

# Cabinet Agenda



**Date:** Tuesday, 2 October 2018

**Time:** 4.00 pm

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

## Distribution:

**Cabinet Members:** Mayor Marvin Rees, Nicola Beech, Craig Cheney, Asher Craig, Kye Dudd, Helen Godwin, Helen Holland, Anna Keen, Paul Smith and Mhairi Threlfall

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**Date:** Monday, 24 September 2018



# Agenda

## **PART A - Standard items of business:**

### **1. Welcome and Safety Information**

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

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

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

### **2. Public Forum**

Up to one hour is allowed for this item

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

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

- Members of the public and members of the council, provided they give notice in writing or by e-mail (and include their name, address, and 'details of the wording of the petition, and, in the case of a statement, a copy of the submission) by no later than 12 noon on the working day before the meeting, may present a petition or submit a statement to the Cabinet.
- One statement per member of the public and one statement per member of council shall be admissible.
- A maximum of one minute shall be allowed to present each petition and statement.
- The deadline for receipt of petitions and statements for the 2<sup>nd</sup> October 2018



Cabinet is 12 noon on 1<sup>st</sup> October 2018. 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 2<sup>nd</sup> October 2018 Cabinet is 5.00 pm on 26<sup>th</sup> September 2018. 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)

**6. Reports from scrutiny commission**

**7. Chair's Business**

To note any announcements from the Chair

**PART B - Key Decisions**

**8. High Needs Block Budget 2018/19**

**(Pages 6 - 42)**

**9. Better Lives at Home: Care and Support in new Extra Care Housing schemes**

**(Pages 43 - 68)**

**10. Alignment of Supporting People Provision with Better Lives Commissioning**

**(Pages 69 - 129)**

**11. Targeted Short Breaks Commissioning Plan**

**(Pages 130 - 194)**

**12. Bristol Bus Shelter Advertising Concession**

**(Pages 195 - 217)**

**13. Grant Funding Plan for Information, Advice and Guidance Services**

**(Pages 218 - 359)**

**14. Procurement of Cash Receipting System**

**(Pages 360 - 366)**

**15. Procurement of new Complaints and Freedom of Information System**

**(Pages 367 - 374)**



**16. Procurement of Print and Mail Services** (Pages 375 - 382)

**17. 2018/19 Period 4 Forecast Outturn Report** (Pages 383 - 404)

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

**18. Response to Local Government Ombudsman's findings for homelessness service (non-key)** (Pages 405 - 431)

**19. Library Strategy (non key)** (Pages 432 - 450)

**20. Bristol Equality Charter (non key)** (Pages 451 - 461)

**21. Corporate Risk Management Report and Corporate Risk Register Report (non key)** (Pages 462 - 492)

**22. Inclusive and Sustainable Economic Growth Strategy (non key)** (Pages 493 - 681)





## Decision Pathway – Report

**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 02 October 2018

<b>TITLE</b>	<b>High Needs Budget 2018/19</b>	
<b>Ward(s)</b>	ALL	
<b>Authors:</b> Emilie Williams-Jones and David Tully	<b>Job title:</b> SEND Manager (EWJ) and Finance Business Partner (DT)	
<b>Cabinet lead:</b> Cllr Anna Keen	<b>Executive Director lead:</b> Jacqui Jensen, ACE	
<b>Proposal origin:</b> Other		
<b>Decision maker:</b> Cabinet Member		
<b>Decision forum:</b> Cabinet		
<p><b>Purpose of Report:</b> A recent court judgement has had the effect of quashing the original decision on the High Needs budget for 2018/19 taken by Full Council in February 2018. A new decision on the High Needs budget for 2018/19 is needed. This report explains how the proposed budget has been recalculated, on the basis of the original planned savings of £5.1m for High Needs no longer being pursued for 2018/19. Cabinet would determine what budget to recommend to Council when it meets to consider this matter.</p>		
<p><b>Evidence Base:</b> The main content of this report is included in Appendix A, which is the report that was despatched to Schools Forum for its meeting on 25<sup>th</sup> September 2018.</p> <p>The original High Needs budget for 2018/19 of £50.951m will be quashed by a court order. Members, including Full Council, have indicated that the savings being developed for 2018/19 should no longer be a feature of the 2018/19 budget. Officers have, therefore, reverted to past practice in determining the High Needs Budget. This means that the budget is based on the Dedicated Schools Grant, rather than on an assessment of what growth and savings might be needed. The report explains how a figure of £53.905m has been calculated.</p> <p>It may be possible to increase the figure of £53.905m subject to decisions of Schools Forum, It has been asked to advise the Authority on whether it would agree now or defer until year-end:</p> <ul style="list-style-type: none"> <li>i. to transfer the unallocated central services funding in 2018/19 of £0.566m to the High Needs Block; and/or</li> <li>ii. in principle, to transfer any unspent Early Years funding at year-end to the High Needs Block.</li> </ul> <p>This will be advised to Members once Schools Forum has met on 25<sup>th</sup> September 2018.</p> <p>Most of the savings proposals set out in the report to Council on 20<sup>th</sup> February had not been pursued for 2018/19 and it is proposed that those which had are unwound as detailed in Appendix A.</p> <p>The latest forecast (Period 4) for 2018/19 suggests spend by year-end of £54.5m, which incorporates the impact of undelivered and unwound savings. Members will be able to consider any balance on the High Needs Block in the context of the overall DSG as part of the consideration of the Council’s final accounts for 2018/19 at year-end.</p>		
<p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>1. Subject to feedback from Schools Forum’s consideration of this matter on 25<sup>th</sup> September 2018, Cabinet recommends a High Needs Budget of £53.905m for 2018/19 financial year.</li> </ul>		

**Corporate Strategy alignment:**

- **Empowering and Caring:** Safeguarding and promoting the welfare of children and young people with SEND and equipping the children and young people in our care with the skills and tools to live fulfilling, successful, and rewarding lives.
- **Fair and Inclusive:** Demonstrating due regard to the need to eliminate discrimination, advance equality of opportunity and continue to improve outcomes across education, health and social care for children and young people with Special Educational Needs and/ or Disabilities aged 0-25 years. To ensure everyone has access to a high quality education with appropriate levels of support and resources. Reducing in the gap between disadvantaged pupils (including pupils with special educational needs, disability and children in care) and the Bristol Average at Key Stage 4. An increase in the proportion of young people who have experience of work/apprenticeship by school age 16.
- **Well connected:** Supporting social inclusion and community cohesion for children and young people with SEND, and their families.
- **Wellbeing:** Children and young people with SEND aged 0-25 years and their families will have access to appropriate support for their needs from birth and will be better able to co- ordinate support around the child, achieve better outcomes and make firm plans for their future. Encourage life-long learning in environments where both academic and emotional development are understood and delivered together and increase overall educational performance.

**City Benefits:** These proposals aim to minimise any impacts on groups by reverting to the policy position which prevailed prior to this financial year.

**Consultation Details:** Schools Forum is being consulted on the proposed basis of the calculation for revising the High Needs Budget for 2018/19.

<b>Revenue Cost</b>	<b>£53.905m</b>	<b>Source of Revenue Funding</b>	£51m High Needs DSG, £2m Schools Block DSG, £0.7m General Fund, £0.2m brought forward DSG funding for Early Help.
<b>Capital Cost</b>	<b>£Nil</b>	<b>Source of Capital Funding</b>	N/A
<b>One off cost</b> <input checked="" type="checkbox"/>	<b>Ongoing cost</b> <input checked="" type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

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

**1. Finance Advice:** The original decision on the High Needs budget, made at Council in February 2018 has been quashed by way of a judicial review judgement. This report sets out the current position in 2018/19 on the High Needs budget and how a revised budget to replace the original one has been calculated.

This report is proposing to reset the financial arrangements for the High Needs Block to the policy position which prevailed prior to the February 2018 Council decision. The High Needs Block includes services which are sensitive to changes in the circumstances of individual children and young people. Demand and cost fluctuations can and do occur, so the current budget forecast position may change during the rest of this financial year.

The report explains that the Authority will have to meet the claimants' legal costs, as a consequence of the court order, which will be met from Council reserves. There will be on-going impacts on resources (estimated to cost in the region of £0.225m, beyond what might normally be necessary) to develop service improvements that fit within the budget and service planning for the High Needs Block, including any future public consultation that may be required.

**Finance Business Partner:** David Tully, Finance Business Partner ACE 17<sup>th</sup> September 2018

**2. Legal Advice:** The Council's decision to set the high needs budget (HNB) was successfully challenged by way of a judicial review claim. The outcome of the case is that the HNB budget decision for 2018/2019 will be quashed. The basis of the decision is set out in Appendix 1. It is therefore necessary for the Council to make a new budget decision for 2018/2019 and it is proposed that this will be taken at the Full Council meeting in November.

The matters which Cabinet is required to take into account include the following:-

(1) The Public Sector Equality Duty which requires Cabinet to have due regard to the need to (1) eliminate unlawful discrimination against people with a protected characteristic; (2) advance equality of opportunity between persons who share a protected characteristic and persons who do not share it; (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it. The Equalities Impact Assessment provides an analysis for this purpose. It concludes that a recommendation to Full Council of a High Needs Budget of £53.905m (as proposed in this report) would not have adverse impacts because it would involve the withdrawal or unwinding of the savings measures which formed the basis of the quashed budget of 20th February. A high needs budget of £53.905m would also be higher than the outturn high needs spend for 2017/2018 of £53.087m.

(2) Section 11 of the Children Act 2004 which says that in taking decisions such as the one now before Cabinet, members must have regard to the need to safeguard and promote the welfare of children.

(3) The Corporate Strategy's aims of tackling inequality in educational outcomes and achievement gaps for disadvantaged children, including children with special needs and disabilities and from some minority groups.

**Consultation**

In the judicial review claim against the Council, the judge decided that, for a number of different reasons, the Council should have consulted relevant people and organisations, and considered impacts on them including equalities impacts, before setting a High Needs budget for 2018/19 which was based on savings measures which might affect them. If (as officers recommend) Cabinet decides to recommend to Council that the budget for 2018/19 should be re-set at £53.905m, this would be on the basis that those savings measures are cancelled or unwound. For that reason the duty of consultation should not arise because the negative impacts about which the claimants were concerned would be reversed. (However regardless of this, it is still necessary for Cabinet to comply with the duties in (1) and (2) above, and take into account the Corporate Strategy.)

If, on the other hand, Cabinet recommended to full Council that the budget be re-set on the basis that some or all of the savings measures should still go ahead in 2018/19, then full Council would be very likely to have to consult before deciding whether to accept such a recommendation.

**Legal Team Leader:** Sarah Sharland, Senior Solicitor 21<sup>st</sup> September 2018

**3. Implications on IT:** There are no IT Implications associated with this proposal.

**IT Team Leader:** Ian Gale, Head of IT

**4. HR Advice:** The current proposals to reset the financial arrangements for the High Needs Block budget and to overturn the cabinet decision regarding the budget do not have any HR implications as it is currently presented.

**HR Partner:** Lorna Laing, People & Culture Business Partner, 20th September 2018

<b>EDM Sign-off</b>	Jacqui Jensen, Executive Director, ACE	18 <sup>th</sup> September 2018
<b>Cabinet Member sign-off</b>	Councillor Anna Keen	18 <sup>th</sup> September 2018
<b>CLB Sign-off</b>	Denise Murray, Service Director Finance	18 <sup>th</sup> September 2018
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	19 <sup>th</sup> September 2018

<b>Appendix A – Further essential background / detail on the proposal</b> This is the report presented to Schools Forum on this matter on 25 <sup>th</sup> September 2018	<b>YES</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>NO</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>NO</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>

<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>NO</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Combined Background papers</b>	<b>NO</b>
<b>Appendix J – Exempt Information</b>	<b>NO</b>
<b>Appendix K – HR advice</b>	<b>NO</b>
<b>Appendix L – ICT</b>	<b>NO</b>

**Bristol Schools Forum**  
**High Needs Budget 2018/19**

<b>Date of meeting:</b>	25 <sup>th</sup> September 2018
<b>Time of meeting:</b>	5.00 pm
<b>Venue:</b>	City Hall, Writing Room

## 1. Purpose of report

- 1.1 This report advises Schools Forum on the High Needs budget position for 2018/19.
- 1.2 A recent court judgement has the effect of quashing the original decision on the High Needs budget for 2018/19. A new decision on the budget for 2018/19 is needed. This report consults Schools Forum on the basis of the recalculated budget, prior to it being considered by Cabinet and then full Council.

## 2. Recommendations

- 2.1 **Schools Forum to provide any advice or comments to Cabinet and Council on the proposed approach to re-determining the High Needs Budget to £53.905m for 2018/19.**
- 2.2 **Note that the budget for 2018/19 is prepared on the basis of not disturbing other aspects of the budget and no increase to general council tax in 2018/19.**
- 2.3 **Schools Forum to advise the Authority on whether it would agree now or defer until year-end:**
  - i. **to transfer the unallocated central services funding in 2018/19 of £0.566m to the High Needs Block; and/or**
  - ii. **in principle, to transfer any unspent Early Years funding at year-end to the High Needs Block.**

## 3. Why this report is needed

- 3.1 The Dedicated Schools Grant (DSG) is a specific and ring-fenced grant, provided by the Department for Education (DfE). It is used in support of the local authority's Schools Budget and is broken down into the following four blocks.

1. **Schools Block** primarily funds mainstream schools.
2. **Early Years Block** primarily funds early education provision in private, voluntary and independent settings, maintained nursery schools, school

nursery classes and the education of two year olds from households with low incomes.

3. **Central Schools Services Block** primarily provides funding for core educational support services that affect all schools and academies or their pupils (e.g. admissions, Schools Forum costs, some statutory and regulatory education functions and spending on on-going initiatives that were approved by Schools Forum in the past).
  4. **High Needs Block** primarily funds pupils with high needs such as pupils with Special Educational Needs and Disabilities (SEND) who may have Education Health and Care Plans (EHCP), or pupils in Alternative Provision (AP) such as Pupil Referral Units or Hospital Schools.
- 3.2 In February 2017, the Council agreed the DSG allocation which included the High Needs Block and a deficit recovery plan to achieve reductions of £7.2m over a 3 year period of which the potential savings for 2018/19 was £5.1m. The £5.1m figure represented the forecasted value of savings that would be necessary if the forecasted pressures materialised and the budget were to be delivered at the level of £50.951m that was agreed by Council in February 2018.
  - 3.3 Following the SEND Judicial Review and a High Court Ruling in August 2018, which found in favor of the claimants, the High Needs budget element of the Dedicated Schools allocation was quashed. An outline of the details of the key points of the judgement is in Appendix 1.
  - 3.4 This means that, while spending may continue on High Needs activities in the meantime, the Council has to reconsider its original decision about the High Needs budget and in addressing as appropriate the points outlined in the judgement, present the budget to Council for a decision.
  - 3.5 This report, therefore, focuses on the High Needs activity and budget, and proposes a revised 2018/19 budget for Council consideration.

## 4. Background to the High Needs Block

### Funding (High Needs Block)

- 4.1 The recent history of the DSG arrangements for High Needs block funding has been varied. Table 1 indicates how the headline totals have changed year-on-year since 2014/15.

**Table 1: Comparative Gross High Needs Budget allocations 2014/15 – 2018/19**

	Gross amount of High Needs Block DSG £m	Simple change on previous year £m / (%)	Comment on funding changes	Actual & Forecast Outturn of High Needs Block DSG £m	Difference between DSG allocation and total spend on High Needs £m
2018-19	£51.0m	£0.4m / 0.8%	–£1.0m transfer of responsibilities for pupils in mainstream resource bases to Schools Block, so increase is £1.4m / 2.8%.	£54.6m	£3.6m
2017-18	£50.6m	£7.3m / 16.9%	£4.6m rebase line plus £1.6m post-16 , £0.75m population fund and £0.47m growth	£53.7m	£3.1m
2016-17	£43.3m	£0.7m / 1.6%	No change in scope of HNB between years	£50.1m	£6.8m
2015-16	£42.6m	£0.4m / 0.9%	No change in scope of HNB between years	£49.8m	£7.2m
2014-15	£42.2m			£44.7m	£2.4m

4.2 The headline figure disguises some changing responsibilities between High Needs Block and Schools Block or between High Needs Block and the Education and Skills Funding Agency’s (ESFA) Post 16 Grant. Incremental changes, taking account of agreed places or allowing for some cost or demand pressures have largely been modest.

4.3 Notably, however, there was a stepped increase in funding in 2017/18 that re-baselined the High Needs Budget for every local authority to recognise the prevailing level of spending. This accounted for £4.6m of the increase between 2016/17 and 2017/18. Recognising historic levels of spending was very helpful in managing the High Needs Block, but there has been insufficient recognition of growing demand or the additional commitments created following the SEND Reforms in 2014 by extending the age range for duties in relation to children and young people with SEND to Birth to 25 from 2-19 years, as was the case previously.

4.4 For 2018/19, the DfE have introduced a National Funding Formula to determine the amounts for each local authority differently and, on a like-for-like basis, this has produced an increase of 2.8%.

4.5 The provisional High Needs block income for Bristol has been calculated as follows:

**Table 2: Components of the High Needs Block DSG funding allocation for 2018/19**

Component	£m
Actual High Needs national funding formula allocation	£47.361m
Plus £4,087.90 per pupil ACA weighted base rate * 869 (pupils in special schools/ academies based on the October 2017 census)	£3.551m
Import/export adjustment £6,000 * -	-£0.031m

Component	£m
5 (net imported / exported) pupils (estimate)	
<b>Total December 2017</b>	<b>£50.882m</b>
Import/export adjustment £6,000 * 18.5 (net imported / exported) pupils (confirmed)	£0.111m
<b>TOTAL July 2018</b>	<b>£51.023m</b>

## SEND performance

4.6 The tables below detail activity trends following the introduction in September 2014 of the new Children and Families Act specifying the need for consistent help for children and young people with SEND.

**Table 3: Statutory Statements of SEN (as per 02 September each year until 31/05/2018 when all had to be converted to Education Health and Care Plans)**

Age	2014	2015	2016	2017	2018
0-4 years	33	17	1	0	0
5 -16 years	1,619	1,388	1,016	452	27
17 -19 years	208	139	121	75	0
20-25 years	8	4	4	0	3
<b>Total</b>	<b>1,868</b>	<b>1,548</b>	<b>1,142</b>	<b>527</b>	<b>30</b>

**Table 4: Education Health and Care Plans (as at 02 September each year)**

Age	2014	2015	2016	2017	2018
0-4 years	0	4	37	22	16
5 -16 years	0	20	623	1,126	1,463
17 -19 years	0	2	200	390	557
20-25 years	0	0	35	107	175
<b>Total</b>	<b>0</b>	<b>26</b>	<b>895</b>	<b>1,645</b>	<b>2,211</b>

**Table 5: Total number of statutory plans (as at 02 September each year)**

Age	2014	2015	2016	2017	2018
<b>Total</b>	<b>1,868</b>	1,574	2,037	2,172	<b>2,241</b>

**Table 6: Requests for Statutory EHC Needs Assessment**

Year	2016	2017	2018: 7 Months only
Total requests received	514	427	402 (800+ expected for the year)
Yes to Statutory EHC Needs Assessment	239	238	282
No to Statutory EHC Needs Assessment	275	189	88
Awaiting Panel decision	0	0	32 waiting to be

			seen by Panel by 30/09/2018
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4.7 This indicates an increase of 342 Statutory Plans (18.2%) on the 2014 position, and a total of 1,868 conversions (reassessment of needs, and this time across Education, Health and Social Care, not just Education as was the case with Statements of SEN as well as drafting and writing Education Health and Care Plans) also had to take place within this period whilst all Statements of SEN were continued to be maintained.

4.8 In addition to this, 759 new ECH Needs Assessments also took place in 2016-2018 which resulted in 2,211 new EHCPs in total.

4.9 Tables 7 and 8 provide activity levels in Bristol and non-maintained special schools over the last four years.

**Table 6: Number of commissioned places in Bristol's Special Schools 2014-2018, as at 31 March**

	2014/15			2015/16			2016/17			2017/18		
	as @ 31st March 15			as @ 31st March 2016			as @ 31st March 2017			as @ 31st March 2018		
	Pre-16	Post-16	Total	Pre-16	Post-16	Total	Pre-16	Post-16	Total	Pre-16	Post-16	Total
<b>TOTAL COMMISSIONED PLACES</b>	737	124	861	740	134	874	767	148	915	749	145	894

**Table 7: Number and cost of commissioned places at Independent Non-Maintained Schools**

Placement type	Places 2014/15	Places 2015/16	Places 2016/17	Places 2017/18
Pre 16 INM	21	40	42	52
Post 16 INM	18	33	46	30
ISP	31	16	10	9
<b>Total</b>	<b>70</b>	<b>89</b>	<b>98</b>	<b>91</b>

Placement type	Spend £m 2014/15	Spend £m 2015/16	Spend £m 2016/17	Spend £m 2017/18
Pre 16 INM	£1.097m	£2.355m	£2.529m	£3.006m
Post 16 INM	£0.679m	£1.968m	£2.125m	£1.900m
ISP	£1.865m	£0.888m	£0.837m	£0.620m
<b>Total</b>	<b>£3.642m</b>	<b>£ 5,211m</b>	<b>£5.491m</b>	<b>£5.526m</b>

4.10 The increases in numbers and associated workload outlined in the various tables above are not unique to Bristol's Local Area Services and are reflected in the national picture of High Needs service pressures.

## Rising Demand and Costs Pressures

4.11 The SEND population generally is growing in excess of the increase in birth rate, partly due to improved medical care, diagnosis and earlier identification of needs. In Bristol in 2018 1 in 14 children and young people have Special Educational Needs and or a Disability, ranging from a moderate learning difficulty to profound and multiple complex special educational needs which include sensory as well physical impairments. This has created pressure on inclusion in mainstream schools and a shortage of places in the majority of special schools in both the primary and secondary phases, despite an increase in commissioned places.

**Table 9a: General Population figures**

Age	2014	2015	2016	2017	2018
0-4 years	31,043	30,787	30,648	29,800	2018 data is not yet available (the ONS have not issued it yet)
5 -16 years	56,316	57,366	58,477	59,743	
17 -19 years	17,350	17,996	17,881	18,160	
20-25 years	55,741	57,981	58,838	59,332	
<b>Total</b>	160,450	164,130	165,844	167,035	

**Table 9b: SEN Support in mainstream education settings (as per January Census data)**

Age	2014	2015	2016	2017	2018
0-4 years	644	653	626	599	597
5 -16 years	7,743	6,792	6,384	6,481	6,854
17 -19 years	118	113	153	153	155
<b>Total</b>	<b>9,149</b>	<b>7,558</b>	<b>7,163</b>	<b>7,233</b>	<b>7,606</b>

**Table 10: Percentage of the population identified with SEN and supported at SEN Support level in mainstream education settings**

Age	2014	2015	2016	2017	2018
0-4 years	2.1%	2.1%	2%	2%	2018 data is not yet available (the ONS have not issued it yet)
5 -16 years	13.7%	11.8%	10.9%	10.8%	
17 -19 years	0.7%	0.6%	0.9%	0.8%	
<b>Number of children and young people identified with SEN</b>	1 in 12.3	1 in 14	1 in 14.9	1 in 14.9	

4.12 The decrease in figures in Table 10 relates to the challenges in education settings around the introduction of 'new' classifications of the four broad areas of SEND as detailed in the SEND Code of Practice 2014 and the following year when it was re-issued in 2015. This was particularly the case in terms of the identification of children of statutory school age in mainstream education settings, as is reflected in the figures above. Identification of SEND continues to be a workforce development issue across the Local Area which the

Specialist and Inclusion Services continue to address through targeted and specialist support.

- 4.13 The increase in numbers of EHCPs is of course due in large part to the extension of the age range they support from 2-19 to 0-25 introduced by the Children and Families Act 2014 and SEND Code of Practice 2015. Previously we would expect around 200 Statutory Statements of SEN per year to lapse at age 19 but the majority of these CYP are continuing in education so we are now responsible for over 300 more EHCPs than 3 years ago.

**Table 11: number of statements/EHCPs ceased since 2014**

Number of statements/EHCPs ceased	2014		2015		2016		2017		2018 to date	
	S	EHCP	S	EHCP	S	EHCP	S	EHCP	S	EHCP
School leavers	218	0	16	0	243	3	39	47	15	56
Transferred to another LA	6	0	6	1	21	18	8	22	0	23
Needs met without statement/plan	3	0	28	0	6	0	11	5	8	16
Other reason	5	0	1	0	0	0	0	0	1	1

- 4.14 The rising number of EHC Needs Assessments as well as EHCPs is not only impacting on costs but also on their quality and on levels of complaints and dissatisfaction. Pressure on attainment in mainstream schools as well as that on school budgets generally, is providing a challenge to inclusion as schools need to reduce the costs of staffing and additional support. Notional SEN budgets within the DSG are not ring-fenced and there is currently no agreed mechanism for monitoring this spending. The only guaranteed additional funding for pupils is the Top-Up element.

**Table 12: Top up expenditure since 2014/15**

Placement type	2014/15	2015/16	2016/17	2017/18
Top Up	19,276,416	22,474,908	20,832,980	22,476,931
*GFE	990,160	928,428	1,824,822	1,729,799

\* *General Further Education and Specialist Colleges*

- 4.15 There is corresponding pressure for changes of placement to Resource Bases or Special Schools even where needs could potentially be met within the provision and resources generally available in mainstream settings. This can take up valuable Special School places for children with less complex needs meaning that there is then insufficient capacity to meet the needs of the most complex children. This in turn leads to high-cost independent/out of authority placements. Even where capacity in Special Schools is increased, the range of needs catered for is skewed and schools are seeking additional or exceptional needs funding for a wider range of pupils.

### **Why are Alternative Learning Provider (ALP) costs increasing?**

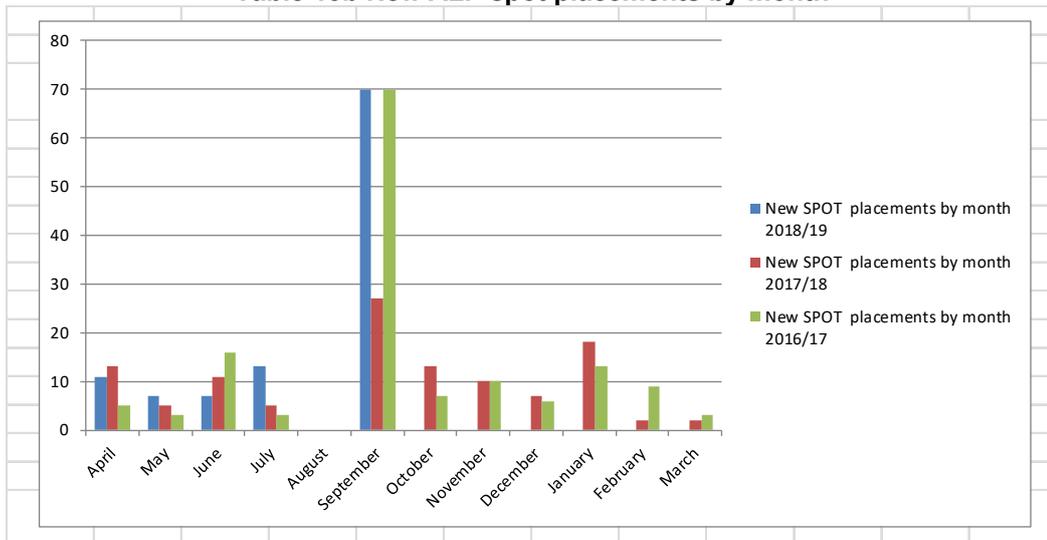
- 4.16 Whilst the total number of pupils being permanently excluded in Bristol has continued to fall, the number of pupils entering LA funded ALP has risen. The majority of ALP placements is Spot Purchased and is for secondary aged pupils.

**Tables' 13 a-d: Alternative Provision data**

**Table 13a: New ALP SPOT placements by month**

	2018/19	2017/18	2016/17
April	11	13	5
May	7	5	3
June	7	11	16
July	13	5	3
August	0	0	0
September	70	27	70
October		13	7
November		10	10
December		7	6
January		18	13
February		2	9
March		2	3
<b>Average</b>	<b>18</b>	<b>9</b>	<b>12</b>

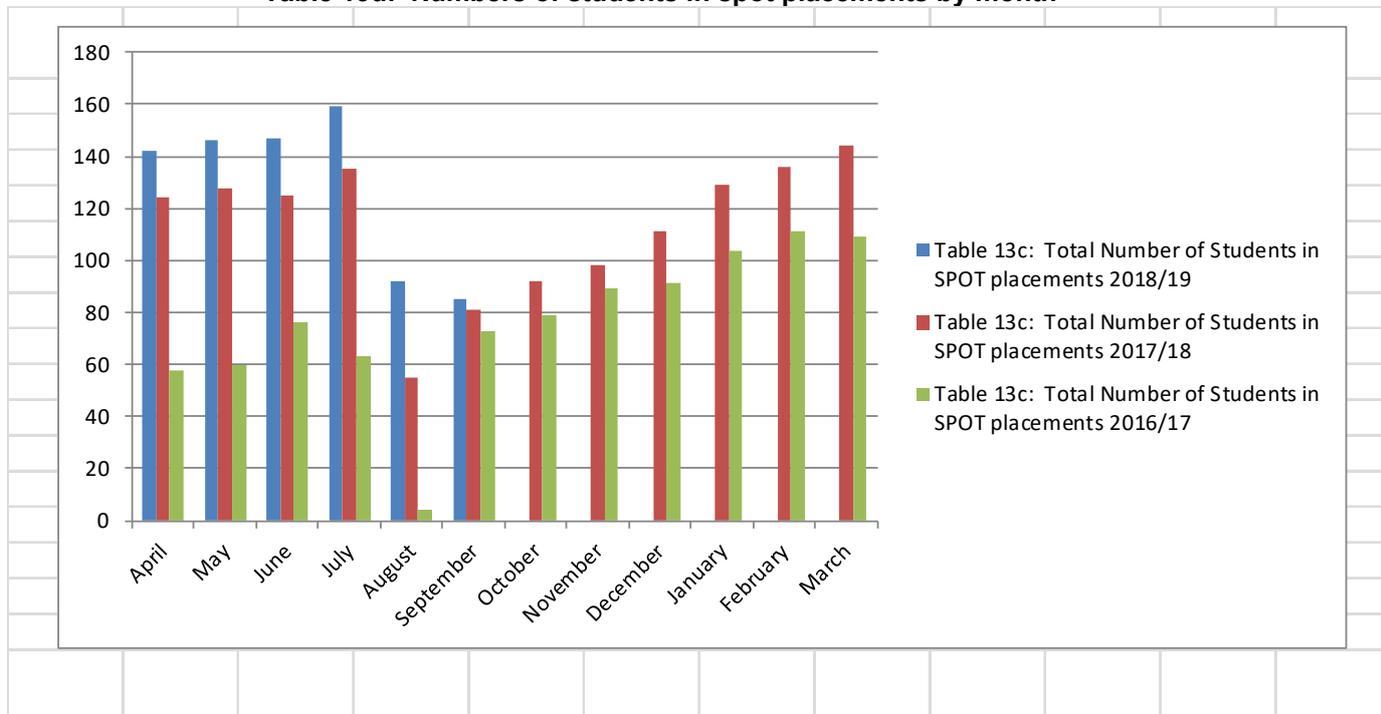
**Table 13b New ALP spot placements by month**



**Table 13c: Total Number of Students in SPOT placements**

	2018/19	2017/18	2016/17
-			
April	142	124	58
May	146	128	60
June	147	125	76
July	159	135	63
August	92	55	4
September	85	81	73
October		92	79
November		98	89
December		111	91
January		129	104
February		136	111
March		144	109
<b>AVERAGE Pupils</b>	<b>129</b>	<b>113</b>	<b>76</b>
<b>Total net cost to HNB</b>	<b>801,208</b>	<b>£ 1,026,717</b>	<b>£1,004,497</b>
<b>Average net cost per pupil to HNB</b>	<b>£6,235.08</b>	<b>£9,072.61</b>	<b>£13,144.99</b>

**Table 13d: Numbers of students in spot placements by month**



- 4.17 Many of these placements are jointly funded by schools to avoid permanent exclusions and there have been more placements of this type made in the last year. There has also been an increase trend in the number of very high cost placements of pupils with SEND (with EHCPs) as well as Children in Care into ALP settings or non DfE registered provision. These placements are made as there are no special school places. A number of special school placements have been unsuccessful or INM alternatives who can successfully meet needs, despite wide ranging consultations. Placements are also made in line with parental preference as well as availability.
- 4.18 Finally, the number of Primary school permanent exclusions (especially in the South of the City) has risen sharply over the past two years. Whilst there is some state funded school-like capacity available (ESFA/ DSG), there are occasions where the local authority's statutory duties to make provision for excluded pupils means that we have to commission ALP.
- 4.19 The above provides a high level summary of the increases in the number of High Needs pupils and their increased complexity of needs.

### **Outcomes and improvement work underway**

- 4.20 The spend on children and young people with High needs has increased by 22% equating to £9.8m since 2014/15. However, the impact of this additional expenditure has not produced the desired outcomes, as reflected in the 2017 data. We are awaiting the 2018 data which has not yet been released for vulnerable groups:
- KS1 & KS2 attainment: the percentage of pupils on SEN Support meeting required standard was lower than Statistical Neighbours (SN) for Reading, Writing and Mathematics (RWM), with the difference ranging from -0.3 to -2.6 percentage points (pp). Mathematics was the lowest area of attainment.
  - KS1 to KS2 progress: progress of pupils on SEN Support was below that achieved compared to Core Cities (CC) for RWM and & SN in Writing & Mathematics, the difference ranging from -0.4 pp to -1.9 pp. Mathematics was again the lowest area of performance.
  - KS4 attainment & progress: Attainment 8 score for children and young people without SEN in Bristol (-0.1) is below that of CC (-0.08pp) & SN (-0.15pp). For SEN Support progress 8 (-0.53) is below figures for England (-0.43).
  - Type of SEND identified outliers CC and SN for Specific Learning Difficulties, Social Emotional & Mental Health, Moderate Learning Difficulty and Hearing/Visual Impairment.
  - Inclusion: EHCPs in mainstream primary is low and permanent exclusions high (22 in 16/17, 51% on SEN Support. 12 in 17/18, 80% on SEN Support.).
  - SEND Parental Survey in 2015/16 showed low confidence in systems of support for children and young people with SEND.
  - The 2018 LGA Peer Review of SEND highlighted issues with poor identification of pupils with SEND and lack of ambition for educational attainment.

4.21 The key challenges that we have focused on with school in 2017/18 have been:

- The fall in Ofsted Good/Outstanding judgements - Less children now have the opportunity to attend a good/outstanding school in Bristol
- Attainment across all measures (Early Years, Key Stage 1, Key Stage 2, Key Stage 4 and Post 16) for all groups. Whilst the trajectory in many areas of headline attainment measures is positive, the gaps are still too wide between Bristol and National averages, and between groups of children and young people.
- Outcomes for children and young people with SEND are far too low in comparison to their peers. Whilst EHCPs are increasingly reflecting a greater multi-agency approach, the ambition within these needs to reflect improved outcomes from all Local Area services.
- Children in Care in Education are well supported by the Hope Virtual School and there is support and challenge to schools to improve outcomes for Looked After Children. However attainment continues to be an area of considerable focus, particularly at Key Stage 4.

4.22 Work to improving outcomes for children and young people with SEND and those with the highest needs have included the following during the past academic year:

4.23 The School improvement offer has been as follows:

- Maintained schools had one LA commissioned visit in the autumn term (September to December) to review the school's outcomes including those of vulnerable groups and discuss school improvement planning for the academic year.
- Maintained schools also had the option to purchase additional visits on a bespoke basis, including support for head teacher performance management.
- Academies had the option to purchase the above. All of the academies that did so are standalone academies.

4.24 The Inclusion in Education Group (previously known as the Inclusion Reference Group) drives and oversees the changes required to fully implement the SEND reforms (outlined by the Children and Families Act 2014 and the 0-25 SEND Code of Practice 2015) and has been working with officers on a series of relevant work streams (i.e. High Needs Budget support services, Top-Up funding for mainstream as well as specialist education settings, Post 16 provision for young people with SEND, and Alternative Learning models) with the key objective to ensure the High Needs Budget is sufficient to meet the needs and costs of associated with Children with SEND and that in the long term the ongoing demand is sustainable within the envelope of funding provided from the Department for Education via the National Funding Formula. The work of the IEG also involved establishing working groups that focused on the Early Intervention Base (EIB) pilot, the

development of the Bristol SEN Support Plan, driving the Local Area EHCP Improvement Plan and starting to look at new models for Top Up.

- 4.25 Special Schools also received additional workforce development around the quality of EHCP Annual Reviews as well as EHCP improvement.
- 4.26 Specialist Services and Inclusion Services have also continued to work directly with Early Years, School Age and Post 16/ GFE mainstream as well as specialist education settings to drive inclusion as well as approaches to differentiating quality first teaching through targeted support for children and young people with moderate learning difficulties, developmental delay and specific learning difficulties such as Dyslexia or Dyspraxia. These services have also offered specialist support to individual children and young people with sensory impairments, autism, and mental health needs that present with high levels of challenging behaviour in addition to high levels of school related anxiety, school refusal and high risk of permanent exclusion.
- 4.27 There are four main boards that oversee the Educational Outcomes of vulnerable children and young people in Bristol. These are the: Children and Families Partnership Board; Health and Wellbeing Board; Learning City Partnership Board; and Bristol Children Safeguarding Board. Regular reports are made to the boards around the outcomes of vulnerable children and young people and there is representation of senior education leaders on all the boards and subgroups.



- 4.28 The local authority also works with partners through the **Excellence in Schools Group (EISG)**. The group contributes to the achievement of the Learning City vision and its ambition to improve educational outcomes for all. Excellence in Schools Group members use their involvement in other forums (e.g. secondary and primary Heads Associations, MATs, teaching schools, Diocese etc.) to ensure greater coordination and coherence of the school-led system across the city. The responsibility for school improvement is a collective one and the EISG acts in accordance with the Regional Schools Commissioner's vision of a 'Local School Standards Board'. This means that school performance and progress is regularly reviewed by the group. With the support of an independent Chair, members will hold partners to account, evaluate the impact of improvement work and make recommendations and broker support where appropriate.

- 4.29 The **Monitoring, Support, Challenge and Intervention Policy** (updated for 2018) sets out the process for challenging those schools that are deemed to be causing concern. A risk assessment is carried out by LA officers to reach decisions about the support level for each school/academy based on the most recent performance data; information from the regional school's commissioner; latest Ofsted inspection reports; a one page summary SEF submitted by each school; and a self-assessment of each school's strengths using the School Self Review. In September, all maintained and academy schools are required to assess themselves against the support level criteria and establish where they believe they match the criteria. This is sent to the Head of School Partnerships and this self-assessment will also inform discussions LA officers and Excellence in Schools Group members about which level of support the school will receive.
- 4.30 Other activities to improve school performance for vulnerable children include:
- A new **School Improvement model** for 2018-20 incorporates a universal offer of an allocated Bristol Education Partner (formerly School Improvement Advisers or current Heads/NLEs) to support every primary, secondary, special school regardless of its maintained or academy status.
  - A '**Blackbox data**' agreement with schools means that schools can plan strategically based on group level data from July onwards. Transparency of data is enabling schools and the ESIG to identify where there is successful practice and potentially form school to school improvement partnerships.
  - A **Strategic School Improvement Fund** bid to improve educational outcomes in 30 of Bristol's most vulnerable schools (19 primaries and 11 secondaries) focused on 'Leadership for Learning'.
  - A **SEND Transformation Board, SEND strategy** and investment in SEND Services/ operational teams.

### **Outcomes and Funding**

- 4.31 Insufficient funding from central government coupled with an increase in demographic pressures has meant that the past eight years have been a period of significant challenge for Education and Council budgets.
- 4.32 The scale of the ongoing challenge in both service provision, outcomes achieved and financial resources means that the way we deliver our services will need to change. The evidence above indicates the equation of quality care with higher costs is a fallacy. The impact of poor quality can be measured through the outcomes but it is also seen in spiralling costs, overspends, wasted resources and poor investments which needs to be addressed.
- 4.33 Similarly an undue focus on solely cost cutting will not deliver the changes required to improving educational outcomes for children and young people with SEND, as well as those with high needs. A collaborative approach is

required to ensure that resources are used most effectively to deliver the highest quality outcomes.

- 4.34 For the future, the High Needs Transformation plan being developed will seek to place quality at its heart and improved outcomes for the children and young people of Bristol and provide a stable platform to be able to meet the challenges ahead with ambition and confidence.

## 5. 2018/19 High Needs Budget position

- 5.1 In previous years, the High Needs budget has been based on the available funding, whether from the High Needs Block of the DSG, or supplemented by transfers from elsewhere in the DSG. That available resource was allocated to the various cost-centres as appropriate, often with the expectation that certain components of the budget would overspend.
- 5.2 For 2018/19, the budget was set with more visibility of the expected commitments and the level of reductions that would be necessary to balance the budget. The original budget represented the forecast spend in 2018/19 when a full assessment was done in September 2017, offset by a schedule of savings amounting to £5.1m for 2018/19. The timescales for delivery of savings on each of the components were estimated, with some measures possibly taking much longer or not being fully deliverable. This was explained in reports to Schools Forum on the High Needs budget.
- 5.3 **Table 14** provides the 2018/19 Period 4 forecasted outturn and variance against the original expenditure budget of £50.951m.

**Table 14: High Needs Budget forecast 2018/19, based on originally set budget**

Component	Budget 2018/19 £'000	Period 4 Forecast 2018/19 £'000	Variance £'000	Comment on variance
1. Places only	14,609	15,552	943	<ul style="list-style-type: none"> <li>Natural changes to place numbers in individual institutions have taken place, but the reductions (mainly in FE) have been offset by increases (mainly in other specialist provision and particularly for Pre 16).</li> </ul>
2. SEN Top-ups	22,664	24,063	1,399	<ul style="list-style-type: none"> <li>This related to mainstream School Age Top, Special School Top Up and GFE Top Up and is based on existing commitments and fluctuations in-year (up and down).</li> <li>No changes have been made to special school or mainstream top-up rates, but the cost and number of new cases / changed circumstances of children and young people have increased.</li> </ul>
3. AP Top-ups	737	985	248	<ul style="list-style-type: none"> <li>This reflects current activity levels, including the impact of reimbursing schools for a higher charge for 12 week placements from April 2018.</li> </ul>
4. Other SEN provision	5,904	5,962	58	<ul style="list-style-type: none"> <li>Increase in demand for commissioning of pre-16 education Independent Non Maintained placements, both solely funded by Education as well as jointly commissioned with Social Care and Health.</li> </ul>
5. Other AP provision	4,040	4,978	938	<ul style="list-style-type: none"> <li>Demand and cost pressures plus impact of restoring Hospital Education £200k and Early Intervention Bases savings £450k.</li> </ul>
6. Services	2,997	3,070	73	<ul style="list-style-type: none"> <li>Current levels of spend on support services.</li> </ul>
<b>Total Commitment</b>	<b>50,951</b>	<b>54,609</b>	<b>3,658</b>	<ul style="list-style-type: none"> <li>The forecast overspend is lower than the overall savings target of £5.1m because there were some natural reductions arising from fluctuations in demand and cost or reductions attributable to changes that began during 2017/18, rather than as a consequence of the original budget decision for 2018/19.</li> </ul>
Brought Forward	-6,300	-1,873	4,427	<ul style="list-style-type: none"> <li>At year-end, underspends in other blocks was used to reduce the historic deficit attributable to High Needs.</li> </ul>
Unallocated funding	2,631	2,772	141	<ul style="list-style-type: none"> <li>The original budget planned to use some of the available resource for High Needs to reduce the historic deficit.</li> </ul>
HNB allocated 2018/19	50,951	50,951	0	<ul style="list-style-type: none"> <li>This is the budget allocated as part of the original budget decision in February 2018.</li> </ul>
<b>Total Funding</b>	<b>47,282</b>	<b>51,850</b>	<b>4,568</b>	<ul style="list-style-type: none"> <li>The overall funding available has increased mostly because of the transfer of resources to address the historic overspend at year-end.</li> </ul>
<b>Overspend (cumulative)</b>	<b>3,669</b>	<b>2,759</b>	<b>-910</b>	<ul style="list-style-type: none"> <li>On the basis of the current forecast spend and available resources, High Needs would end the year with a <b>£2.8m cumulative deficit</b>.</li> </ul>

5.4 This indicates a total spend of £54.609m based on actual activity and expected end of year overspend of £3.658m.

5.5 The available High Needs resources for 2018/19 have increased by £4.568m since the originally set budget. £4.427m was due to underspends in the DSG at year-end. £0.141m was due to a technical adjustment to the High Needs DSG by the DfE.

5.6 Overall, the current forecast, taking account of the forecast activity and the overall available resource currently attributed to the High Needs Block, would produce a forecast overspend of £2.759m at year-end.

## 6. Judicial Review implications of setting a new High Needs budget for 2018/19.

- 6.1 The outcome of the judicial review, made in August 2018, is that the original High Needs budget of £50.951m and the decision to have a schedule of £5.1m savings for 2018/19 is quashed. Whilst much of the judgement focused on the need for public consultation and impact assessments covering a range of areas, we recognise that both the Services and financial position has moved on from the circumstances Council faced in February 2018. We would seek to minimise the impact created by greater uncertainty regarding future service provision and confusion that two consecutive consultations for 2018/19 and 2019/20 could create. The previous deficit recovery proposals which largely remained in development will not be incorporated in the revised 2018/19 budget for consideration by Cabinet / Council in the forthcoming meeting.
- 6.2 In determining the correct amount of the High Needs Budget for 2018/19, it is proposed to revert to past practice. **Table 15** sets out the calculations which is broken down into the following two processes.
- 6.3 The first is the **Budget Reversal**. The original budget was based on the 2017/18 DSG of £50.649m, less forecast of the following:
- A transfer of responsibilities to Schools Block (for mainstream SEN) of -£1.0m
  - Plus - indicative spending commitments calculated of £6.402m
  - Less – deficit recovery schedule of £5.1m
- This gave the actual budget agreed of £50.951m
- The quashing means that we revert to the 2018/19 DSG of £50.882m (as it was known in February 2018) and start the exercise again.
- 6.4 Many of the propositions outlined in the previous deficit recovery plan have not been progressed, however there are three savings measures which have been implemented, which the Council proposes to unwind as a consequence of the court decision. These relate to increased charges to primary schools for 12 week Alternative Provision placements, the changes made to the Early Intervention Base arrangements when the two year pilot ended in the summer of 2018 and the budget reduction to the Hospital Education service. The impact is forecasted to be up to £0.8m and this is reflected in the Period 4 forecast as outlined in table 14.
- 6.5 The second is the **Revised Budget**. **In ensuring that the budget for 2018/19 is prepared without the disruption of other aspects of the Schools or Council budget** in utilising the same principles as in previous years the proposed 2018/19 High Needs budget is built up as follows:
- We do not attempt to calculate or add commitments – we now have 2018/19 forecasted outturn
  - We do not deduct any indicative savings targets
  - £50.882m DSG, £2.000m from Schools Block and £0.700m from General Fund

- Total In-year available funding: is **£53.582m**
- 6.6 In addition subsequent changes have occurred at the year-end on Early Help (+£0.182m) and increased DSG allocation from DfE of £0.141m increases the overall figure to **£53.905m (recommendation to Full Council)**.
- 6.7 The historic deficit, which, at that point of setting the budget, was forecast to be £6.270m would have rolled-forward, however the overall position improved at year end due to:
- The year-end outturn was better than expected and £4.397m of underspend from across the DSG in 2017/18 was used to reduce the historic deficit in the High Needs budget; and
  - At year-end, it was confirmed that the final element of £0.182m funding for Early Help staffing could be used in the High Needs block.
- 6.8 The original £53.582m, therefore, would increase by £0.182m and £0.141m to produce an updated budget of **£53.905m** and a **deficit of £2.055m** for the High Needs budget.

**Table 15a: The Budget Reversal - Original basis 2018/19 Budget agreed in February 2018**

Details of the calculation of the original High Needs DSG budget 2018/19	High Needs DSG 2017/18	Less transfer of responsibilities to Schools Block	Add expected cost of spending commitments	Savings	Original Feb 18 decision £'000
High needs budget allocation 2018/19	50,649	-1,000	6,402	-5,100	50,951

**Table 15b: The Revised Budget - Proposed revised basis for High Needs Budget 2018/19 for November 2018 Council**

Impact of quashing the original decision and setting the High Needs Budget on the basis of the available funding.	High Needs DSG 2017/18	Adjustment to set new budget at available funding	Proposed post-JR reversion £'000	Impact of year-end 2017-18 £'000	Subsequent DfE change to DSG May 2018 £'000	Updated post-JR position £'000	Forecast spend 2018/19 (based on P4) £'000
DSG allocation	50,649	233	50,882				
Transfer from General Fund & Schools Block		2,700	2,700				
<b>High needs budget allocation 2018/19</b>	<b>50,649</b>	<b>2,933</b>	<b>53,582</b>	<b>182</b>	<b>141</b>	<b>53,905</b>	<b>54,609</b>

Funded from

b/f	-6,270	4,397		-1,873	-1,873
DSG	50,882		141	51,023	51,023
Transfer from Schools Block	2,000			2,000	2,000
Transfer from General Fund	700			700	700
<b>Total funding</b>	<b>47,312</b>	<b>4,397</b>	<b>141</b>	<b>51,850</b>	<b>51,850</b>
<b>Cumulative position (overspend = +)</b>	<b>6,270</b>	<b>-4,215</b>	<b>0</b>	<b>2,055</b>	<b>2,759</b>

6.9 It is currently forecasted that this position will be overspent at the end of the financial year 2018/19 by £2.759m. This needs to be viewed in the context of the overarching DSG forecasted outturn at Period 4 of £1.3m overspend, attributed to the High Needs pressure, offset by an unallocated £0.6m in Central School Services Block, a potential underspend in Early Years Block of £0.8m and a £0.1m underspend on de-delegated services.

6.10 Should this position be realised, in managing the potential future overspend on the High Needs budget Schools Forum are asked to agree, either now or at year-end to transfer the unallocated £0.6m in the School Central Services Block and 'in principle' to the transfer of any unspent monies in 2018/19 in the Early Years Block to the High Needs Block.

6.11 The Council is currently forecasting an overspend and therefore in line with DSG Guidance which applies to the grant as a whole, not to the individual blocks. The Council, would have the options of deciding how to manage that overspend at year-end, as per the terms and conditions of the Dedicated Schools Grant, and subject to the financial position at the end of the year, will be asked to decide whether to:

1. *Fund all the overspend from its general resources in the year in question*
2. *Fund part of the overspend from its general resources in the year in question, and carry forward part to the schools budget in the next year or the year after that*
3. *Not to fund any of the overspend from its general resources in the year in question, and to carry forward all the overspend to the schools budget in the next year or the year after that.*

6.12 **Appendix 2** provides details about each of the components of the previous £5.1m savings schedule and explains how officers have ensured that no policy changes that are directly consequent to the original decision of February 2018 Council stand. As outlined in 6.4 above there are three particular changes which need to be unwound due to the need for public consultation prior to any implementation of 2018/19 changes.

## Further Resource implications

- 6.13 The recent loss of a judicial review regarding the High Needs Block budget for 2018/19 has brought in to focus the need for additional work to be undertaken, both to reinstate the budget but also to support future consultation and decision-making activity around items identified in the budget and service planning arrangements for the High Needs Block.
- 6.14 The additional profile and scrutiny now attached to HNB/SEND means a higher number of requests for services such as alternative formats are more likely than might originally have been planned for and this will need to be captured in the costing.
- 6.15 It is likely that the requirements for resourcing will be over-and-above the 'core offer' of the services concerned.
- 6.16 The court judgement found in favour of the claimants and the Authority will have to meet their legal costs actual figure still to be confirmed.
- 6.17 It has been indicated by the Section 151 Officer that funding for the from the above will be met from the Council's general fund reserve and to this effect details will be developed and incorporated within the report presented to Cabinet.

## 7. Conclusions

- 7.1 The approach outlined explains how the Judicial Review Order has made a new decision by Council necessary on the High Needs Block for 2018/19.
- 7.2 The Council has reviewed all aspects of the savings schedule of £5.1m originally planned for 2018/19 and have ensured that no policy changes arising directly from the decision of Council in February 2018 will be implemented in 2018/19 financial year. This has involved taking steps to unwind three components where some changes had been made.
- 7.3 The original budget decision of £50.951m is proposed to be replaced by a figure of £53.905m, an increase of nearly £3m. This proposed budget represents the available funding for the High Needs budget for 2018/19, and recognises that a deficit is likely to materialize which can be considered at year-end.
- 1.1 Increased demands on the High Needs Budget in terms of the numbers and level of support required to meet the needs of Bristol's children and young people with SEND as well as those with high needs is detailed in Tables 3-13, and demonstrates the pressures on those services as well as the financial resources necessary to support them.
- 7.4 Current forecast spending levels on the High Needs Budget are £54.6m at Period 4 for 2018/19. This forecast may vary for the remainder of the year as a natural consequence of individual children's circumstances (e.g. pupils

changing schools, annual reviews identifying different levels of need). The spending within the High Needs Budget for 2018/19, however, will be based on the policies that prevailed prior to the February 2018 Council decision (i.e. no policy changes or consequent savings are proposed as part of the recalculation of the High Needs Budget).

- 7.5 There are other resource implications arising from the court ruling. This includes the need to pay the claimants' legal costs and having sufficient capacity to manage the necessary service improvement work that will assist in working out how best to produce a sustainable plan for the High Needs Block in the longer term.

**City Outcome:**

- **Empowering and Caring:** Safeguarding and promoting the welfare of children and young people with SEND and equipping the children and young people in our care with the skills and tools to live fulfilling, successful, and rewarding lives.
- **Fair and Inclusive:** Demonstrating due regard to the need to eliminate discrimination, advance equality of opportunity and continue to improve outcomes across education, health and social care for children and young people with Special Educational Needs and/ or Disabilities aged 0-25 years. To ensure everyone has access to a high quality education with appropriate levels of support and resources. Reducing in the gap between disadvantaged pupils (including pupils with special educational needs, disability and children in care) and the Bristol Average at Key Stage 4. An increase in the proportion of young people who have experience of work/apprenticeship by school age 16.
- **Well connected:** Supporting social inclusion and community cohesion for children and young people with SEND, and their families.
- **Wellbeing:** Children and young people with SEND aged 0-25 years and their families will have access to appropriate support for their needs from birth and will be better able to co-ordinate support around the child, achieve better outcomes and make firm plans for their future. Encourage life-long learning in environments where both academic and emotional development are understood and delivered together and increase overall educational performance.

**Health Outcome summary:** not applicable

**Sustainability Outcome summary:** not applicable

**Equalities Outcome summary:** These proposals aim to minimise any impacts on groups by reverting to the policy position which prevailed prior to this financial year.

**Impact / Involvement of partners:** *What is the impact on key partners? What engagement have they had?*

**Consultation carried out:** *This report is part of the engagement with schools and other partners prior to this matter being considered by Cabinet and Council.*

**Legal Issues:** The Council's decision to set the high needs budget 'HNB' was successfully challenged by way of a judicial review claim. The outcome of the case is that the HNB budget decision for 2018/2019 will be quashed once the Order has been sealed by the Court. The basis of the decision and the full order are set out in Appendix 1 It is therefore necessary for Council to make a new budget decision for 2018/2019 and it is proposed that this will be taken at the Full Council meeting in November.

**Financial Issues:** The original decision on the High Needs budget, made at Council in February 2018 has been quashed by way of a judicial review order. This report sets out the current position in 2018/19 on the High Needs budget and how a revised budget to replace the original one has been calculated.

This report is proposing to reset the financial arrangements for the High Needs Block to the policy position which prevailed prior to the February 2018 Council decision. The High Needs Block includes services which are sensitive to changes in the circumstances of individual children and young people. Demand and cost

fluctuations can and do occur, so the current budget forecast position may change during the rest of this financial year.

The report explains that the Authority will have to meet the claimants' legal costs, as a consequence of the court order. , There will be on-going impacts on resources to develop service improvements that fit within the budget and service planning for the High Needs Block, including any public consultation that may be required. The financial implications of both of the above are yet to be quantified and it is anticipated that they will be met from Council's general fund reserves.

**David Tully, Finance Business Partner, ACE Directorate**

## Appendix 1

### Key points from the court order, arising from the SEND Judicial Review

- The Claimants challenged the Councils decision to set the HNB budget in February 2018 on the basis that the council had failed to consult before taking the decision and failed to take into account the impact of the decisions on groups with protected characteristics pursuant to the Equality Act 2010 . Following a Hearing at the High Court in Bristol on 24 July 2018 the Judge found in favour of the Claimants. The Judge ruled that the Council's decision of 20 February 2018, insofar as it relates to the High Needs Block budget, **was unlawful by reason of a failure to consult** (as required by *Section 149 of the Equality Act 2010, Section 27(3) of the Children and Families Act 2014* and the Common Law), was taken in breach of **Section 11 of the Children Act 2004** and finally was **unreasonable**.
- The Judge decided that the decision to set a budget carried before it a duty to consult by reason of the duty of inquiry under the public sector equality duty, section 27 of the 2014 Act and also the common law duty to consult. Due regard under the PSED (and if necessary consultation), consultation under section 27 of the 2014 Act and regard under section 11 of the 2004 Act must be essential preliminaries to any significant, sufficiently focussed, and in financial terms apparently rigid, decision to impose a reduction in spending, even if taken as part of the setting of "a budget". This decision was to cut funding to a specified area within the education budget..The Judge decided that this decision was indeed a significant, sufficiently focussed and in financial terms apparently rigid decision to engage the above duties.
- On that basis the High Needs Budget decision made by Full Council on 20 February 2018 will be overturned ('quashed')
- The Judgement requires the Defendant to **reconsider its funding allocation** in this area in the light of the resources available at the material time, **without disturbing other aspects of the budget or in particular the Council Tax calculation** and without the Court telling the Defendant **how its resources should be expended**.
- The Order when made will state that :
  - Permission to apply for judicial review is granted.
  - The claim for judicial review is allowed.
  - The decision of the Defendant on 20 February 2018 to set the High Needs Block budget is quashed however the Council is allowed to continue to spend on services funded from the HNB pending a further budget being set by Full Council in November 2018.
  - The Council will pay the Claimants' legal costs.

## Appendix 2

### Consideration of whether any policy changes arose directly from the Council budget decision of February 2018,

Component	Budget 2018/2019 £'000	Savings targets 2018/19 £'000	Was there a policy change arising directly from the Council budget decision of February 2018?	What action, if any, needs to be taken to comply with the court order?
<b>1. Places only</b>	14,609	761	<b>NO.</b> Business-as-usual decisions were taken in September 2017 about place numbers that have had consequent impacts on 2018/19. Such decisions are about ensuring that each institution has the right number of places allocated to them. The Local Authority will continue to consult with providers in line with ESFA guidance issued each year.	<b>None.</b> Natural and earlier changes will stand.
<b>2.1 SEN Top Up GFE</b>	22,664	466	<b>NO.</b> Business-as-usual decisions were made with Post 16 providers in September 2017 about the right top-up amounts for individual students that have had a consequent impact on 2018/19.	<b>None.</b> Earlier changes stand.
<b>2.2 SEN Top Up Mainstream School Age</b>		1,151	<b>NO.</b> The policy change which was planned to be undertaken following consultation has not been made. No changes or assumed savings on mainstream have been included in the forecast. . Top-up arrangements for 2018/19 are on the same basis as those used in the November 2017 top-up panel.	<b>None.</b> No consultation had begun on any changes.
<b>2.3 SEN Top Up Special Schools &amp; Resource Bases</b>		1,166	<b>NO.</b> The policy change which was planned to be undertaken following consultation has not been made. No changes or assumed savings on special schools have been included in the forecast.	<b>None.</b> No consultation had begun on any changes.
<b>3. Alternative Provision Top Up</b>	737	150	<b>Yes.</b> Education settings had previously been contributing £2,500 for every 12 week Alternative Provision placement. From 1 <sup>st</sup> April 2018, this increased by £600 to £3,100. Despite the fact that the principle of paying had been established,	<b>Reimburse</b> schools / PRUs for the impact of reverting to the previous charges.

Component	Budget 2018/2019 £'000	Savings targets 2018/19 £'000	Was there a policy change arising directly from the Council budget decision of February 2018?	What action, if any, needs to be taken to comply with the court order?
			a full EIA and stakeholder consultation should have been completed prior to implementation.	
<b>4. Other SEN Provision (INM/ISP)</b>	5,904	0	<b>NO.</b> There have been changes to the procurement arrangements for out—of-authority placements in recent months. Nonetheless, changing the basis of procurement for out-of-borough placements is not a matter that would require public consultation as there is no proposal to change the funding. The Local Authority will continue to follow procurement legislation and internal quality assurance processes to ensure CYP with the most complex needs are placed in the right education settings that provide value for money and specialist provision specified in EHCPs.	<b>None.</b> No savings were proposed.
<b>5.1 Other Alternative Provision. Share funding for Early Intervention Bases (EIBs) with schools</b>	4,040	450	<b>YES.</b> Early Intervention Bases saving (£0.450m) has been reflected in the allocations for the 4 relevant institutions. An officer decision has been made about the outcomes of the 2-year pilot for the EIB project that ended in the summer of 2018	<b>Reinstate</b> previous funding levels until a review of the pilot and any associated consultation and equalities impact assessments are completed.
<b>5.2 Other AP. Target saving for Hospital Education Service (HES).</b>		200	<b>YES.</b> Saving on Hospital Education (£0.200m) has been reflected in their allocation, but they are treated as a maintained school for reporting purposes (i.e. variance shows as a school balance, rather than as a central balance). The HES has not yet determined how this saving would be implemented.	<b>Reimburse</b> the Hospital Education Service for the withheld funding.
<b>5.3 Other AP. Restrict</b>		350	<b>NO.</b> Limiting spending on external AP (saving of	<b>None.</b> No policy changes took place.

Component	Budget 2018/2019 £'000	Savings targets 2018/19 £'000	Was there a policy change arising directly from the Council budget decision of February 2018?	What action, if any, needs to be taken to comply with the court order?
external AP provision to budget			£0.350m) has been reflected in the budget, but the forecast is based on the level of income from schools that the AP manager and previous HoS believed was achievable. There do not appear to be any policy changes that have arisen to deliver this reduction. Reduced spend is more aspirational, based on having lower activity levels.	
<b>6. Services</b>	2,997	408	<b>NO.</b> For the £0.200m proposal that the Virtual School be partly funded by the Pupil Premium for LAC, this is merely a decision about how existing levels of activity should be funded <b>NO.</b> For the savings of £0.208m in commissioned services (sensory and autism support services) as no change will take place in 2018/19 and the saving will not be delivered.	<b>None.</b> The use of the Pupil Premium grant stands. There is already a consultation with neighbouring authorities on the future arrangements for Sensory Support Services, but no Service changes are expected before January 2020.
<b>TOTALS</b>	<b>50,951</b>	<b>5,102</b>		



**Bristol City Council Equality Impact Assessment Form**

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

Name of proposal	High Needs Budget 18/19
Directorate and Service Area	ACE Directorate
Name of Lead Officer	Sue Rogers

**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?
<p>To re-set the 2018/2019 High Needs budget to £53.905m, following the successful judicial review challenge to the High Needs budget for 2018/19, set on 20<sup>th</sup> February 2018 and to ensure that none of the savings that were included in the papers to full Council in February 2018 have resulted in policy changes.</p> <p>The High Needs Block primarily funds pupils with high needs such as pupils with Special Educational Needs and Disabilities (SEND) who may have Education Health and Care Plans (EHCP), or pupils in Alternative Provision (AP) such as Pupil Referral Units or Hospital Schools.</p> <p>The High Needs Block Budget also funds the following:</p> <ul style="list-style-type: none"> <li>• Special School Places for children and young people with EHCPs</li> <li>• SEN Top Up for children and young people on SEN Support whose needs are beyond those that can be reasonably met through Bristol and Out of Local Authority mainstream settings’ notional SEN budgets (£6k per pupil)</li> <li>• SEN Top Up for children and young people whose needs are beyond core offers in special schools and specialist resource bases, General Further Education settings, Pupil Referral Unit placements and Independent Non Maintained and Independent Specialist provision</li> <li>• SEN equipment and therapeutic support for children and young people with EHCPs</li> </ul>

- SEND and High Needs Services staffing – Bristol Autism Team, Sensory Support Service, the HOPE virtual School for Looked After Children, Safeguarding in Education Team, Alternative Provision Team, Educational Psychology Core Services and the SEND/ High Needs Business Unit.
- Support for schools in financial difficulty
- Trading with Schools

The local authority has a statutory responsibility, under the Children and Families Act 2014, to keep its special educational provision under review, to ensure sufficiency in placements to meet the needs of children and young people with Special Education Needs/Disabilities (SEND), working with parents/carers, young people and providers.

Our Goals are:

- To provide a stable platform to facilitate effective service that is responsive to the increasing numbers of children and young people with SEND and high needs in Bristol, along with the right workforce model that ensures their needs are appropriately supported.
- Improve outcomes for Bristol's children and young people with SEND as well as those identified with high needs including educational aspirations, engagement and progress in learning, in line with those who do not have SEND or high needs.
- Make sure all children and young people attend the right education setting that can meet their needs, where they receive a full time/ appropriate education offer that ensures they are safeguarded and their welfare is promoted.
- Reduce persistent absence and increase attendance for children and young people in receipt of SEN Support and those with EHCPs.
- Reduce / eliminate the need for permanent exclusions and reduce multiple fixed term exclusions for children and young people in receipt of SEN Support and those with EHCPs.
- Enable all children and young people to achieve their potential through having access to the right resources and provision needed to meet their needs and the right support for their education settings.
- Ensure each young person progresses post-16 to suitable education, training or employment and is fully prepared for adulthood.

The Local Authority's role:

- We commission school places, personal education packages, alternative learning provision and post 16 education for children and young people we

are responsible for.

- We are responsible for ensuring there are sufficient education places and the right types of education settings in our area.
- We have a duty to arrange education for permanently excluded pupils, children and young people with EHCPs and Children in Care and others who, because of illness or other reasons, are unable to attend mainstream settings.
- We must make sure schools and other partners are focused on safeguarding and promoting the welfare of children and young people with SEND up to age 25.
- We are responsible for promoting and driving high standards in education across all types of educational provision.
- We have to make financial provision for children and young people with EHCPs
- We have to ensure compliance with statutory duties associated with SEND legislation, safeguarding and Looked After Children/ Care Leavers.

## **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?**

- National data in relation to SEND
- Local data in relation to:
  - There are 54,000 pupils funded through the Schools Block
  - Children and young people with EHCPs: 2,211
  - Children and young people in receipt of SEN Support: 7,606
  - Children and young people who qualify for Top Up: 3,374
  - Children and young people in specialist Education settings: 894
  - Children and young people with EHCPs who attend Independent provision: 91
  - Children and young people who are Looked After by the Local Authority: 206
  - Children and young people who were previously looked after by the Local Authority: 128
  - Statutory Children and young people who are supported by specialist and inclusion services: 2,772+

- Children and young people who attend hospital education: 300

### **Other diversity and equality information about children and young people in Bristol:**

- **Disability** 4.1% of children in Bristol are disabled or have a long term illness or condition
- **Age** The overall population of Bristol is 449,300. 18.6% of this population are age 0-15 and 16.7% are age 16-24
- **Race** 28% of children in Bristol are BAME (Black, Asian and Minority Ethnicity) compared to 18% for the city overall.
  - Minority ethnic pupils<sup>1</sup> in state funded Bristol schools: primary 37.7%; secondary; 34.5%; special schools 35.9%.
  - Special educational needs are most prevalent in travellers of Irish heritage and Gypsy/Roma pupils with 30.8% and 26.9% respectively. Travellers of Irish heritage and Black Caribbean pupils had the highest percentage of pupils with statements of SEN or EHC plans (4.4% and 4.0% respectively). Indian pupils had the lowest percentage of pupils with statements of SEN or EHC plans at 1.8%, compared with 2.8% of all pupils nationally.
- **Sex**
  - Overall in Bristol there is an equal male / female distribution with slightly more (50.3%) males under age 25.
  - Special educational needs are more prevalent in boys than girls. In total 18.6% of boy have a special educational need compared to 9.7% of girls. This splits in to 14.6% of boys on SEN support and 4% with a statement of SEN or an EHC plan compared to 8.1% of girls on SEN Support and 1.6% with a statement of SEN or an EHC plan.
- **Religion and Belief** We do not have accurate information about the religion of children and young people in Bristol. According to the census, the largest faith group in Bristol are Christians. People with no religious belief make up the second largest group. Other main religious groups in the city are Muslims (5.1%), Hindu (0.6%), Sikh (0.5%), Buddhist (0.6%) and Jewish (0.2%).
- **Child Poverty** 23% of children under 16 are in low income families
  - Eligible for free school meals in state funded Bristol schools: primary 17.5%; secondary 18.5%; special schools 48.6%
  - Data from Bristol JSNA<sup>2</sup> highlights the inequalities in opportunity for young people in some of the most deprived areas of Bristol.

<sup>1</sup> Includes all pupils classified as belonging to an ethnic group other than White British.

There is an educational attainment gap for “disadvantaged children” and rates for young people going on to higher education are particularly low in South Bristol. Across Bristol numbers of children with special educational needs (SEN) are higher in more deprived areas, and rates of school leavers who are NEET (not in education, employment or training) vary significantly by Ward.

- Of families with a disabled family member 19% live in relative income poverty compared to 15% of individuals in families with no disabled member. This suggests that there are more families with a disabled member living in poverty.
- **NEET** 5.8% of 16-18 year olds are not in Education, Employment or Training
- **Language**
  - First language other than English in state funded Bristol schools: primary 22.3%; secondary 17.5%; special schools 16%
  - Pupils whose first language is known to be English are more likely to have special educational needs than those whose first language is known to be other than English. In 2017, 11.7% of pupils whose first language is known or believed to be English were on SEN support which is a reduction from 12.4% in 2016.

(school data from <https://www.gov.uk/government/statistics/schools-pupils-and-their-characteristics-january-2018>)

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

We do not have accurate data for children and young people about sexual orientation, gender reassignment, or pregnancy and maternity.

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

The changes now proposed to the high needs budget result in an increase in the funding available for 2018/19 over the budget originally set on 20<sup>th</sup> February 2018 with £2.7m in addition to that available via the government funding formula to provide greater ability to meet increased demand for SEND provision. Savings measures which formed the basis of the High Needs Budget set on 20<sup>th</sup> February (which was quashed in the recent judicial claim) will be withdrawn or unwound.

In determining the transfer between the funding blocks and general fund consultation took place with Schools Forum, Secretary of State, Cabinet

<sup>2</sup> <https://www.bristol.gov.uk/policies-plans-strategies/jsna-data-profile>

members and Inclusive Education Group. Whilst the proposed revision of High Needs Budget allocation results in an increase to the funds available the demand and funding pressures on the High needs budget for 2018/19 will continue and it will still be necessary to ensure that funding is allocated and used as effectively as possible. This will involve engagement with children and families. The proposed high needs budget for 2018/19 is also higher than the outturn high needs spend for 2017/18 of £53.087m.

There are no funding reductions proposed to the high needs budget and as such no specific consultation has been carried out on the detail.

### **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?**

Any shift in funding from one block to another within the DSG will have impacts on children and young people, including those with protected characteristics, in both the donor and recipient blocks (ie Schools Block and High Needs Block).

Children and young people with special educational needs are the main beneficiaries of High Needs Block funding. We know that there is an under-representation of girls and some ethnicities in this cohort, compared to the overall population of children and young people in Bristol (see above). Moving funding to HNB from other blocks may indirectly have a negative impact on these groups, which has to be balanced with the clear benefits of increased funding for those with high needs.

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

What we are doing now is the mitigation - by ensuring that no policy changes have arisen as a consequence of the original, now quashed, decision on the original High Needs Budget in February 2018.

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

There will be an increase in funding to education settings where appropriate over the original high needs budget for 2018/19. The increase is beneficial to children and young people including those with protected characteristics – and is likely to be of particular benefit to those with SEND.

**3.4 Can they be maximised? If so, how?**

This will be considered through the course of the year and articulated when appropriate.

**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?**

Additional responsibilities in relation to Public Sector Equalities Duties for children and young people with SEND, and their families – the duty to make reasonable adjustments.

We have thoroughly reconsidered the equalities impacts and consultation duties associated with service planning and budget setting.

**4.2 What actions have been identified going forward?**

The DSG budget setting will be part of the overall 2019/20 Council budget consultation in the autumn of 2018.

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

Neutral impact as no savings will be made.

Service Director Sign-Off:



Date: 19-09-2018

Equalities Officer Sign Off:



Duncan Fleming

Date: 24/9/2018



# Decision Pathway – Report

**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 02 October 2018

<b>TITLE</b>	<b>Better Lives at Home – Care and Support in new Extra Care Housing schemes</b>	
<b>Ward(s)</b>	All	
<b>Author:</b> Sarah Evens	<b>Job title:</b> Commissioning Manager	
<b>Cabinet lead:</b> Helen Holland	<b>Executive Director lead:</b> Jacqui Jensen, Executive Director ACE	
<b>Proposal origin:</b> BCC Staff		
<b>Decision maker:</b> Cabinet Member		
<b>Decision forum:</b> Cabinet		
<p><b>Purpose of Report:</b>                  The Council proposes to award Care and Support Contracts within new build Extra Care Housing (ECH) schemes opening in 2018/19/20 in order to:</p> <ul style="list-style-type: none"> <li>• Take full advantage of capital investment in new ECH schemes as agreed by Cabinet in October 2012</li> <li>• Meet our objective to expand ECH provision in the city, as per the Bristol Retirement Living Vision</li> <li>• Contribute to financial savings laid out in the Better Lives at Home project, part of the Better Lives Programme.</li> </ul> <p>Additionally the Council proposes to secure the development and provision of two additional ECH sites in 2018/19 and to carry out a needs analysis of future requirements under the auspices of the Better Lives at Home project.</p> <p>Full information can be found in Appendix A 1. A summary of the new Extra Care Housing care and support proposals can be found in the table below:</p>		
<b>Site/ECH Scheme Name</b>	<b>Status</b>	<b>Approval sought from Cabinet</b>
Stoke Gifford Retirement Village	Opening Autumn 2018	None – information only
New Fosseway	Procurement Process to be planned	To authorise the Executive Director of Adults, Children and Education (in consultation with the Director for Housing and the Executive Member for Adult Social Care) to take the necessary steps to deliver an Extra Care Scheme on the New Fosseway site.
Haberfield House	Opening later in 2018	To approve the procurement, via a negotiated procedure without a call for competition, of the Care and Support Contract within Haberfield House Extra Care Housing scheme.
Redhouse	Due to open early 2020	To approve the procurement, via a negotiated procedure without a call for competition, of the Care and Support Contract within Redhouse Extra Care Housing scheme.
Blake Centre	Procurement Process to be planned	To authorise the Executive Director of Adults, Children and Education (in consultation with the Executive Member for Adult Social Care and the Director for Housing) to take the necessary steps to deliver an Extra Care Scheme on the Blake Centre site.
Other potential sites to be identified	To be identified	A fully revised needs analysis and future plans under Better Lives at Home to be the subject of a future cabinet report.

A map of the above new schemes and established ECH schemes can be found in Appendix A 2.

**Evidence Base:**

ECH can provide a means of enabling people to have their care needs met while retaining their independence and avoiding admission to residential care. Increasing the availability of ECH in Bristol will contribute to a lower spend in residential care and the efficiency of having care workers and service users co-located. Additionally, ECH helps to ease pressure on local housing markets by freeing up under-occupied properties. According to an Aston University Study, older people who live in Extra Care Housing have fewer hospital admissions and feel less lonely than those who stay in their own homes.

**Better Lives at Home**

Better Lives at Home is a project within the Better Lives Programme in Adult Care and a partnership between Adult Care Commissioning and Housing Development to develop and deliver Supported Accommodation for working age adults and Extra Care Housing (and other provision) for older people. Further information is contained in Appendix A. An updated analysis of the need for ECH for older people and supported accommodation for working age adults in Bristol is underway. We will review our approach to Extra Care Housing and design pathways and processes in partnership with providers to ensure that this provision meets the needs of as many people as possible until the end of their lives.

**Care and Support within Extra Care Housing**

Where Bristol City Council has nomination rights into an Extra Care Housing scheme, a contract for the delivery of care and support to residents is required. The alternative would be to commission care and support with multiple homecare providers. The benefit of one single care and support provider for ECH is that care and support is on site 24hrs and ad hoc support is available when required, further maximising independence and outcomes. Although Residents can choose an alternative care provider, in practice few tend to do so.

In recent years, there is an increasing trend that developers of ECH schemes require greater certainty of Care and Support contracts before considering making a bid for new developments. In Bristol these two aspects have not always been brought together. In order to attract the most quality bidders, and secure the level of development required, it may be necessary to procure and award some care and support contracts that do not align with the current tender timetable. The Better Lives at Home Project Team are working with colleagues in procurement to identify models that are working elsewhere.

**Recommendations:**

1. To authorise the Executive Director of Adults, Children and Education (in consultation with the Director for Housing and the Executive Member for Adult Social Care) to take the necessary steps to deliver an Extra Care Scheme on the New Fosseyway site. Such authority will include determining terms for disposal of the site and the procuring and award all necessary contracts and agreements relating to the development and operation of the scheme and the delivery of all associated services.
2. To approve the procurement, via a negotiated procedure without a call for competition, of the Care and Support Contract within Haberfield House Extra Care Housing scheme, and delegate authority to the Executive Director, ACE in consultation with the Executive Member for Adult Social Care to undertake the procurement process and award the Contract
3. To approve the procurement, via a negotiated procedure without a call for competition, of the Care and Support Contract within Redhouse Extra Care Housing scheme, and authorise the Executive Director Adults, Children and Education in consultation with the Executive Member Adult Social care to undertake the procurement process and award the contract.
4. To authorise the Executive Director of Adults, Children and Education (in consultation with the Executive Member for Adult Social Care and the Director for Housing) to take the necessary steps to deliver an Extra Care Scheme on the Blake Centre site, such authority to include determining terms for disposal of the site and the procuring and award all necessary contracts and agreements relating to the development and operation of the scheme and the delivery of all associated services.

**Corporate Strategy alignment:** This report aligns with the 'Empowering' and 'Caring' strategic themes. It also contributes to the priority to build an additional 800 affordable homes a year.

**City Benefits:** These proposals will benefit the city by establishing more Extra Care Housing Schemes, enabling people to have their care needs met while retaining their independence and avoiding admission to residential care. Increasing the availability of ECH in Bristol will therefore contribute to a lower spend in residential care and the efficiency of having care workers and service users co-located. Additionally, ECH helps to ease pressure on local housing markets by freeing up under-occupied properties.

**Consultation Details:** As part of the Better Lives at Home Project; Commissioners plan to consult with older people and their families on the design and implementation of new Extra Care Housing Schemes. The community local to a new site will also be consulted and market engagement is planned for the Autumn.

<b>Revenue Cost</b>	<b>£ unknown at present</b>	<b>Source of Revenue Funding</b>	n/a
<b>Capital Cost</b>	<b>£ unknown at present</b>	<b>Source of Capital Funding</b>	n/a
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input checked="" type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

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

**1. Finance Advice:** There is capital funding available in the current financial year to support the development of ECH schemes of £1.624m. This is recognised to be a priority investment area and should the further investment be required there is likely to be political support to approve additional funding. The revenue funding for the care on the various ECH schemes will come from a reduction in budget for residential care and support the overall delivery of the Better Lives savings proposals.

**Finance Business Partner:** Neil Sinclair, Interim Finance Business Partner, 31/7/2018

**2. Legal Advice:**

Procurement

All procurement activities detailed in the report and the recommendations will need to comply with the Public Contract Regulations 2015, and the Council's own procurement rules. Property disposals will need to achieve best value. Legal Services will assist in the procurement process in each case and in the preparation of the legal documentation and contracts required to deliver the projects.

Equalities

The Public Sector Equality duty requires the decision maker to consider the need to promote equality for persons with "protected characteristics" and to have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it.

The Equalities Impact Assessment is designed to assess whether there are any barriers in place that may prevent people with a protected characteristic using a service or benefiting from a policy. The decision maker must take into consideration the information in the check/assessment before taking the decision.

A decision can be made where there is a negative impact if it is clear that it is necessary, it is not possible to reduce or remove the negative impact by looking at alternatives and the means by which the aim of the decision is being implemented is both necessary and appropriate.

Consultation

Consultation will take place in connection with the design of the proposed schemes. It will be important that this consultation complies with the general principles of effective consultation i.e. the proposals are consulted on at the formative stage; sufficient reasons have been given for the proposals; adequate time is allowed for consideration and response, and the responses are taken into account in reaching any decisions.

**Legal Team Leader:** Kate Fryer, Solicitor, Legal Services, 20/9/2018

**3. Implications on IT:** The "Better Lives" programme referenced within this initiative does have IT Implications and these are being addressed as part of that programme. For this specific initiative, however, there are no identifiable IT implications.

**IT Team Leader:** Ian Gale, Head of IT, 16/8/2018

**4. HR Advice:** The Extra Care Housing proposals as set out in the report will not have any HR impact on Bristol City Council employees as they are currently intended to be implemented. It is assumed that if there should be any significant changes going forward with these proposals, then an amended version of the report would be submitted for further and updated comments.

**HR Partner:** Lorna Laing, People & Culture HR Business Partner – ACE, 24/8/2018

<b>EDM Sign-off</b>	Jacqui Jenson	08.08.18
<b>Cabinet Member sign-off</b>	Cllr Helen Holland	13.08.18
<b>CLB Sign-off</b>	Jacqui Jenson	21.08.18
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	03.09.18

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

## **Appendix A (i): Further Information on Decisions required**

### **1. What is Extra Care Housing?**

Extra Care is a housing development designed to meet the needs of older people. The self-contained units within the development are available for rent, shared ownership or full leasehold, similar to general housing. What is different is the provision of on-site care and a range of communal facilities (e.g. restaurant, hairdresser, etc.) and activities to promote independence and prevent social isolation. Once built, the housing provider manages the property and provides intensive housing support and a landlord function, collecting rent and service charges from the residents. Meanwhile adult social services or self-funding residents pay an on-site care provider to meet the care and support needs of those who move in. The care provider can be the same organisation as the housing provider or separate. Residents can choose an alternative care provider although in practice few do so.

There is a growing evidence base for Extra Care Housing, both nationally and worldwide. In summary:

- Extra Care offers cost savings to local authorities as households maintain independence and do not require residential care. These cost savings are derived from the provision of flexible care and procurement efficiencies (providing care on one site rather than multiple sites), amongst other factors. Research shows that each year a resident postpones moving into residential care, the State saves on average £28,080 (“Fit for Living Network: Position Statement”, Housing Associations Charitable Trust, (HACT), 2010).
- There is also evidence for the benefits of Extra Care to physical and mental health (although evidence/literature is mixed on some issues). Research does highlight that Extra Care is associated with a ‘deceleration of diminution in functional ability’ and residents in Extra Care schemes are less likely to suffer from a fall. The literature also highlights the improvements in the health of informal carers (this may be through more formal care being available) (“Establishing the extra in extra care”, (2011), Kneale, D, International Longevity Centre).
- There is evidence that Extra Care residents have a good quality of life and good levels of wellbeing. This is assisted through enhanced opportunities to interact with neighbours, communal facilities and offering leisure and meaningful resident led activities. These activities are recognised as contributing to the reduction of isolation and loneliness. Extra Care can also benefit residents with mild to moderate dementia with research demonstrating they maintain quality of life as long as residents without dementia. Extra Care has also been the source of some of the more innovative approaches to dementia care.

### **2. Detail on decisions required**

In October 2012, Cabinet approved the Bristol Retirement Living (BRL) Vision and Delivery Plan for a 10 year programme of ECH development across Bristol and/or the city borders if there is no suitable land within the city. The BRL Vision was set out in 3 phases. Given the time taken to build a site, some of these plans are now coming to fruition and require further decisions:

Phase 1 – Coldharbour Lane

In October 2012, Cabinet approved that Bristol would jointly commission an ECH scheme with South Gloucestershire Council at Coldharbour Lane, with negotiation on the detail to be delegated to Strategic Directors. This ECH scheme has now been developed by Extra Care Charitable Trust (ECCT) and is due to open later this year as Stoke Gifford Retirement Village with a total of 261 flats. Of these, 81 flats will be available at affordable rent through a formal Nominations Agreement. 40 flats are available to Bristol City Council nominees eligible for funded care and support and 41 units to South Gloucestershire Council eligible nominees. The remaining 180 flats in the scheme will be available to residents from both Councils to purchase.

### Phase 2 – New Fosseway Road

In October 2013, Cabinet approval was given to develop a Strategic Partnership with a provider to build a co-located Extra Care Housing Scheme and a Dementia Care Home on New Fosseway Road, Hengrove. Due to the lag in time between the beginning of the procurement process in 2014 and the award of the contract due in July 2017, a review was undertaken of the proposed specification and contract price and these were scrutinised against updated Council strategic priority and direction. Following this review it was agreed by (the then) Senior Leadership Team that the Dementia Care Home element no longer aligned with current Council objectives and therefore it did not represent best value for money for the Council to continue with the proposed development and award the contract. The review did not consider the ECH element unsuitable. Following detailed legal and procurement advice it is proposed to undertake an appropriate EU compliant procurement exercise for the development of extra care housing on part of this site.

It is the intention that this site will be sold at Market Value on long leasehold. However, if there is a requirement for public subsidy or land discount to enable this development then a contractual provision for a 'clawback' to recover any subsidy given will be secured.

This report therefore seeks authority for the Executive Director of Adults, Children and Education (in consultation with the Director for Housing and the Executive Member for Adult Social Care) to take the necessary steps to deliver an Extra Care Scheme on the New Fosseway site. Such authority will include determining terms for disposal of the site and the procuring and award all necessary contracts and agreements relating to the development and operation of the scheme and the delivery of all associated services

### Phase 3 – Additional Sites

In June 2015, the Health and Wellbeing Board agreed to delegate authority to the Strategic Director for People, subject to informing the Mayor, to agree capital funding to implement phase 3 of the BRL vision to develop further sites for ECH in Bristol. These new ECH schemes will require a care and support contract. This report therefore seeks approval from cabinet to award the care and support contracts within these potential new ECH schemes, in the manner outlined below, ahead of the practical completion of these developments.

To date, three sites have been identified as suitable for Phase 3 of the Bristol Retirement Living Vision and these Extra Care Housing schemes are in different phases on development: Haberfield House and Redhouse in the South, and Blake Centre in the North of the City. Details can be found

below. Additional sites are likely to be sought for Extra Care Housing in Bristol, as the analysis of further need for ECH is finalised by the Adult Care Commissioning Team early in autumn in consultation with older people and their carers, and ECH Providers.

### **Haberfield House**

Haberfield House is a new Extra Care Housing scheme, due to open in late 2018. Bristol Charities purchased the land on Hollway Rd, Stockwood from Bristol City Council at market rate in April 2015. This land is adjacent to an existing ECH scheme which opened in 2012, known as Bluebell Gardens and will share some communal facilities with that scheme. The bid from Bristol Charities to purchase the land was accepted, as their proposal to build affordable Extra Care Housing met strategic Council objectives. The ECH scheme will provide 100% affordable housing and the Council has, through a formal Nominations Agreement, secured nominations to 18 flats in perpetuity. This arrangement can however be flexed upwards informally.

Bristol Charities developed the new ECH flats and will act as Landlord. In total there will be 41 one bed flats, 12 two bed flats and 7 fully accessible flats. A Bristol City Council Care and Support contract is required for the scheme until 31<sup>st</sup> March 2021, after which a procurement exercise for all Extra Care Housing Schemes in Bristol is due to be undertaken.

As Bristol Charities own the freehold for the land on Hollway Rd, they can control who can provide care services on the site. This report seeks authority to approve the procurement, via a negotiated procedure without a call for competition, of the Care and Support Contract within Haberfield House Extra Care Housing scheme, and delegate authority to the Executive Director, ACE in consultation with the Executive Member for Adult Social Care to undertake the procurement process and award the Contract. Initially a block contract will be implemented to establish the scheme in the first few months, and then the terms of the negotiated contract will be aligned with the existing care and support contract in the adjacent Bluebell Gardens scheme and will be co-terminus.

### **Redhouse**

Redhouse will be built as an additional wing to an existing ECH scheme known as Waverly Gardens. Brunelcare are the Landlord at Waverly Gardens and currently provide the Care and Support within the 65 flat scheme until March 2021. The Redhouse development on the adjacent land will add another 62 flats to the Waverly Gardens scheme (52 social tenancies and 10 shared- ownership) and is expected to open in early 2020. The approval for the capital spend to dispose of the land to Brunelcare for the Redhouse development was given by Health and Wellbeing Board in June 2015 under phase 3 of the Bristol Retirement Living (BRL) vision. The Council entered into an Agreement with Brunelcare on 21<sup>st</sup> June 2018; the land was sold for £1 to create leverage for £1.98M additional grant from the Homes and Communities Agency (HCA). (The HCA requires local authorities to gift land so that the allocated grant from the HCA can be used for the actual build, rather than subsidising the land value). The land was released on 116 year leasehold which is co-terminus with the Waverly Gardens lease. Under a formal Nominations Agreement the Council will have nomination rights to 100% of the flats on first lettings and then 75% on subsequent lettings.

Under their leasehold for the land, Brunelcare can control who can provide services on the site. This report seeks authority to approve the procurement, via a negotiated procedure without a call for

competition, of the Care and Support Contract within Redhouse Extra Care Housing scheme, and authorise the Executive Director Adults, Children and Education in consultation with the Executive Member Adult Social care to undertake the procurement process and award the contract. The terms of the negotiated contract will be aligned with the existing care and support contract in the existing adjacent Waverly Gardens scheme and will be co-terminus.

### **Blake Centre (Lockleaze Day Centre)**

Following the decommissioning of the Blake Centre as an Adult Day Centre in 2015, a potential opportunity has been identified to develop an Extra Care Housing scheme on its former site in Lockleaze. Further work is required to develop the requirements for an Extra Care Housing scheme, including full needs analysis and consultation with Older People and their carers, and the local community. It is hoped that this scheme, given its size and location, will offer intergenerational opportunities and prospects for innovation at the heart of the Lockleaze community.

Market Development activity in relation to Better Lives at Home is also scheduled for the autumn. The current intention is to dispose of this site at Market Value and to secure an organisation to develop, own and operate the scheme and deliver care and support. This report therefore seeks approval to authorise the Executive Director of Adults, Children and Education (in consultation with the Executive Member for Adult Social Care and the Director for Housing) to take the necessary steps to deliver an Extra Care Scheme on the Blake Centre site, such authority to include determining terms for disposal of the site and the procuring and award all necessary contracts and agreements relating to the development and operation of the scheme and the delivery of all associated services.

### **Other potential sites for Extra Care Housing**

Further in depth analysis on the need for additional Extra Care Housing schemes in Bristol will be finalised by the Adult Commissioning Team early in autumn, as part of the Better Lives at Home Programme. This analysis will include consulting with older people and their carers to understand their requirements for new schemes and market engagement and development with potential providers. A full risk analysis will also be completed. The Bristol Retirement Living Vision will then be updated as part of the Better Lives at Home Programme and plans for capital allocated to the development of Extra Care Housing will be laid out in a future Cabinet Report including proposed costs. An annual update will be provided to Cabinet on achievements of the Better Lives at Home Programme.

## **Appendix A (ii) Better Lives at Home**

### **1. The “Better Lives at Home” Work Stream**

Better Lives at Home is a Project set up under the Better Lives programme in Adult Care. It aims to deliver a step change in the development, provision and effectiveness of supported accommodation within the community as a real alternative to residential care for older and/ or vulnerable working age adults with care or support needs. The Project involves an active and positive partnership within the Council between Adult Social Care and Housing Development. There is also a much wider connotation for this work. Our vision is for people to live better lives within communities that are inclusive and supportive.

The Project represents a sharing of resources and expertise across adult care and housing:

- 1 FTE Better Lives Project Manager (agreed as part of the Cabinet Paper April 2018).
- 1 FTE Housing Development Project Manager, funded through capital
- 1.2 FTE Adult Care Commissioning Managers, 0.5 Commissioning Officers
- £9.725m of agreed Capital Funding 2017 -2021. Adult Care budgets for support needs
- Additional funding may be available for development of housing
- Workstream is led by the Head of Adult Care Commissioning, working closely with colleagues in Housing Development and other service areas, and with external partners including from the Voluntary Community Sector and other providers and the NHS.

#### **The Work Stream is based on Fundamental “Better Lives” Principles:**

- More citizens will retain their independence through accessing support in the community. We are working to make it easier to connect residents with their local offer and improve access to support in their community.
- Adults of working age will be able to live as independently as possible in their own homes and supported to access education or employment wherever possible.
- People can get the right help at the right time to promote independence and to prevent, reduce or delay the need for long term support.

