Contract
Start Date New Contract
Post Mobilisation

\* Actual days = 35 + 1 bank hols.

<b>OPEN Process - EU TENDER</b>	<b>Expected</b>	<b>Expected</b>
<b>Duration</b>	<b>Start</b>	<b>Finish</b>
	Mar	16th Apr
	Mar	Jul
	Jun	On going
	<b>14th Jun</b>	<b>14th Jun</b>
	<b>20th Jun</b>	<b>20th Jun</b>
	<b>21st Jun</b>	<b>21st Jun</b>
	<b>22nd Jun</b>	<b>22nd Jun</b>
	<b>30th Jun</b>	<b>30th Jun</b>
5 days	4th Jul	22nd Jul
	4th Jul	On going
	<b>10th Jul</b>	<b>10th Jul</b>
	<b>12th Jul</b>	<b>12th Jul</b>
	<b>13th Jul</b>	<b>13th Jul</b>
	<b>17th Jul</b>	<b>17th Jul</b>
	<b>19th Jul</b>	<b>19th Jul</b>
1 day	26th Jul	26th Jul
	<b>27th Jul</b>	<b>27th Jul</b>
	<b>15th Aug</b>	<b>15th Aug</b>
<b>Duration</b>	<b>Start</b>	<b>Finish</b>
1 day	16th Aug	16th Aug
<b>36 days*</b>	<b>17th Aug</b>	<b>21st Sep</b>
28 days	17th Aug	15th Sep
<b>1 day</b>	<b>21st Sep</b>	<b>21st Sep</b>
15 days	22nd Sep	13th Oct
1/2 day	16th Oct	16th Oct
1/2 day	16th Oct	16th Oct
2 days	19th Oct	20th Oct
1 day	23rd Oct	23rd Oct
1 day	19th Oct	19th Oct
1 day	20th Oct	20th Oct
1 day	23rd Oct	23rd Oct
1 day	24th Oct	24th Oct
10 days	25th Oct	3rd Nov
<b>1 day</b>	<b>3rd Nov</b>	<b>3rd Nov</b>
1 1/2 Months	Jul	Aug
	Dec	31st Mar 18
	on going	
	8th Nov	
	30th Nov	
	1st April 2018	
	2nd Apr 18	

Recruitment Package for Schools Cabinet Report (15<sup>th</sup> August 2017)

Appendix D – Risk 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 (i.e. controls) and Evaluation (i.e. effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	Challenge to procurement process	Medium	Medium	Rigorous following of EU procurement regulations.	Medium	Low	TwS

**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 (i.e. controls) and Evaluation (i.e. effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	

1	Failure to provide a recruitment package for schools and settings.	High	High	High Level of quality assurance; high standards set in service specification.	High	Low	TwS
2	Higher recruitment costs, due to no economies of scale.	High	Very high	Cost savings to all Schools and settings; build in price mechanism to review prices.	High	Very Low	TwS
3	Loss of income from failure to offer Recruitment package.	High	High	Cost effective recruitment arrangements put in place.	High	Low	TwS

## Cabinet Report/Key Decision

Date: 15<sup>th</sup> August 2017

<b>Title:</b> Department for Transport Funding Bids	
<b>Ward:</b> Citywide	<b>Cabinet lead:</b> Marvin Rees
<b>Author:</b> Jacob Pryor	<b>Job title:</b> Senior Transport Planner

<b>Revenue Cost:</b> £ N/A	<b>Source of Revenue Funding:</b> N/A
<b>Capital Cost:</b> DfT grant funding sought for all 4 (joint) bids totalling £17.891m, Bristol share of the grant funding is £10.521m. Bristol local contribution is £4.223m within approved capital programme allocation.	<b>Source of Capital Funding:</b> Department for Transport (DfT)
<b>One off</b> <input checked="" type="checkbox"/>	<b>Saving</b> <input type="checkbox"/>
<b>Ongoing</b> <input type="checkbox"/>	<b>Income generation</b> <input type="checkbox"/>

**Finance narrative:**

Total DfT grant funding sought for all 4 bids / joint bids is £17.891m, Bristol share of the grant funding is £10.521m. Bristol local contribution is £4.223m within the approved capital programme allocations. DfT have increased the local contribution percentage from 10% to 30% for the NPIF bid which is a step change from previous requirements e.g. Challenge Fund.

Bristol is the Accountable Body/Lead Authority for Bids 1 and 3. South Gloucestershire Council is accountable for Bids 2 and 4.

**NPIF Bids:**

The DfT NPIF bids are aimed at providing new links or improving existing access to key economic sites (such as a housing site, a development site or an urban employment centre) or which tackle congestion that is a barrier to realising economic and productivity benefits. There is a minimum 30% local match contribution required which cannot include matches from other DfT grant funding sources.

There are a number of key housing sites /projects under development including Hengrove and Lockleaze could benefit from funding of this kind. However the expected delivery timescale for this NPIF funding round is deemed too short as these housing projects are still at early feasibility stage. The transport team has prioritised the following schemes under the proposal:

- 1) **Bid 1:** Temple Quarter East Access development near Feeder Road. The match funding is proposed to be made available from the LEP Revolving Infrastructure Fund (RIF).

£000s	2018-19	2019-20	Total
	Bristol		
DfT Funding Sought	£2.018	£2.923	£4.941
LA Contribution	£2.430	£0	£2.430
Total	£4.448	£2.923	£7.371

- 2) **Bid 2:** Traffic Signal Junction Improvement works– match funding from the Highway Planned Maintenance and Infrastructure Investment (HPM&I) budget (£1m per annum from years 18/19 and 19/20). This is a joint scheme with both South Gloucestershire and Bath and North East Somerset Councils so the local contribution would be shared in proportion to investment within each authority.

£000s	2018-2020			Total
	South Glos.	Bristol	B&NES	
DfT Funding Sought	£2.220	£2.030	£0.350	£4.600
LA Contribution	£0.900	£0.870	£0.150	£1.920
Total	£3.120	£2.900	£0.500	£6.520

## DfT Challenge fund Bids:

### Bid 3:

This is part of a joint bid with BNES. The Minimum local contribution requirement for this DfT grant bid is 10%, albeit the proposed local contributions for this joint bid is 27%, due to maximum joint bid value is capped at £5m. Please see the table below for detail:

£000s	2017-18		Total
	Bristol	BNES	
DfT Funding Sought	£3.000	£2.000	<b>£5.000</b>
LA Contribution	£725	£500	<b>£1.225</b>
S106 (Hengrove Park) Contribution	£143		<b>£143</b>
Total	<b>£3.868</b>	<b>£2.500</b>	<b>£6.368</b>

Bristol local contributions include:

- £725 made available from the Highway Planned Maintenance and Infrastructure Investment budget.
- £143 S106 contribution is made available from the Hengrove Park development (Lakeshore scheme at Imperial Park by Urban Splash)

### Bid 4:

This is part of a joint bid with South Gloucestershire. The Minimum local contribution requirement for this DfT grant bid is 10%. Please see the table below for detail:

£000s	2017-18		Total
	Bristol	SG	
DfT Funding Sought	£550	£2.800	<b>£3.350</b>
LA Contribution	£55	£280	<b>£0.335</b>
Total	<b>£605</b>	<b>£3.080</b>	<b>£3.685</b>

Bristol's local contribution (£55) is made available from the Highway Planned Maintenance and Infrastructure Investment budget.

Please note, these DfT capital bids will facilitate the revenue savings delivery under the highway revenue maintenance budget going forward.

**Finance Officer: Tian Ze Hao – Finance Business Partner**

**Summary of issue / proposal:** Bristol City Council has submitted four bids to the Department for Transport (DfT) to fund four separate transport projects. Approval is sought to accept funding and deliver these schemes should BCC be successful in securing funding. The bids were approved by the Senior Leadership Team and the Mayor's Office prior to submission. The submissions were also approved by the S151 officer. Due to restricted timescales the bids were unable to be brought to Cabinet before submission. Hence they are being taken to Cabinet at this point as part of the constitutional decision making process.

#### Summary of proposal & options appraisal:

- Bid 1: **Temple Quarter East Access**, £4.941m of DfT funding sought to improve key junctions for motorists, pedestrians, cyclists and public transport users along the length of the Feeder Rd as well as Avon St. /Temple Way. Improved pedestrian and cycle facility from Netham Lock Junction to Feeder Rd/Avon St junction. Full details of the bid can be found online at: <https://travelwest.info/projects/npif>. The DfT have made no announcement regarding award of grant for this project to date.
- Bid 2 (WECA): **Traffic signal junction improvement works**, £4.6m of DfT funding sought to improve several



Appendix B – Equalities screening / impact assessment of proposal	<b>NO</b>
Appendix C – Eco-impact screening/ impact assessment of proposal	<b>NO</b>

<b>Heading: 2017/18 Budget Monitoring Report - Period 3</b>	
<b>Ward: All</b>	
<b>Author: Dave Willis</b>	<b>Job title: Finance Business Partner</b>
<b>Officer presenting report: Denise Murray (Director of Finance)</b>	
<b>Level of Decision: Non-Key Decision</b>	

## **1. Purpose of Report**

1.1. The Council approved budgets and directorate spending limits for the 2017/18 financial year on 21 February 2017. This report sets out the Period 3 (Quarter 1 - April to June 2017) financial position, including the following:

- Projections of potential revenue and capital spending during 2017/18 against approved Directorate and ring-fenced budget allocations
- Progress on the savings efficiency options and confidence of delivery
- Reviews of risks and the mitigating actions being undertaken to ensure that we do not overspend against our 2017/18 budgets
- Movement on reserves and sufficiency of general balance
- Aged Debt analysis

## **2. Latest Financial Summary as at Period 3 (P3)**

2.1. The latest revenue forecast outturn (as provided in Appendix A) shows a potential overspend of £8.5m (2.3%) against an approved budget of £364.7m, a decrease of £0.5m over last month. Of this £8.5m forecasted overspend, £7.4m is attributed to the People directorate, areas including; Adult Social Care (£4.4m), Children's Social Care (£1.4m) and Education and Skills (£0.8m). The people function represent 64% of the Council's net operating budget (excluding Corporate financing etc.) and demand / market prices for these services are outstripping the Council's ability to contain spend or increase income at a fast enough pace to deliver a balanced budget. This presents a significant risk to the Council's financial position.