### **2. Focus of Work**

The Project focuses on:

- A. Support in Specialist Housing –
  - Support in / provision of a housing setting specifically designed to meet needs/ support independence.
  - As part of a pathway to more generic housing, or to meet specific complex needs
    - Work will include additional Extra Care Housing and development of new Supported Living provision
    - Specific design to meet care/ support models.
    - Support models to include step up/ step down, and skills development
  - Includes Extra Care Housing for older people
- B. Support in Generic Housing

- Support to enable people to remain in, or move to, generic housing (private ownership, private rental accommodation, general social rental housing)
- Key design features:
  - An ability to “step up” and “step down” support dependent on need
  - Must enable the person to remain in their home as long as appropriate.
- Most of this work will focus on working age adults (with learning difficulties, mental health, autism or physical/ sensory needs.)
- Also includes options for older people to enable them to remain in generic housing (e.g. intergenerational work), and accommodation options such as Shared Lives.

### **3. Initial Scoping and Needs Analysis**

Scoping work with key officers across adult care and housing, informed also by discussions with NHS colleagues has identified:

- We currently support too many adults in residential/nursing provision for too long.
- There is not enough physical provision with the right support in place across the city, in the right locations, to provide appropriate supported housing options for people that need it, both now and in the future to help them stay at home. This means many people currently go into a residential or nursing home setting which overprovides for their needs, reduces their independence and costs the Council significant amounts of money. Current lack of appropriate alternatives to residential provision for younger adults where market pressures lead to high costs, and often high ratios of care/ poor models of support delivered that don't develop independence.
- We currently sustain high levels of delayed transfers of care for working age adults with mental health issues, often linked to accommodation and pathway issues. The lack of effective alternatives for people who do not really require ongoing high ratios of support in a residential provision contributes to the ability of the Market to demand these ratios and prices inappropriately for some.
- There are gaps in provision of supported housing options for people with some specific needs e.g. people on the Autistic Spectrum.
- Models and provision of support for people with more complex needs that maximise independence is in short supply.
- Anecdotal evidence suggests that, in some cases, appropriate placements are available but some providers are refusing to take those with complex needs and are 'cherry picking' placements.
- Evidence suggests that current supported housing provision can get full up quickly, with minimal change or movement of people through a pathway. This prevents the possibility of people with new and changing needs having the right provision to meet their needs.
- Housing benefits changes and delays currently pose challenges as timeframes for receiving the correct benefits don't always align with the timeframes for meeting individual's needs and can cause further stress and anxiety for the person affected, potentially making their support needs greater (at least in the short term).
- Bristol's competitive housing market, which suffers from high housing costs and an insufficient supply of social housing. Those individuals who could manage with support in general needs housing are often unable to secure suitable accommodation due to these factors.
- Understanding future need/demand is complex and thus future proofing provision is challenging.
- Too many people currently go into a residential or nursing home setting which overprovides for their needs, reduces their independence and costs the Council significant amounts of money.
- Supported Housing should be an alternative, but not enough physical provision with the right support in place across the city, in the right locations, to help people stay in their own home.
- Initial estimates suggest, to meet the Better Lives trajectories in reduction in residential care, we will require, at a minimum, an additional 273 ECH/ Supported accommodation for older people per year in the next few years (60 affordable) and 70-80 additional supported living units for working age adults. We are carrying out more detailed needs analyses.

Table Showing Overall Progress with the Bristol Retirement Living Programme against Vision					
Project Name	Area/Ward	Total Units	Market Housing	Affordable Housing BCC Nomination rights	Current estimated delivery date ( <i>not explicitly approved by Cabinet in 2017</i> )
Coldharbour Lane	Stoke Gifford	261	221	40	Nov 2018
Haberfield House	Stockwood	60	0	60	Nov 2018
Redhouse	Hartcliffe & Worthywood	51	0	51	Sept 2020
Blake Centre	Lockleaze	60	0	60	2021
New Fosseyway	Hengrove & Whitchurch Park	220	160	60	2022
<b>Totals</b>					
		652	381	271	
<b>Total Vision Requirements</b>					
		986	764	222	

- Full Council approved an additional £7.5m Capital for new homes investment for Care Services as part of the Better Lives programme.
- It is the intention of this project to oversee and govern the remaining developments approved as part of the Bristol Retirement Living Vision and to develop a “Better Lives at Home” Strategy and deliver supported housing provision against this over the next 3 years (Apr 2018 – Mar 2021) and potentially beyond.

#### 4. Better Lives at Home Project Outcomes: what do we need to achieve?

- The Market is aligned and ready to deliver against the outcomes we want to achieve
- Commissioning Strategy for accommodation with support/care in place
- Increased proportion of existing supported accommodation occupied by people with assessed care and support needs
- Reduction in new referrals to residential/ nursing care homes for people able to live semi-independently in supported accommodation monitored via brokerage
- Reduction in the gap between demand and supply through remodelling existing schemes and new developments
- Reduction in ECH tenants moving into care homes if their health deteriorates or after an acute episode in hospital
- Additional places in Supported Accommodation supports the planned trajectory for tier 3 provision as follows (*please note these figures are approximates and further work is required to test whether this type of provision and the numbers will effectively meet need and over what timescale*);
  - ECH: Additional 180 approx.
  - Adults with Learning Difficulties: 50 approx.
  - Adults with Physical Impairment: 20 approx.

- Working age adults with mental health needs: 20 approx.
- Appropriate models of Step Up/ Step Down accommodation for people with mental health needs (including those who also have learning difficulties) supports hospital discharge and helps avoid admission to Hospital.
- We have joined up processes for people in scope of this project who are entitled to Housing Benefits, ensuring that any issues around delays in receipt of benefits are overcome to the point where it doesn't prevent someone from receiving the provision they need, when they need it.
- More citizens are supported to live for longer within their own communities, leading to a reduction in the proportion of adults being supported by residential / nursing based provision for lengthy periods of time.
- More working age vulnerable adults, (including young people moving into adult care) moving out of residential provision to housing where support can be stepped down in line with increased independence.
- More adults who have experienced mental health difficulties, including periods in acute care, able to leave acute provision in a timely way, and reduce future admission through support.
- More young adults transitioning into adult care are supported along a pathway that promotes independence, through independent living with appropriate support that improves skills.

#### 5. Initial Project Outline Structure:

1. This project will focus on design based around pathways relating to people's needs focused on outcomes.
2. The project will be divided into 3 workstreams:
  - a. **Working Age Adults Support:** with focus on the Mental Health, Autism and Learning Difficulties Pathways. This will look at the ideal flow through these pathways, establishing the right provision whether that be support in General Housing i.e. in someone's own rented or owned home, or in supported housing. We anticipate that this workstream will develop Briefs for delivery through the "Delivery of Supported Housing" workstream.
  - b. **Older Adults Support:** Looking specifically (but not exclusively) at Extra-Care Housing support, provision and design, focussing on the ability for someone to "step up" and "step down" dependent on need and looking to ensure, wherever possible, Extra Care housing provision becomes someone's long-term home. We anticipate that this workstream will develop Briefs for delivery through the "Delivery of Supported Housing" workstream.
  - c. **Delivery of Supported Housing:** The building delivery arm of the project where BCC looks to build and commission accommodation related to the above two workstreams.
3. The project will also consider existing supported living services commissioned through CSS, the development of Shared Lives provision, and other accommodation based provision.

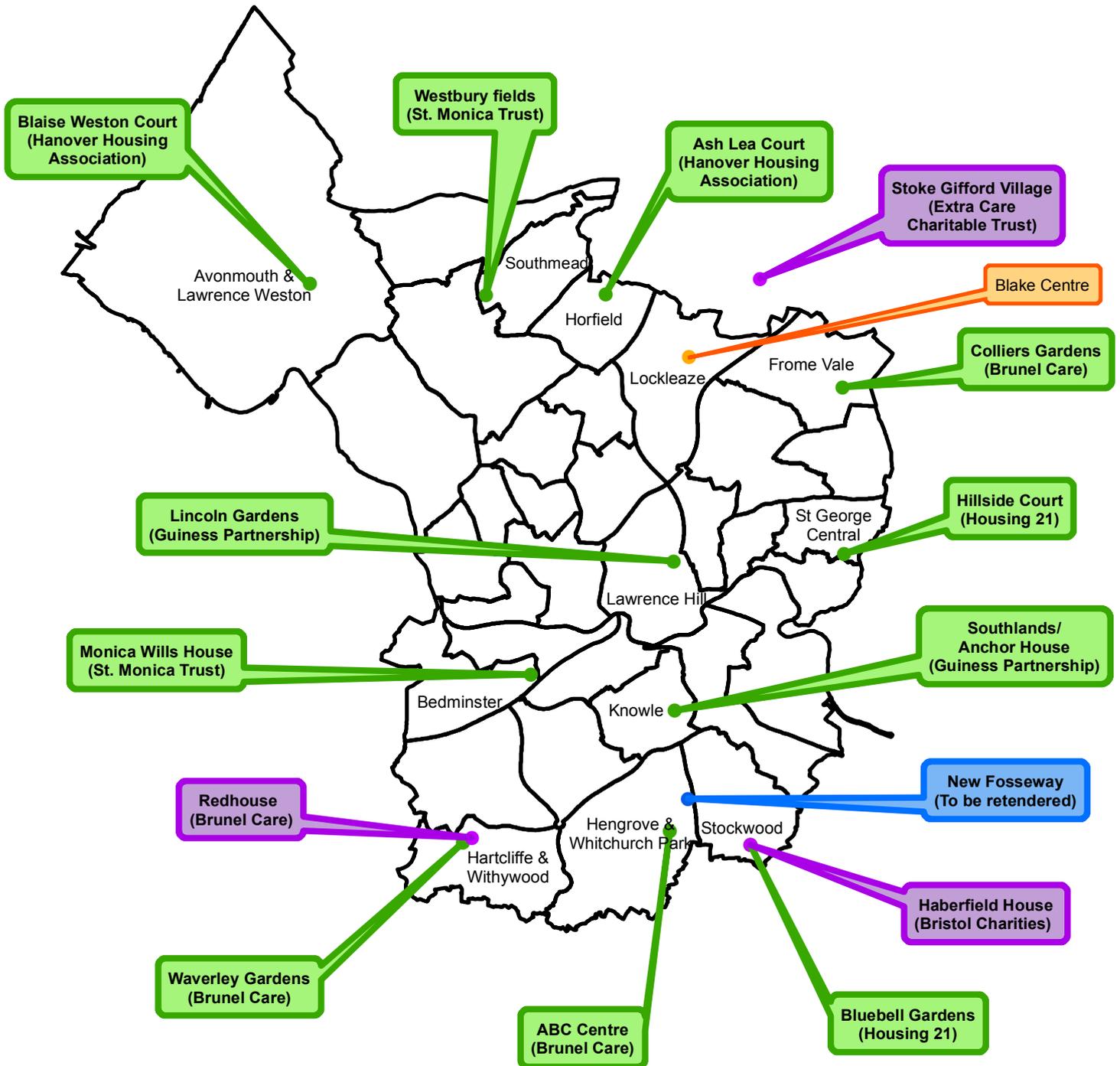
We currently aim to complete our initial Needs Analysis and initial market engagement by end of October 2018.

Carol Watson

August 2018

# Extra Care Housing Schemes

- Existing ECH
- Under construction
- New development
- Potential
- Ward boundary



## Bristol City Council Equality Impact Assessment Form

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



Name of proposal	Better Lives at Home – Care and Support in new Extra Care Housing schemes
Directorate and Service Area	Adults, Children and Education, Strategic Commissioning Team.
Name of Lead Officer	Sarah Evens

### 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?

We are seeking approval for the following:

1. New Fosseway Extra Care Housing - Approval to undertake a process to secure a partner and delegate authority to the Executive Director for ACE (in consultation with the Director for Housing) to determine the procurement approach and award the contract, with annual updates to Cabinet.

**The proposal for Extra Care Housing at the New Fosseway Road site was included in the full EQIA, reviewed and approved by Cabinet in April 2014 (attached).**

2. Haberfield House - Approval to award the care and support contract to a provider chosen by the Landlord, with delegation of the detail of the contract to the Executive Director ACE.
3. Redhouse - Approval to award the care and support contract to a provider chosen by the Landlord with delegation of the detail of the contract to the Executive Director ACE.

4. Blake Centre - Approval to delegate responsibility to Executive Director ACE, in consultation with the Director of Housing, to secure an organisation to build, develop and operate a new ECH scheme on this site and to deliver Care and Support within the site.

**The proposals to build Extra Care Housing at Haberfield House, Redhouse and Blake Centre were included in a full EQIA which was reviewed and approved by the Health and Wellbeing Board as part of Phase 3 of the Bristol Retirement Living Programme in June 2015 (attached).**

The development of Extra Care Housing aims to:

- Increase the supply of housing with care and free up general need social housing
- Reduce the need for more expensive residential care
- Maximise the number of people living in their own home
- Offer sector leading accommodation that provides the spatial requirements for:-
  - Care and Support to be delivered for a wide range of physical, sensory and cognitive impairment
  - Lifestyle alternatives and degree of communality that offers social engagement and active retirement as an alternative to increasing isolation in one's own home.
  - Housing that is unencumbered by maintenance and management issues, providing security at a time in life when we are most vulnerable.
  - Housing that is conveniently located for easy access to the range of facilities that we require in order to retain independence and enjoy healthy and fulfilled lives for as long as possible.

The need for Extra Care Housing in Bristol is currently being analysed by the Adult Care Commissioning Team and will be available in the Autumn 2018. The outcome of this analysis will inform the nomination process into new and existing Extra Care Housing Schemes.

**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?**

The proposal will impact on people with protected characteristics, especially older and disabled people, in the following ways:

- Access to specialist housing for older people (Extra Care scheme)
- Access to a service (Care and Support within the Extra Care Housing setting)
- Impact on quality of life (Health, Wellbeing, Independence, Social Isolation)

Bristol City Council currently has nomination rights into 11 Extra Care Housing Schemes within Bristol; a total of 465 flats. These schemes are situated throughout the city (Please see appendix A to the Cabinet Report for a map).

A Care and Support Contract is commissioned at each scheme and the majority of ECH residents requiring care and support use these services. A small number choose another care and support provider to provide their care, usually by Direct Payment.

The following analysis provides evidence of who may be affected by the development of new Extra Care Housing:

1. People who currently live within Extra Care Housing Schemes in Bristol
2. People who are currently waiting for Extra Care Housing in Bristol
3. People who are currently receiving Homecare services (and could potentially move to an ECH scheme in the future)

**1. People who currently live with Extra Care Housing Schemes in Bristol.**

According to the Liquid Logic Adults System (LAS) there are 400 people receiving care and support with Extra Care Housing schemes in Bristol in August 2018.

**Age**

The largest majority of people currently living with ECH are between 80-89yrs old (37.3%), followed by 70-79yrs olds (21.5%) and those 90yrs and over (20.8%). Only 15.6% of people are 60-69yrs old and just 5% are under 60yrs.

**Disability**

The vast majority of people nominated from Bristol City Council into ECH schemes have eligible care and support needs (over 90% - the rest were nominated under a previous housing policy).

**Race**

The data on ethnicity within the LAS system is often incomplete, with 7.5% of people reported as their ethnicity 'Not yet Obtained'. However, over 88.7% of people currently receiving care and support within ECH schemes are reported as White (White British, White Irish and Any other White background) with just 3.75% of people reported as Black and Minority Ethnic. Given that 16% of Bristol's population are from BME groups, these people are currently under represented within Bristol's Extra Care Housing schemes.

**Religion/belief**

The data on religion/belief within the LAS system is also very incomplete, with 31.75% of people recorded with a religion/belief unknown. The majority of people are recorded as Christian (53.75%), followed by None (12.75%) and Other Religion (1.5%). 0.25% preferred not to say.

**Sex**

Within ECH, 130 people (32.5%) are reported as male and 270 people (67.5%) are reported as female. In the population of Bristol in general, 44.9% are male and 55.1% are female, therefore males are currently under represented in ECH.

**Sexual Orientation**

The data on sexual orientation within the LAS system is incomplete with 41% of people recorded as their sexual orientation 'Not known'. The majority of people are recorded as 'Heterosexual' (51%), with 5.25% of people recorded as 'Not disclosed' and 2.75% 'Not Certain'.

**2. Analysis of Current ECH Waiting List (at May 2018)**

As of May 2018, Bristol City Council currently has 178 service users waiting for Extra Care Housing. These people may be eligible to move into the new ECH schemes which are the subject of this proposal.

**Age**

The average age on the waiting list is 78.

The largest proportion of service users (34%) are between the ages of 85-94 years old. This is followed by 25% in the 75-84 age bracket and 22% in the 65-74 age bracket.

The majority (85%) of people on the waiting list are over 65. 15% of people on the waiting list are under 65 and working age.

### **Care and Support Hours**

The majority of people on the waiting list require 5-10 hours of care and support. This is followed by 35% requiring 10+ hours and 4% have unknown support requirements.

### **Geography**

The table below indicates the number of people on the waiting list who live in each Ward of Bristol.

<b>Wards</b>	
Unknown	24
Avonmouth & Lawrence Weston	18
Hartcliffe & Withywood	11
Stockwood	9
Frome Vale	9
Southville	8
Southmead	7
St George West	7
Henbury and Brentry	7
Easton	6
Westbury-on-Trym & Henleaze	6
Hengrove & Whitchurch Park	6
Lawrence Hill	6
Knowle	6
Bedminster	5
Central	4
Lockleaze	4
Eastville	3
Filwood	3
Horfield	3

Stoke Bishop	3
Clifton	3
Brislington East	3
St George Central	3
Hillfields	3
Windmill Hill	3
Bishopsworth	2
Bishopston and Ashley Down	2
Cotham	2
St George Troopers Hill	1
Brislington West	1
Clifton Down	1
Ashley	0
Hotwells and Harbourside	0
Redland	0

The majority of people on the waiting list live in the South of the City (67) closely followed by the North West of the City (51). The East of the City and the West of the City contain less people who are on the waiting list for an ECH scheme (35 and 25 people respectively).

### **Types of Current Housing/Accommodation**

#### Social Housing

One third of people on the waiting list are currently living in social housing. Of these, people 48 are council tenants, 10 are housing association tenants and 1 unknown.

#### Private Housing

One third of people on the waiting list are currently in private housing.

#### Sheltered Housing

22 people on the waiting list are living in some form of sheltered housing. Of sheltered housing 10 people are council tenants, 9 are housing association tenants, 1 owner occupier and 2 unknown.

#### Nursing Home

13 people, (7%) are currently in a nursing home.

### Residential Home

18 people (10%) are currently in a residential home.

### **Homecare**

A larger proportion of people living in social housing receive homecare (59%) in comparison with people living in private housing (40%).

Of those in social housing 24 people (41%) did not have a package of homecare whilst 34 people do have a package of homecare.

Of those in private housing the majority of people (60%) do not have package of homecare whilst 23 people do have a package of homecare.

### Sheltered Housing

Of those in sheltered housing, a 50/50 split of 11 people receiving a package of homecare and 11 not in receipt of a package of homecare.

The 9 people in 'Other' accommodation included people already living in ECH, supported living, hostel and temporary accommodation.

- Social Housing- receiving homecare package or not?
- Private Housing- receiving homecare package or not?
- Residential Home
- Nursing Home
- Other

### **3. People currently receiving Homecare in Bristol**

The majority of homecare service users are female (62%), White British Ethnicity (81%), Christian (50%). 53% of service users are British, with 45% recorded as unknown. 47% of service users are Heterosexual, with 43% recorded as Not Known.

A slightly higher proportion of homecare service users are White British (81%) compared with the Bristol population (78%), suggesting that BME groups are slightly unrepresented for those receiving a commissioned service. Looking at the profile of service users who receive a Direct Payment for homecare, a large majority are still White British (63%), however there is significantly more ethnic diversity.

The majority of the service users have a primary need associated with being physically frail or ill (37%), closely followed by physical disability (33%). There are also a significant number of service users with dementia (9%) and mental illness (6%) as a primary need.

Physical Disability and Physical Frailty are also prevalent when looking at secondary needs. A significant number of people have a secondary need as a Carer. Most carers are older people. The average age of a Carer in Bristol is 65.

There is a clear correlation between areas of high proportion of working age population whose day to day activities are limited (limiting long-term illness or disability) and the wards with the highest number of homecare packages.

The majority of service users are 81- 90 years of age followed by 71-80 years of age. A significant proportion (21%) of service users are between 51 and 70. The average age is 76.

The older population is growing and this will create more demand. Older people receiving homecare are more likely to have a primary need linked to physical frailty or dementia.

There are projected to be 7,700 more people 65 & over by 2024, a 13% rise (and potentially a 44% rise by 2039). The demand for homecare is thereby predicted to rise especially as we commission less residential care and more homecare to enable people to stay at home and be supported to be independent for longer.

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

There is a lack on data on Nationality and Sexual Orientation. There is no data on marriage and civil partnership, pregnancy and maternity and gender re-assignment.

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

As part of the overall development of the Bristol Retirement Living Strategy we carried consultation with providers, service users, potential service users, carers, health and social care practitioners and all other interested parties, which included the need for care and support within accommodation.

Going forward we will be carrying out a full needs analysis, market testing and public consultation regarding the implementation of these schemes.

### **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?**

We have not identified any potentially adverse impacts at this stage. However because of the nature of the service older people including those with Mental Health, Physical Disability and Learning Disability are particularly affected by the proposal, and some protected characteristics are over-represented within some ECH schemes. We will need to ensure that the needs of all equalities groups are met within a new service and that there is no indirect discrimination as a result of potential streamlining of provision.

We will continue to monitor the waiting lists and nominations process for people moving into ECH to ensure that all equality groups are proportionally represented and needs met in the new Extra Care Housing schemes. We will also consider how we advertise the new ECH schemes and work with providers to provide an equitable service.

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

We will ensure that the service specification and tender evaluation quality questions include the requirement for providers to demonstrate their ability to deliver an inclusive service e.g. for residents who speak English as an additional language.

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

##### **Age and Disability**

The review of this service proposes the continued funding of and investment in Care and Support services within Extra Care Housing, which has clear benefits for older and disabled people, helping people to stay well and remain in their own home.

**3.4 Can they be maximised? If so, how?**

The commissioning process provides the opportunity to review service specifications and contracts with service providers. As per proposals in the Cabinet Report, this will include the addition of measures, or changes, to the way we ask providers to deliver services, and what measures we performance monitor.

**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?**

This EqIA has highlighted the need for the Better Lives at Home Project Team to:

- Ensure our service specifications specify that needs assessments take into account any needs in relation to the Protected Characteristics.
- Ensure any tender process ensure providers’ employment policies, procedures and practices are not discriminatory.
- Consider whether equalities service standards and targets should be used in the contract specification or Performance Management Frameworks.
- As part of Better Lives at Home, we will carry out specific engagement to identify why there is under representation in BME groups in ECH and develop models in our spectrum of provision to best reflect the needs and aspirations of older people and their families in these communities.

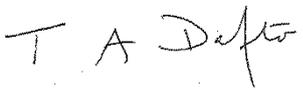
**4.2 What actions have been identified going forward?**

- Review and implement effective equalities service standards and targets as part of the performance management framework.
- Improve equalities monitoring of service users in ECH schemes.

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

The impact of this proposal and the actions will be measured through ongoing

contract management and quality assurance of the contracts. In addition the impact of the project will be measured to ascertain whether it has achieved its benefits.

Service Director Sign-Off: 	Equalities Officer Sign Off:  Duncan Fleming
Date: 6/9/2018	Date: 16/8/2018

## Eco Impact Checklist

<b>Title of report:</b> Better Lives at Home: Care and Support in new Extra Care Housing schemes				
<b>Report author:</b> Sarah Evens				
<b>Anticipated date of key decision:</b> 2 <sup>nd</sup> October 2018				
<p><b>Summary of proposals:</b> The Council proposes to award Care and Support Contracts within new build Extra Care Housing (ECH) schemes opening in 2018/19/20 in order to:</p> <ul style="list-style-type: none"> <li>• Take full advantage of capital investment in new ECH schemes agreed by Cabinet in October 2012</li> <li>• Meet our objective to expand ECH provision in the city, as per the Bristol Retirement Living Vision</li> <li>• Contribute to financial savings laid out in the Better Lives at Home project, part of the Better Lives Programme.</li> </ul> <p>Additionally the Council proposes to secure the development and provision of two additional ECH sites in 2018/19 and to carry out a needs analysis of future requirements under the auspices of the Better Lives at Home project.</p>				
Will the proposal impact on...	Yes/No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Yes	+ve	Care and Support– Transportation reduction	Provision of homecare services in one setting will reduce the need for transport, compared to care within the community. Transport impacts are greatly reduced.
Bristol's resilience to the effects of climate change?	Yes	+ve	As above	
Consumption of non-renewable resources?	Yes	+ve	As above	
Production, recycling or disposal of waste	Yes	+ve	Operation of ECH will produce waste	Communal recycling will be encouraged and this will form part of the procurement requirements.
The appearance of the city?	No			
Pollution to land, water, or air?	Yes	+ive/ -ive	Although reduced by implementing a central service travel of staff and fleet between the services provided will create	During the procurement process we will consider the proposals for

			emissions	transport and whether the provider will use transport that is modern. See list of most to least polluting vehicles: <ul style="list-style-type: none"> <li>• <i>Electric Vehicles- Best</i></li> <li>• <i>Plug in Petrol Hybrid</i></li> <li>• <i>Petrol hybrid</i></li> <li>• <i>Gas or petrol</i></li> <li>• <i>Plug in Diesel Hybrid</i></li> <li>• <i>Diesel Hybrid</i></li> <li>• <i>Diesel - Worst</i></li> </ul>
Wildlife and habitats?	No			
<b>Consulted with: Nicola Hares</b>				
<b>Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u></b>				
<p>The significant impacts of this proposal are low as the running and build of homes are outsourced. There will be some positive benefits from centralising services, reducing the need for travel to provide community support. There is opportunity to look at travel and recycling in the procurement for the ECH service providers.</p>				
<b>Checklist completed by:</b>				
Name:			Sarah Evens	
Dept.:			Adult, Children and Education (ACE)	
Date:			05.09.18	
Verified by Environmental Performance Team			Nicola Hares	

# Decision Pathway – Report

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**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 02 October 2018

<b>TITLE</b>	<b>Alignment of “Supporting People” Provision with Better Lives Commissioning</b>	
<b>Ward(s)</b>	All	
<b>Author:</b>	<b>Carol Watson</b>	<b>Job title: Head of Adult Care Commissioning</b>
<b>Cabinet lead:</b>	<b>Helen Holland</b>	<b>Executive Director lead: Jacqui Jensen</b>
<b>Proposal origin:</b> BCC Staff		
<b>Decision maker:</b> Cabinet Member		
<b>Decision forum:</b> Cabinet		
<p><b>Purpose of Report:</b> This report sets out an approach to services previously funded through “Supporting People” and provides an update to Cabinet on work carried out since a Cabinet decision in December 2017. Supporting People as a funding stream no longer exists so we propose to align and refine services (on a coproduction basis alongside stakeholders) to become more clearly central to the delivery of the Adult Care “Better Lives” vision adopted by the Council.</p> <p>In order to consider these services within new commissioning approaches and to ensure that commissioning is therefore timely in terms of a strategic commissioning approach we propose to extend most current contracts for up to 12 months. This report identifies that many of these services deliver a Tier 2 “Help when you need it” approach or deliver supported accommodation which is an area of key focus within the Better Lives at Home project.</p>		
<p><b>Evidence Base:</b> The Supporting People programme was launched in 2003 as a £1.8 billion ring fenced grant to local authorities intended to fund services to help vulnerable people live independently. The level of grant was reduced in subsequent years and in 2009 the ring fence was removed from the grant thereby allowing all local authorities to spend their Supporting People allocation as they deemed appropriate. The Council continue to fund a diverse number of services that support people to remain independent in their own homes, maximise their incomes, reduce social isolation, manage their day to day lives and help them keep well and sustain recovery.</p>		
<p>Delivering within the current budget envelope (in line with reduction as agreed by Cabinet in Dec. 2017) £1.8 million was removed from this budget in 18/19 and we have agreed a 15% reduction to contract values across all services. We are working with our providers to ensure that we come in on budget for this financial year. Where services have consistent underspend we will we will take money that has not been spent back and will make reductions in their contract values for 2019/20. We will remove funding for “alarm only provision” from sheltered housing, and will not extend or recommission such contracts. Not all people who live in sheltered housing need this service and people who live in the community or other types of older people`s supported housing are charged for an alarm service – the provision of this service has been inequitable to date. We do understand that access to someone in an emergency does promote independence. Service users who need an alarm will be assessed through the usual processes via Care Direct. If people need an alarm they will be charged in line with the Bristol City Council charging policy.</p> <p>We have worked closely with stakeholders, providers and service users to better understand the current services (former Supporting People services listed in Appendix A), needs of vulnerable adults and support available to them. We have developed these recommendations with those stakeholders in the context of a longer –term transformation of Adult Social Care as set out in the Better Lives Programme</p>		

### **Better Lives**

The Council proposes to take the Adult Care Better Lives approach, based on the 3 Tier Model and (continue to) adopt a co – production commissioning process with this group of providers to enable Adult Social Care to:

- Align services with the wider objectives under the Adult Social Care Better Lives Programme and the new Adult Social Care Market Position Statement (Working with us for Better Lives): to maximise people’s independence at home and improve people’s wellbeing; deliver support at the right time that will ‘help people when they need it’; reduce demand for long term formal Adult Care services and/ or support our increased emphasis on supported accommodation rather than residential care for those people with more complex needs.
- Deliver services within the reduced budget envelope as agreed by cabinet in December 2017
- Establish pathways of support that are sustainable, meet the needs for Citizens and are in line with City priorities
- Continue co-production with providers currently overseen by a steering group involving representatives from providers working alongside commissioners and working to a shared set of principles.
- This work, including appropriate procurement activity, will be complete by no later than the end of march 2020, and will comply with EU procurement rules so far as necessary. A report with full detailed recommendations will be considered by Cabinet prior to any procurement process.

### **Fit with Better Lives**

Better Lives is the Adult Care Transformation programme, which aims to deliver improved outcomes and manage demand and spend, based on the 3 Tier Model, (see Appendix A). Commissioners are currently carrying out needs analyses and developing procurement approaches to deliver this vision. Most “Supporting People” services align very well with the Better live vision; they will contribute to and help define our commissioning of services to deliver this vision. They will also support the management of demand and spend. Going through a procurement process for the ex “Supporting People” services therefore before this work is complete may prevent the best use and implementation of new approaches which will emerge in the next few months. It is therefore recommended that we apply a waiver to our procurement rules and continue current contracts until they are commissioned alongside other such provision, until March 2020 at the latest, thus securing the best interests of the Council and citizens. Services directly managed by the Council will also be realigned and included in coproduction in the same way as externally provided services.

The Welfare Rights Service WRAMAS represents a different kind of service, which is also crucial to maintaining independence and enabling people to live independently. The budget for this service will be re-aligned with the management of that service.

Contracts for alarm only provision will not be extended and this funding will end. We will work with providers of these services to ensure that service users who continue to need this type of service will get the support that they need. If appropriate they will be assessed through the usual processes via Care Direct. If they need an alarm they will get one and will be charged in line with the Bristol City Council charging policy.

### **Co-production with stakeholders on proposals**

There has been extensive engagement with Supporting People providers and service users on the proposals for these services and how they align to the new Council Adult Social Care Market Position Statement. The Market Position statement sets out how commissioners are looking to support and develop the local care market as a whole.

Commissioners will continue to work with stakeholders in the City to develop these proposals further using a co-design model. The work to date is proving successful and we are confident we will continue this working partnership.

### **Establish pathways that ensure people get support at the right time**

The establishment of clear pathways for service users in and out of the right service at the right time has been a consistent theme in discussions with stakeholders. This will be addressed in the respective work streams.

Full reports and recommendations will be brought to Cabinet in due course in relation to both Better Lives at Home and a Tier 2 “Help when you need it” offer.

Recommendations: That Cabinet :

- Notes progress on the coproduction of redesigned services previously funded as Supporting People, and the proposal to realign those services (set out in Appendix A) with Better Lives.
- Delegates authority to the Executive Director for ACE in consultation with the Cabinet Member for Adult Social Care to vary the specified Supporting People contracts in terms of contract value (where there is further reduction in agreed spend), and extend contracts for current service provision as required, for up to 12 months to include award and implementation and align with wider Better Lives Commissioning. The specified Supporting People contracts are set out in Appendix A.

Corporate Strategy alignment: This proposal aligns with the 'Empowering' and 'Caring' strategic themes

City Benefits: This proposal benefits the City as an investment in preventative services and it is an 'Invest to Save' to reduce spend over time on more intensive forms of care and support such as Community Support Services, homelessness provision and residential care. It should improve outcomes for citizens by enabling people to live independently in their home for as long as possible.

Consultation Details: These proposals have been discussed with providers, with whom there is an extensive coproduction approach underway and key stakeholders within the Care and Support Adults Directorate. They have been informed by Service User engagement. This is set out in Appendix B. They have been through Adult Care and Support DMT and EDM. These proposals have also been discussed and approved at Cabinet agenda briefing with the Cabinet Member for Adult Social Care Cllr Helen Holland.

<b>Revenue Cost</b>	<b>Not applicable</b>	<b>Source of Revenue Funding</b>	<b>Not applicable</b>
<b>Capital Cost</b>	<b>Not applicable</b>	<b>Source of Capital Funding</b>	<b>Not applicable</b>
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input checked="" type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

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

**1. Finance Advice: Finance Advice:**

The Cabinet report approved in December 2017 set out how the savings attributed to the "Supporting People" of £1.8m would be delivered across financial years 2017/18 and 2018/19 following consultation on various options. The saving for 2017/18 of £0.643m has been delivered by using underspends on contracts which were removed from recurring spend. The remainder of savings, as approved at Cabinet, were to be delivered from a 15% reduction in value across all contracts, expected to realise £1.157m in savings and a remodelling and recommissioning of existing contracts implemented from January 2019 to realise a further £0.077m. The approach outlined above ensures that the balance of savings agreed to be delivered in 2018/19 are safe but at the same time ensures that the principles at the heart of Better Lives Programme are applied to any remodelling and recommissioning of existing provision to gain the maximum benefit of the remaining budget.

**Finance Business Partner:** : Neil Sinclair, Finance Business Partner - 10th August 2018

2. Legal Advice: It is recognised that the need to extend the current contracts places the Council in a situation where it may breach the procurement regulations, and so expose the Council to a risk of challenge. The regulations do however allow for awarding contracts without running the usual competition process in certain circumstances, and furthermore provide a procedure whereby the Council might protect its position in the event of challenge. Officers should fully explore these options, together with any other operational arrangement which will avoid or minimise the risk on non-compliance. The fact that the extensions are required to allow time for the Council to run a fully compliant procurement process which will commence as soon as possible, will also help mitigate the risk of challenge. Legal services will advise and assist officers with regard to the conduct of the proposed procurement process and the resulting contractual arrangements.

There are no specific issues in relation to Consultation as this recommendation is to maintain the current position pending further consultation and co design on the realignment of the service.

Equalities

The decision maker must when taking the decision comply with the Public Sector Equality duty to consider the need

to promote equality for persons with “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation and have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. In order to do this Cabinet will need to have sufficient information about the effects of the proposed changes on the aims of the Equality Duty. The Equalities impact assessment is designed to assist with compliance with this duty and so the decision maker must take in to consideration the information in the check and the Public sector equality duty before taking the decision.

Legal Team Leader: Nancy Rollason , Service Manager Legal and Procurement – 24<sup>th</sup> September 2018

3. Implications on IT: The “Better Lives” programme referenced within this initiative does have IT Implications and these are being addressed as part of that programme. For this specific initiative, however, there are no identifiable IT implications.

**IT Team Leader:** Ian Gale Service Manager ICT service delivery and integration - 16<sup>th</sup> August 2018

**4. HR Advice:** The Supporting People Programme proposals include a number of in-house services which currently have waivers in place until March 2020, it is unclear what will happen after this date but there are a number of options. I am assuming that prior to the end of the waivers each service will go through a review to ensure the services are able to deliver aligned to the three tier model. Each proposal will be approved separately by EDM and then the appropriate action taken in line with the specific proposal for each service area. Once we know what the specific plans are for each service, a more specific and in-depth HR response will be provided.

**HR Partner:** Lorna Laing ACE and Culture HR business partner - 23<sup>rd</sup> August 2018

<b>EDM Sign-off</b>	Jacqui Jensen	8/8/18
<b>Cabinet Member sign-off</b>	Helen Holland	13/8/18
<b>CLB Sign-off</b>	Jacqui Jensen	21/8/18
<b>For Key Decisions - Mayor’s Office sign-off</b>	Mayor’s Office	3/9/18

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

# Decision Pathway – Report

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## Appendix A: The alignment of former Supporting People provision with Better Lives Vision - `Help when you need it`

### Introduction

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Supporting People services are free to people who use them and available to help a wide range of vulnerable people to live more independently in their community. The initial vision for these services was to provide housing related support to vulnerable adults to enable them to remain independent. In many cases the support offered will avoid the need for people to access care and higher cost services. Examples of how the money is used include:

- buying services that help people to remain independent
- supporting people who may become homeless without this help
- helping people keep a tenancy
- stopping people needing more social care
- keeping people safe and well

In Bristol we have a very diverse range of services run by 43 different providers, providing 11 different types of services. These services are provided both `in house` by the council and by the independent and voluntary sector and include:

- supported living accommodation for people with mental health issues or a learning disability
- sheltered housing alarm and warden services
- welfare advice and training services
- a range of “floating support” that supports people in their own homes
- a community based mental health support service, including support for carers

### Changes to Supporting People Funding and the funding of Supported Housing

The Supporting People programme was launched in 2003 as a £1.8 billion ring fenced grant to local authorities intended to fund services to help vulnerable people live independently.

# Decision Pathway – Report

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In an assessment undertaken for the Department for Communities and Local Government in 2009, CapGemini calculated that the net financial benefits of the programme were £3.41 billion.

The level of the grant was reduced in subsequent years, and in the 2010 Spending Review the Government announced that the Supporting People national funding levels would decrease from £1.64 billion in 2010/11 to £1.59 billion in 2014/15.

In 2009, the ring fence was removed from the grant thereby allowing all local authorities to spend their Supporting People allocation as they deemed appropriate.

Many local authorities have already recommissioned, re-designed or in some cases decommissioned services previously funded by supporting people grants. In turn, providers have also adapted their services to meet changing contractual and funding requirements.

A decision was made by Cabinet in December 2017 to reduce the budget for Supporting People services from 1 April 2018 and to co-design future services by 1 January 2019.

## **Future funding of Supported Housing**

The government recently consulted on a new ‘flexible funding approach’ for the supported housing sector, to come in to effect from April 2020 which included housing costs for sheltered, extra care accommodation, and for short-term supported accommodation.

The government have concluded that they will not make any of the proposed changes and that these costs will remain in the welfare system through housing benefit.

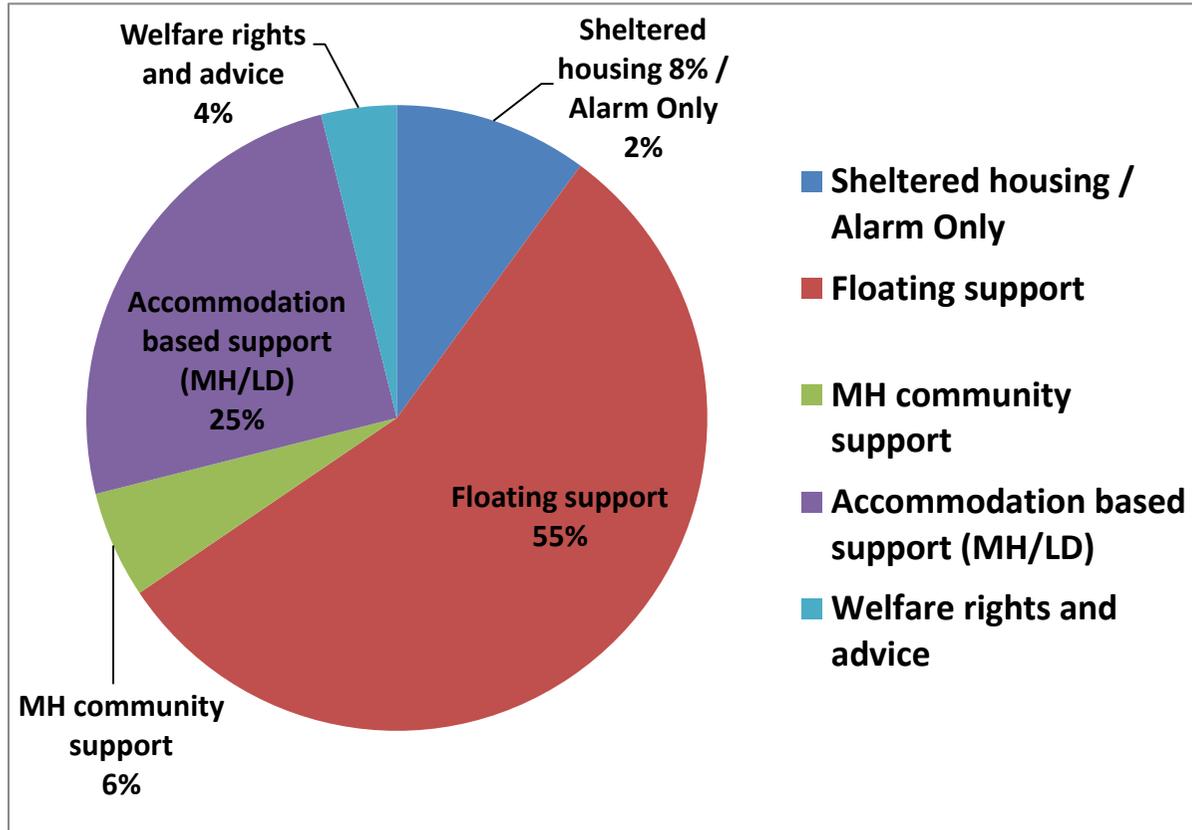
## **Current service provision**

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Bristol City Council currently has a budget of £6,295,580.00 which is spent on “Supporting People” services. It was reduced by 1.8 million last year to support the work to bridge the wider Council budget gap. We worked with providers of services to try and deliver this budget cut with the least impact on service users by reducing the number of places of accommodation/support available to people where there had been underutilisation in the past.

# Decision Pathway – Report

The charts below shows you what this budget is currently spent on



# Decision Pathway – Report

## Who uses these services and what outcomes do they achieve?

As stated previously there are a diverse range of services that are purchased from this budget. They have been performance managed on the utilisation of their services. If services do not achieve this target in any given quarter then the shortfall is clawed back. All services have outcomes and are monitored through Adult Care Quality and Contracts team. There are KPIs, targets & monitoring focused on the broader outcomes for individuals on “maximising & maintaining independence” through services and “positive move on from support”. These are reported & monitored through quarterly workbooks. Recent commissioning of the mental health floating support services included more specific outcomes and similar approaches will be developed for other services in due course under appropriate approaches for Better Lives at Home or Tier 2 provision.

It is evident from work internally and nationally commissioned research that when people get the right support `when they need it` this saves money to the public purse and improves outcomes for people. In an assessment of Supporting People (SP) services undertaken for the Department for Communities and Local Government in 2009, Cap Gemini calculated that the net financial benefits of the Supporting People programme were £3.41 billion.

The table below sets out who uses these services, how much of it we buy and what outcomes are agreed and/or achieved.

Type of service	Who use these services	How many different service providers	How many people use the services (at one time and annual through put in 17/18)		Agreed outcomes
Sheltered housing/ alarm only	Older people (55+)	5 – alarm only	836	n/k	Remain independent Improve health and wellbeing
	Residents in sheltered housing schemes	7 – sheltered housing	430		
Floating support	Older people	4	551	814	Remain independent
	People with MH issues	3	260	441	Access employment, education and training
		6	148	168	

## Decision Pathway – Report

	People with a learning disability	1	24	35	Improve physical health
	People with HIV	1	55	323	Improve mental health
	People with sensory issues	1	280	701	Harm minimisation/recovery
	Generic - all of above				Maintain relationship with friends and family
	People with eligible care needs who have longer term /complex support needs				
Mental health community support	People with MH issues and carers	1	451		Improve health and wellbeing
Accommodation based support	People with a learning disability and or mental health issue	17	156	155	Remain independent
	People with sensory issues	1	8	n/k	Improve health and wellbeing
	Approximately 1/3 are people with eligible care needs.				
Welfare rights,	All above and	1	134	212 case	Maximise income

# Decision Pathway – Report

advice and money service (WRAMAS)	advice/training to service providers			work 747 telephone advice	
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**Maximising income** - In the first seven months of 2017, the Community Support Team floating support service supported 124 people to increase their yearly equivalent incomes by a total of £600,838. Over twelve months, this would equate to over £1 million increase in incomes; for each £1 spent on the Community Support Team resulted in an approximate £1.70 increase to the income of vulnerable people.

**Maintaining wellbeing** - service providers offer health and wellbeing interventions, social isolation and hoarding support and hospital discharge planning. One provider who offers this service has seen hospital stays for tenants in the last six months reduce by 449 days, a saving for the NHS of £179,600 based on the cost at £400 per day for a hospital stay.

**How this aligns with the Better lives vision.**

Demand for adult social care now and in the future is increasing as the population lives longer with more complex conditions (e.g. people living with dementia, learning disabilities or mental ill health). The Care Act 2014 brought new responsibilities for local authorities, including new eligibility criteria for services, support for carers, new areas of work around information, advice, prevention, support for the care market, and safeguarding. This increase in demand and responsibilities comes at a time of significantly reduced funding. The vision and activity set out in the Better Lives programme addresses the affordability of that approach through the development of a 3 tier model, and diversion from residential provision to supported accommodation. The Commissioning approach to deliver this is set out in our recently published Market Position Statement, “Working with us for Better Lives”

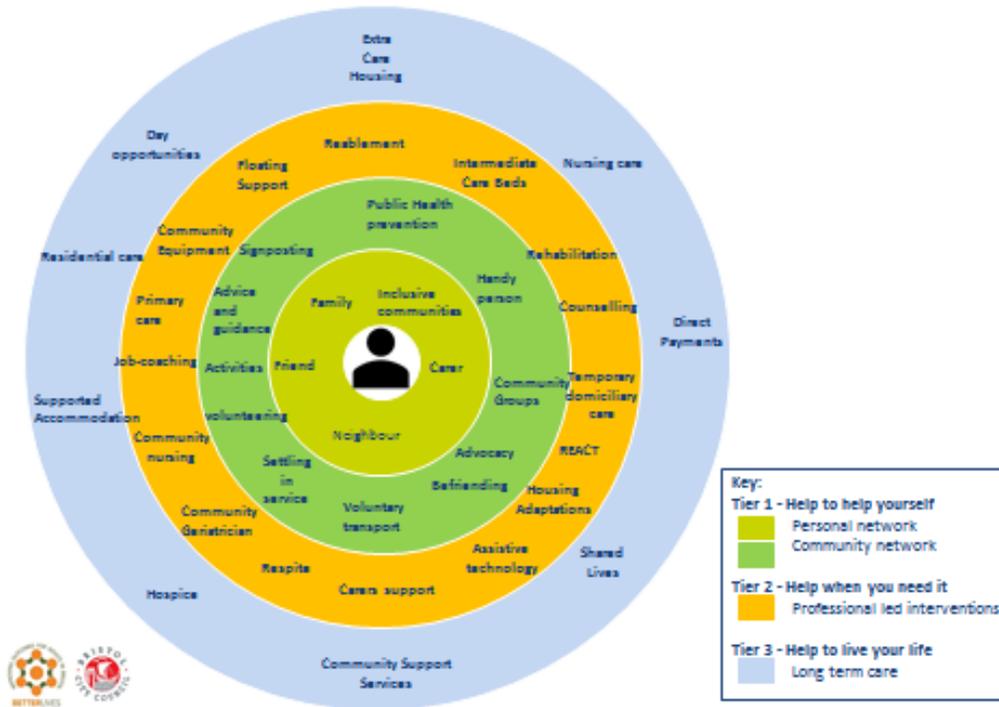
The Better lives vision for adult social care is that people can get the right level and type of support, at the right time to help prevent, reduce or delay the need for ongoing support, and to maximise people’s independence.

Part of the stated aims of the programme is to maximise the provider market by ensuring

- There is sufficient capacity in the local market to meet the needs of Bristol’s adults
- Providers are sustainable, safe and responsive to changes in the market
- Prices are stable and understood
- Providers are bought in to the 3 tier model and incentivised to improve independence

# Decision Pathway – Report

Three tier diagram



We have been working closely with providers and service users of “Supporting People” provision over the last few months to understand what these services deliver, what impact they have had on the lives of service users and how they fit with that vision. See the attached paper which outlines feedback from our service user engagement work so far.

At one of our early events we asked stakeholders to look at the services delivered through the lens of the 3 tier model and identify where services were currently aligned with the model.

# Decision Pathway – Report

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## **Better Lives at Home**

Analysis and review of the “Supporting People” services have shown that a number of these services are working with people who have complex care and support needs and/or need longer term “Tier 3” support that relates to their accommodation as well as support. These are in the main people with a learning disability or a mental health issue and are in supported living accommodation or long term floating support. These services should form part of the Tier 3 offer from Adult Social Care `help to live your life` and in line with the Better lives programme it is proposed that work is undertaken to align these services more fully with (and for them to help inform) the Better Lives at Home work stream.

## **Tier 2 “Help when you need it”**

Services delivering floating support, or community mental health support, enable people usually living in Local Authority or their own accommodation to retain their tenancies and/ or avoid the need for more intensive services or residential care provision. The Council will develop a support offer for vulnerable adults to deliver the right support `Help when you need it` - this will form part of the core offer for Tier 2 adult social care service offer across the City. The vision for these services is that that they maximise independence, are easily accessible, flexible and service user / outcome focussed. This design work is in early stages, and this needs to consider the best approach to procurement and contracting of such services, including those which will support and encourage collaboration between providers.

It became clear that in the main the accommodation based services, sheltered housing and some longer term floating support are offering services that are Tier 3 - `help to live your life`. They are providing services to people with often complex mental health, physical health, a learning disability and or autistic people who need support to `live their lives`. The support they receive is regular and if they did not receive this support they are likely to have care needs that would mean social work intervention. Approximately a third of these service users already have an additional care package to help them with their care needs. The impact of these services has been borne out by service user feedback so far.

On the other hand floating support services, mental health services and Welfare rights service are providing support Tier 2 `help when people need it`. They offer shorter term support when people have a crisis – often financial - around welfare benefits, income or debt related issues or health – a physical or mental health issue.

# Decision Pathway – Report

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## **New ways of working to align with the vision**

We have been working with providers over the last year to identify with them strategies to make the required budget savings. These discussions have led services to remodel the way work to align with the Better lives vision. The following are some examples of how the “Better Lives Tier 2” lens has been applied and led to changes in service delivery to align with our Better Lives vision.

### **Brunel care sheltered housing**

Old model - wardens were `attached` to each sheltered scheme. A warden would cover the support needs of people within a given scheme regardless of the needs of people within that scheme.

New model - health and wellbeing workers now work across all schemes on the basis of need. They have an internal and external focus. They support people living in the schemes (across all Brunel care sites) and work more proactively with health care colleagues. When an older person has a period in hospital they continue that support to them and work closely with health colleagues enabling faster discharge back home.

### **Mental health floating support**

Old model – all services have long waiting lists. Referrals come through the housing register and services have not achieved targets for waiting times.

New model – services are working together to jointly review HSR waiting lists. An agreed joint triage system is being trialled with the aim to reduce the wait times for these services.

### **Alarm only services**

Old model – all sheltered housing had fixed alarms as part of the fabric of the building. These alarms are available to anyone living in sheltered accommodation and people in SP services had this service free of charge whether they needed the service or not.

New model – switch off fixed alarms. Service users who require an alarm are assessed in the same way as people in the community who need this service. Use of pendant alarm or other AT solution and service users charged in line with the BCC charging policy if appropriate. Some providers have done this already – we will work with the remaining ones to complete this by April 2019.

# Decision Pathway – Report

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## Next steps to align with the vision - in the future

As outlined in the main body of the report the next steps to fully align the remaining Supporting People services to the Better lives vision will be completed through two wider work streams.

**Better lives at home** - accommodation based services, sheltered housing and some longer term floating support offer services that are Tier 3 - `help to live your life` will be in scope for this project. Evidence shows that `Supported housing makes good economic sense. It delivers average net savings to the public purse of around £940 per resident per year. Depending on the type of scheme, the level of savings can be even greater; for example for people with learning disabilities the saving is £6,764 per resident per year.`<sup>1</sup>

A needs analysis is underway to understand what accommodation is needed for these service user groups and how these services fit into that core offer will be looked at in depth as part of that work. Through the coproduction process with “Supporting People” providers, this set of provider have already contributed constructive views and ideas that will contribute to our needs analysis and work going forward.

Considering these services under Better Lives at Home will enable us to look at the whole accommodation offer to vulnerable adults, simplify funding streams and monitoring for providers. The SP budget for these services would be moved over to care management budgets to enable this alignment. Specific proposals in relation to Better Lives at Home will be brought to Cabinet, including consideration of existing provision and provision required to meet future demand.

**Tier 2 `help when you need it`** - floating support services, mental health services and Welfare rights service will be in scope of this project. We have begun the co-production process to look at the wider tier 2 offer of which these services form only a part currently. Further work is needed to fully understand the range of interventions required to `help people when they need it`, most efficient pathways in and out of these services, how they relate to other elements of the wider health/care system and the best ways to buy these services in the future. Providers of “Supporting People” services are contributing many ideas that will help us develop constructive models for the design, procurement, delivery and quality assuring of Tier 2 provision.

Following the launch of the Better Lives Market Position Statement, work is currently developing in both the Better Lives at Home Project, and on an a needs analysis and commissioning approach to Tier 2 provision. Both areas of work sit within the Managing Price and Outcomes Workstream within Better Live Programme and are led by Adult Care Commissioning. In order to ensure that we can align this existing group of services, continue to coproduce and flex services according to emerging emphases we

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A proposal for a strong and sustainable future for supported and sheltered housing – National Housing Federation - 2016

# Decision Pathway – Report

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feel it would not be good timing to procure or issue altered contracts at this point in time, as this might mean the loss of opportunities to further align services and to ensure they are included in appropriate pathways and commissioning approaches. We plan to move forward with these and other relevant services during 2019/20.

There has been extensive engagement with Supporting People providers and service users on these proposals and how they align to the new Council Adult Social Care Market Position Statement which sets out how commissioners are looking to support and develop the local care market as a whole. Commissioners will continue to work with stakeholders in the City to develop these proposals further. The Council wants to work in a collaborative way with stakeholders to ensure that we are able to offer the right support at the right time to enable people to remain living well and independently for as long as possible. Providers have indicated a strong desire to work together collaboratively across pathways to deliver best outcomes for service users. If considered strategically within the wider redesigns this approach will also drive up efficiencies.

In the meantime, whilst we still continue to coproduce with these services, we will cease to use the label “Supporting People, will realign budgets and continue work on delivering savings. The recommissioning of services through broader Help when you need it Tier 2, and Better Lives at Home processes will ensure best value. Further details on broader work will form future reports and recommendations.

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
3 Trees Community Support Ltd	BSP1119	18084	Ashworthy Floating Support Service	£30,808.61	Block Subsidy	31/03/2019	£30,808.61	31/03/2020
Affinity Sutton Group Ltd	BSP1105	17951	Affinity Sutton Homes Community Alarm services	£4,964.00	Block Subsidy	31/03/2019		
Age UK Bristol	BSP1006	17840	Floating Support - Short term	£156,675.53	Block Gross	31/03/2019	£156,675.53	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
Ag UK Bristol	BSP1131	18101	Floating Support Long Term	£52,770.71	VH Block Payment	31/03/2019	£52,770.71	31/03/2020
Alliance Living Care Ltd	BSP1160	18199	Floating Support to Older People with Mental Health Problems	£27,899.90	VH Block Payment	31/03/2019	£27,899.90	31/03/2020
Anchor Trust	BSP1111	17711	Penfield Court	£6,419.83	Block Subsidy	31/03/2019	£6,419.83	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
Brandon Trust	BSP1024	17849	Monks Park Ave(435)	£25,675.14	Block Subsidy	31/03/2019	£25,675.14	31/03/2020
Brandon Trust	BSP1024	17850	Falcondale Road(436)	£93,008.22	Block Subsidy	31/03/2019	£93,008.22	31/03/2020
Brandon Trust	BSP1058	18000	The Brandon Trust Floating Support Service	£82,133.86	VH Block Payment	31/03/2019	£82,133.86	31/03/2020
Brigstowe Project	BSP1013	17794	FLOATING SUPPORT(308)	£73,145.39	Block Gross	31/03/2019	£73,145.39	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
Bristol Charities	BSP1005	17733	ORCHARD HOMES(130)	£17,861.09	Block Subsidy	31/03/2019	£17,861.09	31/03/2020
Bristol City Council	BSP1134	18104	Buckley Court	£108,520.00	Block Subsidy	31/03/2019	£108,520.00	31/03/2020
Bristol City Council	BSP1015	17948	Community Support Team	£504,631.00	Block Gross	31/03/2019	£504,631.00	31/03/2020
Bristol City Council	BSP1015	17868	Sensory Support Service	£282,150.00	Block Gross	31/03/2019	£282,150.00	31/03/2020
Bristol City Council	BSP1017	17967	Shared Lives	£212,500.00	Block Gross	31/03/2019	£212,500.00	31/03/2020

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## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
Bristol City Council	BSP1062	17798	Money Advice Support Service	£63,404.02	Block Gross	31/03/2019	£63,404.02	31/03/2020
Bristol City Council	BSP1062	17935	Welfare Rights Support Service	£174,198.29	Block Gross	31/03/2019	£174,198.29	31/03/2020
Brunelcare	BSP1012	17966	Floating Support for Older People with Dementia(446)	£50,997.22	Block Gross	31/03/2019	£50,997.22	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
Brunelcare	BSP1138	18120	Sheltered Housing Floating Support	£368,118.32	VH Block Payment	31/03/2019	£368,118.32	31/03/2020
Brunelcare	BSP1138	18073	Brunelcare Alarm Only Service	£85,410.00	Block Subsidy	31/03/2019		31/03/2020
Choisy Care Ltd	BSP1153	18170	Choisy Care	£28,776.08	Block Subsidy	31/03/2019	£28,776.08	31/03/2020
Cintre Community	BSP1046	17771	Cintre Reachout(271)	£86,686.98	VH Block Payment	31/03/2019	£86,686.98	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
Page 90	BSP1086	18009	Sheltered Housing - Alarm Only	£17,415.71	Block Subsidy	31/03/2019		31/03/2020
Dimensions (UK)	BSP1023	17702	Dimensions Support Services	£104,374.31	Block Subsidy	31/03/2019	£104,374.31	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
Freeways Trust Ltd	BSP1122	18081	Freeways Floating Support Service	£217,279.00	Block Subsidy	31/03/2019	£217,279.00	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
Page 92 HF Trust Ltd	BSP1000	17841	Apsley Garden Apartments	£134,073.40	Block Subsidy	31/03/2019	£134,073.40	31/03/2020
Housing & Care 21	BSP1091	17952	Housing 21 Sheltered Housing(338a)	£13,690.08	Block Subsidy	31/03/2019	£13,690.08	31/03/2020
Improving Prospects Ltd (t/a Manor Community Supportive Living)	BSP1126	18091	Manor Community Supportive Living	£67,401.81	Block Subsidy	31/03/2019	£67,401.81	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
Keyring	BSP1033	17958	Keyring Living Support Networks	£88,111.44	Block Subsidy	31/03/2019	£88,111.44	31/03/2020
Liverty (formerly Knightstone Housing Association)	BSP1008	17804	Strathearn Drive	£7,388.12	Block Subsidy	31/03/2019	£7,388.12	31/03/2020
Liverty (formerly Knightstone Housing Association)	BSP1009	17726	KNIGHTSTONE MOUNT(121)	£594.43	Block Subsidy	31/03/2019	£594.43	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
Liverty (formerly Knightstone Housing Association)	BSP1009	17950	Sheltered Housing(122a)	£14,860.71	Block Subsidy	31/03/2019	£14,860.71	31/03/2020
Lifeways Community Care Ltd	BSP1132	18144	Supported Living Service	£2,054.44	Block Subsidy	31/03/2019	£2,054.44	31/03/2020
Maples Community Housing Ltd	BSP1019	17710	MAPLES COMMUNITY HOUSING LTD(103)	£165,084.90	Block Subsidy	31/03/2019	£165,084.90	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
Page 95 Milestones Trust	BSP1045	17995	Aspects & Milestones Floating Support Service (variable hours)	£369,422.76	VH Block Payment	31/03/2019	£369,422.76	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
Page 96 Missing Link	MHFS1	18194	Mental Health Floating Support Service	£193,807.85	Block Gross	31/03/2019	£193,807.85	31/03/2020
New Beginnings Bristol Ltd	BSP1156	18172	New Beginnings Bristol Ltd	£77,358.83	Block Subsidy	31/03/2019	£77,358.83	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
Places for People	MHFS2	18195	Mental Health Floating Support Service	£497,183.79	Block Gross	31/03/2019	£497,183.79	31/03/2020
Places for People	BSP1003	17943	Sheltered Housing Alarm Only (566)	£6,882.34	Block Subsidy	31/03/2019		31/03/2020
Places for People	BSP1003	17944	Sheltered Housing - Warden Support (567)	£44,501.32	Block Subsidy	31/03/2019	£44,501.32	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
Raphael House	BSP1002	17844	RAPHAEL HOUSE(421)	£150,259.03	Block Subsidy	31/03/2019	£150,259.03	31/03/2020
Rethink			Bristol Community Support Services	301761.9 Not paid by SPOCC	N/A	31/03/2019	301761.9 Not paid by SPOCC	31/03/2020
Royal Mencap Society	BSP1120	18082	Mencap Floating Support Service	£52,634.04	Block Subsidy	31/03/2019	£52,634.04	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
S.I.L.S Stepping Stones To Independence	361	17643	S.I.L.S STEPPING STONES TO INDEPENDENCE(16)	£179,757.35	VH Block Payment	31/03/2019	£179,757.35	31/03/2020
Sanctuary Housing Association	BSP1129	18100	Stoneleigh House	£35,469.56	Block Subsidy	31/03/2019	£35,469.56	31/03/2020
Second Step Housing Association	BSP1032	17965	SUPPORTED HOUSING - PERMANENT(506a)	£132,367.72	Block Subsidy	31/03/2019	£132,367.72	31/03/2020
Silva Care Ltd	BSP1121	18083	Silva Care Support	£30,808.64	Block Subsidy	31/03/2019	£30,808.64	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
Sovereign Housing Association Ltd	BSP1094	18013	Sovereign Community Alarm Service	£1,944.41	Block Subsidy	31/03/2019		31/03/2020
St Monica Trust	BSP1089	17693	ST MONICA TRUST SHELTERED HOUSING(83)	£1,955.88	Block Subsidy	31/03/2019	£1,955.88	31/03/2020
St Mungo's Broadway	MHFS3	18196	Mental Health Floating Support Service	£344,884.98	VH Block Payment	31/03/2019	£344,884.98	31/03/2020
Supported Independence	BSP1125	17787	Floating Support	£129,903.86	VH Block Payment	31/03/2019	£129,903.86	31/03/2020
The Guinness Trust	BSP1092	17916	AVONDOWN CLOSE(535)	£0.00	Block Subsidy	31/03/2019		31/03/2020
The Guinness Trust	BSP1093	17927	Rockingham Gardens	£5,991.21	Block Subsidy	31/03/2019	£5,991.21	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
The Guinness Trust	BSP1093	17955	GT Community Alarm Services(536a)	£0.00	Block Subsidy	31/03/2019		31/03/2020
The Guinness Trust	BSP1092	17956	GHA - Sheltered Housing with Warden support(550a)	£19,078.30	Block Subsidy	31/03/2019	£19,078.30	31/03/2020
United Housing Association	BSP1106	18041	Roshni Ghar Alarm Service	£0.00	Block Subsidy	31/03/2019		31/03/2020
United Housing Association	BSP1106	18044	Community Support	£6,315.02	Block Gross	31/03/2019	£6,315.02	31/03/2020
United Housing Association	BSP1106	18042	Roshni Ghar Floating Support	£0.00	Block Subsidy	31/03/2019	£0.00	31/03/2020

## Decision Pathway – Report

Organisation Name	Contract Ref.	Service ID	Service Name	2018-19 Annual contract value on SPOCC	Payment Type	End Date	Maximum amount to be waived (Following current discussions on underspends etc.)	Waiver until (latest Date )
Witrowbank Care Ltd	BSP1020	17954	Filwood and the Flat	£25,674.10	Block Subsidy	31/03/2019	£25,674.10	31/03/2020

## Appendix B

### SP - Co-design Engagement Report

August 2018

#### Introduction

We engaged with approximately 100 service users receiving services from the budget called “Supporting People” between July and August 2018 as part of the Co-Design process. Service user feedback surveys were sent out online and via providers. An Easy Read version was also provided. A service user engagement event was also held on 6 July 2018.

#### Feedback rate

- Survey 1 was completed by 27 service users. 75% of these service users had help with filling in the survey. The large majority of respondents received a Community Support Team Service, but also included responses from Mental Health services and other Floating Support services.
- Survey 2 was completed by 18 service users. The large majority of respondents received a Community Support Team Service, but also included responses from HIV support services and accommodation based services.
- The Easy Read survey was completed by 5 service users.
- 25 service users attended the service user engagement event, which included 1-1 interviews and group discussions. Service users came from a range of accommodation based services and floating support services. Feedback from this event has been incorporated in the findings below.

**The full results of the surveys are attached as Appendix 1**

#### Summary of Feedback

##### Meeting Needs

- The large majority of service users feel services are meeting their needs and making a positive difference to their lives. All respondents to Survey 1 said the service was either meeting their needs extremely well (59%) or very well (49%).
- 96% of respondents to Survey 1 felt services were making a positive difference to their lives.
- 82% of respondents to Survey 2 either strongly agreed or agreed that the service helped them keep their home. One service user commented: *‘I was going to be evicted due to rent arrears. My support worker helped me get my housing benefit and ESA back in place and negotiate paying off the arrears. I could not have done this on my own.’*

- The overwhelming majority of respondents to Survey 2 (87%) either agreed or strongly agreed that the service helps them to keep their home: *'I was going to be evicted due to rent arrears. My support worker helped me get my housing benefit and ESA back in place and negotiate paying off the arrears.'*
- The overwhelming majority of respondents to Survey 2 (78%) either agreed or strongly agreed that the service was helping them live more independently: *'I am able to live in my flat and manage my benefits and bills.'*
- The overwhelming majority of respondents to Survey 2 (83%) either strongly agreed or agreed that the service helps them cope: *'Without them I truly believe I would not be here today.'*
- 65% of respondents to Survey 2 either strongly agreed or agreed that the service helps them improve their confidence.
- The overwhelming majority of respondents to Survey 2 (78%) either strongly agreed or agreed that the service gives them good advice: *'My support worker is knowledgeable especially with the benefits system.'*
- 83% of respondents either strongly agreed or agreed that the service helps them when they need it.

#### **How services could be improved**

- 30% of respondents in Survey 1 felt that the service could help them in a better way. Respondents would like staff to be able to spend more time with them. Respondents would like staff to be able to do more things that are not 'housing related'.
- Only 56% of respondents agreed that the service helps them access the community. This suggests service users would like more help in this area.
- Some services users had to wait for a long time to access services and did not always know what services were available to them.
- Service users highlighted the need for better move-on options and the difficulty with accessing appropriate housing in Bristol.
- Service users would like more activities in sheltered housing and concerns were raised about what services may be available when people's needs increase. The design of older people's housing needs to be reviewed for future generations.
- Respondents said that they didn't want services to be reduced any further.

## Conclusion

It is clear that the large majority of service users feel “supporting people” funded services are meeting their needs. There is high satisfaction, particularly with the areas of sustaining tenancy, remaining independent, help to ‘cope’, and help ‘when they need it.’

Service users highlighted the benefit of a consistent staff team who are well trained and who they can trust. Respondents clearly valued support to access the community and other services, but would like more of these. It was clear that service users feel support interventions are preventing problems becoming more acute, and maintaining their independence.

Respondents were particularly clear that services were supporting them with access to Income Support, PIP, and other benefits. Help with filling in forms, and attending appointments, were particularly highlighted.

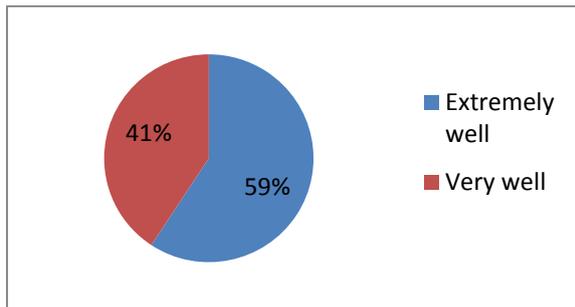
In sheltered housing, access to staff and the security of the alarm service were highlighted as important.

# Appendix 1 – Full Survey Results

## Survey 1

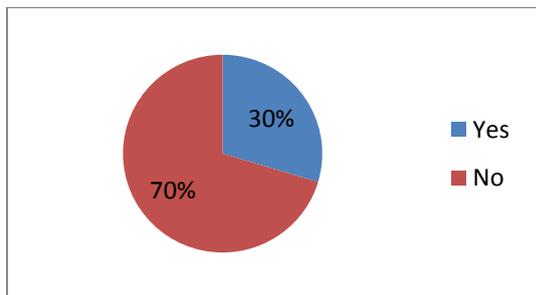
The majority of respondents receive a service from the BCC Community Support Team service (floating support).

### 1) How well does the service help you meet your needs?



The majority of service users felt the service meet their needs extremely well or very well.

### 2) Could the service help you in a better way?

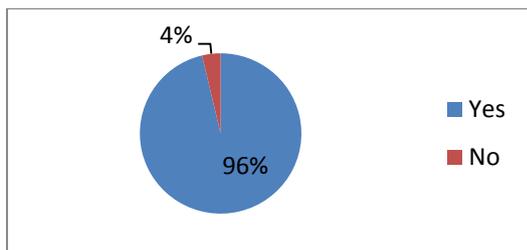


Only 30% felt that the service could help them in a better way.

### **Summary of Comments**

- *I would like my support worker to do things that are not housing related*
- *A full time support worker who could have better oversight and control of anti-social behaviour, issues arising out of more vulnerable residents being cared for in their home, rather than being either in hospital or a care home.*
- *More time for individual issues*
- *I could not have been helped any better, I would be on the phone and get help straight away*
- *I am better off now having had the support I have now compare to where I was before.*

### 3) Has the service made a positive difference to your life?



96% of respondents felt the service had made a positive difference to their lives.

#### **Summary of Comments**

*Stops small issues becoming bigger ones.*

*It is reassuring for me to speak to staff during the morning call round. I can tell them if I am feeling poorly or need to request a visit. I can ring the staff anytime to speak to them.*

*I am happy and glad to be with my carer. I love her so much.*

*They have basically supported my whole life out, by helping me with my debts and benefits so many other parts of my life have come into place*

*Financially I was in a mess before help, now I get more support with Income Support and PIP.*

*Increased my income, supported with housing and now in a better environment.*

### 4) Do you have any other feedback?

#### **Summary of Comments**

*Glad it's a service from a named and known person who I have time to get to know and who has the time to get to know me.*

*Don't want services to be reduced any further. My health is not as good as it was and I rely on others to assist me.*

*It has been very positive. I have been able to look after myself properly. It has always been there when I might have otherwise given up.*

*Without my support worker, I would not been able to handle my finances with moving to a new tenancy.*

*It took a lot of courage to open the door and to use the phone. I had help to sort out my medication and issues. Without my medication I'm a different person.*

## **Survey 2**

### **1) My Service helps me keep my home**

- The majority of respondents felt the service helped them keep their home.
- 64% of service users strongly agreed that the service helped them keep their home, while 23% agreed. Only 4% disagreed.

#### ***Summary of Comments***

*I was going to be evicted due to rent arrears. My support worker helped me get my housing benefit and ESA back in place and negotiate paying off the arrears. I could not have done this on my own.*

*My support worker helps me with applying for home choice and bidding enabling me to live more independently.*

### **2) My Service helps me to live more independently**

56% of respondents strongly agreed that the service helps them live more independently, while 22% agreed.

#### ***Summary of Comments***

*The services enable me to remain in sheltered accommodation following acute stroke.*

*I am able to live in my flat and manage my benefits and bills with the support and systems set up by my support worker. I could not have done this on my own.*

### **3) My Service helps me to manage my money**

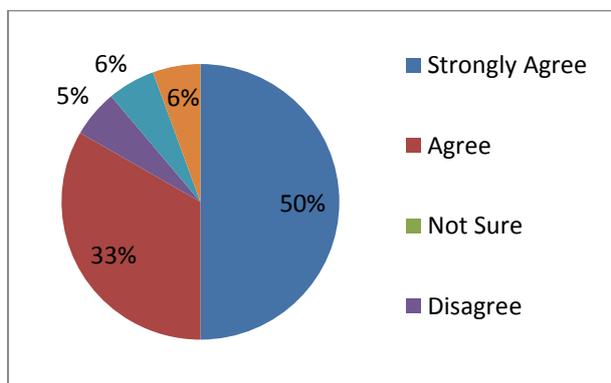
50% of respondents either strongly agreed or agreed that service helps them manage their money, 28% were not sure. However we know that many respondents have been clear that services help them access benefits.

#### ***Summary of Comments***

*I was in debt until my support worker helped me set up direct debits and learn to budget my money. No I am up to date with all my bills.*

*Helps me to keep on top of paperwork.*

#### 4) My service helps me to cope



83% of service users either strongly agreed or agreed that the service helps them cope.

#### Summary of Comments

*They are there to talk to. I met them when I was at my darkest. Without them I truly believe I would not be here today.*

*I can't cope without support.*

#### 5) My service helps me to be healthy

47% of respondents agreed that the service helps them to be healthy, but 29% were not sure.

#### Summary of Comments

*My carers help me with tasks which leave me energy to tackle other things for myself and maintain some independence.*

*I would not bother seeing my GP if my support worker did not encourage me to go. My mental health has improved since I've had support.*

#### 6) My Service helps me to be part of my community

56% of service users either strongly agreed or agreed that the service helps them be part of their community.

### **Summary of Comments**

*We have a large lounge where we can chat and be together.*

*My support worker encourages me to go out, attend appointments, see friends. Otherwise I may stay at home feeling low.*

### **7) My Service helps me to improve my confidence**

65% of respondents either strongly agreed or agreed that the service helps them improve their confidence.

### **Summary of Comments**

*I get confused easily but my support worker explains things to me so I can understand. I feel more in control and know what I am doing.*

*My confidence is improving.*

### **8) My service gives me good advice**

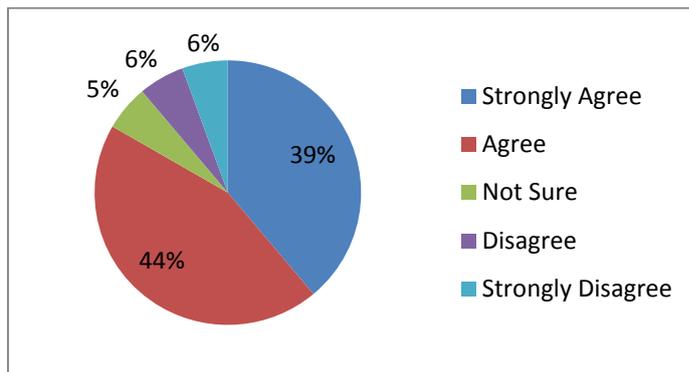
56% of respondents strongly agreed and 22% agreed that services gave them good advice.

### **Summary of Comments**

*My support worker is knowledgeable especially with the benefits system. I can phone the support team for any advice or problems.*

*My support worker has helped me claim all the benefits I am entitled to and sorted out my debts. He helped get me this tenancy.*

### 9) My service helps me when I need it



83% of respondents either strongly agreed for agreed that the service helps them when they need it.

#### **Summary of Comments**

*I call my support worker if I am unsure about anything*

*I do not have to worry about repairs*

### 10) Do you have any other feedback about the service you receive?

#### **Summary of Comments**

*As well as supporting people services I rely on community services to maintain my health such as carers. Physiotherapists, neurology service, general health services.*

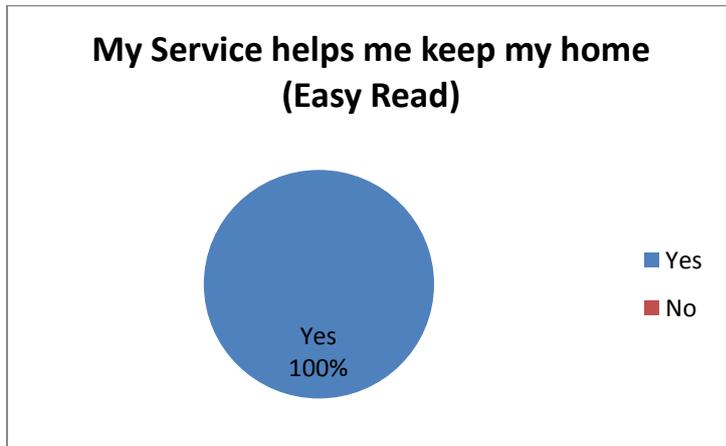
*The home alarm system needs to be re-introduced at a lower price. I had a system but had to return it as too expensive for something I didn't use. But now I am thinking I need it again.*

*I don't know what I would have done without this support. I could not have claimed benefits or sorted my debts on my own. Helpful and non-judgmental.*

*I'm so much more sorted now I've had support. I have the tenancy of my flat. I have money in the bank and I'm up to date with my bills. I love living here.*

**LD Easy Read**

My service helps me keep my home.





**Bristol City Council Equality Impact Assessment Form**

Name of proposal	Supporting People commissioning – commissioning `help when you need it` support for vulnerable adults.
Directorate and Service Area	People – Adults – Strategic Commissioning
Name of Lead Officer	Carol Watson

**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.

<p>1.1 What is the proposal?</p> <p>A decision was made by Cabinet in December 2017 to reduce the budget for Supporting People services from 1 April 2018 and to co-design future services by 1 January 2019.</p> <p><b>Supporting People commissioning – commissioning `help when you need it` support for vulnerable adults.</b></p> <p>As part of the co-design of future services we propose to align and refine services, (on a coproduction basis alongside stakeholders), to become more clearly central to the delivery of the Adult Care “Better Lives” vision adopted by the Council. In order to consider these services within new commissioning approaches, and to ensure that recommissioning is therefore timely in terms of a strategic Commissioning approach we propose to extend most current contracts for up to 12 months.</p> <p>Many of these services deliver a Tier 2 “Help when you need it” approach, or deliver supported accommodation which is an area of key focus within the Better Lives at Home project.</p> <p>These services are not aimed solely at people assessed as eligible under the Care Act; however some of them are very immediate to statutory eligible care needs (particularly accommodation-related ‘supported living’ schemes for services users with learning disabilities). The withdrawal of these services would immediately lead to service users being referred for statutory care as</p>
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## Appendix E – Equality Impact Assessment Form

the service users are at a level of complexity that would make them eligible for support.

Services predominantly comprise:

- advice services
- a range of short term floating support, to clients with mental health needs, older people, HIV, physical/sensory disability or generic needs
- sheltered housing and alarms for older people

Most services are provided by private, voluntary and community organisations, though some are provided in-house by council services.

### Summary of recommendations relevant to this EQIA:

- Recommendation 1 - Align services currently labelled as “Supporting People” with the wider objectives of the Better Lives programme and recommission accordingly.
- Recommendation 2 - Deliver this work within wider, ongoing work to deliver support `when people need it` in line with Tier 2 of the councils 3 tier model or approaches to Supported Accommodation within Better Lives at Home.
- Recommendation 3 - Deliver this within the current budget envelope (in line with reduction as agreed by Cabinet in Dec. 2017)
- Recommendation 4 – Establish pathways that ensure people get support at the right time.

### 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?

More information on those potentially affected by the recommendations has

been collected since the original Equality Impact Assessment in late 2017.

**Advice Services ( Welfare Rights and Money Advice Service - WRAMAS)**

There are currently 134 service users.

Service users in this group have a high representation of people with mental health issues. The majority of one-off enquiries in 2016/17 concerned clients who WRAMAS had had no previous contact with. There were 83 homelessness prevention interventions in 2016/17 which included debt and money advice.

The demographics of service users in 2017/18 were:

- Gender: 52% are female.
  
- Disability: 78% are disabled:
  - 70 service users: Mental ill health
  - 35 service users: Physical impairment
  - 29 service users: Long term health conditions
  - 10 service users: Learning difficulty
  
- Religion: 53% No Religion, 29% Christian, 6% Muslim
- Sexuality: 89% Heterosexual
- Ages: the overwhelming majority of clients are of working age. People of working age who are on benefits often need their benefits reviewed more often.

Geography: the preponderance of addresses are in the BS1, BS2, BS4, BS5, BS9, BS10 and BS11 areas. BS7 and BS8 postcodes do not feature highly, which are the more affluent areas.

**Long Term Mental Health Floating Support Services**

- The majority of Support service users are ‘English, Welsh, Scottish, Northern Irish, and British’ (76%), which is similar to the average Bristol population (22% of the population in Bristol were ‘Non-white British’ in 2011). There are a significant number of other ethnicities, but no other ethnicity has a higher representation of 2%.
- The majority of service users are female (62%). Some of services are specifically targeted towards women.
- Most service users do not consider themselves disabled (57%) however a significant number do (25%).

## Appendix E – Equality Impact Assessment Form

- Most service users are in the 35-44 age range, followed by the 45-54 age range. 2% of service users are over 65. The average age is 41.
- Most people did not know if they had a religion or did not have a religion.
- Most service users have a primary need of Diagnosed Mental Health Problems followed by Undiagnosed Mental Health Problems. Most people with a Diagnosed Mental Health Problem as Primary need had 'Generic' as their secondary need, but there were no significant trends.

### **Supported Living ( Learning Disabilities / Mental Health )**

There are currently 340 service users.

Service users in this group will have either Learning Disabilities or Mental Health issues – or both. There is no indication at this stage that any other group with a protected characteristic is over or under represented.

### **Long Term Floating Support ( Learning Disabilities / Mental Health )**

There are currently 72 service users.

Service users in this group will either have Learning Disabilities or Mental Health issues – or both. There is no indication at this stage that any other group with a protected characteristic is over or under represented.

### **Short Term Mental Health Floating Support**

There are currently 260 service users.

Service users in this group will have Mental Health issues. There is no indication at this stage that any other group with a protected characteristic is over or under represented.

### **Physical and Sensory Impairment Supported Housing**

There are currently 8 service users.

Service users in this group will have physical or mental disability. The ratio of men to women is on average 1:2. Users are normally of working age. There is no indication at this stage that any other group with a protected characteristic is over or under represented.

### **Sheltered Housing**

There are currently 400 people using these services. Most service users are older people over the age for 65 and are likely to need support with physical health and support to maintain tenancy. Some service users have mental

health needs.

### **Alarm only Services**

There currently 800 people using these services. Most service users are older people. Most service users are older people over the age for 65 and are likely to need support with physical health and support to maintain tenancy. Some service users have mental health needs.

### **Older People floating support**

There are currently 156 service users.

Service users in this group will all be older people and many are likely to have physical and mental impairments. There is no indication at this stage that any other group with a protected characteristic is over or under represented.

One of the services within the proposal is specifically for BME service users.

Despite being a small service, it is important to recognise the impact this proposal may have on BME service users and any mitigation to take this into account.

### **Floating Support Service for people with HIV**

The demographics of service users at end of year 2017of are:

- Most clients are in the 35-54 age range, 32% Black African, 37% White British, 56% Male, 69% Heterosexual, 23% Gay/Lesbian.
- Most Service users receive support for less than a year
- There are currently 24 service users.

Service users in this group are predominantly African nationalities, recent migrants to the UK, have HIV and are at risk of homelessness. Everyone living with HIV automatically meets the “Disability” definition within the Equality Act 2010. The majority of service users supported by this service are identified as having poor mental health.

The Avert website states that “Transgender people are one of the groups most affected by the HIV epidemic and are 49 times more likely to be living with HIV than the general population. Globally, it is estimated that around 19% of transgender women are living with HIV”.

Many service users, when interviewed by council staff in October 2013 and

again in August 2017 as part of the consultation, gave a variety of reasons why they do not feel able to access mainstream services. Therefore there is a risk that if this specialist service ceased the service users would not successfully obtain support from other less specialised services.

### **Physical and Sensory Impairment Floating Support**

There are currently 55 service users.

Service users in this group will have a physical or sensory impairment. There is no indication at this stage that any other group with a protected characteristic is over or under represented.

### **Community based mental health support**

There are an average of 451 service users

This is an open service which includes support for carers. Service users in this group have mental health issues but reports from the provider indicate that other protected characteristics are not disproportionately represented.

### **Community Support Services (Internal)**

- The most frequently recorded client groups were mental illness (29%), physical disability (25%) and learning disability (20%).
- Most service users were council tenants.
- The youngest service user was 18, the oldest was 94. The average age was 52. 251 service users were age 60 or above.
- 56% of service users were male.
- 70% of service users have ethnic origin recorded as White British. 17% are recorded as BME. These proportions appear to reflect the population of Bristol.
- (41%) of religion is currently recorded as unknown. The most recorded religion was Christianity.
- Over 50% of sexual orientation is not recorded. The most recorded sexual orientation was heterosexual.

### **Other intelligence (national level)**

In 2013 Homeless Link conducted research on changes in commissioning for housing related support services. They looked at how any recent changes in need could impact commissioning decisions. They found that most of the areas looked at had experienced the emergence of more complex service user needs in recent months. Changes to support needs included:

## Appendix E – Equality Impact Assessment Form

- Evidence of greater alcohol dependence including physical health problems and end-of-life issues.
- Increase in mental health problems, gambling, physical health and criminal justice issues contributing to increased homelessness.
- More learning disability and mental health clients as a result of changes in eligibility criteria for social care/FACS.

They also reported a greater number of people who had ‘fallen on hard times’ as a result of the economic downturn and may not otherwise have become homeless. These include:

- More people from ‘middle class’ and professional backgrounds
- More young people
- More women

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

Further information on protected characteristics of service users has already been gathered as part of the coproduction process and is presented and assessed in this Equality Impact Assessment.

It is recognised that the information on certain protected characteristics is sometimes limited. In the past information could be obtained from the University of St Andrews Centre for Housing Research. This information was based on what was supplied by service users via their providers and service users were not obliged to provide it but it still gave an indication of numbers. However this service is no longer available and at this stage the council has not found another source of data.

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

An extensive public consultation period and an open and transparent approach to fully and actively engage with service users, providers and the general public took place for the original 2017 Cabinet Decision.

Since the cabinet decision we have continued to look at ways to ensure that, as part of the co-design process, citizens with protected characteristics are not disproportionately affected.

### **Service User Survey and Service User Engagement Events 2018**

We engaged with approximately 100 service users receiving services from the budget called “Supporting People” between July and August 2018 as part of the Co-Design process. Service user feedback surveys were sent out online and via providers. An Easy Read version was also provided. A service user engagement event was also held on 6 July 2018.

- The large majority of service users feel services are meeting their needs and making a positive difference to their lives. All respondents to Survey 1 said the service was either meeting their needs extremely well (59%) or very well (49%).
- 96% of respondents to Survey 1 felt services were making a positive difference to their lives.
- The overwhelming majority of respondents to Survey 2 (78%) either agreed or strongly agreed that the service was helping them live more independently: *‘I am able to live in my flat and manage my benefits and bills.’*
- The overwhelming majority of respondents to Survey 2 (83%) either strongly agreed or agreed that the service helps them cope: *‘Without them I truly believe I would not be here today.’*
- 83% of respondents either strongly agreed or agreed that the service helps them when they need it.

It is clear that the large majority of service users feel services previously funded by supporting people are meeting their needs. There is high satisfaction, particularly with the areas of sustaining tenancy, remaining independent, help to ‘cope’, and help ‘when they need it.’

### 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?

**Recommendations 1:** *Align services currently labelled as “Supporting People” with the wider objectives of the Better Lives programme and re-commission accordingly.*

- Re-commissioning of services could have an impact on almost all groups with protected characteristics in some way with a particular emphasis on older and disabled people, people with learning disabilities, people with mental health issues, people with physical and sensory impairment and people with a diagnosis of HIV.
- The re-commissioning approach must continue to assess the impact of any new service models designed and commissioned going forward. The following examples apply.
- Most people accessing these services need help with support to maintain independent living (including benefit advice). Any potential reduction or re-commissioning of support, could potentially lead to an increased risk of homelessness and/or risk to tenancy if the needs of people are not fully assessed as part of the re-commissioning processes.
- Many people receiving Information and Advice services have mental health problems and live in less affluent areas of the city. Interventions are critical to maintaining independence. This must be considered where services are re-commissioned.
- Many service users, particularly those receiving support in the community, rely on access to floating support services to remain independent at home in the community and preventing further crises. It is critical that the needs of people receiving these services is assessed and the impact of any agreed changes to service provision takes into account the impact on people with protected characteristics receiving support in the community.

**Recommendations 2:** *Deliver this work within wider, ongoing work to deliver support `when people need it` in line with Tier 2 of the councils 3 tier model or approaches to Supported Accommodation within Better Lives at Home.*

- Most people accessing accommodation based services have physical and/or mental health support needs. Many are older people or people with learning disabilities. As part of the recommissioning process it is important that people currently receiving these services continue to get ‘help when they need it’ in a fair and accessible way that meets their needs.
- The removal of hard wired alarm systems could potentially adversely impact those receiving alarm only services. Alarm services support people to maintain independent living and wellbeing at home, safety and security. This could have a potentially disproportionate impact on older and disabled people. The impact can be mitigated and re-assessment of needs may have benefits (see below).
- It has been identified that many service users with multiple protected characteristics have difficulty accessing mainstream services. We will be mindful of this in planning new services under the Better Lives and Tier 2 Workstreams, which is particularly relevant for ‘help when you need it services.’

**Recommendation 3:** *Deliver this within the current budget envelope (in line with reduction as agreed by Cabinet in Dec. 2017)*

- Most people accessing these services need support with physical and mental health problems and any potential reduction in support is likely to result in an adverse impact to physical and mental wellbeing. This has the potential to have a disproportionate impact on older and disabled people, people with mental health problems.
- The impact of any further reduction in budgets on protected characteristics must continue to be fully assessed and monitored as part of the recommendation to recommission services under the *Better Lives programme / Tier 2 Model*. It has been identified below that the recommissioning process could potentially have a positive impact on people with protected characteristics. Work is underway to work closely with providers to mitigate the impact of any further reduction in budgets.

**Recommendation 4** (*Establish pathways that ensure people get support at the right time.*)

- No adverse impact. Establishing new pathways that ensure people get support at the right time will have a positive impact on all protected characteristics.

**Staff**

- The bulk of staff employed to deliver these services are predominantly employed by external agencies. Staffing figures and characteristics are not regularly reported through performance monitoring. However the Physical and Sensory Support Service is a council team and many of the members have a sensory impairment. A significant change in this service could potentially result in redundancies for these staff.

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

The council has already worked closely with service providers during the lead in time to implement the 15% reduction from 1 April 2018 in order to minimise the impact on service users.

Service users who need an alarm will be assessed through the usual processes via Care Direct. If they need an alarm they will get one and will be charged in line with the Bristol City Council charging policy. Some service users who currently receive a hardwired alarm in sheltered housing/ alarm only services could potentially have their needs met more effectively through other types of technology and/or alarm types. This could have a positive impact.

There is an excellent opportunity to mitigate any further adverse impact of changes through the re-design process. Since then a number of further provider and service users engagement events have taken place as part of the re-design project. By taking an approach of coproducing the new delivery model for these services, the impact on those with protected characteristics will continue to be considered at all stages to ensure that the impact is not disproportionate.

During the original consultation in 2017 it was highlighted:

- how important it is to understand the intersectional nature of many service users and how multiple protected characteristics for some of them might increase their vulnerability and increase the disadvantage

that they have faced.

- the particular issues experienced by citizens with sensory impairment. It was highlighted that mainstream services are extremely difficult to engage with for many sensory impaired service users (particularly older service users and those with learning difficulties) without the support of specialised staff who are fluent in British Sign language or Tactile Signing. This particular need will be taken into consideration in the development of the new delivery model under Better Lives and applying the criteria to the prioritise areas of funding to the most vulnerable.

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

- Creating new service models for all these services under the Better Lives / Tier 2 workstream provides a good opportunity to ensure that these services continue to benefit people with protected characteristics identified in this analysis.
- Reassessing people’s need for an alarm could have benefits for people in these services including better value for money and more person centred outcomes through the identification of more effective support interventions.
- Key outcomes for the Better Lives programme are that more people will retain their independence through accessing support in the community and that more people will be supported to maintain / improve their independence and wellbeing through receiving care and support at home. The Better Lives programme aligns directly to one of the main themes in the refreshed Corporate Strategy and the related commitments :
  - Empowering and Caring: Work with the city to empower communities and individuals, increase independence and support those who need it.
  - Provide ‘help to help yourself’ and ‘help when you need it’ through a sustainable, safe and diverse system of adult and children’s social care provision.