2.2. The ring fenced accounts are outside this figure and have net nil budgets that should ideally be contained:

- Dedicated School Grant (DSG)-£6.0m deficit / overspend against £202.9m approved expenditure allocation, unchanged from last month.
- Housing Revenue Account (HRA) - £1.2m underspend against -£51.8m approved net budget, £0.1m more underspent than last month
- Public Health (PH) - £454,000 underspend against £33.7m approved expenditure allocation

2.3. Deficits / overspends that materialise on the ring-fenced accounts should ideally be contained within individual reserves; however the level of schools reserves as at 31 March 2017 would be insufficient to support the forecasted level of overspend on the DSG; further increasing the pressure on the general fund balances above the forecasted outturn above..

2.4. Capital spending in year is forecast to be £213.6m compared to the current budget of £223.7m resulting in a forecast underspend of £10.1m.

2.5. The Council is exposed to further risks and opportunities which it is seeking to manage and are not at a sufficient level of realisation for incorporation into the forecast. These amounts to a net value of £3.1m. These net risks must be viewed in the context of the total risk reserve of c£7m.

**Further details are outlined in the sections below and shown in dashboard style appendices**

### **3. General Fund Revenue Forecast**

3.1 The P3 forecasted outturn shows a potential overspend of £8.5m (2.3%) and the primary pressures are:

#### **3.2 The People directorate £7.4m (+) £0.2m movement**

Whilst the Council has invested £17m in the people directorate to re-baseline the 2017/18 budget, significant pressures are evident relating to increased provider costs for adult care services. The cost of Adult Social Care remains the biggest risk to the Council's budget.

The Improved Better Care Fund (iBCF) for Adult Social Care in 2017-19 will be pooled into the local BCF. There will be some opportunity to draw down on these funds but this will inevitably come with additional costs. The Council is working with Health partners to ensure a joined up approach exist and that a programme of interventions can be developed which will have optimum impact on reducing demand and tackling market failures.

#### **3.3 Property services £2.6m (-) £0.3m movement**

Pressures are associated to maintaining the existing estate. The service is in the process of producing a recovery plan to which the £0.3m movement captured above forms part.

#### **3.4 Management action that is being taken to alleviate the above pressures is as follows:**

These are areas of corporate focus and there are a number of pieces of work being explored to help manage spend in this area notwithstanding the implementation of corporate spend reduction mechanisms. Further information will be brought back to Cabinet as part of the period 4 monitoring report.

The successful delivery of these recovery plans will be closely monitored through the monthly performance reporting process and Supplementary Estimates will be required if mitigating savings cannot be identified. It must be noted however that with the current financial outlook this will result in savings targets being extended across the full Council should this be required.

### **4. Housing Revenue Account**

4.1 The forecast HRA position is a £1.2m underspend as at P3 as a result of reduced Planned Programme spend and additional rental income. This is due to reduced average repair cost, a lengthening of the programme cycle moving from 7 years to 10 years in most cases, and a reduction in voids.

The impact of fire safety on the capital and revenue provision, and other changes under consideration will be closely monitored and reported to a future meeting.

### **5. Dedicated Schools Grant £.0 net nil**

5.1 Whilst a balanced position is currently forecasted a number of pressures are emerging, and if not successfully managed could have an impact on the Council's general fund.

The current risks, before mitigations total £6.0m, which includes £1.6m cumulative deficit brought forward and in-year net worsening of the projected overspend is £4.4m. The main pressures are in Special Educational Needs, Alternative Learning Provision and Specialist Support, offset by some underspends, mainly in funds set aside for growing schools. An action plan to address the underlying pressures in High Needs is in development, which will include measures to reduce costs in alternative learning placements and top up allocations in particular. Schools Forum considered the overall financial position of the DSG and the emerging action plan at its meeting on 10th July 2017.

5.2 School reserves are at a seriously low level of £3.3m (excluding earmarked project funds) Resulting in a temporary suspension of the licensed deficit scheme and a request for maintained schools and nurseries not holding surpluses to submit a balanced budget.

## **6. Public Health £.0 net nil**

6.1 £454,000 underspend– Public Health are no longer required to fund the GF Health Strategy Team.

## **7. Capital Spending**

7.1 The original 2017/18 Capital budget was £213.5m. There has been some re-profiling of schemes from 2016/17 into this financial year which accounts for the majority of the increase in the capital programme to a revised capital allocation of £223.7m for 2017/18. Capital spending in year is forecast to be £213.6m, resulting in a forecast underspend of £10.1m attributed primarily to the HRA and People programmes. The movement in capital expenditure is shown on the Capital table.

7.2 Major areas of current pressure or risks in the capital programme have been identified as Metrobus, The Arena, and Colston Hall with mitigating actions being investigated. The funding of the capital programme and reassessment of priorities is currently under review to be reported to Council in due course and resourcing principles to be covered as part of the developing of our Medium Term Financial Plan.

7.3 The governance of Capital spend is being reviewed, and a new process will be aligned with the current Delivery Working Group and Delivery Executive approach used for revenue project management.

## **8. Progress against Savings / Efficiency propositions**

8.1 Progress against savings and efficiency targets is now presented as part of budget monitoring information. Summary tables highlighting our progress as at P3 are outlined within the appendix to this report. This has been expanded to include a comment on the progress. In agreeing a balanced revenue budget and directing funds available to our key priorities for 2017/18, the Council committed itself to delivering savings of £33.1m. Of these £6.5m (20%) are at risk and may not be achieved in this financial year. This position is included in the forecast outturn were appropriate or outlined on the risk and opportunities where mitigations are being explored.

## **9. Risk and Opportunities Implications**

9.1 A range of risks and opportunities are being managed within Directorate Leadership Teams with an average **net impact of £3.1m** should these risks materialise. A range of risks are provided for within our Risk Reserve and some of this reserve is likely to be utilised if the above come to fruition during this financial year.

### **Reserves**

9.2 The 2017/18 opening balance on reserves of £20.0m general balance, £65.4m earmarked reserve (£20.0m and £106m 2016/17 respectively). In February Council agreed an increase of £21.4m from one-off contributions from capital receipts, collection fund and review of the Council's Minimum Revenue Contribution policy. Current projections, as at the end of June, indicate a required drawdown of some £46.5m, reducing earmarked reserves to £40.3m.

## **10. Debt Management**

10.1 At the end of June 2017 the Council had £39.8m of aged debt; £11.1m of which is outstanding for more than a year. c.36% of the aged debt within this period is attributed to Social Care.

See Appendix A for analysis of debt between departments, and client types. 36% of debts are owed by individuals, and these are the majority of the older debts. Trade debtors make up 24%, whilst **Schools (including BCC administered) owe £7.4m which is 17% of the total. NHS £5.4m (14%) and Local Authorities £3.0m (8%) make up the majority of the remainder.** Further improvements in our debt recovery processes, including reporting and a review of the Debt Management Framework are underway to ensure that the Council adopts a consistent, firm but fair policy in line with best practice and having regard for hardship.

## 11. S151 Officer Comments

11.1 The Council faces on-going challenges both within the current financial year and in developing a balanced budget as outlined in the Medium Term Financial Plan. The Council's general balance and reserves were set at an acceptable range given the size of the budget and taking into account the annual financial risk assessment.

11.2 The P3 forecast predicts a significant overspend and new unforeseen risks. Although it is early in the year, the magnitude of the projected overspend indicates that it must be tackled urgently to avoid the Council having insufficient resources to fulfil its core responsibilities. A number of financial control measures will need to be introduced with immediate effect to ensure that the forecast outturn position reduces and returns closer to budget.

***Management actions to include expenditure moratoriums applied to staffing (including agency & consultancy) and third party/ contract spend.***

11.3 These measures need to be applied in areas where we are currently overspending as these budgets represent almost £226m (68 %) of our net operational budget of £330m. We will need to gauge the impact of such actions and the directorates that are currently within budget or underspending will need to hold additional activity / funds in 'abeyance' to assist in offsetting the overspends should the mitigation action not have the desired impact.

## Recommendation(s)

(i) That Cabinet consider the contents of this report, specifically the projected outturn position at period 3 2017/18 of £8.5m, and work in progress to develop a package of proposed management actions to mitigate overspends (Section 3 & 11), projected delivery against planned efficiency savings (Section 8), movement in the Capital Programme of £10.1m, movement on reserves (Section 9) and the current Aged Debt Analysis (Section 10).

(ii) That Cabinet notes the seriousness of school reserves as at 31 March 2017, forecasted outturn of the Dedicated Schools Grant and an anticipation that a number of schools will be in a deficit position by end of 2017-18 (Section 5).

(iii) That Cabinet note that Strategic Directors / Service Directors will continue to review the levels of over and underspends and reallocate budgets to remain within the directorate service allocations for 2017/18 and hold funds in 'abeyance' to assist in offsetting the overspends should the mitigation action not have the desired impact. A further update will be brought back to Cabinet for its meeting of the 19<sup>th</sup> September.

## City Outcome:

**Finance Issues:** The resource and financial implications are set out in the report

<b>Finance Officer:</b> N/A
<b>Legal Issues:</b> This monitoring report is an important component in assisting the Council to comply with its legal obligation to deliver a balanced budget
<b>Legal Officer:</b> Nancy Rollason
<b>Other Issues:</b> N/A

<b>DLT sign-off</b>	<b>SLT sign-off</b>	<b>Cabinet Member sign-off</b>
Nicki Beardmore 26/07/17	Anna Klonowski 02/08/17	Cllr Cheney 04/08/17

<b>Appendices:</b>	
<b>Appendix A – Council Summary</b>	<b>Yes</b>
<b>Appendix B – People Summary</b>	<b>Yes</b>
<b>Appendix C – Place Summary</b>	<b>Yes</b>
<b>Appendix D - Neighbourhoods Summary</b>	<b>Yes</b>
<b>Appendix E - Resources Summary</b>	<b>Yes</b>
<b>Appendix F - HRA Summary</b>	<b>Yes</b>
<b>Appendix G – DSG Summary</b>	<b>Yes</b>
<b>Appendix H – Budget Monitor Summary</b>	<b>Yes</b>

**SUMMARY HEADLINES**

**Latest Financial Position**

The graphs on the dashboards summarise the financial performance of the Council.

The latest revenue forecast outturn shows an overspend of £8.5m (compared to £9.0m P2). The pressures are relating to:

People £7.4m (£7.2m) - mainly due to the rising cost of care packages for adults, and Property £2.6m (£2.9m) - mainly due to unachieved savings.