## Appendix E – Equality Impact Assessment Form

- Prioritise community development and enable people to support their community.
- Services could potentially be remodelled to provide more benefits to people with protected characteristics than they already do. This must continue to be assessed through Equality Impact Assessment of the ongoing process and continued service user and stakeholder engagement.

### 3.4 Can they be maximised? If so, how?

- The recommendation to establish pathways that ensure people get support at the right time should have a positive impact. This should mean that people who need to access these services can do so when they need it, maximising the benefit of these services.
- These services will continue to be targeted at vulnerable adults who are likely to be physically or mentally disabled or are older people. The support they receive will enable them to remain living independently in their own accommodation for longer and maximising independence outcomes will include improved health and wellbeing.

## Step 4: So what?

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

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

The factors in the original equality impact assessment for the 2017 Cabinet Decision have continued to be considered in the context of the new proposals. Provider and stakeholder engagement has continued and more information on those people potentially affected has been collected and assessed. This will be an ongoing process as the re-design process continues.

This equality impact assessment has highlighted the need to ensure impact on

## Appendix E – Equality Impact Assessment Form

people with protected characteristics continues to be assessed as part of the remodelling process under the Better Lives and Tier 2 Workstreams.

### 4.2 What actions have been identified going forward?

- It is important that service user and stakeholder engagement continues as further proposals are developed.
- Actions to mitigate the impact will continue to be looked for at each stage of the development of new proposals through engagement and coproduction with service users, providers and key partners.
- Ensure the fair reassessment of those receiving alarm only services where alternative provision is identified.
- The future model will be developed and commissioned to effectively and efficiently meet identified need and demand whilst providing value for money and maximum impact. By working in coproduction with the service users, providers and partners, this will enable a greater knowledge of the needs of these client groups, as well as assist with understanding the interdependencies and how future provision of these housing related support services will effectively contribute to maximising independent living and improving health and wellbeing.
- Providers contracting with Bristol City Council will be subject to an accreditation process to ensure that all providers have an up to date equalities policy which is reviewed on a minimum of every 3 years or more frequently where appropriate (i.e. changes to legislation). All current services have been required to meet the minimum standards of the Supporting People Quality Assessment Framework (QAF) as part of their contract.

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

The impact of the proposals will be measured throughout whilst any changes are being implemented. Any actions will be conducted in partnership with relevant internal departments, providers and relevant agencies to ensure that those service users of protected characteristics affected are provided with

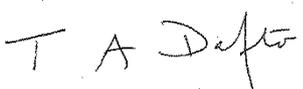
## Appendix E – Equality Impact Assessment Form

support from a relevant service. Not all service users will be mitigated from the impact of this proposal due to eligibility for services.

We will require equalities data as part of the contractual monitoring information from service providers who successfully tender for providing services in the future.

The proposal to develop new models for targeted and preventative support will also ensure the embedding of a performance management framework that will clearly measure the impact of:

- enabling individuals and communities to do more for themselves and others
- working with partners to increase independence and provide targeted care, support and protection to those who need it
- Service providers will be measured on the outcomes that they achieve with the people

Service Director Sign-Off: 	Equalities Officer Sign Off:  Duncan Fleming
Date: 7/8/2018	Date: 16/8/18

## Eco Impact Checklist

<b>Title of report: Alignment of “Supporting People” Provision with Better Lives Commissioning</b>				
<b>Report author: Carol Watson</b>				
<b>Anticipated date of key decision 2/10/18</b>				
<p><b>Summary of proposals:</b> This report sets out an approach to services previously funded through “Supporting People”, and provides an update to Cabinet on work carried out since a Cabinet decision in December 2017.</p> <p>Supporting People as a funding stream no longer exists, so we propose to align and refine services, (on a coproduction basis alongside stakeholders), to become more clearly central to the delivery of the Adult Care “Better Lives” vision adopted by the Council. In order to consider these services within new commissioning approaches, and to ensure that recommissioning is therefore timely in terms of a strategic Commissioning approach we propose to extend most current contracts for up to 12 months.</p> <p>This report identifies that many of these services deliver a Tier 2 “Help when you need it” approach, or deliver supported accommodation which is an area of key focus within the Better Lives at Home project.</p>				
Will the proposal impact on...	Yes/No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	No			
Bristol's resilience to the effects of climate change?	No			
Consumption of non-renewable resources?	No			
Production, recycling or disposal of waste	No			
The appearance of the city?	No			
Pollution to land, water, or air?	No			
Wildlife and habitats?	No			
<p><b>Consulted with:</b>  <i>There are no significant environmental impacts related to this report and a full Eco IA is not needed.</i></p> <p><b>Nicola Hares</b>            Environmental Project Manager            6/9/18</p>				
<b>Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u></b>				
The significant impacts of this proposal are...				
The proposals include the following measures to mitigate the impacts...				
The net effects of the proposals are				

<b>Checklist completed by: Helen Pitches</b>	
Name:	Helen Pitches
Dept.:	Adult care commissioning
Extension:	36189
Date:	6/9/18
Verified by Environmental Performance Team	Nicola Hares

# Decision Pathway – Report

**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 02 October 2018

<b>TITLE</b>	<b>Targeted Short Breaks Commissioning Plan</b>		
<b>Ward(s)</b>	Citywide		
<b>Author:</b> Rhiannon Griffiths	<b>Job title:</b> Commissioning Manager		
<b>Cabinet lead:</b> Helen Godwin	<b>Executive Director lead:</b> Jacqui Jenson		
<b>Proposal origin:</b> BCC Staff			
<b>Decision maker:</b> Cabinet Member			
<b>Decision forum:</b> Cabinet			
<b>Purpose of Report:</b> Cabinet is recommended to approve the following proposals: <ol style="list-style-type: none"> <li>1) To agree an annual spend of £555,000 which equates to a maximum of £2,775,000 over five years, as set out in the Targeted Short Breaks Commissioning Plan (Appendix A); and</li> <li>2) That the award of contract following procurement is delegated to the Executive Director - Adults Children and Education</li> </ol>			
<b>Evidence Base:</b> Short Breaks are preventative, family support services that provide a disabled child or young person with a break. They can be at any time ranging from an hour to a day, evening, overnight, weekend or holiday, depending on the needs of the family. Short Breaks allow parents and carers to have a break from their caring responsibilities and give children and young people the opportunity for a positive experience. The aim of this commissioning process is to ensure that Short Breaks are available for disabled children and families when they need them – providing breaks and support at an early stage, preventing and managing crises to help keep families together, and avoiding future more costly provision. The Targeted Short Breaks Commissioning Plan outlines how we propose to commission a range of services to meet the needs of these families.			
<b>Recommendations:</b> That Cabinet: <ol style="list-style-type: none"> <li>1. Approve the procurement of a range of targeted short breaks outlined in the full Commissioning Plan (Appendix A) totalling £555,000 per annum. The proposed length of the contract is 3 years with the option to extend for up to a further 2 years</li> <li>2. Delegate authority to award the contract to the Executive Director - Adults Children and Education in consultation with the Executive member for Women, Children and Families (Young people)</li> </ol>			
<b>Corporate Strategy alignment:</b> This commissioning plan contributes to all four key commitments: <ul style="list-style-type: none"> <li>• Empowering and caring: give disabled children the best start in life, and their families a break from caring responsibilities</li> <li>• Fair and inclusive: improve social equality by providing accessible play and learning opportunities to disabled children</li> <li>• Well connected: reducing social isolation by providing opportunities for disabled children and young people to socialise, and for parents to pursue other interests</li> <li>• Wellbeing: improving the physical and emotional wellbeing of disabled children and their parents</li> </ul>			
<b>City Benefits:</b> <ul style="list-style-type: none"> <li>• Short Breaks provide disabled children and young people with opportunities to play, try new things, learn and develop new skills and abilities, and develop skills that help towards independence in adulthood</li> <li>• Short Breaks can improve the emotional health and wellbeing of children, young people and their parents/carers</li> <li>• Providing parents/carers with an opportunity to rest, pursue other interests, or spend time with their other children can lead to less chaotic and more sustainable family environments, and fewer disabled children becoming looked after or needing unplanned placements in residential units</li> </ul>			
<b>Consultation Details:</b> 12 weeks engagement and consultation was held between 20 <sup>th</sup> April 2018 and 18 <sup>th</sup> July 2018. This included an online survey, conversations with service users in groups or one-to-one interviews, two briefings with Members, meetings with partner organisations and community groups. We paid particular attention to engaging groups who find it harder to access services. A full report of the consultation findings is at Appendix B. The findings from the consultation have informed the final commissioning intentions, notably around the short breaks transport scheme, and piloting additional support for			

children with ADHD and support for families to find a personal assistant.

<b>Revenue Cost</b>	<b>£2,775,000</b>	<b>Source of Revenue Funding</b>	Pooled budget BCC and NHS BNSSG CCG under Section 75 agreement
<b>Capital Cost</b>	<b>£0</b>	<b>Source of Capital Funding</b>	n/a
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input checked="" type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

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

**1. Finance Advice:** The current commissioned Targeted Short Breaks general fund budget is part of the Short Breaks Pooled budget, funded through BCC general fund (£2.704m) and CCG contribution of £0.663m. The Targeted element accounts for 16% of the Short Breaks Pooled budget, funded by BCC general fund whilst the remaining 84% funds Specialist Short Breaks services is funded by the BCC general fund and the CCG contribution of £0.663m. There is a confirmed 7.5% (£50k) reduction in CCG funding for 19/20 which will affect the Specialist Short Breaks budgets only (and action is already underway to ensure that commitment will not exceed reduced total funding). The proposed Targeted Short Breaks recommissioning of £0.555m per annum from 2019/20 is within existing general fund budget.

**Finance Business Partner:** Neil Sinclair, Interim Finance Business Partner, 23/7/2018

**2. Legal Advice:** The Council's procurement process must be conducted in line with the Procurement Regulations. Legal services will advise and assist officers with regard to the conduct of the procurement process and the resulting contractual arrangements. Appropriate consultation should take place with affected staff in view of the TUPE implications arising from this proposal. The Public Sector Equality duty requires the decision maker to consider the need to promote equality for persons with "protected characteristics" and to have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. The Equalities Impact Check/Assessment is designed to assess whether there are any barriers in place that may prevent people with a protected characteristic using a service or benefiting from a policy. The decision maker must take into consideration the information in the check/assessment before taking the decision. A decision can be made where there is a negative impact if it is clear that it is necessary, it is not possible to reduce or remove the negative impact by looking at alternatives and the means by which the aim of the decision is being implemented is both necessary and appropriate. The consultation responses must be conscientiously taken into account in finalising the decision. The leading cases on consultation provide that

- Consultation should occur when proposals are at a formative stage;
- Consultations should give sufficient reasons for any proposal to permit intelligent consideration;
- Consultations should allow adequate time for consideration and response;

There must be clear evidence that the decision maker has considered the consultation responses, or a summary of them, before taking its decision.

- The degree of specificity regarding the consultation should be influenced by those who are being consulted;
- The demands of fairness are likely to be higher when the consultation relates to a decision which is likely to deprive someone of an existing benefit.

**Legal Team Leader:** Husinara Jones, Team Leader Legal 18/09/2018

**3. Implications on IT:** There are no identifiable direct IT implications in this initiative. Should any become apparent during further project development, these should be raised with IT Service at the earliest opportunity; such examples might include requirements for data sharing or website development. Where data sharing requirements are identified, these will need to comply with Council policies and the requirements of GDPR

**IT Team Leader:** Ian Gale, Head of IT, 20/7/2018

**4. HR Advice:** As there is no impact on existing staff group there are no HR implications

**HR Partner:** Maddy Tyler, HR Consultancy Manager (Adults, Children & Education) delegated by Lorna Laing - People & Culture HR Business Partner – Adults, Children & Education, 23/7/2018

<b>EDM Sign-off</b>	Jacqui Jenson	8 <sup>th</sup> August 2018
<b>Cabinet Member sign-off</b>	Cllr Helen Godwin	3 <sup>rd</sup> September 2018

<b>CLB Sign-off</b>	Mike Jackson	21 <sup>st</sup> August 2018
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	3 <sup>rd</sup> September 2018

<b>Appendix A – Further essential background / detail on the proposal</b> Targeted Short Breaks Commissioning Plan Targeted Short Breaks Needs Analysis	<b>YES</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>YES</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>YES</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>YES</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Combined Background papers</b>	<b>NO</b>
<b>Appendix J – Exempt Information</b>	<b>NO</b>
<b>Appendix K – HR advice</b>	<b>NO</b>
<b>Appendix L – ICT</b>	<b>NO</b>

# Targeted Short Breaks Needs Analysis 2018

## 1 Bristol Children & Young People Population<sup>1</sup>

The mid-2016 population of Bristol local authority is estimated to be 456,000. Bristol is the 8th largest city and the 10th largest local authority in England and Wales.

Bristol has a relatively young age profile with more children aged 0-15 than people aged 65 and over. The median age of people living in Bristol in 2016 was 32.9 years old, this compares to the England and Wales median of 39.9 years.

Overall, there are more children living in Bristol than people aged 65 and over. Bristol's 84,900 children make up almost 19% of the total population, i.e. 1 in every five people living in Bristol is aged under 16.

The age profile within each Bristol ward varies significantly. Wards where more than a quarter of the population is aged under 16 include Lawrence Hill (26%), Filwood (26%) and Hartcliffe and Withywood (26%). The wards with the lowest proportions of children are all in areas in the inner west and central areas of Bristol including Cotham (9%), Clifton (9%), Clifton Down (7%), Central (7%) and Hotwells and Harbourside (6%). These wards have the highest proportions of people of working age, including a large number of students.

### 1.1 Population growth

Between 2006 and 2016 the number of children living in Bristol increased by 12,700 (17.5%), much higher than the England and Wales increase of just 7%. The increase has been largely amongst the under 10s (an increase of 27%), and in particular among the 3-6 year olds (an increase of 36%). The growth in the number of under 10s in Bristol in the last decade (+12,300) is the fifth highest nationally, after Birmingham, Leeds, Manchester and Barking and Dagenham. The trends reflect the substantial increase in numbers of births in Bristol in recent years.

The large increase in the population of Bristol since 2002 can be attributed to a number of factors including a significant increase in net-international migration, a significant increase in births and a decrease in the number of deaths. Net international migration has however reduced in recent years and births are now the main driver of population growth in Bristol.

### 1.2 Deprivation

In Bristol as a whole just over 19,700 children - 24% of all children – live in income deprived households. The proportion varies greatly across the city from as high as 65% of children living in 'Fulford Road North' in Hartcliffe ward to 1% of children living in 'Canford Park' in Westbury-on-Trym

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<sup>1</sup> The Population of Bristol 2018

<https://www.bristol.gov.uk/documents/20182/33904/Population+of+Bristol+June+2018/53020277-05de-a153-2052-aa080338bb57>

ward. On a ward basis, almost half of all children live in income deprived households in Lawrence Hill ward (46%), Filwood ward (45%), Whitchurch Park ward (43%) and Hartcliffe ward (42%)<sup>2</sup>.

### 1.3 Diversity

There is increasing diversity in Bristol, and the proportion of the population who are not 'White British' has increased from 12% to 22% of the total population in the last ten years.

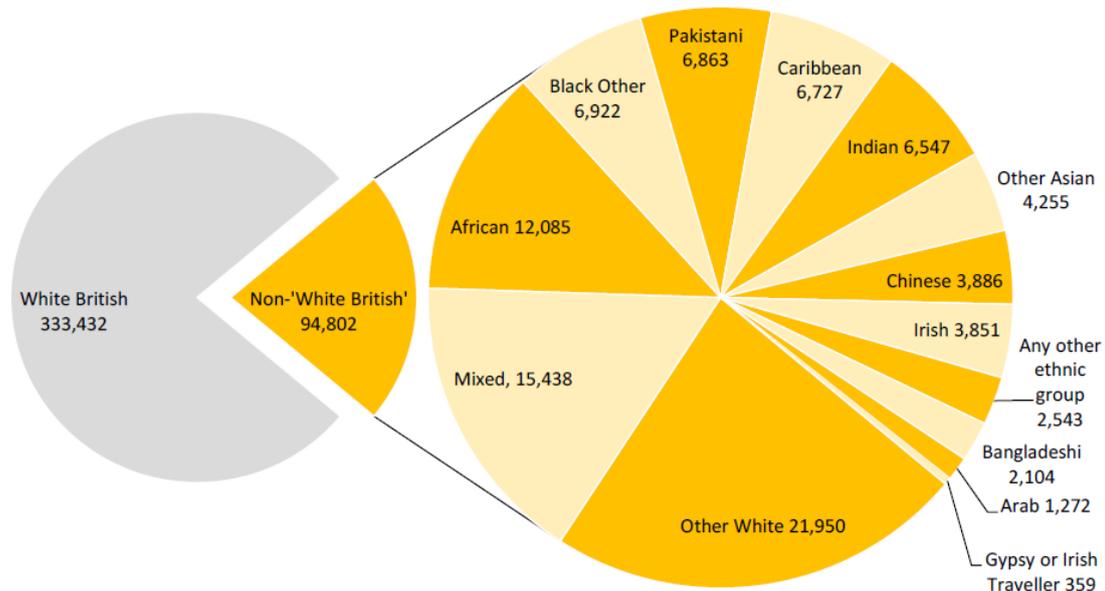


Figure 1: Population of Bristol by ethnic Group, 2011<sup>3</sup>

There are now at least 45 religions, at least 187 countries of birth represented and at least 91 main languages spoken by people living in Bristol. For the first time in 2011, the Census asked a question about main language spoken and proficiency in English. This found that there are at least 91 main languages spoken in Bristol. English is the main language spoken in Bristol followed by Polish and Somali. Overall 9% of people do not speak English as their main language.

## 2 National disability data

Nationally, around 6% of children are disabled<sup>4</sup>, in 2011-12 there were around 800,000 disabled children under the age of 16 in the UK<sup>5</sup>.

<sup>2</sup> Bristol City Council. (2015). Deprivation in Bristol 2015. Available at: <https://www.bristol.gov.uk/documents/20182/32951/Deprivation+in+Bristol+2015/429b2004-eeff-44c5-8044-9e7dcd002faf> (Accessed: 20/4/2018).

<sup>3</sup> 2011 Census Office for National Statistics © Crown Copyright 2013 [from Nomis]

<sup>4</sup> <https://www.gov.uk/government/publications/disability-facts-and-figures/disability-facts-and-figures>

<sup>5</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/321594/disability-prevalence.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/321594/disability-prevalence.pdf)

## 2.1 Deprivation

A substantially higher proportion of individuals who live in families with disabled members live in poverty, compared to individuals who live in families where no one is disabled<sup>6</sup>.

40% of disabled children are living in poverty; in 2011 this was around 320,000 disabled children. Of those, 110,000 are experiencing severe poverty. When there is also a disabled adult in the household, around half of disabled children live in poverty<sup>7</sup>.

## 2.2 Emotional Health and Wellbeing

Research by Contact a Family<sup>8</sup> found that caring for a disabled child can have a significant impact on the emotional health and wellbeing of other family members:

- 72% of families of a disabled child experience mental ill health such as anxiety, depression or breakdown due to isolation
- Almost half (49%) have felt so unwell that they asked their GP for medication or have seen a counsellor
- 57% say lack of support means they are isolated and not able to work as much as they would like
- 1 in 5 (21%) say that isolation has led to the break-up of their family life
- 43% said that they felt most isolated during school holidays
- 54% said that not having the time or money to do things that other families do makes them feel isolated
- 50% said that their isolation is a result of the discrimination or stigma they experience

## 2.3 Safeguarding

Research has found that disabled children are three to four times more likely to be abused and neglected than non-disabled children<sup>9</sup>; are more likely to experience multiple types and occurrences of abuse<sup>10</sup> and have a prevalence rate of 20% for experiencing physical violence, 14 % sexual violence, 18% emotional abuse and 9.5% for neglect<sup>11</sup>.

Figures from the Children in Need Census (2005) illustrate that disabled children are over represented among the looked after population, making up 10% of all children in care. Disabled children are also more likely than non-disabled children to be looked after because of abuse or neglect<sup>12</sup>.

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<sup>6</sup> Ibid

<sup>7</sup> Children's Society, 2011, '4 in every 10 Disabled children living in poverty'  
[https://www.childrensociety.org.uk/sites/default/files/tcs/4\\_in\\_10\\_reportfinal.pdf](https://www.childrensociety.org.uk/sites/default/files/tcs/4_in_10_reportfinal.pdf)

<sup>8</sup> Contact a Family, 2011, Forgotten Families  
[https://contact.org.uk/media/381636/forgotten\\_isolation\\_report.pdf](https://contact.org.uk/media/381636/forgotten_isolation_report.pdf)

<sup>9</sup> Sullivan P.M., and Knutson J.F. (2000) Maltreatment and disabilities: a population based epidemiological study. *Child Abuse and Neglect* 24, 10, 1257–1273.

<sup>10</sup> Ibid

<sup>11</sup> Jones, L., Bellis, M.A., Wood, S., Hughes, K., et al. (2012) Prevalence and risk of violence against children with disabilities: a systematic review and meta-analysis of observational studies. *The Lancet* July 2012.

<sup>12</sup> Department for Education and Skills, 2006. Children in Need in England: Results of a survey of activity and expenditure as reported by Local Authority Social Services' Children and Families Teams for a survey week in February 2005. National Statistics.

### 3 Bristol disability data

Defining disability for the purposes of data collection and analysis is problematic, and there is no single source of data we can draw on. We have therefore relied on a range of data sources to estimate the population of children and young people with disabilities in Bristol.

In 2016, the total child population in Bristol (age 5-18) was 68,162. Of this population, there are 8409 children with SEND (Special Educational Needs and Disabilities). This represents 12.3% of the total Bristol child population.

A sub-set of the SEND population is those children with disabilities. For the purposes of this needs analysis we have derived this figure from the school census and have included those children with the following needs: autistic spectrum disorder, hearing impairment, moderate learning difficulty, multi-sensory impairment, physical disability, profound & multiple learning difficulty, severe learning difficulty, and visual impairment. Based on this definition, there were 3206 children with disabilities registered in Bristol schools in January 2018. This represents 4.7% of the total Bristol child population.

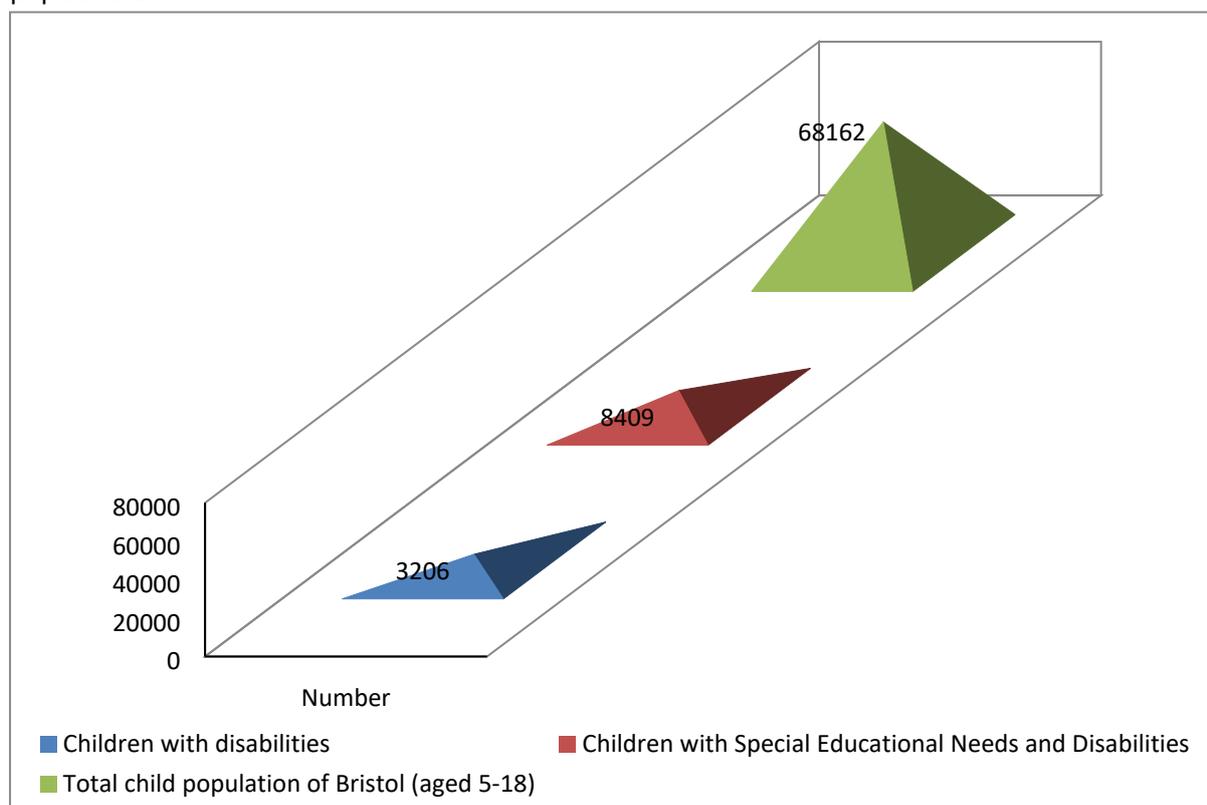
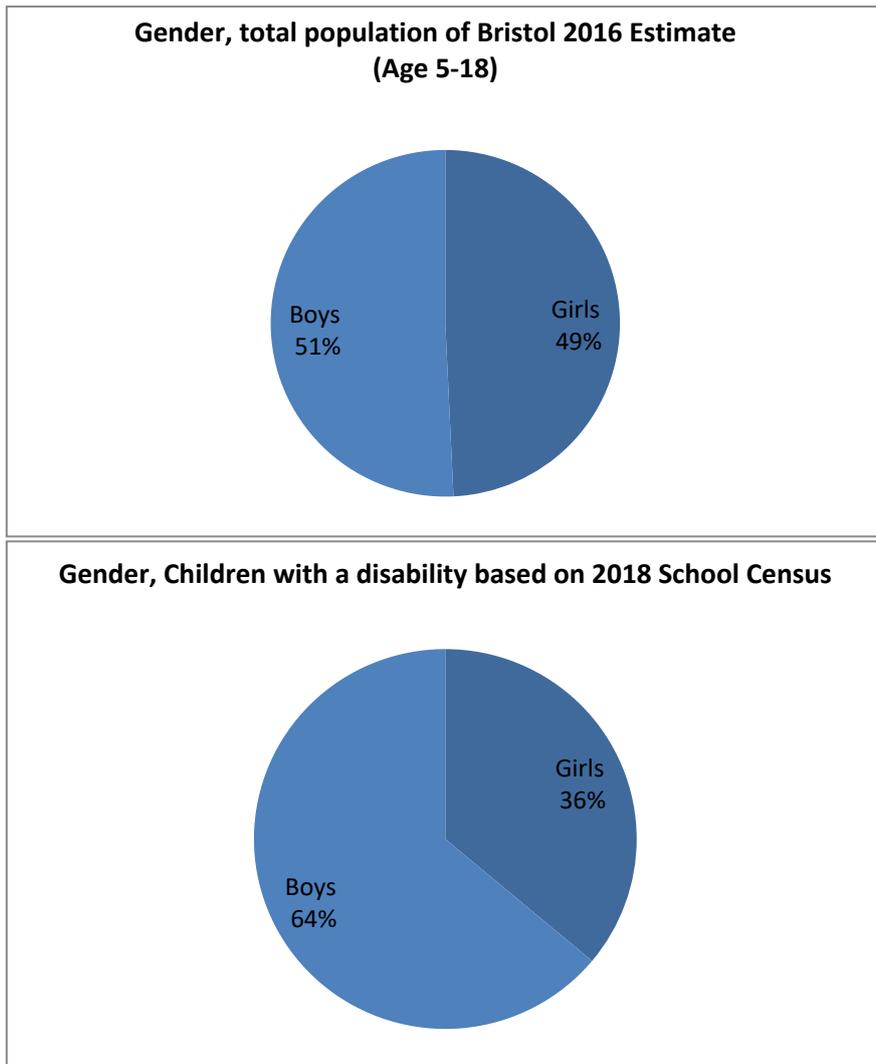


Figure 2: Child population of Bristol

#### 3.1 Gender

The total Bristol child population is split roughly 50% male: 50% female. Amongst the disabled child population the percentage of boys is significantly higher:



**Figure 3: Gender split total population, SEND and children with disabilities**

A higher prevalence of SEN and disability amongst boys than girls is reflective of national trends – in the UK in 2017 14.6% of boys were on SEN support compared to 8.1% of girls.

### **3.2 Ethnicity**

Most of the children and young people living in Bristol are from White British backgrounds. However, the demography is changing and the Black African group, the majority of whom are Somali, is the largest BME group in the city, followed by Mixed White and Black Caribbean pupils.

These trends are reflected in the disabled child population as demonstrated by figure 4 below:

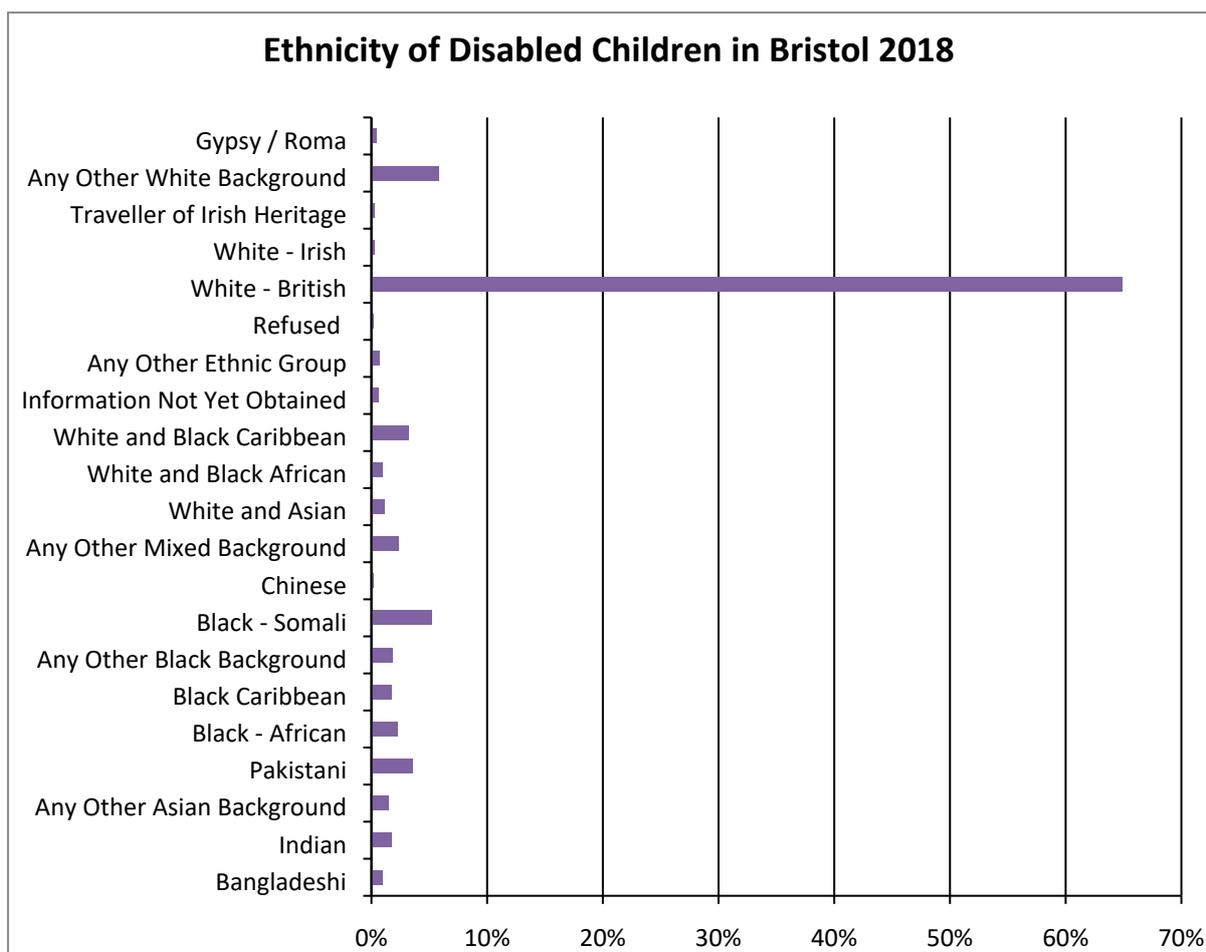


Figure 4: Ethnicity of Disabled Children, Bristol School Census 2018

## 4 Service data

### 4.3 Service usage

Between January and December 2017, 488 individual children accessed a targeted short break in Bristol (this figure does not include the youth service for disabled young people or activities for deaf and hard of hearing young people).

The table below shows the number of individual children and young people accessing each service. Some children may access more than one service:

Service	Number of individual children who accessed this service
Out of School and Holiday Short Breaks (Jan-Dec 2017)	326
Overnight Residential Holidays (Jan – Dec 2017)	47
School holiday Short Breaks in special schools	182

(Jan-Dec 2017)	
Bristol Autism Project (July 2016 – June 2017)	271
Transport for Short Breaks (June 2016 – June 2017)	111

**Table 1: number of children accessing a targeted short break**

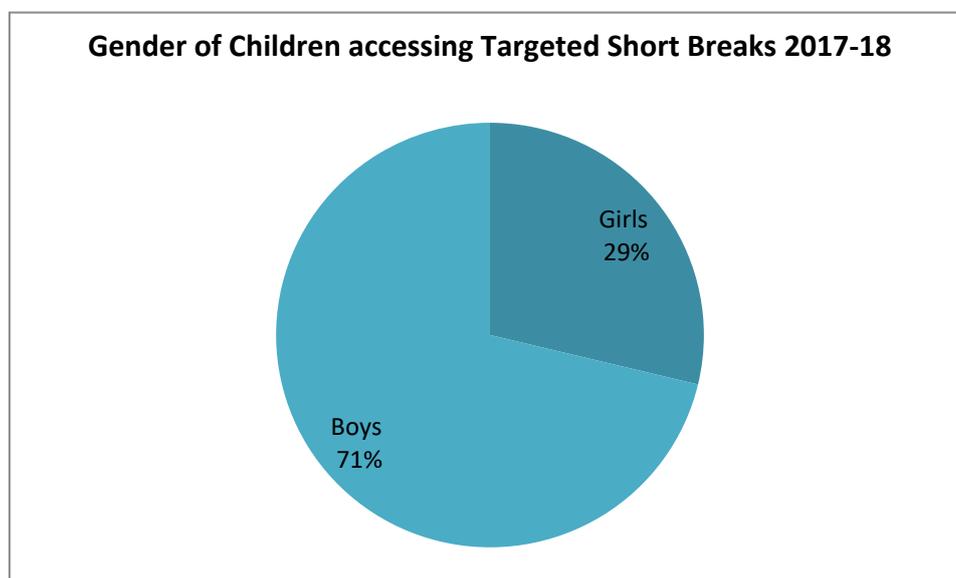
Figures for the youth service for disabled young people and activities for deaf and hard of hearing young people are not available as until 2018 they were provided as part of Bristol Youth Links, which did not collect information about which services were specifically accessed, and offered a service up to the age of 25.

#### 4.4 Demographic data

The following figures are drawn from 15 months of data, from January 2017 to March 2018, from Out of School and Holiday Activities, Residential Holidays, and Special School Holiday short breaks.

##### Gender

Data from 2017-18 shows us there are more than double the amount of boys as girls accessing targeted short breaks. This data relates to Out of School and Holiday Activities, Residential Holidays, and Special School Holiday sessions.



**Figure 5: Gender of Children accessing Targeted Short Breaks 2017-18**

While there are more disabled boys than girls in Bristol, as demonstrated by Figure 3, boys remain over-represented in Targeted Short Breaks attendance.

## Age

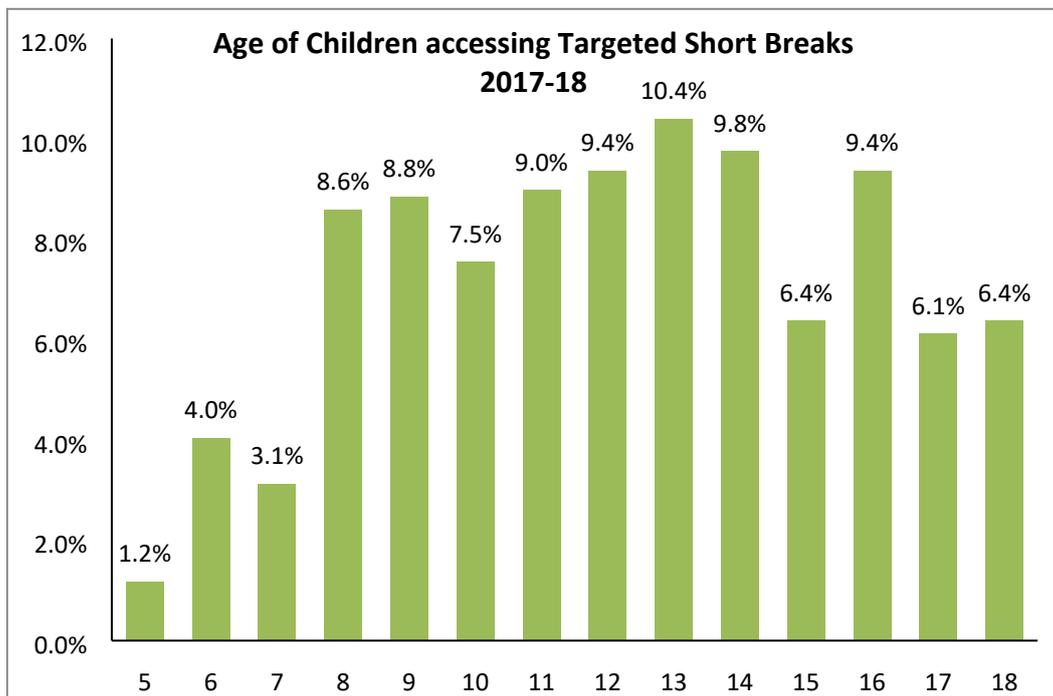


Figure 6: Age of Children accessing Targeted Short Breaks 2017-18

The highest proportion of children accessing Out of School and Holiday Activities, Residential Holidays, and Special School Holiday sessions were aged 11-14, although usage is fairly even across all ages above 8. This does not reflect the age profile of Bristol as a whole which has a higher proportion of 5-8 year olds. This may be because younger children may not yet have been diagnosed with a disability, may not yet have high enough needs to require a short break, or it may reflect that our targeted short breaks offer does not adequately meet the needs of this age group.

## Ethnicity

The percentage of children from different ethnic groups accessing targeted short-break services broadly reflects the demographic within the city. However, there are some areas to note:

## Ethnicity of Children accessing Targeted Short Breaks and Disabled Children

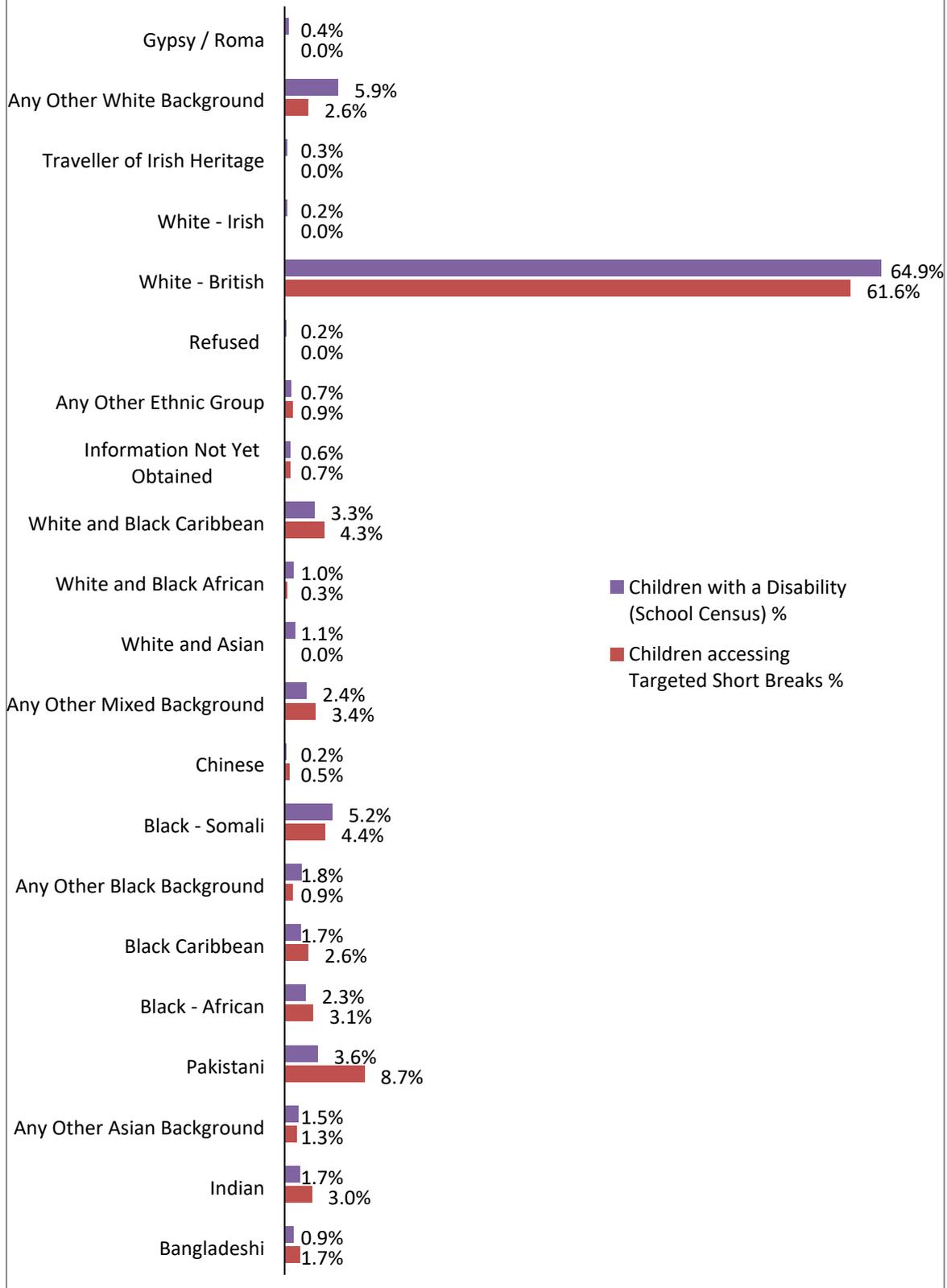


Figure 7: Ethnicity of Children accessing Targeted Short Breaks and Disabled Children

2017-18 service usage data shows that a higher than representative proportion of the children accessing Targeted Short Breaks identify as Black or Asian with a slightly under-representative proportion identifying as White and Somali in particular. This suggests that the BME specific service commissioned in 2014 has successfully increased the proportion of BME children and young people accessing services. Consultation as part of this process has included a significant amount of engagement with Somali families, the learning and activities from which has been summarised in the Commissioning Plan.

### Needs of children and young people

The table below outlines the specific needs of the children and young people accessing short breaks. This data does not include information from the following services: Bristol Autism Project, Transport for Short Breaks, Youth service for disabled young people, Activities for deaf and hard of hearing young people.

(A) Moderate to severe learning disability	(B) Challenging behaviour	(C) Complex health needs	(D) Sensory & physical disability	(E) Autistic Spectrum Disorder / Asperger Syndrome
41%	35%	17%	34%	52%

Table 2: Needs of children accessing Targeted Short Breaks 2017-18

Many children will have multiple needs, which is why the percentages total more than 100%. This is demonstrated by table 3. The highest area of need is Autism Spectrum Disorders, followed by moderate to severe learning disabilities. This reflects national trends – the national School Census 2017 found that Autism Spectrum Disorders remains the most prevalent primary need type amongst those children and young people with an Education, Health and Care Plan.

1 Category	2 Categories	3 Categories	4 Categories	5 Categories
32%	36%	20%	9%	2%

Table 3: Children with multiple categories of need

### Geography

Figure 7 below shows the home ward of children accessing targeted short breaks, compared to those children recorded as having Special Educational Needs and Disabilities. There is a fairly even geographical spread across the city, although this data suggests that there is some under-representation in children from Filwood, Lawrence Hill and Southmead. As some of the most deprived wards in the city, this is an area that should be addressed.

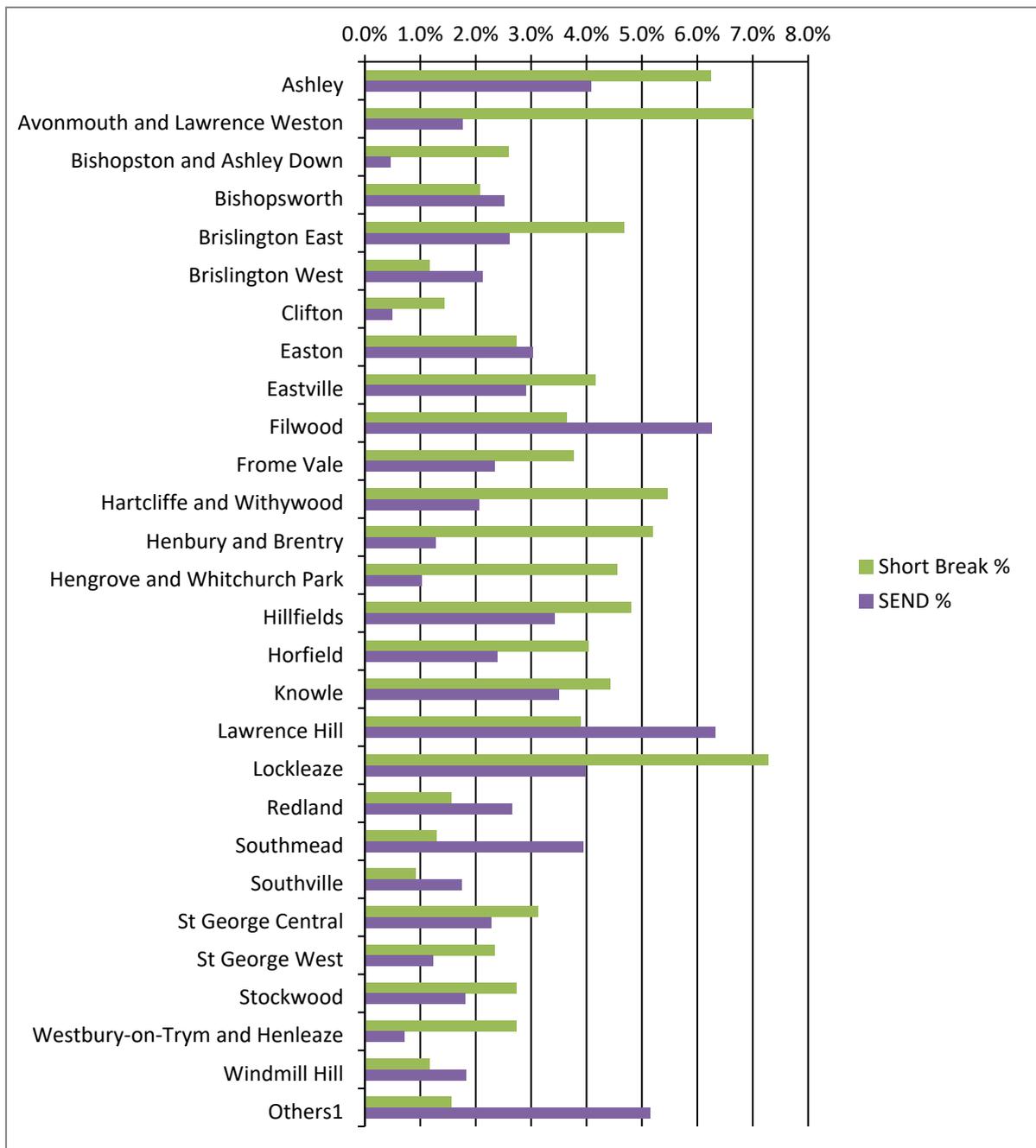


Figure 8: home ward of children accessing Targeted Short Breaks<sup>13</sup>

### Demand for services

In September 2017, there were 54 children on waiting lists for targeted services. The service which has experienced the most difficulty meeting demand is the Befriending Service which is currently delivered by Time2Share.

Provider	Number of Children on waiting list
Bristol Playbus	8

<sup>13</sup> 'Others' includes Bedminster, Clifton Down, Cotham, Hotwells and Harbourside, St George Troopers Hill and Stoke Bishop

National Autistic Society	3
Time2Share	43

Children can spend a significant amount of time waiting for a service, for many this is over a year:

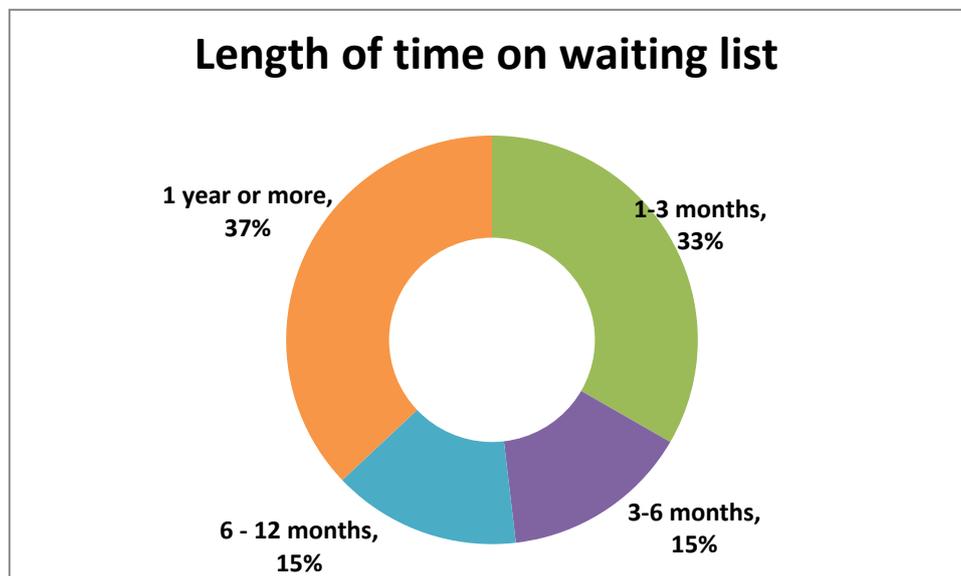


Figure 9: Length of time on Targeted Short Break waiting lists

## 5 Projected changes to need and demand<sup>14</sup>

If recent trends continue, the total population of Bristol is projected to increase by 103,100 people over the 25 year period (2014-2039) to reach a total population of 545,600 by 2039. This is a projected increase of 23.3% which is higher than the projection for England of 16.5%.

The number of children (0-15 year olds) in Bristol is projected to continue to increase, with 20,400 more children living in Bristol in 2039 than in 2014 representing an increase of 25%. Children as a proportion of the total population is likely to remain the same at around 19% of all people living in Bristol, this is in spite of the increased number of children living in Bristol.

Schools are feeling particularly stretched by this increase and have experienced a particular growth in numbers of children with Social, Emotional and Mental Health needs; Autism Spectrum Disorders; Speech, Language and Communication needs (SLCN); complex needs and Multi-Sensory Impairment (MSI). As a result the current 'maintained' capacity is already full and by 2019 there is a projected shortfall of 128 specialist places (12%) across all need types and ages, and a predicted shortfall of 52 specialist places for children with ASD<sup>15</sup>. This is being addressed by the Integrated Education and Capital Strategy

<sup>14</sup> The Population of Bristol 2018

<https://www.bristol.gov.uk/documents/20182/33904/Population+of+Bristol+June+2018/53020277-05de-a153-2052-aa080338bb57>

<sup>15</sup> Bristol City Council. (2015). The Integrated Education and Capital Strategy (2015-2019). Available at:

<http://bristollearningcity.com/wp-content/uploads/2016/02/BD7807-Education-Strategy-Summary-WEB.pdf>

Due in large to medical advancements, the numbers of pupils with hearing and visual impairments has recently fallen. However, the number of external placements continues to rise and there is a strong stakeholder commitment to provide specialist hearing (HI) and visual impairment (VI) services<sup>16</sup>.

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<sup>16</sup> Ibid

# **Targeted Short Breaks Commissioning Plan**

## **July 2018**

**Bristol City Council  
&  
NHS Bristol, North Somerset & South Gloucestershire CCG**

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## 1 Background

Short Breaks are preventative, family support services that provide a child or young person with a break. They can be at any time ranging from an hour to a day, evening, overnight, weekend or holiday, depending on the needs of the family. The short break may take place in a community activity setting, a child/young person's home or other residential setting. It allows parents and carers to have a break from their caring responsibilities and gives children and young people the opportunity for a positive experience.

Short Breaks are categorised as Specialist, Targeted or Mainstream. Specialist (higher level, residential services and direct payments) are accessed following a social worker assessment and referral. Targeted short breaks are open access and do not require a social worker assessment for families to access.

This Commissioning Plan outlines the commissioning model for Targeted Short Breaks, Specialist Short Breaks are not within the scope of this Commissioning Plan. The aim of this process has been to ensure that Short Breaks are available for disabled children and families when they need them – providing breaks and support early, preventing and managing crises to help keep families together. The purpose of this process is not to make savings. Instead we aim to make changes so that targeted short breaks are available to those who most need them, and that children, young people and their families have a choice of flexible and cost effective services to meet their needs, avoiding future more costly provision.

Bristol City Council will be the lead commissioner for these services, alongside our health partner- NHS Bristol, North Somerset and South Gloucestershire Clinical Commissioning Group, from a Section 75 pooled budget agreement of Council and health funding. While the geographical remit of the Clinical Commissioning Group is broader, these services will cover Bristol Local Authority Area only.

## 2 Legal and Policy Context

### 2.1 Duty to provide short breaks

#### Children Act 1989

Short breaks can be provided by local authorities through the use of their powers under:

- Section 17(6) of the 1989 Act which gives local authorities the power to provide a range of services, including accommodation, in order to discharge their general duty to safeguard and promote the welfare of children in need;
- Section 20(4) of the 1989 Act which gives local authorities the power to provide accommodation “for any child within their area (even though a person who has parental responsibility for him is able to provide him with accommodation) if they consider that to do so would safeguard or promote the child’s welfare.”

Paragraph 6 of Schedule 2 to the 1989 Act (amended by s.25 of the Children and Young Persons Act 2008) provides that local authorities must provide services designed –

- a) to minimise the effect on disabled children within their area of their disabilities;
- b) to give such children the opportunity to lead lives which are as normal as possible; and
- c) to assist individuals who provide care for such children to continue to do so, or to do so more effectively, by giving them breaks from caring.

### **The Breaks for Carers of Disabled Children Regulations 2011**

These Regulations describe how local authorities must perform the Schedule 2 duty above.

Regulation 3 says local authorities must –

- Have regard to the needs of those carers who would be unable to continue to provide care unless breaks from caring were given to them; and
- Have regard to the needs of those carers who would be able to provide care for their disabled child more effectively if breaks from caring were given to them to allow them to –
  - Undertake education, training or regular leisure activity,
  - Meet the needs of other children in the family more effectively, or
  - Carry out day to day tasks which they must perform in order to run their household.

Regulation 4 provides that local authorities must provide, so far as is reasonably practicable, a range of services which is sufficient to help carers to continue to provide care or to do so more effectively.

In particular the local authority must provide, as appropriate, a range of –

- Day-time care in the homes of disabled children or elsewhere,
- Overnight care in the homes of disabled children or elsewhere,
- Educational or leisure activities for disabled children outside their homes, and
- Services available to help carers in the evenings, at weekends and during the school holidays.

Regulation 5 requires that local authorities prepare a short breaks statement for carers in their area setting out –

- Details of the range of services provided,
- Eligibility criteria for those services, and
- How the services are designed to meet the needs of carers.

### **Children and Families Act 2014**

Section 27 of the Children and Families Act 2014 requires local authorities to

- Keep the social care provision made inside and outside its area for disabled children and young people under review (sub-section 1); and
- Consider the extent to which this provision is sufficient to meet the needs of these children and young people (sub-section 2).

The 2014 Act also requires that:

A local authority in England and its partner commissioning bodies must make arrangements (“joint commissioning arrangements”) about the education, health and care provision to be secured for—

- a) children and young people for whom the authority is responsible who have special educational needs, and
- b) children and young people in the authority's area who have a disability.

## 2.2 Policy context

### Bristol Corporate Strategy<sup>1</sup>

The Bristol Corporate Strategy sets out our contribution to the city and is the Council's main strategic document.

This commissioning plan contributes to all four key commitments:

- Empowering and caring
- Fair and inclusive
- Well connected
- Wellbeing

### Children, Young People and Families strategy<sup>2</sup>

The Children, Young People and Families strategy sets out the priorities that the Children and Families Partnership has agreed as the focus of their joint work. The priorities identified by this strategy are:

1. Emotional Health and Wellbeing
2. Safe and Inclusive Communities
3. Education, Employment and Skills
4. Housing

This Strategy places poverty and inequality as a key theme throughout these priorities.

### Bristol SEND Strategic Vision<sup>3</sup>

The SEND (Special Educational Needs and Disabilities) Strategic Vision outlines how services will work together to help achieve the outcomes set out in the Children, Young People and Families Strategy. The vision looks at our values, strategic priorities and broad outcomes for children and young people with SEND, and their families.

The principles that guide how services, children, young people and families work together are:

- Inclusion
- Respect
- Care

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1

<https://www.bristol.gov.uk/documents/20182/239309/Bristol+City+Council+Corporate+Strategy+2018+to+2023/3e7d7377-ed1f-5d67-c6ab-af49b7159a5e>

2

<https://www.bristol.gov.uk/documents/20182/1309383/Bristol%27s+strategy+for+children+young+people+and+families/e4b7cbbd-3c6e-4527-8bb2-9a0094ef5b7f>

<sup>3</sup> <https://www.bristol.gov.uk/documents/20182/0/SEND+strategic+vision/e1c9c654-0f78-e888-d456-9af20def7c3d>

- Equality

Our Strategic Priorities are:

- How we focus the delivery of our services and work together to support children and young people with SEND.
- Improving outcomes for CYP with SEND
- Preparing for Adulthood
- Person Centred Planning
- A seamless multiagency offer

A SEND Strategy is currently under development.

### Bristol City Council’s Three Tier Model for Care and Support

Bristol City Council has adopted a three tier model for service provision which we are applying across our work. It is important to note that a child or young person could access all three levels at once for different issues.

We aim to build resilience in our citizens through the services we provide. We believe a resilient city is one where people are able to help themselves, and help one another. However we also recognise that people need extra help from time to time (help when you need it) and this is where we see Targeted Short Breaks operating.



### 3 Current Services

Bristol City Council currently commissions the following range of Targeted Short Breaks:

Service	Provider organisation
Out of school and holiday Short Breaks	Consortium of providers led by WECIL (Comprised of WECIL, National Autistic Society, Playbus, Khass, Time2Share)

Overnight residential holidays	Action for Children
School holiday Short Breaks in special schools	Barnardo's
Transport for Short Breaks	Bristol Parent Carers
Youth service for young people with disabilities	WECIL
Activities for deaf and hard of hearing children and young people	Bristol Deaf Youth Club
Bristol Autism Project	Bristol City Council

Contracts are in place for these services until 31<sup>st</sup> March 2019. On the whole, current commissioned services are performing well.

Across our commissioned services (Action for Children, WECIL Consortium & Barnardo's)

- 346 parents and carers provided feedback and 91% said that the service had "made things a lot better"
- 97% of children who provided feedback said that they had enjoyed the short break
- 97% of parents who gave feedback on behalf of their children said that they had enjoyed the short break

#### 4 Needs and Demand Analysis

The full Targeted Short Breaks Needs Analysis can be found at Appendix 1. In summary, this analysis has told us:

- The population of Bristol is growing, and is increasingly diverse. It is projected that the child population will continue to grow in line with the total population, which suggests that demand for services will rise accordingly
- Nationally, around 6% of children are disabled. In Bristol, we estimate that there are around 3,206 disabled children and young people aged between 5 and 18, this represents 4.7% of the total child population
- A substantially higher proportion of individuals who live in families with disabled members live in poverty, compared to individuals who live in families where no one is disabled
- Caring for a disabled child can have a significant impact on the emotional health and wellbeing of other family members
- In 2017-18, 488 individual children accessed a targeted short break in Bristol.
- The total Bristol child population is split roughly 50% male: 50% female. Amongst the disabled child population the percentage of boys is significantly higher which reflects national trends. Boys are over-represented within the cohort of children accessing Targeted Short Breaks
- Most of the children and young people living in Bristol are from White British backgrounds. The Black African group, the majority of whom are Somali, is the largest BME group in the city. 2017-18 service usage data shows that a higher than representative proportion of the children accessing Targeted Short Breaks identify as Black or Asian with a slightly under-

representative proportion identifying as White and Somali in particular. This suggests that the BME specific service commissioned in 2014 has successfully increased the proportion of BME children and young people accessing services

- The age profile of children accessing targeted short breaks does not reflect the age profile of Bristol as a whole which has a higher proportion of 5-8 year olds. This may be because younger children may not yet have been diagnosed with a disability, or may not yet have high enough needs to require a short break. Feedback we have received from families of younger children suggests that parents and carers do not want to drop their children at activities, and would prefer family activities which do not meet the criteria for a short break
- The highest area of need amongst those children and young people accessing Targeted Short Breaks is Autism Spectrum Disorders, followed by moderate to severe learning disabilities. This reflects national trends – the national School Census 2017 found that Autism Spectrum Disorders remains the most prevalent primary need type amongst those children and young people with an Education, Health and Care Plan
- There is a fairly even geographical spread across the city of children accessing Targeted Short Breaks, although this data suggests that there is some under-representation in children from Filwood, Lawrence Hill and Southmead. As some of the most deprived wards in the city, this is an area that should be addressed

## 5 Engagement and Consultation

A 12 week engagement and consultation period was held between the 20<sup>th</sup> April and 18<sup>th</sup> July 2018. This was broken down into two six-week periods consisting of six weeks of engagement and consultation on proposals to gather opinions and ideas, followed by six weeks of consultation on the proposals resulting from this engagement.

The approach to our engagement and consultation was to engage as many people as possible online. We had in the region of 80 respondents to our online surveys mainly completed by parents and carers. Our survey monkey questionnaire for young people was completed by 25 young people.

We also arranged to visit as many services as possible seeing children, young people, parents and carers in groups or one-to-one, following the advice of our external providers to ensure that our engagement methods were as accessible to as many people as possible. We paid particular attention to engaging groups who find it harder to access services.

Face-to-face consultation events included visiting our short breaks services to observe the sessions and listen to children and young people's ideas for services thus reaching in the region of 60 young people in addition to our survey.

We also held a variety of consultation events for parents and carers including:

- telephoning parents at home
- attending "at home" events with Bristol Parent Carers resulting in the coproduction of our options paper
- attending a number of coffee mornings and parent and carers' get-togethers
- visiting drop – in play sessions
- co-producing an engagement event with Autism Independence (a Somali community led organisation for families with children with autism) and engaging with upwards of 50 Somali parents

- reaching out to specific equalities groups to understand the issues affecting communities to find it hard to reach services
- running consultation workshops at Bristol Parent Carers participation event in June 2018

As a result of our consultation outreach we estimate to have had contact with at least an additional 60 children and in the region of 200 adults.

## 5.1 Consultation findings

The full consultation report can be found at Appendix B.

The main themes among the findings were:

**Information** - One of the strongest themes from the consultation was a lack of information and awareness about targeted short breaks. Parents and carers whose children were not currently using targeted short breaks almost universally said they did not know what they were. This lack of knowledge cut across geographical areas and socio-economic groups. For example, a parent who describes themselves as knowledgeable and well connected to services for disabled children, whose child was in receipt of a direct payment and was involved in an inclusion campaign group was not aware of Bristol's targeted short breaks offer. We also found that professionals who are often the first port of call for parents in a crisis and for their ongoing support were unaware, or had incomplete knowledge of the targeted short breaks services commissioned by Bristol City Council.

**Geography** - Another strong theme from the consultation was the feedback that services were not fairly distributed through the city. Transport is a big issue for a lot of families who struggle or find it impossible to use public transport.

The feedback we received on the specific proposals made as part of the consultation was mixed, but the general consensus was:

- Where demand outstrips the level of services our funding can provide, the preference for managing this is a mix of waiting list and prioritisation on the basis of need
- The preference is to use bridging workers to support Short Breaks services to provide more one-to-one support to enable more children with higher levels of need to access Targeted Short Breaks
- Most respondents agreed that if it becomes necessary to prioritise the time of delivery, weekends and school holidays should be prioritised over evening provision which many families struggle to access
- Most respondents are in favour of investing in additional support to help parents find a personal assistant
- As part of the consultation we proposed reducing the short breaks transport funding from £25,200 a year to a £2,000 travel hardship fund in order to enable us to redistribute funding to other Short Break services. The proposal had strong feedback from parents who said that without the transport scheme they would not be able to cope. Parents said that using public transport was not an option as transport in the city is so limited and the needs of their children were so complex and provided such a challenge for services that public transport was not an option for them. Parents with multiple disabled children would be particularly affected by this change.

- Our consultation proposed piloting a targeted support service for children with complex ADHD. 60% of people agreed or strongly agreed with this proposal
- We proposed opening up the short breaks service for deaf and hard of hearing children to children with multi-sensory impairments. We explained that this could result in more children using the service, and some activities being oversubscribed. The feedback from the survey and conversations with parents, carers and young people who use this service was overwhelmingly positive with almost 80% either agreeing or strongly agreeing
- The consultation proposed continuing to provide the Bristol Autism Project services and asked participants to provide comments on this proposal. The feedback was largely positive, and areas for development were identified.

## 6 Commissioning Plan

### 6.1 Context

- Since 2014 when the entire Short Breaks system in Bristol was reviewed, significant improvements have been made and we are now able to offer a short break to considerably more children. This process is therefore only focusing on Targeted Short Breaks, within the context of the wider system
- We know that the number of children and young people with disabilities is increasing, including those with the most complex needs
- We also know that the pressures on families are increasing within the context of decreasing public spending, which can mean that the implications of raising a disabled child are more acute
- Bristol City Council, NHS Bristol, North Somerset and South Gloucestershire Clinical Commissioning Group, and partners are facing significant budget pressures and growing demand for services across the board
- Feedback through engagement and consultation has told us that we have a short breaks offer that is highly valued by many children, young people and families, but there are gaps in provision and improvements that need to be made
- Parent Carers have strongly expressed that there is a need for more support with sourcing personal assistants (PAs). Parents have reported specific difficulties in recruiting PAs for young people with personal care or medical needs and have also reported they find it hard to find PAs who have specific skills such as manual handling or administering emergency medication.
- We need to continue to raise families' aspirations and increase community inclusion. We therefore need to build on what works well and refocus our resources on the things that children and young people with disabilities and their families have told us are most important.

### 6.2 Objectives

We aim to commission services that are good quality, fun and provide positive activities for those disabled children and young people who are unable to access mainstream activities.

The aim of a short break is:

- to provide children and young people with enjoyable experiences that help them with their personal, social and educational development
- to provide children and young people with valuable experiences that increase their skills and independence
- to give parents and carers a valuable break, allowing them to rest, pursue other interests or spend time with other family members
- to prevent family breakdown by providing the most vulnerable parents and carers with a break from caring

### 6.3 Outcomes

The services will work towards the overarching outcomes and priorities from Bristol’s Strategy for Children, Young People and Families<sup>4</sup> as well as the following specific Targeted Short Breaks outcomes:

<b>Safe &amp; Nurtured</b>	Bristol’s Strategy for Children, Young People and Families Outcomes:	<ul style="list-style-type: none"> <li>- Have the best possible start in life; protected from abuse, neglect or harm, at home, at school and in the community, with a secure and supportive network of family or carers and friends</li> <li>- Live in a nurturing home, in a family setting, with additional help or adaptations if needed, or, where necessary, in a suitable care setting</li> <li>- Live in safe and stable accommodation, free from financial exclusion and fear, indoors and out; giving the permanence and security upon which they can build</li> </ul>
	Targeted Short Breaks Outcomes:	<ul style="list-style-type: none"> <li>- Disabled children and young people to have safe and stable home lives</li> <li>- Family environment is less chaotic and more sustainable</li> <li>- Fewer disabled children become looked after either permanently or part-time because of their disability</li> <li>- Reduction in need for unplanned placements in residential units</li> </ul>
<b>Healthy &amp; Active</b>	Bristol’s Strategy for Children, Young People and Families Outcomes:	<ul style="list-style-type: none"> <li>- Have the best physical and mental health possible, access to suitable health care and support in learning to make healthy, safe choices from the outset</li> <li>- Engage in opportunities to have fun and take part in activities, such as play, recreation and sport, which build independence and contribute to healthy growth and development at home, in education and in the community</li> </ul>
	Targeted Short Breaks Outcomes:	<ul style="list-style-type: none"> <li>- Children and young people have improved physical health through physical activities</li> <li>- Children and young people have improved emotional health and wellbeing</li> <li>- Parents/carers have improved emotional health and wellbeing</li> <li>- Improved quality of life for parent/carer and wider family</li> </ul>

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<https://www.bristol.gov.uk/documents/20182/1309383/Bristol%27s+strategy+for+children+young+people+and+families/e4b7cbbd-3c6e-4527-8bb2-9a0094ef5b7f>

<b>Respected &amp; Involved</b>	Bristol's Strategy for Children, Young People and Families Outcomes:	<ul style="list-style-type: none"> <li>- Are heard and have control in decisions that affect them and the communities in which they live and learn</li> <li>- Aware of how their views, opinions and experiences have helped shape Bristol; the opportunities and services available to them and the physical environment</li> <li>- Show respect, care and pride for other faiths, communities, cultures, identities, abilities, backgrounds and experiences, and feel that their own identity is valued by other people</li> </ul>
	Targeted Short Breaks Outcomes:	<ul style="list-style-type: none"> <li>- Parents/carers have more time to do other things (e.g. leisure, work, study, spend time with other children)</li> <li>- Families are able to lead a more ordinary life</li> <li>- Families have increased choice and greater control over the short breaks services they receive</li> </ul>
<b>Responsible &amp; Achieving</b>	Bristol's Strategy for Children, Young People and Families Outcomes:	<ul style="list-style-type: none"> <li>- Supported and inspired in lifelong learning and in the development of skills, confidence, individuality and aspirations at home, in education, in work, in the community and beyond</li> <li>- Engage in positive opportunities and are encouraged to play active and responsible roles at home, in education and in the community</li> <li>- Benefit from fair access in education, in the community to experience of work, to employment and independence or supported living</li> </ul>
	Targeted Short Breaks Outcomes:	<ul style="list-style-type: none"> <li>- Children and young people try doing new things</li> <li>- Children and young people are less dependent on their parents and carers</li> <li>- Children and young people learn and develop new skills and abilities</li> <li>- Children and young people develop skills that help towards independence in adulthood</li> </ul>

## 6.4 Strategy

Our strategic intentions for targeted short breaks are to:

**1. Commission targeted services that provide 'help when you need it' (see three tier model) and prevent family breakdown**

In order to achieve this, we will:

- commission a range of services that build on what we know is working well (see section 8.7)

**2. Ensure that all families of disabled children and young people know about the range of targeted short breaks available**

In order to achieve this, we will:

- ensure that all providers work together to raise awareness of the available services, drawing on the learning from the Targeted Short Breaks consultation

- improve the information available on Findability (the Bristol Local Offer website)
- ensure that Special Educational Needs Coordinators (SENCOs) in schools and other family liaison roles know about the range of targeted Short Breaks available and pass that information on to families
- ensure that online information is complimented by information available in other formats for those families who do not have access to the internet

### ***3. Ensure that access to services is straightforward and equitable, while ensuring that the most vulnerable families can access a Short Break***

In order to achieve this, we will:

- establish a balance between ensuring that as many disabled children and young people as possible can access a short break, and ensuring that services are able to meet the needs of those children and young people with particularly complex needs (who do not meet the threshold for specialist services)
- continue to provide Targeted Short Breaks that are not subject to strict thresholds or gatekeeping. Where demand outstrips the level of services our funding can provide, we will review this and pursue the preferred option in our consultation – a mix of waiting lists and prioritisation of those families with the greatest need<sup>5</sup>
- specify that services are provided in accessible venues throughout the city as much as possible so that families can access them, and that provision is accessible to families from particularly deprived wards
- ensure that where children have 1:1 support needs, this is managed according to an agreed process. In some instances this will mean accessing additional funding so that services can increase staffing levels and receiving appropriate training, and providing direct payments for personal assistants where this is part of a child's care plan

### ***4. Respond to identified gaps in provision and changing demand***

Based on feedback we have received, we will:

- pilot a targeted short breaks service specifically for children with Attention Deficit Hyperactivity Disorder (ADHD)
- establish a Personal Assistant finding support service
- expand the short breaks provision specifically for deaf children to include children who have multi-sensory impairments

### ***5. Respond to feedback from children, young people, families and other stakeholders***

Based on feedback we have received, we will:

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<sup>5</sup> 'Need' in this instance does not solely mean severity of disability, but would draw on wider vulnerabilities within the family

- continue to provide funding for Short Breaks Transport, at a reduced level, so that those families in financial hardship who would otherwise not be able to access short breaks can do so
- implement a service development plan for the Bristol Autism Project which will raise the profile of the service, expand access to children and young people with social, communication and interaction needs, and host specific introductory sessions for under-represented groups such as Somali families
- where demand outstrips the level of services our funding can provide, prioritise weekend and school holiday short breaks provision over evening provision

## 7 Purchasing plan

### 7.1 Investment

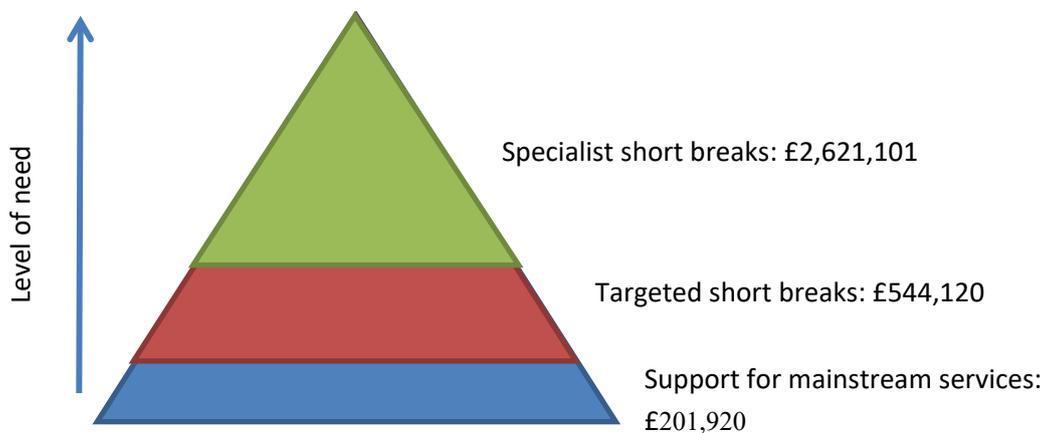
£555,000 per annum over a maximum of 5 years

### 7.2 In scope and out of scope

The full range of short breaks support available to disabled children is categorised as Mainstream, Targeted, and Specialist services. Mainstream services and Specialist Short Breaks are out of scope of this Commissioning Plan.

Specialist short breaks are accessed following a social worker assessment and referral. They include overnight residential short breaks in residential homes managed by Bristol City Council, overnight short breaks in the homes of specialist foster carers, and direct payments made to parent carers in order to allow them to arrange their own care and support.

The total short breaks budget in 2018-19 is £3,367,141. This is a pooled budget made up of contributions from Bristol City Council and NHS Bristol, North Somerset, and South Gloucestershire Clinical Commissioning Group. This budget is allocated as follows in 2018-19:



### 7.3 Procurement

Based on our strategic intentions in sections 6.4, we intend to ensure that the following services are in place to commence on the 1<sup>st</sup> April 2019:

		£ per annum	Procurement method
1	Out of school and holiday targeted Short Breaks	£275,000	Tender
2	Overnight residential holiday Short Breaks	£72,000	Tender
3	School holiday Short Breaks in Special Schools	£95,000	Tender
4	Transport for Short Breaks	£10,000*	Grant – directly awarded to Bristol Parent Carers
5	Bristol Autism Project	£68,000	Bristol City Council to continue to provide
6	ADHD pilot	£15,000*	Tender
7	Personal Assistant Support Service	£20,000	Explore options for brokerage

\*If additional funds become available and there is evidence of increasing/unmet need then we may increase the contract value by up to 50%.

#### 1) Out of school and holiday targeted Short Breaks, £275,000 per annum

These services are currently provided by a group of providers awarded through a competitive tender process with one provider acting as the lead contractor.

**How we will secure the service:** Open Procedure. We would welcome collaborative bids from providers proposing to work together to deliver this and to offer variety and choice to children and their families.

**Length of Contract:** 3 years, with an option to extend for 1 + 1 years

- User group: disabled children and young people aged 5-18 living in Bristol
- No assessment is required to access these services
- Key requirements: play, leisure and sports activities for a minimum of 350 individual disabled children and young people, to take place after-school, on weekends and during school holidays in a variety of indoor and outdoor venues across Bristol
- Specialist and personal care to be provided as and when required. Staff must have sufficient expertise and experience to work with disabled children with complex needs
- Specific requirements:
  - a befriending service to provide an on-going, supportive and fun one-to-one relationship that enables a child or young person to regularly access a range of activities and/or play
  - BME targeted service to provide a specific service for disabled children, young people and families from those ethnic groups who are over-represented among families with disabled children and/or face additional barriers accessing short breaks services as a result of language or cultural barriers
  - specific provision for children with autism

- specific provision for children and young people with hearing impairments and/or multi-sensory impairments
- specific sessions for the 13-18 year old age group to include activities aimed at improving skills and independence
- to work closely with the 'school holiday short breaks in Special Schools service' in order to allow assessment of young people and ensure that individual children are accessing the most appropriate service to meet their needs

## **2) Overnight residential holiday Short Breaks, £72,000 per annum**

The service is currently provided by one provider under one contract awarded through a competitive tender process.

**How we will secure the service:** Open Procedure.

**Length of Contract:** 3 years, with an option to extend for 1 + 1 years

- User group: disabled children and young people aged 5-18 living in Bristol
- Eligibility for the service will be determined by the provider in accordance with criteria agreed by commissioners
- Key requirements: Ofsted registered residential holidays during Easter and Summer holidays for a minimum of 50 children per year
- Holidays to be provided to children of a range of different ages and with different impairments, with age and impairment appropriate activities

## **3) School holiday Short Breaks in Special Schools, £95,000 per annum**

The service is currently provided by one provider under one contract through a direct award.

**How we will secure the service:** Open Procedure.

**Length of Contract:** 3 years, with an option to extend for 1 + 1 years

- User group: disabled children and young people aged 5-18 living in Bristol who either attend a special school or have a SEN statement or EHCP
- key requirements: Play, leisure and sports activities to take place during Easter and Summer school holidays for school-aged children with medium to complex needs, delivered from Bristol Special Schools: Briarwood School, Claremont School, Kingsweston School, and New Fosseway School and in the community
- to work closely with the 'Out of school and holiday targeted short breaks service' in order to allow assessment of young people and ensure that individual children are accessing the most appropriate service to meet their needs
- the special schools have confirmed that their preferred option is to continue to have school holiday play schemes provided within their schools by a commissioned provider.

#### **4) Transport for Short Breaks, £10,000 per annum**

This service is currently provided through a directly awarded grant.

**How we will secure the service:** directly awarded grant

**Length of grant:** 18 months

- User group: disabled children and young people aged 5-18 living in Bristol
- Eligibility for the service will be determined by the provider in accordance with criteria agreed by commissioner
- Key requirements: To support disabled children and their families, to access short breaks opportunities by facilitating transport to attend

#### **5) Bristol Autism Project, £68,000 per annum**

This service is currently provided by Bristol City Council and we propose that this arrangement continues.

- User group: disabled children and young people aged 5-18 living in Bristol who have autism spectrum disorders or social communication and interaction needs, and their families
- Family school holiday activities for children and young people with autistic spectrum conditions and social communication and interaction needs
- Service development plan to be implemented by April 2019 which addresses the following:
  - Establishing a database of current members with contact details, ensuring it is GDPR compliant
  - increasing outreach work in order to increase membership and raise BAP's profile
  - expanding membership to children and young people with social communication and interaction needs
  - a commitment to facilitate introductory sessions for any under-represented groups, for example the Somali community
  - regular consultation with parents as part of continual improvement of service
  - developing a knowledge management system to ensure the smooth-running and sustainability of the service

#### **6) ADHD pilot, £15,000 per annum**

This is a new service, there is no current provision.

**How we will secure the service:** Open Procedure.

**Length of Contract:** 1 year pilot, with an option to extend for 1 + 1 years

- User group: children and young people with complex ADHD aged 5-18 living in Bristol
- Eligibility for the service will be determined by the provider in accordance with criteria agreed by commissioner
- Key requirements: To provide a short break for children with complex ADHD and their families who's needs are a challenge to manage and are vulnerable to family breakdown

## 7) Personal Assistant finding service, £20,000 per annum

This is a new service, there is no current provision. As such, we will be developing the scope of this service and analysing the provider market in order to identify the most appropriate method of securing this support.

- User group: disabled children and young people aged 5-18 living in Bristol who's care plan has identified a need for a personal assistant
- All children and young people who fall in to this user group will be offered this service, but it is their choice whether they decide to use it or source their own personal assistant
- Key requirements:
  - To support disabled children and their families to source a suitable, trained personal assistant
  - To provide training, DBS checks, and supervision to personal assistants

## 8 Timetable

The following is an indicative timetable and is subject to change:

Activity	Date
Advertise tender	3 <sup>rd</sup> October 2018
Tender deadline	14 <sup>th</sup> November 2018
Award contracts	21 <sup>st</sup> December 2018
Implement contracts	January-March 2019
New services commence	April 1st 2019

## 9 The Transfer of Undertakings (Protection of Employment Regulations) – TUPE

Current and potential providers will need to be aware of the implications of the Transfer of Undertakings (Protection of Employment) Regulations 2006. As this Commissioning Plan outlines, the intention is to commission services that are largely similar to existing services, it therefore likely that TUPE will apply. Therefore, the Council will obtain basic TUPE information prior to the tender process to assist potential bidders in determining if this is applicable. If it does apply, sufficient time will be given to ensure a smooth transfer of staff through a 12 week implementation period.

Bidders must seek their own legal and employment advice on TUPE. It is the responsibility of bidders to satisfy themselves regarding TUPE.

## 10 Social Value

While these services provide intrinsic social value we expect the successful provider to be able to create added social value which could include but is not limited to:

- providing volunteering opportunities for young people both within the service and externally

- in addition to volunteering, supporting young people to access employment, education and training opportunities
- supporting young people to travel independently to their sessions, thereby creating social value for the young people as they develop their confidence on public transport and having a positive environmental impact as there will be fewer car and taxi journeys
- providing social value by giving children and young people with the opportunity to learn and talk about a range of issues such as disability and race equality, LGBTQ+ issues and issues affecting young people

## **11 Contract Management**

Ongoing contract management will be provided within existing resources by the Children's Commissioning Team, under the Principal Commissioning Manager.



## Targeted Short Breaks Consultation Report July 2018

### Introduction

This report summarises the recent targeted short breaks engagement and consultation held in two stages between 20 April 2018 and 18 July 2018.

This Consultation is concerned with:

- Targeted Short Breaks
- Options for a Personal Assistant sourcing support service
- Widening eligibility for short breaks to include children who have ADHD with complex needs
- Reducing the short breaks transport fund to be a hardship fund for those in greatest need

### Background

Short breaks are preventative, family support services that provide a disabled child or young person with a break. They can be at any time ranging from an hour to a day, evening, overnight weekend or holiday, depending on the needs of the family involved. The short break may take place in a community activity setting, a child/young person's home or other residential setting. It allows parents and carers to have a break from their caring responsibilities and gives children and young people the opportunity for a positive experience. Specialist (higher-level and residential services) are accessed following a social worker process referral, this currently includes direct payments. Targeted short breaks are open access and do not require a social worker assessment for families to access. This consultation paper is concerned with targeted Short Breaks.

Bristol City Council holds contracts until 31 March 2019 for a range of services including:

- Weekday evening and weekend daytime Short Breaks
- Overnight residential holidays
- School holiday Short Breaks in Special Schools
- Transport for Short Breaks
- Youth Service – Disabled Young people
- Short break activities for Deaf and hard of hearing children and young people and their families

Click here for Bristol's current [Short Breaks](#) Statement.

## Bristol's approach to consultation

### Terminology

**Engagement** is a more participatory approach to frame options and solutions; it includes approaches such as co-design. Duration varies and the resource should be proportionate. Engagement is an optional process which may be valuable in identifying how to deliver the agreed budget savings and/or to engender public understanding and acceptance of the proposals.

**Consultation** is a formal process to seek and take into consideration people's views on questions and defined options. Duration: Typically 12 weeks based on Bristol Compact (a formal agreement with VCS sector). The majority of the consultation questions were consulted on for six weeks in this tranche have been shortened to six week following agreement from our legal team.

Approval to consult on options was granted at Children's Management Team, Executive Director Meeting and Cabinet Member Briefing. In March and April 2018

### Alternative Formats / Accessibility

Paper copies of consultation materials and various other alternative formats could be made available on request.

### The Consultation

This total length of our engagement and consultation was of 12 weeks duration. However, this was broken down into two six-week periods consisting of six weeks of engagement and consultation on proposals to gather opinions and ideas, followed by six weeks of consultation on the proposals resulting from this engagement. This approach worked well as we were able to pause midway through the consultation to ensure that we were asking the right questions and to hone the second part of the consultation.

### Consultation Activity

The approach to our engagement and consultation was to engage as many people as possible online, as that is what people expect and it keeps costs down and increases response rate.

We also arranged to visit as many services as possible seeing children, young people parents and carers in groups or one-to-one, following the advice of our external providers to ensure that our engagement methods were as accessible to as many people as possible. We paid particular attention to engaging groups who find it harder to access services.

We had in the region of 80 respondents to our online surveys mainly completed by parents and carers (the exact number is hard to ascertain as respondents were able to skip questions).

Our survey monkey questionnaire for young people was completed by 25 young people.

Face-to-face consultation events included visiting our short breaks services to observe the sessions and listen to children and young people's ideas for services thus reaching in the region of 60 young people in addition to our survey.

We also held a variety of consultation events for parents and carers including:

- telephoning parents at home
- attending "at home" events with Bristol Parent Carers resulting in the coproduction of our options paper
- attending a number of coffee mornings and parent and carers' get-togethers

- visiting drop – in play sessions
- co-producing an engagement event with Autism Independence (a Somali community led organisation for families with children with autism) and engaging with upwards of 50 Somali parents
- reaching out to specific equalities groups to understand the issues affecting communities to find it hard to reach services
- running consultation workshops at Bristol Parent Carers participation event in June 2018

As a result of our consultation outreach we estimate to have had contact with at least 60 children and in the region of 200 adults who may otherwise have not been engaged with the consultation.

A full breakdown of our consultation activity is available at appendix 1

## Consultation findings

The below is a summary of the main overall themes of the consultation followed by summaries of the feedback relating to particular service areas. A full download of the online consultation is available on request.

### Thematic Findings

#### Information

One of the strongest themes from the consultation was a lack of information and awareness about targeted short breaks. Parents and carers whose children were not currently using targeted short breaks almost universally said they did not know what they were. This lack of knowledge cut across geographical areas and socio-economic groups. For example, a parent who describes themselves as knowledgeable and well connected to services for disabled children, whose child was in receipt of a direct payment and was involved in an inclusion campaign group was not aware of Bristol's targeted short breaks offer. We also found that professionals who are often the first port of call for parents in a crisis and for their ongoing support were unaware, or had incomplete knowledge of the targeted short breaks services commissioned by Bristol City Council.

Parents and carers told us they receive their information on services through a variety of means. Many parents did online searches to find out about activities for their children, however, the majority of parents that we spoke to found Findability difficult to navigate and that "you have to know what you are looking for" and specifically search for the exact thing you want, rather than being able to do a more general search and Findability provide you with options. Many parents and carers told us they would like to be able to go to one source for information and have everything in one place.

Many parents and carers we spoke to said that they would like to get information through their Special Educational Needs Coordinators (SENCOs) at schools, but they had not had information about short breaks from their schools.

Parents and carers who are not online said they would like information on flyers and on posters at their schools about activities that their disabled child can take part in.

All of the children and young people who contributed to the consultation were already using short breaks services and told us that they got their information online, from friends or through professionals they were working with.

## Geography

Another strong theme from the consultation was the feedback that services were not fairly distributed through the city. Transport is a big issue for a lot of families who struggle or find it impossible to use public transport.

## Consultation questions findings

### *Proposed changes to the way families access Targeted Short Break services*

In our early stages of engagement we had feedback from parents that while there are a wide variety of services on offer these are not always accessible to children with more complex support needs who may require more one-to-one support to access sessions. We consulted on a range of proposals to address these concerns. Each of these proposals is set out below with an analysis of the results.

For the proposal: We propose continuing to have open access to Targeted Short Breaks for children with a disability or social communication and interaction need, 54 out of 59 responses (91.5%) either agreed or strongly agreed.

We asked: Where there are more people requesting the service than we can provide for, we could decide who gets a place using waiting lists or we could prioritise places to people with the greatest needs (e.g. those whose families are at greatest risk of breakdown). We provided a range of proposed options:

- Option 1 - Waiting lists for all places Or
- Option 2 – Waiting lists for half the places and prioritising the other half to people with greatest need Or
- Option 3 - Prioritise all places to people with greatest need

***The table below shows the range of answers for this question, with Option 2 being the most preferred proposal.***

<b>Where there are more people requesting the service than we can provide for, we could decide who gets a place using waiting lists or we could prioritise places to people with the greatest needs (e.g. those whose families are at greatest risk of breakdown). Please say how much you agree with each option.</b>						
	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neither agree nor disagree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>Response Total</b>
Option 1 - Waiting lists for all places Or	11.11%	31.11%	31.11%	24.44%	2.22%	45
	5	14	14	11	1	
Option 2 – Waiting lists for half the places and prioritising the other half to people with greatest need Or	38.18%	36.36%	14.55%	10.91%	0.00%	55
	21	20	8	6	0	

Option 3 - Prioritise all places to people with greatest need	14.29%	26.19%	11.90%	35.71%	11.90%	42
	6	11	5	15	5	
					answered	61
					skipped	28

We also asked:

We want to know your views on four alternative proposals for how children with the most complex needs would be able to access short breaks.

**Options 1 to 3** are ways children with complex needs can access both open access targeted short breaks as well as social worker-approved specialist breaks.

**Option 4** proposes that if a child is receiving a Specialist Short Break service, they should no longer receive a Targeted Short Break service.

The table below shows the proposed options and the responses that we received.

Do you agree with the following proposals for improving access to the Targeted Short Breaks service?						
	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Response Total
Option 1 - Set staffing ratios to ensure a proportion of Targeted Short Break sessions are available for children with one-to-one support needs. This would result in fewer places for children with lower levels of need.	4.26%	34.04%	40.43%	14.89%	6.38%	47
	2	16	19	7	3	
Option 2 - Use BCC bridging workers to support Short Breaks services to provide more one-to-one support to enable more children with higher levels of need to access Targeted Short Breaks. (Bridging workers are staff who support children with disabilities to access mainstream Short Break provision). This could result in fewer places for children with lower levels of need.	11.11%	28.89%	35.56%	15.56%	8.89%	45
	5	13	16	7	4	

Option 3 - The disabled children's social work service directly purchase a number of Short Break places for children with a higher level of need (e.g. one to one) from the Targeted Short Breaks services which will be funded through a direct payment. This could result in fewer places for children with lower levels of need.	11.90%	23.81%	33.33%	23.81%	7.14%	42
	5	10	14	10	3	
Option 4 - If a child is receiving a Specialist Short Break service, they no longer receive a Targeted Short Break service. This would result in more places for children with lower levels of need.	17.39%	26.09%	21.74%	30.43%	4.35%	46
	8	12	10	14	2	

The spread of responses shows that this is a complex issue, with no one proposal being especially favoured. For all four options there are more “neither agree nor disagree and strongly disagree” responses than there are “strongly agree or agree”. However, we cannot conclude that none of the options are acceptable, only that people were expressing they had no preference in a particular given option.

***Whilst the on line consultation has given no clear overall preference, conversations with parents and professionals working in the field have given a steer that option two is the most workable option, and will have the best results for enabling children with more complex needs to access services.***

### ***Targeted Short Breaks - Weekday evening and weekend daytime sessions and youth service provision***

Currently Targeted Short Break weekday evening and weekend daytime sessions are available for children and young people up to and including the age of 18. There are also Targeted Short Break youth services for disabled young people aged 13-18 years.

We proposed that we create two separate children and youth services; one for children between the ages of 5-12 and another for children and young people aged 13-18 in order to tailor the type of services to the needs of those age groups. We asked if people agreed with the proposal.

***On the whole, parents and carers were in agreement that we should have some sessions that are for younger children, and separate sessions for young people. The table below shows the responses to this proposal showing that 40/53 respondents strongly agreed or agreed with the proposal.***

**Currently Targeted Short Break weekday evening and weekend daytime sessions are available for children and young people up to and including the age of 18. There are also Targeted Short Break youth services for disabled young people aged 13-18 years. We propose that we create two separate children and youth services, one for children between the ages of 5-12 and another for children and young people between 13-18 in order to tailor the type of services to the needs of those age groups. Do you agree with this proposal?**

	<b>Response Percent</b>	<b>Response Total</b>
Strongly agree	33.96%	18
Agree	41.51%	22
Neither agree nor disagree	11.32%	6
Disagree	13.21%	7
Strongly disagree	0.00%	0

However, as part of the young people’s engagement we asked whether the young people would like sessions that were just for older children, or whether they wanted younger children to be part of their sessions as well. The interviewer gave the clarification question that this would mean that everybody was “all together”. In response to this question most young people said they would like “everybody all together”. However, it is the children’s commissioning team opinion that with hindsight this question was phrased wrongly, and seemed to encourage young people to respond that they would like everybody “all together”. Part of the consultation was to go out and observe the sessions for young people and it is the view of the commissioning team that these sessions would not be appropriate for younger children, and that if younger children were there then this would limit the session for the older children. It is the commissioning team’s judgement based on our observation that we should continue to have sessions that are specifically for older children.

***Young people though that you should start attending the youth service at about the age of 12-13.***

In our engagement with parents and carers prior to our consultation feedback people told us that they prefer to have activities at the weekend and school holidays rather than in the evening. In the consultation we proposed to reduce the number of evening activities provided in order to increase activities at the weekends and in the school holidays and asked if people agreed.

***The table below shows responses in this area shows that most people agreed or strongly agreed with this proposal.***

**The feedback we have received from parents, carers and young people tells us that people prefer to have activities at the weekend and school holidays rather than in the evening. We propose to reduce the number of evening activities provided in order to increase activities at the weekends and in the school holidays. Do you agree?**

	<b>Response Percent</b>	<b>Response Total</b>
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Strongly agree	26.47%	9
Agree	47.06%	16
Neither agree nor disagree	14.71%	5
Disagree	5.88%	2
Strongly disagree	5.88%	2

**However, we asked a follow-up question as to which was more important increase: activities at weekends or activities in the school holidays and 71% of respondents said that both were equally important.**

### **Personal Assistant Support Service**

Parent Carers have strongly expressed that there is a need for more support with sourcing personal assistants (PAs). Parents have reported specific difficulties in recruiting PAs for young people with personal care or medical needs and have also reported they find it hard to find PAs who have specific skills such as manual handling or administering emergency medication. From gathering feedback from parents and professionals the reasons for a lack of PAs are:

- PA work can be insecure
- PAs find it difficult to secure enough hours to provide themselves a living
- Good PAs leave as they move onto more secured work
- PAs don't have the opportunity for job development/training

The consultation posed a number of proposals seeking to resolve this issue.

**The table below shows that most people were in favour of the council investing in additional support to help parents find a PA.**

<b>Do you agree that we should invest in additional support with sourcing personal assistants (PAs)?</b>		
	<b>Response Percent</b>	<b>Response Total</b>
Strongly agree	44.44%	24
Agree	35.19%	19
Neither agree nor disagree	14.81%	8
Disagree	0.00%	0
Strongly disagree	5.56%	3

**We then consulted on specific proposals for options for providing support to source a personal assistant. The table below shows the responses that we received and that option two received the most "strongly agree-agree" responses.**

**If you agree or strongly agree with the previous question, please say how much you support each of the following options for sourcing personal assistants. (We could adopt one or more of the options)**

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Response Total
Option 1 - BCC will provide a PA finders' fee when social workers complete their direct payment assessment so that parents and carers pay another organisation to source their PA.	4.44%	28.89%	37.78%	22.22%	6.67%	45
	2	13	17	10	3	
Option 2 - Establish an assured list of registered providers and agencies who can provide PAs for families to access and pay for via their Direct Payment and/or act as an employment agency managing all aspects of a family's personal budget.	27.08%	41.67%	20.83%	8.33%	2.08%	48
	13	20	10	4	1	
Option 3 - commission a two-year pilot service with an external provider to provide a PA finding/matching service.	15.91%	25.00%	38.64%	15.91%	4.55%	44
	7	11	17	7	2	

### Short Breaks Transport Service

In 2018-19 Bristol's budget for short breaks transport is a maximum of £25,200. In 2016-17 the transport service provided 14,064 miles of travel at £1.99 per mile. A comparison of short breaks statements from Manchester, Leeds, South Gloucestershire, Newcastle and Gateshead show that only Manchester provides any transport for short breaks and only then 'in exceptional circumstances when it is identified as an essential part of the support package and, usually, as part of a social work assessment.' i.e. as part of an Individual Budget assessed by a social worker.

As part of the consultation we proposed reducing the short breaks transport funding from £25,200 a year to a £2,000 travel hardship fund. This will enable us to redistribute funding to other Short Break services.

***At an engagement event and subsequent consultation with Parent Carers this was the area of discussion that had most difference of opinions; this difference of opinion is borne out by the responses that we have had on this proposal as shown in the table below.***

<b>We propose reducing short breaks transport funding from £25,200 a year to a £2,000 travel hardship fund. This will enable us to redistribute funding to other Short Break services. Do you agree with this proposal?</b>		
	<b>Response Percent</b>	<b>Response Total</b>

1	Strongly agree	16.33%	8
2	Agree	18.37%	9
3	Neither agree nor disagree	24.49%	12
4	Disagree	30.61%	15
5	Strongly disagree	10.20%	5
		answered	49

**Whilst the online survey generated a range of responses with a weighting towards disagreeing or strongly disagreeing, at a face-to-face participation event organised by Bristol Parent Carers in June 2018 reaction to the proposal was almost entirely negative.**

The proposal had strong feedback from parents who said that without the transport scheme they would not be able to cope. Parents said that using public transport was not an option as transport in the city is so limited and the needs of their children were so complex and provided such a challenge for services that public transport was not an option for them. Parents with multiple disabled children would be particularly affected by this change. Parents were angry at the concept that they were being asked to “pit one service against another” and said “it’s such a small amount of money in the grand scheme of things, why are you bothering to take this away?”

Other parents suggested asking for a small contribution to help fund the scheme.

We also asked parents and carers what they thought the eligibility should be for receiving funds from the travel hardship fund. Again, this generated a range of responses, reflecting the division of opinions on this topic.

<b>We propose that the travel hardship fund will be provided for people in financial hardship who are not in receipt of mobility DLA, and that the transport will be used to support an approved Short Break. Do you agree with these criteria for accessing the travel hardship fund?</b>			
		<b>Response Percent</b>	<b>Response Total</b>
1	Strongly agree	28.57%	14
2	Agree	4.08%	2
3	Neither agree nor disagree	18.37%	9
4	Disagree	20.41%	10
5	Strongly disagree	8.16%	4
			49

Some of the feedback from the survey is below:

“The short break transport scheme is a great service which allows families to have days out/holidays, without this scheme it could mean they won't go as it may be too stressful or not viable to use public

transport. Perhaps a donation or small charge should be proposed depending on how far they are travelling rather than taking away nearly all the budget which would then defeat the object of the scheme as families would then not go on a day trip or holiday and then being isolated.”

“Need a flexible amount because £2000 may not be enough. People should not be in receipt of higher level mobility DLA and I only agree with proposal 17 (regarding mobility DLA) provided the family has their own transport.”

“I think it should continue to be available for families who do not have access to a car or who are unable to drive. I don’t know what an approved short break is but I have used the short break transport to take my disabled children to Calvert trust. This is a journey we might not be able to manage by public transport due to my own disability needs. Myself and children on lower rate mobility but no way could we afford a taxi to Barnstable.”

“The travel hardship fund is too small - and won't cover many needs.

How are you going to measure financial hardship?

You can be in receipt of mobility DLA and still not have a vehicle.

Who decides what an “approved” short break is? If it's just Council provided activities - what if they don't suit my child?”

“Some people use the travel fund when they have transport of their own they could use.”

### **Widening eligibility for short breaks to include children with complex Attention Deficit Hyperactivity Disorder (ADHD) and Social, Emotional and Mental Health (SEMH) needs**

Our consultation proposed piloting a targeted befriending / one to one support service for children with complex ADHD. The service would support children and young people to build supportive and understanding relationships with a trusted adult and access a choice of activities that build confidence, self-esteem and resilience and encourage greater independence and self-management. We asked if people agreed with this proposal.

***60% of people agreed or strongly agreed with this proposal and we had a number of suggestions in addition to the proposal, including:***

- This would be good for other disabled children with communication difficulties who do not have ADHD, including children with social emotional or mental health problems.
- This would need to be a long term service as building confidence and resilience for children with ADHD cannot be achieved in a few weeks or months.
- This service would need to be available 24/7 as that when parents need them. A parent should be the first person to approach and given that training so that they can deal with and handle such circumstances.
- This would be too late for my child now that they are 14. He would have needed something like this when he was in primary schools but then I got turned down for services and was told ADHD was not on the register as a disability in Bristol. The older children are the harder it is for them to engage.
- A child with ASD might find it difficult interacting with a child with ADHD, and if the service is already stretched should you be considering widening eligibility?

## Special School Based Holidays Short Breaks

This service provides play, leisure and sports activities during the Easter and summer school holidays for school-aged children and young people who attend the following special schools:

- Briarwood School
- Claremont School
- Kingsweston School
- New Fosseway School

We propose to continue providing this service and asked parents how they would like to use their allocated days across the holidays.

- Option 1: Days in a single week (as we do now)
- Option 2: Days spread throughout the holidays.
- Option 3: A combination of options 1 and 2 (i.e. some days in a row and some in other weeks)

***The most preferred options were option 2 (47%) and option 3 (38%), with days spread throughout the holidays or a combination of having all the days in a single week or days spread throughout the holidays.***

We then asked a follow-up clarification question to parents who use the scheme:

Would you like to be able to book your child into short breaks days not just at your child's school but at other schools around the city and have more choice of dates over the summer holiday? This may result in staff from other schools who don't know your child so well, looking after them?

***This produced a range of responses from parents, saying they would absolutely not want their child to go to a different school staff who didn't know them, with others saying that yes, this would be suitable for their child providing the staff were appropriately trained.***

Parents have also told us that they would like more notice about the days that they are receiving from the service, and also that they would like the service to be available for the whole of the working day. Some parents can only use the short break when they themselves are on annual leave.

Feedback from the current provider made the suggestion "that if we want to offer more choice to parents we would integrate the special schools work with the wider community short breaks rather than being stand alone, this would then allow assessment of young people and those who can access something more independent to be offered this which then frees up capacity for those with higher support needs (potentially including those who don't attend a SEN school.)"

## Residential holiday service for disabled children and young people

The consultation proposed continuing to provide this service, with the added proposal that after every holiday there is a session where families can get together and share experiences and cement friendships for the future.

***All the consultation feedback on this service has been overwhelmingly positive. People have said that the referral pathway into the service works well: some places are allocated by a panel that looks at the needs of young people and other places are directly accessed by families.***

As part of the consultation the children’s commissioning team observed an afternoon/evening activity and the children were there on the whole were engaged and enjoying the session. Parents’ feedback on the holidays is that they are extremely positive for their children and young people and that some children have made friends for the first time. Parents report that their children’s confidence and self-esteem has grown as a result of the holiday, and that they only wish there could be more of them.

On the question as to whether there should be a session where families can get together and share experiences and cement friendships for the future, some respondents thought that this was a good idea, with one respondent saying: “great idea – building up your support for families is important and can build links between families to offer support and opportunities for young people to meet up outside of short breaks.” However, some people felt that it should be up to the families themselves to get together and “not prescribed by commissioners”, so it’s important to note that any get-together after a holiday should be entirely voluntary and families could attend if they wanted to.

The table below shows the range of responses for this question.

<b>We propose that after every holiday there is a session where families can get together and share experiences and cement friendships for the future. Do you agree?</b>			
		<b>Response Percent</b>	<b>Response Total</b>
1	Strongly agree	7.84%	4
2	Agree	37.25%	19
3	Neither agree nor disagree	49.02%	25
4	Disagree	5.88%	3
5	Strongly disagree	0.00%	0
			51

### **Short Break activities for Deaf and hard of hearing children and young people and their families**

At present we have no specific Short Break provision for children with a multi-sensory impairment (impairments with both sight and hearing) which has been identified as a gap in our services.

In the consultation we asked the question: We propose opening up the short breaks service for deaf and hard of hearing children to children with multi-sensory impairments. We explained that this could result in more children using the service, and some activities being oversubscribed. Do you agree with this proposal?

***The feedback from the survey and conversations with parents, carers and young people who use this service was overwhelmingly positive with almost 80% either agreeing or strongly agreeing.***

However, there was clear feedback from parents of deaf and hard of hearing children and young people that maintaining a deaf identity and having strong deaf role models for young people in the group was extremely important.

The table below shows the range of responses to this proposal.

<b>At present we have no specific Short Break provision for children with a multi-sensory impairment (impairments with both sight and hearing) which has been identified as a gap in our services. We propose opening up the short breaks service to children with multi-sensory impairments. This could result in more children using the service, and some activities being oversubscribed. Do you agree?</b>			
		Response Percent	Response Total
1	Strongly agree	10.53%	4
2	Agree	68.42%	26
3	Neither agree nor disagree	15.79%	6
4	Disagree	5.26%	2
5	Strongly disagree	0.00%	0
		Answered	38

### **Bristol Autism Project (BAP)**

The consultation proposed continuing to provide the Bristol Autism Project services and asked participants to provide comments on this proposal. This was with a view to providing continued service improvement for Bristol Autism Project and ensuring that it was continuing to meet the needs of children and families with autism and social, communication and interaction needs.

People told us that this was a very valued service and provided a lifeline for families, some of whom otherwise would be “stuck in the house all holidays”. Participants told us that their children valued the social interaction at the sessions and that as parents and carers meeting with other parents and sharing experiences was invaluable to them. Families welcomed the sole use of a variety of venues so that their children could fully express their personalities and behaviour without fear of judgement.

Having support staff at the sessions who understood the needs of their children was vital for families, especially if they had more than one disabled child.

Feedback was that whilst some families enjoyed all of the activities provided by BAP, many people said that the activities were becoming repetitive as they were the “same every year” and that families would welcome more choice. In particular they wanted more choice for their teenage children. The consultation generated a vast array of ideas for new activities which have been shared with the manager of the Bristol Autism Project.

Families also wanted to be able to attend events as a whole family. At the moment if events are strictly for under or over 11-year-olds and families had children falling into both age brackets they were excluded from the activities. Families also told us that they wanted to be able to use their Personal Assistants to enable their children who are under 11 years old to be able to attend the sessions.

Parents told us they wanted their children who did not have a diagnosis of autism who had a social communication and interaction need to use Bristol Autism Project. This has been immediately addressed for the 2018 summer BAP programme.

## Appendix - 1

### Timeline of fact finding, engagement and consultation activity

Date	Fact finding, engagement and consultation activity
16-Aug-17	Barnardo's special school session – visit to Briarwood School
23-Nov-17	Bristol Parent Carers at home event initial short breaks scoping
01-Dec-18	Bristol Parent Carers engagement survey
20-Dec-17	Visit to residential holiday for observation of the session and conversation with young people
17-Jan-17	Bristol Parent Carers at home event
01-Feb-18	Action for Children Residential Holiday - telephone interviews with parents
08-Mar-18	Claremont Special School Coffee Morning
08-Mar-18	Initial market engagement event with existing and potential providers
27-Mar-18	Barnardo's and Playbus session
01-Apr-18	Young People's engagement survey via out and about consortium
20-Apr-18	Engagement and consultation first stage on line survey - survey link sent to all networks as per our communications strategy and plan
23-May-18	Hareclive E-ACT Academy – coffee morning with parents in Hartcliffe
24-May-18	Coffee Morning with parents of children with Autism - Parenting Course
24-May-18	SENDaWelcome coffee morning with parents
30-May-18	Ilminster Avenue Children's Centre. Stay and Play session - visit to group to talk with parents
01-Jun-18	Young People Survey Monkey - delivered at a number of young people's sessions and on line
04-Jun-18	Councillor drop in briefing session
07-Jul-18	Councillor drop in briefing session
06-Jun-18	Consultation second stage on line survey opens - survey link sent to all networks as per our communications strategy and plan
12-Jun-18	WECIL Hillfields Youth Session - visit to listen to parents and young people
12-Jun-18	Bristol Autism Project, National Autistic Society meeting with parents over coffee.
15-Jun-18	Time2Share - visit to evening session to listen to parents and young people
16-Jun-18	Visit to deaf youth club to listen to Parents and Young People
18-Jun-18	Conversation with a Polish Parent
28-Jun-18	Gypsy, Roma, Traveller (GRT) Conversation with Service Co-ordinator
29-Jun-18	Rainbows pre-school stay and play for disabled children - visit to group to talk with parents
26-Jun-18	Bristol Parent Carers participation day - workshop
04-Jul-18	Autism Independence (Somali community group) co-produced workshop
05-Jul-18	Hartcliffe Pre-school Rainbows Group - Conversation with parent/carers
12-Jul-18	Coffee Morning with parents at Khaas Black Minority and Ethnic Short Breaks Provider

18-Jul-18	Consultation closed
19-Jul-18	Conversation with LGBT+ organisation leader from Off The Record
14-Sep-18	Follow-up market engagement event with existing and potential providers

## RISK LOG

PROJECT NAME:	Short Breaks Recommissioning	PROJECT ID	N/A
PROJECT MANAGER:	Becky Bliss/Rhiannon Griffiths	DATE LAST AMENDED	04/05/2018

Category - 'E/F' Economic/Financial; 'E' Environmental; 'L' Legal/Regulatory; 'O/M' Organisational/management; 'P' Political; 'S/C' Strategic/Commercial; 'T/O' Technical/Operational  
 KEY Likelihood - 6 = Almost certain, 5 = Likely, 4 = Probable, 3 = Possible, 2 = Unlikely, 1 = Almost impossible Impact: 4 = Catastrophic, 3 = Critical, 2 = Significant, 1 = Marginal  
 Priority Score - Purple (18-24: Catastrophic Risk); Red (10-16: Critical Risk); Amber (9-8: Significant Risk); Green (1-6: Marginal Risk)

ID	Type	Category	Description	Likelihood	Impact	Priority	Date identified	Countermeasure or response	Residual			Owner / Actioner	Notes	Date of last update	Status	Related RAID ID
									Likelihood	Impact	Priority					
R1	Risk	O/M	Timeline for delivery is very tight with little room for slippage. This means that if implementation of the new contracts is delayed they could be a gap in short breaks services.	3	3	9	16/12/17	Project governance to keep tight watch on project milestones. Apply for waiver to extend existing contracts if necessary.	2	3	6	Becky Bliss				
R2	Risk	P	There's the potential that we will be recommending changes to existing services. Whilst we are coproducing options with parent carer and Young People's groups it is within the nature of this work that any changes to services are likely to be challenged by user groups with petitions going to the Mayor. This is likely to cause delays in the project timeline and implementation (see above).	5	3	15	16/12/17	Project governance to Sign off project plan with a view to ensuring we are not being overly optimistic with timescales. Project governance to ensure we are adhering closely to the Cabinet sign off/decision-making pathways. Embed and evidence coproduction throughout the creation of options. Ensure full and evidenced consultation.	4	3	12	Becky Bliss				
R3	Risk	O/M	Savings targets are unknown for 2019 onwards, we do not know what the envelope will be for these projects so when developing options we don't realistically know what we will be able to afford.	4	4	16	16/12/17	Budget confirmed by 31.3.18	3	3	9	Rebecca Cross				
R4	Risk		Currently unable to talk to many parents who use WECIL consortium services. Unable to share contact details due to data protection. Parents mainly drop off at services and don't have time to stop. Risk that we are not hearing their opinions	4	3	12	18/06/18	Commissioning team making every effort through provider staff to contact parents. Efforts will continue, including trying to catch parents at drop off and pick up of various sessions throughout the week.	3	3	9	Becky Bliss & Rhiannon Griffiths				
R6	Risk		Service Improvement Exercise looking at Specialist Short Breaks is taking place at the same time as this Commissioning review of targeted services. Our message has been clear that we are not reviewing Specialist services but there is a risk these two processes may confuse the public.	3	4	12	18/06/18	Raised with Service Improvement manager, who has engaged with Bristol Parent Carers at an early stage to manage messages. Liaised with PR team and flagged as a risk. Raised with Rebecca Cross and Bridget Atkins	3	3	9	Becky Bliss & Rhiannon Griffiths				
R7	Risk		Equalities groups have been difficult to engage with as part of analyse phase. Very little uptake of specific equalities event.	4	3	12	18/06/18	Targeted conversations with groups and individuals from different equalities groups have been had. This has provided useful feedback but is not the widespread engagement we had hoped for.	3	3	9	Becky Bliss & Rhiannon Griffiths				
R8	Risk		Children at the higher end of need in the targeted band may be falling through gaps between targeted and specialist services e.g. those children who need 1:1 support, peg feeding, personal care etc	6	4	24	21/06/18	Consulting on options to address	2	4	8	Becky Bliss & Rhiannon Griffiths				
R9	Risk		Stakeholders and families may not understand that the providers could change as part of procurement process.	4	3	12	01/07/18	Comms messaging needs to be clear throughout the process	2	3	6	Becky Bliss & Rhiannon Griffiths				
r10	Risk		Schools may disengage from schools holiday activities, risking resources in kind	3	4	12	01/07/18	Agreement to be drawn up that schools are committed for the duration of the contract	1	4	4	Becky Bliss & Rhiannon Griffiths				
						0					0					

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**Bristol City Council Equality Impact Assessment Form**

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

Name of proposal	Targeted Short Breaks Commissioning Plan
Directorate and Service Area	Children’s Commissioning, Adults, Children and Education
Name of Lead Officer	Becky Bliss & Rhiannon Griffiths

**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.

<p><b>1.1 What is the proposal?</b></p> <p>The council is reviewing how it commissions targeted short breaks for disabled children aged 5-18 years. Short breaks are preventative, family support services that give a disabled child or young person a break from their parent/carer and vice versa. They are for disabled children who are not able to access suitable mainstream activities and breaks. Short breaks can be at any time ranging from an hour to a day, evening, overnight, weekend or holiday, depending on the needs of the family involved. The short break may take place in a community activity setting, a child/young person's home or other residential setting. It allows parents and carers to have a break from their caring responsibilities. The higher level and residential services are accessed following a social worker assessment and referral. Most of the lower level, leisure activities do not require such an assessment and are open to children, young people and services to self-refer.</p> <p>We propose to continue to commission a range of short break services including evening, weekend and school holiday daytime sessions and overnight residential holidays. From the information that we have from parents, carers, children and young people so far there are no major issues with our current services, on the whole they are providing the right kind of services that parents want. There has been some feedback from parents that targeted services are difficult to access if your child has more complex needs.</p> <p>The Commissioning plan does not include any significant changes to the current services, however it does include a reduction in the level of funding for Short Breaks transport and additional services to address identified gaps in provision. These include services for children with complex ADHD, and a service to support families to find personal assistants funded by direct payments. This will be an increase in current service provision and this proposal is in response to parents and partners identifying unmet need.</p> <p>The details of these changes are:</p> <p><b>Transport Fund:</b> reducing transport fund from £25,000 to £10,000 in order to fund short break services for children with complex ADHD. From the start of our engagement on this process this has been the area of discussion that has been the most contentious with parent carers. The reduction in funding is likely to have a significant impact on some parents.</p>
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**Bristol Autism Project:** no significant changes are proposed, however a service development plan will be put in place and implemented by April 2019. This plan will address the following:

- Establishing a database of current members with contact details, ensuring it is GDPR compliant
- increasing outreach work in order to increase membership and raise BAP's profile
- expanding membership to children and young people with social communication and interaction needs
- a commitment to facilitate introductory sessions for any under-represented groups, for example the Somali community
- regular consultation with parents as part of continual improvement of service
- developing a knowledge management system to ensure the smooth-running and sustainability of the service

**Personal Assistant (PA) finding service:** a new personal assistant finding service to enable families to spend their allocated personal budgets on a personal assistant. This is in response to parents telling us, and the evidence showing us that parents cannot find PAs to support their children.

**ADHD service:** a new pilot service to provide a short break for children with complex ADHD and their families who's needs are a challenge to manage and are vulnerable to family breakdown

## 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?

#### **National disability data**

Nationally, around 6% of children are disabled, in 2011-12 there were around 800,000 disabled children under the age of 16 in the UK.

#### **Bristol disability data**

Defining disability for the purposes of data collection and analysis is problematic, and there is no single source of data we can draw on. We have therefore relied on a range of data sources to estimate the population of children and young people with disabilities in Bristol.

In 2016, the total child population in Bristol (age 5-18) was 68,162. Of this population, there are 8409 children with SEND (Special Educational Needs and Disabilities). This represents 12.3% of the total Bristol child population.

A sub-set of the SEND population is those children with disabilities. For the purposes of this needs analysis we have derived this figure from the school census and have included those children with the following needs: autistic spectrum disorder, hearing impairment, moderate learning difficulty, multi-sensory impairment, physical disability, profound & multiple learning difficulty, severe learning difficulty, and visual impairment. Based on this definition, there were 3206 children with disabilities registered in Bristol schools in January 2018. This represents 4.7% of the total Bristol child population.

#### *Gender:*

The total Bristol child population is split roughly 50% male: 50% female. Amongst the disabled child population the percentage of boys is significantly higher. A higher prevalence of SEN and disability amongst boys than girls is reflective of national trends – in the UK in 2017 14.6% of boys were on SEN support compared to 8.1% of girls.

#### *Ethnicity:*

Most of the children and young people living in Bristol are from White British backgrounds. However, the demography is changing and the Black African group, the majority of whom are Somali, is the largest BME

group in the city, followed by Mixed White and Black Caribbean pupils. These trends are reflected in the disabled child population.

### Projected changes to need and demand

If recent trends continue, the total population of Bristol is projected to increase by 103,100 people over the 25 year period (2014-2039) to reach a total population of 545,600 by 2039. This is a projected increase of 23.3% which is higher than the projection for England of 16.5%.

The number of children (0-15 year olds) in Bristol is projected to continue to increase, with 20,400 more children living in Bristol in 2039 than in 2014 representing an increase of 25%. Children as a proportion of the total population is likely to remain the same at around 19% of all people living in Bristol, this is in spite of the increased number of children living in Bristol.

Schools are feeling particularly stretched by this increase and have experienced a particular growth in numbers of children with Social, Emotional and Mental Health needs; Autism Spectrum Disorders; Speech, Language and Communication needs (SLCN); complex needs and Multi-Sensory Impairment (MSI). As a result the current 'maintained' capacity is already full and by 2019 there is a projected shortfall of 128 specialist places (12%) across all need types and ages, and a predicted shortfall of 52 specialist places for children with ASD . This is being addressed by the Integrated Education and Capital Strategy

Due in large to medical advancements, the numbers of pupils with hearing and visual impairments has recently fallen. However, the number of external placements continues to rise and there is a strong stakeholder commitment to provide specialist hearing (HI) and visual impairment (VI) services .

### Targeted short Break Service usage

Between January and December 2017, 488 individual children accessed a targeted short break in Bristol (this figure does not include the youth service for disabled young people or activities for deaf and hard of hearing young people).

The table below shows the number of individual children and young people accessing each service. Some children may access more than one service:

Service	Number of individual children who accessed this service
Out of School and Holiday Short Breaks (Jan-Dec 2017)	326
Overnight Residential Holidays (Jan – Dec 2017)	47
School holiday Short Breaks in special schools (Jan-Dec 2017)	182
Bristol Autism Project (July 2016 – June 2017)	271
Transport for Short Breaks (June 2016 – June 2017)	111

**Table 1: number of children accessing a targeted short break**

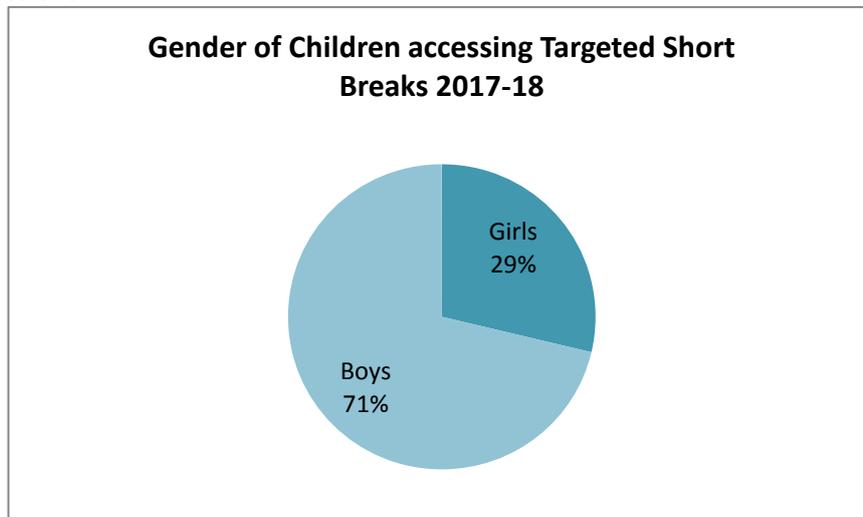
Figures for the youth service for disabled young people and activities for deaf and hard of hearing young people are not available as until 2018 they were provided as part of Bristol Youth Links, which did not collect information about which services were specifically accessed, and offered a service up to the age of 25.

### Demographic breakdown of service usage data:

The following figures are drawn from 15 months of data, from January 2017 to March 2018, from Out of School and Holiday Activities, Residential Holidays, and Special School Holiday short breaks.

#### Gender:

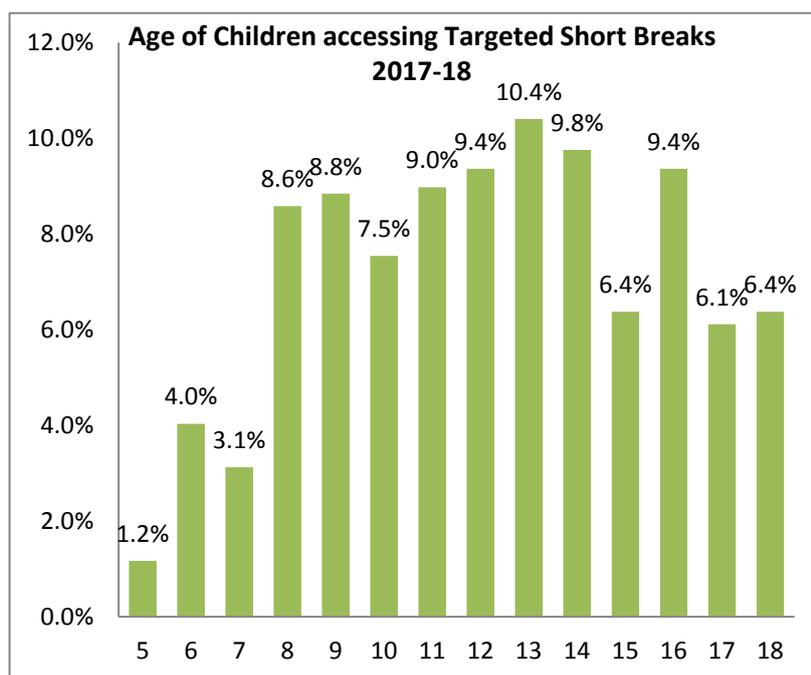
Data from 2017-18 shows us there are more than double the amount of boys as girls accessing targeted short breaks. This data relates to Out of School and Holiday Activities, Residential Holidays, and Special School Holiday sessions.



**Figure 1: Gender of Children accessing Targeted Short Breaks 2017-18**

While there are more disabled boys than girls in Bristol, as demonstrated by Figure 3, boys remain over-represented in Targeted Short Breaks attendance.

**Age:**

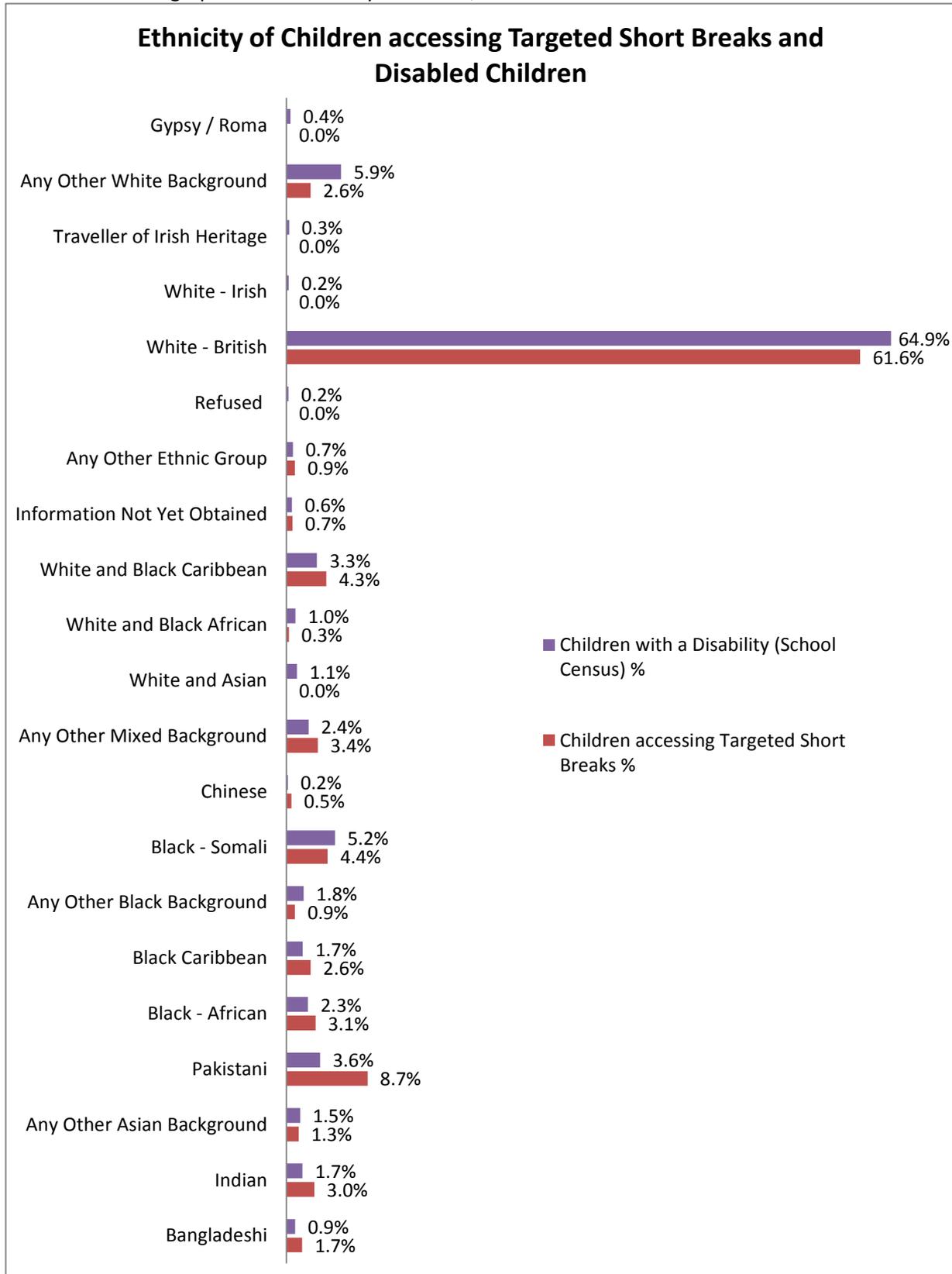


**Figure 2: Age of Children accessing Targeted Short Breaks 2017-18**

The highest proportion of children accessing Out of School and Holiday Activities, Residential Holidays, and Special School Holiday sessions were aged 11-14, although usage is fairly even across all ages above 8. This does not reflect the age profile of Bristol as a whole which has a higher proportion of 5-8 year olds. This may be because younger children may not yet have been diagnosed with a disability, may not yet have high enough needs to require a short break, or it may reflect that our targeted short breaks offer does not adequately meet the needs of this age group.

**Ethnicity:**

The percentage of children from different ethnic groups accessing targeted short-break services broadly reflects the demographic within the city. However, there are some areas to note:



**Figure 3: Ethnicity of Children accessing Targeted Short Breaks and Disabled Children**

2017-18 service usage data shows that a higher than representative proportion of the children accessing Targeted Short Breaks identify as Black or Asian with a slightly under-representative proportion identifying as White and Somali in particular. This suggests that the BME specific service commissioned in 2014 has successfully increased the proportion of BME children and young people accessing services. Consultation as part of this process has included a significant amount of engagement with Somali families, the learning and activities from which has been summarised in the Commissioning Plan.

**Short Breaks Transport Scheme:**

The breaks taken by Black & Minority Ethnic groups stood at 50% of the total in 2016-17 and 66% in the 2017-18. The Short Breaks Transport Scheme consistently manages to reach and help a high percentage of a wide range of BME communities, including refugees. These communities are often more likely to be unable to drive in the UK, not own a car, have large families to transport, and face poverty.

Over the whole life of the Scheme, 12 adults (parents, relatives or friends) from 10 families (8 BME, 2 white) have received MIDAS training so they can drive an adapted minibus themselves, and can book their own transport.

**Needs of children and young people:**

The table below outlines the specific needs of the children and young people accessing short breaks. This data does not include information from the following services: Bristol Autism Project, Transport for Short Breaks, Youth service for disabled young people, Activities for deaf and hard of hearing young people.

(A) Moderate to severe learning disability	(B) Challenging behaviour	(C) Complex health needs	(D) Sensory & physical disability	(E) Autistic Spectrum Disorder / Asperger Syndrome
41%	35%	17%	34%	52%

**Table 2: Needs of children accessing Targeted Short Breaks 2017-18**

Many children will have multiple needs, which is why the percentages total more than 100%. This is demonstrated by table 3. The highest area of need is Autism Spectrum Disorders, followed by moderate to severe learning disabilities. This reflects national trends – the national School Census 2017 found that Autism Spectrum Disorders remains the most prevalent primary need type amongst those children and young people with an Education, Health and Care Plan.

1 Category	2 Categories	3 Categories	4 Categories	5 Categories
32%	36%	20%	9%	2%

**Table 3: Children with multiple categories of need**

**Geography:**

Figure 8 below shows the home ward of children accessing targeted short breaks, compared to those children recorded as having Special Educational Needs and Disabilities. There is a fairly even geographical spread across the city, although this data suggests that there is some under-representation in children from Filwood, Lawrence Hill and Southmead. As some of the most deprived wards in the city, this is an area that should be addressed.

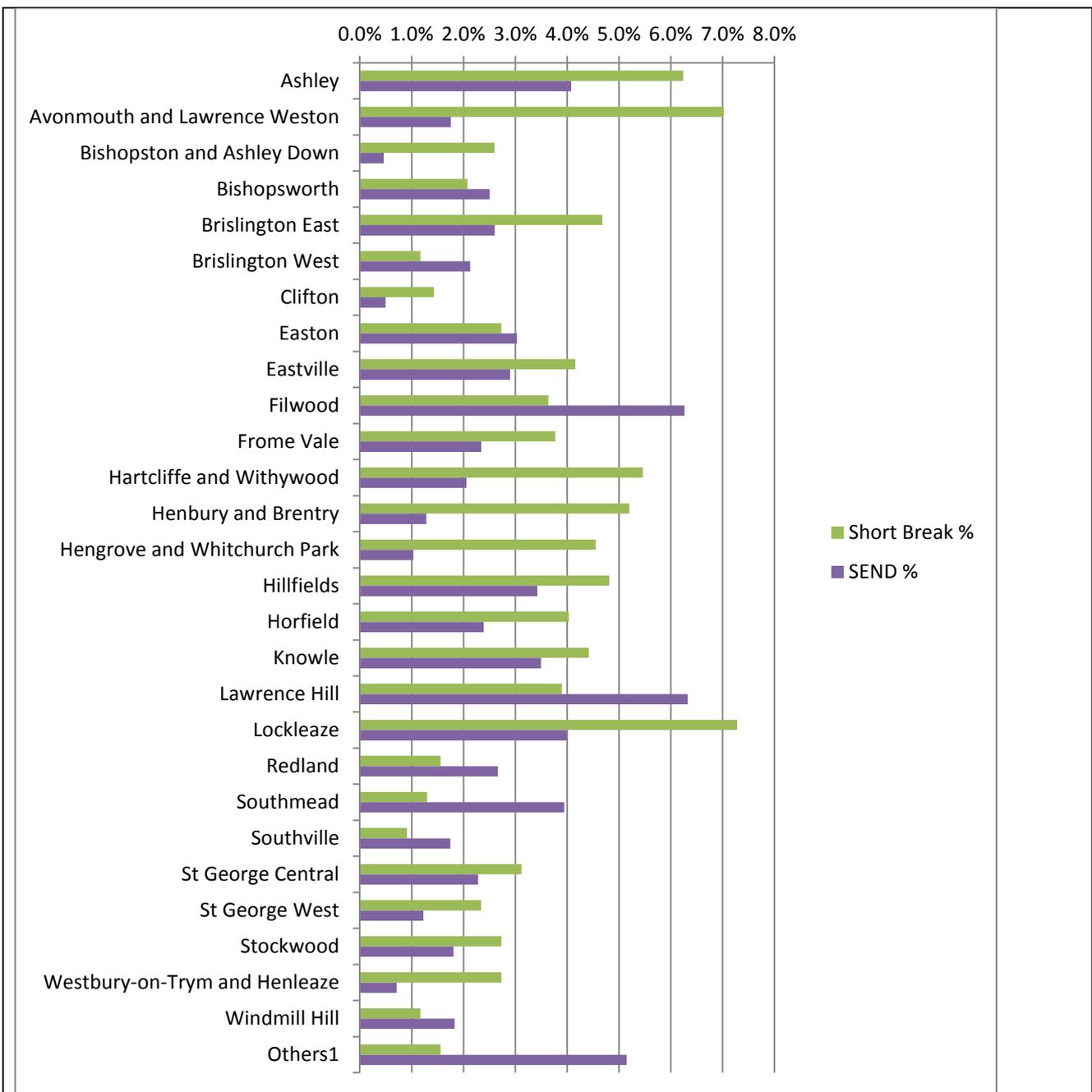


Figure 4: home ward of children accessing Targeted Short Breaks<sup>1</sup>

**Short Breaks Transport Scheme:**

Many families using the Short Breaks Transport Scheme come from areas of poverty in Bristol with large ethnic communities or large housing estates. The most common postcodes are around Easton, St.Pauls, Hartcliffe, Knowle, Stockwood, Fishponds, Brislington, Lockleaze, Henbury, Brentry, and Shirehampton.

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

We do not have LGBTQ+ data from any data source – school census, or from services.

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

<sup>1</sup> 'Others' includes Bedminster, Clifton Down, Cotham, Hotwells and Harbourside, St George Troopers Hill and Stoke Bishop

We have undertaken a 12 week public engagement and consultation exercise to develop and consult on our proposals, this has included specific consultation with:

- linking with Wellspring to engage Polish, Somali Gypsy, Romani and Traveller communities,
- organising equalities consultation session and following up with individual equalities groups
- holding a specific Somali families session co-produced with Autism Independence
- Linking with Off the Record LGBTQ+ worker

Please see consultation and communications strategy and plan for full details.

### 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?

Any change, however small could have a significant effect on some people. For example if a service is changed from being on a Monday night to a Tuesday night this could have a significant impact on a family if they are unable to make a Tuesday instead.

Transport hardship fund: whilst there is a proposal to continue to fund transport for short breaks this is at a reduced rate in order to release funding to enable children with complex ADHD to access short breaks. This is the proposal that will have the greatest impact on families who currently use the short breaks travel fund service.

Age	Younger children are under-represented as users of current services (see Section 2.1 above). Although there are other reasons for this it may be that our targeted short breaks offer does not adequately meet the needs of this age group.
Disability	As these are services for disabled children and their families any change would by definition have an impact on these groups the most.
Sex	None identified
Sexual Orientation	Consultation with LGBTQ+ groups has suggested that children and young people from this this equality group often face barriers to accessing services
Pregnancy/Maternity	None Identified
Gender reassignment	Consultation with LGBTQ+ groups has suggested that children and young people from this this equality group often face barriers to accessing services
Race	As the majority of users of the Transport Hardship Fund scheme are BME, this reduction in funding will affect these groups the most.
Religion or Belief	No impacts identified
Marriage and Civil Partnership	No impacts identified

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

The proposal we consulted on was to reduce the funding for short breaks transport from £25,000 per annum to £2,000 per annum. Following feedback through the consultation activities, and the findings of this

assessment, we have reduced this reduction and will be trialling funding of £10,000 per annum, with the possibility of increasing this funding level if demand outstrips the level of services this funding can provide. We will specify within the tender documentation that activities are suitable for all age ranges, paying particular attention to younger children who are not currently accessing services to the same extent as other age ranges.
<b>3.3 Does the proposal create any benefits for people with protected characteristics?</b>
By creating additional support specifically for children and young people with ADHD, we are addressing a gap in provision for children with a specific health need and their families who often cannot access support as ADHD is not recognised as a disability. In addition, the new PA finding service will create benefits for families of children with disabilities by supporting them to source personal assistants, a task which is often difficult and stressful and leaves families without the support they need. The aim of this service is to alleviate the burden on families by supporting them to find personal assistants who are fully trained and supervised.
<b>3.4 Can they be maximised? If so, how?</b>
As new service areas, we will monitor the effectiveness of these interventions and if they provide the positive impact we are hoping for, we will review how they can be maximised.

#### **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.

<b>4.1 How has the equality impact assessment informed or changed the proposal?</b>
The proposal we consulted on was to reduce the funding for short breaks transport from £25,000 per annum to £2,000 per annum. Following feedback through the consultation activities, and the findings of this assessment, we have reduced this reduction and will be trialling funding of £10,000 per annum, with the possibility of increasing this funding level if demand outstrips the level of services this funding can provide.
<b>4.2 What actions have been identified going forward?</b>
Additional actions which we have identified as part of this process will be built into the service specification when we put services out to tender. We will also be implementing the Bristol Autism service development plan in order to make improvements to the way that service works. This includes specific actions around ensuring that specific groups who have told us that they find it hard to access services, such as Somali families, are catered for and that services are designed to meet their needs.
<b>4.3 How will the impact of your proposal and actions be measured moving forward?</b>
As commissioned services, the proposals outlined in this document will be subject to contract and performance managements which will measure how effectively they are meeting the desired outcomes. This will be reviewed on a regular basis, and in depth as the contract comes to an end and we begin the analyse phase of the commissioning cycle once again.

Service Director Sign-Off: Ann James at CMT	Equalities Officer Sign Off:  Duncan Fleming
Date: 26/7/2018	Date: 23/7/2018

## Eco Impact Checklist

<b>Title of report:</b> Targeted Short Breaks				
<b>Report author:</b> Rhiannon Griffiths				
<b>Anticipated date of key decision</b> 2 <sup>nd</sup> October 2018				
<b>Summary of proposals:</b> Bristol's Short Breaks are designed to support parents and carers of children and young people with disabilities, additional needs, life-threatening and life-limiting conditions. Children's Strategic Commissioning are reviewing our short breaks options to ensure the best fit for the needs of the city, best practice and best value.				
Will the proposal impact on...	Yes/ No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	No			
Bristol's resilience to the effects of climate change?	No			
Consumption of non-renewable resources?	No			
Production, recycling or disposal of waste	No			
The appearance of the city?	No			
Pollution to land, water, or air?	Yes	-	The commissioning plan includes a small amount of funding to provide transport for families to access short breaks, this is generally taxis or minibuses.	This commissioning plan includes a reduced amount of funding for transport to the current funding levels, this will reduce the number of miles driven for this purpose over the next 3-5 years. There is an opportunity to look at efficient vehicles when awarding the contract (ie steer away from diesel for air quality reasons or look for more modern vehicles to be used.)
Wildlife and habitats?	No			
<b>Consulted with:</b> Steve Ransom				
<b>Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u></b>				
There are no significant environmental impacts arising from this proposal, due to this a				

full Eco IA is not required. There is opportunity to look efficient vehicles when awarding the transport contract (eg to steer away from diesel etc).

**Checklist completed by:**

Name:	Rhiannon Griffiths
Dept.:	Children's Strategic Commissioning
Extension:	x 26595
Date:	19.7.2019
Verified by Environmental Performance Team	Nicola Hares

# Decision Pathway – Report

**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 02 October 2018

<b>TITLE</b>	<b>Bristol Bus Shelter Advertising Concession</b>		
<b>Ward(s)</b>	Citywide		
<b>Author:</b> Stephen Pick	<b>Job title:</b> Team Leader, Sustainable Transport Projects and Infrastructure		
<b>Cabinet lead:</b> Cllr Mhairi Threlfall	<b>Executive Director lead:</b> Colin Molton		
<b>Proposal origin:</b> <i>BCC Staff</i>			
<b>Decision maker:</b> Cabinet Member <b>Decision forum:</b> <i>Cabinet</i>			
<b>Purpose of Report:</b>			
<p>There is a requirement for a 12-month extension to the Bus Shelter Advertising Concession Agreement with Clear Channel UK, on the same terms as the current contract. Alongside this, there is the need to commence a procurement process, and subsequently award a new Advertising Concession, to ensure continuity of income for the Council once the 12-month extension comes to an end.</p>			
<b>Evidence Base:</b>			
<b>Context</b>			
<p>Clear Channel UK (CCUK) has a 15-year contract with BCC to install and maintain bus shelters within Bristol. This contract includes a Shelter Replacement Project (SRP) to replace around 300 life-expired shelters. All of the circa 300 shelters were originally owned by CCUK, but are being transferred to BCC’s ownership as they are replaced.</p> <p>The SRP commenced in April 2015 and was planned to run for 5 years until Spring 2020. However, due to resources being diverted to other major projects such as MetroBus, it will not be possible to complete the SRP by March 2020 as intended.</p> <p>Alongside this, BCC’s current income-generating 5-year Advertising Concession Agreement (ACA) with CCUK is due to end in March 2020. The SRP was originally aligned with the ACA so that when it expired BCC could re-tender and include the extra circa 300 bus shelters in an improved city-wide offer, thus maximising BCC income from bus shelter advertising.</p> <p>Therefore, in order to realign the projects, recommendation 1 is seeking to grant a 12-month extension of the ACA to ensure the SRP has finished. This will mean all shelters are in BCC ownership ready for the start of a new ACA in April 2021. CCUK are agreeable to the SRP being extended until March 2021, subject to a 12-month extension to the ACA.</p> <p>An added benefit of extending SRP by 12 months is that it will allow officers to make greater use of other sources of funding, such as S106, and reduce reliance on Prudential Borrowing.</p> <p>Recommendation 2 requests permission to undertake the tender process and then award a contract, so that the new ACA commences in April 2021, thereby ensuring continuity of income for the Council.</p>			

**Recommendations:**

- 1) To award a 12 month Bus Shelter Advertising Concession Agreement to Clear Channel UK, from 1 April 2020 to 31 March 2021, on the same terms as the current contract;
- 2) To authorise the Executive Director for Growth & Regeneration to invite tenders, and to subsequently award a new Advertising Concession starting from 1<sup>st</sup> April 2021. The decision on the duration and scope of the new Advertising Concession to be delegated to the Executive Director in consultation with the Cabinet Member for Transport & Connectivity, and in light of a Corporate Citywide Advertising Strategy or other agreed Corporate approaches.

**Corporate Strategy alignment:** A Bristol Bus Shelter Advertising Concession is aligned with Theme 3 Well Connected & Theme 4 Wellbeing set out in the Corporate Strategy, as well as the Principle of using our assets wisely to generate a social and/or financial return. An integrated, accessible and sustainable public transport system is essential to the city's future and bus shelters are a key part of making an attractive end-to end journey.

**City Benefits:** Income derived from an Advertising Concession is used to pay for the supply, installation and maintenance of bus shelters across the City. This ensures that the shelters do not fall into a state of disrepair and that the Council can continue providing high quality, accessible public transport facilities. Our assessment shows bus shelters and associated raised kerbs are beneficial to equalities groups. The ongoing growth in bus patronage helps the city mitigate the impacts of congestion and air poor quality.

**Consultation Details:****External**

Clear Channel UK Ltd: consultation has been carried out with the incumbent Advertising Concessionaire and this has resulted in agreement in principle to a 12 month extension;

**Internal**

Legal Services: there has been regular consultation with Legal Services since November 2017.

Procurement: consultation was carried out in seeking Commissioning & Procurement Group (CPG) approval for a Waiver.

Finance: discussions have taken place with Finance during the preparation of this report.

Cabinet Member for Transport & Connectivity: A briefing took place on the 13<sup>th</sup> November '17 and 4<sup>th</sup> June '18.

<b>Revenue Cost</b>	<b>No additional</b>	<b>Source of Revenue Funding</b>	N/A
<b>Capital Cost</b>	<b>No additional</b>	<b>Source of Capital Funding</b>	Prudential borrowing
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input checked="" type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input checked="" type="checkbox"/>

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

**1. Finance Advice:** This proposal seeks approval to extend the current Bus Shelter Advertising Concession (expires in March 2020) by 12 months and to delegate the authority to retender and award new contract starting from April 2021. The current concession with Clear Channel UK Ltd generates c£628k revenue +CIP uplift p.a. and the income is used to fund the bus shelter replacement programme approved by cabinet in 2014, based on prudential borrowing of £7.5m over 30 years and fully funded by the advertising income.

Based on the current level of advertising income assumptions the bus shelter services is now forecasting an annual budgetary shortfall (overspend) c£300kp.a.(peak in year 2021). This is due to the fact the income received are not sufficient to cover the borrowing costs, ongoing running/maintenances costs and to achieve the £212 surplus income target. The service has already explored mitigations that would reduce the capital borrowing requirement by either reduced the scope of the replacement or utilising other funding sources other than borrowing.

Given the opportunity to retender the concession in 2021, and more shelters with digital advertising capacity will be created which generates higher level of income, it is imperative that the new contract should drive best value for money, and in turn to address the forecast budgetary shortfall and to deliver a balance budget going forward. Meanwhile Transport directorate should also explore other mitigations for the shortfall within the delegated

directorate budget envelope.

**Finance Business Partner: Tian Ze Hao**

**Date: 05/07/2018**

**2. Legal Advice:** The Concession Contracts Regulations 2016 (CCR) require that an open and transparent procurement (including the publishing of an OJEU notice) be run in the event that the contract value exceeds the threshold of £4.55m. The contract value is the total turnover generated by the concessionaire over the duration of the agreement. Based on communication with the incumbent, it is believed that annual turnover is below the threshold and that it is therefore not necessary to advertise the one year direct award/extension to the existing arrangement.

Regarding the second recommendation, a duration of 5 years should only be exceeded in a concession contract should a longer period be necessary in order to allow the concessionaire to recoup its investment, together with a return on investment capital (reg.18(3) CCR). Legal advice should be sought in this regard should any longer contract duration be considered.

**Legal Team Leader:** *Eric Andrews*

**Date :** 21/06/2018

**3. Implications on ICT:** *There are no identifiable IT implications in this initiative*

**ICT Team Leader:** *Ian Gale*

**4. HR Advice:** *Not applicable*

**HR Partner:** *Not applicable*

<b>EDM Sign-off</b>	Colin Molton	11 – 07 - 18
<b>Cabinet Member sign-off</b>	Councillor Mhairi Threlfall	16 – 07 - 18
<b>CLB Sign-off</b>	Mike Jackson	24 – 07 - 18
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	03 – 09 - 18

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

## 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	<b>Bristol Bus Shelter Advertising Concession</b>
Please outline the proposal.	<ol style="list-style-type: none"> <li>1. Extend the current Bristol Bus Shelter Advertising Concession by 12 months, so that it expires 31/03/21. (Cabinet approval to be sought.)</li> <li>2. The Executive Director to invite tenders for, and to subsequently award, a new Advertising Concession starting from 01/04/21. The decision on the duration of the new Advertising Concession to be delegated to the Executive Director, in consultation with the Cabinet Member for Transport &amp; Connectivity, and in light of Corporate Citywide Advertising Strategy which will define duration and scope of any future Advertising Concession. The duration is currently proposed to be 5 years. (Cabinet approval to be sought.)</li> </ol>
What savings will this proposal achieve?	<p>The current advertising concession is aligned with the Bristol Bus Shelter Replacement Project (BBSRP) - a 5-year project to replace c300 life-expired bus shelters. The durations of the Advertising Concession and Shelter Replacement Project are aligned, to ensure that all shelters are within the Council's ownership prior to the commencement of a new advertising concession.</p> <p>Completion date for BBSRP is currently 31/03/20, but the project is behind schedule because of internal and external resources being diverted to other capital projects. It is not possible to complete the BBSRP by March 2020 on current levels of resources.</p> <p>The BBSRP is funded from Prudential Borrowing. Extending the advertising concession agreement by <b>Page 198</b> will enable the BBSRP to be</p>

	extended by the same length of time, thereby enabling the Council to use other sources of capital funding, such as S106 contributions. This will reduce the reliance on Prudential Borrowing, and, therefore, reduce costs.
Name of Lead Officer	Stephen Pick, Team Leader, Infrastructure & Major Projects, Local & Sustainable Transport

<b>Could your proposal impact citizens with protected characteristics?</b> (This includes service users and the wider community)	
<b>Please outline where there may be significant opportunities or positive impacts, and for whom.</b>	
It is not envisaged that the proposal will have any impact on citizens with protected characteristics.	
<b>Please outline where there may be significant negative impacts, and for whom.</b>	
Implementation of some accessible public transport facilities may be delayed by 12 months. This can be mitigated by prioritising bus shelters that do not currently have a raised kerb.	

<b>Could your proposal impact staff with protected characteristics?</b> (i.e. reduction in posts, changes to working hours or locations, changes in pay)	
<b>Please outline where there may be significant opportunities or positive impacts, and for whom.</b>	
It is not envisaged that the proposal will have any impact on staff with protected characteristics.	
<b>Please outline where there may be negative impacts, and for whom.</b>	
It is not envisaged that the proposal will have any impact on staff with protected characteristics.	

<b>Is a full Equality Impact Assessment required?</b>	
Does the proposal have the potential to impact on people with protected characteristics in the following ways: <ul style="list-style-type: none"> <li>• access to or participation in a service,</li> <li>• levels of representation in our workforce, or</li> <li>• reducing quality of life (i.e. health, education, standard of living) ?</li> </ul>	
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.	No. This proposal relates to the extension of an existing project, for which an EQIA was signed-off on 04/02/16.  Please refer to Appendix I of the Cabinet report.

Service Director sign-off and date:	Equalities Officer sign-off and date: Cherene Whitfield 26 July 2018
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## Bristol City Council Equality Impact Assessment Form

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

Name of proposal	Bus Shelter Replacement Project (installation stage)
Directorate and Service Area	Place, Sustainable Transport Service
Name of Lead Officer	Stephen Pick

### 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?

Please also see the approved EQIA forms for the Greater Bristol Bus Network Project and Bus Shelter Replacement Project (procurement stage)

Bus Shelter Replacement Project (Installation stage)

The **Shelter Replacement Project (SRP)** is a 5 year project to replace around 300 "life expired" bus shelters in Bristol with shelters of a standard comparable with those installed over the past six years through the Greater Bristol Bus Network (GBBN) Project.

The overall objective is to provide an enhanced and accessible waiting environment for bus passengers using the elements listed below:

The improvements include:

- New, larger higher specification shelters with improved seating, lighting and travel information
- Installation of a raised kerb for easier access (with safe haven paving) for level boarding and alighting - this is a requirement of the Equality Act 2010.
- New longer bus stop cage and Clearways to enable buses to align parallel with the new raised kerb
- New Real Time Information displays to enable bus passengers to see when their next bus is due to arrive.

In general terms the SRP project helps to promote equality through improvements to **physical access, information, highway safety, personal safety** and promotion of sustainable and healthier modes of transport.

The project is in its early stages, however once at full capacity bus shelters will be installed at a rate of around two per week over the 5 year period.

To manage the Shelter Replacement Project we have divided the city into three areas in-line with the current structure of the Neighbourhood Management Service (South, North, Central & East). In terms of prioritising the sites the city has been divided up into 14 Neighbourhood Partnership Areas (NPA) and we have identified the following NPA's for the first phase.

- Avonmouth & Kingsweston
- Stockwood, Hengrove and Whitchurch
- Greater Fishponds
- Cabot (City Centre), Clifton and Clifton East

A consultation meeting was held with the NPA group explaining the SRP proposals on 11<sup>th</sup> February 2015.

Each batch of replacement shelters (approx. 5-10 stops) are subject to approximately 6 weeks consultation covering the following groups:

- Internal Quality Assurance - BCC officers from various departments including road safety
- Councillors (including NPA officers and bus operators for information)
- Public consultation with local residents and businesses

## 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?

The new bus shelters will be used by everyone who uses buses in Bristol. Therefore customers would reflect the general population of Bristol as well as visitors and commuters.

	Demographics in Bristol are %
Aged 15 and under	18.40%
16-24	15.60%
65 - 74	6.50%
75 and over	6.60%
Men	49.80%
Women	50.20%
People with a disability or long term limiting illness total	16.70%
White British	77.90%
White – non-British	6.10%
Black and minority ethnic	16%
Civil partnership	0.30%
People whose main language is not English	8.50%
Lone Parent Household	12%

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

There are no comprehensive statistics on bus usage by equalities communities.

National research identifies that women use buses more than men. A significant proportion of **older** and **disabled people** have bus passes for free travel and therefore it is likely that a significant proportion of these groups use buses.

#### Department of Transport Passenger survey 2010

Women are more likely to use local buses than men. Women make on average 83 local bus trips per year compared with 63 among men in 2008. In terms of age, women aged in the 17-20 year group make the most trips, with those

aged over 60 also making around 100 trips per person per year in 2008. This pattern reflects patterns in driving licence holding and, for the older age group, the availability of concessionary bus fares.

#### **Bus Statistics 2014 – gov.uk**

In the year ending March 2014:

- there were an estimated 5.2 billion bus passenger journeys in Great Britain – around two-thirds of all public transport journeys, of these, 4.7 billion journeys were in England, of which half were in London
- bus passenger journeys in England increased by 2.2% compared to the previous financial year
- there were around 9.7 million older and disabled concessionary bus passes in England, with an average of 104 bus journeys per pass per year

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

All identified equality groups were consulted on the **GBBN bus shelters standards** EqIA screening report and a workshop held on 10<sup>th</sup> November 2010 attended by representatives from the following groups:

- Bristol Physical Access Chain
- Older People's Forum
- Disability Equality Forum
- Bristol Multi-Faith Forum
- Royal National Institute for the Blind

Comments were received from all of the above groups and responses were also received from the following groups that did not attend:

- Guide Dogs for the Blind
- Bristol Lesbian, Gay and Bisexual Forum
- Bristol CC Deaf Equality Officer

Also general consultation meetings were undertaken for each GBBN corridor.

The outcome of this large-scale consultation and BCC guidance documents such as the 'Environmental Access Standard' were used to influence the GBBN shelter design and standards, including studying the 'holistic' travelling environment. Looking at the passenger experience from planning their initial

journey through to arriving at their destination.

Consultation is now taking place under the **Shelter Replacement Project** with **local residents and businesses** for each batch of shelter upgrades including:

- A hand delivered letter explaining the changes and a plan showing the proposed location of the infrastructure
- Dedicated phone number and email address for comments
- Officer assigned to each Neighbourhood Partnership area.

Depending on the outcome of the consultation construction commences approximately 1 month later.

### **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?**

Based on comments received during consultation on 'GBBN bus shelters standards' EqIA screening report, a workshop held on 10 November 2010, letters received from members of the public and advice from the Equalities team.

**Age** – availability and ease of use of public transport is a major concern for older people – long waiting times, inadequate evening and Sunday services changes and withdrawals. Weather Protection and seating is also an important factor as well as raised kerbs to allow easier access on and off the buses.

Young people also emphasise the importance of public transport for accessing educational and training establishments and to access social and sports activities.

#### **Response**

Real time information at bus stops will allow passengers to make informed

decisions around waiting times and raised kerbs will allow for easier access and improved timekeeping (beneficial for those in work/education/training). The SRP project has no control over the routes and bus services.

**Adverse impacts**

none

**Disability**

**People with learning difficulties** may need more time to adjust to any temporary changes during construction.

**Response**

Clear signage and advance notice when using temporary bus stops during construction.

**Adverse impacts**

None

**People with hearing impairments (comments supplied by BCC Deaf equality Officer)**

Visibility and signage is very important, RTI displays requested at every bus stop. Clear promotion of how to receive information by SMS.

Deaf awareness training for drivers and route maps on buses so deaf passengers can point to desired destination

Timetable and other information at stops must be well lit at night

**Response:**

SRP includes RTI at all bus shelters (where possible)

Information on SMS is provided in the new shelters on the bus timetable information.

The request for driver training will be passed to the bus operator via the relevant liaison officer in BCC.

The new bus shelters will have improved lighting

**Adverse impacts**

none

**People with visual impairments (comments supplied by RNIB and Guide dogs for the blind)**

**RNIB**

Unable to access key fobs for audio real time information system at bus stops  
Paper timetables should also be available in large print and other formats on request

Position and height of timetable cases on bus stops can also be inaccessible  
Multiple services at single stops can be a problem for blind/visually impaired

people, have to ask bus drivers which service they are and may miss the bus if there is more than one approaching the stop and the one at the back moves off or fails to stop

**Response:**

The RTI displays will have the 'next bus announcements' capability available at existing RTI displays installed across the city. Using a key fob (**available from the Bristol RNIB office**), service users will be able to interact with the display and obtain information on the bus stops name, time and next departures from the bus stop.

A number of the RTI displays recently installed do not have the next stop announcement capability. This was due to VIX, the RTI contractor being unable to obtain the required hardware. React Technologies Ltd are now the sole European licensed supplier of the REACT technology and VIX are now able to obtain the required hardware/software. All displays that do not currently have the next bus announcements will be retrofitted with the product.

Alternative timetables formats are available on request ( BCC timetables provide a phone number in Passenger Transport for people to request another language, Braille, audiotape, large print)

The SRP project includes standardised position, size and height timetable cases for the majority of people's requirements. However at some sites (for example on a hill) larger font sizes can be used to aid visibility.

In addition to the audible RTI the SRP project which includes longer clearways should improve spacing issues at bus stops. If buses are queuing at a stop they should move forward to allow people to board from the front bus. This concern will be raised with bus operators so that they can confirm suitable training in relation to equalities issues.

**Guide Dogs for the Blind**

Dropped kerbs should be implemented with tactile paving

Timetables and other information should be available in alternative formats

**Address needs:**

The scope of the SRP project does not generally include signalised crossing locations and informal crossing points although where changes are made and new crossing points are installed, dropped kerbs and tactile paving will be used.

Alternative timetable/information formats are available on request (BCC timetables provide a phone number in Passenger Transport for people to request another language, Braille, audiotape, large print, easy English, BSL

video, CD Rom or plain text)

**Adverse impacts**

none

**Sexual orientation**

Safety is main concern, CCTV and good lighting at bus stops most important

**Response**

The SRP project will deliver improved lighting at bus shelters and safe haven paving. (although not part of the shelter, CCTV cameras were installed on all new First buses provided for GBBN)

**Adverse impacts**

None

**Religion or belief**

Audio announcements on buses should include places of worship

Concern that 24hr bus lanes make access to some places of worship more difficult by car

**Response**

The scope of the SRP project does not cover audio announcements on buses or bus lane operations.

**Adverse impacts:**

None

**Gender Reassignment**

A Government Equalities Office 2011 survey on the experiences of transgender people identified that respondents feared most for their safety on the streets and using public transport.

**Response**

The SRP project will deliver improved lighting at bus shelters and safe haven paving. (although not part of the shelter, CCTV cameras were installed on all new First buses provided for GBBN)

**Adverse impacts**

None

**Marriage & Civil partnerships**

Relationship status has no relevance for public transport usage. No adverse impact

### **Pregnancy & Maternity**

Pregnant women will benefit from using seating on the new bus stops, but may have to request other people to stand up (some people are hesitant to offer a seat in case the woman is not pregnant and takes offence). Good publicity for pregnant women can help to alleviate concerns. For example some travel websites recommend women use a 'Baby on Board' badge to indicate they are pregnant. Also signage on buses can request people give up their seats for disabled, elderly and pregnant passengers.

### **Response**

The SRP project will improve access for people with buggies because the bus stop will align with the bus to allow easy access. The SRP bus routes are served by low-floor, wheelchair-accessible buses, designed to provide easy access and on-board space for wheelchair users and pushchairs. People travelling with a buggy, are able to board any low-floor bus, unless the driver thinks that it is too crowded for safe travel. If a wheelchair user wants to board the bus, the driver may ask the person with the buggy to share the space, move the buggy to another part of the bus, or, if necessary, fold it. Wheelchair users have priority over anyone else in this area as it is the only place they can travel safely. Travel websites and signage on buses and at the new SRP stops can assist greatly in ensuring shared spaces are managed well.

### **Adverse impacts**

None

### **Gender**

#### **A Transport for London survey in 2011 reviewed barriers for public transport by gender**

Barriers to using public transport more often (prompted)(2011)	Men	Women
Base	(416)	(584)
Overcrowded services	59	61
<u>Cost of tickets</u>	<u>41</u>	<u>48</u>
Unreliable services	43	44
Slow journey times	42	43
Concern about anti-social behaviour	39	42
<u>Dirty environment on the bus/train</u>	<u>20</u>	<u>31</u>
Concern about knife crime	22	34
<u>Fear of crime on the bus/train</u>	<u>24</u>	<u>33</u>
<u>Fear of crime getting to the bus/train</u>	<u>24</u>	<u>35</u>
<u>Dirty environment getting to the bus/train</u>	<u>16</u>	<u>21</u>
Fear of terrorist attacks	9	16
Lack of info on how to use public transport	11	12
Risk of accidents	7	11
Graffiti	7	10
Don't understand how to buy bus tickets	5	5
None of these	15	12

Women make different types of journeys from men e.g. more fragmented journeys combining part-time working with childcare. Women are more likely to be travelling with bulky shopping and buggies than men and women are also keen to see an improvement in the accessibility of all forms of public transport

**Response**

The SRP project will deliver improved lighting at bus shelters and safe haven paving. Real time information at bus stops will allow women to make informed decisions around waiting times and raised kerbs will allow for easier access

**Adverse impacts**

None

**Ethnicity**

The Transport for London 2013 survey of bus users identified that Black and Minority Ethnic groups express broadly the same public transport needs as the rest of the London population. These needs relate to safety, reliability, respect, customer service and access to information. More BME bus users highlighted concerns about safety after dark and cost than white users although both groups shared concerns.

**Response**

The SRP project will deliver improved lighting at bus shelters and safe haven paving. (although not part of the shelter, CCTV cameras were installed on all new First buses provided for GBBN)

**Adverse impacts**

None

**Other comments made at GBBN EqIA workshop**

New buses provide better access but internal seat/knee space restricted, downstairs seats limited and used by younger people and or people with bags and poor information promoting fares and ticket types

Poor public transport access to some major venues eg. Bristol City FC

**Response:**

These comments are outside the scope of the SRP project.

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

No adverse impacts

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

For all protected characteristics it is considered the SRP project will provide benefits including improvements to **physical access, information, highway safety, personal safety** and promotion of sustainable and healthier modes of transport.

Improvements to the bus stop environment:

- **New high-specification bus shelter** – increased weather protection with more waiting space and improved lighting and seating
- **Travel information** – improved timetable information within shelter including an electronic Real Time Information display
- **Raised kerb** – to allow easier access for boarding and alighting – assisting wheelchair users, older people and people using pushchairs and shoppers.
- **Longer bus stop cage and Clearways** to enable buses to align parallel with the new raised kerb and several buses to pull in at the same time
- **Save Haven paving** to clearly 'mark out' the bus stop waiting environment

3.4 Can they be maximised? If so, how?

Yes, through communications, marketing and targeting the relevant groups and organisations.

#### 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?**

Section 3.1 summarises the comments received during consultation on 'GBBN bus shelters standards' EqIA screening report, a workshop held on 10 November 2010, letters received from members of the public and advice from the Equalities team.

The SRP project will be delivering over 300 bus shelters to this specification across Bristol in the next 5 years. These comments will be used to inform future discussions around the SRP project.

The EqIA has highlighted the needs of the equalities groups; these are particularly relevant during the construction stage of the project and times of change.

**Temporary stops**

Under the SRP project we will always look to place a temporary stop in an optimum location for bus passengers to wait. Periods where there is a loss of weather protection (in terms of a bus shelter) or on occasions a raised kerb, will be kept to a minimum.

During the interim period, where there is a temporary stop, the following will apply:

- **Raised kerbs** - The majority of bus operators carry ramps to allow wheel chair users to board the buses, although discussions need to take place with the bus operators about the bus drivers operating these.
- **Timetable information** – bus travel information will be supplied where possible including the promotion of the bus checker app for real time information.
- **Stop change information** (for SRP in the City centre area) will be available via the TravelWest website (which is suitable for audio reader equipment) passenger notices on bus stops with directional signposting boards as well as hard copy leaflets handed out by bus inspectors

When temporary stops are in place for longer periods we will look to install more permanent timetable information.

4.2 What actions have been identified going forward?

1. During construction, standards will be maintained at temporary bus stops and any removal of raised kerbs, timetable information and shelter protection will be kept to a minimum.
2. Information about bus stop changes will be clear and accessible to all groups.
3. All RTI displays that do not currently have the next bus announcements will be retrofitted with the next bus announcement capability. Audio Key fobs are available from the RNIB.
4. Concerns will be raised with bus operators so that they can confirm suitable training in relation to equalities issues
5. This equalities impact assessment needs to feed into the wider MetroBus equalities impact assessment and, possibly the Legible City way-finding project.
6. A post implementation review to be carried out with appropriate recommendations identified for future rollout

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

As 6) above and also through regular contact with equalities organisations such as the RNIB and letters received from elderly members of the public.

Service Director Sign-Off: 	Equalities Officer Sign Off: Anne James Equality and Community Cohesion Team Leader
Date: 4 <sup>th</sup> February 2016	Date: 8 January 2016



## Eco Impact Checklist

<b>Title of report: Bus Shelter Advertising Concession</b>				
<b>Report author: Stephen Pick</b>				
<b>Anticipated date of key decision: 04/09/2018</b>				
<b>Summary of proposals: To approve the following recommendations:</b>				
<ol style="list-style-type: none"> <li>1) To Extend the current Bristol Bus Shelter Advertising Concession by 12 months so that it expires 31<sup>st</sup> March 2021</li> <li>2) To authorise the Executive Director to invite tenders, and to subsequently award a new Advertising Concession starting from 1<sup>st</sup> April 2021. The decision on the duration of the new Advertising Concession to be delegated to the Executive Director in consultation with the Cabinet Member for Transport &amp; Connectivity, and in light of Corporate Citywide Advertising Strategy which will define duration and scope of any future Advertising Concession. The duration is currently proposed to be 5 years.</li> </ol>				
Will the proposal impact on...	Yes/No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Yes	+ive	Completion of Bristol Bus Shelter Replacement Project will provide high quality bus shelters across the city	High quality bus shelter help to encourage the use of sustainable transport.
Bristol's resilience to the effects of climate change?	Yes	+ive	See above	See above
Consumption of non-renewable resources?	Yes	+ive/ -ive	Completion of Bristol Bus Shelter Replacement Project will use resources for the building of these shelters	High quality materials will be used – These can be recycled at end of life.
Production, recycling or disposal of waste	Yes	+ive/ -ive	Completion of Bristol Bus Shelter Replacement Project will generate waste from disposal of old shelters.	Ensure any old shelters are disposed of currently and the waste hierarchy is applied, recycling materials where possible.  High quality materials will be used for new shelters – These can be recycled at end of life.
The appearance of the city?			Completion of Bristol Bus Shelter Replacement Project will provide high	High quality bus shelters will improve the appearance of the city vrs older/ damaged



Extension:	
Date:	
Verified by Environmental Performance Team	Nicola Hares – Environmental Project Manager

## Decision Pathway – Report

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**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 02 October 2018

<b>TITLE</b>	<b>Grant Funding Plan for Information, Advice and Guidance Services</b>	
<b>Ward(s)</b>	All	
<b>Author:</b>	<b>Katie Britten</b>	<b>Job title: Investment and Grant Manager</b>
<b>Cabinet lead:</b>	<b>Clr Craig</b>	<b>Executive Director lead: Patsy Mellor</b>
<b>Proposal origin:</b> BCC Staff		
<b>Decision maker:</b> Cabinet Member		
<b>Decision forum:</b> Cabinet		
<b>Purpose of Report:</b>		
<ol style="list-style-type: none"> <li>1. Approve the Grant funding plan for IAG services for 18 months from April 2019. The financial commitment will be £840,000 for 18 months.</li> </ol>		
<b>Evidence Base:</b>		
<ul style="list-style-type: none"> <li>• Bristol City Council has grant funded a network of community advice services through an outcomes-based grants process, open to Bristol based voluntary sector service providers since 2011-12</li> <li>• Since then the landscape has changed markedly. Austerity and Welfare Reform have placed significant pressures on the advice sector whilst marked reductions in local authority budgets have necessitated a reduction in the funding towards advice provision</li> <li>• Universal Credit (UC) full service was introduced in Bristol in July 2018. It is estimated that 4000 working age households will be claiming UC by the end of the year. Experience of other core cities tells us that this will further increase demand on the advice sector.</li> <li>• In light of these challenges Bristol City Council commissioned an independent needs analysis in the city in to map demand, assess the advice sector and make recommendations (see Appendix I)</li> <li>• In addition The Low Commission has been reviewing services and making recommendations that have been incorporated into the Funding Plan and approach for Bristol.</li> </ul>		
<p>The Funding Plan has been consulted on over a 6 week period with advice sector and their comments and views have been fed into the proposal (see consultation report Appendix I)</p>		
<b>Recommendations:</b>		
<b>That Cabinet</b>		
<ol style="list-style-type: none"> <li>1. Approve the grant funding plan for Information, Advice and Guidance Services               <ul style="list-style-type: none"> <li>○ With a Maximum annual contract value - £560,000</li> </ul> </li> </ol>		

- As part of the plan, approve the funding approach for External Information Advice and Guidance Services for an 18 month grant to the successful bidder, as an interim arrangement to maintain services while a larger project is scoped and delivered
  - Adopt the funding model as outlined in appendix A (Summary of proposed model)
2. Authorise the Executive Director Communities in consultation with the Cabinet Member for Communities to implement the Funding Plan and award the grant funding  
To note that a wider project that is being scoped to review IAG, housing and debt services over the next 12 months as set out in the report at finance advice.

**Corporate Strategy alignment:**

- **Empowering and caring:-** Reduce the overall level of homelessness and rough sleeping, with no-one needing to spend a 'second night out'
- **Fair and Inclusive:-** Help develop balanced communities which are inclusive and avoid negative impacts from gentrification.
- **Well connected:-** Reduce social and economic isolation and help connect people to people, people to jobs and people to opportunity.
- **Wellbeing:-** Tackle food and fuel poverty.

**City Benefits:**

Information Advice and Guidance services currently support some of the most vulnerable citizens in the city. The independent needs assessment showed:

- In 2015/16 26,369 individual people were assisted directly with their legal problems by being provided with advice or supported casework by the seven commissioned independent advice agencies and the council's in house service.
- 12,623 of casework and advice problems related to welfare benefits, 6,927 to debt, 2,907 to employment, 2,203 to immigration and asylum and 1,410 to housing.
- In the same year £16,040,499 was raised for clients by all agencies providing free legal advice in Bristol in the form of backdated benefits, new awards, and other compensatory payments.
- £16,718,662 was written off from the debts that people owed in the same period.
- The advice sector uses Bristol City Council funding to support core costs which enables them to bring in a extra funding In 2015 this totalled approx. £2,206,933

**These services contribute to the following outcomes:**

- Maintain tenancies in social and private housing
- Prevent homelessness
- Support the most vulnerable individuals and families to maintain sustainable finances and maximise their income
- The most vulnerable individuals and families achieve positive results at tribunals and appeals as a result of their access to specialist advice
- Reducing financial, food and fuel poverty

**Consultation Details:** These plans were consulted on between 28<sup>th</sup> June and 9<sup>th</sup> August. Please see consultation report attached (appendix I)

<b>Revenue Cost</b>	<b>£560,000 per annum</b>	<b>Source of Revenue Funding</b>	General Fund and Public Health Grant (see finance advice)
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<b>Capital Cost</b>	<b>£0</b>	<b>Source of Capital Funding</b>	N/A
One off cost <input type="checkbox"/>	Ongoing cost	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>
<input checked="" type="checkbox"/>			

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

**1. Finance Advice:**  
The total revenue cost of the Information, Advice & Guidance budget for 18/19 is £0.560m, funded through BCC general fund (£0.484m) and Public Health grant (funded by NHS England) contribution of £0.076m.

There is an outstanding issue on the review of IAG services, which were part of the Medium Term Financial Plan, with respect to IAG associated with Children’s Centres in Early Years Education. During the corporate IAG review, the £90k current cost of the Early Years posts (3 headcount) was assumed to be a saving to be absorbed into the reconfiguration of Children’s Centres. This was not, however, the original intention for the IAG review and the service provided for Early Years is now due to be reconsidered as part of the corporate exercise.

This means that the delivery of the £90k saving, the responsibility for the current and future costs of providing early years IAG services rests with the corporate IAG project.

It was agreed at CLB to achieve the 90k savings through the wider IAG project under Pam Wharfe that will examine the broader council spend on advice internally and externally. This will ensure that we are not disproportionately impacting external advice services. As a result the grant funding will now be offered over an 18 month period rather than 24 months so the saving can be achieved within the necessary time frame.

**Finance Business Partner:** David Tully, Interim Finance Business Partner, ACE  
8 August 2018

**3. Legal Advice:**

The grant funding plan anticipates the funding being used by way of a grant to the lead partner in a consortium of appropriate IAG providers, who will then distribute that funding to its consortium partners. The making of such a grant does not fall within the procurement regulations or the Council’s own procurement rules. However the Council still requires a clear and fair policy on the selection of grant recipients and should ensure it can clawback monies if the funding is not used for the agreed purposes.

The Public Sector Equality duty requires the decision maker to consider the need to promote equality for persons with “protected characteristics” and to have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it.

The Equalities Impact Assessment is designed to assess whether there are any barriers in place that may prevent people with a protected characteristic using a service or benefiting from a policy. The decision maker must take into consideration the information in the assessment before taking the decision.

A decision can be made where there is a negative impact if it is clear that it is necessary, it is not possible to reduce or remove the negative impact by looking at alternatives and the means by which the aim of the decision is being implemented is both necessary and appropriate.

Consultation has taken place in relation to the decision to be taken.

The Responses to the consultation must be taken into account by Cabinet when taking the decision. Cabinet should also be satisfied that proper consultation has taken place in that

- proposals were consulted on are at a formative stage;
- sufficient reasons have been given for the proposals
- adequate time has been allowed for consideration and response;

Appendix B of this report clearly sets out the process that was undertaken and how responses have been taken in to consideration by officers when developing their proposals for final decision.

**Legal Team Leader:** Eric Andrews, Team leader, Legal Services  
**19<sup>th</sup> September 2019**

**3. Implications on ICT:**

There has been engagement with the service regarding web platforms, user research and IAG previously. Any new or continuing activity in this area must continue to engage with Digital Services and the web development team to ensure a coherent and consistent offer and avoid duplication; this should also ensure best use and value from available grant funding. There should also be engagement with the wider IT service to ensure solutions align with the wider IT strategy.

**ICT Team Leader:** Ian Gale – Head of IT  
 7 August 2018

**4. HR Advice:**

There are no HR implications relating to this proposal.

**HR Partner:** Lorna Laing - People & Culture HR Business Partner – Adults, Children & Education  
 3 August 2018

<b>EDM Sign-off</b>	Patsy Mellor	<b>15/08/2018</b>
<b>Cabinet Member sign-off</b>	Asher Craig	16/08/2018
<b>CLB Sign-off</b>	Patsy Mellor	21/08/2018
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	3/09/2018

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

<b>Appendix K – HR advice</b>	<b>NO</b>
<b>Appendix L – ICT</b>	<b>NO</b>

## Appendix A Summary of proposed model

### Aim:

To ensure that citizens get the right advice at the right time

### Objectives of the funding plan:

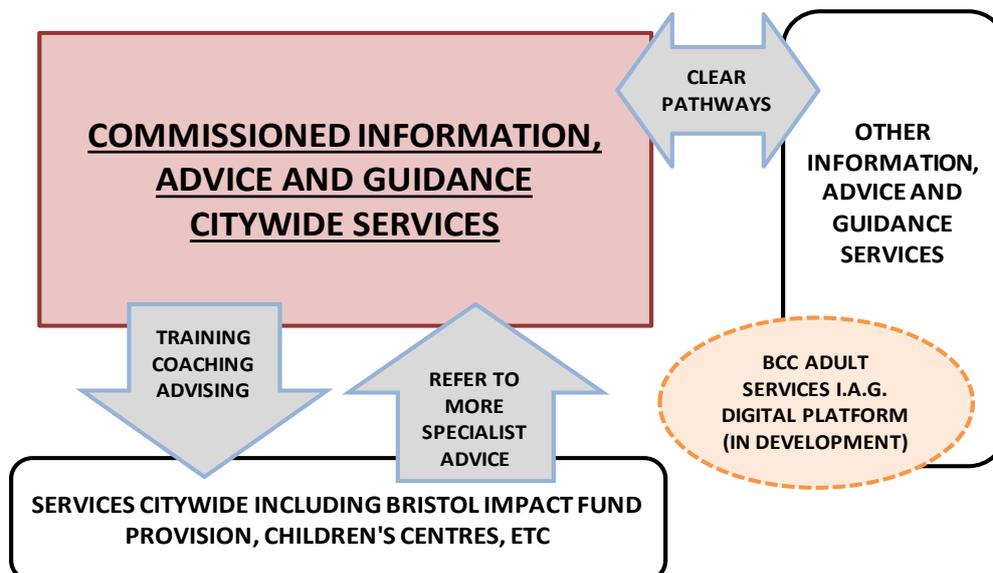
- 1) Develop user- and referrer- friendly way of communicating what services deliver, to whom and how to access them.
- 2) Explore options for information sharing across a more integrated system
- 3) Develop a shared, agreed set of outcomes that describe the impact of the services
- 4) Apply the three tier model approach to the advice sector
  - Pilot new ways to work with wider community network including shared triage system
  - Explore using on line information and self- help tools
- 5) Ensure geographical spread of services to target areas of high deprivation in the city
- 6) Support the step-change among external BCC funded services into a coherent, clearly-articulated set of services that can contribute to a wider system review

### Outcomes:

#### To contribute to:

- Maintaining tenancies in social and private housing.
- Preventing homelessness.
- Supporting the most vulnerable individuals and families to maintain sustainable finances and maximise their income.
- Supporting the most vulnerable individuals and families achieve positive results at tribunals and appeals as a result of their access to specialist advice.

### Diagram of proposed model.



### Proposed Funding model

- We recognise that the city council's funding is a small element in the overall funding
- The city greatly benefits from the drawing in of financial support from other sources.
- These two years will be a time of potentially radical re-shaping of Bristol's IAG offer and we are looking for external partners to work in a flexible, co-production relationship and to seek to lever in additional resources across the delivery period to contribute to the success of the 'whole system' aims
- In the light of the above we will to make this two-year tranche of funding available through a Grant,

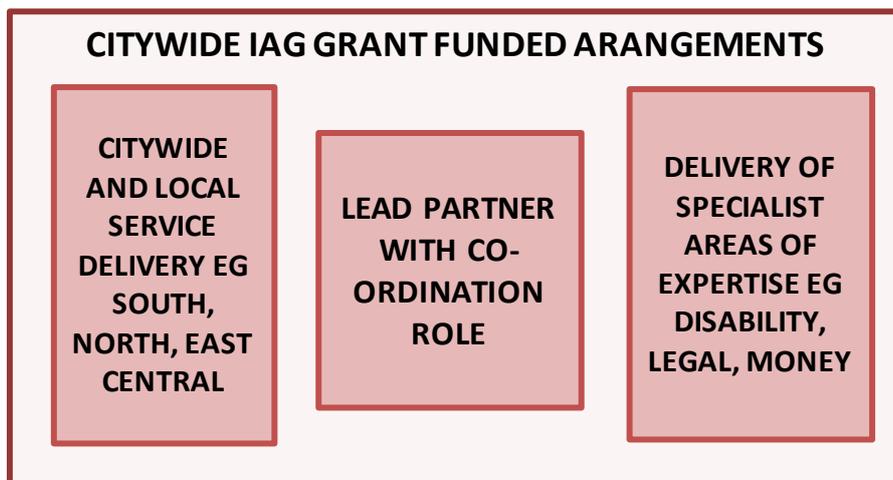
### Our Funding Models drivers

- Maximise co-ordinated, collaborative working

- Localised delivery to areas of highest need and city-wide specialist services
- Maximise customer-facing service delivery
- Efficient use of resources, avoiding duplication where possible
- Joint shared outcomes and systematised data collection
- Efficient information sharing
- Co-ordinated development and access to opportunities for funding from outside Council resources
- Efficient use of the Council grant management capacity

## Funding Model

A number of funding models were proposed for consultation. In response to the consultation the Advice Sector proposed a further funding model which amalgamated models 1 and 2 that BCC officers proposed.



### Lead organisation consortium with fixed funding and delivery arrangements for consortium partners

- This model creates a single lead organisation responsible for receiving and distributing grant funding to consortium partners.
- The consortium comprises a number of advice organisations that collectively provide comprehensive information, advice and guidance services across the city.
- Service delivery arrangements will clarify the type of service delivered by each consortium partner, the geographical area or community of interest covered, and anticipated outcomes.
- Funding splits would also be agreed between consortium partners. These agreements would be in place before a bid is submitted. This model has successfully been delivered in other areas of commissioned delivery, for example: Short Breaks.
- The lead organisation would be responsible for collating performance data and reports from consortium partners and submitting this to the funder. The lead organisation will be paid a management fee for doing this.
- Arrangements would be made between the lead organisation and consortium partners through a Partnership Agreement and a steering committee formed of all partners to shape and monitor delivery and to enable them to respond in a timely manner to changes in demand.

### What does Success look like?

- Citizens seamlessly get the right help, at the right time from the right provider
- An integrated network of non-IAG and IAG providers are delivering a coherent offer across the city to the three-tier model, focused on the citizen
- A model that makes better use of online resources and services to support citizens to help themselves
- The city has a dynamic model of IAG provision which can attract additional investment because of its impact



# **Grant Funding Plan for Information, Advice and Guidance**

## Section A - Purpose

### Purpose of this document

Bristol City Council has grant funded a network of community Information, advice and guidance (IAG) services through an outcome-based grants process, since 2011-12. Since then the landscape has changed markedly. Austerity and Welfare Reform have placed significant pressures on the advice sector whilst reductions in local authority budgets have necessitated a reduction in the funding towards advice provision.

In the light of these pressures on us all, it's recognised that the city needs to make best use of scarce resources and move to a more integrated IAG system for the benefit of its citizens over the coming period. The purpose of this grant funding plan is to contribute to that aspiration by working with advice services to work towards aligning its grant funded IAG services around the 3-tier model of preventative services (see '*Early intervention, resilience & Bristol's three tier model*' below).

The current model of advice provision will need to adapt. Opportunities for using online and other forms of self-diagnostic and advice provision will need to be investigated and developed for those able to help themselves or with less complex issues, ensuring that intensive services are retained for households most at risk or already in crisis.

We recognise in this grant funding plan that there is a significant amount of experience expertise and good practice with existing providers in the sector. The aim of the grant funding plan is to build and support this practice and to ensure it is shared and used consistently.

The grant funding plan also identifies some potential developments and structural re-shaping challenges to the existing service model as a 'step-change' towards an integrated 'whole system' model. We want to use this 18 month funding period to begin to develop a more integrated model of advice provision in the city. Piloting some innovative ways to manage the current demand for advice in the city to ensure that citizens can get the **right advice at the right time**.

### Definition and scope

There are different definitions of IAG. For the purpose of this commissioning we will use the following definitions:

- **Information:** provide factual, current and impartial information to clients
- **Advice:** Presenting facts and ideas in an accessible form for customers to consider and recommending a course of action.

- **Guidance:** defining and providing routes which could assist clients to reach their requirements

In terms of 'scope', this strategy relates to external services providing IAG to members of the public in their private capacity as citizens

This grant relates to information advice and guidance:

- Welfare benefit advice
- Housing
- Employment
- Money and Debt
- Immigration

Including specialist provision of disability and legal advice in relation to the categories above.

Clearly, there is a spectrum of complexity for IAG which ranges from dealing with transactional queries ('am I eligible for child care?') to much more complex casework: 'I'm about to be evicted from my supported housing because I have rent arrears'. It is well-understood that presenting issues are often symptoms of more complex underlying problems and that the model developed needs to reflect that.

## What we are trying to achieve

We want to support the development of the advice sector to maximise the impact of advice for citizens and Bristol city council investment to support citizens and ensuring that they get:

### The right advice at the right time

## Section B – Strategic Context and Analysis

### National context: Austerity and Welfare Reform

Following the global economic crash in 2008 the government set about an ambitious programme of austerity and welfare reform. It resulted in substantial reductions in public spending, significantly affecting local government funding, levels of welfare support and legal aid funding.