Progress on delivery against the savings tracker is monitored weekly and savings are categorised into confidence of delivery. Market conditions and delays have occurred to original planned consultation dates and the latest position shows that savings totalling £5.9m (18%) are marked as low confidence. The top 3 include, recommissioning Community Support Services, reshaping our Children Centre Services and seeking efficiencies from our property portfolio. A range of measures are proposed to ensure delivery or appropriate mitigations and the effectiveness of these will be closely monitored.

**Employee Cost Forecasts**

The revised budget for employee costs is £160m. Current forecasts for the year total £155m. However an extrapolation of P3 actuals would suggest an outturn of £148m. This suggests that budget managers are expecting to fill vacancies over the rest of the year, or that there is a potential for further savings of up to £7m.

**Net Risks & Opportunities**

Risks identified across the Council, resulting from a combination of internal & external pressures; as at P3 total £28.4m to which mitigations are proposed. The major risks include:

- £6m - CCG turnaround plans
- £3.1m - Social Care savings not achieved
- £6m - DSG deficits

In converse opportunities for greater than budgeted income generation or costs reduction total £22.2m. The net risk (yellow bar on the corresponding graph) indicates a further net risk exposure of £3.1m as at P3. This assumes a 50% (medium) chance of these risks materialising. This position must be considered in the context of the overall level of reserves.

The latest capital outturn projection is £213.6 m, compared to the latest Budget position of £223.7m, an underspend of £10.1m. This projection is a fully funded position and the spend as at P3 is £10.7m which represent just 5% of the projected outturn. This figure is low and reflects the fact that many allocations with the programme are earmarked subject to busoness case and Cabinet approval, which is still awaited.

2017/18 underspends are reported within the HRA capital programme £4.8m primarily to be delays to major block refurbishments and People £3.6m, mainly in Schools Organisation/Childrens Services. Over all years Place projects are forecast to overspend by £6.7m including Metrobus £4.3m, Renewable energy £5.0m, offset ny underspend on Vehicle Replacement of £2.3m

**1. Overall Position and Movement**

Forecast 2017/18 - Overspend £m												
Revised Budget	2017/18	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
£ 365 m	9.1	8.5										
	2016/17	79.2	30.9	31.1	27.5	17.5	16.9	11.0	11.6			10.5

**2. Revenue Position by Dep**

Budget Area	Over/ (under) spend £m
People	7.4
Place	1.7
Neighbourhoods	-0.2
Resources & City Director	-0.3

**3. Savings Delivery RAG Status**

17/18	Total value of savings (£m)	Value at risk (£m)	Risk (%)
R No - savings are at risk	12.3	6.4	52%
G Yes - savings are safe	20.8	0.1	0%
<b>Grand Total</b>	<b>33.1</b>	<b>6.5</b>	<b>20%</b>

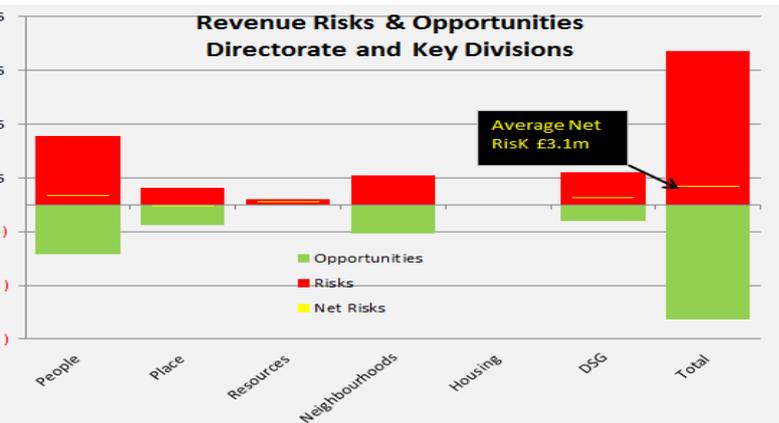
**Top 5 largest savings at risk in 17/18 (ordered by size of saving at risk)**

ID - Name of Proposal	Value at Risk in (£m)
FP04 - Recommission community support services	1.3
RS03 - Reshape Children's Centres' services	0.8
BE2 - Review our property services	0.8
BE7 - Organisational redesign including the council's senior management structures	0.6
RS02 - Reduce road maintenance budgets	0.4

18/19	Total value of savings (£m)	Value at risk (£m)	Risk (%)
R No - no plan in place	1.6	1.5	97%
A Yes - plan in place but still to deliver	12.2	0.1	1%
G Yes - savings can be taken from budget	2.7	0.0	0%
<b>Grand Total</b>	<b>16.5</b>	<b>1.6</b>	<b>10%</b>

**Top 5 largest savings at risk in 18/19 (ordered by size of saving at risk)**

ID - Name of Proposal	Value at Risk in (£m)
BE3 - Restructure Admin and Business Support Teams	0.5
FP14 - In-house enforcement	0.3
BE1 - Restructuring support teams	0.3
RS02 - Reduce road maintenance budgets	0.3
BE23 - Registrar's office improvements	0.1

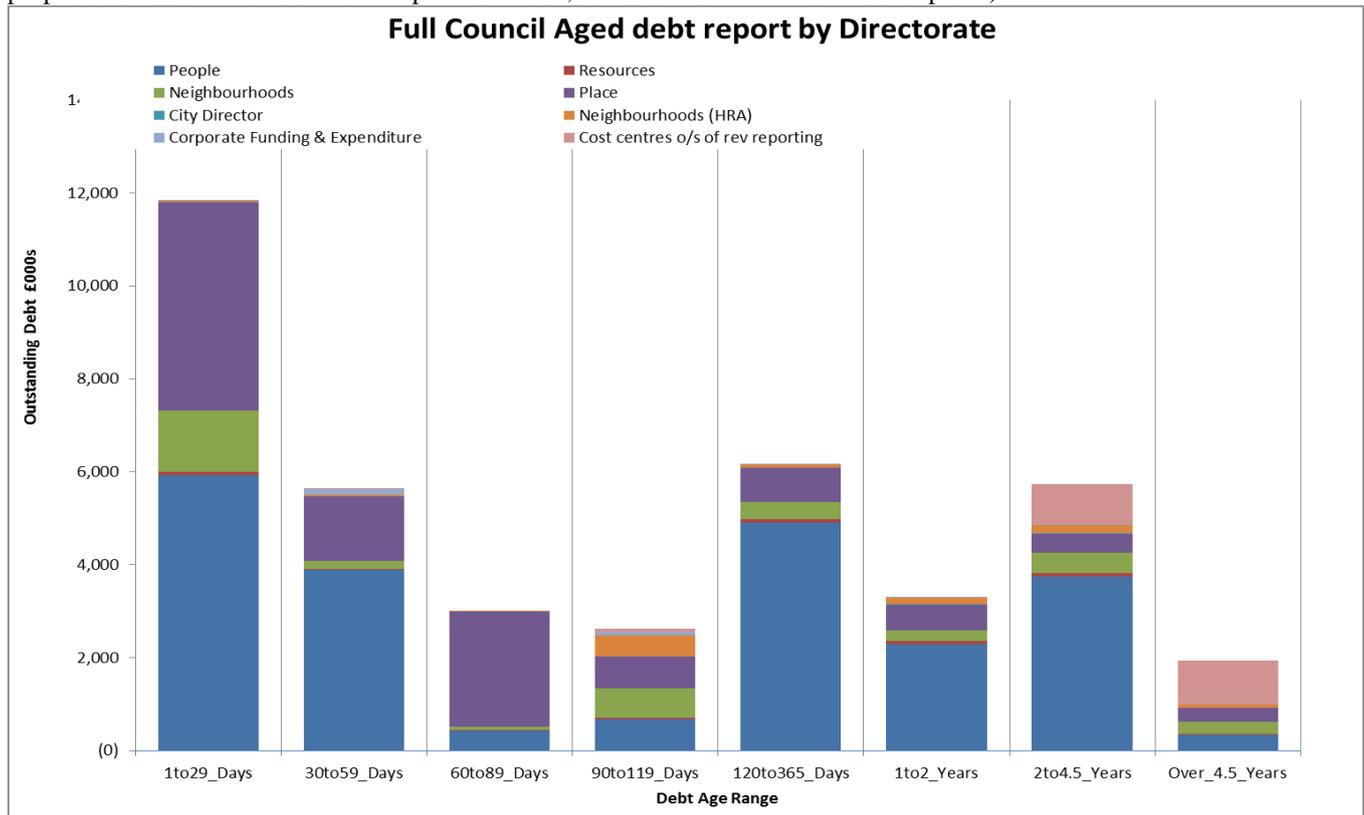


**Capital Programme**

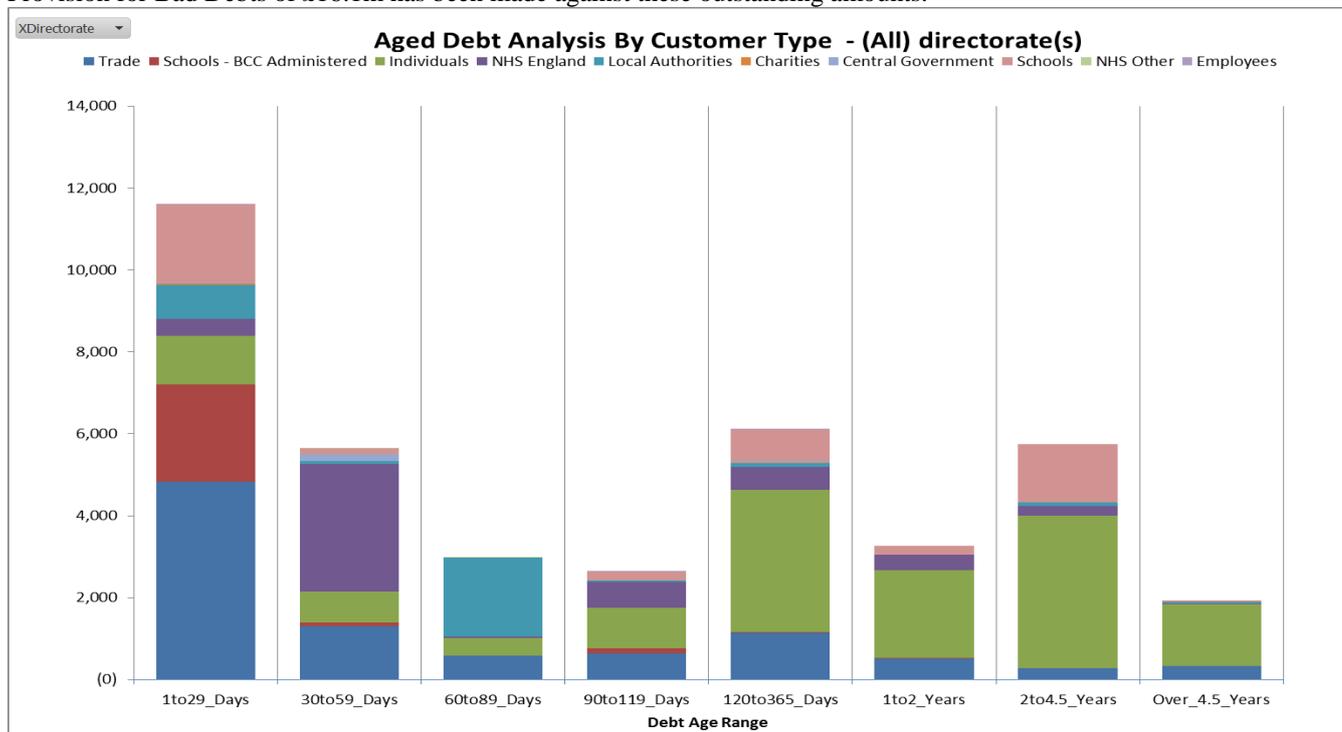
Project Ref.	Strategic Theme	Total Revised Approved Budget	Spend to 31st March 2017	In Year - 17/18			Future Years		FY Total		All Years	
		A	B	C	D	E	C-E	F	G	H (=F+G)	I (=E+H)	A-I
		£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
	People	182,628	34,395	36,663	3,265	33,112	-3,551	37,179	75,651	112,830	180,337	-2,291
	Place	545,955	75,288	112,625	2,810	112,731	108	107,483	257,184	364,667	552,686	6,751
	Neighbourhoods	36,910	8,181	10,343	483	9,178	-1,165	8,278	11,400	19,678	37,037	1,271
	Resources	35,611	11,394	9,417	-368	9,043	-374	6,900	8,100	15,000	35,437	-174
	City Director	-66	-66	0	0	0	0	0	0	0	-66	0
	Corporate	62,264	7,735	12,577	0	12,279	-298	11,000	31,000	42,000	62,014	-250
	HRA	270,543	48,767	42,076	4,470	37,263	-4,813	47,100	132,600	179,700	265,730	-4,813
	<b>Grand Total</b>	<b>1,133,945</b>	<b>185,694</b>	<b>223,701</b>	<b>10,660</b>	<b>213,606</b>	<b>-10,095</b>	<b>217,940</b>	<b>515,935</b>	<b>733,875</b>	<b>1,133,175</b>	<b>-670</b>

## Debt Management

At the end of P3 the Council had £39.8m of aged debt; £11.1m of which has been outstanding for more than a year. The majority of the debt relates to Social Care. (There is currently £1.5m of aged debt which is currently not attributed to departments, a large proportion of which relates to the People directorate, and will be reflected in the P4 reports.)



Provision for Bad Debts of £16.1m has been made against these outstanding amounts.



36% of debts are owed by individuals, and these are the majority of the older debts. Trade debtors make up 24%, whilst Schools (including BCC administered) owe £7.4m which is 17% of the total. NHS £5.4m (14%) and Local Authorities £3.0m (8%) make up the majority of the remainder. Larger debtors are being prioritised for action, especially those that are also creditors, so that future potential payments can be held against outstanding debts.

# Appendix B Bristol City Council - People 2017/18 – Budget Monitor Report

## SUMMARY HEADLINES

### Latest Financial Position

The graphs on the dashboards summarise the financial performance of the People department. The position for DSG is shown on a separate dashboard. The latest revenue forecast outturn shows an overspend of £7.4m, an adverse forecast of £0.2m.

This level of pressure is a major concern for People Departmental Leadership Team who are engaged with Budget Improvement Executive to identify actions to achieve a sustainable position. This will necessarily include some immediate spending restrictions, recruitment controls and measures to unblock savings implementation, as well as understanding strategic initiatives to manage the medium-long term issues in the service.

The pressures are relating to:

- **Adults** £4.4m mainly due to the rising cost of care packages due to lack of capacity, representing a £0.5m net adverse movement since P2. Agreed inflation budgets of £1.5m have been allocated this month, without which the adverse movement would have been £2m. Nursing Care and Community Support Services accounting for the vast majority of the movement in cost. There is no assumption that any of the Improved Better Care Fund, announced in March 2017, is being used to support this pressure.
- **Children & Families** £1.4m mainly due to Residence & Special Guardianship, and Out of Authority residential placements, but with -£0.2m improvement since P2
- **Education and Skills** £0.8m due to delay in implementing savings and operational issues in Childrens Centres £0.550m, a £0.2m pressure in Trading with Schools. No change since P2.
- **People Management** £0.3m Pressures on Apprenticeships and management restructuring savings.
- **Early Intervention & TS** £0.8m mainly due to Emergency accommodation, and additional Preparing for Adulthood take up.
- **Strategic Commissioning** -£0.2m improvement due to alternative funding sources identified for previously reported pressures.

Progress on delivery against the savings tracker is monitored weekly and savings are categorised into confidence of delivery. Market conditions and delays have occurred to original planned consultation dates and the latest position shows that savings totalling £3.1m (26%) are marked as low confidence. The top 3 include Recommissioning Community Support Services, increasing the number of Foster Carers and Reshape Childrens Services. A range of measures are proposed to ensure delivery or appropriate mitigations and the effectiveness of these will be closely monitored.

The latest capital outturn projection is £33.1 m, compared to the latest Budget position of £36.7m, an underspend of £3.6m mainly in Schools Organisation/Childrens Services. (\* starred items indicate that these are earmarked indicative funds that are subject to Business Case approval)

### Debt management

People Directorate has £12.4m debt (60 days or more), £6.4m of which is more than 1 year old. 70%+ of it relates to Adults and it is appropriate for this to be considered at the Adults management team meetings on a regular basis. The £12.4m beyond 60 days is accounted for by debts with individuals (67%), other Public Bodies (29%) and other 3<sup>rd</sup> parties (4%). People DLT recognise that debt levels are high and action is needed on older debts. This will require additional resources.

### Net Risks & Opportunities

The gross financial risks faced by the People Directorate (excluding DSG) are estimated to be £18.8m with estimated mitigations or opportunities of £12.1m. Plans to mitigate the identified risks at P3 are at various stages of development and implementation. The risks include the impact on Care & Support – Adults as a result of CCG turnaround plans where up to £6m of income could be directly affected by these plans, pressures on placement budget in Care & Support – Childrens and DSG overspends that may not have sufficient school underspends to cover them. Using a 50% probability that either the risks or mitigations accrue, current net risks stand at £3.4m.

### 1. Overall Position and Movement

Fore cast 2017/18 - Over spend £m												
Revised Budget £209.8m	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
	7.2	7.4										

### 2. Revenue Position by Div.

Budget Area	Over/Under (£m)	Movement since P2
Care & Support - Adults	4.4	0.5
Care & Support - Children & Families	1.4	0.3
Education & Skills	0.8	0.1
Early Intervention & Targeted Support	0.8	0.3
Management - People	0.3	0.1
Strategic Commissioning & Commercial Relations	-0.2	0.2
<b>Total</b>	<b>7.4</b>	<b>0.2</b>

### 3. Savings Delivery RAG Status

17/18	Total value of savings (£m)	Value at risk (£m)	Risk (%)
R No - savings are at risk	4.6	3.1	66%
G Yes - savings are safe	7.1	0.0	0%
<b>Grand Total</b>	<b>11.7</b>	<b>3.1</b>	<b>26%</b>

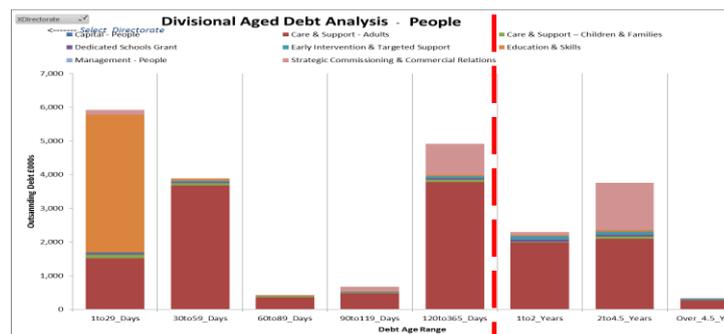
18/19	Total value of savings (£m)	Value at risk (£m)	Risk (%)
R No - no plan in place	0.0	0.0	0%
A Yes - plan in place but still to deliver	4.9	0.0	0%
G Yes - savings can be taken from budget	2.0	0.0	0%
<b>Grand Total</b>	<b>6.9</b>	<b>0.0</b>	<b>0%</b>

ID - Name of Proposal	Value at Risk in 17/18 (£m)
FP04 - Recommission community support services	1.3
RS03 - Reshape Children's Centres' services	0.8
FP10 - Increase Council Foster Carers	0.4
FP22 - Increase supported living provision	0.2
FP18 - More efficient home to school travel	0.1

ID - Name of Proposal	Value at Risk in 17/18 (£m)
N/A	

### Capital Programme

Project Ref	Project Description	Total Revised Approved Budget	Spend to 31st March 2017	In Year - 17/18			Variance	Future Years		FY Total	All Years		
				Revised Combined Budget	Actual Spend to 31st March 17	Projected Spend		18/19	All Other		18/19 & Beyond	Projected Spend	Variance
				A	B	C		D	E		C-E	F	G
Pe01	School Organisation/ Children's Services Capital Programme	71,024	31,249	29,236	2,884	25,902	-3,334	9,251	2,374	11,625	68,778	-2,248	
Pe02	Schools Organisation/ SEN Investment Programme *	91,300	0	1,000	0	1,000	0	25,000	65,300	90,300	91,300	0	
Pe03	Schools Devolved Capital Programme	5,720	2,380	2,500	0	2,500	0	840	0	840	5,720	0	
Pe04	Non Schools Capital Programme	1,745	686	978	357	939	-39	50	39	89	1,714	-31	
Pe05	Children & Families - Aids and Adaptations	953	272	681	0	681	0	0	0	0	953	0	
Pe06	Care Services *	8,310	0	0	0	0	0	500	7,810	8,310	8,310	0	
Pe07	Extra care Housing	2,244	19	800	0	700	-100	1,440	30	1,470	2,189	-55	
Pe08	Care Management/Care Services	1,332	-211	1,468	24	1,390	-78	98	98	196	1,375	-57	
<b>Grand Total</b>		<b>182,628</b>	<b>34,395</b>	<b>36,663</b>	<b>3,265</b>	<b>33,112</b>	<b>-3,551</b>	<b>37,179</b>	<b>75,651</b>	<b>112,830</b>	<b>180,337</b>	<b>-2,291</b>	



# Appendix C

## Bristol City Council - Place

### 2017/18 – Budget Monitor Report

2017/18

P3

#### SUMMARY HEADLINES

##### Latest Financial Position

The graphs on the dashboards summarise the financial performance of the Place Directorate. The latest revenue forecast outturn shows an overspend of £1.7m. The main variances are relating to: Property £2.6m forecast overspend partly offset by (0.9m) Energy and transport underspend;

Progress on delivery against the planned savings is monitored weekly and savings are categorised into confidence of delivery. Slippage have occurred including delays to original planned consultation dates and the latest position shows that savings totalling £1.8m (19%) are marked as low confidence / at risk. The top 3 include Reviewing Property Services, Reducing Road Maintenance and Remove funding for Local traffic schemes. A range of measures are proposed to ensure delivery, i.e. £1.1m of identified appropriate mitigations has been included in the forecast position mainly under Transport. The effectiveness of these mitigation measures will be closely monitored.