At the same time a range of welfare reforms were introduced by the Welfare Reform Act 2012 bringing about the greatest changes to welfare benefits in the last sixty years. The changes included the introduction of Universal credit (UC) ,introducing Personal Independence Payments (PIP) and freezing working age benefits (including housing benefit) for four years.

Full roll-out of Universal Credit in Bristol begins in June 2018 and by the end of 2018/19 approximately 4,000 households will be receiving UC with support for housing costs. This number will continue to build gradually through the process of managed migration over the next few years.

The key risks to the council of UC and Welfare reform are set out in the main body of the needs assessment (see appendix I) but indications from UC early adopter areas is that there will be a significant impact on citizens and demand on advice services as a result.

The broad impact of these policies since 2010 has been to reverse progress in reducing inequality and poverty; with an increase in zero hour contracts and under employment, poorer pay and conditions (particularly impacting on younger people); a decrease in the number of households achieving a minimum income for healthy living (food and fuel poverty), increases in relative child poverty; increasing levels of material deprivation and an increase in homelessness.

These contribute to increasing demand for the advice sector at a time when resources have been reduced.

### **The Low Commission- future of advice and legal support**

As a result of changes to the scope of legal aid funding The Low Commission was set up to investigate the future of advice and legal services. Led by Lord Low the commission was formed on the basis that having access to advice and legal support on Social Welfare Law issues is central to ensuring that citizens receive fair treatment at the hands of the state, when in dispute with an employer or when struggling with debt.

This type of advice and support is currently provided by both the not for profit sector, through the private sector (solicitors) and occasionally via welfare rights units run by local authorities.

The aim of the Commission was to develop a strategy for the future provision of Social Welfare Law services. Some of the key principles underpinning its approach were:

- early intervention and action rather than allowing problems to escalate.
- investment for prevention to avoid the wasted costs generated by the failure of public services.
- simplifying the legal system.
- developing different service offerings to meet different types of need.
- investing in a basic level of provision of information and advice.
- embedding advice in settings where people regularly go, such as GP surgeries and community centres.

In brief the recommendations of the report were:

- Simplifying access to services.
- Delivery of advice in a number of different ways such as digital and phone.
- A whole system approach drawing on all advice funding sources.
- Public legal education so that people know their rights.
- Reducing preventable demand, taking early action and simplifying the legal system.
- Charging those that can afford to pay.
- Ensuring consistent quality of advice provision.
- Closer collaboration between advice services sometimes even merging and a similar joined up approach at national level.
- Development of a national strategy for legal advice.
- Local authorities or groups of local authorities should co-produce or commission local advice and legal support plans with local not-for-profit and commercial advice agencies. These plans should review the services available, including helplines and websites, while targeting face-to-face provision so that it reaches the most vulnerable.
- Maximise and coordinate all funding streams for advice and for government to establish a fund to capacity build provision.

### Local strategic context: Corporate strategy

These are the key strategies and projects that have influenced the development of the proposed model.

Bristol City Council's Corporate Strategy 2018-23 sets out our contribution to the city and is our main strategic document, it informs everything the council does and set out our key priorities for 2018-2023.

Despite economic success in the city, the public sector faces difficulty providing for a rapidly growing population, whilst experiencing an increasing demand for services including social care, transport and education. This is being compounded by ongoing reductions in government funding, leaving the council with an anticipated budget gap of around £108 million over the next five years.

As a result the council must 'reshape its services' looking at increasing efficiency, 'including looking at the potential of new ways to deliver services and other approaches to collaborative working'.

The City Council strategic themes for Bristol are to be a city that is:

- **Empowering and Caring:** Work with partners to empower communities and individuals, increase independence and support those who need it. Give children the best possible start in life.

- **Fair and Inclusive:** Improve economic and social equality, pursuing economic growth which includes everyone and making sure people have access to good quality learning, decent jobs and homes they can afford.
- **Well Connected:** Take bold and innovative steps to make Bristol a joined up city, linking up people with jobs and with each other.
- **Wellbeing:** Create healthier and more resilient communities where life expectancy is not determined by wealth or background.
- The strategy sets out how the city intends to tackle inequality and make a positive difference over the next five years. The intention is to **intervene earlier to prevent people presenting in crisis** to services and **make the city and people living in communities more resilient to shocks and stresses.**

In order to be resilient, the strategy says we need work in the following way:

- empower people and communities, helping promote independence and resilience
- work more closely with partners, doing things together to get more bang for our buck
- invest in community-led activity where appropriate to help communities do

It is clear that the advice sector contributes substantially to these aims and strategic themes and this needs to be enabled through the grant funding plan.

### Early intervention, resilience & Bristol's three tier model

As the City Council budgets have reduced we have had to get smarter in the way that we commission services in Bristol; encouraged by central government departments, with an emphasis on a targeted early-intervention approach to reduce the need for people to access expensive services when they are in crisis. This approach seeks to foster a greater resilience in people (as outlined by the Corporate Strategy and the Bristol Impact Fund) so that at a time of reducing budgets and services, people are more able to cope with situations that impact on their lives without recourse to more costly reactive services. This approach is demonstrated through the three tier model outlined below

Services across Bristol City Council have adopted a three tier model to focus service provision in a much more strategic/systematic way and to support Bristol Citizens to get the right support at the right time. (Although, it is important to note that citizen could access all three levels at once for different issues):

Tier 1: help to help yourself

Tier 2: help or a service when you need it.

Tier 3: help to live your life – more intensive support or services where they are needed most



Applying this model to the advice sector will allow better alignment of Bristol city council services and our grant funded advice services and will allow support to focus on prevention of crisis or quick resolution of crisis

## Voluntary Community Sector (VCS) Prospectus

The VCS Prospectus developed in 2016 shaped a new way of working with the VCS sector bringing together councils grant investment in an intelligent way to focus our resource on what matter most – working together on the key challenges faced by our city.

The Bristol Impact Fund (BIF) focuses it's funding to work towards addressing the key issues of disadvantage and inequality facing some people in the city. The BIF priorities create impact by:

- Giving the right help at the right time;
- Helping people to help themselves and each other;
- Building on the strengths of people and communities;
- Connecting people and organisations within and across communities.

Addressing the following Key Challenges:

- Reducing financial, food and fuel poverty;
- Tackling unemployment and underemployment;
- Improving access to information, services and opportunities in the city and increasing digital inclusion;
- Enabling influence and participation in the community;

- Reducing social isolation and improving wellbeing.

Linking to the following impacts:

- reduced disadvantage and inequality;
- improved health and wellbeing;
- Increased resilience.

We aim to recognise the links between the key challenges identified in the VCS prospectus and the outcomes of the advice sector to maximise the impact for citizens.

It is the intention to use the VCS grant prospectus as a model for grant funding Information Advice and Guidance services.

## Section C– Local demand and provision

### Needs analysis for advice provision

In 2017 a detailed independent needs assessment was produced to map current advice provision and demand in the city (see appendix I). It identified rising need, and a fragmented advice system in the city. It also warned that the impact of removing early intervention services such as advice can have costs further down the process that invariably will fall on the city council primarily around homelessness and social care.

In summary its recommendations were too:

- a) Further refine services to ensure that the most vulnerable in Bristol are able to access high quality legal advice in social welfare law and to demonstrate how this will be undertaken.

In particular:

- To meet the advice needs of the most vulnerable disabled people including those with mental health problems.
- To meet the advice needs of the most vulnerable from BME communities, in particular those communities from Eastern Europe.
- To meet the advice needs of refugees and asylum seekers.
- To meet the advice needs of the most vulnerable communities of all ages across the city, in particular the needs of vulnerable older people in the central and inner wards and young people (16-25) in all wards.
- To meet the needs of the most vulnerable in the most deprived communities in the city, by providing them with accessible pathways to advice wherever they live.

- b) Expand on work to develop and integrate on-line and other information services that assist people to help themselves and understand their rights, as well as providing gateways for the most vulnerable to access further support.
- c) To consider how to expand and develop referral routes that can be accessed by information and guidance providers across the city to provide for a more seamless journey for individual clients.
- d) Continue to enable more people to take control of their lives, through the provision of both early intervention advice initiatives and practical support through for example budgeting and financial skills or digital skills.
- e) Provide a coherent plan to tackle the rising demand for housing, immigration and employment advice whilst maintaining the provision of debt and welfare rights advice. In respect of the latter to identify strategies to ameliorate the potential negative impact of the full roll out of universal credit.
- f) To widen opportunities for people in low paid intermittent work to access advice services, particularly for telephone and face-to-face advice.
- g) To identify how agencies will respond to and support the various initiatives instigated by the council.

The needs assessment lists the challenges that citizens are facing in the city for full needs analysis please refer to appendix I. However, there have been significant increases in child poverty and homelessness within the city that are worth noting here.

## Child Poverty

Locally, 2018 figures from End Child Poverty show a significant increase in Child poverty in the city with 25,879 children now defined as living in poverty. Some areas of Bristol (see table below) have seen levels rise as high as 31%, set against the national picture of an average of 19.2%.

Area	Number of children living in poverty	Percentage
Bristol South	7457	28.8%
Bristol West	6605	31%
Bristol North West	6107	25.8%
Bristol East	5710	26%

(Figures from End Child Poverty Jan 2018)

## Housing and homelessness

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 86 in autumn 2017 an increase of 141% from the previous year. 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, and has the highest rough sleeping count outside of London. The underlying causes are recession, the impact of Welfare Benefit Reform, 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.

Similarly, family homelessness has been increasing in Bristol for the last five years as a result of the same factors. Since 2011-12 people presenting to Citizen service points has doubled from 6,000 to 12,000 p.a.; Homelessness Acceptances under the 1996 Housing Act have increased fivefold and the number of households with children in temporary accommodation at the end of each quarter has increased from 50 to over 461 (as at June 30<sup>th</sup> 2017).

## Service demand

Whilst we are aware that advice statistics from the current commissioned advice service will not reflect **absolute demand**, they do give us a snapshot of the need across the city in terms of how many people received support and type of advice received.

The absolute demand for advice is difficult to quantify, all agencies anecdotally report that they turn clients away due to lack of resources. We can assume therefore that there is a hidden unmet demand of people who would benefit from advice who never get as far as making initial contact

In 2017/18 these seven grant funded independent advice agencies assisted 20,305 individual people directly, providing support with their legal problems, with advice or supported casework. Many more individuals were provided with information by these agencies, so that they were able to resolve problems by themselves.

Of the individuals provided with advice and casework:

- 16,929 related to welfare benefits,
- 13,199 to debt,
- 3050 to employment,

- 1634 to immigration and asylum and
- 3291 to housing.

In the same year £14,294,991 was raised for clients by all agencies providing free legal advice in Bristol in the form of backdated benefits, new awards, and other compensatory payments.

Other mapping for Social Welfare advice provision in the Bristol (defined as: welfare benefits, debt, housing, employment, immigration and asylum, community care, consumer and discrimination advice) can be found in Chapter 6 of the Needs Analysis (see appendix I)

### Current service provision and spend

Current IAG provision in the city is provided through a mixed market of internal BCC delivery and externally-funded organisations, as well as a significant amount of resource which external organisations which bring into the city. Many use the grant funding from Bristol City Council draw in extra resources where possible, in 2015 this totalled approx. £2,206,933.

Current investment in externally funded third party organisations delivering Information Advice and Guidance activities in the City is £560,000 for 2018/19, Bristol City Council recognises the benefits of investing in these services both to support vulnerable citizens and to avoid more cost and demand on services and so the level of current funding will be maintained for 18 months from April 2019, establishing the funding envelope for this Funding Plan.

Existing funded organisations provide a range of support between them around debt issues; employment; housing; immigration; and welfare rights; the client groups focus on some of Bristol's most vulnerable: people with mental health issues; with long-term health issues; disabled people, including people with learning disabilities; older people; younger people; people living in Bristol's most deprived areas; carers; LGBT people; BAME people and people from newly-arrived communities.

Listed below are the services that are being offered by providers currently funded by BCC IAG grant funding.

Service Provider	IAG Offer	Delivered To
Avon & Bristol Law Centre	Providing specialist legal advice that include community care, employing, housing, mental health, welfare benefits, immigration and asylum	Referrals from other organisations in order to get specialist legal advice for their clients.

	law.	Able clients with no redress to funding who are in crisis.
Bristol Citizen's Advice Bureau	Debt, employment, housing, immigration and welfare benefits,.	Bristol City-wide targeted at the most vulnerable clients.
North Bristol Citizen's Advice Bureau	Debt and welfare benefits.	Prioritised towards vulnerable clients.
South Bristol Advice Services	Debt and welfare benefits	Older people, disabled people, under 30s, people from high areas of deprivation and people with mental health issues.
Talking Money	Debt and welfare benefits	Bristol City-wide, targeted at the most vulnerable
St Pauls Advice Centre	Debt, employment, housing, immigration and welfare benefits	The most vulnerable clients within the geographical area, reflecting the ward profile in St Pauls, Montpelier, St Agnes, St Philips and St Werburghs, Lawrence Hill, Barton Hill, Easton & Fishponds.
WECIL	Welfare benefits advice.	Bristol City-wide to disabled people and parent/carers

## Section D – Our approach to IAG support delivery

### Towards a 'whole-system' approach

As highlighted above, in the Low Commission report, there is a need to rationalise provision of advice in the city so that it is correctly positioned to respond in a proactive preventative way to the needs of the citizens of Bristol. Services need to target support to those geographical areas and communities in the most deprived areas of the city to prevent crisis happening in households as a result of shocks and stresses that impact on their lives.

The whole system approach is seeking to build on some of the principles of the 'advice network' that have been developed in the City since 2011 by our externally, funded organisations. Originally, six (now seven) voluntary sector advice organisations have worked together as an advice network funded through two separate funding streams (the Community Investment fund and the Health Related Benefits Programme). The advice agencies also work closely with the city council in-

house Welfare Rights and Money Advice Service (WRAMAS). Over the past six years, the advice agencies and WRAMAS have worked hard to build coordinated, responsive and well-targeted provision to support the most vulnerable citizens in the city.

The intention of this grant funding plan is to build on this way of working, to begin to go beyond pure collaboration and work towards a genuinely integrated system. We therefore want the successful organisations from this grant funding exercise to demonstrate a more whole-system approach for the citizens of Bristol, **piloting innovative approaches**.

The table below sets out what want to achieve and the issues we want to address.

<b>We want to achieve</b>	<b>Existing issue we want to address</b>
An integrated, clearly 'branded' user- and referrer-friendly way of communicating what services deliver, to whom and how to access them	Within Bristol there is a complex and fragmented system of external and internal council providers, each separately funded and delivered;
Maximising efficiency through centralising shared elements of service delivery and effectiveness through locating services to cover the key areas of the city	Duplication of some back office functions and governance arrangements with multiple funding agreements
Work towards a clearer shared triage system with a wider community network and explore solutions to using on-line information and self-help	External services have some triaging but in the overall city services there is a weak digital offer and no triage system in place that is currently consistently used by all agencies where citizens seek help and advice
Develop a shared, agreed set of outcomes to describe the combined impact of the services.	There is a lack of coherent set of outcomes;
Explore the possibility of up-skilling a wider network of informal, 'first line' providers to triage service user need accurately and provide a basic level of support as part of a three-tier model approach	Externally commissioned providers are not always targeted towards the most 'at risk' households (although they do triage and prioritise those that approach them); there isn't always effective signposting
Provide clear evidence of impacts of failure demand and participate in work to reduce initial system failures	Considerable failure demand (especially generated by DWP and some from within BCC)
Explore options for information sharing across a more integrated system to create the most efficient, shortest service user journey possible to the right level of support	Client duplication across the providers
Support the step-change among external BCC funded services into a coherent, clearly-articulated set of services that can contribute to a wider system review. The external providers are in a strong position to model effective inter-agency working	There is no overall 'system' across the city and across agencies;

## How we developed our approach.

In 2017 a series of conversations were held with both internal to BCC and externally funded advice providers in the city. Discussion revolved around the current system, what the drivers are that lead people to access advice support (or end up in crisis for those who do not); to test ideas developed from the needs assessment and develop ideas as to what 'whole system' approach could look like.

## What was learnt?

### Current provision

- The need for advice is often triggered by failure demand elsewhere in the system both nationally and locally. (see needs analysis in appendix I)
- Demand has been exacerbated recently by the cumulative impact of recession and Welfare Benefit Reform and lack of affordability of housing
- Advice provision underpins many council services, and many officers and commissioned services signpost to and from the advice provision.
- Current provision fails to make best use of early intervention
- The fragmented nature can act as a barrier to receiving the right advice at the right time, disempowering citizens to resolve their own issues.

**Whole system approach** - the advantages of a whole system approach include:

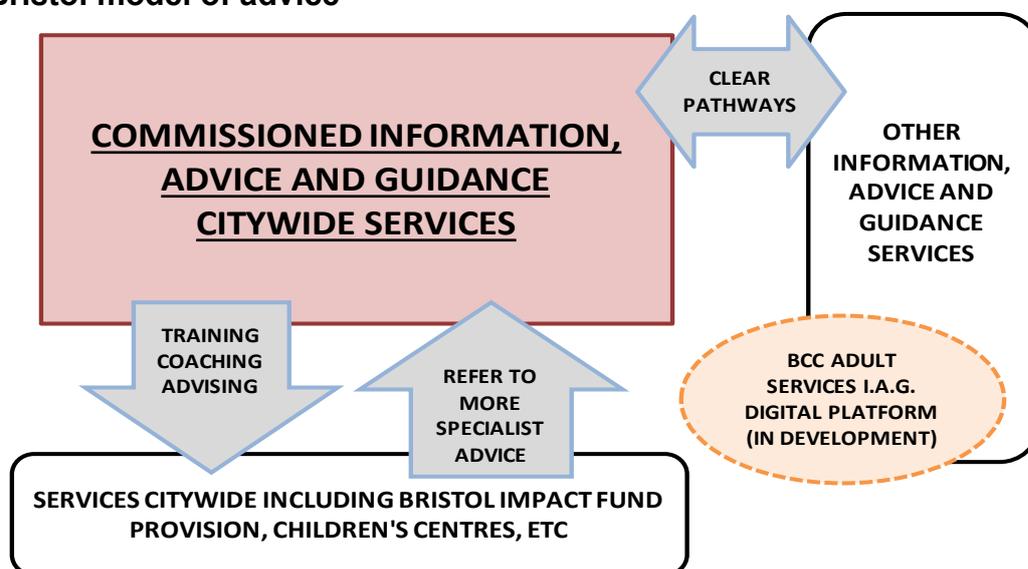
- Service based around the citizens rather than individual service provision
- A known brand
- Easy Access
- Digital platform for citizens and to support frontline staff
- Joined up services
- Early intervention
- Outcome based provision

## Proposed way forward

- The intention of Bristol City Council is to use the available funding to move towards a whole system approach requires a considerable degree of co-ordination and creativity from external providers and willingness to mobilise additional resources to maximise the capacities and partnership potential of new, expanded working relationships.
- We recognise that the city council's funding is a small element in the overall funding support to our external providers and that the city greatly benefits from the drawing in of financial support from other sources.

- We will use the recent model in the VCS Prospectus for the Bristol Impact Fund, seeking applications which will work with the council to develop the sector in line with the aim's and objectives of the grant funding plan (as stated below).
- These 18 months will be a time of potentially radical re-shaping of Bristol's IAG offer and we are looking for external partners to work in a flexible, co-design relationship and to seek to lever in additional resources across the delivery period to contribute to the success of the 'whole system' aims
- In the light of the above we will make this funding available through a Grant for 18 months, rather than tendered as a contract (see Funding Model below).

### Bristol model of advice



### Aim

To ensure that citizens get the right advice at the right time

### Objectives

- 1) Develop user- and referrer- friendly way of communicating what services deliver, to whom and how to access them.
- 2) Explore options for information sharing across a more integrated system.
- 3) Develop a shared, agreed set of outcomes that better describe the impact of the services.
- 4) Apply the three tier model approach to the advice sector:
  - Pilot new ways to work with wider community network
  - Explore using on line information and self- help tools
- 5) Ensure geographical spread of services to target areas of high deprivation in the city.
- 6) Support the step-change among external BCC funded services into a coherent, clearly-articulated set of services that can contribute to a wider system review.

## Outcomes

These services will contribute to the following outcomes:

- Maintain tenancies in social and private housing.
- Prevent homelessness.
- Support the most vulnerable individuals and families to maintain sustainable finances and maximise their income.
- The most vulnerable individuals and families achieve positive results at tribunals and appeals as a result of their access to specialist advice.

**These outcomes also address in particular the VCS Prospectus Key Challenges:**

- Reducing financial, food and fuel poverty;
- Improving access to information, services and opportunities in the city and increasing digital inclusion

## What does success look like?

- Citizens seamlessly get the right help, at the right time from the right provider
- An integrated network of non-IAG and IAG providers are delivering a coherent offer across the city to the three-tier model, focused on the citizen
- The city has a dynamic model of IAG provision which can attract additional investment because of its impact
- The city's IAG model is flexible to adapt to changing needs

## Funding model

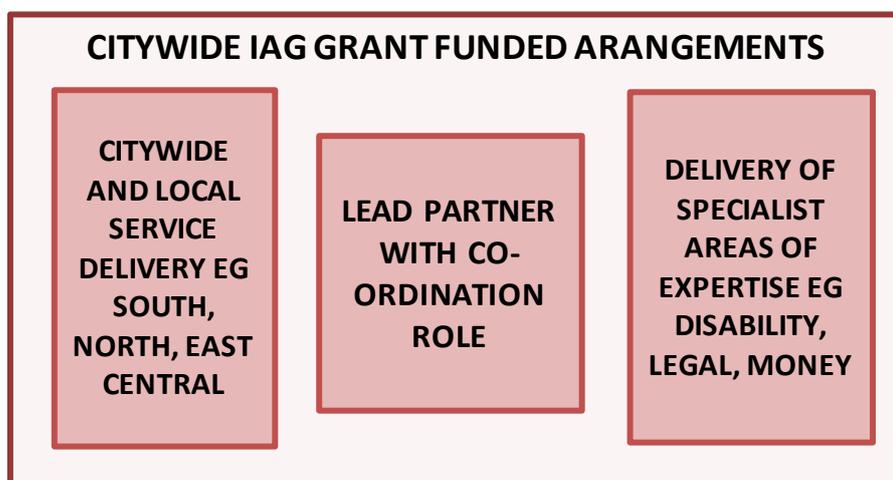
The Funding model proposes a new grant funding model for providers which we believe will support a more joined-up set of services in Bristol and deliver against our funding drivers (see table below)

<b>Bristol City Council Funding Drivers</b>	<b>Characteristics of a joined-up system</b>
Maximise co-ordinated, collaborative working	<ul style="list-style-type: none"> <li>• Services are easy to understand clearly organised and easy to access</li> <li>• Clear ways for people get the right level of support for service users and service referrers.</li> </ul>
Localised delivery to key areas city	<ul style="list-style-type: none"> <li>• Highest areas of need have local access</li> </ul>
Maximise customer facing service delivery	<ul style="list-style-type: none"> <li>• Develop ways to help people find information online</li> <li>• Explore how community organisations (that people</li> </ul>

<b>Bristol City Council Funding Drivers</b>	<b>Characteristics of a joined-up system</b>
	use every day) can offer people good quality information (Tier 1) and make effective referrals to providers with the right expertise
Efficient use of resources, avoiding duplication where possible	<ul style="list-style-type: none"> <li>• Customer facing service delivery is maximised</li> <li>• Make best use of funding by sharing elements of service delivery</li> </ul>
Joint shared outcomes and systemised data collection	<ul style="list-style-type: none"> <li>• Describe the impacts of their work in the same way so it is easy to show what they are achieving together</li> </ul>
Efficient information sharing	<ul style="list-style-type: none"> <li>• Where possible, share information to make record keeping efficient</li> </ul>
Co-ordinated development and access to opportunities for funding from outside the council resources	
Work with BCC and other providers in the city to align themselves to any emerging 'whole system' design which may happen during the period of the funding (see illustration above)	
Efficient use of the council grant management capacity	

A number of funding models were proposed for consultation. In response to the consultation the Advice Sector proposed a further funding model which amalgamated models 1 and 2 that BCC proposed and which achieves these drivers.

**Lead organisation consortium with fixed funding and delivery arrangements for consortium partners**



- This model creates a single lead organisation responsible for receiving and distributing grant funding to consortium partners.
- The consortium comprises a number of advice organisations that collectively provide comprehensive information, advice and guidance services across the city.
- Service delivery arrangements will clarify the type of service delivered by each consortium partner, the geographical area or community of interest covered, and anticipated outcomes.
- Funding splits would also be agreed between consortium partners. These agreements would be in place before a bid is submitted.
- The lead organisation would be responsible for collating performance data and reports from consortium partners and submitting this to the funder. The lead organisation will be paid a management fee for doing this.
- Arrangements would be made between the lead organisation and consortium partners through a Partnership Agreement and a steering committee formed of all partners to shape and monitor delivery and to enable them to respond in a timely manner to changes in demand.

The advantages of this model are that it meets all the drivers that BCC had identified, delivers many positive strengths with limited risks. One of the drawbacks of this model, which reflects a comment made during the consultation, is that it may limit opportunities for small providers who are new to this area of delivery and not already part of the existing network. To mitigate this we will hold a provider engagement event to promote the funding opportunity and bring interested providers together to network prior to publishing the grant funding process. However the suggestion that we create further funding opportunities with some small grants taken from the overall funding risks spreading the resource too thinly and further fragmenting services.

<b>Drivers</b>	<b>Benefits</b>	<b>Drawbacks</b>	<b>Risks</b>
Maximise co-ordinated, collaborative working	Strong delivery as specific roles are explicit. Strong existing relationships in place through ACFA network with diverse expertise available in the network	None	None
Localised	Strong delivery as explicit	None	Possible multiple entry

<b>Drivers</b>	<b>Benefits</b>	<b>Drawbacks</b>	<b>Risks</b>
delivery to areas of highest need and city-wide specialist services	in the way this model is structured. Diverse delivery with strong local community relationships already in place		points for a client – however signposting relationships already in place - GDPR compliant data sharing protocols will be put in place
Maximise customer-facing service delivery	Strong delivery by potentially focusing resources on service delivery through efficient centralised administration; whilst retaining expertise at a local delivery level; community relationships already in place with excellent city wide coverage and multiple accessible delivery sites	None	None
Efficient use of resources, avoiding duplication where possible	Strong delivery as diverse scope of expertise to meet all (specialist) advice needs; explicit co-ordination role, with ability to secure additional funding and provide support to a wider network	Some coordination required prior to bid to agree areas of delivery	Coordinating and avoiding duplication with BCC internal services e.g. WRAMAS/ Housing
Joint shared outcomes and systematised data collection	Set out in the bid process to make sure all providers have consistent outcome reporting; explicit co-ordination role, maintains locally based delivery	Specialist providers may have unique outcomes	None
Efficient information sharing	Strong as relationships and steering group already in place through ACFA	None	GDPR data sharing protocols will be required; with data sharing protocols in place minimal risk of data breach
Co-ordinated development, access to	Strong delivery through co-ordination role; retains diversity of providers in	None	None

<b>Drivers</b>	<b>Benefits</b>	<b>Drawbacks</b>	<b>Risks</b>
opportunities for funding from outside Council resources	city; clearly co-ordinated delivery could attract external funding to support this model		
Efficient use of the Council grant management capacity	Ease of relationship for the funder with one relationship with lead organisation. Reduction of duplication of management costs having one lead rather than several relationships – reduced costs and time for BCC in this	None	None

### How do we move towards this?

#### **Timeline**

We are aiming to put in place a set of services which will deliver this model from **1<sup>st</sup> April 2019**.

Consultation	July/August 2018
Production of Final Grant Funding Plan and sign-off by Cabinet	October 2018
Application and guidance notes published on ProContract	October 2018
<b>Closing date for applications</b>	<b>December 2018</b>
Applicants informed of recommendation	December 2018
Decommissioning impact assessment undertaken as appropriate	December 2018
Negotiation of IAG Impact Fund Grant Funding Agreement(s).	January - March 2019
IAG Grant Funding Agreements commence for successful applicants	April 2019

### Other Information for providers

**TUPE:** Work of a similar nature providing advice in the city is currently undertaken by seven VCS advice providers. The Council does not know and has no view as to whether TUPE may apply between the current provider of these similar services and

any other person the Council may select to provide these services. It will be up to each grant funding applicant to reach its own view on this and if necessary to make enquiries of the organisation funded through the present grant funding agreement and make appropriate allowances for this in any grant application submission.

## State Aid

1. State Aid: By providing grant funding to a Voluntary Sector Organisation a local authority may be giving that organisation “advantage” over its competitors. If the grant meets **all** the following criteria it would amount to State Aid:
  - Is the measure granted by the State or through State resources?
  - Does the measure give advantage to an undertaking that it would not otherwise have?
  - Is the measure selective, favouring certain undertakings over others?
  - Does the measure distort or threaten to distort competition?
  - Is the activity affecting trade between Member States?
2. The European Commission has found on a number of occasions that public financial support for purely local operations did not involve State Aid as the projects were unlikely to have a significant effect on trade between Member States.

The Council has carefully considered the proposed grant funding and believes the following applies:

1. the beneficiaries (i.e. IAG-provision organisations) are active only in a limited area within a member state, such that the services provided by the beneficiary recipient are purely local in nature;
2. the beneficiaries’ services are aimed at a local population and are not marketed to and are unlikely to be of interest to and attract customers from other Member States; and
3. there is no evidence of current or foreseeable cross-border investment or of the establishment of providers from other member states in the relevant sector in the relevant area.

The Council’s view therefore is that there is a low risk that the proposed grant funding would constitute State aid as it will not affect trade between member states or distort, or threaten to distort, competition.

## Baseline Standards

The purpose of the council’s Baseline Standards is to ensure that all grant funded organisations are well managed and provide good quality services. It is important that Baseline Standards are seen as central to a healthy and sustainable organisation.

Organisations will need to be able to demonstrate that the policies and procedures required are an 'active' part of the governance and running of the organisation and are reviewed regularly.

These Baseline Standards cover governance, financial management, equalities, employment, insurance, service-user participation, complaints, information sharing, health, safety and wellbeing, safeguarding, monitoring & evaluation, environmental management and sustainability.

We may award funding to organisations without all baseline standards being met. However, we will do this on the basis of agreed targets for the organisation to develop these areas of practice.

In addition to meeting (or committing to meet) Baseline Standards, organisations will also have to commit to making sure that grant funded activities are delivered from accessible premises or venues and to supporting the council's environmental sustainability aims.

### Collaborative Grants

We are inviting organisations to apply for grants through collaborative applications where this will enhance the benefit to disadvantaged people. Collaborative working describes joint working by two or more organisations in order to fulfil their purposes, whilst remaining as separate organisations. This may relate to any aspect of the organisations' operational activity, including administration, fundraising, raising public profile, resource sharing and streamlining of costs and service delivery. NCVO defines collaborative working as partnership between voluntary and community organisations. An organisation may work with one other partner organisation or may belong to a wider consortium. The council published a guidance note in 2014 'Collaborative Arrangements – Grant Funding' which gives more information.

We welcome collaborative (or joint) applications. These can be from either Lead Partner collaborations or from Partnership collaborations.

From 'Collaborative Arrangements – Grant Funding'

The following are three models of possible collaborative working arrangements for VCS organisations applying for City Council Grants. It is noted that there are many other types of collaboration; this document describes those that are acceptable to the Council.

#### 2.1 Lead body or Lead Organisation's consortium

The Council would have one single Funding Agreement with the lead body - one designated organisation from a consortium. This lead body would be solely accountable to the Council, having to monitor and report against agreed grant-spend and performance monitoring, and have to 'manage' the 'members of the consortium. There may be one organisation that would be the natural and appropriate choice for lead body with the capacity and resources to manage the funding agreement with the Council. An appropriate and inclusive body, such as a steering group, that comprises representatives from all partner organisations, could be established for the project, to promote transparency and ensure all members' needs and issues are addressed. Who to involve on a steering group would depend on the level of decision-making: trustees/directors would be involved for governance issues; staff would be involved for operational, project delivery issues. If it is decided that the model to be adopted is that of one organisation takes lead responsibility, then the lead body should have a clear joint working agreement with the others.

#### 2.2 Coalition or joint or partnership consortium

This describes a structure that exists where a number of separate organisations agree to work together for a common purpose, sometimes described as 'a

partnership of equals'. The agreement may be only a temporary collaboration with a certain aim in mind, or it could be established on a more formal basis. In this model the Council will have grant funding agreements with all members of the consortium. One consortium member may be nominated to co-ordinate the consortium grant applications – and may be referred to as the lead organisation. However, in these circumstances, the lead is for administrative purposes only and all members of the consortium have responsibility for the management of their funding agreements with the Council.

A steering group, comprising representatives from all partner organisations, could be established for the project, to promote transparency and ensure all partners needs and issues are addressed. Who to involve on a steering group would depend on the level of decision-making: trustees would be involved for governance issues; staff would be involved for operational, project delivery issues.

The member organisations should have a clear joint working agreement which could include, for example, agreement to consult with all partners before any decisions are taken, or changes made to the project, if this is to be a partnership of equals.

### 2.3 Hub and Spoke Consortium (or 'Special Purpose Vehicle' SPV)

In this formal consortium model, the hub is created as a 'special purpose vehicle', which is a new incorporated organisation (usually a new company). This new organisation is usually developed so that it is equally 'owned' by all the member organisations. The hub's board of directors are elected at an AGM and candidates are drawn from its owner/member organisations. They hold the responsibility of running the hub organisation on behalf of the wider membership. While the hub may apply for the grant, with the support of its members, if successful, the Council will require that all member organisations are signatories to the funding agreement. The Council would not allow the hub organisation to hold the funding agreement, as this exposes the Council to too much risk (for example, if the money is not spent by the member organisations as stipulated in the funding agreement, the Council may find it difficult to recoup the money from the hub organisation – as the assets/funding may in reality be held by the member organisations. When considering this model, organisations should discuss this with the Grant Manager before investing in setting up an SPV. Normally, at the application stage, one of the approaches above is used, and the SPV is only set up for administrative purposes if/when successful. Whilst it may be an administrative convenience for an SPV to be formed for delivery, it is highly unlikely that the Council would award a grant to an SPV, unless all members of the SPV accept joint and several liability for the delivery of the contract (see 2 above). An alternative collaborative approach (as outlined above) would be more viable.



# **Bristol City Council**

## **Information, Advice and Guidance Service**

### **Final Consultation Report**

**September 2018**

## Introduction

Between 28<sup>th</sup> June 2018 and 9<sup>th</sup> August 2018 Bristol City Council has been carrying out a consultation on the draft plan for the re-design of the Information, Advice and Guidance (IAG) Service provision.

Services across Bristol City Council have adopted a three tier model to focus service provision in a much more strategic/systematic way and to support Bristol Citizens to get the right support at the right time. (Although, it is important to note that citizen could access all three levels at once for different issues):

- Tier 1: help to help yourself
- Tier 2: help or a service when you need it.
- Tier 3: help to live your life – more intensive support or services where they are needed most

The IAG Service helps us fulfil our statutory duties in relation to:-

- establishing and maintaining a service that provide people in its area with information and advice relating to care and support for adults and support for carers;
- make provision for a Health and Social Care Information Centre and to provide information relating to health or social care matters;
- provide advisory services for the homeless;
- make available to young persons and relevant young adults for whom it is responsible, information, advice and guidance including careers information;
- provide information, advice and assistance for parents;
- make information available for children and young people who have special educational needs or a disability and their parents and carers.

This document summarises the feedback we received from stakeholders.

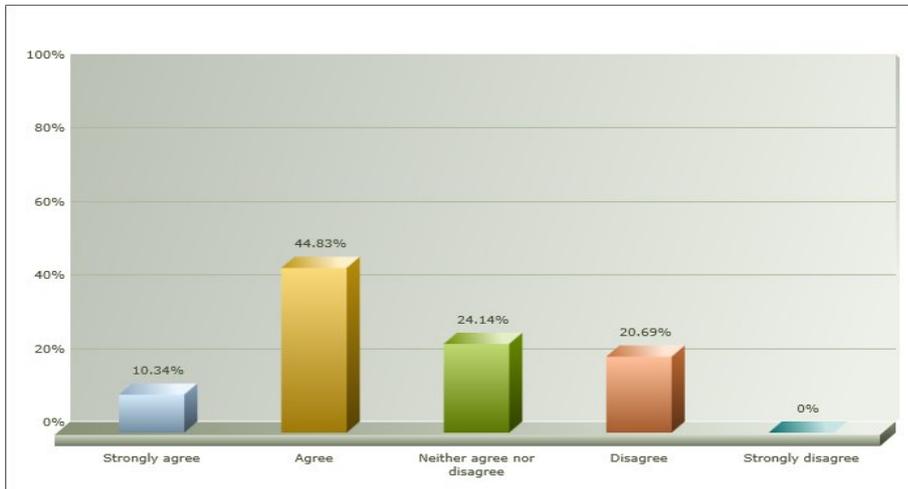
## Methodology

During the six weeks consultation, we invited people to give us their views on the draft plan through the following methods:

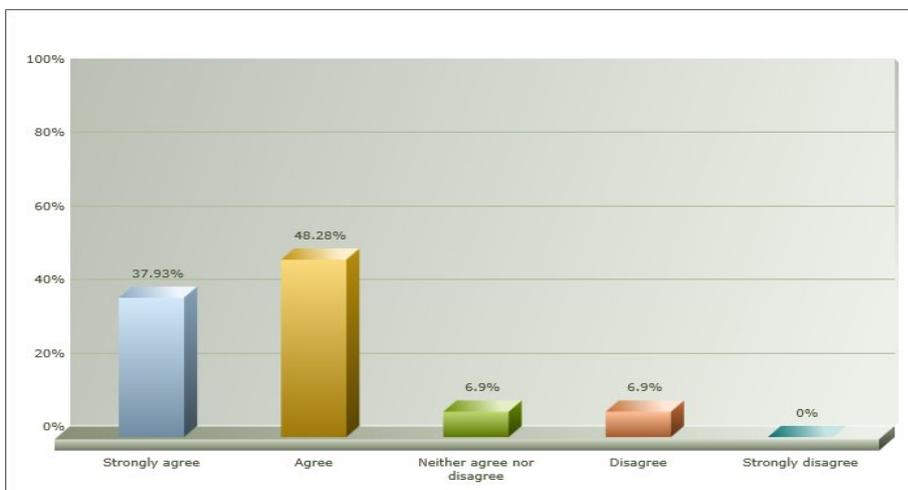
- An electronic survey on Consultation Finder
- 6 Consultation events were held of which, 3 were targeted towards market providers, 2 briefing sessions for members and 1 internal event for BCC staff.
- Email to promote the consultation was sent to advice providers, Bristol Impact funded agencies, voluntary and community sector groups, health watch and other interested parties including BCC staff with the link to the electronic survey.

## Survey Results

This survey was open from the 28<sup>th</sup> June 2018 and 9<sup>th</sup> August 2018. We have received 31 responses. The outcomes of the consultation are as follows:-



**Q2 Do you agree these are the outcomes we should prioritise by the way we use funding?**



Overwhelming 86.21% or 25 responders either strongly agree or agree with the outcomes that should be prioritised whilst 6.90 (2 responders) neither agree nor disagree, 6.90% (2 responders) disagree and 2 decided not to respond to this question.

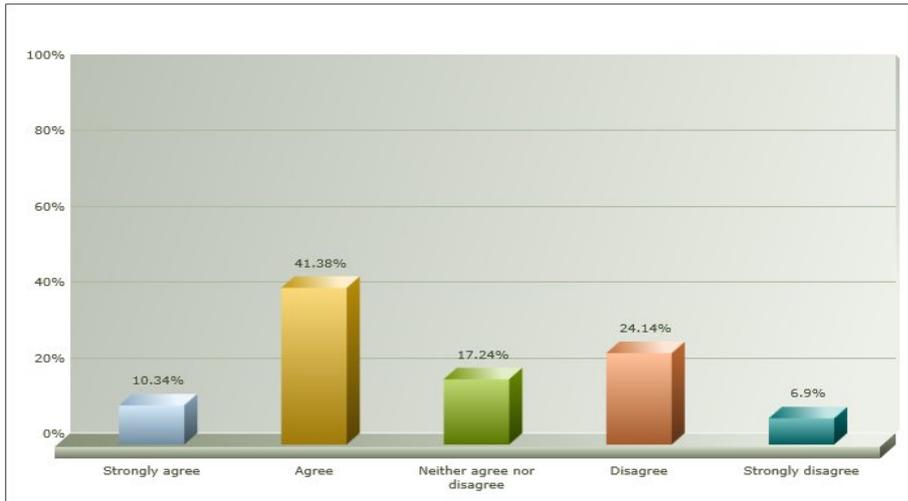
**Q3 Do you feel that there are other outcomes we should be prioritising instead? Please state which outcomes and why**

Key themes that are beginning to emerge from the consultation are:-

- The exclusion of immigration advice and broader Welfare Rights work ignores some of the key needs in the city
- Supporting the vulnerable to be more included in society
- Universal credit
- Children living on or under the poverty line
- Giving more help to pensioners
- High quality advocacy Choices
- Higher levels of contact within local communities.
- Access needs to be quicker
- Employment for disabled people
- An outcomes framework needs to be agreed, that is aligned with existing outcomes framework
- Support to clients with mental health issues
- Supporting people to maintain/manage owner-occupied accommodation

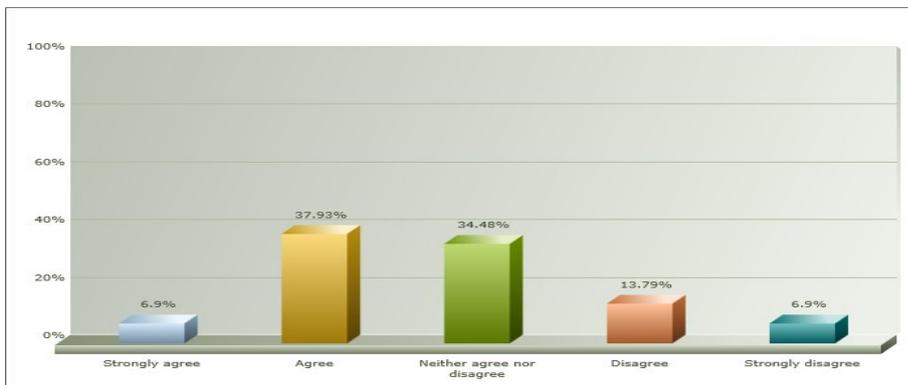
- Outcomes expanded to include health and safeguarding
- Reduce system failure
- Reduce hospital admission
- Increase child wellbeing (especially in regards to immigration)
- Increase outreach provision

**Q4 Do you agree model 2 (Coalition or joint or partnership consortium with four separate funding agreements) is the preferred funding model?**



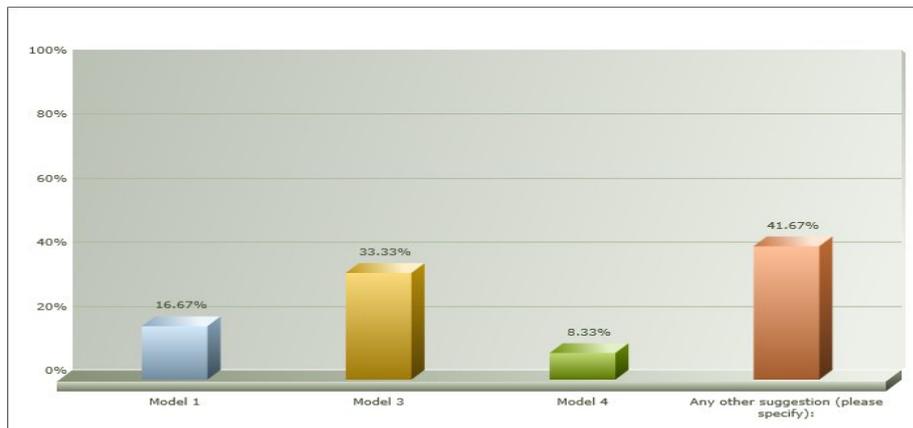
Whilst 51.72% (15 responders) strongly agree or agree to model 2 being the preferred model, 31.04% (9 responders) either disagree or strongly disagree.

**Q5 Do you agree that our proposed funding model (model 2) can support the sector to deliver more joined up ways of working (as shown in the RAG rating)?**



There are some 44.83% (13 responders) either strongly agree or agree with model 2 supporting the sector to deliver a more joined up ways of working whilst, 20.69% (6 responders) disagrees or strongly disagree.

**Q6 If you disagree or strongly disagree, which is your preferred model?**



There are some 41.67% or 5 responders who have made other suggestions. Overall, specifies that BCC need to be open to alternatives and that an alternative Model 5 has been submitted.

#### **Q7 Please say why:-**

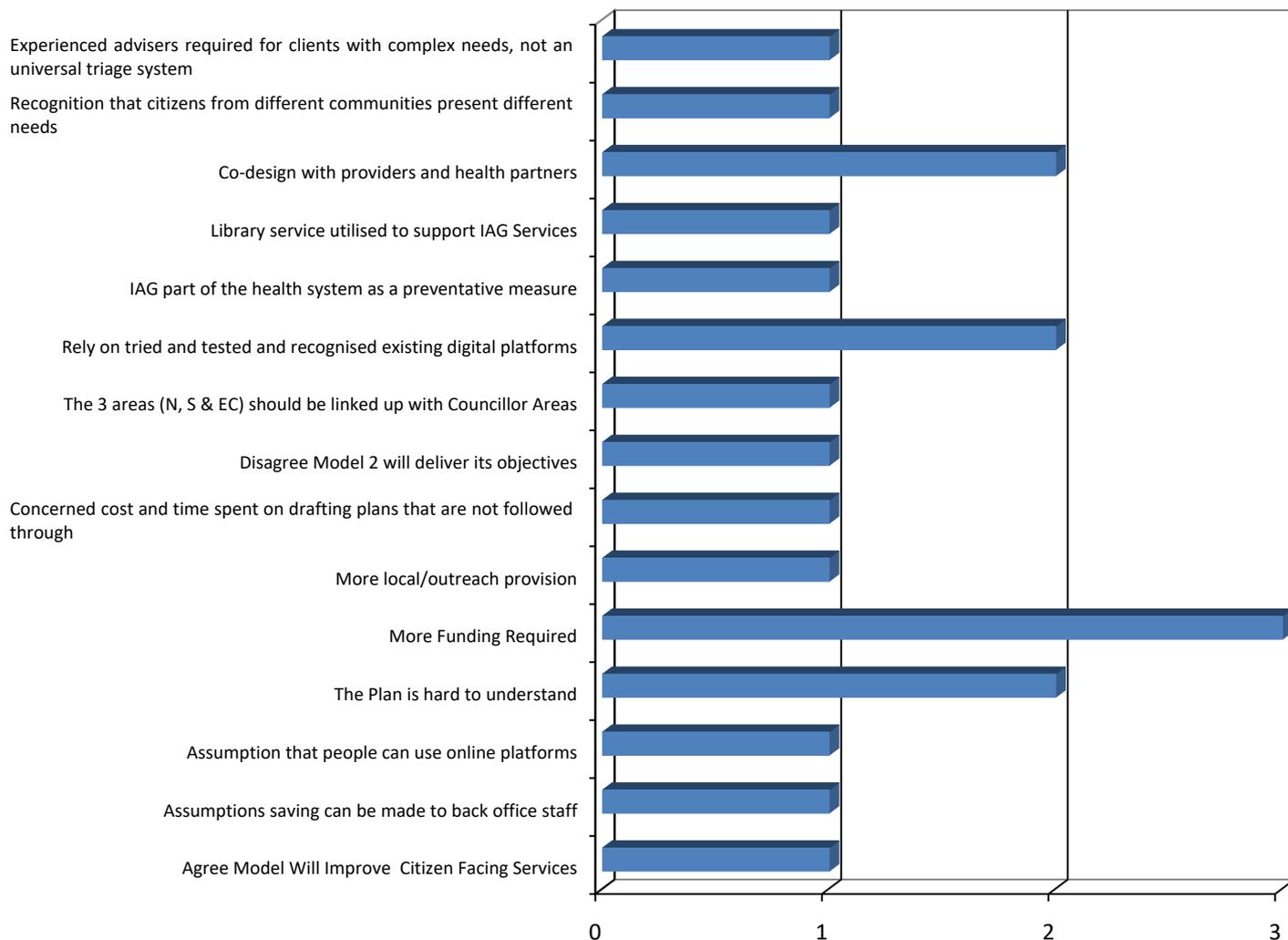
Of the 22.73% who disagrees with model 2, the majority 42.86% (3 responders) preferred model 3, 28.57% (2 responders) preferred model 1, 14.29% (1 responder) preferred model 4 and another 14.29% (1 responder) proposed another model which will be submitted.

Key reasons for preferring an alternative to model 2 are:-

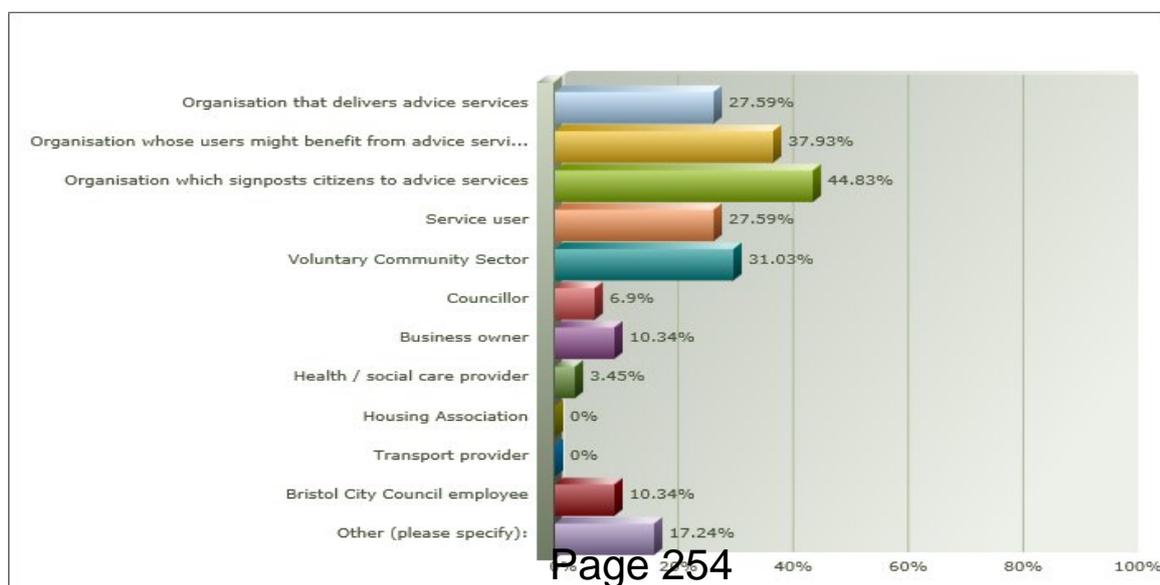
- Model 1 – may lead to a dominant market provider which could cause friction whilst Model 4 seems the most democratic but not the most cost effective.
- Model 1 – is the only way to achieve consistency of standards of advice and efficiency across the agencies.
- Model 3 – reflects positive partnership working to gain shared results.
- A model that combines elements of 1 and 2 would be preferable.
- Model 4 - may lead to organisations working in isolation and adds additional admin and contract management time for the council.
- New models are expensive and will stretch resources.
- There is insufficient time in the proposed timescale to develop services as proposed.
- No change needed as there are already joint outcomes with little duplication.
- The model to be submitted will maximise co-ordinated collaborative working whilst respecting the autonomous status of the agencies and their charitable constitutions, and offers a stronger partnership approach under a single contract.
- Should spend some time post consultation working with providers on a co-designed model.
- Rather than the council concluding a preferred funding model before opening the bidding process, should allow prospective bidders to propose alternatives to the 4 models included in the plan.
- Alternative Model 5: Lead organisation consortium with fixed funding and delivery arrangements for consortium partners. This is a model that combines both models 1 and 2.

The table below shows both the complete and incomplete responses.

## Other Comments on the Draft Funding Plan



**Q9 I am interested in these proposals because I am / I represent a (tick all that apply):**

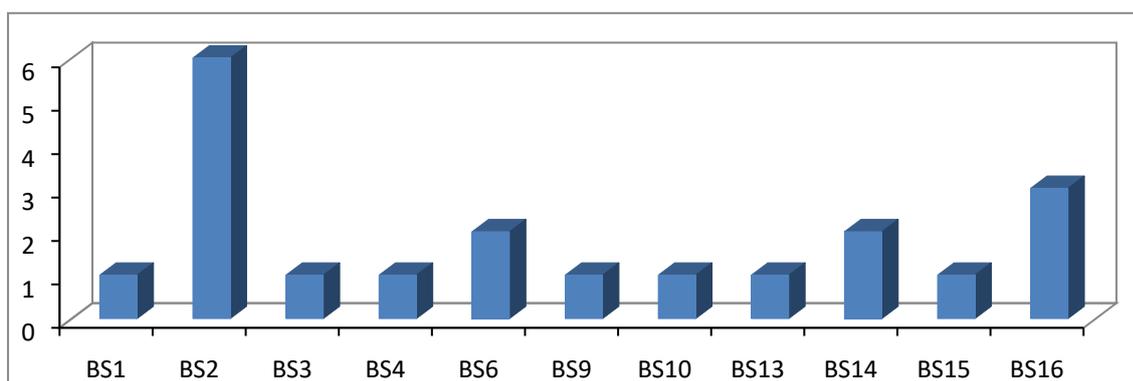


27.59% of responders are service users, 10.34 are BCC employees and 17.24% other described themselves as Bristol resident and citizen, Avon & Bristol Law Centre and an umbrella membership organisation representing advice agencies.

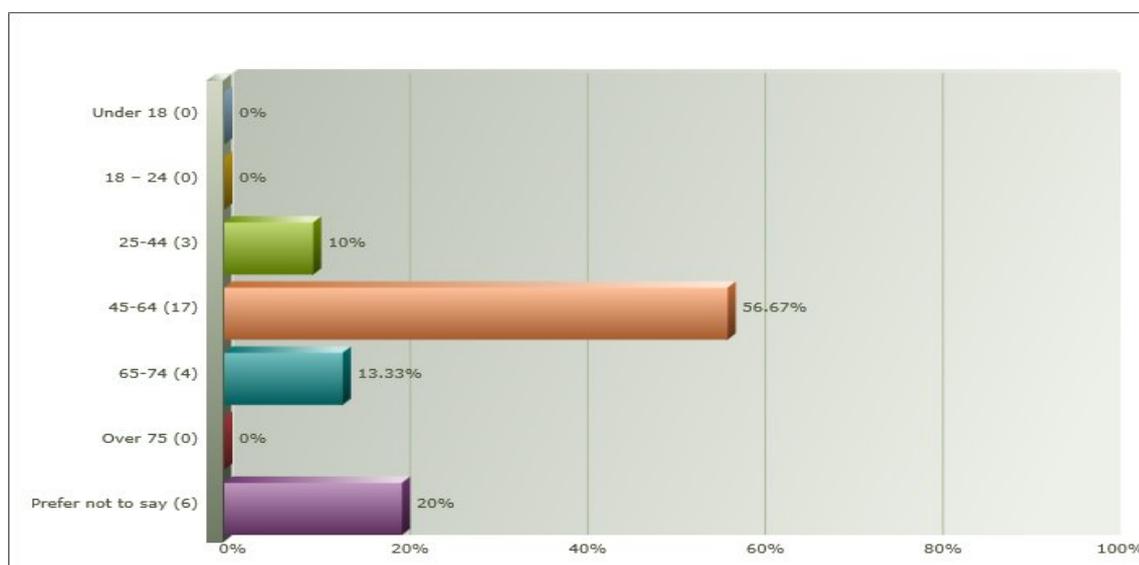
**Q10 If you are responding on behalf of an organisation (professional or voluntary), please state which organisation:**

- LGBT Bristol
- CAB
- Bristol Refugee Rights
- Citizens Advice Bristol
- HWV
- The Care Forum
- St Pauls Advice Centre (SPAC)
- Avon and Bristol Law Centre
- Shelter
- ACFA: The Advice Network

**Q11 What is your full postcode (for organisations, please provide the postcode of the organisation)?**



**Q12 What is your age group?**

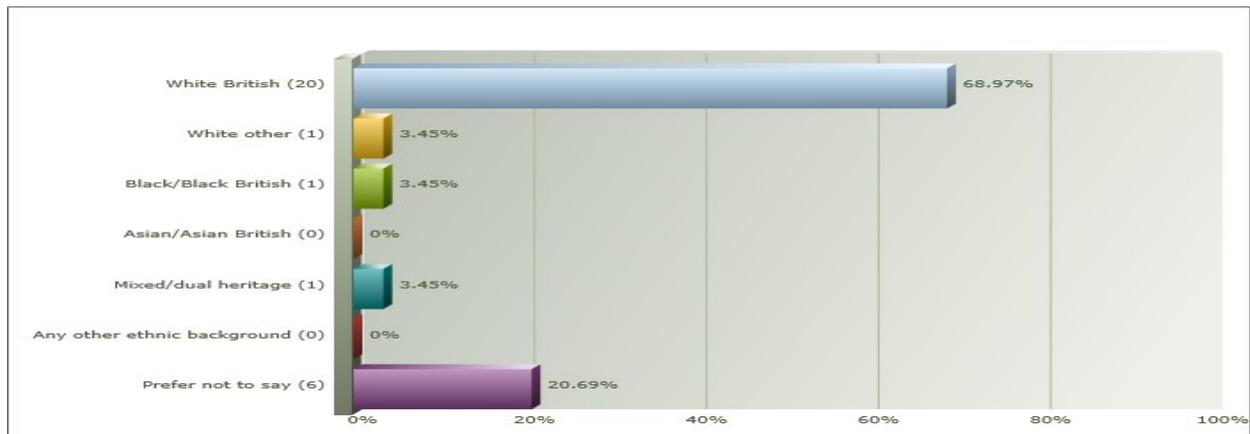


Question 13	Results	
What is your gender?	Female	58.62% (17)
	Male	24.14% (7)
	Prefer not to say	17.24% (5)

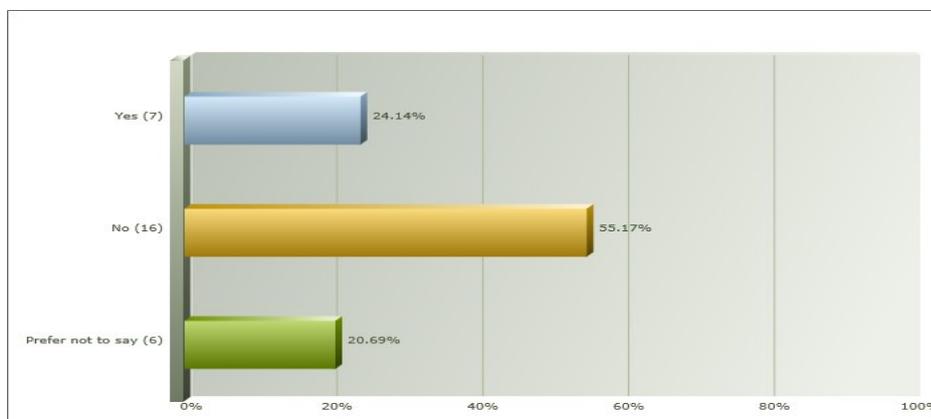
Question 14	Results	
Are you transgender?	Yes	0%
	No	72.41% (21)
	Prefer not to say	27.59% (8)

Question 15	Results	
What is your sexual orientation?	Lesbian, gay or bisexual	3.45% (1)
	Heterosexual (straight)	65.52% (19)
	Prefer not to say (7 responses)	31.03% (9)

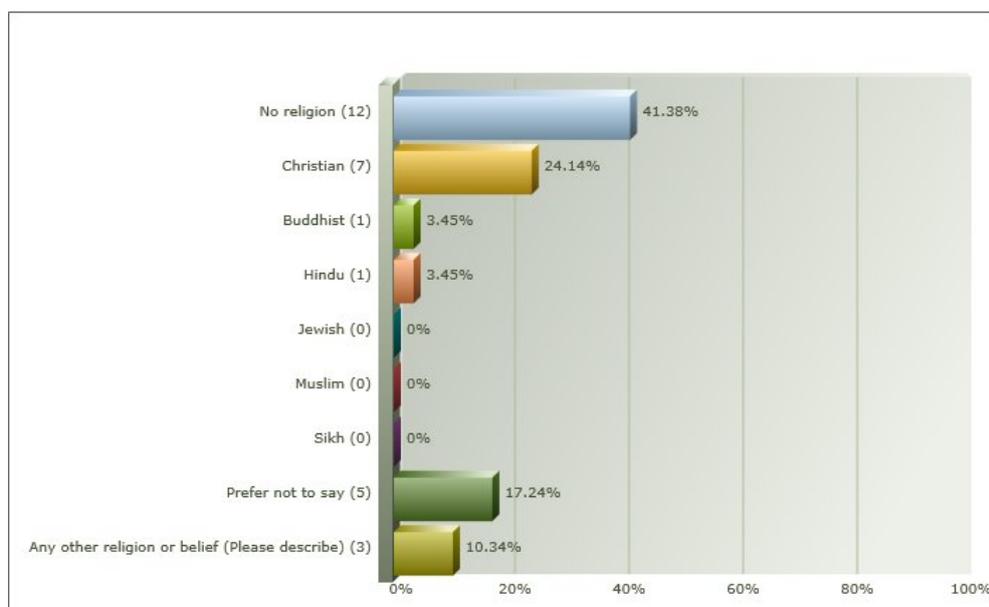
**Q16 What is your ethnicity?**



**Q17 Are you disabled?**



## Q18 What is your religion?



## Consultation Events

Six consultation events were held during the 6 week consultation period.

Key themes emerging from the consultation events were:

- Clarity between what is currently being provided and model 2.
- Capacity and cost of the co-ordinator.
- Timeframe and capacity to identify partners and build consortia/collaborative relationship.
- Model 2 limited to 4 organisations, not recognising smaller specialised organisations
- Responsibility of a lead body taking on financial burden.
- Pathway between Model 2 and the wider information, advice and guidance services.
- Impact of immigration advice due to the reduction of funding to immigration advice services.
- Competent workers needed to identify underlying issues and refer on.
- Focus on communities with higher needs by geographical area.
- Use of social media – Facebook.
- Link up with organisations that have a wealth of advice on local and national websites rather than wasting resources recreating online advice resources.
- Triage best done by experienced workers due to the complex needs of clients.
- Assumption there is duplication between providers in back-room functions whilst recent research has proved otherwise.
- Proposal of model 2 need to be clear as to whether looking to merge existing providers.
- Spare capacity is needed to meet the demands of online referral pathways between funded agencies.
- The funding plan excludes current advice partners not funded by BCC.

## You Said, We Did

The table below shows how we have responded to the consultation.

You Said	We Did
Immigration advice is some of the key needs of the City.	Immigration advice has now been added to the IAG draft funding plan.
Ensuring outcomes contributes to other issues ie health.	Liaison with public health colleagues will take place as part of defining outcomes.
Support should be offered to help people maintain/manage owner-occupied accommodation.	Change has been addressed in the Plan under preventing homelessness regardless of tenancy ownership.
Prospective bidders should be able to propose alternatives to the 4 models included in the plan.	As an outcome of suggestions from the consultation, we will be adopting a new funding model that incorporates both Model 1 and 2 that were proposed in the draft funding plan. This newly proposed model will include a clearer role for specialist advice services organisations.
Should rely on already established, tried and tested digital platforms rather than wasting resources creating online advice resources.	We will be utilising existing advice WEB resources that are available within the City rather than building new WEB sites.
More funding is required to make IAG services sustainable as they are vital to health and wellbeing.	BCC recognises the important contribution made by IAG services in the City protecting the IAG budget from further savings at a time when other services are having budget cuts is a reflection of this.
IAG services outcome needs to be aligned with existing outcomes framework(s) ie ACFA outcomes framework.	BCC intend to work with grant funded services to develop a joint shared, agreed set of outcomes and systemised data collection.
Clarity between what is currently being provided and model 2.	The draft funding plan has been made clearer for readers to understand.
The structure of the funding excludes new smaller organisations .	Going forward we need to build strategic partnerships to allow smaller charities to influence local policy decisions.

**Information Advice and Guidance Grant Funding plan**

**Negative Risks that offer a threat to lag grant funding plan**

Ref	Risk Description	Key Causes	Key consequence	Status Open / Closed	Strategic Theme	Risk Category	Risk Owner	Key Mitigations	Direction of travel	Current Risk Level			Monetary Impact of Risk £k	Risk Tolerance			
										Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating	Date
R001	<b>Current funding arrangements will end before new ones are in place.</b>	Timescales	Current services could be disrupted	Open		E	<b>Strategic commissioning</b>	Time line mapped. Current grant arrangements could be extended		2	5	10		2	5	10	Aug-18
R002	<b>No providers bid for grant.</b>	Grant does not suit any providers	Current services could be disrupted	Open		E	<b>Strategic commissioning</b>	Collaboration and communication with advice agencies through the process. Current grant arrangements		1	5	5		2	5	10	Aug-18



**Bristol City Council Equality Impact Assessment Form**

Name of proposal	Information, Advice and Guidance City Wide Re-design of Service Provision
Directorate and Service Area	
Name of Lead Officer	Bridget Atkins

**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?**

**Background:**

- Bristol City Council has grant funded a network of community advice services that has since 2011-12 been funded through an outcomes-based grants process, open to Bristol-based voluntary sector service providers.
- Since then the landscape has changed markedly. Austerity and Welfare Reform have placed significant pressures on the advice sector whilst marked reductions in local authority budgets have necessitated a reduction in the funding towards advice provision
- As resources reduce, the current offer for face-to-face advice needs to change. Online and other forms of self-diagnostic and advice provision will need to be developed at scale for those best able to help themselves or with less complex issues, ensuring that intensive services are retained for households most at risk or already in crisis.
- In the light of these pressures the city needs to make best use of scarce resources and move to a more integrated Information, Advice and Guidance system for the benefit of its citizens over the coming period.

- The purpose of this grant funding plan is to contribute to that aspiration through aligning its grant funded Information, Advice and Guidance services around the 3-tier model of preventative services.
- The grant funding plan also identifies some potential developments and structural re-shaping challenges to the existing service model as a 'step-change' towards an integrated 'whole system' model.

**Aim: To ensure that citizens get the right advice at the right time**

**Outcomes:**

The following outcomes are key for these services:

- Maintain tenancies in social and private housing.
- Prevent homelessness.
- Support the most vulnerable individuals and families to maintain sustainable finances and maximise their income.
- The most vulnerable individuals and families achieve positive results at tribunals and appeals as a result of their access to specialist advice.

**Objectives of the funding plan:**

- 1) Develop user- and referrer- friendly way of communicating what services deliver, to whom and how to access them
- 2) Explore options for information sharing across a more integrated system
- 3) Develop a shared, agreed set of outcomes that describe the impact of the services
- 4) Apply the three tier model approach to the advice sector
  - Pilot new ways to work with wider community network including shared triage system
  - Explore using on line information and self- help tools
- 5) Ensure geographical spread of services to target areas of high deprivation in the city
- 6) Support the step-change among external BCC funded services into a coherent, clearly-articulated set of services that can contribute to a wider system review

## 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?

A detailed need assessment of the advice sector was commissioned in 2017 see Appendix I for the full document.

Listed below are the current grant funded Information, Advice and Guidance service providers, and information on the Type of IAG they deliver.

Service Provider	IAG Offer	Delivered To
Avon & Bristol Law Centre	Providing specialist legal advice that include community care, employing, housing, mental health, welfare benefits, immigration and asylum law.	Referrals from other organisations in order to get specialist legal advice for their clients.  Able clients with no redress to funding who are in crisis.
Bristol Citizen's Advice Bureau	Debt, employment, housing, immigration and welfare benefits,.	Bristol City-wide targeted at the most vulnerable clients.
North Bristol Citizen's Advice Bureau	Debt and welfare benefits.	Prioritised towards vulnerable clients.
South Bristol Advice Services	Debt and welfare benefits	Older people, disabled people, under 30s, people from high areas of deprivation and people with mental health issues.
Talking Money	Debt and welfare benefits	Bristol City-wide, targeted at the most vulnerable
St Pauls Advice Centre	Debt, employment, housing, immigration and welfare benefits	The most vulnerable clients within the geographical area, reflecting the ward profile in St Pauls, Montpelier, St Agnes, St Philips and St Werburghs, Lawrence Hill, Barton Hill, Easton & Fishponds.
WECIL	Welfare benefits advice.	Bristol City-wide to disabled people and parent/carers .

Current grant funded services are asked to monitor equalities data of their service users. Listed below is the 2017-18 Equalities data that was completed by service providers, which gives a percentage breakdown of service users.

		Avon & Bristol Law Centre	Bristol Citizen's Advice Bureau	Talking Money	North Bristol Advice Centre	South Bristol Advice Services	St Pauls Advice Centre	WECIL
Total clients		3137	8701	5204	1368	2795	3537	806
Total Number of Service users Monitored		1175	8701	1841	674	1077	1235	806
		%	%	%	%	%	%	%
Disabled People	Yes	68.09	33.16	44.96	72.55	62.23	16.11	85.24
	No	31.91	55.30	12.10	25.82	37.40	83.89	2.48
	No data	0.00	11.54	42.94	1.63	0.37	0.00	12.28
Sexual Orientation	Bisexual	1.19	0.62	1.15	0.30	0.61	0.24	0.74
	Lesbian or Gay	1.28	14.37	0.93	0.89	3.17	0.08	1.61
	Hetero-sexual	65.70	50.42	54.76	80.71	88.65	53.12	55.22
	Other	0.00	0.00	4.38	0.00	7.57	0.16	0.62
	No data	31.83	34.59	38.78	18.10	0.00	46.40	41.81
	Sexual Orientation Total	100.00	100.00	100.00	100.00	100.00	100.00	100.00
<b>Race and Ethnicity</b>								
Asian or Asian British	Bangladeshi	0.70	1.00	0.69	0.89	0.00	0.81	0.00
	Chinese	0.09	1.05	0.23	0.00	0.11	0.00	0.12
	Indian	2.17	0.95	1.00	2.08	0.11	1.30	0.50
	Pakistani	1.39	2.00	1.89	0.30	0.84	2.02	1.24
	Other	3.04	1.88	0.57	0.30	0.00	2.19	1.99
	Total Asian or Asian British	7.39%	6.88%	4.38%	3.57%	1.06%	6.32%	3.85%
Black or Black British	African	11.04	2.17	9.94	3.26	2.75	24.62	0.87

	<b>Caribbean</b>	4.87	4.00	6.17	3.71	0.11	11.17	1.49
	<b>Somali</b>	0.00	10.00	11.37	0.74	1.06	13.36	1.86
	<b>Other</b>	0.61	2.16	1.09	0.45	0.00	1.46	4.09
	<b>Total Black or Black British</b>	<b>16.52%</b>	<b>18.33%</b>	<b>28.57%</b>	<b>8.16%</b>	<b>3.92%</b>	<b>50.61%</b>	<b>8.31%</b>
<b>Any other Ethnic Groups</b>	<b>Arab</b>	Not Collected	1.45	0.63	0.15	0.00	0.00	0.00
	<b>Iranian</b>	Not Collected	Not Collected	0.23	0.15	0.00	0.00	0.12
	<b>Iraqi</b>	Not Collected	Not Collected	0.06	0.00	0.00	0.00	0.00
	<b>Kurdish</b>	Not Collected	Not Collected	0.69	0.15	0.00	0.00	0.12
	<b>Turkish</b>	Not Collected	Not Collected	0.17	0.30	0.00	0.00	0.00
	<b>Other</b>	3.13	0	0.86	0.45	1.06	1.78	0.00
	<b>Total Any other Ethnic Groups</b>	<b>3.13%</b>	<b>1.45%</b>	<b>2.64</b>	<b>1.20</b>	<b>1.06</b>	<b>1.78</b>	<b>0.24</b>
<b>Mixed/ Multiple Ethnic Groups</b>	<b>White and Asian</b>	0.43	4.85	0.34	0.15	0.00	0.16	0.00
	<b>White &amp; Black African</b>	0.70	0.95	0.69	0.15	0.42	0.00	0.50
	<b>White &amp; Black Caribbean</b>	1.39	2.44	2.74	0.30	0.00	0.89	0.12
	<b>Other</b>	0.70	0.72	0.86	0.15	0.00	0.24	2.48
	<b>Total Mixed/Multiple</b>	<b>3.22%</b>	<b>8.96</b>	<b>4.63%</b>	<b>0.75%</b>	<b>0.42%</b>	<b>1.30%</b>	<b>3.10%</b>
<b>White</b>	<b>British</b>	50.87	45.79	46.86	78.04	91.76	15.47	43.92
	<b>Eastern European</b>	1.74		0.06	1.63	0.00	0.40	0.00
	<b>Gypsy</b>	0.43		0.06	0.00	0.00	0.97	0.00
	<b>Irish</b>	0.00		0.46	1.19	0.21	0.65	0.50
	<b>Irish or Scottish Traveller</b>	0.00		0.06	0.15	0.21	0.00	0.12
	<b>Roma</b>	0.00		0.00	0.00	0.21	0.00	0.00
	<b>Other</b>	6.43	18.58	1.31	3.26	1.06	3.81	0.62
	<b>Total White</b>	<b>59.47%</b>	<b>64.37%</b>	<b>48.81%</b>	<b>84.27%</b>	<b>93.45%</b>	<b>21.30%</b>	<b>45.16%</b>
<b>Preferred Not to Say/No Data</b>		<b>10.26%</b>	<b>0.00%</b>	<b>10.97%</b>	<b>2.08%</b>	<b>0.11%</b>	<b>18.70%</b>	<b>39.33%</b>

Please see Appendix 1 for a full % breakdown.

### **Service Delivery in the Most Deprived Outer Wards Specified to Ensure Bristol Citywide Reach**

Bristol Citizen’s Advice Bureau, St. Pauls Advice Centre, Avon & Bristol Law Centre and Bristol City Council Customer Service Points are all based in the Inner City or East of Bristol. To ensure city wide coverage of external advice services they are asked to specifically monitor deprived outer wards provision. The following data shows to what effect service users from the following deprived outer wards, are accessing these services.

North: Avonmouth & Lawrence Weston; Henbury & Brentry; Lockleaze and Southmead.

East: Frome Vale and Hillfields.

South: Filwood; Hartcliffe & Withywood; Hengrove & Whitchurch Park and Stockwood.

Service Provider	Areas Reached	
<b>Avon &amp; Bristol Law Centre</b>	Ensure their services are promoted with all other advice agencies and have worked with agencies in these areas to improve referrals for specialist legal advice.	
<b>Bristol Citizen’s Advice Bureau</b>	Particularly reach Easton Ashley and Lawrence Hill residents. Have been heavily promoting their services in the Filwood, Hartcliffe and Withy wood areas in the past 12 months.	
<b>Talking money</b>	<b>Electoral Ward</b>	<b>Count Number of Clients</b>
	North	
	Avonmouth and Lawrence Weston	32
	Henbury and Brentry	16
	Lockleaze	37
	Southmead	21
	East	
	Frome Vale	42
	Hillfields	47
	South	
	Filwood	25
	Hartcliffe and Withywood	26
	Hengrove and Whitchurch Park	21
	Stockwood	17
<b>North Bristol</b>	NBAC is based in Lockleaze and have outreaches in Shirehampton (covering	

<b>Advice Centre</b>	Avonmouth and Lawrence Weston, Henbury & Brentry), Lawrence Weston and Southmead.
<b>South Bristol Advice Services</b>	SBAS is predominantly an organisation that serves the South Bristol Community. Both the office and main appointments are in the Hartcliffe & Withywood wards. There are 4 drop-ins under this funding - 2 in BS4 and 2 in BS13 areas.
<b>St Pauls Advice Centre</b>	Information not provided.
<b>WECIL</b>	WECIL is based in Fishponds which is very close for the Hillfields and Frome Vale wards. Is open to work with people from any of the deprived wards as long as they are able to get to the service. This can be a struggle for a disabled person and for those living on benefits. Do however operate a phone line which, providing the person can access a telephone and is able to use one, will ensure that disabled people from across the city can get advice over the phone.

*Please see Appendix 3 for a full breakdown of ethnicity by wards*

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

Whilst we have comprehensive data from most of our service providers, there are some gaps in the current data set. In particular around sex and marriage/civil partnership.

One of the aims of this change is to ensure a more consistent and quality approach to providing services.

National statistics indicate that women are more affected by welfare reform than men.

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

An online consultation running between the 28<sup>th</sup> June – 9<sup>th</sup> August was carried out with service providers who we asked to promote with service users to ensure that they have an opportunity to have their views represented.

## 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?

These services serve our most vulnerable citizens in the City and we know from our Equalities data that they are more likely to have protected characteristics. We also know that people who have a protected characteristic are on low incomes. The intention of this grant funding is to widen the capacity of the advice network to ensure that more people can be reached. As such, we do not anticipate any adverse impact however, it is important that we are sensitive to the potential negative unintended consequences to be checked in the consultation.

In particular, some BME groups and disabled groups.

- Age – we are aware that the national picture of poverty is changing and that there is an increase in young people being at risk, (Monitoring Poverty and Social Exclusion (MPSE) 2016, National Policy Institute), new services are proposed to provide better channels for younger people to access advice (eg online)
- There are more older people on low incomes or unemployed in Bristol and therefore a change in advice provision may impact this group, especially if we emphasise online help. The service change aims through triage ensure that people who can help themselves will to ensure better access for those without digital literacy
- People with a disability – as there's a higher proportion of disabled people living in deprived areas, they are therefore affected more by welfare reform changes. Thus, the advice service has a specific provision for people with disability but, any changes of this service may impact on this group. Hence, we are looking to build capacity within this service to mitigate any potential risk to disabled people, through the sharing of information to the wider support groups in Bristol.
- Gender reassignment – impact of the change in service provision on this group is unknown
- Marriage or civil partnership (in employment only) – no disproportionate impact identified
- Pregnancy and maternity – no disproportionate impact identified
- Race – greater impact on some as there is a higher rate of deprivation in some groups e.g. BME, it is therefore reasonable to assume that a change in advice provision may impact on some in the group more than others
- Religion or belief -
- Sex – Monitoring reports (see Appendix 1) show that more women than

<p>men use the current service provision.</p> <ul style="list-style-type: none"> <li>• Sexual orientation – no disproportionate impact identified</li> </ul>
<p>3.2 Can these impacts be mitigated or justified? If so, how?</p>
<p>We have attempted to mitigate the impact by ensuring provision is maintained in deprived areas.</p> <p>Our preferred model is : A Coalition or joint or partnership consortium: This model aim to deliver a city-wide specialist IAG services as one grant and funding agreement. This will be distributed by the lead provider to specialist advice services and to three other service delivery grants to support service delivery in the three areas of the city (North, South and East/Central), based on evidence of need.</p> <p>This will ensure we continue to deliver locally based provisions that are available in people’s communities. However we are keen to hear of other models that will ensure local needs can be met through the consultation process.</p>
<p>3.3 Does the proposal create any benefits for people with protected characteristics?</p>
<p>The changes are intended to ensure that services are easier to access, and that citizens are directed to the right advice at the right time. Thus, helping to prevent a crisis by providing a more targeted IAG services to support the most vulnerable citizens in the City. Thereby, leading to better outcomes for all including those with protected characteristics.</p>
<p>3.4 Can they be maximised? If so, how?</p>
<p>The intention of the grant funding plan is to allow advice services to be flexible to changing and priority needs. Allowing them to meet the needs of the local communities. Final design of the service will be done in partnership to allow local knowledge to influence service design.</p>

**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?

This draft Equalities Impact Assessment has helped to inform the consultation process which will feed into the final proposal.  
The Equalities Impact Assessment will feed into the outcomes of the grant funding and will help to define key areas of need in the city.

4.2 What actions have been identified going forward?

The consultation raised some issues about the types of advice being offered through the grant. Advice service highlighted that individuals seeking help tended to have complex needs, as such it was felt that focusing the grant on specific 'types' of advice would make offering appropriate advice to vulnerable citizens more difficult. Immigration advice was highlighted as missing from the grant, the needs assessment also raised this as an area of concern.

It was agreed therefore to:

- Include a broader definition of advice to enable advice services to offer holistic advice
- Liaise with public health colleagues to ensure that health outcomes (including mental health) are included
- Include Immigration advice within the definition

In completing the EQIA it seems that there may be an issue with the quality of our Equalities data. Going forward this will be looked at as part of the monitoring agreements.

New monitoring agreements are put in place to improve equalities data, to ensure that services are meeting needs of vulnerable citizens and that the grant is benefiting citizens with highest needs.

Due to vulnerable nature of citizens ensure that any changes of service delivery are communicated early and done in close liaison with broader support services.

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

Periodic contract management include equalities monitoring data that will be monitored closely.

The monitoring of equality data will ensure we are still reaching communities the funding is aimed at.

We require more information about the faith of clients from all service providers.

Service Director Sign-Off: Seen at EDM and CLB.	Equalities Officer Sign Off: Cherene Whitfield
Date:	Date: 19 September 2018

## Appendix 1

### Equality Monitoring by Agencies Funded Under the BCC Commission 2017-18

#### Percentage Breakdown

		Avon & Bristol Law Centre	Bristol Citizens Advice Bureau	Talking Money	North Bristol Advice Centre	South Bristol Advice Centre	St Pauls Advice Centre	WECIL
<b>Total clients</b>		<b>3137</b>	<b>8701</b>	<b>5204</b>	<b>1368</b>	<b>2795</b>	<b>3537</b>	<b>806</b>
<b>Total Number of Service users Monitored</b>		<b>1175</b>	<b>8701</b>	<b>1841</b>	<b>674</b>	<b>1077</b>	<b>1235</b>	<b>806</b>
		<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>
<b>Gender</b>	<b>Men</b>	46.64	45.99	36.34	41.54	48.74	41.86	20.84
	<b>Women</b>	51.83	53.99	61.98	58.16	51.07	51.17	40.82
	<b>Gender Fluid/Non Binary/Other</b>	0.00	0.00	0.11	0.00	0.19	0.00	0.12
	<b>No data</b>	1.53	0.01	1.57	0.30	0.00	6.96	38.22
	<b>Gender Total</b>	<b>100.00</b>	<b>100</b>	<b>100.00</b>	<b>100.00</b>	<b>100</b>	<b>100</b>	<b>100.00</b>
<b>Age</b>	<b>16-24</b>	11.15	6.00	5.86	3.41	3.81	<i>No Data</i>	2.48
	<b>25-49</b>	51.91	57.00	64.27	42.43	50.88		25.81
	<b>50-64</b>	26.98	27.00	23.62	40.21	31.66		20.22
	<b>65-74</b>	2.30	7.00	3.62	9.50	13.56		3.97
	<b>75+</b>	0.77	3.00	1.37	2.37	0.00		0.74
	<b>No data</b>	6.89	0.00	1.26	2.08	0.09		46.77
	<b>Age Total</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>		<b>100.00</b>
<b>Disabled People</b>	<b>Yes</b>	68.09	33.16	44.96	72.55	62.23	16.11	85.24
	<b>No</b>	31.91	55.30	12.10	25.82	37.40	83.89	2.48
	<b>No data</b>	0.00	11.54	42.94	1.63	0.37	0.00	12.28
<b>Sexual Orientation</b>	<b>Bisexual</b>	1.19	0.62	1.15	0.30	0.61	0.24	0.74
	<b>Lesbian or Gay</b>	1.28	14.37	0.93	0.89	3.17	0.08	1.61
	<b>Hetero-sexual</b>	65.70	50.42	54.76	80.71	88.65	53.12	55.22
	<b>Other</b>	0.00	0.00	4.38	0.00	7.57	0.16	0.62
	<b>No data</b>	31.83	34.59	38.78	18.10	0.00	46.40	41.81
	<b>Sexual Orientation Total</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>

		Avon & Bristol Law Centre	Bristol Citizens Advice Bureau	Talking Money	North Bristol Advice Centre	South Bristol Advice Centre	St Pauls Advice Centre	WECIL
<b>Race and Ethnicity</b>								
<b>Asian or Asian British</b>	<b>Bangladeshi</b>	0.70	1.00	0.69	0.89	0.00	0.81	0.00
	<b>Chinese</b>	0.09	1.05	0.23	0.00	0.11	0.00	0.12
	<b>Indian</b>	2.17	0.95	1.00	2.08	0.11	1.30	0.50
	<b>Pakistani</b>	1.39	2.00	1.89	0.30	0.84	2.02	1.24
	<b>Other</b>	3.04	1.88	0.57	0.30	0.00	2.19	1.99
	<b>Total Asian or Asian British</b>	<b>7.39%</b>	<b>6.88%</b>	<b>4.38%</b>	<b>3.57%</b>	<b>1.06%</b>	<b>6.32%</b>	<b>3.85%</b>
<b>Black or Black British</b>	<b>African</b>	11.04	2.17	9.94	3.26	2.75	24.62	0.87
	<b>Caribbean</b>	4.87	4.00	6.17	3.71	0.11	11.17	1.49
	<b>Somali</b>	0.00	10.00	11.37	0.74	1.06	13.36	1.86
	<b>Other</b>	0.61	216.00	1.09	0.45	0.00	1.46	4.09
	<b>Total Black or Black British</b>	<b>16.52%</b>	<b>18.33%</b>	<b>28.57%</b>	<b>8.16%</b>	<b>3.92%</b>	<b>50.6%</b>	<b>8.31%</b>
<b>Any other Ethnic Groups</b>	<b>Arab</b>	0.00	1.45	0.63	0.15	0.00	0.00	0.00
	<b>Iranian</b>	0.00	0.00	0.23	0.15	0.00	0.00	0.12
	<b>Iraqi</b>	0.00	0.00	0.06	0.00	0.00	0.00	0.00
	<b>Kurdish</b>	0.00	0.00	0.69	0.15	0.00	0.00	0.12
	<b>Turkish</b>	0.00	0.00	0.17	0.30	0.00	0.00	0.00
	<b>Other</b>	3.13	0.00	0.86	0.45	1.06	1.78	0.00
	<b>Total Any other Ethnic Groups</b>	<b>3.13%</b>	<b>1.45%</b>	<b>2.64%</b>	<b>1.20%</b>	<b>1.06%</b>	<b>1.78%</b>	<b>0.24%</b>
<b>Mixed/Multiple Ethnic Groups</b>	<b>White and Asian</b>	0.43	4.85	0.34	0.15	0.00	0.16	0.00
	<b>White &amp; Black African</b>	0.70	0.95	0.69	0.15	0.42	0.00	0.50
	<b>White &amp; Black Caribbean</b>	1.39	2.44	2.74	0.30	0.00	0.89	0.12
	<b>Other</b>	0.70	0.72	0.86	0.15	0.00	0.24	2.48
	<b>Total Mixed/Multiple</b>	<b>3.22%</b>	<b>8.96%</b>	<b>4.63%</b>	<b>0.75%</b>	<b>0.42%</b>	<b>1.30%</b>	<b>3.10%</b>
<b>White</b>	<b>British</b>	50.87	45.79	46.86	78.04	91.76	15.47	43.92

		Avon & Bristol Law Centre	Bristol Citizens Advice Bureau	Talking Money	North Bristol Advice Centre	South Bristol Advice Centre	St Pauls Advice Centre	WECIL
	Eastern European	1.74	0.00	0.06	1.63	0.00	0.40	0.00
	Gypsy	0.43	0.00	0.06	0.00	0.00	0.97	0.00
	Irish	0.00	0.00	0.46	1.19	0.21	0.65	0.50
	Irish or Scottish Traveller	0.00	0.00	0.06	0.15	0.21	0.00	0.12
	Roma	0.00	0.00	0.00	0.00	0.21	0.00	0.00
	Other	6.43	18.58	1.31	3.26	1.06	3.81	0.62
	<b>Total White</b>	<b>59.47%</b>	<b>64.37%</b>	<b>48.81%</b>	<b>84.2%</b>	<b>93.4%</b>	<b>21.3%</b>	<b>45.1%</b>
Preferred Not to Say/ No data		<b>10.26</b>	<b>0</b>	<b>10.97</b>	<b>2.08</b>	<b>0.11</b>	<b>18.70</b>	<b>39.33</b>
	<b>Total Ethnicity</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100.00</b>
People of Faith	Buddhist	0.17		0.91	0.00	0.00	0.16	0.52
	Christian	15.74		17.61	24.93	23.44	7.85	20.28
	Hindu	0.34		0.11	0.15	0.11	0.08	0.00
	Jewish	0.09		0.23	0.15	0.00	0.00	0.26
	Muslim	6.72		19.49	4.90	1.06	32.23	5.94
	Sikh	1.11		0.46	0.89	0.00	0.65	1.03
	None	22.47		18.06	34.72	72.86	3.97	26.87
	Don't know/not sure	0.01		3.82	0.89	0.42	40.65	0.00
	Other Faith, Religion or Belief	4.60		8.72	1.78	1.37	1.38	5.95
	Preferred not to say	48.77		30.60	31.60	0.74	13.04	39.15
	<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100.00</b>

## Appendix 2

### Equality Monitoring by Agencies Funded Under the BCC Commission 2017-18

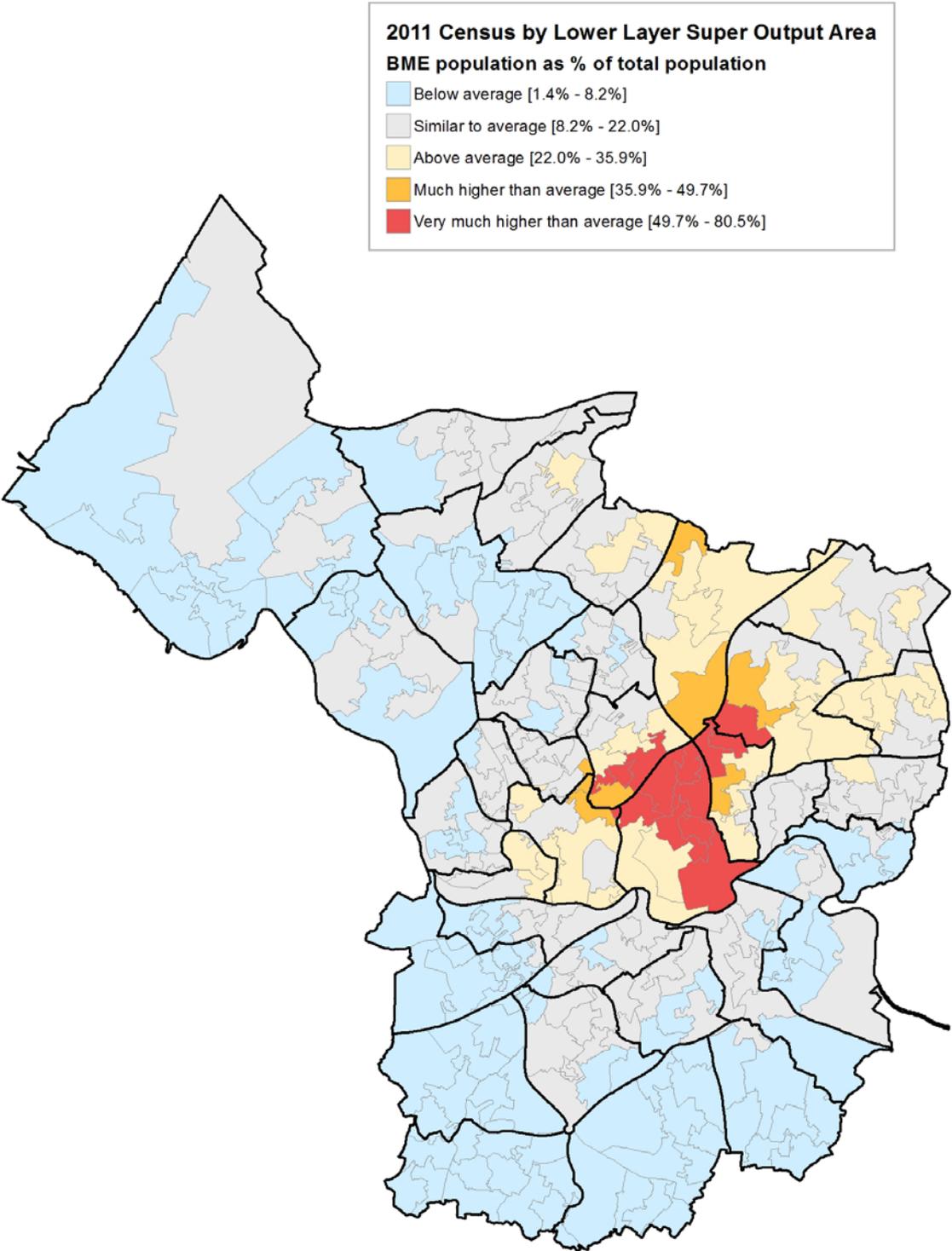
		Avon & Bristol Law Centre	Bristol Citizens Advice Bureau	Talking Money	North Bristol Advice Centre	South Bristol Advice Centre	St Pauls Advice Centre	WECIL
<b>Total clients</b>		<b>3137</b>	<b>8701</b>	<b>5204</b>	<b>1368</b>	<b>2795</b>	<b>3537</b>	<b>806</b>
<b>Total Number of Service users Monitored</b>		<b>1175</b>	<b>8701</b>	<b>1841</b>	<b>674</b>	<b>1077</b>	<b>1235</b>	<b>806</b>
<b>Gender</b>	<b>Men</b>	548	4002	669	280	524	517	168
	<b>Women</b>	609	4698	1141	392	549	632	329
	<b>Gender Fluid/ Non Binary/ Other</b>			2	0	2	0	1
	<b>No data</b>	18	1	29	2		86	308
	<b>Gender Total</b>	<b>1175</b>	<b>8701</b>	<b>1841</b>	<b>674</b>	<b>1075</b>	<b>1235</b>	<b>806</b>
<b>Age</b>	<b>16-24</b>	131	522	107	23	41		20
	<b>25-49</b>	610	4960	1173	286	548		208
	<b>50-64</b>	317	2349	431	271	341		163
	<b>65-74</b>	27	609	66	64	146		32
	<b>75+</b>	9	261	25	16			6
	<b>No data</b>	81	0	23	14	1		377
	<b>Age Total</b>	<b>1175</b>	<b>8701</b>	<b>1825</b>	<b>674</b>	<b>1077</b>	<b>0</b>	<b>806</b>
<b>Disabled People</b>	<b>Yes</b>	<b>800</b>	<b>2885</b>	<b>624</b>	489	669	199	687
	<b>No</b>	375	4812	168	174	402	1036	20
	<b>No data</b>		1004	596	11	4	0	99
<b>Sexual Orientation</b>	<b>Bisexual</b>	14	54	21	2	6	3	6
	<b>Lesbian or Gay</b>	15	1250	17	6	21	1	13
	<b>Hetero-sexual</b>	772	4387	1000	544	867	656	445
	<b>Other</b>			80	0	10	2	5
	<b>No data</b>	374	3010	708	122	74	573	337
	<b>Sexual Orientation Total</b>	<b>1175</b>	<b>8701</b>	<b>1826</b>	<b>674</b>	<b>978</b>	<b>1235</b>	<b>806</b>
<b>Race and Ethnicity</b>								
<b>Asian or Asian British</b>	<b>Bangladeshi</b>	8	87	12	6	0	10	0
	<b>Chinese</b>	1	91	4	0	1	0	1
	<b>Indian</b>	25	83	18	14	1	16	4

		Avon & Bristol Law Centre	Bristol Citizens Advice Bureau	Talking Money	North Bristol Advice Centre	South Bristol Advice Centre	St Pauls Advice Centre	WECIL
	Pakistani	16	174	33	2	8	25	10
	Other	35	164	10	2		27	16
	<b>Total Asian or Asian British</b>	<b>85</b>	<b>599</b>	<b>77</b>	<b>24</b>	<b>10</b>	<b>78</b>	<b>31</b>
<b>Black or Black British</b>	African	127	189	174	22	26	304	7
	Caribbean	56	348	108	25	1	138	12
	Somali	Not Collected	870	199	5	10	165	15
	Other	7	188	19	3	0	18	33
	<b>Total Black or Black British</b>	<b>190</b>	<b>1595</b>	<b>500</b>	<b>55</b>	<b>37</b>	<b>625</b>	<b>67</b>
<b>Any other Ethnic Groups</b>	Arab	Not Collected	126	11	1	0	0	0
	Iranian	Not Collected	Not Collected	4	1	0	0	1
	Iraqi	Not Collected	Not Collected	1	0	0	0	0
	Kurdish	Not Collected	Not Collected	12	1	0	0	1
	Turkish	Not Collected	Not Collected	3	2	0	0	0
	Other	36	0	15	3	10	22	0
	<b>Total Any other Ethnic Groups</b>	<b>36</b>	<b>126</b>	<b>46</b>	<b>8</b>	<b>10</b>	<b>22</b>	<b>2</b>
<b>Mixed/Multiple Ethnic Groups</b>	White and Asian	5	422	6	1	0	2	0
	White & Black African	8	83	12	1	4	0	4
	White & Black Caribbean	16	212	48	2	0	11	1
	Other	8	63	15	1		3	20
	<b>Total Mixed/Multiple</b>	<b>37</b>	<b>780</b>	<b>81</b>	<b>5</b>	<b>4</b>	<b>16</b>	<b>25</b>
<b>White</b>	British	585	3984	820	1	869	191	354
	Eastern European	20	Not collected	1	526		5	
	Gypsy	5		1	11		12	
	Irish	0		8	0	2	8	4

		Avon & Bristol Law Centre	Bristol Citizens Advice Bureau	Talking Money	North Bristol Advice Centre	South Bristol Advice Centre	St Pauls Advice Centre	WECIL
	Irish or Scottish Traveller	0		1	8	2	0	1
	Roma	0		0	1	2	0	0
	Other	74	1617	23	0	10	47	5
	<b>Total White</b>	<b>684</b>	<b>5601</b>	<b>854</b>	<b>22</b>	<b>885</b>	<b>263</b>	<b>364</b>
<b>Preferred Not to Say/No data</b>		<b>118</b>	<b>0</b>	<b>192</b>	<b>14</b>	<b>1</b>	<b>231</b>	<b>317</b>
<b>People of Faith</b>	<b>Buddhist</b>	2	BCAB don't routinely collect this data as clients are often wary of why these questions are being asked.	16	0	0	2	4
	<b>Christian</b>	185		309	168	222	97	157
	<b>Hindu</b>	4		2	1	1	1	0
	<b>Jewish</b>	1		4	1		0	2
	<b>Muslim</b>	79		342	33	10	398	46
	<b>Sikh</b>	13		8	6		8	8
	<b>None</b>	264		317	234	690	49	208
	<b>Don't know/not sure</b>	0		67	6	4	502	0
	<b>Other Faith, Religion or Belief</b>	54		153	12	13	17	46
	<b>Preferred not to say</b>	573		537	213	7	161	303
	<b>Total</b>	<b>1175</b>	<b>0</b>	<b>1755</b>	<b>1</b>	<b>947</b>	<b>1235</b>	<b>774</b>

Appendix 3

BME Population as % of Total Population



Produced by Strategic Planning, Bristol City Council  
Source: Office for National Statistics © Crown Copyright 2013.  
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## Appendix 4

### People whose day-to-day activities are limited

Table below shows the number of people who specified that their day-to-day activities are limited because of a health problem or disability which has lasted, or is expected to last at least 12 months.