The forecast underspend in Transport mainly relates to none-recurrent in-year staffing vacancy savings (£0.18m) and additional in-year charges relating to Penalty Charge Notices (£0.18m). The forecast underspend in Energy (£0.5m) relates to 16/17 utility recharges to schools being miscoded in 17/18, resulted in an one-off in-year benefit.

Majority of the forecast overspend at P3 are reported under Property Division. Property Division started the financial year with the following savings targets:

	£m
16/17 Carried forward savings delivery gap	1.0
17/18 savings target	2.5
<b>Total 17/18 Savings Target</b>	<b>3.5</b>

To date, c£1.7m savings against the above has been identified and included in the P3 forecast outturn.

In addition, a number of historic budget pressures also requires long-term mitigations, these include £1.5m internal trading income shortfall, overspend on security services, and business rates budget shortfall. Please note, the income shortfall on internal trading is currently mitigated by using an earmarked corporate contingency in P3. Taking in to account all of the above, Property is reporting an overall unavoidable overspend of £2.6m at P3.'

The latest capital outturn projection is £112.7 m, compared to the latest Budget position of £112.6m, an overspend of £0.1m.

The major risk being the MetroBus project overspend which is subject to a separate cabinet decision in on this agenda. Full details of the capital programme are shown on the second page of the dashboard. (\* starred items indicate that these are earmarked indicative funds that are subject to Business Case approval and those marked # partly so)

##### Debt management

At the end of P3 Place had £11m of aged debt; £1.3m of which has been outstanding for more than a year. The majority of this related to property

##### Net Risks & Opportunities

Risks identified across the Directorate, resulting from a combination of internal & external threats; as at P3 total £3.2m to which mitigations are required. In converse opportunities / risk mitigations have been identified which include greater than budgeted income generation or costs reduction totalling £3.8m. The net risk / opp (yellow bar on the corresponding graph) is calculated by averaging both of these figures and indicates for high level purposes only; this presents a further net upside opportunity of £0.78m as at P3 for Place overall. This position must be considered in the context of the overall level of reserves.

##### 1. Overall Position and Movement

Forecast 2017/18 - Overspend £m												
Revised	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
Budget	2.4	1.7										
£15.9m	↑	↓										

##### 2. Revenue Position by Div.

Budget Area	Over/ (under) spend £m
Property	2.6
Economy	0.1
Planning	-0.1
Transport	-0.4
Energy	-0.5

##### 3. Savings Delivery RAG Status

17/18	Total value of savings (£m)	Value at risk (£m)	Risk (%)
R No - savings are at risk	5.2	1.8	35%
G Yes - savings are safe	4.3	0.0	0%
	0.0	0.0	0%
<b>Grand Total</b>	<b>9.6</b>	<b>1.8</b>	<b>19%</b>

18/19	Total value of savings (£m)	Value at risk (£m)	Risk (%)
R No - no plan in place	0.3	0.3	100%
A Yes - plan in place but still to deliver	0.7	0.0	0%
G Yes - savings can be taken from budget	0.7	0.0	0%
<b>Grand Total</b>	<b>1.7</b>	<b>0.3</b>	<b>15%</b>

##### Top 5 largest savings at risk in 17/18 (ordered by size of saving at risk)

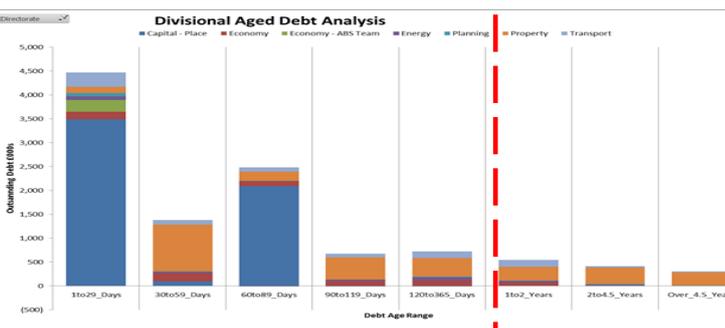
ID - Name of Proposal	Value at Risk in 17/18 (£m)
BE2 - Review our property services	0.8
RS02 - Reduce road maintenance budgets	0.4
RS10 - 1 - Remove funding for local traffic schemes currently devolved to Neighbourhood Partnerships	0.4
IN01 - Reviewing on-street parking charges	0.2
BE24 - Transport maintenance	0.1

##### Top 5 largest savings at risk in 17/18 (ordered by size of saving at risk)

ID - Name of Proposal	Value at Risk in 17/18 (£m)
RS02 - Reduce road maintenance budgets	0.3

##### Capital Programme

Project Ref	Place	Project Description	Total Revised Approved Budget	Spend to 31st March 2017	In Year - 17/18					Future Years		FY Total		All Years	
					Revised Combined Budget	Actual Spend to P3 end of June 17	Projected Spend	Variance	18/19	All Other	18/19 & Beyond	Projected Spend	Variance		
A	B	C	D	E	C-E	F	G	H(=F+G)	I (B+E+H)	A-I					
PL01 - PL10	Transport		126,715	62,416	46,642	910	55,064	8,422	5,056	7,313	12,369	129,849	3,134		
PL11 - PL17	Regeneration & Major Projects		130,318	5,103	21,574	388	20,374	-1,200	39,365	65,262	104,627	130,104	-214		
PL18 - PL19	Energy		24,956	2,306	11,151	117	7,789	-3,362	11,784	8,040	19,824	29,919	4,963		
PL20 - PL29	Property		86,328	5,123	17,612	1,387	19,000	1,388	30,641	30,553	61,194	85,317	-1,009		
PL30 - PL31	Housing Delivery		177,640	340	15,646	8	10,504	-5,142	20,637	146,016	166,653	177,497	-143		
<b>Grand Total</b>			<b>545,955</b>	<b>75,288</b>	<b>112,625</b>	<b>2,816</b>	<b>112,731</b>	<b>109</b>	<b>107,483</b>	<b>257,184</b>	<b>364,667</b>	<b>552,686</b>	<b>5,731</b>		



**CAPITAL PROGRAMME - DETAILS**

Project Ref.	TRANSPORT Project Description	Total Revised Approved Budget	Spend to 31st March 2017	In Year - 17/18			Future Years		FY Total 18/19 & Beyond	All Years		
				Revised Combined Budget	Actual Spend to P3 end of June 17	Projected Spend	Variance	18/19		All Other	Projected Spend	Variance
				A	B	C	D	E		C - E	F	G
		£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
PL01	Metrobus	48,945	39,748	6,697	-2,112	13,497	6,800	0	0	0	53,245	4,300
PL02	Passenger Transport	3,463	930	2,464	37	2,322	-142	0	0	0	3,252	-211
PL03	Residents Parking Schemes	2,260	1,679	559	25	559	0	0	0	0	2,238	-22
PL04	Strategic City Transport	18,754	2,036	15,699	1,619	13,345	-2,354	2,227	0	2,227	17,608	-1,146
PL05	Sustainable Transport	31,132	8,882	17,319	276	17,252	-67	2,329	2,713	5,042	31,176	44
PL06	Portway P&R rail Platform *	1,100	0	1,100	0	1,100	0	0	0	0	1,100	0
PL07	Rail Stations Improvement Programme *	1,600	0	800	0	0	-800	0	1,600	1,600	1,600	0
PL08	Highways & Drainage Enhancements	2,897	2,897	1	-187	40	39	0	0	0	2,937	40
PL09	Highways Infrastructure - Plimsoll Bridge *	300	0	300	0	300	0	0	0	0	300	0
PL10	Highways & Traffic Infrastructure #	16,264	6,244	1,703	1,252	6,649	4,946	500	3,000	3,500	16,393	129
	<b>Grand Total</b>	<b>126,715</b>	<b>62,416</b>	<b>46,642</b>	<b>910</b>	<b>55,064</b>	<b>8,422</b>	<b>5,056</b>	<b>7,313</b>	<b>12,369</b>	<b>129,849</b>	<b>3,134</b>

Project Ref.	REGENERATION & MAJOR PROJECTS Project Description	Total Revised Approved Budget	Spend to 31st March 2017	In Year - 17/18			Future Years		FY Total 18/19 & Beyond	All Years		
				Revised Combined Budget	Actual Spend to P3 end of June 17	Projected Spend	Variance	18/19		All Other	Projected Spend	Variance
				A	B	C	D	E		C - E	F	G
		£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
PL11	Bristol Arena & Temple Meads East Regeneration #	123,330	4,155	17,642	371	17,393	-249	37,140	64,642	101,782	123,330	0
PL12	Filwood Broadway	1,365	3	1,014	0	0	-1,014	1,363	0	1,363	1,366	1
PL13	Filwood Green Business Park	1,494	480	1,014	0	932	-82	0	0	0	1,412	-82
PL14	Planning & Sustainable Development - Legible City Phase 2	1,711	142	759	17	909	150	180	320	500	1,551	-160
PL15	Planning & Sustainable Development - EIP *	600	0	150	0	150	0	150	300	450	600	0
PL16	Economy Development	818	323	495	0	490	-5	32	0	32	845	27
PL17	Resilience Fund (£1m of £10m Port Sale) *	1,000	0	500	0	500	0	500	0	500	1,000	0
	<b>Grand Total</b>	<b>130,318</b>	<b>5,103</b>	<b>21,574</b>	<b>388</b>	<b>20,374</b>	<b>-1,200</b>	<b>39,365</b>	<b>65,262</b>	<b>104,627</b>	<b>130,104</b>	<b>-214</b>

Project Ref.	ENERGY Project Description	Total Revised Approved Budget	Spend to 31st March 2017	In Year - 17/18			Future Years		FY Total 18/19 & Beyond	All Years		
				Revised Combined Budget	Actual Spend to P3 end of June 17	Projected Spend	Variance	18/19		All Other	Projected Spend	Variance
				A	B	C	D	E		C - E	F	G
		£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
PL18	Energy Services - Renewable #	10,956	2,306	11,151	117	6,789	-4,362	5,784	1,040	6,824	15,919	4,963
PL19	Energy Services - Workstream 2 *	14,000	0	0	0	1,000	1,000	6,000	7,000	13,000	14,000	0
	<b>Grand Total</b>	<b>24,956</b>	<b>2,306</b>	<b>11,151</b>	<b>117</b>	<b>7,789</b>	<b>-3,362</b>	<b>11,784</b>	<b>8,040</b>	<b>19,824</b>	<b>29,919</b>	<b>4,963</b>

Project Ref.	PROPERTY Project Description	Total Revised Approved Budget	Spend to 31st March 2017	In Year - 17/18			Future Years		FY Total 18/19 & Beyond	All Years		
				Revised Combined Budget	Actual Spend to P3 end of June 17	Projected Spend	Variance	18/19		All Other	Projected Spend	Variance
				A	B	C	D	E		C - E	F	G
		£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
PL20	Strategic Property	6,563	3,751	1,836	480	3,784	1,948	343	0	343	7,878	1,315
PL21	Strategic Property - H&S *	11,600	0	1,600	0	1,600	0	2,500	7,500	10,000	11,600	0
PL22	Strategic Property - Waste H&S *	2,000	0	1,000	0	1,000	0	1,000	0	1,000	2,000	0
PL23	Strategic property - Temple St	1,700	0	1,700	375	1,700	0	0	0	0	1,700	0
PL24	Colston Hall	48,800	1,328	4,557	398	4,557	0	23,362	19,553	42,915	48,800	0
PL25	Strategic Property - Community Capacity Building *	5,000	0	1,000	0	500	-500	1,000	3,500	4,500	5,000	0
PL26	Old Vic and St George's	1,548	0	1,548	0	1,548	0	0	0	0	1,548	0
PL27	Vehicle Replacement Programme *	8,400	0	3,700	0	3,640	-60	2,436	0	2,436	6,076	-2,324
PL28	Bottleyard Studio's	700	29	671	134	671	0	0	0	0	700	0
PL29	Hengrove Park	15	15	0	0	0	0	0	0	0	15	0
	<b>Grand Total</b>	<b>86,326</b>	<b>5,123</b>	<b>17,612</b>	<b>1,387</b>	<b>19,000</b>	<b>1,388</b>	<b>30,641</b>	<b>30,553</b>	<b>61,194</b>	<b>85,317</b>	<b>-1,009</b>

Project Ref.	Housing Delivery Project Description	Total Revised Approved Budget	Spend to 31st March 2017	In Year - 17/18			Future Years		FY Total 18/19 & Beyond	All Years		
				Revised Combined Budget	Actual Spend to P3 end of June 17	Projected Spend	Variance	18/19		All Other	Projected Spend	Variance
				A	B	C	D	E		C - E	F	G
		£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
PL30	Strategy & commissioning #	176,918	0	15,265	8	10,265	-5,000	20,637	146,016	166,653	176,918	0
PL31	Kingswear & Torpoint Flats	722	340	381	0	239	-142	0	0	0	579	-143
	<b>Grand Total</b>	<b>177,640</b>	<b>340</b>	<b>15,646</b>	<b>8</b>	<b>10,504</b>	<b>-5,142</b>	<b>20,637</b>	<b>146,016</b>	<b>166,653</b>	<b>177,497</b>	<b>-143</b>

**SUMMARY HEADLINES**

**Latest Financial Position**

The graphs on the dashboards summarise the financial performance of the Neighbourhoods directorate.

The latest revenue forecast outturn shows an underspend of £0.2m which is driven mainly by Neighbourhoods and Communities where the delivery of savings (staffing restructures and increases in income) planned for 2018/19 are forecast to be accelerated in to 17/18.

Progress on delivery against the savings tracker is monitored weekly and savings are categorised into confidence of delivery. Market conditions and delays have occurred to original planned consultation dates and the latest position shows that savings totalling £0.4m (6%) are marked as low confidence. The top 3 include Alternative Funding for Private Tenants Complaints, Temp/Emergency accommodation and In-house Enforcement. A range of measures are proposed to ensure delivery or appropriate mitigations and the effectiveness of these will be closely monitored.

The latest capital outturn projection is £9.2m, compared to the Budget position of £10.4m, an underspend of £1.2m. This relates to slippage in Libraries for the Future, Investment in Parks and Green Spaces and Sports Provision (\* starred items indicate that these are earmarked indicative funds that are subject to Business Case approval).

**Debt management**

At the end of P3 Neighbourhoods had £3.5m of aged debt; £0.9m of which has been outstanding for more than a year. The majority of this relates to Housing options.

**Net Risks & Opportunities**

Risks identified across the Council resulting from a combination of internal & external threats total £5.4m at P3. Opportunities to offset these risks through draw down from specific Reserves and Grants total £5.4m, so that the net exposure at P3 is £0m.

**1. Overall Position and Movement**

Fore cast 2017/18 - Under spend £m												
Revised Budget	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
£68.5m	-0.4	-0.2										

**2. Revenue Position by Div.**

Budget Area	Over/ (under) spend £m
Public Health - General Fund	0.1
Women's Commission	0.0
Waste	0.0
Citizen Services	-0.1
Housing Options	-0.1
Neighbourhoods & Communities	-0.2

**3. Savings Delivery RAG Status**

17/18	Total value of savings (£m)	Value at risk (£m)	Risk (%)
R No - savings are at risk	0.4	0.3	81%
G Yes - savings are safe	5.4	0.1	1%
<b>Grand Total</b>	<b>5.8</b>	<b>0.4</b>	<b>6%</b>

18/19	Total value of savings (£m)	Value at risk (£m)	Risk (%)
R No - no plan in place	0.4	0.3	87%
A Yes - plan in place but still to deliver	4.1	0.1	2%
G Yes - savings can be taken from budget	0.5	0.0	0%
<b>Grand Total</b>	<b>5.0</b>	<b>0.4</b>	<b>8%</b>

**Top 5 largest savings at risk in 17/18 (ordered by size of saving at risk)**

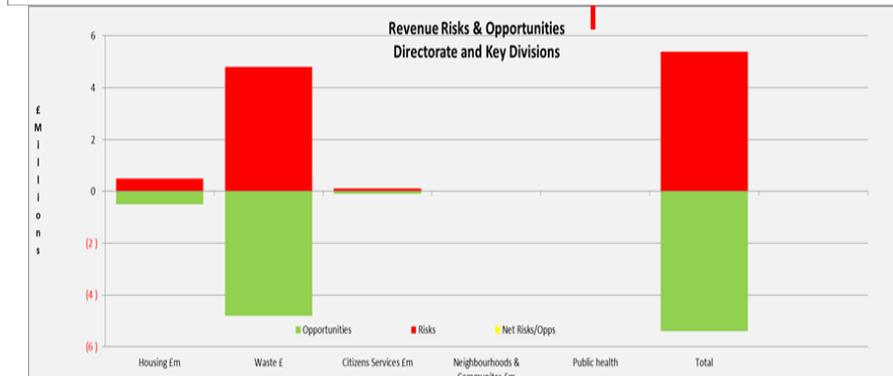
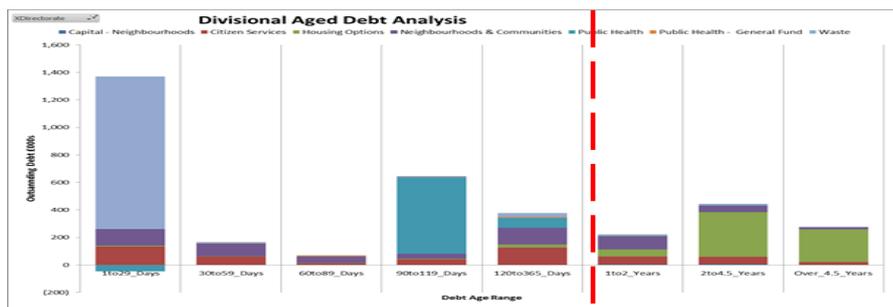
ID - Name of Proposal	Value at Risk in 17/18 (£m)
IN08 - Alternative funding for responding to private tenants' complaints	0.2
FP15 - Reduce use of temporary/emergency accommodation	0.1
FP14 - In-house enforcement	0.1
FP28 - Single council-wide process for providing emergency accommodation	0.1
FP26 - Hengrove Leisure Centre re-financing	0

**Top 5 largest savings at risk in 17/18 (ordered by size of saving at risk)**

ID - Name of Proposal	Value at Risk in 17/18 (£m)
FP14 - In-house enforcement	0.3
RS15 - Reduce Discretionary Rate Relief for business rates	0.1
FP26 - Hengrove Leisure Centre re-financing	0.1

**Capital Programme**

Project Ref.	Neighbourhoods	Project Description	Total Revised Approved Budget	Spend to 31st March 2017	Revised Combined Budget	In Year - 17/18			Future Years		FY Total	All Years	
						Actual Spend to P3 end of June 17	Projected Spend	Variance	18/19	All Other	18/19 & Beyond	Projected Spend	Variance
						A	B	C	D	E	C-E	F	G
NH01	Libraries for the Future	906	363	293	39	78	-215	465	0	465	906	0	
NH02	Investment in parks and green spaces	3,415	1,132	2,359	102	1,597	-762	813	0	813	3,542	127	
NH03	Cemeteries & Crematoria *	1,000	0	500	0	500	0	500	0	500	1,000	0	
NH04	Third Household Waste Recycling and Re-use Centre *	4,000	0	200	0	200	0	3,800	0	3,800	4,000	0	
NH05	Sports provision *	4,500	0	300	0	0	-300	300	4,200	4,500	4,500	0	
NH06	Bristol Operations Centre	7,763	4,127	3,689	57	3,636	-53	0	0	0	7,763	0	
NH07	Housing Solutions	15,326	2,559	3,002	285	3,167	165	2,400	7,200	9,600	15,326	0	
<b>Grand Total</b>			<b>36,910</b>	<b>8,181</b>	<b>10,343</b>	<b>483</b>	<b>9,178</b>	<b>-1,165</b>	<b>8,278</b>	<b>11,400</b>	<b>19,678</b>	<b>37,037</b>	<b>127</b>



**SUMMARY HEADLINES**

**Latest Financial Position**

The graphs on the dashboards summarise the financial performance of the Resources and City Director departments.