	All People	Day-to-day activities limited a lot	Day-to-day activities limited a little	Day-to-day activities are not limited
<b>Population and Sex</b>				
<b>Total Population</b>	<b>428,234</b>	<b>34,570</b>	<b>37,154</b>	<b>356,510</b>
%		<b>8%</b>	<b>9%</b>	<b>83%</b>
Total males	213,071	15,852	17,493	179,726
Total females	215,163	18,718	19,661	176,784
<b>Total usual residents in households</b>	<b>418,814</b>	<b>32,290</b>	<b>36,223</b>	<b>350,301</b>
Total males in households	208,517	14,939	17,033	176,545
Total females in households	210,297	17,351	19,190	173,756
<b>All usual residents in communal establishments</b>	<b>9,420</b>	<b>2,280</b>	<b>931</b>	<b>6,209</b>
Males in communal establishments	4,554	913	460	3181
Females in communal establishments	4,866	1,367	471	3,028

Source: 2011 Census

The proportion of the population of Bristol whose day-to-day activities are limited is 16.7% or 71,724 of a total population figure of 428,234.

Of the 71,724 people who are disabled, 34,570 (8%) have day-to-day activities that are limited a lot and 37,154 (9%) have day-to-day activities that are limited a little.

There are more disabled women than men living in Bristol – 15.6% of men and 17.8% of women are disabled. This is due to women generally living longer than men.

**Eco Impact Checklist**

<b>Title of report: Grant Funding Plan for External Advice Services</b>				
<b>Report author: Carole Gardner</b>				
<b>Anticipated date of key decision: 2<sup>nd</sup> October 2018</b>				
<b>Summary of proposals:</b>				
<p>The aim of this proposal is to provide a grant funding agreement with external providers to deliver an integrated Information, Advice and Guidance service to Bristol citizens that is aligned to the 3-tier model of preventative services.</p> <ul style="list-style-type: none"> <li>○ Tier 1: help to help yourself</li> <li>○ Tier 2: help or a service when you need it.</li> <li>○ Tier 3: help to live your life – more intensive support or services where they are needed most</li> </ul> <p>This grant relates to information advice and guidance on:</p> <ul style="list-style-type: none"> <li>○ Welfare benefit advice</li> <li>○ Housing</li> <li>○ Employment</li> <li>○ Money and Debt</li> <li>○ Immigration</li> </ul> <p>Including specialist provision of disability and legal advice in relation to the categories above.</p>				
<b>Will the proposal impact on...</b>	Yes/ No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	No			
Bristol's resilience to the effects of climate change?	No			
Consumption of non-renewable resources?	No			
Production, recycling or disposal of waste	No			
The appearance of the city?	No			
Pollution to land, water, or air?	No			
Wildlife and habitats?	No			
<b>Consulted with: Nicola Hares</b>				

<b>Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u></b>	
There are no significant environmental impacts associated with this report so a full Eco IA is not needed. There will be a slight positive effect through internet services being encouraged, thus reducing paper use and it's associated waste.	
<b>Checklist completed by:</b>	
Name:	Carole Gardner
Dept.:	Strategic Children's Commissioning
Extension:	
Date:	01/08/18
Verified by Environmental Performance Team	Nicola Hares



# **Advice Needs Analysis**

## **Bristol City Council**

**February 2017**

Author: Jane Emanuel

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## 1. Executive Summary

Bristol is a confident, vibrant and diverse city. It is prosperous and has overall a highly educated and skilled workforce. Yet, it still has a number of significant challenges. This report seeks to highlight the continuing needs of Bristol's citizens and communities for legal advice and support in areas of social welfare law,<sup>1</sup> to ensure that they are better able with the right support, to manage their lives and participate in their communities and neighbourhoods.

- 18,700 children live in poverty 23.6% of the child population against a national average of 19.2%.
- 69,000 people live in the most deprived areas in England (in 2015) - 16% of Bristol's residents. This has increased by 2% since 2010.
- 72,000 people, 17% of the population suffers from income deprivation. In some wards more than a third of people are income deprived.
- In 2015/16 26,369 individual people were assisted directly with their legal problems by being provided with advice or supported casework by the seven commissioned independent advice agencies and the council's in house service. This represents 7.2% of the adult population of Bristol. Many more were provided with information by these agencies, so that they were able to resolve problems by themselves. Together over 50,000 people received from these agencies information, advice or casework support: around one in ten of Bristol's population:  
  
12,623 of casework and advice problems related to welfare benefits, 6,927 to debt, 2,907 to employment, 2,203 to immigration and asylum and 1,410 to housing.
- In the same year £16,040,499 was raised for clients by all agencies providing free legal advice in Bristol in the form of backdated benefits, new awards, and other compensatory payments.
- £16,718,662 was written off from the debts that people owed in the same period.

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<sup>1</sup> This includes: welfare benefits, debt, housing, immigration and asylum, employment, community care, consumer and discrimination.

- Services have remained flexible to peoples' needs, advice agencies have responded well to the needs of the differing communities of Bristol, providing services in ways which meet their needs, though offering different approaches and resources - such as mother tongue speakers, home visits for older and disabled people, outreach sessions in locations that people use such as health and community centres. Nevertheless agencies still need to respond more to the needs of vulnerable young people (16-25), older people in central wards and people from Eastern European communities.
- There has been a steep rise in people experiencing difficulties with disability benefits. All advice agencies support significantly more disabled people than the Bristol population average of 16.8%. On average 45% of all clients receiving advice and casework have classified themselves as disabled (this includes mental health difficulties).

Overall the process for claiming benefits has become increasingly more complex and difficult. Over 1,000 appeals were made to the Tribunals with support of advice agencies in Bristol in 2016. 88% of these appeals were successful. This trend is set to continue for a number of years as people move across to new benefits and more people apply under the new more complex rules.

- Difficulties with welfare benefits will rise further as Universal Credit is rolled out across the city, this will continue until at least 2020 with up to 50,000 households impacted in Bristol. The changes will be particularly acute as all applications will need to be made online, new claimants will have to wait at least 6 weeks before a full payment is made and many people on existing benefits, used to managing a weekly budget, will be required to manage a monthly budget.
- Whilst more people are in work in Bristol, many of those people are in the low waged economy, often subject to zero hour contracts, casual, agency or temporary work. They are paid lower than their permanent counterparts and often rotate between employment and the benefits system. More people in Bristol are looking for work in the low/unskilled sector than any other sector.
- More of Bristol's residents are reliant on being housed in the private rented sector. Rents are amongst the highest in the country (outside of London) and account for 42% of the average gross earnings. Many of these people are struggling to maintain their tenancies and are falling into debt or are forced to live in sub-standard and overcrowded conditions. As a result there has been a corresponding rise in homelessness and rooflessness in the city. 'More than a Roof', Bristol's Housing Strategy has prioritised a range of actions to support

people in sustaining their occupation of their current homes, which includes the provision of early and timely advice.

- The rise in household debt is unprecedented. 17.2% of the Bristol population is over-indebted, with Bristol having the second worst rates of over-indebtedness in the South West. Bristol is the 7<sup>th</sup> most insolvent area in the UK. Bristol citizens are increasingly failing to meet their priority payments; these include rent, utilities, council tax and benefit overpayments.
- 25,379 households (13.6% of all households) are in fuel poverty in Bristol. This places Bristol in the top ten of all UK cities. Whilst a range of initiatives have been launched to combat fuel poverty, including Bristol Energy, there remains much to do to ensure that the most vulnerable are on the appropriate tariffs and are prioritising and able to pay for their fuel needs.
- Immigration advice was almost entirely removed from legal aid in 2013. This has resulted in many people trying to seek advice from local agencies. The decision to leave the European Union has caused a spike in demand as many people seek assurances about their future status in the UK. Agencies are unable to cope with the current demand flow.
- While Bristol has higher rates of internet access and use than any other core city, at least 33,000 people in Bristol do not have access or use the internet. There is also a considerable difference in people's use of the internet and their capacity to understand complex requirements and forms. As such there is a need to ensure that Bristol's citizens can access advice through a variety of means including face-to-face and through the telephone. Equally self-help needs to be encouraged and supported as outlined in the councils Corporate Strategy.

## 2. Overview

### 2.1 Corporate strategy and VCS prospectus

The Bristol Corporate Strategy 2017-22 is currently being consulted on. The situation is quite stark with the need to find significant savings of around £90 million during the period of the strategy.

It is estimated that £8m is spent by the council overall in providing advice and support. This includes the range of in house services, where such provision may constitute a small part of an individual's job. It also includes the block grant to independent VCS agencies and the full funding of the in-house Welfare Rights and Money Advice Service, whose primary purpose is to provide advice in areas of social welfare law.

The pressures on the council's budget mean that savings must be found from all streams of activities and services. At the time of writing, it is proposed that £800,000 of savings should be achieved across the area, £300,000 in 2017/18 and a further £500,000 in 2018/19. How these savings will be achieved is currently under review.

There is also a need to fundamentally rethink how services are delivered efficiently using innovative and different models of delivery within the context of a 'whole city' approach. The proposed vision is for an inclusive city:

- in which everyone benefits from the city's success and no-one is left behind;
- where people have access to decent jobs and affordable homes;
- in which services and opportunities are accessible Where life chances and health are not determined by wealth and background;
- that leads on tackling climate change and the damaging impact of air pollution;
- and
- which is easier to get around and has improved public transport.

The draft strategy details a new approach that the council has developed a way of working that focuses on helping people in the most appropriate way - with an emphasis on people being able to help themselves as much as possible before the council's services need to be engaged. This model was developed by Adult Social Care for working with individuals, but has been adopted by, and applies equally well to the way the council will work with Neighbourhoods this is illustrated in the diagram below:

## The three-tier model for care & support



The draft Corporate Strategy also highlights the need to ensure the quality of information advice and guidance across the council and the voluntary and community sector. This enables people to get access to the right support at the right time to enable them to have power and control over their circumstances and be able to solve their own problems with the right support. This will create less dependency on services and more control for individuals. It proposes that a Single city-wide Information, Advice and Guidance service will be developed, bringing all services together as one approach, doing it more efficiently and helping people get better information online as a first port of call.

The **VCS Prospectus** is a Bristol City Council guide in which we tell people what council grant funding is available over the four years from April 2017 for the voluntary and community sector. The prospectus has been developed in the context of the issues faced by the city, the local authority's existing budget, Mayoral priorities, the Council's Corporate Plan and central government's comprehensive spending review. It tells people what we want to achieve, what we expect from grant-funded organisations and what the processes are for both applying for and allocating the grants.

## 2.2 Findings of original Needs Analysis & progress

The key findings from the 2011 Needs Analysis are listed below in column 1, all still apply to the situation five years later and some have become of greater significance as result of impact the ongoing impact of recession, the government's policy of austerity and Welfare Reform and changing demographics.

No	Needs analysis finding 2011	Progress by 2016/ongoing to be addressed.
1	Services need to be tailored and accessible to all ethnic groups in Bristol and to respond to the demands and needs of inner city wards with the highest percentage of BME residents and highest growing populations. Services also need to respond to the needs of other dispersed communities such as the Chinese and Bangladeshi Communities. (Needs Analysis 3.1 'Ethnicity, Religion and Migration').	See info in Equalities section. This issue is ongoing and services need to continually review demand/need and access to services for all ethnic groups in the city. Still evidence of ongoing need for dispersed communities. There are significant differences in ethnicity between areas (JSNA chapter).
2	Services must also recognise the different needs of 'new communities', for example the advice needs of the Somali community and A8 nationals are markedly different. (Needs Analysis 3.1 'Ethnicity, Religion and Migration').	See info in Equalities section and summary of emerging issues and responses by agencies. This issue is ongoing and services need to continually review demand/need and access to services for all 'new communities' in the city.
3	There will be an increasing demand for Immigration and Asylum advice for people at all stages of their claim: financial and housing issues, health, childcare and children's education and general social advice. (Needs Analysis 3.1 'Ethnicity, Religion and Migration').	This is an ongoing issue that has been exacerbated by Immigration legal aid cuts and a lack of provision in the city and region.
4	In comparison to the rest of the South West and in line with comparable cities, Bristol has a young population profile and services need to recognise this and respond to the needs of young people in general and the particular needs of teenage mothers. (Needs Analysis 3.1 'Population Projections' and 'Teenage Conception').	This young population profile is unchanged (JSNA Chapter). There has been a reduction in teenage conceptions in the city. There has been a recent partnership approach to deliver advice specifically for young people.
5	The population profile, in line with national trends, also shows an increase in the percentage of older people. Access to advice services and benefit take-up campaigns must be fully accessible to older people such as promotions at G.P. surgeries, day centres, lunch clubs sheltered housing etc. (Needs Analysis 3.1 'Population Projections' and 3.4 'Welfare Benefits').	See info in Equalities section. Many of the advice network services are targeted at promoted at this age-group and promotional campaigns aimed at this group are targeted by WRAMAS. Still a more general need to target advice provision through health related settings which the advice network has worked hard to do despite bureaucratic obstacles.

6	Need to ensure that the specific needs of LGB and transsexual people are catered for in the development of the Community Advice Services and that the services appropriately monitor the use of advice services by the LGBT population in Bristol, (Needs Analysis 3.1 'Population Projections').	Some progress in collecting equalities information and reviewing access in this area. Continued need and focussed promotion for advice in certain areas e.g. LGBT young people far more likely to be homeless than their peers and face higher levels of familial rejection, abuse and violence <sup>2</sup>
7	Services need to be accessible for those people dependent on public transport particularly in areas of high deprivation or peripheral areas of the city where people may find it difficult to use, afford or access public transport. (Needs Analysis 3.1 'Transport').	This is an ongoing need. Access to transport remains an issue particularly with the ongoing impact of recession and Welfare Benefit reform.
8	Services need to promote benefit take-up campaigns in areas with lower life expectancy. Within Bristol life expectancy varies dramatically with a discrepancy of 10 years between the areas with the highest and lowest life expectancy rates. (Needs Analysis 3.2 'Mortality').	This is an ongoing issue (see JSNA section). There is a wide body of research including the BMJ highlighting that GPs were reporting a rise in numbers of patients presenting to them with problems connected to unemployment, debt and housing difficulties resulting in poor mental wellbeing, food and fuel poverty, an exacerbation of existing long-term conditions and other stress-related conditions.
9	Advice Services need to provide appropriate service delivery for people with mental health issues. The Bristol Population who suffer mental health is above the England average. (Needs Analysis 3.2 'Mental Health').	See above and refer the JSNA section. Increase in rates of depression and self-harm and rising suicide rates particularly amongst middle aged men.
10	Advice services need to provide accessible service delivery to disabled people that responds to the choice agenda in social care and government welfare benefits policies. (Needs Analysis 3.2 'Disability and Limiting Illness').	Sickness and disability claimants have been disproportionately affected by Welfare Reform, notably incapacity benefit reforms and the changeover from Disability Living Allowance to Personal Independence Payments, often affecting the individuals.
11	Advice services need to address multiple issues with regard to housing need, demand for accommodation and homelessness in Bristol exacerbated by population growth and affordability issues. (Needs Analysis 3.3 'Housing/ Accommodation' , 'Homelessness' and 3.4 'Welfare Benefits').	See JSNA. Recession and Welfare Benefit reform have seen a massive increase in homelessness and rough sleeping since 2013.

<sup>2</sup> LGBT Youth Homelessness. The Albert Kennedy Trust 2014.

12	<p>Advice services must respond strategically to the impact of recession. Nationally and locally there is an increase in demand for advice on Debt, Employment, Housing and Welfare Benefits. There is also a need to coordinate services so that they respond to the differing client profile for advice services emerging as a result of recession. Similarly, advice services will need to respond proactively over the next two years to issues of debt and landlord and mortgage repossession. Despite a recent reduction in landlord repossession and mortgage claims and orders, the weak economy and growing unemployment point towards an increase in the latter part of 2009-10. The demand for services in this area are likely more acute as a result of the coalition governments spending plans (Needs Analysis 5. Recession and 3.3 Housing/Accommodation)</p>	<p>This is ongoing. Demand for advice for Debt, Employment, Housing and Welfare Benefits have continued on an upward trajectory as has the demand for immigration advice. Mortgage repossession has not increased markedly largely due to Bank of England financial policy and historically low interest rates. Landlord repossessions have increased however private rental sector repossessions have soared due to a combination of recession, Welfare Benefit reform and supply and demand issues.</p>
13	<p>There is a clear need ensure that advice services are accessible throughout Bristol and targeted at those localities where there are higher levels of deprivation and need in the city, particularly those areas in the most 3% deprived nationally. Deprivation indicators from the Lower Super Output Areas indicate that there is a greater need for service provision in the South and East of the city as well as pockets in North Bristol. (Needs Analysis: 4. Indices of Deprivation and 10.3 Geographical Priorities &amp; Appendix 2 – Mapping of Services).</p>	<p>This is an ongoing issue, please refer to JSNA chapter.</p>
14	<p>A number of advice services have expressed frustration that people often approach them for advice regarding Housing and Council tax Benefit problems that should be able to be resolved at source through the service provided by Bristol City Council. It is recommended that BCC look to resolve any underlying issues to allow advice services to concentrate their resources on welfare benefit take up. (Needs Analysis 3.4 Work &amp; Economic Activity).</p>	<p>This is an ongoing issue.</p>

## 2.3 Commissioning advice services in Bristol

In 2006, the Legal Services Commission (LSC) published its 5-year strategy 'Making Legal Rights a Reality'. It advocated the procurement of integrated social welfare law services through the model of Community Legal Advice Centres (CLACs) and Networks (CLANs). The aspiration was to provide a service that enables clients to access a full range of publicly funded legal services, minimising the need for repeated referral.

This prompted Bristol City Council (BCC) to move towards a commissioned approach for community advice services, albeit rejecting a joint tendering approach with LSC as rigid and overly prescriptive. The desired outcomes for the project were:

- Provision of advice services throughout the city that are fully accessible to all communities, particularly those people living in deprived areas of the city and those on a low income;
- A more joined up set of services with improved access and referral arrangements between providers;
- Better outcomes for clients who have need for advice in more than one area of law;
- Simplified client-based outcome monitoring arrangements.

This approach was welcomed by both the Ministry of Justice (MOJ) in report, 'Study of Legal Advice at Local Level'. This approach has also been commented on as both positive and innovative in a study of local authority approaches to legal advice provision and funding in a study undertaken by Tribal, commissioned by the Local Government Association.

The advice services were commissioned through an outcome based grants process to provide a cohesive advice network in the city from 1<sup>st</sup> April 2011. Much of the development and capacity building of the community advice network has been led by the Advice Network funded by Barings & the Big Lottery originally and latterly through the Advice Services Transition fund. The network was singled out as an example of good practice in a Cabinet Office report<sup>3</sup>.

Bristol has benefitted enormously from this development work against a backdrop of reduced funding from government and increasing demand. As demand has changed, BCC has been able to work in partnership with the advice agencies to flex and alter service delivery where necessary to respond to the rapidly changing environment and other demographic pressures growing in the city.

This needs analysis links to an opportunity that has been identified to consider a 'whole system' approach to the provision of advice in the city, designing the system around the individual not the specialism so that the customer journeys are explicit and services aligned to them. There is an opportunity to build on the digital information, advice and guidance (IAG) repository and self-assessment search tool that is currently being developed to ensure that BCC complies with the Care Act (2014) and extend this approach to all advice provision.

It is anticipated that development of the repository and triage system can reduce demand

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<sup>3</sup> Not-for-Profit advice services in England' (Oct 2012).

for advice in other services in the city, facilitated by four key elements:

- Adoption of three tier model by all providers and funders to ensure that investment is targeted to the most appropriate level of provision;
- Agreed triage and access to advice;
- Clear pathways into advice services following triage;
- Agreed universal outcome/impact measures.

This Needs Analysis is seeking to address the wider advice needs in the city to inform both the wider review of advice in the city and the development of a digital solution and to inform the commissioning of advice services under the VCS Prospectus.

### 3. Population, deprivation and health statistics

There is a plethora of data sets that Bristol City Council uses to inform itself and its partners about Bristol and its residents, their needs and the challenges faced. Most of the information below is extracted from the Joint Strategic Needs Assessment 2017 (JSNA) being the most recently published document. This is an ongoing process to identify the current and future health and wellbeing needs of the local Bristol population. Where other data sets have been used these are separately highlighted.

#### 3.1 Population overview

- 449,300 people live in Bristol, this makes it the eighth largest city in England.
- 224,600 are female and 224,800 are male.
- 16% of the population are from BME backgrounds but amongst children it is 28%.
- The number of Bristol residents born outside of the UK has increased from 8% to 15% in the last decade.
- 83,800 are children under 16 (18.6% of the population) with a lower % of children under 10 than nationally.
- The working age population is 306,300 (68%), which is higher than the national average of 63%.
- Almost half (47%) of people aged 16 and over living in Bristol are single (never married) compared to a much lower national average of 35%.
- Net international migration has reduced in recent years and births are now the main driver in population growth<sup>4</sup>.
- The population is forecast to increase by 10.4% by 2024.

#### 3.2 Ward inequalities

The populations within each ward are no longer equal. The largest wards (17,920 -21,100 people) are Avonmouth and Lawrence Weston; Westbury on Trym and Henleaze; Ashley; Lawrence Hill; Hartcliffe and Withywood. Conversely the smallest wards with populations under 8,379 include Hotwells and Harbourside; St George West. The greatest areas of deprivation are Hartcliffe and Withywood; Filwood; Lawrence Hill. Nevertheless, there are pockets of higher deprivation in other wards.

- Bristol has 40 small neighbourhoods in the most deprived 10% in England of these 26 are in the most deprived 5% in England.<sup>5</sup>
- In 2010, 11% of Bristol's population lived in the most deprived wards in England this increased to 14% by 2015. In 2015 22% of children lived in the most deprived wards an increase of 4% and 14% of older people lived in the most deprived wards an increase of 1.7%.<sup>6</sup>

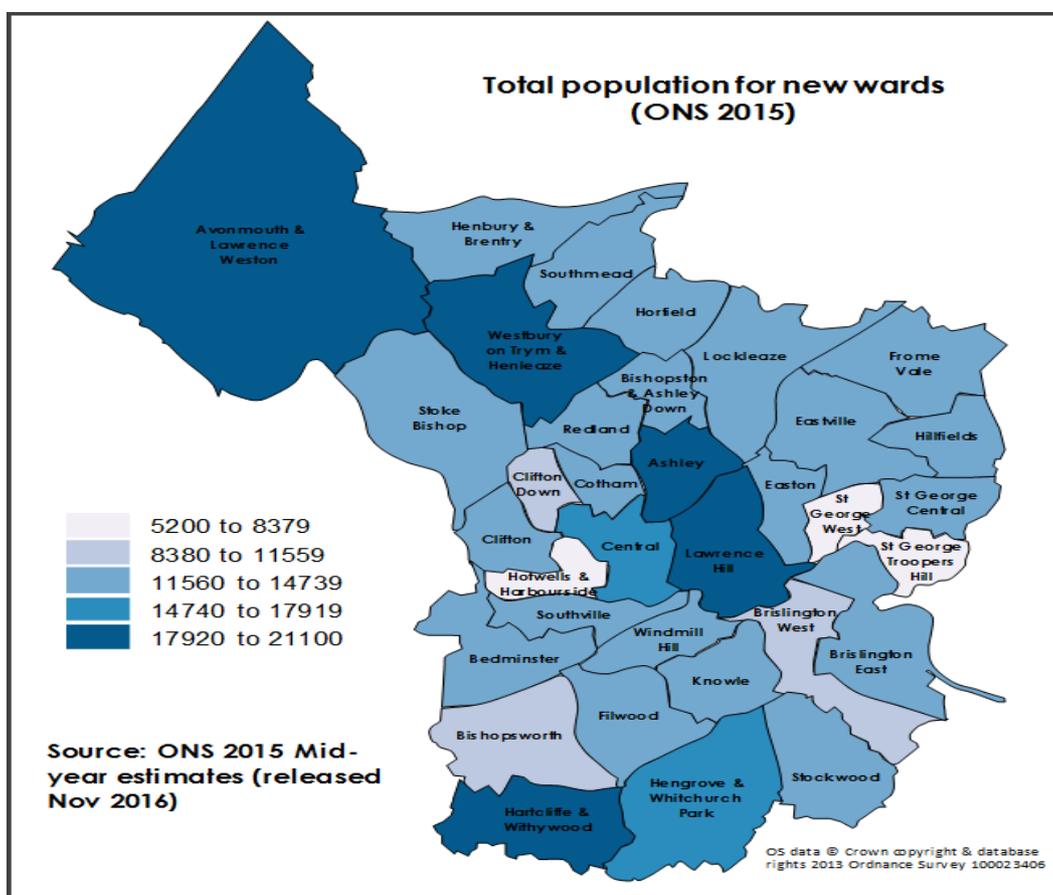
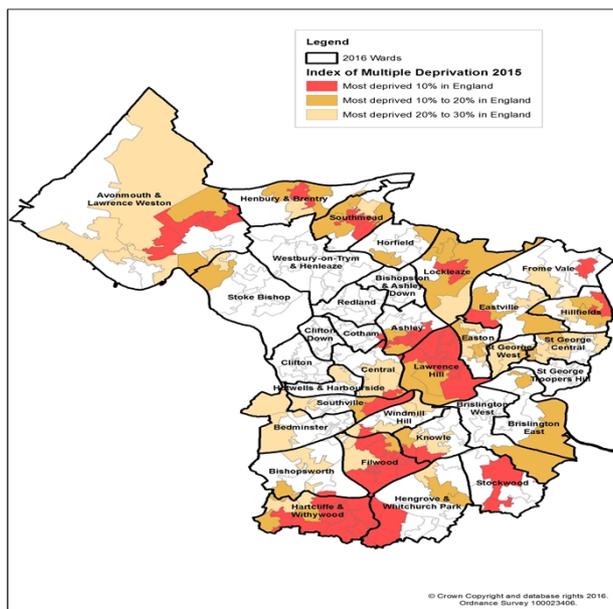
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<sup>4</sup> The Population of Bristol, Bristol City Council July 2016

<sup>5</sup> Index of Multiple Deprivation

<sup>6</sup> Deprivation in Bristol Briefing Note October 2015 (IMD data)

- Life expectancy between the most deprived and least deprived wards is 9.6 years for men and 7 years for women. The main cause is cancer.
- A higher percentage of people with a limiting long-term illness or disability live in the most deprived wards.



### 3.3 Income deprivation<sup>7</sup>

- 71,950 (17%) of Bristol's population are income deprived.
- More than 1 in 5 of Bristol's older people live in income-deprived areas.
- There are more children under 16 (25.3%) living in families in receipt of means tested benefits and/or having a low income than the England average (20.6%).
- The most deprived area is Fulford Road North, Hartcliffe, where 49% of the general population is income deprived; more children (65%) are income deprived from this same area against a city average of 24%.
- The highest income deprivation amongst older people is within the St Paul's Grosvenor Road area at 69% compared to a city average of 20%.
- The highest working age income deprivation is within the Hareclive (Whitchurch Park) area at 37% compared to a city average of 13%.
- 13% of people said they found it quite or very difficult to get by. This was more stark in certain areas such as Filwood (30%) or amongst certain communities: 23% of disabled people and people from Black and Minority Ethnic groups and 51% of people of Muslim faith said they were managing their finances with difficulty. 18% of carers were also more likely to be experiencing financial difficulty<sup>8</sup>.

### 3.4 Employment

- The percentage of working age economically active people in Bristol (80.4%) in 2015 was above (but not significantly) the average (78.0%) for England.
- In 2015, the unemployment rate (5.2%) in Bristol was not significantly different to the average (5.3%) for England. In 2015, 5.2% of economically active people in Bristol (of working age) were unemployed (i.e. out of work and looking for work). This was similar to that for England (5.3%).
- Employment is increasing since the recession (due to a rise in female employment) but remains below pre-recession levels (due to falling male employment).
- Unemployment has fallen back to pre-recession levels. The rate (and numbers) of unemployed people claiming unemployment benefit (the claimant count rate) fell more or less continually in 2013, 2014 and 2015 and is now at levels comparable to those in pre-recession 2007.
- In 2015, there were 12,100 economically inactive people who wanted a job, while 13,100 people were classed as unemployed. This meant that a total of 25,200 people were involuntarily workless. These represented 10.4% of the economically active population –lower than across England (12.1%).
- In 2015, Bristol had the highest median (& mean) Total Gross Weekly earnings of the English Core Cities the 2015 median earnings of the highest earning 10% in work was £875, compared to £137 for the lowest paid 10%. So, the highest paid 10% earned 6.4 times as much every week as the bottom 10%.
- The pay gap in Bristol is wider than the national average. Women working full time are paid on average £11.13 per hour and men £12.95<sup>9</sup>.

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<sup>7</sup> Deprivation in Bristol Briefing Note 2015 Bristol City Council

<sup>8</sup> Quality of Life Survey 2014

<sup>9</sup> Cutting Women Out - Bristol Fawcett Society 2014

### 3.5 Unemployment

- Prior to 2012, there had been at least twice as many men as women claiming JSA. Post-recession, in 2009-14 the situation changed and now the proportion of Bristol women claiming JSA has increased to an all-time high.
- As of July 2016 there were 3,295 men and 1,785 women claiming JSA in Bristol, 20% *below* and 21% *above* the pre-recession levels of July 2008, respectively.
- In July 2016, the number (955) of young claimants (18-24 years old) resident in Bristol was 63% below the level (2,585) of July 2013 and about 42% below the pre-recession level (1,645) of July 2008. About 39% (215) of the young people claiming JSA are classed as long-term claimants. This compares poorly with the pre-recession monthly average of 15.6% and although it had fallen, from 41.6% in 2012 to 21% in 2014, since Oct 2015 it has been rising at 1.8 percentage points per month.
- The number (1,150) of older claimants resident in Bristol was 61% below the level (1,665) of July 2013 but remains at over four times the pre-recession level (250) of July 2008. The proportion (22%) of claimants aged 50 to 64 year is at an historic high and 52% of claimants in this age group are long-term claimants. The numbers of claimants in both of these groups have only changed slightly over the last nine months. Further, having been on a decreasing trend throughout 2013, 2014 and 2015, the total numbers of older claimants has increased for eight of last nine months, suggesting that the trend may have reversed.
- Bristol's labour market continues to show severe weakness in lower skilled work with 72.2% of JSA claimants looking for work in the Sales and Customer Services or Elementary occupations.<sup>10</sup>
- Economic inactivity for White British people is 35%. Some BME groups have over double this rate. For Chinese people the rate of economic inactivity is highest at 56%; for some BME women economic inactivity is well over 50%.<sup>11</sup>

### 3.6 Housing and homelessness

- 55% of houses in Bristol are owner-occupied, 24% privately rented, 15% owned by the city council and 6% by housing associations. The private rented sector increased significantly since 2001, from 12% to 24%, and has overtaken the social sector.
- The "affordability ratio" measures the relationship between the price of the cheapest homes and the lowest level earnings. In 1997, this ratio was 3.19 in Bristol, rising to a peak of 7.91 in 2007 before reducing. However, this ratio is again rising, and in 2015 set a new peak of 8.18 (ie. the cost of the cheapest home in Bristol was over 8 times the annual earnings of lower income households). The England average

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<sup>10</sup> Bristol Economic Briefing September 2016

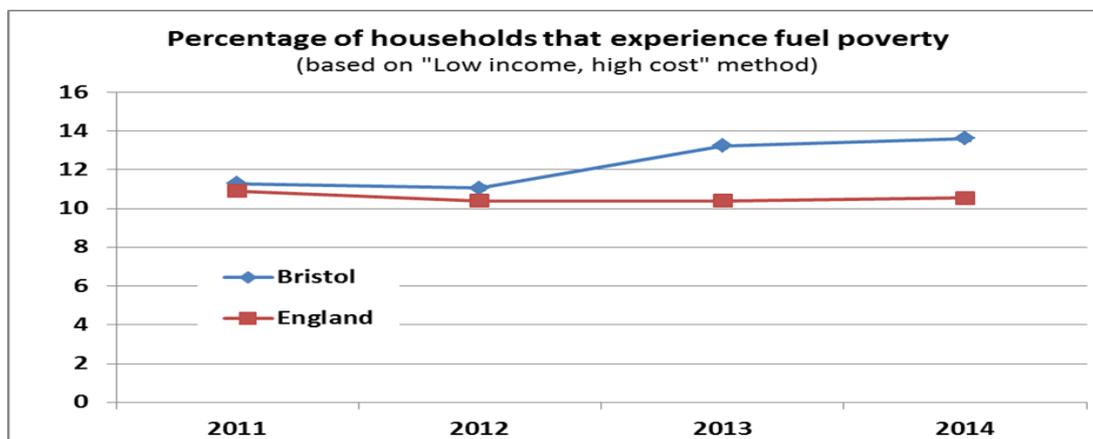
<sup>11</sup> BME Voice: The Bristol Manifesto for Race Equality 2014

in 2015 was 7 times.

- A similar ratio (7.80) applies when average (median) earnings are compared to median house prices for Bristol (7.63 nationally).
- For the foreseeable future private renting, will remain the default option for younger households. There is an increasing 'affordability gap' as house prices continue to rise. In an already challenging market, the shortage of housing supply means that high or even higher prices to rent or buy are likely to continue.
- The average number of rough sleepers in Bristol rose from 5 per week in 2010/11 to 97 per week in 2016.<sup>12</sup>

### 3.7 Fuel poverty

- In Bristol, it is estimated that over 25,000 households are "fuel poor" (using Low Income High Cost). This is 13.6% of households significantly higher than the national average of 10.6%. It places Bristol in the top ten of all UK cities concerned by fuel poverty.<sup>13</sup>
- 28% of the homes across the city have a poor energy efficiency rating and have either Band E, F or G on their energy performance certificate.<sup>14</sup>
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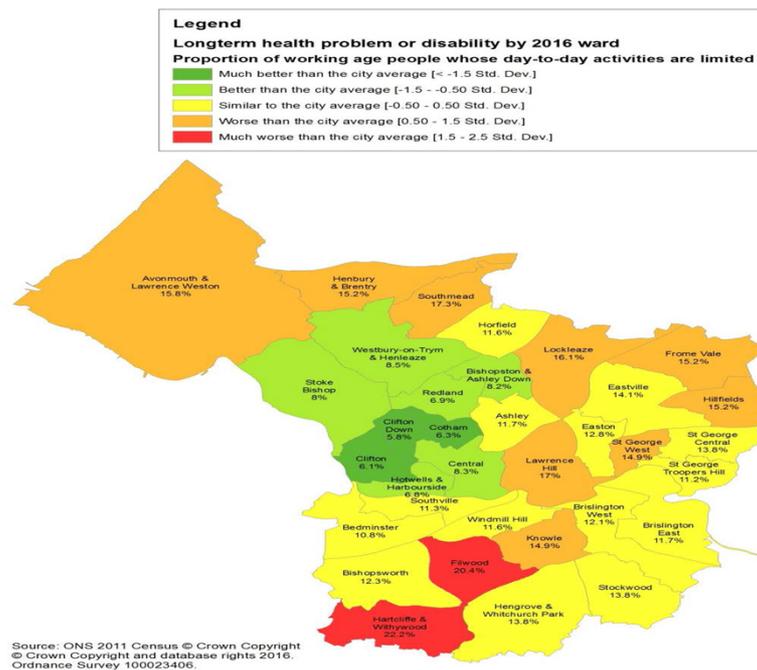
<sup>12</sup> Bristol City Council Draft Corporate Strategy 2017 -2020

<sup>13</sup> DECC Fuel Poverty Statistics 2014

<sup>14</sup> Housing Stock Condition Survey 2012

### 3.8 Life expectancy and ill health

- Life Expectancy in Bristol has increased by 4.4 years for men and 3.2 years for women in the past 20 years.
- Despite the rise in life expectancy, Bristol is significantly worse than national average for men.
- Inequalities in life expectancy have not improved. The gap between the most deprived and least deprived areas is 8.9 years for men and 6.6 years for women.
- People in Bristol live for around 63 years in good health. Men have an additional 15 years in poor health and women have an additional 20 years in poor health.
- The number of years people are living in ill health has a vast range from 11 years to 31 years for females and from 10 years to 24 years in ill health for males.
- Premature mortality rates in some areas of Bristol are 3 times as high as other areas.
- Preventable mortality is reducing but there are still around 675 preventable deaths per year in Bristol.



### 3.9 Domestic abuse

- The rate of domestic abuse incidents in Bristol recorded by the Police was 17.3 incidents per 1000 population (2014-15). This was a significant rise in the last 2 years (fig 5.20.1), although remains significantly lower than the England average (20.4). There are many factors that can lead to increased reporting of domestic abuse including raised awareness so more victims seek help.
- Police data for victims of “domestic abuse” offences in 2015/16 is that 74% of victims were female and 20% were male (with 6% unknown).
- Local data on the rate of domestic abuse incidents by ward (2015/16) highlights a significant variation in reported rates across the city, from 3 per 1000 in Clifton Down to 42 per 1000 population in Hartcliffe & Withywood.

### 3.10 Older people

- There are projected to be 7,700 more people 65 & over by 2024, a 13% rise (and potentially a 44% rise by 2039).
- In recent years most of the 65+ population rise has been in wards in the Bristol North & West (inner) area, which is different to other age groups.
- It is estimated that there are around 4,100 people over 65 living with dementia in Bristol; around 69% have a GP diagnosis (England 67%).
- The number of people with dementia (65+) is projected to rise by 14% by 2024, and by 66% by 2039 (due to the high projected rise in people 85+).
- The cost of excess winter emergency hospital admissions in Bristol was estimated to be at least £750,000 (2014).

### 3.11 Social care

- 4,240 adults received a community-based social care support service (Community Support Service) at end 2015-16: 2,270 older people, which has been stable, and 1,970 people 18-64 years, which has been rising.
- There has been a rise in the number of older people in BCC-funded care homes or extra care housing, but reduction in those receiving home care services (at end 2015-16).

### 3.12 Mental health

- There were 1,600 attendances for deliberate self-harm at the Bristol Royal Infirmary in 2014. 18% made a repeated attendance during the year. This number has remained stable since 2011.
- There are around 500 admissions from self-harm for young people (10-24 year olds) in Bristol and this rate exceeds the England average.
- There are around 45 suicides a year amongst the Bristol population with middle aged men having the highest rate, mirroring the national picture. Around 37% of these were in contact with mental health services.

- An estimated 10% of children and young people may be experiencing emotional health problems at any one time.

### 3.13 Refugees and asylum seekers

- 2016 JSNA estimates 200-300 asylum-seekers, new refugees and failed asylum seekers in Bristol.
- This is considered an under-estimate; there are around 300 “home office beds” in Bristol, Bristol Hospitality Network estimates that there are further 100 destitute (refused) asylum seekers. Bristol Refugee Rights welcomed 418 members for the first time between October 2015 – September 2016 (a 50% increase on the number of new members 3 years ago).
- Refugee and asylum seekers are more likely to experience social isolation with its attendant physical and emotionally damaging effects resulting in depression, poor nutrition, decreased immunity, anxiety, fatigue and social stigma.
- Around half of all asylum seekers find themselves detained during the asylum process<sup>15</sup>. In 2015 the courts overturned Home Office decisions in 38% of asylum appeals nationally.<sup>16</sup>

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<sup>15</sup> The Refugee Council

<sup>16</sup> Home Office asylum statistics 2015

## 4. Equality and diversity

### 4.1 Black and minority ethnic communities

The population of Bristol has become increasingly diverse and some local communities have changed significantly. There are now at least 45 religions, at least 187 countries of birth represented and at least 91 main languages spoken by people living in Bristol.<sup>17</sup>

The Black and Minority Ethnic group population make up 16% and amongst children it is 28%, of the total population in Bristol. This is an increase from 8.2% of all people in 2001.

An alternative definition of the population is non-‘White British’ population (all groups with the exception of White British) which includes the Eastern European population. The non- ‘White British’ population make up 22% of the total population in Bristol – this is an increase from 12% of all people in 2001.

In respect of BME communities the 2011 census:

<b>% of population</b>	<b>Ethnicity</b>	<b>Number</b>
2.8%	African	12,085
1.5%	Indian	6,547
1.6%	Pakistani	6,863
0.5%	Bangladeshi	2,104
0.9%	Chinese	3,886
1.6%	Caribbean	6,922

The largest single country BME group in Bristol is estimated to be from Somalia at up to approximately 10,000 people. This is taken from an aggregation of a number of ethnicity and religious questions in the 2011 census and underestimation projections of those who did not complete the census.

There are an estimated 500 families from the Gypsy, Roma and Traveller communities living in Bristol.

The main languages spoken other than English are Polish and Somali. Over 8% of people do not speak English as their main language. In the 2011 census 1.5% of those speakers said they could not speak English well or at all.

Since the 2001, the distribution of the BME population of Bristol has changed considerably. Wards with a BME population of above 14% include Lawrence Hill, Easton, Ashley,

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<sup>17</sup> The Population of Bristol, Bristol City Council July 2016

Eastville, Lockleaze, Cabot, Hillfields, St George West, Frome Vale, Horfield and Southmead.

Nevertheless, the presence of BME communities within wards does not automatically correlate to higher levels of deprivation in that ward.

Lawrence Hill has the highest BME population at 59% and contains some of the highest super output areas of deprivation. 50.1% of the housing stock is in the social rented sector and 17% across all tenures are overcrowded against a Bristol average of 5.2%. 40.1 % of children are entitled to free school meals against an average of 20.8% in Bristol as a whole.

Hartcliffe and Withywood has a BME population of 5%. 52.4% of the housing stock is in the social rented sector and 6% across all tenures are overcrowded. 42.3% of children are entitled to free school meals.

This is given as indicative, and to illustrate that the needs of particular communities cannot be assumed by deprivation indices in isolation. These needs, in respect of the BME communities, are likely to be compounded by lack of English skills particularly in reading and writing. Lack of knowledge of local services and systems, cultural pressures to deal with issues within communities (this is more likely in respect of debt as oppose to claiming benefits) This is further compounded by a range of adverse effects on many BME communities that see them disproportionately represented in the low waged and low skilled economies. For example in Bristol 1 in 5 black men between the ages of 16-24 are unemployed compared to 1 in 10 of white men.

## 4.2 Disabled people

According to the 2011 census the proportion of the population of Bristol whose day-to-day activities are limited was 16.7% of the population. Of these people, 8% of people say their activities are limited a lot and 9% are limited a little.

There are more disabled women (17.8%) than men (15.6%) living in Bristol. This is due to women generally living longer than men.

8,600 adults have some level of learning disability, of these around 1,800 adults are estimated to have a moderate or severe learning disability and are likely to be in receipt of services.

The highest levels of disability are found in Filwood ward where 20.9% of the working age population has day-to-day activities that are limited.

The proportion of disabled people increases with age. 4.1% of children have day-to-day activities that are limited; this increases to 12.3% of working age people and to 55.9% for people aged 65 and over.

Of all disabled people, 11% belong to a black or minority ethnic group, this compares to 16% BME in the population as a whole. The BME population as a whole has a younger age profile and this would explain the lower levels of disability in this group.

Economic activity levels are much lower for the disabled population. 75.4% of the disabled population aged 16 and over are economically inactive compared to 24.9% of those not disabled.

Of people who do work, disabled people are more likely to work part time (39.6%) than people who aren't disabled (28.45)<sup>18</sup> Disabled people have much lower qualification levels than the population as a whole. Half of disabled people aged 16 and over have no qualifications compared to 13.4% without a disability.

40% of disabled people reported below average mental well-being.<sup>19</sup>

According to the 2011 census, there were 41,000 carers (9.8%) of who 3,560 were under 24. Nevertheless this is considered an underestimate as many people who provide care, do not see themselves in that role.

#### 4.2.1 Mental health

The above figures do not incorporate people with mental health problems (unless they also have a physical disability). It is estimated that in the UK 1 in 4 people will experience mental health problems in their lifetime and approximately 15% of the population are likely to have a mental health problem in any one year. This represents 60,000 people in Bristol.<sup>20</sup>

35,200 Bristol patients (8.8%) have a diagnosis of depression, above the England average (8.3%). 5,200 patients (1.1%) had a new diagnosis of depression in 2015/16 above the England average (1.1%).<sup>21</sup> This is highest in North & West and outer (10.7%), South Bristol (9.7%) and Inner City (9.5%).

Compared with those who do not have a mental health issue:

'People aged 16-74 with a common mental health issue are more likely to be; women; to be separated or divorced; to live alone or as a lone parent family; have no formal qualification; be unemployed or in low skilled work; live in local authority or housing association property. Because of these associations, there are more people with mental health problems in areas of the country that have high levels of social and economic deprivation and in particular, in deprived inner city areas'<sup>22</sup>

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<sup>18</sup> Nomis June 2013

<sup>19</sup> Quality of Life Survey. Bristol City Council 2016

<sup>20</sup> Mental Health Bristol

<sup>21</sup> JSNA 2016/17

<sup>22</sup> Mental Health and Work Royal College of Psychiatrists March 2008

Local data shows 13% have “below average mental well being”, but this is significantly more in deprived areas at 20%.

There are strong links between mental health and domestic violence. Domestic violence and abuse is the most common cause of depression and other mental health difficulties in women<sup>23</sup>. 1 in 4 women<sup>24</sup> experience domestic abuse at some point in their lives. Disabled women are twice as likely to experience domestic violence as compared to non-disabled women.

People with mental illness are significantly more likely to experience some serious physical illnesses.

### 4.3 Women

The proportion of unemployed women (claiming Job Seekers Allowance) in Bristol increased to an all time high in October 2014 of 36.4%.<sup>25</sup>

‘Women in Bristol (as in the rest of the country) are poorer than men (although this gap is narrowing<sup>26</sup>) and on average receive a higher proportion of their income from benefits.

Despite increases in Child Tax Credit and the personal tax allowance, taken together the tax and welfare changes raise a net £3.047 billion (21 %) from men and £11,628 billion (79%) from women. This will further increase existing inequalities in Bristol. For some women this could lead to a further loss of income pushing them into poverty. Lone parents, disabled women, carers and BME women are likely to be particularly badly hit by the changes.’<sup>27</sup>

According to the 2011 census there were 14,842 lone parents in Bristol of which 13,266 were women.

‘Female lone parent poverty rates remain exceptionally high. Whilst there is evidence that demonstrates there are negligible differences in parenting behaviours of those living in lone and couple households, there is evidence that demonstrates that lone parents (mainly mothers) cut back on their own expenditure to a greater extent than other parents to provide for their own children’.<sup>28</sup>

‘Despite the proportion of lone parents not in employment falling steadily since 1996, lone parents both in and out of work experience poverty. 17% of children with a lone parent working full-time are in poverty. Financial security is difficult to obtain for lone parents in the context of income that is not only low, but also complex and insecure. Lone parents

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<sup>23</sup> Women’s Aid

<sup>24</sup> Living without Abuse [www.lwa.org.uk](http://www.lwa.org.uk)

<sup>25</sup> JSNA 2016/17

<sup>26</sup> Gender and poverty in Britain; changes and continuities between 1999 and 2012 Esther Dermott Journal of Poverty and Social Justice

<sup>27</sup> Cutting Women Out in Bristol - A report on the Impact of the Public Sector Spending Cuts on Women in Bristol. Fawcett Society Bristol November 2014

<sup>28</sup> The parenting and economizing practices of lone parents: Policy and evidence. Esther Dermott, Marco Pornati University of Bristol August 2015

receive a variety of benefits from multiple agencies and there is a constant possibility that these will be delayed, overpaid or sanctioned. Lone parents who enter work are liable to move out of work again, because they fail to sustain arrangements that they have made for childcare, or because they cannot find permanent work'.<sup>29</sup>

The ratio of "excess winter deaths" for women in Bristol rose significantly from 5.9 in 2013/14 to 38.2 in 2014/15. This was in line with a sharp rise nationally and means there were 38.2% more women dying in the winter months in 2014/15 compared with the non – winter months.<sup>30</sup>

#### 4.4 Age

Bristol overall has a relatively young population, the median age is 33.1 years old compared to a national average (England and Wales) of 39.9 years.

Many older people of pensionable age have largely been protected from benefit reforms, which have largely been targeted at those of working age.

The older population (65+) is 59,300 (13.2%) lower than the national average of 17.9%. 9,100 people are 85 and over. There are projected to be 8,100 additional older people by 2022, a 14.2% rise.

In Bristol as a whole over 15,000 older people (20% of all older people) live in income deprived households.<sup>31</sup>

The proportion varies greatly across the city. There are 9 Local Super Output areas where more than half the older people living there are income deprived. The highest levels of income deprivation affecting older people are in Lawrence Hill, Ashley and Filwood.<sup>32</sup>

It is estimated that between 6,300 and 11,400 people aged 65 and over are socially isolated. Socially isolated older adults have routinely; longer stays in hospital, a greater number of GP visits and more dependence on homecare services.

#### 4.5 Lesbian, gay, bisexual and transgender

Current estimates vary on the number of LGB people in Bristol. The JSNA estimates this to be 31,500 people.

The Gender Identity Research and Education Society now estimates the number of Trans people in the UK at 1%. This would give a population of over 4,500 Trans people in Bristol.

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<sup>29</sup> Exploring the impacts of the UK government's welfare reforms on lone parents moving into work – Employment Research Institute, Edinburgh Napier University and Stirling Management School. May 2014

<sup>30</sup> JSNA 2016/17

<sup>31</sup> JSNA 2016/17

<sup>32</sup> JSNA 2016/17

There is no evidence to suggest that the LGBT community suffers from greater levels of income deprivation. Indeed this may be slightly lower than the national average as much evidence points to higher employment rates, occupational levels and earnings amongst LGB people.<sup>33</sup>

Nevertheless evidence does suggest that LGBT people are more likely:

- To experience bullying and harassment at work (particularly for Trans people).
- Be at greater risk of being a victim of hate crime – higher for gay men, young LGBT people and LGBT people from BME communities.
- Be discriminated in employment – in recruitment, promotion and deployment, within particular occupations.

A study of health and wellbeing undertaken in Bristol<sup>34</sup> showed that within a group of 400 respondents:

- 61% had sought help for anxiety or depression
- 34% said they had a mental health problem that they expected to last a year or more
- 55% had experienced discrimination on the streets, 48% at work, 44% in bars and clubs and 37% whilst at school.

## 4.6 Religion and faith

There are at least 45 religions represented in Bristol. Bristol is ranked 7<sup>th</sup> in England and Wales for the proportion of people stating they have no religion. 37% of the population state they have no religion up from 25% in 2001.

The largest religion in Bristol is Christian (47%). The religion with the biggest increase is Islam at 5% of all people in 2011.

The 2011 census figures are:

Christian	46.8%
Muslim	5.1%
Buddhist	0.6%
Hindu	0.6%
Sikh	0.5%
Jewish	0.2%
Other religion	0.7%
No religion	37.4%

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<sup>33</sup> Inequality amongst Lesbian, Gay, Bisexual and Transgender Groups in the UK; A review of evidence. National Institute of Economic and Social Research. July 2016

<sup>34</sup> Evidence for Change: Bristol LGBT Health and Well-being Research Report. The Diversity Trust and Bristol Healthwatch. September 2016

## 4.7 Equalities Monitoring

The annual monitoring statistics for the current commissioned advice providers are attached as appendix 1. Overall agencies are providing advice to:

- More women than men. This pattern is to be expected as women are more likely to seek advice on behalf of the family and are more likely to experience poverty.
- More people in the 25-64 age groups, but fewer older people (65+) by providers of services in the inner and central wards, and significantly fewer younger people (16-25) by all providers averaging 6% against a population total of 15.7%.

Significantly more disabled people (45%) than the Bristol population as a whole of 16.9%.

Significantly more people from certain BME communities particularly black African, but fewer from others, particularly the Eastern European communities. Patterns vary across providers and reflect local demographic patterns as oppose to whole Bristol patterns.

Data collection on sexual orientation remains inconsistent and under collected to make any meaningful analysis of trends.

Many respondents preferred not to state their religion. Of those that did more Muslims were accessing services proportion to the population, but fewer Christians, Buddhists, Sikhs, Hindus and Jews.

## 5. Welfare benefit reforms and impact on the city

There has been a significant change (appendix 2) in the way both in and out of work benefits are administered and made available. Individual claimants have and continue to face increasingly more complex application, payment and appeal processes.

Bristol City Council has like all other local authorities, little or no opportunity to ameliorate the impact of many of these changes, as these are the responsibility of the Department of Work and Pensions.

However, in recognition of the impact of some of these changes the Government has provided a block grant in the form of the Discretionary Housing payment (DHP) to support some households facing changes to their circumstances. In 2016/17 this was £ 1.1m, it is expected to rise slightly in 2017/18. DHP awards have most frequently been used to prevent people from losing their home, for example helping towards additional 'bedroom tax' costs. In the last year, the greatest amount of awards were made in Hartcliffe and Withywood, Filwood, Avonmouth and Lawrence Weston.

### 5.1 Council administered services

Bristol City Council remains responsible for administering Housing Benefit until full transition occurs to Universal Credit, and for Council Tax.

#### 5.1.2 Housing benefit

There has been a significant decrease in the amount of people claiming Housing Benefit. In April 2013, there were 42,000 claimants in Bristol; this had reduced to 35,572 claimants by December 2016. By far the larger reductions have occurred within the Private Rented Sector from 14,000 claimants in 2013 to 9,002 claimants in December 2016. Conversely, Bristol City Council tenants showed a much smaller decrease from 19,200 to 17,700 in the same period. Very little of this reduction, can at this stage, be attributed to the first stage roll out of Universal Credit.

Despite the reduced numbers, the workload has remained largely static, as those remaining claimants present with more complex issues, and in particular, a greater proportion of claimants are people moving in and out of work.

As of December 2016, 10,959 claimants were in receipt of ESA, 4,165 in receipt of Income Support, 5,804 in receipt of Pension Credit and 2,097 in receipt of JSA.

Processing rates remain above target with new claims taking an average of 30 days to process, against the national average of 23 days and change of circumstances taking an average of 13 days to process against a national average of 10 days.

The recovery of Housing Benefit overpayments continues to be a pressing issue. Outstanding liabilities (net of write-offs) have risen from 13.7m in March 2011 to 18.3m in December 2016. The rise in this liability can be partially attributed to the changes within the DWP, whose mandatory function to review and intervene has been replaced by a risk-centered approach over the same period.

The level of liability can vary significantly; the largest liabilities stretching into tens of thousands of pounds are attributable to either undeclared earnings or undeclared partners. There were 2,635 (Dec 2016) people in Bristol who have a liability of these 1700 are current HB claimants and 935 are no longer claiming.

The demands on our overall budget, means that a more robust approach in recovery is being undertaken, seeking the maximum recovery levels, but looking to reduce that as appropriate (this is to extend the timeframe of repayment, not the actual liability). In order for any reduction to be applied, those with liabilities will be asked to complete an income and expenditure form with support from in-house or independent advice agencies.

### **5.1.2 Council tax**

Council Tax collection has remained static in the last three years. 96.1% was collected in 13/14 rising slightly to 96.55% in 15/16.

Bristol remains one of the remaining local authorities to means test for Council Tax Rebate on the whole liability. Many other authorities set an average of 25% to be paid regardless of circumstances (unless the claimant has a 'protected characteristic').

As of December 2016, 37,858 people were claiming Council Tax Rebate, of an average weekly amount of £18.86. Of these 13,107 were of pension age and 24,751 of working age.

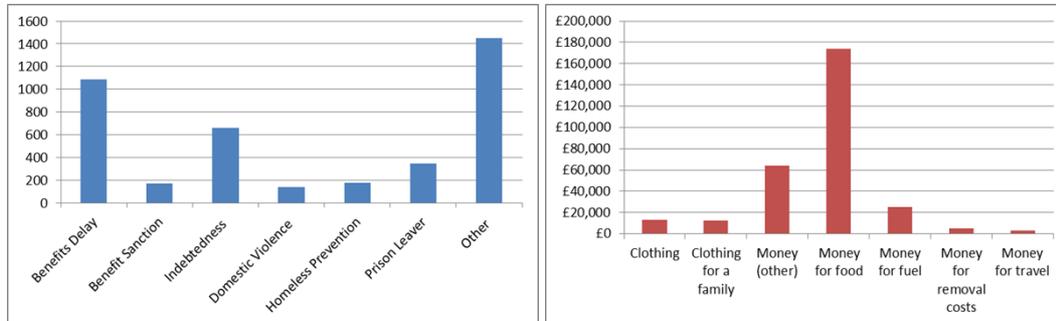
During the last three years, 1029 people have been removed from receiving the Single Persons Discount, raising a further £234K in revenue for the city.

### **5.1.3 Crises and intervention fund**

The council has continued to fund and administer the crises and intervention fund. The fund of £1.2m is entirely discretionary. The continuation of this fund is subject to further recommendations in the Draft Corporate Plan.

The fund provides for both emergency payments, where a recipient is provided with a voucher to exchange for food, travel, gas and electricity or clothing. It also provides for basic household goods, to support people moving into new accommodation or in their existing accommodation.

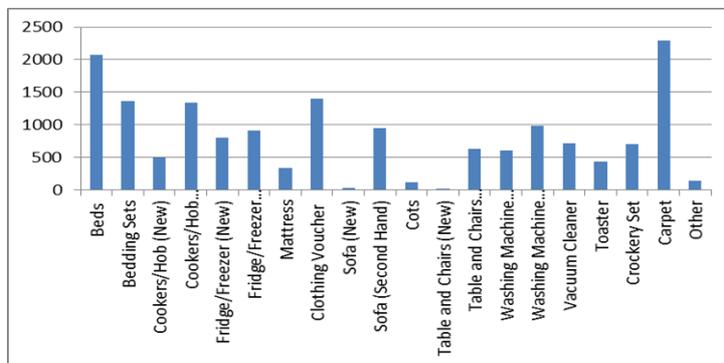
## Reasons and applications for emergency payments (July 2015- July 2016):



In 2015/16 there were 4,022 claims, of which 3,167 were paid, 782 declined and 73 applications withdrawn.

### Household goods awards:

In 2015/16 awards were made of 16,300 items to over 4,700 households. In particular, we have awarded over 2,000 beds, 1,800 cookers/hobs (500 new and 1,300 recycled), 1,700 fridges/freezers and 1,600 washing machines.



## 5.2 Benefit changes

### 5.2.1 Under occupancy charge ('bedroom tax')

This is the charge applied to people (with a range of exemptions including all people of pensionable age) who are in receipt of Housing Benefit and are deemed to be under-occupying their accommodation. A weekly charge is levied for each additional 'spare' room the claimant has. The claimant has an option to either pay this themselves, or to move to smaller accommodation. The lack of onward accommodation in Bristol has meant that a

significant proportion of the DHP has been awarded to people impacted by this, to ensure they are able to stay in their own homes until suitable accommodation becomes available.

In April 2013 when the charge was introduced 4,200 households in Bristol were impacted by this. In December 2016, this has been reduced to 3,083 households. Just over 50% of these households are receiving some form of support via the DHP.

### 5.2.2 Benefit cap

The benefit cap is a limit to the total amount in some benefits that working-age people can receive, even if otherwise their full entitlement would be higher.

The benefit cap has been implemented in two stages.

The first stage in April 2013 capped the payments at £26,000 per year for couples and lone parents and £18,200 per year for single adults. This affected 200 households in Bristol; this has been reduced to 145 (December 2016).

The second stage limits the overall payment to £20,000 per year for couples and families and £13,400 per year for single adults. This cap was introduced in January 2017 and is expected to impact on 700 households in Bristol. Each household has been contacted by the council to alert them to the changes and to signpost them to advice and other services.

The introduction of this further group is likely to have a much greater impact on the allocation of the DHP. Current beneficiaries of these payments are likely to see these being either reduced or more rapidly curtailed.

### 5.2.3 Benefit sanctions

There are four benefits with conditions: Jobseekers Allowance, Employment and Support Allowance, Universal Credit and Income Support. Over 3.5m people rely on these nationally and over 1m need to show they are complying with conditions, for example, a Jobseekers Allowance claimant to seek work.

Claimants who do not meet conditions without good reason can receive sanctions; this is a decrease or total loss of benefit and can be fixed for up to three years. Whilst sanctions are not new, the 2012 welfare reforms expanded the range of claimants subject to conditions and increased the maximum length of Jobseekers Allowance sanctions from 26 to 156 weeks.

The National Audit Office (NAO), in a recent review, showed<sup>35</sup> that the DWP imposed 400,000 sanctions in 2015, with 24% of JSA claimants receiving a sanction at some point in their time as a claimant.

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<sup>35</sup> National Audit Office: Department of Work and Pensions. Benefit Sanctions November 2016

They were very critical of the entire process and concluded:

‘ The Department has not used sanctions consistently. Referral rates vary substantially across jobcentres and providers, and have risen and fallen over time in ways that cannot be explained by changes in claimant compliance. Whilst the Department is correcting errors earlier, it needs to do more to show that the quality of referrals and sanction decisions have improved. Our review of the available evidence suggest the Departments use of sanctions is linked as much to management priorities and local staff discretion as it is to claimants behaviour.’

#### 5.2.4 Universal credit

The biggest step change to the way benefits will be administered for a generation is Universal Credit. This is the government’s flagship welfare reform and replaces six working age benefits and tax credits with one claim, assessment and payment, administered by the Department for Work and Pensions (DWP). The following benefits will eventually be replaced by UC :-

- Jobseeker’s Allowance (Income Based)
- Employment and Support Allowance (Income Related)
- Income Support
- Working Tax Credit
- Child Tax Credit
- Housing Benefit

The payment for UC is made monthly in arrears and directly to the claimant as a default. There are Alternative Payment Arrangements (APAs) in respect of housing costs for vulnerable claimants and those who are already in arrears with their rent. These will be decided by the DWP and include the ability to make payments for housing support directly to the landlord, split payments between household members and make payments more frequently than once a month.

Claims are made online and most queries should be dealt with by the DWP as the administering department. Earnings data is gathered using a Real Time Information system from Her Majesty’s Revenues and Customs (HMRC).

The council is responsible for assisting citizens with claiming UC online, Personal Budgeting Support as required, as well as providing assistance to the DWP on complex housing costs issues and closing Housing Benefit (HB) cases as citizens migrate to UC. These activities are funded on the basis of caseload projections. Triage, query handling and signposting are funded by the DWP.

The current UC service that has been rolled out nationally is referred to as the ‘live’ service. Claims are made online but many of the back office processes are manual and the solution is limited in terms of capacity and the level of complexity that can be handled.

Claimants are divided into three groups: first time claimants, claimants migrating from

current benefits to UC and claimants experiencing a change of circumstance. First time claimants are further divided into those who are claiming as an individual and those claiming as a household. Currently (in Bristol) only new single person claimants are directed to UC. It is expected in Bristol that in May 2018 first time claimants regardless of family circumstance will claim UC and in 2019 migration will start for those currently receiving benefits.

As of November 2016:

- 2,131 households awarded UC in Bristol
- 1,133 are not in employment (53%)
- 998 are in employment (includes those within income too high to qualify for 6 months from last payment date) (47%)
- Bristol West has the highest concentration of households receiving UC and includes wards of Ashley, Easton and Lawrence Hill
- Bristol South has the second highest concentration of households receiving UC and includes Bedminster, Filwood, Knowle and Hartcliffe and Withywood
- These areas were expected to be most impacted prior to the implementation of UC. This was because these areas have high numbers of single jobseekers (usually living in flats and shared occupancy houses)
- Bristol North West has had the highest percentage of people claiming UC moving back into employment and the only constituency with higher number of UC claimants in work than not. It also has the lowest numbers of UC claims made in the city. This area includes some of the more affluent parts of the city (Stoke Bishop, Westbury on Trym and Henleaze and Bishopston and Ashley Down) and some large areas of social housing (Avonmouth and Lawrence Weston, Lockleaze and Southmead)
- Bristol has a higher than average number of UC claimants in employment, suggesting both a more buoyant local economy than in many places but also a lower waged economy than other places.

## 6. Mapping social welfare advice

The following provides an overview of organisations and departments providing advice in areas of social welfare law in Bristol.

Social welfare law includes: welfare benefits, debt, housing, employment, immigration and asylum, community care, consumer and discrimination.

Advice includes diagnosing the client's problem(s), giving information, explaining options, and helping the client decide between options. It can also include some action such as referral to another organisation, identifying options and next steps, giving assistance, such as form filling and contacting third parties for information. There is no rule about the maximum number of contacts. Further, it can include advice with casework, this is where the advice organisation takes on responsibility for the conduct of a case and an adviser takes action on behalf of the client. The organisation drives and manages the case, generally devolving responsibility to a caseworker(s) who has a continuing relationship with the client. There is no rule about the number of contacts that constitutes casework. Negotiation advocacy and representation, where appropriate, are common features of casework. It should be noted that the provision of information alone is not advice.

Many advice providers to ensure the quality of their advice are accredited on their overall advice provision. The most common standard is the Advice Quality Standard. For agencies contracted by the Legal Aid Agency, this is a requirement. Furthermore, agencies offering immigration advice must be registered with the Office of the Immigration Service Commissioner (OISC), registration is provided at different levels, with level 3 providing license to undertake complex casework. Agencies providing debt advice must be registered with the Financial Conduct Authority.

Many agencies who provide advice on welfare benefits and debt, record the amount of money raised for the client, in respect of new benefit payments, this is rounded to a year of payments, plus any back payments due. Agencies providing debt advice also record the amount of debt written off, that is the debt (that through their advice and intervention) the client will no longer have to pay.

Other areas of legal advice do not have the same tangible financial outcomes; nevertheless, there are broad ranges of assumptions that can be made. For example, timely advice on a housing issue could prevent the costs of an eviction, which in turn could save many thousands of pounds. Equally ensuring a client is able to remain in employment could ensure that they do not get into debt and do not claim associated unemployment benefits.

Name	Accreditation	Advice Services	Areas of Law	Restrictions	Projects	Money Gained/ Clients seen 2015/16	Funding
<p>Avon and Bristol Law Centre</p> <p>2 Moon Street, Stokes Croft, Bristol BS2 8QE</p> <p>www.ablc.org.uk</p> <p>The organization provides advice and advice with casework in all areas of law listed</p>	<p>Lexcel Practice Management Standard</p> <p>OISC Level 3</p> <p>Law Society accreditation in Mental Health and Immigration</p>	<p>Initial contact through the phone</p> <p>Dedicated telephone helplines for Employment and Discrimination</p>	<p>Community care, Employment, Discrimination, Immigration and Asylum, Mental Health, Welfare benefits, Housing, Public Law</p>	<p>City - wide</p> <p>Discrimination- Bristol Residents only</p> <p>Legal Aid eligibility for some services</p>	<p>Ask Us – Partnership between Bristol CAB, 16-25 People and ABLC to support young people aged 16-25 to access services</p> <p>Legal Advocacy Support Project- Partnership with UWE and the University of Law to provide support at WB appeals</p>	<p>Unique Clients 6,999</p> <p>Advice /casework 7,006</p> <p>Money gained £418,678</p>	<p>Bristol City Council, South Gloucestershire Council, Big Lottery Fund, Access to Justice Foundation, Baring Foundation, Legal Aid Agency</p> <p>BCC Funding £208,506 Other £313,240</p> <p>Total funding: £521,746</p>
<p>Age UK Advice Project</p> <p>38 Victoria Street, Bristol BS1 6BY</p> <p>www.ageuk.org.uk -bristol</p>	<p>Age UK have their own internal accredited advice standard linked to the AQS</p>	<p>Telephone advice line. Office appointments 10-1. Monday - Thursday Outreach sessions at Shirehampton Health Centre and Filwood</p>	<p>Welfare benefits, Housing, Priority debts, Wills/Probate, Social Care, Lasting Power of Attorney, Consumer</p>	<p>People aged 55 and over</p>	<p>Bristol Ageing Better –Lead partner – this is part of Age UK Bristol’s other work and not part of the advice project</p>	<p>Unique Clients 1,861</p> <p>Advice/casework 1,938</p> <p>Money gained £2,156,244</p>	<p>Garfield Weston Foundation, John James Trust, BWWW, E.ON, Age UK national</p> <p>BCC funding: £0 Other funding: £120,000</p>

Name	Accreditation	Advice Services	Areas of Law	Restrictions	Projects	Money Gained/ Clients seen 2015/16	Funding
		Hope Centre. Home visits offered throughout the week					Total funding £120,000
Action for Blind People  10 Stillhouse Lane Bristol BS3 4EB  www.actionforbl indpeople.org.u k		National advice helpline  Referrals from their own living with sight loss courses, which includes an overview of available benefits and how to apply.	Welfare benefits appeals.  Initial support is provided to their clients through the DWP home visiting service. If these applications fail, AFBP will undertake appeals on their clients behalf	People with sight loss and their families		Unique clients: 20  Money gained: £50,000	RNIB Group reserves and legacies.  BCC funding:0  No data on funding for this advice stream
Brigstowe Project Easton Community Centre Kilburn Street Bristol BS5 6AW  www.brigstowe. org	Advice Quality Standard  OISC Level 1	Phoneline and Internet  Referrals from Southmead Hospital and Terrance Higgins Trust	Welfare benefits, Housing and homelessness, Immigration, Community care	People and their families living with or affected by HIV	Migrant Advice and Support Service	Unique clients 112  Advice/casewor k 301  Money gained £114,961	Henry Smith Trust Bristol Water MAC Aids Fund Bristol City Council  BCC funding: £15,187 Other funding: £33,050

Name	Accreditation	Advice Services	Areas of Law	Restrictions	Projects	Money Gained/ Clients seen 2015/16	Funding
							Total: £48,237
Bristol and Avon Chinese Women's Group St Agnes Church, Thomas Street, St Pauls, Bristol BS2 9LL  admin.bacwg@btconnect.com	Advice Quality Standard	Telephone Helpline  Advice surgery	Welfare benefits, Housing, Education	Chinese Community but others welcome	City -wide	Unique clients 303  Advice/casework: 472  Money gained: £107,871	BCC Funding: £56,112
Citizens Advice Bristol  48 Fairfax Street Bristol BS1 3BL  www.bristolcab.org.uk	CAB have their own internal accredited advice standard linked to the AQS  OISC Level 3  FCA regulated	Drop in sessions 9.30-1.00 daily at Fairfax Street  Self –help computers available 9.30-16.30 daily  Telephone advice helpline  Outreach sessions at East Tree Health Centre, Brooklea Health Centre,	Welfare benefits, Housing, Employment, Immigration, Consumer, Family, Healthcare, Education	City-wide	Money Advice West Good Tenants Scheme Family Law email advice service (University of Law) Ask Us Pennywise Financial Capability project	Unique clients 8,621  Advice/casework 8,930  Money gained £3,061,384  Debts written off £7,661,067	Citizens Advice, Bristol City Council, Bristol Water, Curo, John James Foundation, Quartet Community Foundation, Sovereign, St Monica's Trust, The Access to Justice Foundation, The Money Advice Service, Big Lottery Fund,

Name	Accreditation	Advice Services	Areas of Law	Restrictions	Projects	Money Gained/ Clients seen 2015/16	Funding
		Hartcliffe Health Centre, Southmead Community Centre, William Budd Health Centre					Macmillan Cancer Support, Wessex Water  BCC funding: £211,859 Other funding: £515,316  Total funding: £727,175
CHAS Housing Advice Service  PO Box 2219 Bristol BS6 9LG  www.chasbristol.co.uk	Advice Quality Standard	Email and/or telephone contact in the first instance	Housing	City- wide		Unique clients 533  Advice/casework 458  Money gained – not recorded	Bristol City Council, Access to Justice Foundation, Henry Smith Foundation, Hoddell Charitable Trust, John James Foundation, Lloyds Bank Foundation, South West Legal Support Trust. BCC funding: 0 Other funding: £80,000  Total funding:

Name	Accreditation	Advice Services	Areas of Law	Restrictions	Projects	Money Gained/ Clients seen 2015/16	Funding
							80,000
Next Link	Advice Quality Standard	Helpline	Welfare benefits Housing Mental Health Community Care	Women and children impacted by domestic violence	Various services provided by Missing Link		Multiple funding streams
North Bristol Advice Centre  2 Gainsborough Square, Lockleaze, Bristol BS7 9XA  www.northbristoladvice.org.uk	Advice Quality Standard  FCA regulated	Telephone and online service for debt and welfare benefits  Drop in sessions held at the main office and at Patchway One Stop Shop, Shirehampton Health Centre, Ridingleaze House Lawrence Weston, Southmead Health Centre, Avonmouth Medical Centre	Debt, Welfare benefits, Housing, Employment	BS10,BS11,BS15,BS16,BS30,BS32,BS34,BS7, BS9	Connect Lockleaze (Digital inclusion project)  Community Advice Partner Agency project  Shire Advice Project	Unique clients 2016  Advice and Casework 2,504  Money gained: £1,074,816  Debts written off: £1,087,645	Bristol City Council, South Gloucestershire Council, Money Advice Service, Comic Relief, Dulverton Trust, Henry Smith Charity, Public Health England, South West Legal Support Trust, Bristol Water, Wessex Water, Quartet Community Foundation, UWE.  BCC funding: £80,882 Other funding: £246,756  Total funding

Name	Accreditation	Advice Services	Areas of Law	Restrictions	Projects	Money Gained/ Clients seen 2015/16	Funding
							£327,638
Poverty Action Group Bristol  16 Manse Road, Knowle, BS4 2JG	Advice Quality Standard		Welfare benefits	City-wide service		Unique clients: 249  Advice/casework 405  Money gained: £506,164	Bristol City Council £19,719  Other Funding: £4,000  Total funding: £23,719
Shelter (Bristol) New Bond House Bond Street Bristol BS2 9AG  <a href="http://www.shelter.org.uk">www.shelter.org.uk</a>	Advice Quality Standard	Telephone for appointments.  Drop in 9-1 Monday – Friday at main office	Housing and homelessness. Fuel debt and energy problems	City-wide service			Legal Aid agency British Gas Energy Trust Shelter National  BCC funding: 0
South Bristol Advice Services  Withywood Centre, Queens Road, Bristol BS13 8QA  www.southbristoladvice.org.uk	Advice Quality Standard  FCA regulated	Telephone and online Debt service  Drop in services: Withywood Centre, @Symes Community Building, Filwood Hope Centre, Stockwood	Welfare benefits, Debt	BS3, BS4, BS13, BS14 and some parts of BS1. This is not exclusive but priority is given.	Pennywise Financial Capability Project  Older People's Disability and Home visiting project  Money Advice West	Unique clients 1,360  Advice and casework 1,567  Money gained £925,609  Debt written off £693,227	Bristol City Council, Dunhill Medical Trust, Comic Relief, Henry Smith Foundation, Money Advice Service, Bristol Water.  BCC funding:

Name	Accreditation	Advice Services	Areas of Law	Restrictions	Projects	Money Gained/ Clients seen 2015/16	Funding
		Medical Centre, Granby House Clinic  Self help computers at Withywood Centre					£50,208 Other funding: £261,858  Total funding: £312,066
St Pauls Advice Services  146 Grosvenor Road. Bristol BS2 8YA www.stpaulsadv ice.org.uk	OISC Level 1  Advice Quality Standard  FCA regulated	Money advice telephone line  Drop in services: St Pauls Advice Centre, Fishponds Customer Service Point, Montpelier Health Centre. Wellspring Healthy Living Centre	Welfare benefits, Debt, Employment, Housing, Immigration	BS1, BS2, BS11	Money Advice West	Unique clients 1,344  Advice and casework 2,850  Money gained £987,307  Debt written off £341,086	Bristol City Council, Big Lottery Fund, the Money Advice Service, Wessex Water. BCC funding: £112,161 Other funding: £192,815  Total funding: £304,967
Talking Money  1 Hide Market, West Street. Bristol BS2 OBH	Advice Quality Standard  FCA regulated	Online service  Telephone Helpline  Drop in services:	Debt, Energy, Welfare benefits  Also undertake Financial education	None stated	Money Advice West  Boost Finance (with Barton Hill Settlement)	Unique clients 2,147  Advice/casewor k 3,588  Money gained	Bristol City Council, British Gas Energy Trust, Citizens Advice, Ebico Trust Energy Best

Name	Accreditation	Advice Services	Areas of Law	Restrictions	Projects	Money Gained/ Clients seen 2015/16	Funding
www.talkingmoney.org.uk		4 days a week at the main office. Lawrence Hill Health Centre, Wellspring Healthy Living Centre, St Mungo's Compass Centre, St George Health Clinic, Impact Probation Service Bridewell			Bristol Ageing Better  Workshops for women prisoners Eastwood Park	£844,656  Debt written off £832,376	Deal, EDF Energy Trust, Henry Smith, Impact, Knightstone Housing, the Money Advice Service, Quartet Community Foundation. Scottish Power.  BCC funding: £49,043 Other funding: £677,098  Total funding: £726,144
WECIL  The Vassal Centre Gill Avenue Bristol BS10 2QQ  www.wecil.co.uk	Advice Quality Standard	Telephone Helpline  Appointments at offices at the Vassal Centre and Kingswood.  Outreach sessions at 100 Temple Street and St Mungo's	Welfare benefits, Housing and Employment	Disabled people and their families/carers		Unique clients 811  Advice/casework 1852  Money gained £348,497	BCC funding: Stronger Communities grant £50,000 BCC People Adults grant £16,974  Other funding: 0  Total funding: £66,974

Name	Accreditation	Advice Services	Areas of Law	Restrictions	Projects	Money Gained/ Clients seen 2015/16	Funding
WRAMAS  Bristol City Council	FCA	<p>Helpline advice</p> <p>Referrals from Supported Housing and Floating Support Services</p> <p>Coupons from take-up campaigns</p> <p>Referrals from Housing Benefit</p>	Welfare benefits, Debt	Open to all	<p>Advice Plus project working with those impacted by the Benefit Cap</p> <p>Training provider</p>	<p>Unique clients 3,071</p> <p>Advice/casework 3,071</p> <p>Money gained £6,095,850</p>	<p>Supporting People Legacy funding, Bristol City Council general fund, BCC Revenues and Benefits</p> <p>BCC funding: £692,548</p> <p>Other funding: £0</p> <p>Total funding: £693,548</p>

In addition to the above providers who provide free legal advice in areas of social welfare law, there are a range of other providers who are able to provide free legal advice if the client satisfies strict eligibility criteria and if the particular matter they are seeking assistance on is in the scope of legal aid within the overall legal aid area:

- **South West Law** – 48-54 West Street, Bristol BS2 OBL - Legal aid contract for housing and immigration and debt.
- **Migrant Legal Project** – The Old Coop Building, 38-42 Chelsea Road, Bristol BS5 6AF. Part of larger South West and Wales not for profit agency providing legal advice and representation in asylum, humanitarian protection and trafficking under legal aid. Family reunion, Entry clearance, Visa Extensions, Private and family life under not for profit. It provides a weekly morning session at Refugee Rights at the Malcolm X Centre.
- **Albany Solicitors** – Park House Business Centre, 10 Park Street Bristol BS1 5HX – Legal aid contract for immigration, it undertakes a weekly advice session at Bristol CAB.
- **Duncan Lewis Solicitors** – Business Exchange Centre, Castlemead BS1 3AG - Legal aid contract for immigration and housing
- **Hoole and Co Solicitors** – 65 Gloucester Road Patchway BS34 5JH – Legal aid contract for immigration
- **Foot Anstey LLP** 100 Victoria Street BS1 6HZ -Legal aid contract for community care
- **Irwin Mitchell LLP** 1 Castlepark Tower BS2 OJA-Legal aid contract for community care
- **Clarke Wilmott LLP** 1 Georges Square, Bath St, BS1 6BA -Legal aid contract for community care

These local services are further augmented by a range of free to use national resources, including:

**Advice Guide:** online advice and information from Citizens Advice [www.adviceguide.org.uk](http://www.adviceguide.org.uk)

**Advice Now:** Independent online advice and information from the Advice Services Alliance [www.advicenow.org.uk](http://www.advicenow.org.uk)

**Turn2Us:** charity offering an online benefit calculator and information. [www.turn2us.org.uk](http://www.turn2us.org.uk)

**Shelterline:** Telephone advice and information for people with a housing problem 0808 800 4444

**Money Advice Service:** Impartial free information and guidance on money matters with tools such as budget calculators and comparison tables for financial products. 0300 500 5000 [www.moneyadviceservice.org.uk](http://www.moneyadviceservice.org.uk)

**National Debtline:** telephone advice on debt and cash flow problems for self-employed people and small businesses. 0808 808 4000 [www.nationaldebtline.org](http://www.nationaldebtline.org)

**Citizens Advice:** consumer helpline 0354 040506

## 7. Challenges

### 7.1 Welfare benefits

Welfare benefits advice continues to be the demand leader amongst the clients of all advice agencies. The plethora of changes to the benefits system, and in particular the levels of reconsiderations and appeals against initial decisions, made in the main by the DWP, has had a tremendous impact on advice resources.

In Bristol in 2014, 22,870 people claimed Disability Living Allowance; this was intended to help with extra costs that a disabled person may face because of their disability. The Personal Independence Payment replaced this. The DWP intends to phase out DLA and reassess claimants for PIP by 2018. People born before April 1948 can continue to receive DLA as long as they still have care or mobility needs. These changes have had a considerable impact on disabled people in Bristol, with many seeking advice and support to cope with the new processes.

Agencies have had to introduce a range of contingencies, including the use of volunteers to support: basic form filling, introducing new sessions for form filling only and attending tribunal hearings. They have also introduced pro-forma letters to give to clients, and more self-help information for those able to undertake some of the work themselves.

The most pressing issue in the forthcoming years will be the roll out to all claimants of the six working age benefits and tax credits in the form of Universal Credit.

#### 7.1.2 Universal credit

Given the magnitude of change there are likely to be considerable challenges in the roll out of the programme, which is estimated to impact around 50,000 households in Bristol:

- Foremost is the length of time between the initial claim and the claimant receiving any money. The processing time is estimated to be anything between 5-6 weeks (against 14 days for a JSA claim at present). In Bristol, current claims (Dec 2016) are taking an average of 7 weeks.
- Claimants are able to make an application for an advance payment to cover some of their costs (up to 50% of their overall entitlement) there is only one advance payment allowable, and this will be then recovered from the regular payments over the following year, but normally within the first three months. Even amongst the relatively small sample of current claimants, 28% of those have made a request to the Crises and Intervention Fund; this is far higher, than for example, first time claimants for JSA.
- Some households will and do have trouble with the direct payment aspect of UC for

housing costs. With the exception of private tenants, almost all citizens claiming HB have had their entitlement paid directly to their landlord. This represents a large shift in culture towards budgeting payments for housing costs and the council is expected to play a large part in this transition through its agreement with the DWP. The government has also introduced 'waiting days' for UC (in a similar way to out of work benefits currently) whereby, although entitled, no payment is made for the first week of an award.

- There will be exemptions for those who are not subject to all of the work related requirements but would generally lead to a week's shortfall in the HCE of UC and therefore manifest itself as rent arrears. This is in addition to not receiving money in respect of essential living costs for the household.
- The calculation of UC is based on the circumstances of the household as of the last day of the assessment period (i.e. month). Entitlement based on this assessment then applies for the whole of the preceding month.
- This means UC is not responsive to frequent changes in circumstances and creates issues around entitlement for moves and new additions to households. There are also adverse impacts for those with sporadic earnings (e.g. zero hour contracts) and those who are not paid monthly. This would make budgeting for the month more complex for these citizens.

Citizens Advice have also stated

'Universal Credit claimants who are out of work will be required to take on zero-hours contracts as part of their claimant commitment. The lack of flexibility and short-term notice periods for work could lead to clashes between the requirements for availability made by employers and the requirements of the UC claimant commitment to actively seek more hours and additional employment.'<sup>36</sup>

## 7.2 Working poor

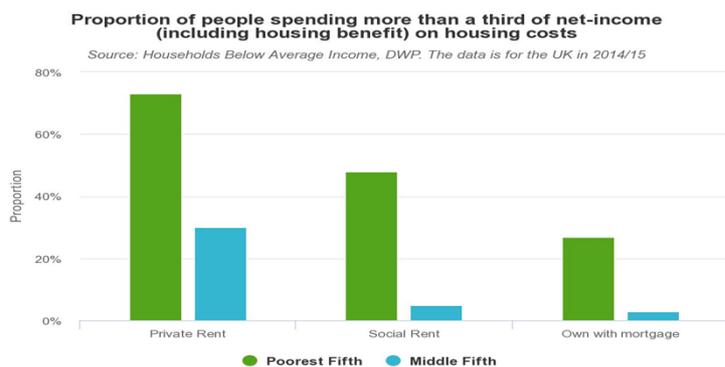
'Nationally the proportion of working-age adults is at a record high. Full-time employees account for 62% of the growth in jobs since 2010. The proportion of young adults who are unemployed is the lowest since 2005. However, the number of people in poverty in a working family is 55% and is also at a record high. Four fifths of the adults in these families are themselves working, some 3.8million workers. Those adults not working are predominately looking after children. There are 2 million more people in working families in poverty than a decade ago.'<sup>37</sup>

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<sup>36</sup>Works for you? Investigating the Impact of Insecure Employment in Bristol. Bristol Citizens Advice October 2015

<sup>37</sup> Monitoring poverty and social exclusion 2016 (MPSE) New Policy Institute

One of the key drivers of poverty is failure in the housing market. Housing costs are higher as a proportion of income for poorer households and more so for renters. More than 70% of private renters in the poorest fifth spend at least a third of their income on housing.



Another key driver is insecure work, whether through work patterns being intermittent, working multiple jobs or through zero- hours contracts. The number of UK workers on zero-hours contracts grew by 20% between 2015 and 2016, affecting 900,000 workers<sup>38</sup>. The median hourly rate for a zero hours worker is £7.25 compared to £11.05 for all employees.<sup>39</sup>

Research undertaken by Bristol Citizens Advice<sup>40</sup> found:

‘That workers on zero-hours contracts as well as other casual, agency and temporary workers are ending up in debt, or with their homes threatened when promised work hours do not materialise. Irregular work and unpredictable incomes can make it hard to budget for living expenses or claim top-up welfare benefits. In many cases, the flexibility of these working arrangements is all on the employer’s side with workers expected to be available all day or at short notice, with no guarantee of work’.

Of the 420 clients interviewed:

- 11% of in-work Citizen Advice clients were employed on zero-hour contracts compared to 2.8% of the workforce in the South West.<sup>41</sup>
- 20% of in-work clients were in temporary work (casual, fixed-term or agency workers) compared to 6.5% of the national workforce.<sup>42</sup>
- Of those in insecure employment, Citizens Advice researchers found that 70% said their work made it hard or very hard to budget and manage bills compared to 38% of people with permanent jobs.

<sup>38</sup> ONS Labour Force Survey 2016

<sup>39</sup> TUC 2016

<sup>40</sup> Works for you? Investigating the Impact of Insecure Employment in Bristol. Bristol Citizens Advice October 2015

<sup>41</sup> ONS, Statistical bulletin: Regional Labour Market June 2015

<sup>42</sup> ONS, Analysis of Employee Contracts that do not Guarantee a Minimum Number of Hours February 2015

- 64% of those in the insecure group and 85% on zero-hours contracts found it hard or very hard to deal with benefit claims, compared to 53% of permanent employees.