The latest revenue forecast outturn shows an underspend of £0.3m (£0.1m in P2) mainly relating to staff costs in HR and Workplace.

Progress on delivery against the savings tracker is monitored weekly and savings are categorised into confidence of delivery. Market conditions and delays have occurred to original planned consultation dates and the latest position shows that savings totalling £0.6m (10%) are marked as low confidence. The top 3 include Organisational redesign, Restructure of ABS, Improvement of Legal Case management system. These risks have not been forecast as a range of measures are proposed to ensure delivery or appropriate mitigations and the effectiveness of these will be closely monitored.

The latest capital outturn projection is £9.0 m, compared to the latest Budget position of £9.4m, an underspend of £0.4m. (\* starred items indicate that these are earmarked indicative funds that are subject to Business Case approval)

**Debt management :**

At the end of P2 there is £0.6m of aged debt; £0.2m of which has been outstanding for more than a year. Provision for £0.3m of bad debt has been made. £188k of the total debt is owed by BCC Administered Schools.

**Net Risks & Opportunities**

As at P3 total £0.9m of risks of overspend were identified (mostly the savings at risk above). Officers have formulated plans to mitigate all of these risks, and as such there is a net risk of £zero.

**1. Overall Position and Movement**

Forecast 2017/18 - Overspend £m												
Revised Budget	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
£35.8m	-0.1	-0.3										

**2. Revenue Position by Div.**

Budget Area	Over/ (under) spend £m
ICT	0.0
Legal and Democratic Services	0.0
Executive Office Division a	0.0
Finance	0.0
Resource Transformation	0.0
Policy, Strategy & Communications	-0.1
HR & Workplace	-0.2

**3. Savings Delivery RAG Status**

17/18	Total value of savings (£m)	Value at risk (£m)	Risk (%)
R No - savings are at risk	2.0	1.2	60%
G Yes - savings are safe	4.0	0.0	0%
<b>Grand Total</b>	<b>6.0</b>	<b>1.2</b>	<b>20%</b>

18/19	Total value of savings (£m)	Value at risk (£m)	Risk (%)
R No - no plan in place	1.0	1.0	100%
A Yes - plan in place but still to deliver	2.5	0.0	0%
G Yes - savings can be taken from budget	-0.5	0.0	0%
<b>Grand Total</b>	<b>3.0</b>	<b>1.0</b>	<b>33%</b>

**Top 4 largest savings at risk in 17/18 (ordered by size of saving at risk)**

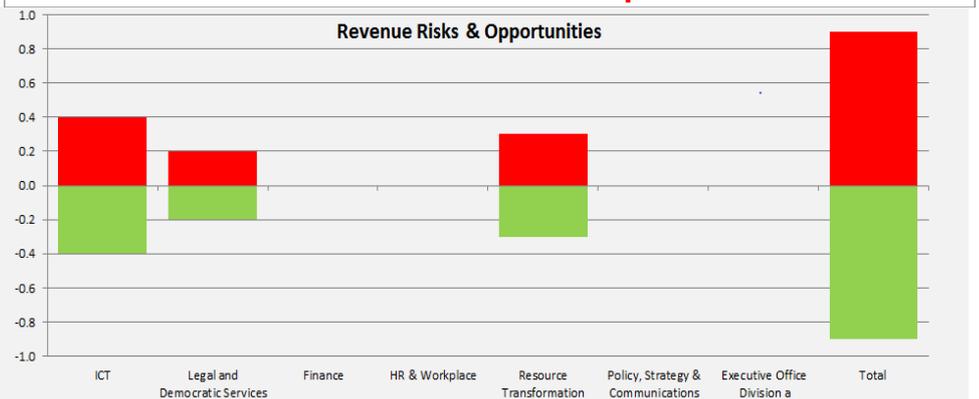
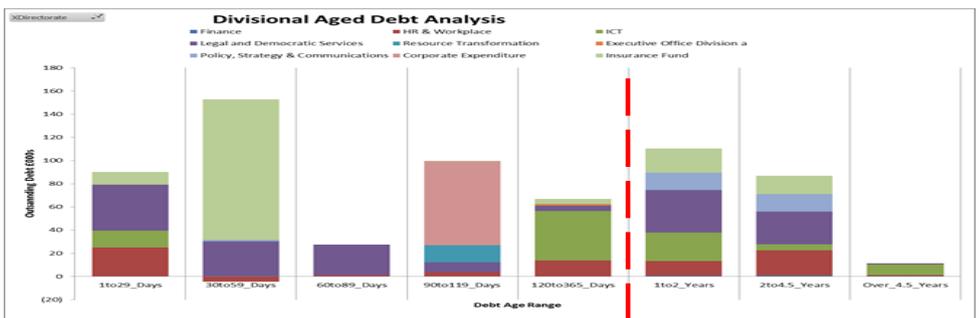
ID - Name of Proposal	Value at Risk in 17/18 (£m)
BE7 - Organisational redesign including the council's senior management structures	0.6
BE3 (b) Restructure adminand business support teams	0.3
BE13 Improvements to legalcase management system	0.2
IN06 Increase bookings for Lord Mayor's Mansion	0

**Top 4 largest savings at risk in 17/18 (ordered by size of saving at risk)**

ID - Name of Proposal	Value at Risk in 17/18 (£m)
BE3 (b) Restructure adminand business support teams	0.5
BE1-10 Restructuring support teams	0.3
BE23 Registrar's Office -improvements	0.1
IN06 Increase bookings for Lord Mayor's Mansion House and Chapel	0.1

**Capital Programme**

Project Ref.	Resources	Total Revised Approved Budget	Spend to 31st March 2017	In Year - 17/18			Future Years		FY Total	All Years		
				Revised Combined Budget	Actual Spend to P3 end of June 17	Projected Spend	18/19	All Other		Projected Spend	Variance	
				A	B	C	D	E		C - E	F	G
Re01	ICT Refresh Programme *	7,500	0	1,500	0	1,300	-200	1,700	4,500	6,200	7,500	0
Re02	ICT Development - HR/Finance *	2,800	0	300	0	300	0	2,500	0	2,500	2,800	0
Re03	ICT Strategy Development *	11,300	0	5,000	0	5,000	0	2,700	3,600	6,300	11,300	0
Re04	Bristol Workplace Programme	14,011	11,394	2,617	-368	2,443	-174	0	0	0	13,837	-174
<b>Grand Total</b>		<b>35,611</b>	<b>11,394</b>	<b>9,417</b>	<b>-368</b>	<b>9,043</b>	<b>-374</b>	<b>6,900</b>	<b>8,100</b>	<b>15,000</b>	<b>35,437</b>	<b>-174</b>



SUMMARY HEADLINES

1. Overall Position and Movement Since Previous Period

Fore cast 2017 / 18 - Over spend £ m											
Revised Budget £ 51.8 m	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
	-0.9	-1.2									

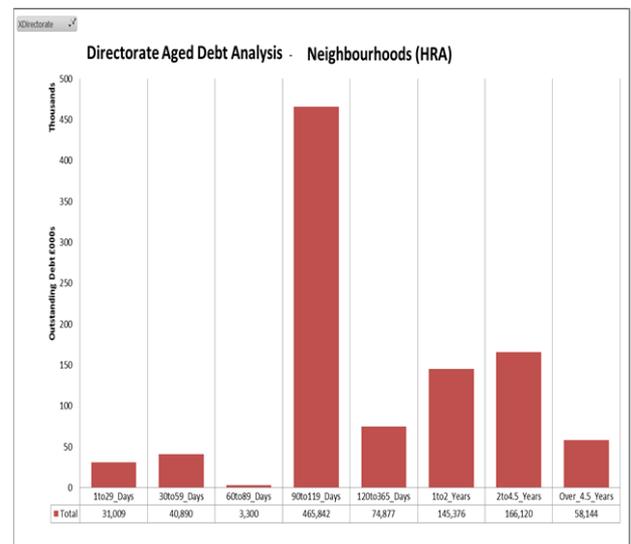
2. Revenue Position by Area

Budget Area	Over / (under) spend £m
Income (incl. rental income & service charges)	-0.464
Repairs and Maintenance	-0.880
Supervision & Management	0.025
Tenants Services	0.111

The revised budget is before interest and depreciation charges that have to be accounted in the HRA's overall financial position. The overall forecast for the HRA is a positive variance of £1.2m compared to the annual budgeted position. This is predominantly due to increased rental income (£464k) due to fewer voids / lower void times and an underspend in Planned Programmes (£880k) where there is forecast reduction in the external paint programme, as part of the revised programme that increased from 7 to 10 year cycle.

3. Aged Debt

The HRA currently hold Aged debt of £1.0m of which £0.4m is more than a year old.



4. Capital Programme

Project Ref.	HRA Project Description	Total Revised Approved Budget	Spend to 31st March 2017	In Year - 17/18				Future Years		FY Total	All Years		
				Revised Combined Budget	Actual Spend to P3 end of June 17	Projected Spend	Variance	18/19	All Other		18/19 & Beyond	Projected Spend	Variance
				A	B	C	D	E	C - E		F	G	H (= F+G)
		£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	
HRA1	Housing Revenue Account (HRA)	270,543	48,767	42,076	4,470	37,263	-4,813	47,100	132,600	179,700	265,730	-4,813	
Grand Total		270,543	48,767	42,076	4,470	37,263	-4,813	47,100	132,600	179,700	265,730	-4,813	

Underspend appears primarily to be delays to major block refurbishments, however forecasts do not currently reflect slippage into future years.

**SUMMARY HEADLINES**

**1. Overall Position and Movement Since Previous Period**

Fore cast 2017 / 18 - Over spend £ m											
Revised Budget £ 325.4m	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
	4.4	4.4									

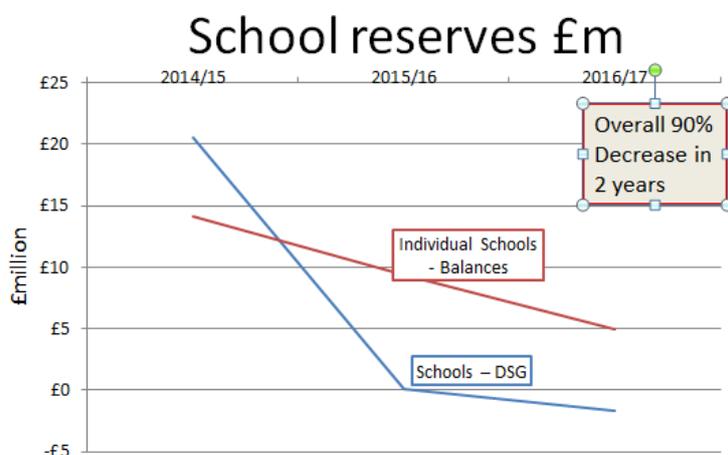
**2. Revenue Position by Area (DSG Overall)**

	Brought forward position April 2017 £m	In-year Over/ (under) spend 2017/18 £m	Forecast Carry Forward position March 2018 £m
<b>Retained DSG</b>			
Maintained Schools	0.0	0.0	0.0
Academy Recoupme	0.0	0.0	0.0
Early Years Block	-0.4	0.3	-0.1
High Needs Block	2.3	5.1	7.4
Schools Block (Centr	-0.3	-1.0	-1.3
<b>Total</b>	<b>1.6</b>	<b>4.4</b>	<b>6.0</b>

The DSG was overspent by £1.6m at the end of 2016/17 and there is a further worsening reported to Schools Forum of £4.4m during 2017/18 to give a forecast cumulative overspend of £6.0m. There is no material change on P2.

The main pressures are in High Needs Budgets (Special Educational Needs, Alternative Learning Provision and Specialist Support), offset by some underspends, mainly in funds set aside for growing schools. A recovery plan is being developed with Schools Forum.

**3. School Balances position**



	Mar-15 £m	Mar-16 £m	Mar-17 £m	Movement %
Schools – DSG	20.561	0.095	-1.63	-108%
Individual Schools - Balances	14.127	9.371	4.977	-65%
<b>Total Schools</b>	<b>34.688</b>	<b>9.466</b>	<b>3.347</b>	<b>-90%</b>

School balances and DSG Retained balances combined have reduced by 90% in the last two years. 20 schools are reporting deficits for 2017/18 (up from 18 on 2016/17), with a further 45 relying on brought forward underspends to balance their budget in-year.

Schools in deficit are being asked to reconsider their plans for 2017/18.

**Appendix H Period 3 Budget Monitoring - Summary**

	2017/18 - Year to date			2017/18 - Full Year				Period 2 Forecast	
	Revised Budget	Net Expenditure	Variance	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance	Movement in Forecast	Forecast Outturn
	£000s			£000s				£000s	
<b>People</b>									
Strategic Commissioning & Commercial Relations	4,349	4,076	(272)	18,284	17,395	17,182	(213)	(214)	17,395
Care & Support - Adults	27,480	32,023	4,543	109,984	109,920	114,273	4,353	535	113,738
Care & Support – Children & Families	11,992	12,536	544	47,967	47,967	49,341	1,374	(236)	49,577
Education & Skills	1,344	(2,752)	(4,096)	5,274	5,374	6,176	802	52	6,124
Dedicated Schools Grant	(0)	(4,175)	(4,175)	(0)	(0)	0	0	0	(0)
Management - People	514	509	(4)	2,156	2,056	2,340	285	284	2,056
Early Intervention & Targeted Support	6,769	3,257	(3,512)	27,343	27,077	27,830	753	(224)	28,054
Capital - People	0	8	8	0	0	0	0	0	0
<b>Total People</b>	<b>52,447</b>	<b>45,483</b>	<b>(6,965)</b>	<b>211,008</b>	<b>209,789</b>	<b>217,143</b>	<b>7,354</b>	<b>198</b>	<b>216,944</b>
<b>Resources</b>									
ICT	3,133	5,255	2,122	12,416	12,532	12,532	0	164	12,368
Legal and Democratic Services	1,663	3,254	1,591	6,651	6,651	6,651	0	(1)	6,652
Finance	868	1,327	460	3,957	3,470	3,470	0	1	3,469
HR & Workplace	1,020	1,060	40	5,275	4,079	3,887	(193)	(133)	4,020
Resource Transformation	1,043	1,306	262	606	4,173	4,173	(0)	(0)	4,173
<b>Total Resources</b>	<b>7,726</b>	<b>12,202</b>	<b>4,476</b>	<b>28,904</b>	<b>30,905</b>	<b>30,712</b>	<b>(193)</b>	<b>30</b>	<b>30,682</b>
<b>Neighbourhoods</b>									
Citizen Services	3,381	(4,881)	(8,262)	13,461	12,993	12,942	(51)	28	12,914
Waste	6,652	3,535	(3,117)	26,607	26,607	26,606	(0)	0	26,606
Neighbourhoods & Communities	3,351	2,888	(463)	12,071	13,402	13,213	(189)	196	13,017
Women's Commission	1	0	(1)	5	5	5	0	0	5
Public Health - General Fund	522	684	162	2,084	2,086	2,160	74	(29)	2,189
Housing Options	3,516	8	(3,508)	13,202	13,454	13,372	(82)	(82)	13,454
Capital - Neighbourhoods	0	1	1	0	0	0	0	0	0
<b>Total Neighbourhoods</b>	<b>17,422</b>	<b>2,235</b>	<b>(15,188)</b>	<b>67,430</b>	<b>68,547</b>	<b>68,297</b>	<b>(250)</b>	<b>113</b>	<b>68,185</b>
<b>Place</b>									
Property	(695)	(569)	126	(2,848)	(2,778)	(130)	2,648	(261)	131
Planning	(964)	(1,237)	(273)	1,231	997	865	(131)	(132)	997
Transport	2,095	(20,713)	(22,808)	9,031	8,119	7,743	(376)	(328)	8,071
Economy	1,522	2,671	1,149	5,925	6,089	6,237	148	148	6,089
Economy - ABS Team	0	1	1	1,369	0	0	0	0	0
Capital - Place	0	(4)	(4)	0	0	0	0	0	0
Energy	869	(644)	(1,514)	3,478	3,478	2,931	(547)	(83)	3,014
<b>Total Place</b>	<b>2,828</b>	<b>(20,495)</b>	<b>(23,323)</b>	<b>18,185</b>	<b>15,904</b>	<b>17,646</b>	<b>1,742</b>	<b>(656)</b>	<b>18,303</b>
<b>City Director</b>									
Policy, Strategy & Communications	663	439	(224)	2,830	2,840	2,723	(117)	(53)	2,776
Executive Office Division a	556	461	(95)	2,225	2,225	2,225	0	(2)	2,227
<b>Total City Director</b>	<b>1,220</b>	<b>900</b>	<b>(319)</b>	<b>5,055</b>	<b>5,065</b>	<b>4,948</b>	<b>(117)</b>	<b>(55)</b>	<b>5,003</b>
<b>SERVICE NET EXPENDITURE</b>	<b>81,644</b>	<b>40,325</b>	<b>(41,319)</b>	<b>330,583</b>	<b>330,211</b>	<b>338,747</b>	<b>8,536</b>	<b>(370)</b>	<b>339,117</b>
<b>Levies</b>	<b>280</b>	<b>611</b>	<b>332</b>	<b>1,119</b>	<b>1,119</b>	<b>1,119</b>	<b>0</b>	<b>0</b>	<b>1,119</b>
Corporate Expenditure	8,346	42,953	34,607	33,010	33,382	33,272	(111)	(275)	33,546
Capital Financing	75	300	225	0	300	300	0	300	0
Insurance Fund	0	376	376	0	0	0	0	0	0
Year-end Transactions	(300)	(304)	(4)	0	(300)	0	300	0	0
Corporate Revenue Funding	(91,185)	11,789	102,974	(364,741)	(364,741)	(365,015)	(274)	(274)	(364,741)
RELEASED FROM RESERVES	0	0	0	0	0	0	0	0	0
<b>TOTAL REVENUE NET EXPENDITURE</b>	<b>(1,141)</b>	<b>96,050</b>	<b>97,191</b>	<b>(29)</b>	<b>(29)</b>	<b>8,422</b>	<b>8,451</b>	<b>(619)</b>	<b>9,041</b>

**HOUSING REVENUE ACCOUNT SUMMARY**

	2017/18 - Year to date			2017/18 - Full Year				Period 2 Forecast	
	Revised Budget	Net Expenditure	Variance	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance	Movement in Forecast	Forecast Outturn
	£000s			£000s				£000s	
<b>Housing Revenue Account</b>									
Strategy, Planning & Governance	(27,037)	(36,396)	(9,359)	(108,060)	(108,146)	(108,647)	(500)	(464)	(108,182)
Responsive Repairs	6,372	4,546	(1,826)	25,467	25,488	25,488	0	0	25,488
Planned Programmes	3,786	1,942	(1,844)	15,131	15,144	14,345	(799)	0	14,345
Estate Management	3,907	2,712	(1,195)	15,576	15,628	15,720	92	108	15,612
HRA - Funding & Expenditure	3,053	0	(3,053)	12,210	12,210	12,210	0	0	12,210
HRA - Capital Financing	3,740	0	(3,740)	14,958	14,958	14,958	(0)	208	14,750
HRA - Year-end transactions	6,179	0	(6,179)	24,718	24,718	24,718	0	0	24,718
<b>Total Housing Revenue Account</b>	<b>(0)</b>	<b>(27,195)</b>	<b>(27,195)</b>	<b>(0)</b>	<b>(0)</b>	<b>(1,208)</b>	<b>(1,208)</b>	<b>(148)</b>	<b>(1,059)</b>

**RING FENCED PUBLIC HEALTH**

	2017/18 - Year to date			2017/18 - Full Year				Period 2 Forecast	
	Revised Budget	Net Expenditure	Variance	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance	Movement in Forecast	Forecast Outturn
	£000s			£000s				£000s	
Public Health	(8,421)	(7,357)	1,064	29	29	(425)	(454)	21	(445)
<b>Total Public Health</b>	<b>(8,421)</b>	<b>(7,357)</b>	<b>1,064</b>	<b>29</b>	<b>29</b>	<b>(425)</b>	<b>(454)</b>	<b>21</b>	<b>(445)</b>