A further study undertaken by UWE on migrant workers in Bristol found:

‘A significant number of migrants resist claiming unemployment benefits, preferring to take low paid jobs but easily fall into the poverty trap/debt spiral – especially given the relatively high cost of living (especially rent) in Bristol. These migrants who rely on precarious work including zero hour contracts, frequently fall into a ‘poverty trap’ or ‘debt trap’ experiencing high levels of stress because of insecure work’<sup>43</sup>

### 7.3 Money and debt

Money and debt advice is the second largest area of social welfare advice in Bristol. More people are struggling to pay priority debts (rent/mortgage, utilities, council tax, benefit overpayments, and court fines) than ever before.

People in the UK<sup>44</sup> owed £1.512 Trillion at the end of November 2016. This is up from 1.460 Trillion at the end of November 2015.

The average total debt per household- including mortgages was £55,982 in November 2016, per adult in the UK that is an average debt of £29,930, around 113.2% of average earnings.

Outstanding consumer credit has also increased from £178.3 Billion (Nov 15) To £192.19 Billion (Nov 16). This is an increase of £275.54 for every adult in the UK.

Unsecured debt per household rose to £12,887 in the third quarter of 2016 which is up £1,117 on a year earlier, and as a share of household income now stands at 27.4% - the highest for eight years.<sup>45</sup>

Research by Payplan showed that the average Bristolian has £16,671 worth of “bad” personal debt (mortgage and rent arrears are not included) making Bristol the seventh most insolvent area in the UK.<sup>46</sup>

The rise of personal indebtedness has been compounded by, according to the TUC, stagnant wages, (which on average are still worth less than nine years ago) and low public investment. The Bank of England takes a differing view, citing low interest rates as a buffer against rising debt. Nevertheless, there remains uncertainty about the impact of Brexit on the UK economy as a whole, and what may happen in both the short and long term.

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<sup>43</sup> Review of Recent Bristol Economic Migrants: needs and strategies. Department of Geography, UWE. July 2016

<sup>44</sup> The Money Charity January 2017

<sup>45</sup> TUC analysis January 2017

<sup>46</sup> Bristol Evening Post April 2016

A study undertaken on Financial Wellness<sup>47</sup> (using a range of micro and macro factors) showed that in respect of savings, assets and security, half of respondents did not have any savings or investment products and do not save money informally either. As such, 30% of respondents had less than £100 in savings, with 7% having none at all.

They concluded that 3% of respondents were financially distressed and a further 22% financially unstable. Those with the highest levels of wellness could be characterised by the following factors:

- Retired and aged 65 or above
- Married, living as a couple with no children in the household
- From a white ethnic background
- Homeowner with broadband access
- Highly educated, and in social class A
- Living in a high-income household in the South-East (excluding London) or Wales

These findings correlate well with the findings on over-indebtedness<sup>48</sup>. Where 1 in 6 of the population are estimated to be over-indebted. This impacts on a greater proportion of those aged between 25-44, on women, on families with children, on those who are unemployed and those who rent their home. 17.2% of Bristol's population are over-indebted (compared to the highest national indebtedness at 24.7% and lowest at 10.7%), with the exception of Plymouth; Bristol is the most over-indebted local authority in the South West.

The impact of being in debt has a significant effect on people's mental health. Findings<sup>49</sup> by the University of Bristol demonstrated that unemployment; financial difficulties, debt and loss of a home increase an individual's risk of depression, suicide attempt and suicide. The people most affected are individuals who are already vulnerable due to pre-existing mental health factors and these people often lack the motivation and support to navigate the benefits and advice system.

Debt advice can and does have a substantial impact on the lives of individuals and families. A recent evaluation undertaken by the Money Advice Service<sup>50</sup> showed:

- Nearly all clients (93%) agree to actions to take following advice, with 94% of these subsequently taking at least one action. This is crucial, as initial analysis suggests that agreeing actions is the most influential predictor of positive outcomes overall.
- Over two-thirds (68%) say the advice resolved the problems they asked about completely or to a great extent.

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<sup>47</sup> Momentum UK Household Financial Wellness Index (University of Bristol) 2016

<sup>48</sup> A Picture of Over-Indebtedness: Money Advice Service 2016

<sup>49</sup> The 2008 Global Financial Crises: effects on mental health and suicide. Prof David Gunnell, University of Bristol 2015

<sup>50</sup> Evaluation of Money Advice Service funded debt advice. Initial research findings, Optimisa Research January 2017

- It helps them understand how to resolve their current difficulties. 88% say they now know more about the options for sorting out debt problems, while 93% say they understand the steps needed to take either 'very well' or 'quite well'.
- After receiving advice clients engage with their finances more. 89% check their income and expenses more regularly and/or more thoroughly and 85% are more likely to open their post.
- Financial planning improves, with 86% now having a plan to pay their bills in priority order and 84% keeping to a plan for spending money.
- 3-6 months after advice, nearly two-thirds (65%) of those with debts are either currently repaying them or have already repaid in full.

## 7.4 Fuel poverty

Fuel poverty affects around 25,379 households in Bristol<sup>51</sup>. A household is considered fuel poor if it has higher than typical energy costs and would be left with a disposable income below the poverty line if it spent the required money to meet those costs.

The links between health and fuel poverty are widely recognised both at a national and local level. Living in a cold home can cause or exacerbate mental and physical (particularly circulatory and respiratory) health problems.

Bristol City Council has recently set up a company Bristol Energy. This company will reinvest any profits back into the communities of Bristol. In response to the problems experienced by households in fuel poverty, it has developed a Warm Homes Plus Tariff<sup>52</sup>. This will specifically help and support vulnerable households. There is a range of eligibility criteria to ensure that this tariff is available to those most in need. Alongside this a year long trial is taking place looking at a range of initiatives to tackle fuel poverty. These will include: energy efficiency advice and installation, home energy visits and audits, community outreach events, signposting to funding pots, drop in energy clinics at The Hub and community centres around the city and smart meter and energy monitor trials.

## 7.5 Housing and homelessness

Both homelessness and rooflessness are a growing problem in Bristol. The reasons for this are multi-layered:

- Buying property is now unaffordable for many of Bristol's citizens. House prices continue to rise, whilst wages are staying stagnant or are falling. An income of

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<sup>51</sup> DECC (now BEIS) Sub-regional tables 2013

<sup>52</sup> Launched January 2017

£54,000 is required to secure a typical 80% mortgage, meaning the average Bristolian would require a £30,000 pay rise to buy a home.<sup>53</sup>

- House prices in Bristol have risen rapidly since 2013. As a result average house prices are 71% higher than they were in 2002 as oppose to the 56% average across England and Wales.<sup>54</sup>
- There is an overall shortage of accommodation, particularly in social housing. The share of people in social rented accommodation in the West of England is lower than most city regions and is falling. There are more than 9,000<sup>55</sup> people on the housing waiting list in Bristol.
- More and more people are reliant on renting from the private rented sector, average rents are continuing to rise, it costs an average of £904 a month to rent a home privately in Bristol, this accounts for 41% of the typical gross monthly salary. The rapid pace of rent rises has so far more than cancelled out any post recession pay recovery.
- In 2015, 42,728 households in rented accommodation in the UK were forcibly removed.<sup>56</sup>This constitutes a 53% rise since 2010 and now stands at an all time high.
- Rough sleeping has reduced slightly in the last year, through the intervention of the Rough Sleeping Partnership. Nevertheless, far too many people are rough sleeping. Bristol has one of the worst rough sleeping figures outside London.
- Over 150 people were eligible as homeless but 'not in priority need' in Bristol in 2015/16, triple the 2013/14 number. As a rate, this rose significantly to 0.8 per 1000 households; and is no longer below the national average. Bristol is mid ranking for Core cities and comparable cities.
- Over 470 people were in temporary homeless accommodation in Bristol in March 2016, 1.5 times the 2014 number; this is 2.5 per 1000 and significantly below the national average 3.1per 1000.

The cuts to civil legal aid under LAPSO, included cuts to housing advice and many fewer people are now able to remedy their problems through this route. Nevertheless, housing problems are often tied up with benefit problems (which were cut almost entirely from civil legal aid). Often people's only recourse is to turn to independent advice agencies that can deal with both issues.

Recently the Chief Executive of the Law Society warned:

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<sup>53</sup> National Housing Federation 2016

<sup>54</sup> A Western Union: Living standards and devolution in the West of England. Resolution Foundation January 2017

<sup>55</sup> January 2017

<sup>56</sup> Ministry of Justice

“Advice on housing is vital for people who are facing eviction, the homeless and those renting a property in serious disrepair. Early legal advice on housing matters can make the difference between a family being made homeless or not<sup>57</sup>”

An example of this is the in house (WRAMAS) Advice+ project. This was developed from its initial focus on those impacted by the benefit cap, to those at risk of homelessness. The purpose of the project is to target tenants in social housing and the private rented sector and to provide tailored advice to prevent people losing their homes. The number of cases requiring urgent interventions has been steadily rising with 84 interventions covering 44 households in quarter 2 of 2016/17 to 111 interventions covering 60 households in quarter 3 of 2016/17.

Bristol City councils housing strategy<sup>58</sup> recognises the significant difficulties caused by shortages in the housing market. Alongside the key priority of building more homes another of the priorities of the strategy is ‘sustaining occupation’ which in particular emphasises that the provision of advice and support in a timely manner, lies at the heart of early prevention.

In order to achieve this objective, it proposes that we will work creatively and innovatively with a range of agencies and partners to address the challenges faced by the housing market and welfare reform, to promote and champion:

- Employment skills
- Digital inclusion
- Financial inclusion
- Personal budgeting support
- Understanding the responsibilities of being a ‘good’ tenant
- Access to learning opportunities

## 7.6 Immigration

The Legal Aid reforms under LAPS0 took almost all immigration work out of scope of legal aid with only asylum, human trafficking, immigration detention, victims of domestic violence and judicial review remaining.

ABLC reported that since the reforms they have been turning away roughly 20 immigration enquiries per week, however since the Brexit decision this has increased to 30 plus enquiries per week.

Bristol CAB already support a drop-in service run by Albany Solicitors (who have a legal aid contract for immigration) for both legal aid and non legal aid enquiries. The CAB are

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<sup>57</sup> The Guardian ‘Thousands left homeless by shortage of legal aid lawyers’ Dec 18 2016

<sup>58</sup> More than a Roof: Bristol’s Housing Strategy 2016-2020 Bristol City Council

currently finalising their OISC registration to level 3, to enable them to provide a second immigration drop-in, as their current service is so oversubscribed.

St Pauls Advice Centre is looking to extend their OISC registration to level 2 due to increased demand for the service.

It is very likely that as the position becomes clearer and decisions are made regarding the UK 's position regarding current EU Nationals, there will be a greater spike in demand.

## 7.7 Care and health

### 7.7.1 The Care Act

The Care Act 2014 was introduced to improve people's independence and wellbeing. It makes clear that local authorities must provide or arrange services that help prevent people developing needs for care and support or delay people deteriorating such that they would need ongoing care and support.

The Act clearly states that local authorities must provide information on:

- what types of care and support are available –e.g. specialised dementia care, befriending services, reablement, personal assistance, residential care etc.
- the range of care and support services available to local people
- what process local people need to use to get care and support that is available
- where local people can find independent financial advice about care and support and help them to access it
- how people can raise concerns about the safety or well being of someone who has care and support needs

The council has a statutory duty to enable any citizen to have access to information about services in their community, irrespective of whether they contact the council or not.

In order to address this Adult Social Care is in the process of developing a website, this will incorporate an information data base allowing people, (or people acting on their behalf) to search for information about what is available to them in their local community. In addition to this it is also designing a self-assessment tool, this will guide users, through a series of questions, to the most useful information in respect of their needs.

This development ties in with and is informing the wider objective of the Corporate Strategy to develop a single city-wide Information, Advice and Guidance service bringing all services together as one approach and helping people get better information online as a first port of call.

## 7.7.2 Health

‘It is acknowledged that there is much work to be done and that there are complex policy dynamics around public health, mental health and preventative services- all areas of social welfare law issues and advice touch on. Research from polling GP’s on the incidence of social welfare problems presenting in primary care settings suggests a strong case for an advice-health link up.

Research undertaken by the BMJ and Sir Michael Marmot’s work on Public health supports this reasoning indicating that poverty and social welfare law problems are routinely associated with ill health, especially mental ill health. Well-being is the overarching framing principle for the NHS and social care policy, social welfare work law work and its outcomes could also link to wellbeing advice and wellbeing outcomes.’<sup>59</sup>

Advice agencies in Bristol already provide drop-in advice sessions and appointments at a variety of health settings in Bristol. Including hospitals, health centres and GP surgeries. Nevertheless the charging framework for use of facilities to conduct these sessions is inconsistent. Hospitals provide free facilities. GP surgeries differ significantly, with some offering free access and phones and others looking to charge not insignificant amounts (8K per year in one instance). This is unaffordable to the advice sector, and in cases where charging regimes have been introduced, they have had to pull out of providing advice services in these locations.

## 7.8 Digital inclusion

The balance of the ways in which social welfare advice is provided to people is a continual challenge. It has to both respond to efficiency drivers and expectations of flexibility by potential clients as well as ensuring that the most in need are able to access services and act on advice provided. It needs to consider three areas of interaction with potential customers or clients: internet, telephone and face-to-face.

### 7.8.1 Internet

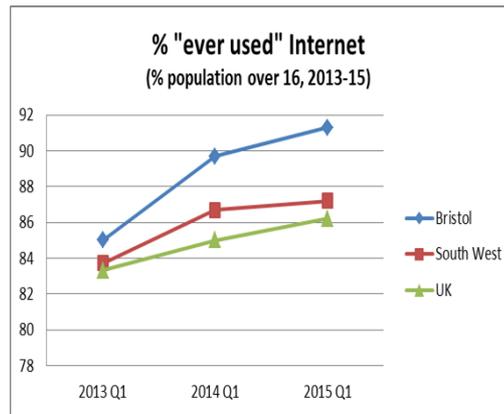
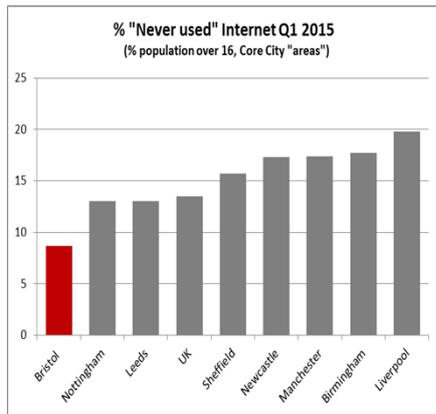
“Estimates of the size of the population without effective access to the internet are contentious, the truth is nobody knows, and anyway it is a moving target, it was estimated in 2015 as up to 50% of the population formerly entitled to legal aid. Tech enthusiast say this is too high, most practitioners in the field argue it is too low. The least useful way of estimating access is the percentage of the population that can physically access the internet – since pretty well everyone can get into an internet enabled library and mobile phone users usually carry internet access.

Much existing NGO provision is heavily invested in the importance of a community and face-to-face orientation. If it is true, as asserted in last years report (2015), that effective access is

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<sup>59</sup> Getting It Right In Social Welfare Law, The Low Commission, March 2015

not yet above 50% of the relevant population, then this orientation would need to continue if agencies are to get to some of the hardest to reach groups- those with low technology and language skills<sup>60</sup>



(JSNA 2016)

Compared to both UK wide and core city indicators, Bristol has a significantly higher level of residents who have used the internet. Nevertheless, there remain digital divides between the young and old and even across gender. Even with Bristol's very high rate of usage, there are still 31,000<sup>61</sup> adults who have not used the internet at all in the last 3 months (or longer) although this figure is reducing.

Indicators demonstrate that people are able to make claims on line for certain things. The Local Crises and Intervention Fund reports that 75% of applicants are applying digitally.<sup>62</sup> It is less clear whether those applicants have received support in doing so or have been able to manage the process on their own.

Nevertheless, there are different patterns of usage.

Nationally:

- Almost all adults aged 16-24 were recent internet users (99.2%) in contrast to 38.7% of adults over 75 years.
- 25% of disabled adults had never used the internet in 2016.<sup>63</sup>

Patterns also changed when looking at the capability of people. Taking five broad basic digital skill areas: managing information, communicating, transacting, problem-solving and creating:

<sup>60</sup> Annual update May 2016 Digital Delivery of Legal Services to People On Low Incomes. Roger Smith, The Legal Education Foundation

<sup>61</sup> JSNA 2016

<sup>62</sup> Bristol City Council Local Crises and Prevention Fund Newsletter July 2016

<sup>63</sup> ONS Statistical Bulletin Internet Users in the UK 2016

- 77% of the UK adult population had basic digital skills with 81% having basic online skills.
- Digital skill levels start to decline amongst the 45 plus demographics culminating in the 65plus group having a basic digital skill level of 43%.
- The basic digital skill level amongst ABC1's is higher than the national average at 87% but is significantly lower amongst C2DE social grades at 65%.<sup>64</sup>

Citizens Advice in their study of face-to face clients<sup>65</sup>concluded that:

'Our face-to-face clients were less likely than people in the UK to have each digital skill. The framework allows us to identify people who are unable to complete tasks in any of the 5 digital skill areas. Our face-to-face clients were twice as likely as people in the UK to say they were unable to complete any of the digital tasks. 1 in 10 adults in the UK are unable to complete any tasks in any of the 5 basic digital skills areas, among our clients, this number doubled to 1 in 5.'

The above information relates to basic skills, and it is acknowledged that processes for application, appeal, change of circumstances and payments are increasingly complicated. Relying on an individual's ability to navigate certain parts of the internet does not readily or accurately translate into their ability to manage a complex claiming process. In addition, it also ignores the technology people have to hand to access the internet. Completing complex forms over a smart phone is often far more cumbersome and unreliable, than doing the same on a laptop or desktop computer.

The council has considered the impact of the digital by design feature of Universal Credit<sup>66</sup>:

- Research from the Citizen's Advice indicates that the vast majority of citizens are not ready to claim UC and maintain their award without support. 49% of respondents said they did not feel equipped to complete online application forms.
- Many of the areas within Bristol that have high numbers of working age benefit claimants also have some of the lowest levels of online participation in the city. This would suggest that many who will be in scope for claiming UC online will also be the least likely to be able to claim unsupported.
- Currently only the online claim form is the 'digital' aspect of UC within the live service. This is due to change with the rollout of the full service and more transaction with workcoaches will move online, along with administration of the award. This will be challenging for citizens who are not used to transacting online.

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<sup>64</sup> Basic Digital Skills Ipsos Mori for GO ON UK 2015

<sup>65</sup> Digital Capability -Understanding the Digital Needs of Face-to-Face Clients, Citizens Advice August 2016

<sup>66</sup> Universal Credit Impact Assessment Draft Report, Bristol City Council 2017

In 2015/16 digital support sessions were offered by Talking Money (380), North Bristol Advice Centre (137) and Bristol Citizens Advice (327). These are intended to familiarise people with the internet and to support them to develop skills for further self-help.

### 7.8.2 Telephone

In April 2013, the Civil Legal Advice telephone line as the only route by which legal aid services in Debt, Discrimination and Special Education Needs could be accessed, was introduced

A review by the Ministry of Justice<sup>67</sup> in conjunction with NatCen Social Research and UCL Faculty of Laws on the civil legal aid telephone gateway found in general that it was flexible and easy to use, in particular:

‘Users were sometimes disappointed about being able to see someone in person, though many were appeased once specialists were able to explain how the service worked and what is was able to offer’

The study found that users with learning difficulties, mental health issues or physical disabilities were more likely to be referred to face –to face advice and both users and specialists argued for more flexibility around this.

Nevertheless the research also concluded that while there were advantages in delivering the initial operator stage of the gateway remotely- where essentially ‘triage is undertaken’ – these do not automatically transfer to the specialist stage.

The Public Law Project undertook its own research<sup>68</sup> and was particularly concerned about ‘the lack of consideration of the impact of individuals who did not access it (the telephone gateway) but who would have been entitled to do so’

In particular, it noted

‘Debt matters had fallen by 50% and discrimination matters by 58% since the introduction of the gateway. This is notwithstanding a general increase of 2% over the same period of time in the number of Legal Help matters started across all areas of law via all channels of advice provision’

It has been suggested this fall off has in part been because of the poor promotion of the Gateway process and in part the reluctance or inability of some groups of potential users to access services in this way, particularly when issues become ever more complex.

Specialist telephone help is offered by ABLC for Employment and Discrimination. A new freephone helpline and referral system has just been launched in 2017 by the Money Advice

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<sup>67</sup> Review of the Civil Legal Aid Mandatory Gateway - Ministry of Justice 2014

<sup>68</sup> Keys to the Gateway: An Independent Review of the Mandatory Civil Legal Aid Gateway. Public Law Project March 2015

West project, which includes Talking Money, BCAB, SPAC, NBAC and SBAS. WECIL and WRAMAS both offer general telephone helplines.

However, a recent analysis of incoming telephone calls to BCAB, who are part of a West Of England CAB telephone service, showed that the BCAB was unable to answer 4,000 calls from Bristol residents in 2015/16.

### 7.8.3 Face -to-face advice

The need to retain face-to-face advice is clear, despite advances in technologies and increasing use of these technologies; there are certain groups of people that are likely to be disproportionality affected by a switch of services entirely reliant on either internet or telephone access.

These include: older people; homeless people; refugees and asylum seekers; deaf and deafened people; people with disabilities including people with learning difficulties; people with mental health problems including substance abuse; black and minority ethnic groups in particular where English is not their first language; people living in the most deprived areas.

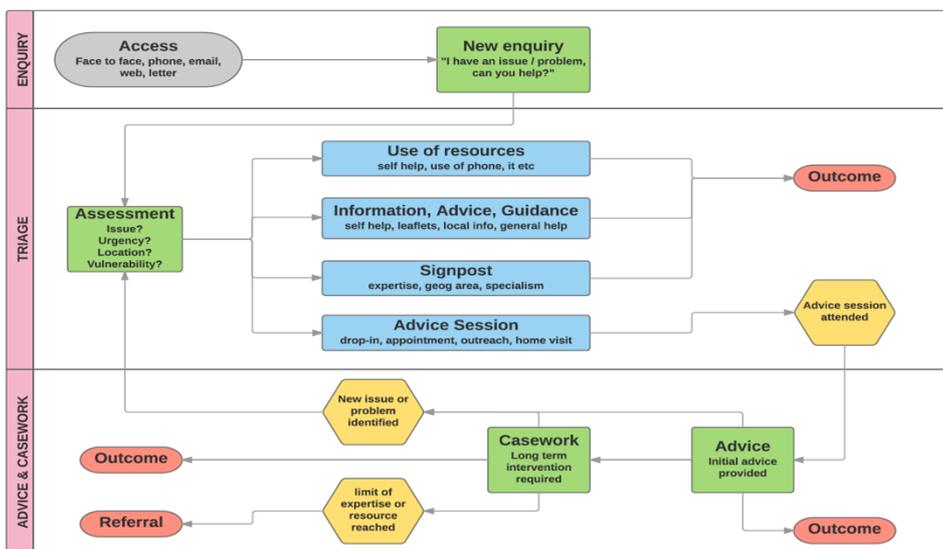
Advice agencies in Bristol have responded to the differing needs of their clients by introducing a triage process. This enables them to access advice services in a variety of ways that meets their needs.

#### COMMON TRIAGE PROCESS

BCC funded advice agencies | December 7, 2016



The flowchart below illustrates the generic approach to triage provided in an advice setting and is the general approach adopted by voluntary sector advice providers in Bristol. However, it should be noted that this process will differ between agencies as services respond to specific service user needs



## 7.9 Systems failure

System failure can occur for a myriad of reasons, essentially it is where a system does not meet its requirements, it no longer performs the function it was intended to, or is not able to do so at the level that equals or exceeds established minimums.

Most often system failure relates to IT functionality. Nevertheless, it can also be applied to the processes carried out to support those functions whether IT based or not.

The most significant system failure affecting those seeking advice is within the DWP:

A survey undertaken conducted with 436 Welfare rights advisers<sup>69</sup>, (combined with other evidence from independent review and analysis) found huge issues around decision-making and redress procedures of Employment and Support Allowances (ESA) and other key disability benefits that provides a lifeline to the most vulnerable in society. In particular;

‘the mandatory reconsideration process – the DWP internal review mechanism- looks increasingly dysfunctional. This dysfunction is further compounded by flawed medical assessments, the bar on benefit claims during reassessment, inadequate quality of information and guidance from the DWP and the Jobcentre Plus frontline and the contraction of the advices sector’s specialist level welfare rights and support services’

Since September 2014<sup>70</sup>, the number of social security and child support appeals has been increasing gradually nationwide. In July to September 2016, 52,311 appeals against decisions were received, up 47% when compared with the same period in 2015. Employment Support Allowance (ESA) and Personal Independence Payment (PIP) appeals accounted for 83% of all SSCS appeals in this quarter.

These figures also show that 60% of these appeals were successful (decision revised in the favour of the claimant). Broken down by benefit type:

- 65 per cent of PIP decisions were overturned;
- 62 per cent of ESA decisions were overturned;
- 59 per cent of disability living allowance decisions were overturned;
- 43 per cent of jobseeker's allowance decisions were overturned; and
- 24 per cent of housing benefit decisions were overturned.

In Bristol in 2016<sup>71</sup>, there were 3,500 appeals. 1,400 of these were for ESA and 1,500 for PIP the remaining were for overpayments, right to reside, tax credits etc.

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<sup>69</sup> Getting It Right In Social Welfare Law The Low Commission March 2015

<sup>70</sup> WRAMAS

<sup>71</sup> HM Courts and Tribunal Service (this figure will include ‘Greater Bristol’ clients)

Being represented at appeal significantly increases the likelihood of a successful appeal. In 2015/16 The average rate of decisions overturned at ESA appeal was 58%, for represented clients in Bristol,<sup>72</sup>this figure was 92%. For Personal Independence Payments the average rate of decisions overturned was 61% and for represented clients in Bristol this was 84%.

The volumes of appeals have been unprecedented and advice agencies in Bristol were unable to cope with these volumes, particularly in accompanying clients to tribunals.

In response to this, ABLC set up The Legal Advocacy Support Project (LASP). This project in conjunction with UWE and the University of Law works with students, who accompany clients to Bristol's Social Security and Child Support Tribunals. In the first 2 years of the project (2013-15) the project assisted over 200 people, with an average of £5,000 won by each client. This was against the 11 appeals that the caseworker was able to deal with in the previous year.

In 2016 <sup>73</sup>

ESA appeals: 87 represented - 85 won

PIP appeals: 54 represented - 39 won

Other : 50 represented - 40 won

Money raised for clients in Bristol: £819,786.10

The projects success has won national plaudits and received a national pro-bono award. It has already published a guide on how to develop this model. It has also recently set up a housing law component to determine whether the model can be applied to different areas of law.

## 8. Unmet need

The plethora of changes in the funding of advice through legal aid and the subsequent reduction in resources across the city combined with the welfare reform agenda, lack of affordable housing and changing employment patterns has caused an upsurge in demand for free at the point of access advice and casework services.

The advice sector has tried to respond to this, through a variety of initiatives. These have included:

Expanding self-help routes by publicising self help materials, through take-up campaigns, individual websites and promotion through the local press and at information days.

Maintaining and promoting the ACFA website, so that individuals seeking advice in Bristol can

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<sup>72</sup> HM Courts and Tribunal Service (this figure will include clients from 'Greater Bristol')

<sup>73</sup> Statistics from ABLC

either find self-help materials, national support or the nearest agency offering advice in the area of social welfare law to them.

Supporting individuals to access the internet and resolve their issues, through one-to-one digital coaching sessions at agencies offices or libraries and customer service points. Providing public access to computers and resources at agencies own offices.

Using volunteers to assist people to act on advice given or as necessary to support people in filling in initial application forms and helping them understand the requirements demanded of them.

Developing pro-bono initiatives that use the skills of legally qualified people to provide greater access to advice, whilst also developing services such as the LASP (ABLC) project with university law students to ensure that the most vulnerable clients are accompanied to tribunal hearings.

Working with other agencies in the city to develop early intervention initiatives. This has included for example Talking Money developing the Boost project at Barton Hill to provide financial capability sessions; the development of the Advice+ project by WRAMAS to directly contact people impacted by the benefit cap before its inception, the Just Ask Project (ABLC, BCAB and 1625 Independent People) to provide advice and support to build resilience amongst young people.

Referring clients to other agencies for further support, such as the Centre for Sustainable Energy, WE Care and Repair, Bristol Credit Union, Bristol food banks.

Providing training and support to agencies and departments who themselves provide support, information and guidance to vulnerable people in the city, to better equip them to support these people. WRAMAS in particular provides an extensive training programme to over a hundred different housing related support providers as well as to BCC staff across a number of different departments. ACFA also provides training, but this tends to be aimed at existing advice workers, to enable them to keep updated with changes and maintain their professional standards and accreditation. Training is also provided to volunteers.

Working with each other through the umbrella of ACFA (Advice Services For Avon) to ensure services compliment each other and join up through different referral arrangements.

Developing joint projects with other providers of services to ensure their vulnerable clients are better equipped to access legal advice.

Responding to the differing requirements of clients by balancing and as necessary changing the different ways clients access advice: internet, telephone, face-to-face (including home visits), where in the city advice is provided and how the needs of the most vulnerable can be best accommodated.

However agencies are challenged by a number of factors:

The overall desire to work in the best interests of the city can be curtailed by lack of resources or the requirements of other funders and contractors of advice services to work in specific ways, which are not always commensurate with the needs of the most vulnerable.

However flexible services are in balancing resources, attracting different funding, expanding their work with different partners, using volunteers and working from larger premises. The demand for services continues unabated. This demand is described in sections above and further explored in appendix 3.

Overall the complexity of the work means that individual cases, particularly for welfare benefits takes longer, there are many fewer 'quick wins' for clients. And whilst the demand for welfare benefits advice and debt advice gives no indication of slowing, demand for housing, immigration and employment advice is increasing.

## 9. Value for money and added value

A review of Social Welfare Advice<sup>74</sup> demonstrated that advice not only pays for itself, but also makes a significant contribution to families/households, to local area economics and also contributes to significant public savings. Different studies undertaken in the UK (as well as the US, Australia and Canada) all have demonstrated that for every pound (or dollar) invested, there is a multiple of 10 in the savings produced by, for example keeping people their homes with jobs and services intact rather than having to utilise expensive crises and emergency services.

In Bristol in 2015/16 advice agencies including WRAMAS calculated that due to their work £16,040,449 had been raised on behalf of clients, this included backdated benefit payments, new awards and other compensatory payments. This is money that is much more likely to be spent in the local economy. This is certainly an underestimation, as some agencies do not record these figures.

In the same period the same agencies calculated that £16,718,662 of debt was written off, reducing the overall indebtedness of people living in Bristol and ensuring that many more people were back in control of their finances.

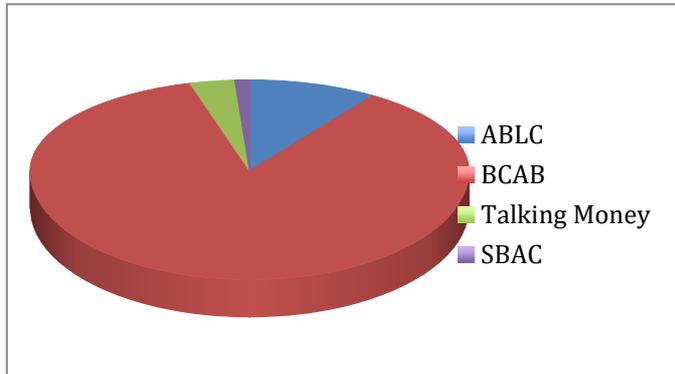
Some advice agencies also use volunteers to deliver advice and support services. These range from professionally qualified solicitors undertaking additional work for no cost, trained volunteers providing face-to-face and telephone advice or people supporting reception and back-office functions.

Whilst there are certain costs to the agency for training, supporting and supervising volunteers, volunteers also bring tremendous value to any organisation in delivering

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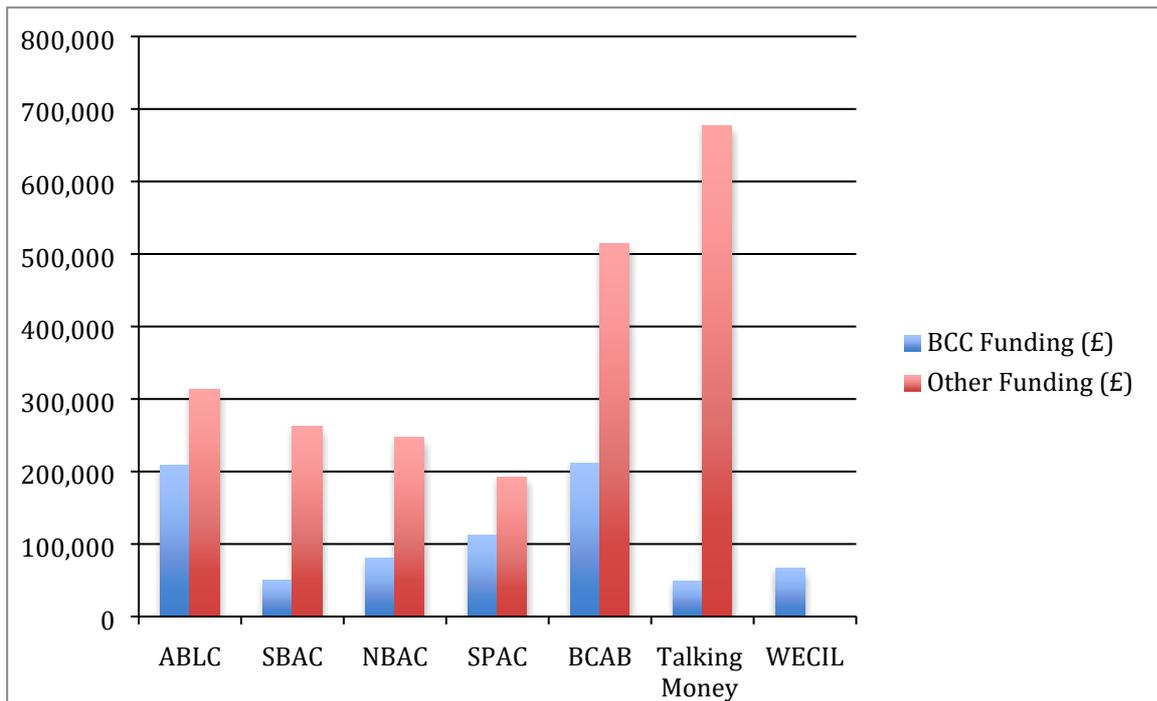
<sup>74</sup> Social Welfare Advice Services – A Review. University of Surrey May 2014

services. In 2015/16 agencies providing services under the current BCC advice commission (who use volunteers) calculated the total monetary value of this contribution as £647,768.



In addition to this, the commissioned agencies were also able to lever in funding from other sources to support advice provision in Bristol. In common with many locally based VCS agencies, the ability to lever money into agencies is contingent on each agency having a sustainable source of core funding. Much additional funding is time-limited and focussed on specific projects or particular client groups. The focus of different funders and contractors of services shifts considerably over time. Funding is not always predictable and certainly does not consistently align itself with the most pressing needs of communities within any particular location.

Total investment (2015/16) Bristol City Council: £ 819,652. Other funders: £2,206,933



## 10. Bristol City Council strategies and developments

As noted in other sections of this document, the council is under tremendous pressure to achieve significant savings from its current budget. In order to further align resources and maximise efficiencies in tandem with maintaining services so that citizens do not get left behind, we have recently reviewed or are reviewing a range of functions and services that we are responsible for.

Whilst some of these initiatives will have no relevance to agencies engaged in delivering advice services, the following are considered important and agencies should monitor their involvement and engagement with them.

These include:

Bristol City Councils Corporate Strategy 2017 -22 (as referenced in the Overview section of this report). At the time of writing this is still in a draft format, but once finalised will provide key information for all deliverers of community –based services in Bristol. Of particular significance is the proposal that a Single city-wide Information, Advice and Guidance service will be developed, bringing all services together as one approach, doing it more efficiently and helping people get better information online as a first port of call.

‘More than a Roof’ Bristol City Councils Housing Strategy 2016 -2020 (as referenced in the Challenges section of this report). There are clear interlinks between this strategy and advice in social welfare law, and agencies will be expected to demonstrate how they are supporting this strategy in relation to its objective to promote and champion: employment skills, digital inclusion, financial inclusion, personal budgeting support and understanding the responsibilities of being a ‘good’ tenant.

Bristol Impact Fund. The fund is expected to announce its first grants under the new prospectus in early 2017. Agencies applying to this fund will have had to demonstrate how they are working to address one or more of five key factors, which include: reducing financial, food and fuel poverty; tackling unemployment and underemployment; improving access to information, services and opportunities in the city and increasing digital inclusion; enabling influence and participation in the community; reducing social isolation and improving wellbeing mental health and wellbeing. It is expected that agencies funded under the wider VCS prospectus will link in with agencies funded under the Impact Fund.

Bristol’s One Public Estate Programme. This is a joint initiative between the Bristol City Council, Avon Fire and Rescue, Avon and Somerset Police, University of West of England, University of Bristol, South Western Ambulance Service, Avon and Wiltshire Mental Health Partnership, the NHS Trusts covering Bristol, West of England Local Enterprise Partnership

and the Homes and Community Agency. Its core objectives are: creating economic growth –new homes and jobs; more integrated, customer focussed services, generating capital receipts; reducing running costs. Information, Advice and Guidance (IAG) is specifically referenced within potential services supporting these objectives. In the first phase, the creation of hubs in Lawrence Weston, Southmead, Gloucester Road and Filwood are being considered. It is anticipated that advice agencies providing services within these areas will contribute to the development phases of these hubs, as they become more refined.

Bristol’s Strategy for Children, Young People and Families 2016-2020. This strategy is also working with the three-tier model (as referenced in the Overview section), and is currently considering how to create family hubs to provide for a greater synergy and rationalisation of services. IAG providers will be expected to interlink with the hubs as they develop.

## **11. Summary of key areas to be addressed**

To further refine services to ensure that the most vulnerable in Bristol are able to access high quality legal advice in social welfare law and to demonstrate how this will be undertaken.

In particular:

- To meet the advice needs of the most vulnerable disabled people including those with mental health problems
- To meet the advice needs of the most vulnerable from BME communities, in particular those communities from Eastern Europe.
- To meet the advice needs of refugees and asylum seekers
- To meet the advice needs of the most vulnerable communities of all ages across the city, in particular the needs of vulnerable older people in the central and inner wards and young people (16-25) in all wards.
- To meet the needs of the most vulnerable in the most deprived communities in the city, by providing them with accessible pathways to advice wherever they live.

To expand on work to develop and integrate on-line and other information services that assist people to help themselves and understand their rights, as well as providing gateways for the most vulnerable to access further support. To consider how to expand and develop referral routes that can be accessed by information and guidance providers across the city to provide for a more seamless journey for individual clients.

To continue to enable more people to take control of their lives, through the provision of both early intervention advice initiatives and practical support through for example budgeting and financial skills or digital skills.

To provide a coherent plan to tackle the rising demand for housing, immigration and employment advice whilst maintaining the provision of debt and welfare rights advice. In respect of the latter to identify strategies to ameliorate the potential negative impact of the full roll out of universal credit.

To widen opportunities for people in low paid intermittent work to access advice services, particularly for telephone and face-to-face advice.

To identify how agencies will respond to and support the various initiatives instigated by the council as described in section 10 of this report.

**Appendix 1. Equality Monitoring by agencies funded under the BCC commission 2015-16**

		A&BLC	BCAB	Talking Money	North Bristol Advice Service	South Bristol Advice Service	St Pauls Advice	WECIL
<b>Total clients</b>		<b>7627</b>	<b>8621</b>	<b>5304</b>	<b>902</b>	<b>3479</b>	<b>2853</b>	<b>2930</b>
<b>Total Number of Service users Monitored</b>		<b>1470</b>	<b>8621</b>	<b>3082</b>	<b>902</b>	<b>1471</b>	<b>1344</b>	<b>425</b>
<b>Gender</b>	<b>Men %</b>	42.65%	46.55%	35.95%	39.80%	36.64%	38.10%	24.71%
	<b>Women %</b>	46.05%	51.62%	58.08%	59.98%	63.22%	58.18%	23.53%
	<b>No data %</b>	11.30%	2.33%	0.13%	0.22%	0.14%	3.72%	51.76%
	<b>Gender Total %</b>	<b>100%</b>	<b>100%</b>	<b>94%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
<b>Age</b>	<b>16-24%</b>	5.99%	5.64%	5.87%	4.10%	6.53%	5.36%	2.12%
	<b>25-49%</b>	50.07%	53.42%	57.59%	46.12%	46.02%	54.76%	45.65%
	<b>50-64%</b>	22.59%	26.62%	23.49%	33.70%	31.48%	23.21%	12.71%
	<b>65-74%</b>	3.81%	5.85%	3.83%	10.98%	8.23%	3.79%	3.76%
	<b>75+%</b>	1.02%	2.91%	2.95%	4.88%	7.75%	3.05%	0.71%
	<b>No data %</b>	16.53%	5.57%	6.26%	0.22%	0.00%	9.82%	35.06%
	<b>Age Total %</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>
<b>Disabled People</b>	<b>Yes %</b>	19.52%	42.03%	40.66%	44.01%	69.20%	35.86%	80.00%
	<b>No %</b>	79.86%	49.98%	59.02%	33.37%	0.00%	63.02%	4.94%
	<b>No data %</b>	0.61%	7.99%	0.32%	22.62%	30.80%	1.12%	15.06%

	<b>Disabled People Total %</b>	<b>100.00%</b>						
<b>Sexual Orientation</b>	<b>Bisexual%</b>	0.68%	0.53%	1.04%	0.11%	0.27%	0.22%	0.47%
	<b>Lesbian or Gay%</b>	1.70%	0.80%	0.84%	0.55%	1.29%	0.30%	0.47%
	<b>Hetero-sexual%</b>	64.01%	36.30%	49.51%	88.58%	91.77%	57.59%	32.00%
	<b>No data %</b>	33.61%	62.37%	48.60%	10.75%	6.66%	41.89%	67.06%
	<b>Sexual Orientation Total %</b>	<b>100.00%</b>						
<b>Race and Ethnicity</b>								
<b>(a) Asian or Asian British</b>	<b>Bangladeshi%</b>	0.75%	0.65%	0.65%	0.89%	0.00%	0.97%	0.00%
	<b>Chinese%</b>	0.48%	0.38%	0.13%	0.22%	0.07%	0.00%	0.00%
	<b>Indian%</b>	1.56%	1.54%	0.81%	1.88%	0.00%	0.82%	0.00%
	<b>Pakistani%</b>	0.00%	1.86%	1.04%	1.22%	0.61%	3.20%	0.71%
	<b>Other%</b>	1.56%	1.51%	0.19%	0.67%	0.00%	1.49%	2.82%
<b>(b) Black or Black British</b>	<b>African%</b>	16.05%	9.99%	10.42%	3.99%	0.27%	30.80%	3.53%
	<b>Caribbean%</b>	6.39%	4.43%	5.84%	3.77%	0.07%	10.79%	1.18%
	<b>Somali%</b>	0.68%	2.33%	6.42%	0.55%	0.00%	16.67%	1.18%
	<b>Other%</b>	0.82%	1.83%	1.04%	1.00%	1.29%	0.37%	4.00%
<b>(c) Any other Ethnic Groups</b>	<b>Arab%</b>	0.00%	1.10%	0.19%	0.11%	0.00%	0.00%	0.00%
	<b>Iranian%</b>	0.00%	0.31%	0.03%	0.44%	0.00%	0.00%	0.00%
	<b>Iraqi%</b>	0.00%	0.26%	0.13%	0.11%	0.00%	0.00%	0.00%
	<b>Kurdish%</b>	0.00%	0.00%	0.26%	0.11%	0.00%	0.00%	0.00%
	<b>Turkish%</b>	0.00%	0.05%	0.19%	0.00%	0.00%	0.00%	0.00%

	<b>Other%</b>	8.57%	0.10%	0.19%	1.66%	1.70%	2.46%	0.00%
<b>(d) Mixed/Multiple Ethnic Groups</b>	<b>White and Asian%</b>	0.82%	0.51%	0.16%	0.22%	0.00%	0.00%	0.47%
	<b>White &amp; Black African%</b>	0.54%	1.31%	0.39%	0.55%	0.88%	0.45%	0.00%
	<b>White &amp; Black Caribbean%</b>	0.75%	1.10%	2.01%	0.55%	0.14%	0.74%	0.00%
	<b>Other%</b>	0.48%	1.44%	0.32%	0.11%	0.00%	0.15%	0.47%
<b>(e) White</b>	<b>British%</b>	37.14%	39.46%	42.57%	72.62%	93.61%	12.50%	23.76%
	<b>Eastern European%</b>	1.43%	6.50%	2.01%	2.55%	0.00%	0.52%	0.00%
	<b>Gypsy%</b>	0.34%	0.14%	0.03%	0.00%	0.00%	1.26%	0.00%
	<b>Irish%</b>	0.61%	0.56%	0.45%	1.22%	0.07%	0.45%	0.71%
	<b>Irish or Scottish Traveller%</b>	0.88%	0.00%	0.03%	0.00%	0.00%	0.00%	0.00%
	<b>Roma%</b>	0.41%	0.00%	0.10%	0.11%	0.00%	0.00%	0.00%
	<b>Other%</b>	6.60%	1.33%	2.69%	3.44%	1.29%	4.09%	3.76%
<b>(f) Preferred Not to Say/No data</b>	<b>%</b>	13.13%	21.31%	21.67%	2.00%	0.00%	12.28%	57.41%
<b>Race and Ethnicity Total %</b>		<b>100.00%</b>						
<b>People of Faith</b>	<b>Buddhist%</b>	0.41%	0.03%	0.52%	0.11%	0.14%	0.07%	0.00%
	<b>Christian%</b>	17.82%	0.35%	13.72%	17.29%	21.55%	7.74%	10.59%
	<b>Hindu%</b>	0.20%	0.00%	0.10%	0.89%	0.00%	0.07%	0.47%
	<b>Jewish%</b>	0.20%	0.00%	0.13%	0.22%	0.00%	0.15%	0.00%
	<b>Muslim%</b>	12.11%	0.12%	13.47%	7.54%	0.82%	38.10%	5.65%
	<b>Sikh%</b>	0.34%	0.01%	0.36%	0.55%	1.09%	0.22%	0.47%

	<b>None%</b>	20.20%	0.34%	13.53%	45.57%	48.67%	4.84%	12.94%
	<b>Don't know/ not sure%</b>	7.62%	0.00%	2.14%	0.67%	27.33%	35.49%	0.71%
	<b>Other Faith, Religion or Belief%</b>	3.20%	0.12%	2.30%	2.66%	0.20%	1.41%	3.29%
	<b>Preferred not to say</b>	37.89%	99.04%	53.73%	24.50%	0.20%	11.90%	65.88%
	<b>Total %</b>	<b>100.00%</b>						

## Appendix 2: Welfare Benefit Reforms

### Reforms enacted prior to April 2013

Migration of Income Support, Severe Disability Allowance and Incapacity Benefit claimants onto Employment & Support Allowance.

Contributory Employment & Support Allowance restricted to 365 days (previously unlimited)

All working age benefits increased using Consumer Price Index rather than Retail Price Index

Child Benefit rates frozen for three years from April 2011

Reform of Working and Child Tax Credits and increase in minimum working hours from 16 to 24 hours per week

Local Housing Allowances based on 30<sup>th</sup> percentile (3 in 10 properties affordable to claimants), instead of 50<sup>th</sup> percentile previously (5 in 10 properties affordable to claimants).

Local Housing Allowance capped at four bedroom need regardless of household size

Increases to Non-Dependant Deductions over three years to compensate for no increase over the last 10 years

Single Room Rent Restriction extended to single people under 35 years of age (was previously 25 years of age)
Equalisation of pension age for men and women at 65
Child Benefit not paid to those earning over £60,000 and reduced for those earning over £50,000
<b>Reforms enacted from April 2013</b>
April 2013 - withdrawal of Legal Aid for debt, welfare benefits, immigration <sup>75</sup> and employment and the issuing of new contracts for Housing, Court Desk and Discrimination.
April 2013 - replacement of social fund (now administered locally) and council tax benefit and reductions in housing benefit for under-occupation ('the bedroom tax') impacting on at least 4,600 social housing tenants in Bristol
June 2013 - DLA starts to be replaced by personal independence payment for working age people impacting on 26,450 claimants in Bristol
Summer 2013 - the introduction of fees for people taking cases to the Employment Tribunal (up to £1,200)
October 2013 - introduction of Benefit cap impacting on 400 families in Bristol (delayed from April 2013)
2013/2014 - Introduction of Universal credit for new claimants and rolled out to all claimants by March 2017 (nb the start date has been pushed back)
Council Tax Benefit to be abolished and replaced by a local scheme

#### **Impact of further Welfare Reforms announced in the budget 2015**

<b>Implementation date</b>	<b>Measure to be implemented</b>	<b>Households affected (Bristol)</b>	<b>Losses annually (Bristol)</b>
Nov-Dec 2015	Universal Credit is introduced for single jobseekers without children who make a new claim for benefit (approximately	1,800 per annum with housing costs (based on new claims analysis)	N/A

<sup>75</sup> Some immigration matters will remain in scope of Legal Aid but this is very limited.

	2,600 claimants for 2015/16)		
April 2016	The family premium in HB will be removed for new claims or new births	1,100 per annum	£630k
	Backdating for HB reduced from six months to four weeks	400 per annum	£370k
	Most working age benefits and tax credits (including Local Housing Allowance) frozen for four years	35,000 out of work benefits 27,000 HB working age caseload 30,000 tax credit caseload	'loss' through increases in private rent and other living costs
	Work allowance in UC is reduced to £2,304 per annum for those with housing costs and removed altogether from non-disabled households without children	20,000 (based on current working tax credit caseload and working households receiving child tax credit)	N/A
	1% reduction in social rents for four years	40,000 council and social tenants	'gain' for tenants through reduced rent
November 2016 onwards	Overall benefit cap is reduced from £26,000 to £20,000 per annum and lower cap for single person households (phased implementation)	Almost 950 households	£4million
March 2017	UC rollout is extended to all new claims for 'legacy' benefits (i.e. those replaced by UC) and households types	4,000 new claims anticipated in 2017/18	N/A
April 2017	Child element for tax credits and UC will be limited to two children for new claims and births after 6 <sup>th</sup> April 2017	476 (based on households accessing HB for support with housing costs)	Over £1million
	Family element in tax credits and first child element in UC will be removed for new claims. Six months protection applies for those previously receiving tax credits	2,200 (based on households accessing HB for support with housing costs)	Over £1million
	New claims for Employment and Support Allowance will not include the Work Related Activity component, making rates the same as if for jobseekers	4,200	£6million
	Automatic entitlement to Housing Costs for 18 to 21 year olds will stop. This will not apply to parents, certain vulnerable groups and those who cannot return to live with their parents	436	£1.5million
2018/19	Managed migration to UC (est)	Transitional protection provided but does not cover a change in circumstances	N/A

**Appendix 3 : Funded advice agencies: Summary of New developments, challenges, emerging issues and unmet need 2015-16**

New developments & Challenges	Mitigating actions	Emerging issues & unmet need	Mitigating actions
<b>Avon &amp; Bristol Law Centre</b>			
<b>Turning away twice as many clients as taking on</b>	Case selection strategy targeting most complex & disadvantaged; Increase in staff in areas of unmet need (immigration and housing); Increase student advocacy project Justice first fellowship (trainee solicitor); Set up Pro-Bono partnership with CAB & Bristol University to increase Pro-Bono provision and piloting some delivery via skype	<b>Increase in demand:</b> Enquiries have doubled since 2014-15. Beyond capacity in housing, immigration, employment and welfare benefits.	See column 2 and we recognise the need to scale up what we do, to that end we are looking for alternative premises.
<b>Care Act</b> – increase in Care Act enquiries	Working with BCC, advice and support agencies to ensure requirements of the Act are met.	<b>Employment:</b> steady rise in claims around unlawful deductions from wages, unfair dismissal, and discrimination particularly on the grounds of gender and race. Increased tribunal fees (now over £1000 to take a case) act as disincentive to pursue.	Taken on staff in employment area but Tribunal charges remain a huge issue (nationally Employment Tribunals down by 70%).
<b>Increase in ESA &amp; PIP appeals</b>	application to the Three Guineas Trust for £50,000 pa for 3 years (with possible extension for a further two years) for the Legal Advocacy Support Project.	<b>Immigration</b> i.e. family reunion, asylum, domestic violence, trafficking, human rights claims etc.	Prioritising the most complex and vulnerable cases but given the lack of alternative providers in Bristol this is proving to be an increasing challenge,

New developments & Challenges	Mitigating actions	Emerging issues & unmet need	Mitigating actions
<b>Unmet need for advice for young people</b>	Leading Just Ask in partnership with CAB and 1625 IP, with ABLC being the lead agency. The aim is to provide advice and support to build resilience and prevent future crisis.		
<b>Bristol Citizens Advice Bureau</b>			
<p><b>High demand:</b>            'Clients are queuing for our services by 7.30 in the morning, and a full quota of work for the day has usually comes through the door at 9.30 am necessitating that we send people away to come back later or on another day.'</p>	<p>Phone and email service introduced. Able to link into CAB national advice lines for Consumer Service, national debt line, and the pensions advisory service;            Developing Debt and Housing Advice by email;            Impact of triage system highlighted in Survey undertaken by Bristol University: <a href="#">Click here to view</a>;            Digital coaching service developed;            Working in partnership with BCC around roll-out of Universal credit (advice and digital coaching in libraries and CSP);            In partnership with BCC looking at developing apps for advice;            Energy saving work for households;            Trading standards work (door step crime);            working with The Civil Justice Centre, local Law firms and ABLC</p>	<p>Increasing clients presenting with <b>mental health issues</b> exacerbated by debt, housing and W Benefit issues;  <b>Housing</b> – reduction in services when Legal aid cut, difficulty finding affordable private rented accom, increasing numbers of people with housing issues unable to speak English;  <b>Welfare benefits:</b></p> <ul style="list-style-type: none"> <li>• Households with multiple non dependants making life on benefits very difficult for large families with adult children living at home;</li> <li>• PIP and ESA assessments in Wells or Gloucester;</li> </ul> <p><b>Debt:</b> A continuation of punitive sanctions;            Rising chronic high priority <b>debts</b> including <b>Council Tax</b> , rent and energy bills;  <b>Employment:</b> Sham self-employment contracts and other</p>	See column2

New developments & Challenges	Mitigating actions	Emerging issues & unmet need	Mitigating actions
	to develop Pro-bono legal advice;	poor employment practice, cash flow problems from variable hours contracts; <b>Homelessness</b> as a result of rising private sector rents and supply and demand issues; Increase in EU low paid workers with accommodation problems; <b>Withholding deposits</b> from PRS Landlords; ESA & PIP – punitive system; <b>Right to reside issues</b> ; Increase in requests for <b>Debt Relief Order's</b> (prescribed debt limit increased to £20,000 in Oct 2015).	
<b>North Bristol advice Centre</b>			
<b>Increase in demand</b> towards latter part of the year.	Advice on phone (although most need face-to-face), financial capability service, MoneySmart, to provide group work and 1-2-1 mentoring to help clients with budgeting skills to help prevent future problems. conferences to local professionals and residents in Lockleaze and Lawrence Weston to highlight the challenges that will be presented by the introduction of <b>Universal Credit</b>	Braced for roll-out of Universal Credit & roll out of tax credits; Raft of <b>benefit reforms</b> that are coming in <b>2016/17</b> will affect a great deal more people than UC will, in the short term, particularly the <b>benefit cap</b> .	Column 2 and Use of IT suite in office;
<b>South Bristol Advice Services</b>			
<b>Increase in demand;</b>	Triage to assess the level of need;	More clients going to tribunals as	Seeking additional funding for

New developments & Challenges	Mitigating actions	Emerging issues & unmet need	Mitigating actions
<p><b>Self- Serve area</b> is starting to be used although it is still a majority of clients who are doing Job searches and CVs as they do not have computers or internet connections (with help from staff/volunteers); <b>sanctions</b> ,who are waiting for benefit payments or who have lost benefits due to the changes from <b>DLA to PIP</b>; Clients only given 2 weeks to complete PIP Forms, therefore we are struggling to deal with the demand</p>	<p>Walk in Debt sessions on 3 days a week this means clients get seen quicker by an appropriate adviser;  started a new form filling/Help session; early help project to form fill or advise on form filling through the provision of Fact Sheets; Designed some PIP application help guides so that any clients who are perceived to be capable we are giving the guides for them to self-complete; Training for staff on Welfare benefit changes.</p>	<p>a result of not completing the form properly and giving the right information or unable to (not understanding what is being asked); Clients being moved over to Universal Credit and further PIP from DLA cases; clients without any benefit for up to 10 weeks whilst assessed; Increase in housing and employment cases; ESA decisions – some people have lost their homes as a result</p>	<p>welfare benefit cases as part of an early intervention project;  one off crisis loan and referral to food-bank; Lack of capacity to deal with complex housing and employment cases; Referrals to Avon and Bristol Law Centre and CHAS for Housing and Community Care. Early- help project to prevent this type of thing from occurring.</p>
<b>St Pauls Advice Centre</b>			
<p>Increase in demand from vulnerable communities; Pressure on staff managing demand in two 'open door' advice sessions</p>	<p>Delivery of bilingual advice services in Urdu, Punjabi and Somali; advice sessions for the Roma community at Wellspring Healthy Living Centre;  Focussing on providing advice and guidance as opposed to full casework. We have done this by providing our ne 'open door' sessions, telephone and call-back services</p>	<p>Sep 2015-Mar 2016: we have seen a marked increase in demand for advice concerning welfare benefits (26%), employment (26%), housing (67%) and immigration (73%), compared to the same period in the previous year (Immigration and housing demand affected by legal aid cuts); increase in welfare rights work is thought primarily to do with welfare reform and the effects of austerity; Introduction of Advice-Pro shows</p>	<p>Change in demand is placing pressure on service provision and has led us to work towards providing more advice only cases, encouraging self-help and prioritising full casework for complex issues or vulnerable clients; Immigration call-back service introduced;</p>

New developments & Challenges	Mitigating actions	Emerging issues & unmet need	Mitigating actions
		far broader range of legal advice issues (10% of cases) consumer, education, community care, discrimination, tax, mental health, family and other issues.	
<b>Talking Money</b>			
Energy Advice Project (EAP) is oversubscribed ( fuel arrears – funded by power companies); Survey of case-worked clients: 91% of clients spoken to, had their issue fully sorted out and 48% of clients reported improvements in general health, wellbeing and stress levels.	Additional admin to assist with demand for EAP and community to deliver workshops on understanding energy consumption; Fuel Poverty Awareness Day;	Debt advice drop in sessions oversubscribed with 12 households being turned away per month; insufficient resource across advice agencies in the city; Need for co-ordinated digital inclusion programme in city. Increase in demand for benefits, income maximisation, financial capability, debt and Energy affordability issues;	New funding allowed for Healthy Money project focusing on individuals with health conditions; Delivery of workshops to service users of external agencies and training sessions to frontline workers and volunteers including: budgeting; dealing with debts; banking; borrowing and saving; sustaining a tenancy; where capacity allows, if people present to us with Benefits/ Income maximisation as one component of their debt or fuel poverty issues, we try to deal with these in-house; self-help area, and with the ‘digital by default’ agenda steadily growing, (eg the move to benefit applications being primarily or exclusively online); Increase in outcomes for clients through additional funding input and assisting more clients to self-serve.
<b>WECIL</b>			

New developments & Challenges	Mitigating actions	Emerging issues & unmet need	Mitigating actions
High demand	Targeted communication campaign linking with organisations and raising profile of issues through media to raise awareness of roll-out of PIP.	<p>Increase in the demand for help to complete PIP forms arising from transition from DLA to PIP;</p> <p>Increasing number of PIP decisions people wanting to challenge their PIP decisions. Assist those who have received support with application to prepare for appeal. Often refer people on who they have not assisted (capacity). Unable to represent at Tribunal level; Requests to attend PIP face to face assessments with clients;</p>	<ul style="list-style-type: none"> <li>• Helpline, available Monday – Friday, from 9am – 5pm &amp; answerphone service;</li> <li>• A weekly drop-in session out our offices;</li> <li>• Form filling service, available throughout the week at our offices, with both male and female advisors;</li> <li>• Increasing numbers of trained phone volunteers, tailored information and peer support to assist in increasing capacity;</li> </ul>

# Decision Pathway

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**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 02 October 2018

<b>TITLE</b>	<b>Procurement of Cash Receiving System</b>		
<b>Ward(s)</b>	All wards		
<b>Author:</b> Michael Pilcher	<b>Job title:</b> Finance Business Partner		
<b>Cabinet lead:</b> Asher Craig	<b>Executive Director lead:</b> Mike Jackson		
<b>Proposal origin:</b> BCC Staff			
<b>Decision maker:</b> Cabinet Member			
<b>Decision forum:</b> Cabinet			
<b>Purpose of Report:</b>			
<p>This report seeks approval to procure new contracts for systems for processing card payments and direct debit payments for all Council income streams and enter into associated contracts. This includes associated merchant acquiring services (banking of card payments) and the face to face payment network at Post Offices and Paypoints.</p>			
<b>Evidence Base:</b>			
<ol style="list-style-type: none"> <li>1. A payment method review of all payment systems and channels has been undertaken. This aims to ensure the Council provides payment methods and channels that meet the expectations of customers and allow the efficient collection of income.</li> <li>2. Our current contracts for provision of services to facilitate card payments, direct debits and associated merchant acquiring services are due for renewal in order to give assurance the Council is receiving best value from these contracts and also to comply with procurement regulations.</li> <li>3. There are multiple payment systems in place to receive council income, all with varying contractual arrangements. It is not possible to show that these arrangements currently provide fit for purpose or value for money solutions. The contracts in scope need to be recommissioned to comply with procurement regulations and will benefit from a strategic commissioning approach.</li> <li>4. Contract waivers for relevant contracts in scope have been approved or are under preparation by the Commissioning and Procurement Group (CPG). This is necessary to have a strategic commissioning approach to payment and cash receiving and, in this case, does not increase the procurement risk profile.</li> <li>5. There are three primary payment channels within scope of procurement :             <ul style="list-style-type: none"> <li>• <b>Online</b> – This allows citizens and businesses pay their bills via the Bristol City Council website.</li> <li>• <b>Telephone</b> – This allows citizens to pay bills over the phone by debit/credit card and set up direct debits.</li> <li>• <b>Face to Face</b> – There are many locations at which citizens can make face to face payments, at Council owned locations, or at Post offices and Pay Point locations. This proposal will enable and maintain face to face opportunities for citizens to make payments. The post office and pay point contract is in scope for re-procurement, which provides the payment network for the collection of Council Tax and Housing Rents via Post Offices and Paypoint outlets. The payment systems for taking on-site card payments is also within scope of this procurement. The payment kiosk at the Customer Service Point within 100 Temple Street is not in scope.</li> </ul> </li> </ol>			

6. A project is underway to deliver this procurement exercise, which is subject to corporate governance and controls via Delivery Working Group. The multi-disciplinary project team will ensure compliance with procurement regulations and deliver an implementation plan that ensures integration with key systems, including the Council's finance system. The procurement exercise will be OJEU compliant and will include an element for social value aligned to the Council's Social Value policy.
7. Cabinet approval is required to procure relevant payment systems in scope. The ongoing revenue cost profile for newly procured contracts is expected to be in the range of £600k - £700k per annum.. Costs will be met within existing General Fund and HRA budgets.
8. Projected costs are based on current expenditure for contracts in scope. Savings made from a coordinated procurement approach are likely offset by projected increases in transactions (e.g due to implementation of Universal Credit, channel shift from cash payments). A full level of confidence will be achieved through the procurement exercise prior to Full Business Case.

**Recommendations:**

That Cabinet:

1. Approve the procurement of systems for processing credit/debit card and Direct Debit payments for all Council income streams. This includes associated merchant acquiring services (banking of card payments), face to face payment network for Post Offices and Pay Point and online/telephone payments.
2. Delegate authority to the Director of Finance, in consultation with the Deputy Mayor with responsibility for Communities, Events and Equalities, to procure and award the contracts (with a combined maximum value of £700k per annum) for five years with optional extensions for a maximum of two years.

**Corporate Strategy alignment:**

This proposal contributes to the following Corporate Strategy priorities / principles:

- Being responsible financial managers
- Raising money in a fair but business like way

**City Benefits:**

- Improved customer service, providing payment methods in line with customer expectations
- A range of payment methods available to all citizens in order to pay sums due in a convenient, efficient manner.

**Consultation Details:** none

<b>Revenue Cost</b>	<b>£0.6m - £0.7m p.a.</b>	<b>Source of Revenue Funding</b>	Existing General Fund and HRA budgets
<b>Capital Cost</b>	<b>£nil</b>	<b>Source of Capital Funding</b>	Not applicable
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input checked="" type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

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

**1. Finance Advice:** The costs for these contracts is for card transaction fees for each payment the Council receives and for the associated software. Across the three contracts this totals between £0.6m and £0.7m (dependent on actual annual transaction volumes). This is within current approved budget.

**Finance Business Partner:** Michael Pilcher - 04/09/18

**2. Legal Advice:**

Given the potential aggregated value of this procurement exercise (up to £4.9m over the full term) the procurement process must be conducted in line with the 2015 Procurement Regulations and the Councils own procurement rules. Legal services will advise and assist officers with regard to the conduct of the procurement process and the resulting contractual arrangements.

Appropriate consultation should take place with affected staff if any TUPE implications arise from the re-procurement of the contracts.

As the current services are being maintained there are no equalities or public consultation issues arising from the proposals in this report.

**Legal Team Leader:** Husinara Jones, Team Leader, 06/09/2018

**3. Implications on IT:** IT is supportive of this initiative to upgrade and refresh and payment systems. The project will need to consider integration with line of business systems and will need to factor these into the procurement and deployment activities. The due process of engagement with Change Services will ensure that these requirements are considered.

**IT Team Leader:** Ian Gale, 05/09/18

**4. HR Advice:** No HR implications evident

**HR Partner:** James Brereton (People & Culture Manager), 17/08/18

<b>EDM Sign-off</b>	Mike Jackson	<b>29/08/2018</b>
<b>Cabinet Member sign-off</b>	Asher Craig	<b>30/08/2018</b>
<b>CLB Sign-off</b>	Colin Molton	<b>18/09/2018</b>
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	<b>03/09/2018</b>

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

## Bristol City Council Equality Impact Assessment Form



Name of proposal	Procurement of a Cash Receipting System
Directorate and Service Area	Resources, Finance
Name of Lead Officer	Michael Pilcher

### 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?

To reprocur three current contracts on a like for like basis to enable the Council to receive payment for outstanding debts. This includes internet and phone card payments and direct debits, ability to pay at Post Office and Paypoint and associated merchant acquiring services (banking service of card payments)

This includes any payments citizens or businesses may need to make to Bristol City Council. This includes but isn't limited to, Council Tax, Business Rates, housing rent, social care contributions and parking tickets.

### 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?

The services being procured can currently be used by any citizen who needs to pay money to Bristol City Council. This is predominantly Bristol based citizens but not exclusively. The services which collect payments have some level of detail regarding the characteristics of those who use and pay for their services.

The paypoint and Post Office payment network predominantly takes payment for Council Tax and Housing Rents for Council tenants.

Data for the city overall tells us that Bristol is a very diverse city. There are at least 180 countries of birth and at least 91 main languages spoken. The proportion of the population who are not 'White British' is increasing - from 12% (2001) to 22% (2011).

Bristol's 59,600 older people make up 13% of the total population. The proportion of older people is lower than in England and Wales at 18%.

According to the 2011 Census the proportion of the population of Bristol whose day-to-day activities are limited is 16.7%.

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

Individual services have some usage data on those who pay for their services, however the data isn't available for all services.

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

There will be minimal changes to the on-going service however there may be some changes during a transition to a new supplier. The scale of this is dependent on the outcome of the tender process. A communication and implementation plan will be developed to ensure any groups and communities that will be affected will be communicated of any changes to the services provision.

### **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?

There shouldn't be an on-going adverse impact as a result of the changes however there will be an implementation period of moving to new service which will be fully planned during procurement process.

Although we are commissioning a like-for-like system we need to ensure that any new online payment system is accessible for disabled people including those who use adaptive technology e.g. speech to text software and screen readers.

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

Any citizens impacted by the changes will be fully communicated with to explain the impact of the changes.

Citizens are also able to make payments and receive support and assistance in person via the Citizen Service Point at Temple Street.

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

Procurement of a new online payment system will require any new solution meets web accessibility standards.

3.4 Can they be maximised? If so, how?

We are proposing to ask suppliers in the tender for innovative solutions to ensure the service maximises benefits for those with protected characteristics, for example those with learning disabilities who struggle to access traditional IT technologies.

**Step 4: So what?**

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

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

The assessment will inform the questions as part of tender for these services.

4.2 What actions have been identified going forward?

To include relevant accessibility questions in tender documents.

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

Ongoing monitoring and quality assurance processes

Service Director Sign-Off:  
Denise Murray

Equalities Officer Sign Off:



Duncan Fleming

Date: 21/09/2018

Date: 21/9/2018

**Eco Impact Checklist**

<b>Title of report: Procurement of a Cash Receipting System</b>				
<b>Report author: Michael Pilcher</b>				
<b>Anticipated date of key decision: October 2018</b>				
<b>Summary of proposals:</b> To procure a cash receipting system to enable the Council to continue to take payments through credit and debit cards				
<b>Will the proposal impact on...</b>	Yes/ No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	No			
Bristol's resilience to the effects of climate change?	No			
Consumption of non-renewable resources?	No			
Production, recycling or disposal of waste	No			
The appearance of the city?	No			
Pollution to land, water, or air?	No			
Wildlife and habitats?	No			
<b>Consulted with:</b>				
<b>Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u></b>				
There are no significant environmental impacts from this report. The effects of the proposals are nil				
<b>Checklist completed by:</b>				
Name:		Michael Pilcher		
Dept.:		Finance		
Extension:				
Date:		22/02/2018		
Verified by Environmental Performance Team		Nicola Hares		

# Decision Pathway Report

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**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 02 October 2018

<b>TITLE</b>	<b>Complaints &amp; FOI</b>		
<b>Ward(s)</b>	Bristol Citywide		
<b>Author:</b> Garfield Horner	<b>Job title:</b> Customer Relations Manager		
<b>Cabinet lead:</b> Councillor Cheney	<b>Executive Director lead:</b> Rizwan Tariq		
<b>Proposal origin:</b> BCC Staff			
<b>Decision maker:</b> Cabinet Member			
<b>Decision forum:</b> Cabinet			
<b>Purpose of Report:</b>			
Cabinet to approve a competitive tender for a new Complaint & FOI system and the decommissioning of the current system (Salesforce)			
<b>Evidence Base:</b>			
<p>The Council has a statutory responsibility to deal with Complaints, Subject Access Requests and Freedom of Information requests within certain timescales (e.g. under the Social Care Statutory Complaints legislation and General Data Protection Regulations (GDPR)). We must ensure we comply with the Information Commissioner’s Office (in relation to FOI’s and SAR’s) and Local Government, Housing and Social Services Ombudsmen when dealing with cases.</p> <p>In autumn 2017 SLT (now CLB) authorised the replacement of Salesforce (the current system) for Complaints &amp; FOIs.</p> <p>Salesforce systems are currently used by Complaints &amp; FOI and Residents Parking and in 17/18 cost BCC £248k. We also had a support contract with Arcus costing us £36k up until 16/17 which has now expired and not been renewed. This means that these systems are now unsupported both services are operating at risk.</p> <p>Salesforce is not a user friendly system for handling Complaints and FOI and doesn’t meet the business needs. As a result many BCC services, including those with large volumes of cases e.g. traffic, and waste services have stopped using Salesforce, resulting in BCC paying for 400 licences, of which, only 100 are currently being used (approx. 60 Customer Relations Team and 35 Parking Services team).</p> <p>We have recently negotiated a new contract with Salesforce (as of 21<sup>st</sup> May for 1 year) with a reduced number of licences, now costing us £108k for the next 12 months, a saving of approx. £156k so far. This budget is held by Software Development &amp; Support who support this approach.</p> <p>The implementation and delivery of a replacement system for Complaints &amp; FOI is anticipated to cost in the region of £108k plus £54k pa maximum annual support costs.</p> <p>Assuming both Complaints &amp; FOI and Parking Services replace Salesforce by May 2019 enabling Salesforce to be fully decommissioned, and a further £108k can be realised from the reduction of the remaining 100 licences.</p>			
<b>Recommendations:</b>			
<ol style="list-style-type: none"> <li>1. To approve a competitive tender for a new Complaint &amp; FOI system for a period of 7 years (3 plus 2 plus 2) for an estimated value of £432k.</li> <li>2. To delegate authority to the Service Director for Communities in consultation with the Executive member for Finance Governance and Performance to enter into procurement process and award a contract for the new Complaint and FOI system.</li> <li>3. To approve the decommissioning of Salesforce, the current Complaint and FOI system.</li> </ol>			

**Corporate Strategy alignment:**

Aligns to the Organisational Priority 2

- Equip our colleagues to be as productive and as efficient as possible

We will know our actions are delivering – key success measures for 2018/19

- Increase the percentage of stage 1 non-statutory complaints that we respond to within 15 working days to 90%.

**City Benefits:**

The new system will:

- Provide better quality complaints information for Senior Managers – improving user data accuracy, richer BI feeding into a powerful scheduled reporting tool aimed at Senior Managers
- Receive better quality responses from Respondents by introducing regular satisfaction surveys to complainants to ‘rate the quality of their complaint investigation and response’
- Improve the end to end citizen experience as Citizens will be able to access cases and track progress and connect different case types e.g. FOI’s, Complaints, SAR’s, Councillor/MP Enquiries

**Consultation Details:**

No consultation is necessary

<b>Revenue Cost</b>	<b>£(54)</b>	<b>Source of Revenue Funding</b>	14872 - R4535 Software Development & Support
<b>Capital Cost</b>	<b>£108k</b>	<b>Source of Capital Funding</b>	Change Reserve
<b>One off cost</b> <input checked="" type="checkbox"/>	<b>Ongoing cost</b> <input checked="" type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

**Required information to be completed by Financial/Legal/ICT/ HR partners: LP to contact****1. Finance Advice:**

The decision to invest in a new system for FOI and complaints has expected implementation costs of £108k (£54k delivery plus £54k first year support and maintenance) and on-going annual spend of maximum £54k (this may be lower dependent on actual supplier selected in procurement)

The decision to move from Salesforce to a new solution will deliver a small saving by reducing license used for FOI and complaints as the system is still used by Parking. However once parking is moved off the full saving of decommissioning salesforce will be realised. Independent of a business case to move parking off salesforce, this business case has a resultant investment, however seen together the two dependent business cases can deliver significant savings by fully decommissioning salesforce.

The number of licenses was recently reduced from c400 to 100 which has already delivered a saving and it is proposed to use a proportion of those savings to fund the this new system, this is sufficient to deliver what is required however as this is related to a savings initiation consideration should be given as to whether to fund the implementation costs through flexible use of capital receipts.

There could also be efficiencies to be realised in staff time through a more effective solution to the process

**Finance Business Partner:** Michael Pilcher 29/05/18**2. Legal Advice:**

The actions set out in the report are lawful.

Whenever the Council procures goods and/or services where the value is over £181k, then the goods and services must be complied in compliance with the Public Contracts Regulations 2015, unless an exemption is available. The value of the new system to deal with Complaints, requests under the Freedom of Information Act etc. is estimated to be in the region of £432k. The exact value will be determined once the procurement process is underway. Accordingly the system will need to be procured in compliance with the Regulations, and officers must seek legal advice to ensure this happens.

As the value of the contract may be very close to or even exceed £500k, the decision to enter into the contract is being taken as key decision to ensure the relevant authority is in place (as contracts where the value is over £500k must be taken as key decisions pursuant to regulation 8 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

There are no particular equalities issues arising from the proposals in this report. Should any be identified they will be brought to client officers' attention to be addressed as appropriate.

There is no public consultation issues associated with this proposal.

**Legal Team Leader:** Sinead Willis, Commercial and Governance Team Leader, comments provided 30/07/18.

**3. Implications on ICT:**

Endorsed following a robust discussion with the project team regarding alternative approaches, it was agreed that the current proposal was both the most expedient route through to the solution as well as meeting current functional needs. Through procurement, I would suggest building in some flexibility through contractual breakpoints so that advantage could be maintained going forwards as the ICT FSA project is implemented.

**ICT Team Leader:** Steve Somerfield 30/05/18. Also reviewed and agreed, Ian Gale 19/07/18

**4. HR Advice:** No direct HR implications apparent

**HR Partner:** James Brereton 29/05/18

<b>EDM Sign-off</b>	Patsy Mellor	08 August 2018
<b>Cabinet Member sign-off</b>	Councillor Craig Cheney	20 <sup>th</sup> August 2018
<b>CLB Sign-off</b>	Mike Jackson	21 <sup>st</sup> August 2018
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	3 <sup>rd</sup> September 2018

<b>Appendix A – Further essential background / detail on the proposal</b>	<b>NO</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>NO</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>YES</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>NO</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Combined Background papers</b>	<b>NONE</b>
<b>Appendix J – Exempt Information</b>	<b>NO</b>
<b>Appendix K – HR advice</b>	<b>NO</b>
<b>Appendix L – ICT</b>	<b>NO</b>

# RISK LOG

<b>PROJECT NAME:</b>		<b>PROJECT ID</b>	
<b>PROJECT MANAGER:</b>		<b>DATE LAST AMENDED</b>	

**KEY:** **Category** - 'E/F' Economic/Financial'; 'E' Environmental; 'L' Legal/Regulatory; 'O/M' Organisational/management; 'P' Political; 'S/C' Strategic/Commercial; 'T/O' Technical/Operational  
**Likelihood** - 6 = Almost certain, 5 = Likely, 4 = Probable, 3 = Possible, 2 = Unlikely, 1 = Almost impossible **Impact:** 4 = Catastrophic, 3 = Critical, 2 = Significant, 1 = Marginal  
**Priority Score** - Purple (18-24: Catastrophic Risk); Red (10-16: Critical Risk); Amber (9-8: Significant Risk); Green (1-6: Marginal Risk)

ID	Type	Category	Description	Likelihood	Impact	Priority	Date identified	Countermeasure or response	Residual			Owner / Actioner	Notes	Date of last update	Status	Related RAID ID
									Likelihood	Impact	Priority					
1	Risk	T/O	Solution does not meet business needs	2	4	8	14/03/18	Produce precise business requirements and avoid bespoke or customised solutions			0	Laura Preston			Closed	
2	Risk	O/M	Other services will not use the new system due to poor reputation/useability of existing system	5	3	15	21/03/18	Consult with wider BCC services when capturing requirements and keep them engaged in the process			0	Garfield Horner	Engagement well received by wider teams.		Closed	
3	Risk	L	Ability to access data (40,000 cases) after Salesforce has been decommissioned (will need to archive cases and in some instances retain upto 75 yrs)	3	4	12	27/03/18	Raise with ICT and consider options for data retention and accessibility			0	Martyn Smith	Export tool in Salesforce will allow is to move data. Need to decide a)where to store it b)how to access data inc scanned docs		Open	
4	Risk	L	Ability to access data after Respond has been decommissioned (will need to archive cases and in some instances retain upto 75 yrs)	3	4	12	27/03/18	Raise with ICT and consider options for data retention and accessibility	3	4	12	Martyn Smith	Export tool in Salesforce will allow is to move data. Need to decide a)where to store it b)how to access data inc scanned docs		Open	
5	Risk	T/O	Business requirements are not documented in the appropriate format for tendering	2	3	6	14/03/18	Share format and take advice from CSRM	2	3	6	Garfield Horner	Sarah B for procurement has approved the current format for recording requirements	15/07/18	Closed	
5	Risk	T/O	No BA resource to QA the business requirement	3	3	9	26/03/18	Highlight to the PMO and secure resource	3	3	9	Charlotte Hopkins	BA resource provided	04/07/18	Closed	
6	Risk	S/C	We don't make the same mistakes as the last time e.g. testing - no test manager, rushed, improper scripts	3	4	12	28/03/18	Look at lesson learned report	2	4	8	Laura /Garfield	Dismissed bespoke or customised system	03/07/18	Closed	
7	Risk	S/C	Unable to extend Salesforce contract beyond April 2018 as original purchase was made on gcloud so system is now unsupported.			0	19/04/18	Escalated to Crown Commercial Services:Current options include: <b>1</b> Authorise the use of a non-GDPR compliant contract *SIRO* <b>2</b> Continue to pursue the contract terms in line with	4	4	16	Shazia	Procurement issue - negotiated 1 year extension to May 2109	21/05/18	Closed	
8	Risk	L	Risk of user error/breach of GDPR regulations as interim solution is to record this manually until new system in place (New GDPR being introduced 25/5/18 and requires SARs to be compliant with new GDPR regs.	2	4	8	19/04/18	We must accept this risk as we cannot speed up procurement of new system	3	2	6	Garfield Horner	ICT are aware that we are undergoing a procurement process that will eliminate this risk	10/07/18	Closed	
9	Risk	P	Unforeseen costs may push the cost of new contract over the £500k threshold which will then cause delays whilst cabinet approval is sought	3	4	12	03/07/18	Mitigate risk by seeking cabinet approval anyway	2	1	2	Laura Preston	Process started - Exec Summary report going to EDM 8th Aug	25/07/18	Closed	
10	Risk	O/M	Decision pathway process for cabinet approval holds up the project timescales	3	4	12	03/07/18	Ensure Exec report goes to EDM by mid-late July to start the process and go to cabinet 2 October to allow sufficient time for approval to award contract	2	3	6	Laura Preston	Decision pathway process has gone smoothly and now on track for Cabinet 2nd Oct	05/09/18	Open	
11	Risk	O/M	Changes in resources causes delay as project waits for new resource to be allocated then brought up to speed	5	3	15	03/07/18	Identify gap at earliest opportunity and engage new resource asap	3	3	9	Laura Preston	Now have dedicated CSRM and BA resources and project is progressing well	05/09/18	Closed	
12	Risk	O/M	Some services (traffic) use lack of resources as an excuse not to use the new system	4	3	12	05/09/18	Need directive from Exec Directors to ensure this does not happen	2	2	4	Garfield Horner		05/09/18	Open	
13	Risk	S/C	Unable to decommission Salesforce before contract end date 21/05/19	5	3	15	05/09/18	We would have to negotiate and a waiver for an extended contract date	4	3	12	Mike Barnes/ James Irwin	Salesforce will be difficult to negotiate with so aiming for a hard deadline	05/09/18	Open	
14	Risk	O/M	Unclear how to configure the new system if BCC undergoes structural changes - this will affect how cases are assigned and routed and reporting inaccurate	3	4	12	05/09/18	Escalate risk to ensure a stable BCC org structure	3	2	6	Laura Preston		05/09/18	Open	

ID	Type	Category	Description	Likelihood	Impact	Priority	Date identified	Countermeasure or response	Residual			Owner / Actioner	Notes	Date of last update	Status	Related RAID ID
									Likelihood	Impact	Priority					
15	Risk	O/M	Awarding the contract is planned for Feb - this may not allow sufficient time to go with the proposal of a phased implementation	4	4	16	05/09/18	Tender pack to stress the need for delivery before May 2019	3	3	9	Laura Preston		05/09/18	Open	
16	Risk	S/C	Successful bidder unable to commence work immediately after contract awarded which will delay implementation	3	4	12	05/09/18	Ensure that the supplier can commence preparing to start asap once contract awarded	3	2	6	Su		05/09/18	Open	
17	Risk	O/M	Delivery of training is structured and aligned with implementation plan	3	3	9	05/09/18	Ensure robust training plan and agreed approach with the supplier	2	2	4	Laura / Garfield		05/09/18	Open	
18	Risk	O/M	Designated respondents not identified for go live	3	4	12	05/09/18	Services to nominate designated respondents to managed cases for their respective areas			0	Garfield Horner	Sent out requests Feb/Mar time and poss inc in 'newsletter/update' to services that we will be asking for this.	05/09/18	Open	
19	Risk	T/O	There may not be a solution that fully meets all of our mandatory requirements	4	3	12	05/09/18	Need to understand the impact and go with solution that best meets our requirements/poses the least risk			0	Garfield Horner	We are aiming for a 5-case type system of which there are not many so need to manage BCCs expectations	05/09/18	Open	
20	Risk	T/O	Using out our digital team to produce front end form may delay the project	3	3	9	05/09/18	Keep digital team informed of progress and requirements so that lead times are minimal	1	2	2	Laura Preston				



**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.

<b>What is the proposal?</b>	
Name of proposal	A new Case Management system to handle Complaints, FOI's, Feedback, Subject Access Requests and Councillor/MP Enquiries
Please outline the proposal.	<p>Salesforce is the council's current system for recording and monitoring Complaints and Freedom of Information Requests (FOI's). However, due to over-complicating the requirements, the Salesforce system is counter-intuitive and difficult for users to operate, which is why two years after launch only a handful of business users now use the system. The majority of services process their complaints and FOI's outside the system with Customer Relations staff operating the system on their behalf.</p> <p>Unfortunately this has meant most services as a result cannot see their cases, or reports, and any learning opportunities within complaints must be identified by Customer Relations and relayed back to services.</p> <p>Since the launch of Salesforce in 2015 when several hundred staff were trained and started to use it, there has been a steady decline – now only approximately 40-50 users operate Salesforce. This has had the effect of systematically lowering performance levels right across the authority with cases not being processed. Citizens who are acknowledged when they submit complaints do not sometimes receive responses, which can cause dissatisfaction levels to increase, further complaints 'about handling issues' and increased phone calls to the CSC.</p> <p>Complicated work-arounds are in place to shore-</p>

up services not using Salesforce, with members of the Customer Relations Team operating Salesforce on behalf of the majority of services. There is now widespread dissatisfaction with the current arrangement, which has been highlighted externally by the British Standards Group in their annual assessment. BSI is the business standards company that helps organizations make excellence a habit all over the world.

For complaints management the national standard is ISO:10002 and Bristol City Council has achieved accreditation to this standard in 2016 and 2017.

Also, the council's own Internal Audit completed in 2016 stated 'a very unsatisfactory situation.'

The growing dissatisfaction within Senior Management requires a report into the council's continued use of Salesforce for Complaints and FOI's, with an emphasis on replacing it with a cheaper, more accessible and user friendly system.

- The problem is Salesforce
- The solution is to replace Salesforce with a new system, which would have cheaper running and licensing costs, would improve the council's external and internal reputation when dealing with cases and introduce learning capabilities from complaints through systematic reporting, which is not currently possible.

What savings will this proposal achieve?	It is estimated the council will save approx. £104K if we end the contract with Salesforce for Complaints and FOI's and procure a new system.
Name of Lead Officer	Garfield Horner

<b>Could your proposal impact citizens with protected characteristics?</b> (This includes service users and the wider community)
Please outline where there may be significant opportunities or positive impacts, and for whom.

**None anticipated – we're changing a Complaints and FOI recording system which is not fit for purpose for one which will be.**

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

**NA**

**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.

**None anticipated.**

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

**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.

**No. None anticipated.**

Service Director sign-off and date:  
**Patsy Mellor**

Equalities Officer sign-off and date:



Duncan Fleming 20/09/2018

# Decision Pathway Report

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**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 02 October 2018

<b>TITLE</b>	Procurement of print and mail services	
<b>Ward(s)</b>	City wide	
<b>Author:</b>	Adrian Randall	<b>Job title:</b> Head of Facilities Management
<b>Cabinet lead:</b>	Councillor Craig Cheney	<b>Executive Director lead:</b> Patsy Mellor
<b>Proposal origin:</b> <i>BCC Staff</i>		
<b>Decision maker:</b> Cabinet Member		
<b>Decision forum:</b> <i>Cabinet</i>		
<b>Purpose of Report:</b>		
<p>A waiver is required to allow the current print and mail provision to continue, specifically to cover the period between existing contracts ending and a new contract beginning. The purpose of this report is to obtain Cabinet approval for a waiver to continue to provide existing print and mail services. This necessitates using existing external suppliers up to the value of £1.4m per annum. The supplier base provides; collection of mail, maintenance contracts, courier services and secure and specialist printing for parking fines, council tax bills, elections etc. The request is for the waiver to be in place for 12 months to undertake a procurement process for print and mail provision within a 6 month timescale and to implement the new contact within a further 6 months.</p>		
<b>Evidence Base:</b>		
<p>The council has been reducing paper material spend and physical sent mail in order to meet the aspirations of being carbon neutral by 2050 and to save money for the council. In August 2016 a Cabinet decision was taken to outsource print and mail services to benefit from improved technology through an external provider and to reduce the cost to the council. There were a number of stages required to facilitate this objective, which included an incremental reduction in the size of the in-house team, an incremental shift to print and mail being outsourced using an interim contractor and importantly, a behaviour change of council staff in order to continue to reduce the amount of paper being used and the volume of printed matter being produced and mailed.</p> <p>In June 2018, having completed the background work, approval was given to progress with the procurement process to tender print and mail services. The work leading up to this point took significantly longer than originally anticipated. Contributing factors to this delay were the need to do some substantial reconciliation work to the financial data that the work was based on, a reduction in council staff working on the initiative and changes in leadership resulting in the work not being managed at a senior level, and a more complex procurement method than previously anticipated.</p> <p>The current arrangements are delivered by a very small in-house team who deal with business as usual requests, and this is supported by external providers who undertake some business as usual mail work, and bespoke work for the council including printing council tax, housing benefit letters, parking tickets and license letters. The need to physically move post around key BCC sites will remain but with a significant migration to digital technology. The arrangements currently in place for print and mail need to continue while the tender process takes place.</p> <p>This report requests permission for a financial waiver to continue to purchase print and mail services from existing suppliers until the tender and implementation processes is complete. The value of the work is up to £1.4m a year and the procurement process is due to take an estimated 6 months, with a further up to 6 months for implementation of the new contract. Therefore, the request is for a waiver to cover the procurement and implementation period,</p>		

estimated to be one year from the date of this report. The work has already commenced ready for the procurement process.

While the tender process takes place, targeted work will be scheduled to ensure that while we meet our statutory obligations the use of print and mail services is restricted to only when absolutely necessary and that all costs are minimised in this area and the maximum investment can be made into critical services.

There are savings of £150k associated with the outsourcing of print and mail services which have already been identified within the Facilities Management budgets from 2019 onwards. The proposal will also free up an operational property (Willway Street), with an estimated capital receipt value of £250k and running cost of £25k per annum.

The inability to provide Print & Mail Services across the city and buildings would have serious consequences for critical services, colleagues, citizens, clients, the democratic process, legal process and revenue generation.

**Recommendation:**

1. To approve the extension of the existing print and mail services contracts for a period of no more than 12 months, to allow for a compliant procurement and tendering process, and an alternative delivery model, to be implemented.

**Corporate Strategy alignment:**

Consideration has been giving to the Council’s corporate strategy’s four core commitments and whilst this does not sit within these areas it helps to support those involved with delivering the Council’s corporate strategy.

**City Benefits:**

**Well Connected** – we will support and contribute to a digitally connected city by adopting digital by default

**Well Being** – by embracing digital technology we will contribute to cleaner air by reducing vehicle mileage across the authority.

The award of an external contract will provide a print and mail service that is fit for purpose, future proofed by maximising supplier technology and benefits all users (colleagues, clients, the democratic process, legal process).

**Consultation Details:** Not required/applicable.

<b>Revenue Cost</b>	£1,400,000 per annum.	<b>Source of Revenue Funding</b>	General fund and some project funds.
<b>Capital Cost</b>	£0	<b>Source of Capital Funding</b>	N/A
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input checked="" type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

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

**1. Finance Advice:**

This report requests Cabinet approval of a further (second) waiver to continue the existing Print & Mail Service contracts (confirmed by Finance as costing up to £1.4m per annum). This waiver will provide the opportunity of a timeframe within which the Print and Mail Services can then commence and progress the tender process (as approved June 2017) for the procurement and implementation of a longer term solution. It is estimated that this timeframe may be up to 2 years.

The Print and Mail Services recognise historical issues and failings which have resulted in this request for a second waiver. Finance recommends that the Services demonstrate that they now have in place reasonable measures (based on lessons learnt) to ensure that those delays experienced under the previous waiver period are not repeated.

Both Property and Facilities Management anticipate the generation of future (distinct and separate) income and savings opportunities at the conclusion of the tender activity.

**Finance Business Partner:** Jemma Prince 14/8/18

**2. Legal Advice:**

It is recognised that the need to extend the current contracts places the Council in a situation where it may breach

the procurement regulations, and so expose the Council to a risk of challenge. The regulations do however allow for awarding contracts without running the usual competition process in certain circumstances, and furthermore provide a procedure whereby the Council might protect its position in the event of challenge. Officers should fully explore these options, together with any other operational arrangement which will avoid or minimise the risk on non-compliance. The fact that the extensions are required to allow time for the Council to run a fully compliant tendering process, which is underway, will also help mitigate the risk of challenge. Legal services will advise and assist officers with regard to the conduct of the proposed procurement process and the resulting contractual arrangements.

**Legal Team Leader:** Eric Andrews, Legal Services Team Leader 20/9/18

**3. Implications on ICT:**

The services provided by the Facilities Mail/Print service are outside and beyond those provided by the IT service day-to-day printing provision; therefore this proposal has no direct implications for IT Services. IT Services are, however, being consulted regarding the new contracted services proposals to ensure appropriate definitions of requirements.

**ICT Team Leader:** Ian Gale, Service Manager, ICT Service Delivery and Integration 16/8/2018

**4. HR Advice: Celia Williams, HR Business Partner 17/08/2018**

**HR Partner:**

The current provision is delivered by a small internal team who are supported by external providers. This report requests an extension to current arrangements and does not indicate there will be changes to the existing internal workforce configuration or roles. There are therefore no HR implications until the new service is procured, at which point further HR advice should be sought.

<b>EDM Sign-off</b>	Patsy Mellor	15/8/18
<b>Cabinet Member sign-off</b>	Cllr Craig Cheney	20/8/18
<b>CLB Sign-off</b>	Mike Jackson	21/8/18
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	3/9/18

<b>Appendix A – Waiver narrative</b>	<b>YES</b>
<b>Appendix B - Details of consultation carried out – internal and external</b>	<b>NO</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>NO</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>YES</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Combined Background papers</b>	<b>NO</b>
<b>Appendix J – Exempt Information</b>	<b>NO</b>
<b>Appendix K – HR advice</b>	<b>NO</b>
<b>Appendix L – ICT</b>	<b>NO</b>

## Appendix A

### Waiver for Print & Mail Services

In August 2016, Cabinet approved the outsourcing of Print and Mail Services. The goal was to make cost savings and improve efficiencies. It also included for the disposal of 9 Willway Street and loss of 10 staff. In December 2016, the service was going to the market for tender with the objective of having a contract in place by March 2017. Six staff left under voluntary redundancy in 2017 and this has meant that work practices have been altered to accommodate reduced resources and still maintain a service.

The savings declared at the time (2016) were based on inaccurate information and were over projected. The savings would also facilitate a capital receipt for Willway Street that would be reported via the Property disposal tracker.

CPG (CPG1121-A) gave approval on 21 June to procure an external contract for Print and Mail Services, but a further waiver needs to be approved to continue the service until the procurement process is concluded and a contractor is appointed. The procurement process and full implementation is likely to take between 18 months to 2 years.

A waiver is required in order to continue to use the following suppliers:

<b>Supplier</b>	<b>Service</b>	<b>Annual Cost</b>
ROYAL MAIL	mail collection service, recorded & special delivery, licences, & stamp procurement;	£800,000
BASCOM	printing service (Council Tax bills, parking fines, housing benefit letters);	£350,000
MAILADOC	printing service (Council Tax letters & housing benefit letters);	£135,000
VELOPOST	alternative mail collection service using bicycles and electric vehicles. Best value for mail delivery in the Bristol area;	£50,000
PRIORITY EXPRESS	courier service (over size packages);	£15,000
NEOPOST	equipment provider for franking machines;	£13,000
DX	legal courier service (secure mail to solicitors);	£7,000
BRISTOL BUSINESS FORMS	printing of pay slips.	£15,000



## 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.

<b>What is the proposal?</b>	
Name of proposal	Facilities Management – Print and Mail
Please outline the proposal.	To provide an Alternative Delivery Model for the FM – Print and Mail service
What savings will this proposal achieve?	Likely savings is approximately £200,000
Name of Lead Officer	Nick Harris

<b>Could your proposal impact citizens with protected characteristics?</b> (This includes service users and the wider community)
Please outline where there may be significant opportunities or positive impacts, and for whom.
The Print and Mail functions have low equalities relevance.
Please outline where there may be significant negative impacts, and for whom.
There is no differential impact on the public whether the Council has in-house or external Print and Mail Services.

<b>Could your proposal impact staff with protected characteristics?</b> (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.
There would be a positive impact on staff affected if the services remain in-house as staff will retain their jobs. Men will benefit. Profile Characteristics: 50% of staff are aged 50-64 8% of staff are BME 8% of staff are women
Please outline where there may be negative impacts, and for whom.
There will be a negative impact for staff if the service is outsourced as staff will lose their jobs unless TUPE applies. Men will be affected by the decision to outsource. This could be mitigated by good offers for severance and retirement packages for staff aged over 50.

<b>Is a full Equality Impact Assessment required?</b>
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<p>Does the proposal have the potential to impact on people with protected characteristics in the following ways:</p> <ul style="list-style-type: none"> <li>• access to or participation in a service,</li> <li>• levels of representation in our workforce, or</li> <li>• reducing quality of life (i.e. health, education, standard of living) ?</li> </ul>	
<p>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.</p>	<p>No; there is low equalities relevance for this function</p>
<p>Service Director sign-off and date:</p> <p><i>Gemma Dando</i> 18/9/18</p>	<p>Equalities Officer sign-off and date:</p> <p>Anne James Equality and Community Cohesion Team Leader 8/7/2016</p>

## Eco Impact Checklist

<b>Title of report: Facilities Management Futures: Print and Mail</b>				
<b>Report author: Nick Harris</b>				
<b>Anticipated date of key decision 2<sup>nd</sup> August 2016</b>				
<b>Summary of proposals:</b> The Head of FM recommends outsourcing Print and Mail Functions to make significant financial savings; due to aging and unreliable machines and underutilised capacity and shrinking volumes (paperless office).				
Will the proposal impact on...	Yes/ No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Yes	-ive	Outsourced post and mail service contractors will consume energy: gas and electricity whilst carrying out their duties and will consume fuel when travelling to/from and for work	Require Contractor to produce an environmental method statement to address the following: <ul style="list-style-type: none"> <li>• Energy consumption</li> <li>• Sustainable travel</li> <li>• Water</li> <li>• Waste</li> <li>• Use of products and materials</li> <li>• Reporting, monitoring and measurement</li> </ul>
Bristol's resilience to the effects of climate change?	No			
Consumption of non-renewable resources?	Yes	-ive	Outsourced print and mail contractors will use various non-renewables during delivery of service and maintenance of buildings etc such as mailing machinery and paper	Require contractor to ensure that they reduce their usage of non-renewable resources and use most appropriate equipment and resources efficiently. This should be in their method statement and progress be monitored
Production, recycling or disposal of waste	Yes	-ive	Outsourced Print and Mail contractors will produce waste	Require contractor to embrace waste hierarchy in their own work (reduce, reuse, recycle)  This should be included in their method statement

				and progress be monitored
The appearance of the city?	No			
Pollution to land, water, or air?	Yes	-ive	Outsourced Print and Mail contractors may cause pollution depending on their methods of transport used in staff travel to/ from and for work deliveries. Emissions to air from vehicles will occur within the Air Quality Management Area	See CC section at top
Wildlife and habitats?	No			
<b>Consulted with:</b> Nick Harris				
<b>Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u></b>				
<p>The significant impacts of this proposal are...</p> <p>Outsourced print and mail workers will use gas, electricity and non-renewable materials, use transport fuel and produce waste. Whilst these impacts all occur with current in-house arrangements, there is a risk that outsourcing will reduce control and monitoring</p> <p>The proposals include the following measures to mitigate the impacts...</p> <p>The procurement process will include a method statement to address the environmental impacts, which will be assessed, scored and monitored.</p> <p>The net effects of the proposals are... If appropriate controls are implemented, it is not anticipated that the impacts arising will be significantly different to current arrangements.</p>				
<b>Checklist completed by:</b>				
Name:	Claire Craner-Buckley			
Dept.:	Energy Service- Place			
Extension:	9224459			
Date:	29/06/16			
Verified by Environmental Performance Team	<i>Claire Craner-Buckley</i>			

## Decision Pathway

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**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 02 October 2018

<b>TITLE</b>	<b>2018/19 Period 4 Forecast Outturn Report</b>		
<b>Ward(s)</b>	<i>n/a</i>		
<b>Author:</b> Chris Holme	<b>Job title:</b> Interim Head of Finance		
<b>Cabinet lead:</b> Craig Cheney	<b>Executive Director lead:</b> Mike Jackson		
<b>Proposal origin:</b> <i>Other</i>			
<b>Decision maker:</b> Cabinet Member			
<b>Decision forum:</b> <i>Cabinet</i>			
<p><b>Purpose of Report:</b> The report provides information and analysis on the Council's financial performance and forecast use of resources during the financial year 2018/19. The Council budget for 2018/19 was agreed by Council on 20th February 2018 and this report focuses on the forecast position against that budget.</p> <p>The Council operates Directorate cash limited budgets and Executive Directors are responsible for ensuring that appropriate action is taken to contain both revenue and capital spending within the directorate's overall budget limit. Budget holders forecasting a risk of overspend should in the first instance set out in-service options for mitigation. Where these are considered undeliverable or pressures cannot be contained across the directorate a request can be made for the Executive to consider granting a supplementary estimate redirecting funds from an alternative source. As at period 4 no supplementary estimates have been requested for 2018/19.</p>			
<p><b>Evidence Base:</b></p> <p>The Council's overall annual revenue spend during 2018/19 is managed across a number of areas:</p> <ul style="list-style-type: none"> <li>• The General Fund with a net budget of £356.2m, providing revenue funding for the majority of the Council's services;</li> </ul> <p>Ring Fenced Accounts:</p> <ul style="list-style-type: none"> <li>• The Housing Revenue Account (HRA) of £119.9m gross spend, is ring-fenced, money received in rent in order to plan and provide services to current and future tenants, and is managed within Communities Directorate;</li> <li>• The Dedicated Schools Grant (DSG) of £346.6m, which is a ring-fenced grant that must be used in support of the schools budget as defined in the School and Early Years Finance Regulations and cannot be used for any other purpose. The grant is managed within the Adults, Children's and Education Directorate;</li> <li>• Public Health, a ring-fenced grant of £32.5m, must be spent to support the delivery of the Public Health Outcomes Framework exclusively for all ages and is managed within Adults, Children's and Education Directorate.</li> </ul> <p>Full detail for each of these areas is provided in the main monitoring report, Appendix A.</p>			
<p><b>Recommendations:</b></p> <ol style="list-style-type: none"> <li>1. To note the £6.9m general fund revenue pressures being reported, predominantly within Adult Social Care, and that action will be required to understand the drivers, the potential opportunities, risks and impact of any mitigation plans developed.</li> <li>2. To agree allocation of the Adult Social Care Grant as announced in the Final Local Government Finance Settlement of £1.268m to Adult Social Care.</li> <li>3. To note the reduction in the 2018/19 WECA transport levy of £1.019m resulting from £0.619m underspend from 2017/18 and £0.4m from WECA investment fund which will be held in abeyance pending a decision on allocation.</li> <li>4. To note the current forecast position with regard to the Housing Revenue Account and Public Health Accounts.</li> <li>5. To note the current budget pressures being reported within the High Needs block within the DSG and that</li> </ol>			

action will be required to understand the drivers, the potential opportunities, risks and impact in any mitigation plans developed.

6. Note current forecast for capital expenditure of £195.1m against a budget of £252.0m.

**Corporate Strategy alignment:**

**City Benefits:** Cross priority report that covers whole of Council's business.

**Consultation Details:** n/a

<b>Revenue Cost</b>	<b>Net: £356.2m</b>	<b>Source of Revenue Funding</b>	Total approved revenue budget including ring-fenced accounts
<b>Capital Cost</b>	<b>£252.0m</b>	<b>Source of Capital Funding</b>	Total capital programme incl. HRA
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

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

**1. Finance Advice:** The resource and financial implications are set out in the report.

**Finance Business Partner:** Chris Holme 18/09/2018

**2. Legal Advice:** The recommendation to allocate Adult Social care grant is lawful. There are no other specific legal implications in this report.  
The report will assist the Cabinet to monitor the budget position with a view to meeting the Council's legal obligation to deliver a balanced budget

**Legal Team Leader:** Nancy Rollason, Head of Service, Legal 18/09/18

**3. Implications on ICT:** There are no IT implications arising from production of this report

**ICT Team Leader:** Ian Gale, Head of IT 18/09/18

**4. HR Advice:** Expenditure on staffing is monitored on a monthly basis by budget holders. Managers are required to manage expenditure within the agreed staffing budget that has been set for 2018/19.

**HR Partner:** Mark Williams, Head of Human Resources 18/09/18

<b>EDM Sign-off</b>	Mike Jackson	29/08/2018
<b>Cabinet Member sign-off</b>	Councillor Cheney	21/09/2018
<b>CLB Sign-off</b>	Mike Jackson	04/09/2018
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	03/09/2018

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

## Period 4 Budget Monitoring - Summary

	2018/19 - Full Year				Period 3 Forecast	
	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance	Movement in Forecast	Forecast Outturn
	£000s				£000s	
<b>Adults, Children and Education</b>						
Adult Social Care	130,605	138,686	150,473	11,787	(66)	150,539
Children and Family Services	60,299	60,272	60,294	22	2	60,292
Education, Learning and Skills Improvement	12,610	17,010	18,045	1,035	(165)	18,210
Public Health - General Fund	2,004	2,204	2,202	(2)	(0)	2,202
<b>Total Adults, Children and Education</b>	<b>205,518</b>	<b>218,172</b>	<b>231,047</b>	<b>12,875</b>	<b>(195)</b>	<b>231,242</b>
<b>Resources</b>						
ICT	12,463	12,844	12,844	0	378	12,467
Legal and Democratic Services	6,206	6,383	6,397	14	10	6,387
Finance	8,910	8,691	8,718	28	(149)	8,867
HR, Workplace & Organisational Design	10,705	10,800	10,578	(222)	(105)	10,683
Policy & Strategy	2,500	2,563	2,524	(38)	(13)	2,537
<b>Total Resources</b>	<b>40,784</b>	<b>41,281</b>	<b>41,061</b>	<b>(219)</b>	<b>121</b>	<b>40,940</b>
<b>Communities</b>						
Waste	28,987	29,041	29,041	0	55	28,987
Homes & Landlord Services	11,437	11,465	11,463	(3)	22	11,441
Commercialisation	10,393	13,985	14,120	135	3,603	10,517
Community Services	12,649	9,079	9,071	(9)	(3,578)	12,649
<b>Total Communities</b>	<b>63,466</b>	<b>63,571</b>	<b>63,692</b>	<b>121</b>	<b>102</b>	<b>63,589</b>
<b>Growth &amp; Regeneration</b>						
Planning	753	734	634	(99)	(75)	709
Transport	5,659	5,611	5,557	(54)	(249)	5,806
City Growth, Investment & Infrastructure	(921)	53	548	494	(81)	629
<b>Total Growth &amp; Regeneration</b>	<b>5,490</b>	<b>6,399</b>	<b>6,739</b>	<b>341</b>	<b>(405)</b>	<b>7,144</b>
<b>SERVICE NET EXPENDITURE</b>	<b>315,259</b>	<b>329,422</b>	<b>342,540</b>	<b>13,118</b>	<b>(377)</b>	<b>342,916</b>
Levies	957	957	957	0	0	957
Corporate Expenditure	40,016	25,852	19,653	(6,199)	(259)	19,912
<b>TOTAL REVENUE NET EXPENDITURE</b>	<b>356,232</b>	<b>356,231</b>	<b>363,150</b>	<b>6,919</b>	<b>(636)</b>	<b>363,785</b>

## HOUSING REVENUE ACCOUNT SUMMARY

	2018/19 - Full Year				Period 3 Forecast	
	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance	Movement in Forecast	Forecast Outturn
	£000s				£000s	
<b>Housing Revenue Account</b>						
Strategy, Planning & Governance	(106,783)	(106,783)	(106,871)	(88)	(111)	(106,760)
Responsive Repairs	26,224	26,224	24,158	(2,066)	(1,163)	25,321
Planned Programmes	17,904	17,904	17,497	(407)	33	17,464
Estate Management	14,697	14,697	14,507	(192)	(25)	14,532
Capital - Neighbourhoods HRA	0	0	0	0	0	0
HRA - Funding & Expenditure	12,116	12,116	12,116	0	0	12,116
HRA - Capital Financing	11,200	11,200	11,200	0	0	11,200
HRA - Year-end transactions	24,641	24,641	24,641	0	0	24,641
<b>Total Housing Revenue Account</b>	<b>(0)</b>	<b>(0)</b>	<b>(2,750)</b>	<b>(2,750)</b>	<b>(1,265)</b>	<b>(1,485)</b>

## RING FENCED BUDGETS

	2018/19 - Full Year				Period 3 Forecast	
	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance	Movement in Forecast	Forecast Outturn
	£000s				£000s	
Public Health	31	31	31	31	0	31
Dedicated Schools Grant	(0)	(0)	0	0	0	0
<b>Total Ring fenced budgets</b>	<b>31</b>	<b>31</b>	<b>31</b>	<b>31</b>	<b>0</b>	<b>31</b>

## **1. General Fund**

- 1.1. The Council is currently forecasting a risk of a £6.9m overspend on the current approved budget. This is an improvement of £0.6m on the position reported at period 3.
- 1.2. This is pre-dominantly within Adult Social Care placements, which is forecasting a £10.6m overspend, and Education £1.0m due to loss of Education Services grant and home-to-school transport demand. City Growth, Investment and Infrastructure are also forecasting the risk of £0.5m overspend due to spend on vacant assets earmarked for disposal. As noted in the P03 finance report, this report seeks approval to formalise the allocation of the Adult Social Care grant to the service to help mitigate this pressure.
- 1.3. The (£6.2m) underspend on the corporate budgets relates to the adult social care grant, (pending a decision on allocation as outlined in the recommendations), a reassessment of capital financing costs based on projected capital spend and contingency specifically earmarked for service pressures which are now reflected within the service forecasts.
- 1.4. The overall position excludes at this stage the additional S31 grant relating to small business rate relief, as outlined in the period 3 monitoring report. Cabinet agreed that this be held in abeyance pending review of actions to address projected service overspends. The additional Section 31 grant, which equates to £5m in this financial year, should be considered as a one-off resource and any impact going forward will be analysed as part of the MTFP refresh.
- 1.5. At its meeting of the 27<sup>th</sup> July 2018 the West of England Combined Authority determined to reduce the 2018/19 Transport Levy by £400k per constituent authority following updated cost information relating to concessionary fares and real-time information. This is not yet reflected in the forecast positions set out in table 1 below. In addition, actualisation of last year's concessionary fares data has facilitated a one-off reimbursement to Bristol of £619k.
- 1.6. Table 1 provides an overview of the Council's current forecast position for the 2018/19 financial year. Additional service detail is provided for each Directorate in individual appendices.

*Table 1: General Fund Forecast Net Expenditure*

<b>Approved Budget £m</b>	<b>Directorate</b>	<b>Revised Budget £m</b>	<b>Outturn £m</b>	<b>Variance £m</b>	<b>Variance as % of Net Budget</b>
205.518	Adults, Children's and Education	218.172	231.047	12.875	5.9%
63.466	Communities	63.571	63.692	0.121	0.2%
5.490	Growth and Regeneration	6.399	6.739	0.341	5.3%
40.784	Resources	41.281	41.061	(0.219)	-0.5%
<b>315.259</b>	<b>Sub-total</b>	<b>329.142</b>	<b>342.540</b>	<b>13.118</b>	<b>4.0%</b>
40.973	Other Budgets*	26.809	20.299	(6.199)	-23%
<b>356.232</b>	<b>Net Expenditure Total</b>	<b>356.232</b>	<b>363.159</b>	<b>6.919</b>	<b>1.9%</b>

\*Other Budgets includes capital financing & borrowing costs, and un-apportioned central overheads.

## **2. Ring-Fenced Accounts**

### **Housing Revenue Account**

- 2.1. There is a forecast underspend on the HRA of £2.750m due to staff vacancies and an underspend on rechargeable services. Plans will be developed to utilise this underspend in line with the service objectives.

### **Dedicated Schools Grant**

- 2.2. The total Dedicated Schools Grant (DSG), including amounts recouped by the Education and Skills Funding Agency for Academies, is £346.6m for 2018/19 and - £1.0m deficit carried forward from prior year.
- 2.3. The DSG is currently forecasting an in year variance of £0.3m overspend and after taking account of the carried forward deficit of £1.0m this increases to a net residual pressure of £1.3m. The main pressure within the DSG remains in the high needs block c.£2.8m. The forecast position is based on the forecast activity and take up for the year and associated spend. There are residual underspends of (£1.5m) in other areas of the DSG (Excluding Individual Schools), however approval would be needed from the Schools Forum to realign this forecasted underspend in supporting the High Needs pressure.
- 2.4. A 3 year recovery plan (not yet implemented) is being co-developed with The Inclusion In Education Group a sub-group of the Schools Forum with representation from a range of a Schools, Settings, Early years, Post 16 and SEND representatives. The group oversees the changes required to fully implement the National SEND reforms and has been working with officers on a series of relevant work streams with the key objective to ensure the High Needs Budget is sufficient to meet the needs and costs associated with Children with SEND and that in the long term the ongoing demand is sustainable within the envelope of funding provided from the government via the National Funding Formula. The much reduced forecasted pressure will be reflected in the thinking.

### **Public Health**

- 2.5. The original Public Health business plan for 2018/19 assumes a drawdown of ring-fenced reserves of £1.8m in order to deliver the business plan. Public Health forecast a balance year end position; however this must be seen in the context of a 2.6% reduction (£0.9m) in the grant funding allocated by Public Health England in 2018/19.
- 2.6. The service is currently exploring the mechanisms by which this will be delivered which may include restructuring and reviewing contracts to ensure that it can deliver a sustainable offer that meets the core priorities of the funding for 2018/19 and beyond.

## **3. Savings Programme**

- 3.1. To balance the 2018/19 budget, savings totalling £34.5m were approved by Full Council. There was also £8.7m of savings from 2017/18 which whilst were mitigated as one off in 2017/18 still remain as an ongoing saving requirement for delivery in 2018/19.
- 3.2. There remains a risk regarding £11.3m of savings where further work / mitigating actions are required in order to deliver, of this £6.9m relates to savings within Adult Social Care, £1m for review of fees and charges and £0.9m for organisational redesign. Table 2 provides a breakdown of the realisation of the planned 2018/19 savings by directorate.

Table 2: Summary of Delivery of Savings by Directorate

	2018/19 Savings £m	2018/19 Savings reported as safe £m	2018/19 Savings reported as at risk	
			£m	%
Adults, Childrens and Education	11.520	4.577	6.943	60.3
Resources	12.661	9.618	3.043	24.0
Communities	6.001	5.018	0.983	16.4
Growth and Regeneration	3.721	3.413	0.308	8.3
<b>Total</b>	<b>33.903</b>	<b>22.626</b>	<b>11.277</b>	<b>33.3</b>

3.3. Members should note that delivery of savings is based on Directors assessment of whether the savings agreed by Council have been delivered and whilst other areas of underspends and income generation is being realised with budgets, until this is reallocated via a change control process the savings delivery tracker and forecast outturn will not be aligned.

## 4. Risk and Opportunities

4.1. There are other financial risks and opportunities to the Council which have been identified which could materialise during the financial year, these costs/income are not reflected in the forecast and are detailed within the specific directorate appendices.

## 5. Capital Programme

5.1. The following table sets out the forecast Capital Outturn position for 2018/19 by Directorate.

Table 3: Capital Forecast Outturn position for 2018/19 by Directorate

Approved Budget £m	Directorate	Revised Budget £m	Forecast Outturn £m	Variance £m
33.200	Adults, Childrens and Education	30.821	28.291	(2.529)
8.600	Communities	27.848	24.543	(3.304)
133.500	Growth and Regeneration	128.449	85.052	(43.397)
3.500	Resources	8.320	8.481	0.160
<b>178.800</b>	<b>Sub-total</b>	<b>195.438</b>	<b>146.367</b>	<b>(49.070)</b>
18.600	Corporate	9.500	5.100	(4.400)
47.000	Housing Revenue Account	47.056	43.667	(3.389)
<b>244.400</b>	<b>Total</b>	<b>251.994</b>	<b>195.134</b>	<b>(56.860)</b>

5.2. The main areas of forecast underspend at P04 relate to Colston Hall £15.7m, The Arena £18.2m and £3m on the Housing Revenue Account.

5.3. Following the Mayoral decision on the 4<sup>th</sup> September regarding the future use of land in Temple Quarter, the Arena capital budgets will now be reviewed in line with this decision, and reflected in the Period 5 monitoring report, along with the likely

impact on reserves of revenue reversion arising from the initial assessment of abortive costs .

## 6. Debt Management

- 6.1. As at 31/07/2018, there was £18.4m outstanding sundry debt owed to Bristol City Council that has been outstanding for longer three months (not including Housing Rent, Council Tax or Business Rates). This is a £0.6m increase in aged debt from previous month.
- 6.2. This is an increase in debt over 3 months predominantly relates to £0.5m HRA housing estimated services charges which are invoiced in April for the year which are now outstanding for longer than three months – payment of this debt is predominantly paid through monthly direct debits and therefore will reduce throughout the year.

## 7. Reserves

### Overall Revenue Reserves Position

- 7.1. The opening revenue reserves are £104.4m, made up of £84.4m earmarked reserves and £20m general reserves. Current planned drawdowns of earmarked reserves are £15.2m and assuming no further mitigations can be achieved the current forecast overspend would reduce our reserves at year end by a further £6.9m.
- 7.2. Any unmitigated overspend at the end of the year would be reduce the general reserves balance as all ear-marked reserves are held for a specific purpose.

Table 4: Summary of movement in revenue reserves

	Opening balance	Forecast Net Drawdown	Unmitigated Overspend	Closing Balance
Earmarked Reserves	(84.420)	15.192	-	<b>(69.228)</b>
General Reserves	(20.000)	-	6.919	<b>(13.081)</b>
	<b>(104.420)</b>	<b>15.192</b>	<b>6.919</b>	<b>(82.309)</b>

### Earmarked Reserves

- 7.3. Opening earmarked reserves at 1<sup>st</sup> April 2018, were £84.4m in setting the budget for 2018/19 there was a budgeted net drawdown from reserves of £12.4m, made up of a £7.5m contribution from MRP clawback and a drawdowns of £19.9m, giving an expected year end balance of £72.0m.
- 7.4. The current forecast contributions are in line with the budgeted £7.5m. Drawdowns from earmarked reserves are slightly higher than budgeted. This is expected as at the end of 2017/18 additional contributions to reserves were made where income was received in advance or planned expenditure was delayed until this financial year.
- 7.5. As set out in paragraph 5.3 above, the likely impact on a draw on reserves of the decision not to progress the Arena at the Temple Island will be reviewed, and reflected in future monitoring reports.

*Table 5: Summary of Forecast year end position*

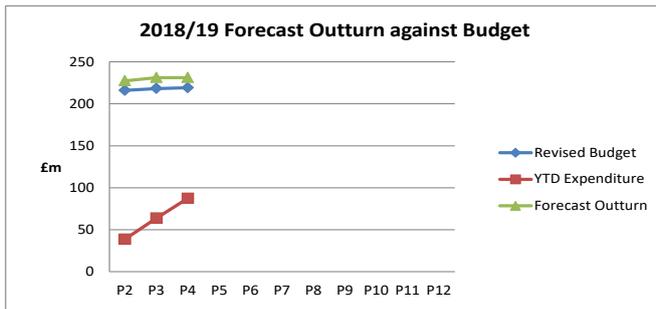
	<b>Opening balance</b>	<b>Forecast Net Drawdown</b>	<b>Closing Balance</b>
Capital Investment	(22.479)	9.153	(13.326)
Risk Management	(18.239)	(1.705)	(19.945)
Ring-Fenced	(14.642)	1.578	(13.064)
Financing/Technical	(13.600)	3.758	(9.842)
Service Specific	(15.460)	2.409	(13.052)
	<b>(84.420)</b>	<b>15.192</b>	<b>(69.228)</b>

**a: 2018/19 Summary Headlines**

<b>Revised Budget</b> P3 £216.0m <b>P4 £ 219.5m</b>	<b>Forecast Outturn</b> P3 £227.6m <b>£231.1m</b>	<b>Outturn Variance</b> P3 £11.6m <b>£11.7m</b>
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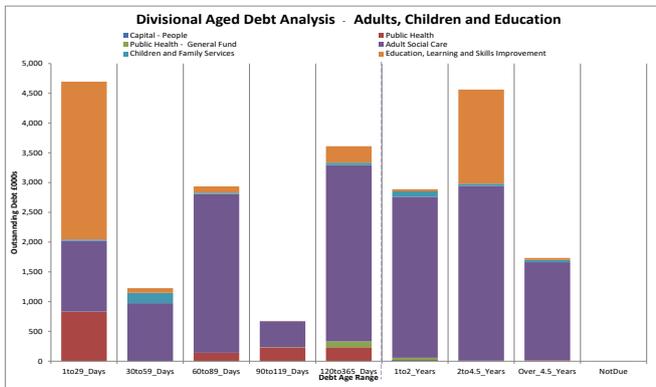
**b: Budget Monitor**

**1. Overall Position and Movement**



Forecast Outturn Variance 2018/19												
£000												
Revised budget	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
£219.1m	11.4	13.0	12.0									
	▲	▲	▼									

**3. Aged Debt Analysis**



**2. Revenue Position by Division**

Revenue Position by Division	2018/19 - Full Year			
	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance
	£000s			
Adult Social Care	130.6	140.0	150.6	10.6
Children and Family Services	60.3	60.3	60.3	0.0
Education, Learning and Skills Improvement	12.6	17.0	18.0	1.0
Public Health - General Fund	2.0	2.2	2.2	(0.0)
<b>Total</b>	<b>205.5</b>	<b>219.5</b>	<b>231.1</b>	<b>11.7</b>

**Key Messages**

**Adults Social Care** is forecasting an overspend of £10.6m, a worsening of the position from P3 by £0.3m. Whilst the budget for Adult Social Care was balanced for 2017/18 excluding one-off budget and funding there was an underlying overspend of £9.7m. The principle reasons for the adverse variance are as follows:

- £4.174m associated with the non-delivery of savings from 2017/18 rolled forward into 2018/19, mainly for older Adults (65+)
- £4m associated with the increase in the number and cost paid for working age adults placements
- £2.5m associated with the cost of placements for the 0-25 service
- Partially offset by a underspend on salaries costs of £650k

**Children's Social Care** is forecasting a balanced budget at P4. Implementation of the SF programme is on track (project progress overall is coloured amber) the financial impact of the programme has been incorporated into the current forecast and assumes delivery of £327k savings through the year. The pressure is further managed through underspend on BCC children's homes (£360k) and the wider service (£477k).

The service will continue to actively manage its overall spend, however it is too early to have a high degree of confidence that our savings targets will/will not be met, given the low volume/high cost, volatile nature of demand led placement budgets. Metrics developed within the Strengthening Families programme will be used to closely track the impact of work packages in managing demand and delivering savings.

**Education** is reporting three main pressures at this stage of the year, amounting to £1.0m. The first is the loss of Education Services Grant, which is being considered as part of the Education Services Review and, this is contributing £0.5m pressure. The second is an emerging pressure of £0.3m on home-school transport. The third is a £0.2m forecast shortfall on the Trading with Schools budget.

**Public Health** is forecasting a break-even position.

## c: Risks and Opportunities

### 4. Savings Delivery RAG Status

18/19 ACE Directorate Savings Target (£'000s):							16,462
18/19 Savings	This month			Last month			Top 5 largest savings at risk in 18/19 (ordered by size of Value at Risk in 18/19 (£'000))
	18/19 - Total value of savings (£'000s)	18/19 - Value at risk (£'000s)	Proportion at risk	18/19 - Total value of savings (£'000s)	18/19 - Value at risk (£'000s)	Proportion at risk	
No - savings are at risk	6,943	6,943	100%	6,943	6,943	100%	FP33 Introduce Better Lives Programme (improving outcomes for adults in Bristol) 6221
Yes - savings are safe	8,298	0	0%	6,498	0	0%	FP05 Reduced education services grant 497
SAVING CLOSED - CONFIRMED AS 'SECURED & DELIVERED'	1,221	0	0%	1,221	0	0%	FP18-2 **17/18 rollover* More efficient home to school travel 225
NO RAG PROVIDED	0	0	n/a	0	0	n/a	
WRITTEN OFF	0	0	n/a	0	0	n/a	
<b>Grand Total</b>	<b>16,462</b>	<b>6,943</b>	<b>42%</b>	<b>14,662</b>	<b>6,943</b>	<b>47%</b>	
n/a - represents one off savings or mitigations in previous year	-4,942	0	0%	-4,942	0	0%	
n/a	0	0	n/a	0	0	n/a	
<b>Grand Total</b>	<b>11,520</b>	<b>6,943</b>	<b>60%</b>	<b>9,720</b>	<b>6,943</b>	<b>71%</b>	

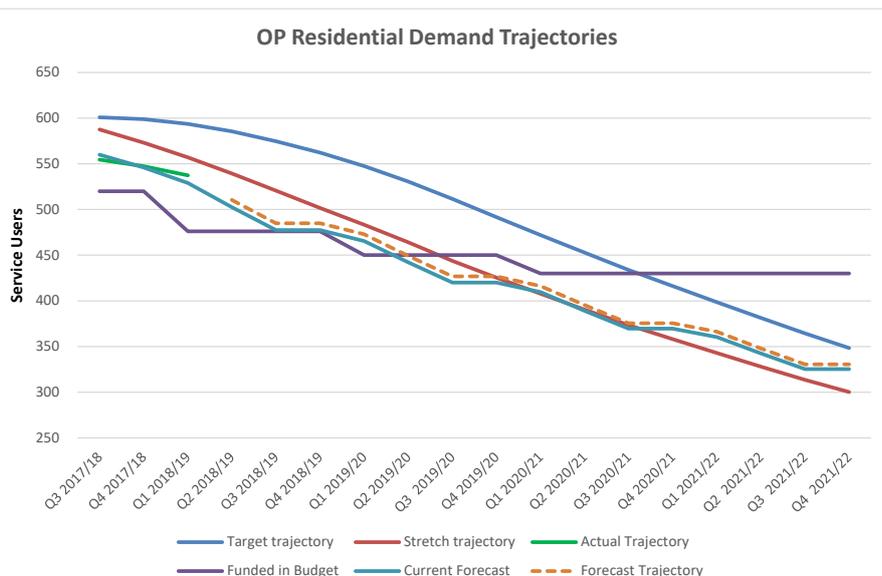
  

Mitigated 17/18 savings that remain 'due' for delivery in 18/19 (£'000)	
Amount due from 17/18:	4942
Amount reported at risk:	225

### 5. Risks and Opportunities

Division	Description	Net Risk / Opportunity £000
Adults	CCG - Turnaround impact on BCF	3,000
Adults	Provider Market Failure leading to paying higher prices for care	1,000
Adults	Court of Appeal decision on treatment of Sleep ins as not being working time reversing a previous tribunal decision and HMRC guidance	150
Children	Opportunities or pressures associated with the occupancy levels of in-house children's homes, whether through new homes or existing.	125
Education	Possible write-off of Children's Centre, Early Years or Childcare deficits or redundancy costs as a consequence of management of change processes or through an acceptance that deficits had got to a stage where it was infeasible for the school to be able to pay it off within a reasonable time-frame. Moreover, there may be some contributory elements of individual schools' deficits which were beyond their control which the LA might wish to acknowledge.	900
Education	Write-off of deficits at two academising schools: Badocks Wood and Ashton Park.	1,080
Education	Possible write-off of other school deficits eg if DfE direct the school to become a sponsored Academy or in circumstances where it was infeasible for the school to be able to pay it off within a reasonable time-frame.	500
<b>Total</b>		<b>6,755</b>

## d: Key Activity Data



When the Better Lives Programme was established there were approximately 600 service users aged 65+ supported in a residential care home setting. At the same time the budget available would support approximately 525 service users. To maximise service users independence and reduce the numbers placed in a residential setting a significant expansion of tier 1 and 2 services would be required and ensure that placements in a care home were more appropriate. The target and stretch trajectories reflect the ambition to reduce numbers and bring the budget into balance. Based on current progress it is expected that during 2019/20 that service user numbers will come within budget.

Similar trajectories exist for other cohorts within the 65+ age group.

**e: Capital**

<b>Approved Budget</b>	<b>Revised Budget</b>	<b>Expenditure to Date</b>	<b>Forecast Outturn</b>	<b>Outturn Variance</b>
<b>£32.9m</b>	<b>£30.8m</b>	<b>£5.9m</b>	<b>£28.3m</b>	<b>(£2.5m)</b>
		19% of budget	92% of budget	

Gross expenditure by Programme	Current Year (FY2018)				Performance to budget	
	Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
£000s				%		
<b>Adults, Children and Education</b>						
PE01 School Organisation/ Children's Services Capital Programme	22,071	5,497	21,255	(816)	25%	96%
PE02 Schools Organisation/ SEN Investment Programme	800	0	800	0	0%	100%
PE03 Schools Devolved Capital Programme	2,000	0	2,000	(0)	0%	100%
PE04 Non Schools Capital Programme	995	57	995	0	6%	100%
PE05 Children & Families - Aids and Adaptations	583	10	372	(211)	2%	64%
PE06 Adult & Children's Social Care Services	1,300	0	800	(500)	0%	62%
PE07 Extra care Housing	1,624	17	622	(1,002)	1%	38%
PE08 Care Management/Care Services	231	80	230	(1)	35%	100%
PE09 Strengthening Families Programme	1,217	189	1,217	0	15%	100%
<b>Total Adults, Children and Education</b>	<b>30,821</b>	<b>5,850</b>	<b>28,291</b>	<b>(2,529)</b>	<b>19%</b>	<b>92%</b>

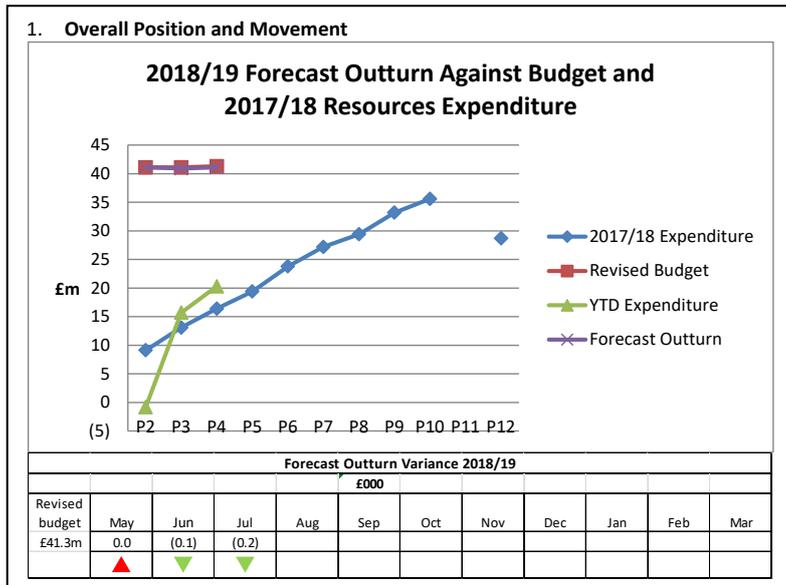
**Key Messages**

PE06 & PE07, there is slippage on the delivery of the extra care housing schemes, where planned spend is due to be incurred toward the end of the financial year and continue into 2019/20. On that basis the budget profile will be adjusted to reflect current and forecast expenditure plans.

a: 2018/19 Summary Headlines

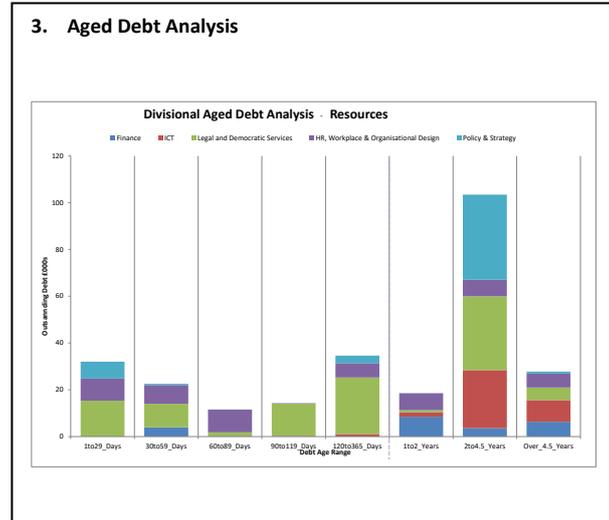
<b>Revised Budget</b> P3 £41.1m <b>£41.3m</b>	<b>Forecast Outturn</b> P3 £40.9m <b>£41.1m</b>	<b>Outturn Variance</b> P3 (£0.1m) <b>(£0.2m)</b>
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b: Budget Monitor



2. Revenue Position by Division

Revenue Position by Division	2018/19 - Full Year			
	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance
	£000s			
ICT	12.5	12.8	12.8	0.0
Legal and Democratic Services	6.2	6.4	6.4	0.0
Finance	8.9	8.7	8.7	0.0
HR, Workplace & Organisational Design	10.7	10.8	10.6	(0.2)
Policy & Strategy	2.5	2.6	2.5	(0.0)
<b>Total</b>	<b>40.8</b>	<b>41.3</b>	<b>41.1</b>	<b>(0.2)</b>



- Key Messages
- The Directorate is forecasting a further £0.1m underspend under the HR Division and this relates to further admin support savings identified in the Senior Leadership Team.
  - The risks highlighted in section 5 all have currently deliverable mitigations which will bring the Resources Directorate in to budget
  - Cross Directorate savings BE6, BE7 and IN24 are highlighted at risk in section 4 for information but these targets are held centrally and not in Resources

c: Risks and Opportunities

4. Savings Delivery RAG Status

18/19 Resources Directorate Savings Target (£'000s):		13,879							
	<b>This month</b>	<b>Last month</b>		<b>Top 5 largest savings at risk in 18/19 (ordered by size of Value at Risk in 18/19 (£'000))</b>					
	18/19 - Total value of savings (£'000s)	18/19 - Value at risk (£'000s)	Proportion at risk	18/19 - Total value of savings (£'000s)	18/19 - Value at risk (£'000s)	Proportion at risk	ID	Name of Proposal	Value at Risk in 18/19 (£'000)
<b>18/19 Savings</b>									
No - savings are at risk	5,009	3,043	61%	5,009	3,043	61%	IN24	Review budgets for fees and charges	1,000
Yes - savings are safe	7,498	0	0%	7,498	0	0%	BE7	Organisational redesign including the council's senior management structures	923
SAVING CLOSED - CONFIRMED AS 'SECURED & DELIVERED'	1,213	0	0%	1,213	0	0%	FP14 - 1	*17/18 rollover* - In-house enforcement	347
NO RAG PROVIDED	0	0	n/a	0	0	n/a	BE6 - 1	Workforce policy and conditions review	284
WRITTEN OFF	158	0	0%	158	0	0%	BE23-B	*17/18 Rollover* Registrar's Office -improvements	100
<b>Grand Total</b>	<b>13,879</b>	<b>3,043</b>	<b>22%</b>	<b>13,879</b>	<b>3,043</b>	<b>22%</b>			
n/a - represents one off savings or mitigations in previous year	-1,218	0	0%	-1,218	0	0%			
n/a	0	0	n/a	0	0	n/a			
<b>Grand Total</b>	<b>12,661</b>	<b>3,043</b>	<b>24%</b>	<b>12,661</b>	<b>3,043</b>	<b>24%</b>			
							<b>Mitigated 17/18 savings that remain 'due' for delivery in 18/19 (£'000)</b>		
							Amount due from 17/18:		662
							Amount reported at risk:		122

**5. Revenue Risks and Opportunities**

Division	Risk or Opportunity	Description	Net Risk /Opportunity
Legal & Democratic Services	Risk	Shortfall in Registrars savings target BE23B for improvements	87,236
Legal & Democratic Services	Risk	Estimated shortfall on Land charge income based on Trend analysis and current income	328,975
Legal & Democratic Services	Opportunity	Savings within Members Allowances	(26,831)
Legal & Democratic Services	Opportunity	Expected saving in Electoral Registration Printing Budget	(32,800)
Legal & Democratic Services	Opportunity	Option to reduce in-year transfer to Election reserve (current forecast £502k) and/or draw down from Legal reserve	(348,200)
Policy & Strategy	Risk	Potential pressure within the forecast for Bristol Design re internal income to be funded from top slicing	82,000
Policy & Strategy	Opportunity	Mitigate above pressure from current income review or Policy Initiatives reserve	(82,000)
			<b>8,380</b>

**d: Capital**

<b>Approved Budget</b>	<b>Revised Budget</b>	<b>Expenditure to Date</b>	<b>Forecast Outturn</b>	<b>Outturn Variance</b>
<b>£3.5m</b>	<b>£8.3m</b>	<b>£0.2m</b>	<b>£8.5m</b>	<b>£0.2m</b>
		2% of budget	102% of budget	

Gross expenditure by Programme	Current Year (FY2018)				Performance to budget	
	Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
				£000s		%
<b>Resources</b>						
RE01	ICT Refresh Programme	2,587	0	2,587	0	100%
RE02	ICT Development - HR/Finance	1,700	0	1,362	(338)	80%
RE03	ICT Strategy Development	2,612	68	3,067	455	117%
RE04	Bristol Workplace Programme	756	79	800	44	106%
RE05	Mobile Working for Social Care (Adults & Childrens)	665	37	665	0	100%
<b>Total Resources</b>		<b>8,320</b>	<b>184</b>	<b>8,481</b>	<b>160</b>	<b>102%</b>

**Key Messages**

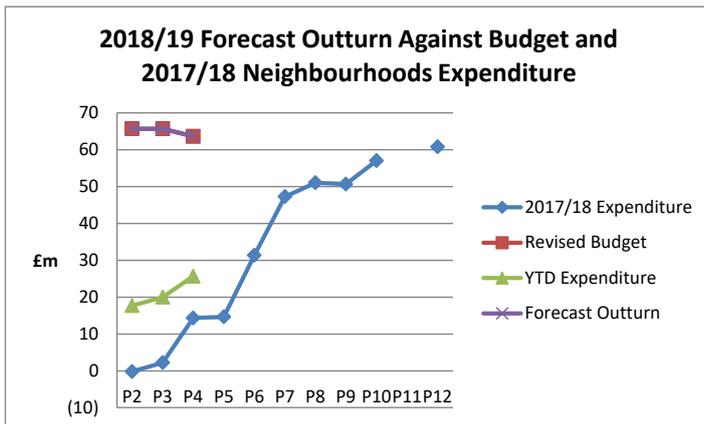
RE02 ICT Development – HR/Finance. This project has now officially started following a successful procurement exercise and the forecast has been amended to fit in with the approved project delivery plan.  
 RE03 ICT Strategy Development. The programme is showing a £455k variance in P4 whilst awaiting an approved increase in budget due for P5.

a: 2018/19 Summary Headlines

<b>Revised Budget</b> P3 £65.6m <b>P4 £63.6m</b>	<b>Forecast Outturn</b> P3 £65.8m <b>£63.7m</b>	<b>Outturn Variance</b> P3 £0.1m <b>£0.1m</b>
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b: Budget Monitor

1. Overall Position and Movement

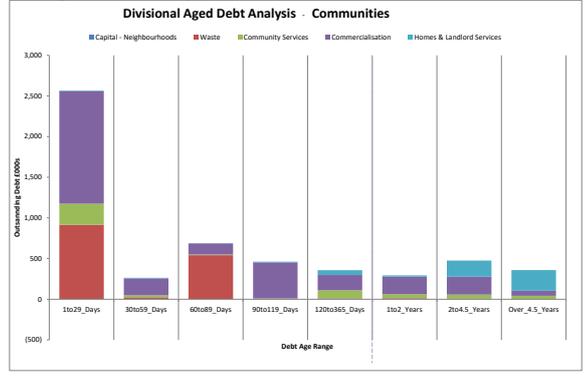


Forecast Outturn Variance 2018/19												
£000												
Revised budget	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
£63.6m	0.1	0.1	0.1									
	▲	▲	▲									

2. Revenue Position by Division

Revenue Position by Division	2018/19 - Full Year			
	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance
	£000s			
Waste	29.0	29.0	29.0	0.0
Homes & Landlord Services	11.4	11.5	11.5	(0.0)
Commercialisation	10.4	14.0	14.1	0.1
Community Services	12.6	9.1	9.1	(0.0)
Capital - Neighbourhoods	0.0	0.0	0.0	0.0
<b>Total</b>	<b>63.5</b>	<b>63.6</b>	<b>63.7</b>	<b>0.1</b>

3. Aged Debt Analysis



Key Messages

- Communities continues to forecast a broadly balanced budget.
- The £3.5m budget for Bristol Impact Fund has been moved (Approved version to Revised version) from Community Services to Commercialisation.
- Public Health has now been transferred to ACE Directorate, which accounts for the reduction in total budget for Communities from Period 3.
- Aged debt has increased by £1.7m from Period 3. This increase is driven by new invoices raised since last period (aged debt <30days has increased by £1.9m) within Waste and Commercialisation without an offsetting reduction. It is understood that this is a phasing issue rather than one of non-payment.
- Debt>1yr has decreased by £0.2m. 42% relates to Homes and Landlord Services of which the majority is provided against (as bad debt).
- Risks and Opps show a net risk of £0.2m. This is predominantly driven by Facilities Management. Despite budgetary increases in 18/19, this division currently advises that it may not be able to repeat c.£0.7m of the spend reductions it delivered in 17/18. The division is undertaking a detailed assessment of the situation which will include a review of available mitigating options.

Service

Aged Debt > 1yr

Service	Aged Debt > 1yr
Homes & Landlord Services	469
Facilities Management	282
Energy	121
Parks and Green Spaces	66
Bristol Operations Centre	65
Regulatory Services	33
Library Services	28
Neighbourhood Management	30
Waste	18
Customer Service Operations	16
<b>Total</b>	<b>1,127</b>

c: Risks and Opportunities

4. Savings Delivery RAG Status

	This month			Last month		
	18/19 - Total value of savings (£'000s)	18/19 - Value at risk (£'000s)	Proportion at risk	18/19 - Total value of savings (£'000s)	18/19 - Value at risk (£'000s)	Proportion at risk
<b>18/19 Savings</b>						
No - savings are at risk	933	773	83%	3,123	2,298	74%
Yes - savings are safe	5,109	210	4%	4,719	0	0%
SAVING CLOSED - CONFIRMED AS SECURED & DELIVERED	258	0	0%	258	0	0%
NO RAG PROVIDED	0	0	n/a	0	0	n/a
WRITTEN OFF	0	0	n/a	0	0	n/a
<b>Grand Total</b>	<b>6,301</b>	<b>983</b>	<b>16%</b>	<b>8,101</b>	<b>2,298</b>	<b>28%</b>
n/a - represents one off savings or mitigations in previous year	-300	0	0%	-300	0	0%
	0	0	n/a	0	0	n/a
<b>Grand Total</b>	<b>6,001</b>	<b>983</b>	<b>16%</b>	<b>7,801</b>	<b>2,298</b>	<b>29%</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 18/19 (£'000)
NEW1	*17/18 Rollover* Facilities Management Savings	673
FP36	Identify alternative funding to continue to support people in Council Housing	210
FP11	Single city-wide Information, Advice and Guidance Service	90
IN30	Income from 'Can Do Bristol' platform	10

Mitigated 17/18 savings that remain 'due' for delivery in 18/19 (£'000)	
Amount due from 17/18:	973
Amount reported at risk:	673

## 5. Revenue Risks and Opportunities

Division	Description	Net Risk /Opportunity £
Waste	Risk to offset forecast of full £1m underspend on TPP, when only £775k should have been forecast (as £225k already budgetted for)	225,000
Energy	Risk of overspend due to delay in processing Replicate and Warm Up grants which could lead to potential loss of funding, whilst costs are still being incurred.	75,000
Energy	Opportunity due to new European funding (ELENA 2). This could be used to mitigate the above risk if the funding is not secured, with staff being transferred across from Replicate and Warm up bristol programmes.	(75,000)
Energy	Opportunity due to release of funds from DECC (as formerly known) to spend on current energy initiatives	(59,000)
Facilities Management	Risk of savings not achieved as work still required to align budgets with actual spending and income. Until this is done, it is unclear how savings will be achieved and where true pressures are. Currently £700k of savings are not yet aligned with an agreed service area or initiative. Work is underway to identify savings that could be achieved from activities currently occurring or planned. Hence have assigned 75% risk factor to savings	525,000
Facilities Management	Risk of overspend due to unexpected costs of cleaning fuel tanks	225,000
Facilities Management	Opportunity to mitigate with underspend on depreciation charge as not yet purchased all new fleet vehicles (currently expect £300k underspend)	(300,000)
Facilities Management	Opportunity to utilise savings resulting from closure of Wilder House which was part of BWP savings. However, there is currently discussion occurring as to whether this should be a property saving and also whether some should be used to fund cost of A Bond asset disposals, therefore have applied a 60% risk factor	(70,800)
<b>Total</b>		<b>545,200</b>

## d: Capital

Approved Budget	Revised Budget	Expenditure to Date	Forecast Outturn	Outturn Variance
<b>£8.6m</b>	<b>£27.8m</b>	<b>£1.5m</b>	<b>£24.5m</b>	<b>(£3.3m)</b>
		5 % of budget	88% of budget	

Gross expenditure by Programme		Current Year (FY2018)				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
		£000s				%	
<b>Communities</b>							
NH01	Libraries for the Future	429	0	429	0	0%	100%
NH02	Investment in parks and green spaces	2,433	176	2,348	(85)	7%	96%
NH03	Cemeteries & Crematoria	500	0	100	(400)	0%	20%
NH04	Third Household Waste Recycling and Re-use Centre	200	0	50	(150)	0%	25%
NH05	Sports provision	300	0	200	(100)	0%	67%
NH06	Bristol Operations Centre	4,323	232	4,323	0	5%	100%
NH07	Housing Solutions	3,232	353	3,340	109	11%	103%
NH08	Omni Channel Contact Centre (ICT System development).	455	136	455	0	30%	100%
PL18	Energy services - Renewable energy investment scheme	4,086	201	3,874	(211)	5%	95%
PL19	Energy Services - workstream 2	3,000	0	3,000	0	0%	100%
PL21	Strategic Property - Essential H&S	4,450	199	3,492	(959)	4%	78%
PL27	Strategic Property - vehicle replacement	3,640	208	2,132	(1,508)	6%	59%
PL35	Harbourside operational infrastructure	600	0	600	0	0%	100%
PL36	Investment in Markets infrastructure & buildings	200	0	200	0	0%	100%
<b>Total Communities</b>		<b>27,848</b>	<b>1,505</b>	<b>24,543</b>	<b>(3,304)</b>	<b>5%</b>	<b>88%</b>

### Key Messages

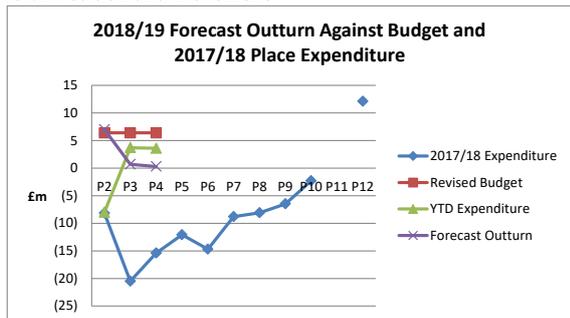
- The majority of the underspend variances within Communities are due to slippage against programmes. These underspends are expected to be reprofiled across 19/20.
- NH03 Variance underspend of £400k is due to works put on hold until feasibility studies have been completed. This will help determine whether we to continue to spend on current facilities or invest in a new single facility.
- PL21 The Health and Safety project team are assessing 2018/19's planned spend and consequent reprofiling across the MTFP timeframe.
- PL27 An underspend on vehicle replacement is forecast due to slippage against the programme. This underspend is expected to be reprofiled across 19/20.
- PL35 and PL36 are currently showing no underspend in year but it expected that spend on these projects will also slip into next financial year due to delay in getting approval from cabinet.

**a: 2018/19 Summary Headlines**

<b>Revised Budget</b> P3 £6.4m <b>£6.4m</b>	<b>Forecast Outturn</b> P3 £7.1m <b>£6.7m</b>	<b>Outturn Variance</b> P3 £0.8m <b>£0.3m</b>
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**b: Budget Monitor**

**1. Overall Position and Movement**

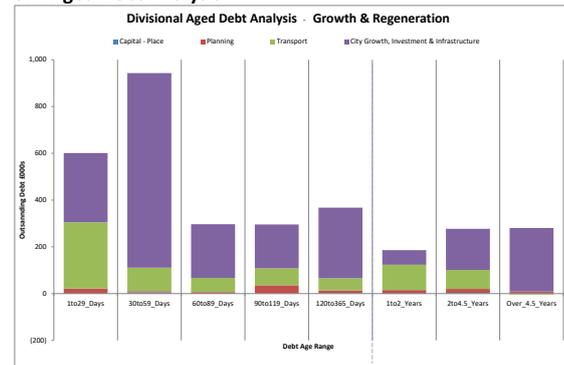


Revised budget	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
£6.4m	0.7	0.7	0.3								

**2. Revenue Position by Division**

Revenue Position by Division	2018/19 - Full Year			
	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance
	£000s			
Planning	0.8	0.7	0.6	(0.1)
Transport	5.7	5.6	5.6	(0.1)
City Growth, Investment & Infrastructure	(0.9)	0.1	0.5	0.5
<b>Total</b>	<b>5.5</b>	<b>6.4</b>	<b>6.7</b>	<b>0.3</b>

**3. Aged Debt Analysis**



**Key Messages: Forecast overspend £0.3m**

**Planning** – £0.1m underspend forecast as a result of in-year salary savings  
**Transport** – £0.1m underspend forecast as a result of one-off in-year salary savings. Income shortfalls in Trenchard St & WestEnd parking income have been offset by higher than budgeted level of bus lane enforcement income. The forecast also includes delays and mitigations in implementing measures to deliver savings & 2018/19 Full Council budget amendments eg: increase fees income for skips & scaffolding charges (£90k) and introducing Sunday parking charges (£50k).  
**City Growth, Investment & Infrastructure** - £0.5m overspend forecast is mainly due to a shortfall in the delivery of Property savings in particular corporate asset disposals. Some mitigations have been identified, please see Risk & Opps schedules in the next section.  
 The Culture service has also forecast an overspend mainly due to the risks in the delivery of the additional income generating responsibilities for five under-performing building assets. This has been offset by one-off in-year salary savings.

**c: Risks and Opportunities**

**4. Savings Delivery RAG Status**

18/19 G&R Directorate Savings Target (£'000s):						5,941		
18/19 Savings	This month			Last month			Top 5 largest savings at risk in 18/19 (ordered by size of saving at risk)	
	18/19 - Total value of savings (£'000s)	18/19 - Value at risk (£'000s)	Proportion at risk	18/19 - Total value of savings (£'000s)	18/19 - Value at risk (£'000s)	Proportion at risk		
No - savings are at risk	3,160	308	10%	3,160	188	6%	NEW2 *17/18 Rollover* - Review our approach to managing and optimising the value of public sector land and buildings	226
Yes - savings are safe	2,173	0	0%	2,634	0	0%	BE23-C Old Council House income	50
SAVING CLOSED - CONFIRMED AS SECURED & DELIVERED	607	0	0%	146	0	0%	FP39 Increasing the use of community managed or owned spaces	32
NO RAG PROVIDED	0	0	n/a	0	0	n/a		
WRITTEN OFF	0	0	n/a	0	0	n/a		
<b>Grand Total</b>	<b>5,941</b>	<b>308</b>	<b>5%</b>	<b>5,941</b>	<b>188</b>	<b>3%</b>		
n/a - represents one off savings or	-2,220	0	0%	-2,220	0	0%		
n/a	0	0	n/a	0	0	n/a		
<b>Grand Total</b>	<b>3,721</b>	<b>308</b>	<b>8%</b>	<b>3,721</b>	<b>188</b>	<b>5%</b>		
<b>Mitigated 17/18 savings that remain 'due' for delivery in 18/19</b>								
Amount due from 17/18:								1675
Amount reported at risk:								0

**Key Messages**

Main savings delivery risks remain in:  
**Culture:** additional income for under-performing historic building assets  
**Property:** the revenue savings in relations corporate assets disposals  
**Transport:** income for skips & scaffolding charges and introducing Sunday parking charges.

## 5. Revenue Risks and Opportunities

Division	Description	Net Risk / Opportunity £
City Growth, Investment & Infrastructure	£499k Additional budget savings identified from Property disposals (Top 10 Disposals). Currently this is limited to identifiable budgets (£198k) however in some cases previous years costs exceed the budget level and may represent a better indicator of the saving achieved Source: L.Lynett	150,500
City Growth, Investment & Infrastructure	Transfer of Historic Buildings will move under-performing business into division with insufficient budget. This pressure cannot be forecast as not all the relevant cost centres have yet been moved on ABW. Estimated income shortfall up to £250k in particular City Hall, with only £50k currently forecast in ABW for Old Council House Source: L.Pye	250,000
City Growth, Investment & Infrastructure	Costs of consultants eg: Asset Management Plan specialist / Economic Strategy (ARUP's) not forecast to be funded from Corporate reserves at this stage Source: R.Gilmore	199,855
Transport	£400k One-off payment from WECA for Supported Bus Services subject to confirmation on 27 July 2018. Could be used to cover overspend on Supported Bus Services that have had to be supported whilst Metrobus is delayed but will cease on 2nd Sept. Source: E.Plowden	(97,500)
		502,855

## Key messages

**RISK:** Culture division has agreed to take on responsibilities for five under-performing Historic building assets. Estimated income shortfall for 2018-19 is up to £250k. The issues are particularly at City Hall and registry office, due to the complications in implementation which requires leadership endorsement and change of operating culture at these locations. Furthermore Passenger Shed is within the Temple Quarter redevelopment zone and its future availability is tied to a Network Rail agreement that will take the venue offline adding further budget pressure. **OPPORTUNITIES:** Some mitigations has been identified against the reported shortfall on property revenue savings delivery via assets disposal

## d: Capital

Approved Budget	Revised Budget	Expenditure to Date	Forecast Outturn	Outturn Variance
<b>£133.5m</b>	<b>£128.4m</b>	<b>£11.8m</b>	<b>£85.1m</b>	<b>(£43.4m)</b>
		9% of budget	66% of budget	

		Current Year (FY2018)				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
<b>Gross expenditure</b>	<b>Gross expenditure by Programme</b>						
		<b>£000s</b>				<b>%</b>	
<b>Growth &amp; Regeneration</b>	<b>Growth &amp; Regeneration</b>						
PL01	Property	2,857	(75)	2,033	(824)	-3%	71%
PL02	Economy Development	69,459	3,237	25,235	(44,224)	5%	36%
PL03	Planning	566	45	567	0	8%	100%
PL04	Transport	39,600	8,150	42,776	3,176	21%	108%
PL05	Housing Delivery	15,968	453	14,442	(1,526)	3%	90%
<b>Total Growth &amp; Regeneration</b>		<b>128,449</b>	<b>11,811</b>	<b>85,052</b>	<b>(43,397)</b>	<b>9%</b>	<b>66%</b>

## Key Messages

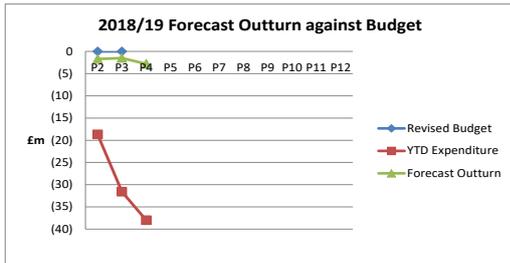
- The forecast slippage in the economy capital programme represents the on-going delays in the Bristol Arena and re-profiled Colston Hall works as recently reported to Cabinet. Following the Arena decision in September budget will be reallocated later in the year following Cabinet approval.
- The capital profile for Colston Hall needs adjusting to reflect the report presented to Cabinet in May 2018. There is on-going work to finalise the construction contract at which point a more detailed spend profile will be known and reflected in the capital programme.

a: 2018/19 Summary Headlines

	<b>Revised Budget</b>	<b>Forecast Outturn</b>	<b>Outturn Variance</b>
P3	£0m	(£1.5m)	(£1.5m)
<b>P4</b>	<b>£0m</b>	<b>(£2.8m)</b>	<b>(£2.8m)</b>

b: Budget Monitor

1. Overall Position and Movement



Revised budget £0m	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
	(1.7)	(1.5)	(2.8)								

2. Revenue Position

Revenue position by category	2018/19 Revised Budget £m	Forecast Outturn @ P4 £m	Forecast Variance @ P3 £m	Forecast Movement P3 to P4 £m
Income	-119.910	-119.752	-119.574	-0.178
Repairs & Maintenance	32.092	30.457	31.754	-1.297
Supervision & Management	27.408	26.812	26.624	0.188
Special Services (Rechargeable)	8.555	7.886	7.873	0.013
Rents, Rates, etc	1.874	1.865	1.864	0.001
Capital Funded from Revenue, Interest and Depn	49.980	49.980	49.980	0.000
<b>(Surplus)/Deficit on the HRA</b>	<b>-0.001</b>	<b>-2.752</b>	<b>-1.479</b>	<b>-1.273</b>

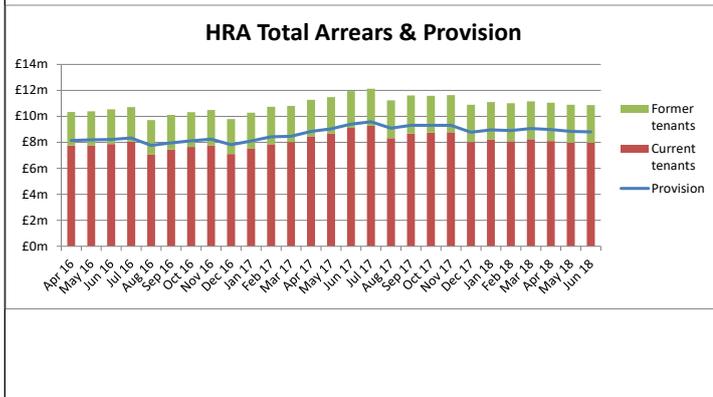
4. Key Messages

Overall a forecast surplus of £2.8m forecast at P4 an increase of £1.3m compared to P3, explanation of key variances is as follows:

- Repairs & Maintenance – the number of response repairs being completed is behind target as a result of poor contractor performance (£1.3m), lower forecast spend on mechanical and electrical maintenance as a result of benefits of new contract being realised (£473k) offset by an increased forecast spend on stair lift repairs (£181k)
- Supervision and Management - There are a number of vacancies across the HRA that are proving difficult to fill, the current forecast reflects a similar level of vacancies to remain for the whole of year.
- Special Services – There are a number of rechargeable services including district heating and communal amenities that are forecasting an underspend at this point in the year. There is a review of service charges underway that may lead to a reduction in charges to tenants; once the review has been completed any adjustments to income will be made.

There is an action plan in place that has reviewed all aspects associated with the reported HRA surplus for 2017/18 to ensure that there is no repetition of the large unforeseen movements.

3. Debt Position



c: Risks and Opportunities

Risk	Key Causes	Key Consequence	Key Mitigations
<b>Implementation of Universal Credit</b>	Changes to rent policy and welfare benefit reform reducing income, Universal credit full service roll out from June and September 2018, to estimated 1500 tenants.	Estimated impact on rent arrears of between £32k to £200k	Universal Credit response plan including raising awareness of change for tenants, developing assessment of readiness and identification of tenants needing support to get ready or make transition. Income Collection Policy being reviewed to promote rent first approach which will reset rent payment culture for tenants, staff and partnership agencies. Joint cross service steering group for continuing development and delivery of corporate UC response action plan.
<b>Impact of Grenfell enquiry outcomes</b>	Additional works as a result of Grenfell enquiry outcomes, or the outcomes of independent fire safety checks on clad blocks; public /political pressure to install sprinklers.	Lack of ability to deliver planned services, requirement to cut spending plans / reduce services, impact on New Build programmes	Need to retain flexibility in capital programme to meet outcomes of Grenfell enquiry that does not result in disruption to the rest of the programme.
<b>Repayment of Right to Buy Receipts</b>	Lack of any forward plan to use RTB receipts	Loss of funding to support capital investment in new stock	Develop a forward programme to utilise RTB receipts thereby reducing the amount to be repaid. This responsibility is shared with the Housing Delivery Team as they are responsible for new build. There is a remaining requirement for the Strategic Director for Communities to be informed about spend and to support the planning of the spend.

## d: Capital

<b>Approved Budget</b>	<b>Revised Budget</b>	<b>Expenditure to Date</b>	<b>Forecast Outturn</b>	<b>Outturn Variance</b>
<b>£47.0m</b>	<b>£47.1m</b>	<b>£6.7m</b>	<b>£43.7m</b>	<b>(£3.4m)</b>
		14% of budget	93% of budget	

Gross expenditure by *Programme & Scheme		Current Year (2018 )				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
* Programmes may cross division. The data below relates to the named division only		£000s				%	
13612	Capital - Professional Charges - Planned	752	0	752	0	0%	100%
13613	Capital - Professional Charges - SP&G	841	0	801	(39)	0%	95%
13614	Capital - Capitalised Works	3,754	(187)	3,692	(62)	-5%	98%
13615	Capital - Disabled Adaptations	1,854	489	1,918	64	26%	103%
13616	Capital - Investment In Blocks - Planned	9,645	564	8,886	(759)	6%	92%
13618	Capital - Miscellaneous Schemes	236	20	206	(30)	9%	87%
13619	Capital - Neighbourhood Investment Projects	600	(61)	600	0	-10%	100%
13620	Capital - New Build / Land Enabling Works	15,925	3,273	15,875	(50)	21%	100%
13621	Capital - Planned Programme	13,449	2,603	10,935	(2,513)	19%	81%
14595	Capital: New Housing Management System	0	0	0	0		
<b>HRA1</b>	<b>Housing Revenue Account (HRA)</b>	<b>47,056</b>	<b>6,702</b>	<b>43,667</b>	<b>(3,389)</b>	<b>14%</b>	<b>93%</b>
<b>Total Housing Services Capital - Housing Revenue Account division</b>		<b>47,056</b>	<b>6,702</b>	<b>43,667</b>	<b>(3,389)</b>	<b>14%</b>	<b>93%</b>

### Key Messages

- Blocks: £0.7m forecast underspend due to: Communal Rewire budget £500k set aside for possible additional emergency lighting works as part of our contingency planning post Grenfell- not yet clear we will need to spend this. Also £1m repairs to cladding set aside, and most -£650k- may not be needed until next year after we know the results of the independent checks; also major works to blocks projects - some carried forward from last year due contractors and winter causing delays resulting in overspend offset by some delayed starts leading to less budget required this year. Delays due to lengthy approval / tendering difficulty, lengthy approvals process, and staff issues.
- Planned Programme- forecast underspend by £2.5m due to: one large external maintenance project now subject to option appraisal and poss start next year (Vincent close) £960k; there are reduced programme numbers needed for kitchen installs £604k and heating installs £900k, in addition the new heating contract is costing 10% less whereas 10% increase in costs was budgeted hence there is a saving. This is offset by an increase in rewires needed of £246k.

## e: Key Activity Data

The content of this section is being developed. The HRA only recently rejoined the Housemark benchmarking club and will be undertaking a benchmarking on 2017/18 outturn expenditure and activity. Once the information becomes available from the benchmarking work this will be included in future reports.

The table overleaf sets out the current and projected position with respect to Right to Buy Receipts. At the end of last financial year the closing balance was £22.8m after repaying £3m and using £3.6m to fund expenditure. It is estimated that a further £13m of new receipts will be generated in year where it is anticipated that use £4.7m to fund expenditure on that basis it is not expected that we will need to repay anything to MHCLG. For 2019/20 onwards financial modelling suggests that there is a significant risk that without increasing expenditure a large amount of RTB receipts will be repaid. Plans are being developed to increase expenditure to utilise RTB receipts and minimise any repayment. At the same time there is a current consultation from MHCLG on the use of RTB receipts which gives some hope that reforms to the system will allow increased levels of retention.

## Right to Buy Receipts Summary Position

Financial Year	Opening Balance £	New Receipts £	Used to fund expenditure £	Repaid to Gov £	Closing Balance £	Interest to Gov £
2012/13	-	2,081,735	-	-	2,081,735	-
2013/14	2,081,735	3,324,196	24,503	-	5,381,428	-
2014/15	5,381,428	6,591,859	131,919	-	11,841,368	-
2015/16	11,841,368	4,583,585	1,615,246	310,067	14,499,640	44,549
2016/17	14,499,640	8,067,841	2,704,835	619,361	19,243,285	88,147
2017/18	19,243,285	10,171,204	3,628,940	2,962,919	22,822,630	415,290
2018/19	22,822,630	13,147,897	4,710,000	-	31,260,528	-
2019/20	31,260,528	10,888,121	3,630,000	4,311,426	34,207,223	608,507
2020/21	34,207,223	11,713,322	2,940,000	7,231,204	35,749,341	1,038,448
2021/22	35,749,341	12,543,074	2,880,000	10,267,897	35,144,518	1,475,234
2022/23	35,144,518	13,399,083	3,060,000	7,828,121	37,655,480	1,124,701

*The position for 2018/19 onwards is based on current modelled assumptions to new receipts and expenditure*

**SUMMARY HEADLINES**

<b>1. Overall Position and Movement</b>			
<b>Revised Budget</b>	<b>Forecast Outturn</b>	<b>Outturn Variance</b>	<b>Transfer from reserves</b>
P4 <b>£0m</b>	<b>£0m</b>	<b>£0m</b>	<b>£0.3m</b>

<b>2. Revenue Position by Division</b>					<b>3. Latest Financial Position</b>																																																
<p><b>Summary DSG position 2018/19 Period 4</b> (All figures in £'000s)</p> <table border="1"> <thead> <tr> <th></th> <th>Brought forward 2018/19</th> <th>Funding 2018/19</th> <th>Forecast 2018/19</th> <th>In-year variance</th> <th>Carry-forward 2018/19</th> </tr> </thead> <tbody> <tr> <td>Schools Block</td> <td></td> <td>253,423</td> <td>253,423</td> <td></td> <td></td> </tr> <tr> <td>De-delegation</td> <td>-357</td> <td></td> <td>313</td> <td>313</td> <td>-44</td> </tr> <tr> <td>Schools Central Block</td> <td></td> <td>2,828</td> <td>2,262</td> <td>-566</td> <td>-566</td> </tr> <tr> <td>Early Years</td> <td>-500</td> <td>36,600</td> <td>36,252</td> <td>-348</td> <td>-848</td> </tr> <tr> <td>High Needs Block</td> <td>1,873</td> <td>53,723</td> <td>54,609</td> <td>886</td> <td>2,759</td> </tr> <tr> <td>Funding</td> <td></td> <td>-346,574</td> <td>-346,574</td> <td></td> <td></td> </tr> <tr> <td><b>Total</b></td> <td><b>1,016</b></td> <td></td> <td><b>284</b></td> <td><b>284</b></td> <td><b>1,300</b></td> </tr> </tbody> </table> <p>NB, to be consistent with the figures reported to Schools Forum, this summary includes £157m for mainstream academies and £9m for High Needs recouped by the ESFA.</p>						Brought forward 2018/19	Funding 2018/19	Forecast 2018/19	In-year variance	Carry-forward 2018/19	Schools Block		253,423	253,423			De-delegation	-357		313	313	-44	Schools Central Block		2,828	2,262	-566	-566	Early Years	-500	36,600	36,252	-348	-848	High Needs Block	1,873	53,723	54,609	886	2,759	Funding		-346,574	-346,574			<b>Total</b>	<b>1,016</b>		<b>284</b>	<b>284</b>	<b>1,300</b>	<ul style="list-style-type: none"> <li>The overall DSG forecast position has worsened by £1.2m since Period 3. All the material changes have occurred within the High Needs Budget.</li> <li>In part (£0.3m) forecasts of individual placements have changed with the imminent start of the new term. The overall forecast includes some provision for new cases, but the changes have been larger than anticipated. The other reason for the change in the forecast (by £0.8m) is due to the expected impact of the outcome of the Judicial Review. Three savings proposals in Alternative Provision which were expected to be delivered in 2018/19 are not now likely to be pursued, subject to the final details of the court order and any subsequent decisions by Council in response to the judgement.</li> <li>The combined cumulative overspend of £1.3m would only be deliverable if the £0.8m underspend on Early Years and the unallocated £0.6m were transferred to High Needs. Stakeholder views on this will be necessary to identify how best to manage the overall financial position.</li> </ul>
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<b>4. Risks and Opportunities</b>
<ul style="list-style-type: none"> <li>Variations in pupil numbers in early years may confirm a projected underspend or it may reverse the position.</li> <li>Cost and demand pressures and opportunities within High Needs are beginning to materialise.</li> <li>Further academisation could erode de-delegated funding for the authority</li> <li>There are 17 schools that ended the year with a deficit balance. These deficits have accumulated over a long period of time and for some schools represent a significant proportion of their annual school budget. Officers have been meeting with those schools to develop a plan whilst ensuring they are able to meet statutory responsibilities and, there is recognition that any repayment of deficit would be over much longer timescales than the 3 or so years that might normally be expected of schools. Two of the schools who have recently become academies had combined deficits of £1.1m which the LA will have to address this financial year.</li> </ul>

<b>5. Schools balances position as at 31<sup>st</sup> March 2018</b>																																																																																																																									
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Nursery	7	0	5	12																																																																																																																					
Primary	5	0	52	57																																																																																																																					
Secondary	1	0	2	3																																																																																																																					
Special	1	0	6	7																																																																																																																					
PRU	0	0	0	0																																																																																																																					
Hospital	1	0	1	2																																																																																																																					
CC	2	0	4	6																																																																																																																					
Central	0	1	0	1																																																																																																																					
<b>Total</b>	<b>17</b>	<b>1</b>	<b>70</b>	<b>88</b>																																																																																																																					

**a: 2018/19 Summary Headlines**

	Revised Budget <i>£0m</i>	Forecast Outturn <i>£0m</i>	Outturn Variance <i>£0m</i>	Reserve Drawdown <i>£1.757m</i>
P3				
<b>P4</b>	<b>£0m</b>	<b>£0m</b>	<b>£0m</b>	<b>£1.732m</b>

**b: Budget Monitor**

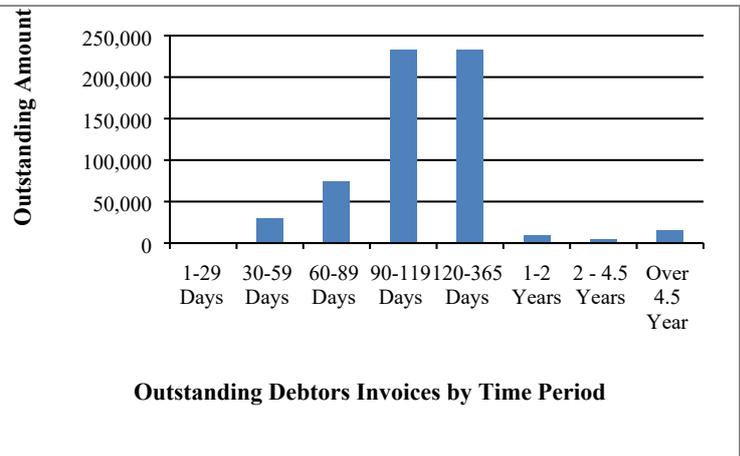
Key Messages

Overall a net nil variance to budget is forecast at P4 (with a draw down of £1.732m forecast from the grant reserve).

- In response to ongoing funding challenges (there has been a 2.6%/£0.9m reduction in 18/19’s grant funding as allocated by Public Health England) Public Health are currently undertaking a restructure, with the aim that the new structure be in place by end of December 2018. Currently, the reduction in staffing costs as a result of the restructure is not accounted for in the budget monitor forecast (although this is now being worked on and it is planned that P5 will begin to reflect the changes).
- The forecast costs of likely redundancies are not currently reflected in the Public Health grant budget.
- The forecast drawdown from the Public Health grant reserve has reduced by £25k in P4 to £1.732m.

**Allocations of Public Health grant 2017-2020**

Financial year	2017-18 Actual (£'000)	2018-19 Actual (£'000)	2019-20 Indicative (£'000)
PHE Grant	33.343m	32.486m	31.632m
Funding reduction	2.5%	2.6%	2.6%
<b>Reduction in funding</b>	<b>0.843m</b>	<b>0.857m</b>	<b>0.854m</b>



## Decision Pathway – Report

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**PURPOSE:** For reference

**MEETING:** Cabinet

**DATE:** 02 October 2018

<b>TITLE</b>	<b>Response to Local Government Ombudsman on findings for Homelessness Service</b>		
<b>Ward(s)</b>	All		
<b>Author:</b>	<b>Paul Sylvester</b>	<b>Job title:</b>	<b>Head of Housing Options</b>
<b>Cabinet lead:</b>	<b>Councillor Paul Smith</b>	<b>Executive Director lead:</b>	<b>Patsy Mellor</b>
<b>Proposal origin:</b> <i>Other</i>			
<b>Decision maker:</b> <b>Cabinet Member</b> <b>Decision forum:</b> <i>Cabinet</i>			
<b>Purpose of Report:</b> Report notes further actions taken and lessons learnt from an adverse finding against the authority by the Local Government Ombudsman			
<b>Evidence Base:</b> This is an update report that follows on from the Monitoring Officer report that went to Cabinet on 1 <sup>st</sup> May 2018. The Monitoring Officer report set out the findings from the LGO report and the LGO recommendations. The LGO findings have been included for information.			
<b>LGO Finding</b> Mr X and his family lived in one room in a hotel with no cooking facilities from April 2014 to July 2017. The following are extracts from the final LGO report.			
<ul style="list-style-type: none"> <li>• There was fault by the Council that caused Mr X injustice. Many Departments across the Council knew of Mr X's Housing circumstances but did not refer this to the Housing Department for help and advice.</li> <li>• The Council opened a housing application in 2014 but did not make it active. It missed several opportunities to put this right and register an active application. When it did this in March 2017 Mr X made a successful bid in two months, so Mr X missed the opportunity of an earlier offer of suitable accommodation.</li> <li>• The Council failed to take a homelessness application in April 2016 and did not do so until March 2017. It is not known what the outcome of the application would have been but Mr X missed the opportunity of suitable interim accommodation and an earlier active housing application.</li> <li>• The Council wrongly stopped paying for the storage of Mr X's belongings in 2015 causing him time, trouble and distress and meaning he was without any access to his possessions.</li> </ul>			
<b>Update since 1<sup>st</sup> May 2018 Monitoring Officers report</b>			
All Councillors were sent a copy of the previous Cabinet report on 30 <sup>th</sup> May 2018.			
All LGO recommendations have been complied with and this was confirmed in writing to the LGO on 3 <sup>rd</sup> July 2018, see Appendix A. This includes a compensation payment of £9,000.			
In addition, Officers have been progressing the action plan to improve services to homeless families and this can also be found in Appendix A. The action plan focusses on improving communication and joint working between Housing Options and other parts of the Council as well as improving the information available to citizens who are homeless or threatened with homelessness.			
Some of this work has been incorporated into our preparation for the introduction of the duty to refer in October 2018 – this is a new duty requiring specified public authorities in England to notify Local Housing Authorities of service users they think may be homeless or threatened with becoming homeless in 56 days. It was brought in by the Homelessness Reduction Act 2017.			

<b>Recommendations:</b> That Cabinet note that all the LGO recommendations were implemented within agreed timescales and progress against the action plan attached which is based on lessons learnt.			
<b>Corporate Strategy alignment:</b> Empowering and Caring			
<b>City Benefits:</b> Ensures that lessons have been learnt for the service from the issues identified by the LGO			
<b>Consultation Details:</b> Not applicable			
<b>Revenue Cost</b>	£ N/A	<b>Source of Revenue Funding</b>	N/A
<b>Capital Cost</b>	£ N/A	<b>Source of Capital Funding</b>	N/A
<b>One off cost</b> <input type="checkbox"/>		<b>Ongoing cost</b> <input type="checkbox"/>	
		<b>Saving Proposal</b> <input type="checkbox"/>	
		<b>Income generation proposal</b> <input type="checkbox"/>	
<b>Required information to be completed by Financial/Legal/ICT/ HR partners:</b>			
<b>1. Finance Advice:</b> <i>Not requested</i>			
<b>Finance Business Partner:</b> N/A			
<b>2. Legal Advice:</b> The legal advice given by the Monitoring officer previously was <i>S 31 (2) of the Local Government Act 1974 provides that where a Local Commissioner reports that injustice has been caused to a person in consequence of maladministration, the report must be referred to authority concerned and the Authority has a duty to consider the report and, within the period of three months beginning with the date on which they received the report, to notify the Local Commissioner of the action which the authority have taken or propose to take. In this case, the Monitoring Officer considers that it is appropriate for this matter to be referred to the Executive of the Authority through a Cabinet meeting.</i>  Since Cabinet considered this report in May, the LGO has been informed of the actions taken by the Authority in compliance with the Authority's statutory duty. The updated report will assist Cabinet Members to satisfy themselves that all appropriate actions have now been taken.			
<b>Legal Team Leader:</b> Nancy Rollason 20 <sup>th</sup> September 2018			
<b>3. Implications on IT:</b> Not sought			
<b>IT Team Leader:</b> n/a			
<b>4. HR Advice:</b> The following advice was provided by HR for the 1 <sup>st</sup> May 2018 Cabinet report and still stands, "There are no HR implications in respect of the decision of the Ombudsman. However, it will be essential that the implications of this case are carefully considered by managers so the organisational failures identified are not repeated"			
<b>HR Partner:</b> Mark Williams 20 <sup>th</sup> April 2018			
<b>EDM Sign-off</b>	Pam Wharfe	11 <sup>th</sup> July 2018	
<b>Cabinet Member sign-off</b>	Cllr Paul Smith	10 <sup>th</sup> September 2018	
<b>CLB Sign-off</b>	Patsy Mellor	21 <sup>st</sup> August 2018	
<b>Mayor's Office sign-off (non key)</b>	Mayor's office	3 <sup>rd</sup> September 2018	

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

<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Combined Background papers</b>	<b>NO</b>
<b>Appendix J – Exempt Information</b>	<b>NO</b>
<b>Appendix K – HR advice</b>	<b>NO</b>
<b>Appendix L – ICT</b>	<b>NO</b>

**Report by the Local Government and  
Social Care Ombudsman**

**Investigation into a complaint against  
Bristol City Council  
(reference number: 16 003 575)**

**3 April 2018>**

## The Ombudsman's role

For 40 years the Ombudsman has independently and impartially investigated complaints. We effectively resolve disputes about councils and other bodies in our jurisdiction by recommending redress which is proportionate, appropriate and reasonable based on all the facts of the complaint. Our service is free of charge.

Each case which comes to the Ombudsman is different and we take the individual needs and circumstances of the person complaining to us into account when we make recommendations to remedy injustice caused by fault.

We have no legal power to force councils to follow our recommendations, but they almost always do. Some of the things we might ask a council to do are:

- > apologise
- > pay a financial remedy
- > improve its procedures so similar problems don't happen again.

## Investigation into complaint number 16 003 575 against Bristol City Council

### Contents

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How we considered this complaint .....	5
What we found .....	5
Conclusions .....	12
Decision.....	16
Recommendations .....	16

Section 30 of the 1974 Local Government Act says that a report should not normally name or identify any person. The people involved in this complaint are referred to by a letter or job role.

### Key to names used

Mr X the complainant

## Report summary

### Housing: homelessness

Mr X and his family lived in one room in a hotel with no cooking facilities from April 2014 to July 2017. Many Council Departments knew about this but did not refer to the Housing Department for help and advice. The Council opened a housing application for Mr X in 2014 for administrative purposes. It did not tell Mr X about this and Mr X could not make a new housing application. In August 2015 the Council told Mr X it would not communicate with him further about his housing situation and storage of his possessions. When the Council did register a housing application in March 2017, Mr X made a successful bid in two months. The delay in getting to this point meant Mr X missed the opportunity of an earlier offer of suitable accommodation.

The Council failed to take a homelessness application in April 2016 and did not do so until March 2017. We cannot say what the outcome of the homelessness application would have been but Mr X missed the opportunity of suitable interim accommodation and an earlier active housing application.

The Council wrongly stopped paying for the storage of Mr X's possessions in 2015 causing him time, trouble and distress and meaning he was without access to his possessions.

### Finding

Fault found causing injustice and recommendations made.

### Recommendations

During the investigation, the Council followed a recommendation from us and registered a homelessness and housing application for Mr X. It has now housed Mr X and returned his stored belongings to him. We also recommended the Council wipe off the whole contribution Mr X agreed to make for storage costs in recognition of the trouble and distress its actions caused when it stopped paying for storage. The Council has done this. We welcome the action the Council has already taken to provide a remedy for part of Mr X's complaint.

- In addition, to fully remedy the injustice caused, we recommend the Council should pay Mr X £9,000. This is £350 a month (£8,400) for a delay of at least two years in the Council taking action to help the family find suitable accommodation. The other £600 is for the delay in taking a new homeless application; and the time, trouble, frustration and distress it has caused.
- We also recommend the Council confirms to us in future it will follow the law and not automatically end its duty to store the belongings of people it has found intentionally homeless.

The Council must consider the report and confirm within three months the action it has taken or proposes to take. The Council should consider the report at its full Council, Cabinet, or other

appropriately delegated committee of elected members and we will require evidence of this. *(Local Government Act 1974, section 31(2), as amended)*

## The Complaint

1. Mr X complains Bristol City Council (the Council) will not let him register on its waiting list or make a homelessness application. He says Council housing officers refuse to see him and have offered him no assistance in finding accommodation. He says his family of five, including two children with a visual disability, live in one room in a hotel.
2. Mr X also complains about the Council's actions when it ended its duty to protect his belongings.

## Legal and administrative background

3. We investigate complaints about 'maladministration' and 'service failure'. In this report, we have used the word fault to refer to these. We must also consider whether any fault has had an adverse impact on the person making the complaint. We refer to this as 'injustice'. If there has been fault which has caused an injustice, we may suggest a remedy. *(Local Government Act 1974, sections 26(1) and 26A(1), as amended)*

## Housing Legislation

4. If a council has 'reason to believe' someone may be homeless or threatened with homelessness, it must take a homelessness application and make inquiries. The threshold for taking an application is low. The person does not have to complete a specific form or approach a particular council department. *(Housing Act 1996, section 184 and Homelessness Code of Guidance for Local Authorities paragraphs 6.2 and 6.6)*
5. When a council finds someone intentionally homeless it must provide them with advice and assistance in finding accommodation. *(Housing Act 1996, section 190)*
6. If a council believes a homeless applicant with a child under 18 is intentionally homeless, it has to invite the applicant to give consent for a referral to Children's Services. *(Housing Act 1996 section 213A)*
7. A council must provide interim accommodation while it considers a homelessness application if it has reason to believe the applicant may be homeless, eligible for assistance and in priority need. *(Housing Act 1996, section 188 and Homelessness Code of Guidance for Local Authorities, paragraphs 6.5)*
8. There is no period of disqualification if an applicant wants to make a fresh homelessness application after the council has found him or her intentionally homeless. The council has to decide if there are new facts. If there are substantive new facts the council must treat the application in the same way as any other application. If there are no new facts, or the change is trivial the council does not have to consider the new application. *(Code of Guidance paragraph 11.30)*

9. A council should advise a homeless applicant to also apply for social housing through its allocations scheme. (*Homelessness Code of Guidance for Local Authorities paragraph 6.3*)
10. Every local housing authority must publish an allocations scheme that sets out how it prioritises applicants, and its procedures for allocating housing. All allocations must be made in strict accordance with the published scheme. (*Housing Act 1996, section 166A(1) & (14)*)
11. A council must consider every housing application made to it, if it is made in accordance with the allocation scheme. (*Housing Act 1996, section 166 (3)*)
12. An allocations scheme must give reasonable preference to applicants in the following categories:
  - homeless people;
  - people in insanitary, overcrowded or unsatisfactory housing;
  - people who need to move on medical or welfare grounds;
  - people who need to move to avoid hardship to themselves or others. (*Housing Act 1996, section 166A(3)*)
13. Councils must notify applicants in writing of the following decisions and give reasons:
  - that the applicant is not eligible for an allocation;
  - that the applicant is not a qualifying person;
  - a decision not to award the applicant reasonable preference because of their unacceptable behaviour; and
  - the right to request a review of these decisions. (*Housing Act 1996, section 166A (9)*)

### **The Council's policy**

14. In 2012 the Council's allocation policy said an applicant will be relegated by one band if he has not lived six of the last twelve months in Bristol or have family in Bristol. The Council's May 2015 policy says the applicant must live continuously in the City for two years before he can join the register. Otherwise the applicant needs to show he needs to give or get support from a close relative who has lived in the City for at least two years.
15. Both policies say when an applicant with children lives in a studio or bedsit it will class the property as having no bedrooms. It will award band 1 to households who lack three bedrooms or where a member of the household has an urgent medical need related to the current housing. It will also award band 1 to applicants who in the opinion of the Rehousing Manager have an urgent need to move. It will award band 2 to households lacking two bedrooms. It will award band 3 to applicants it has found intentionally homeless or where a household member has a physical health problem that could be

helped by rehousing. The 2015 policy says the Council will place applicants who do not meet any criteria for band 1,2 or 3 in band 4.

16. When an applicant falls into more than one band the Council will place the application in the highest band and backdate the application by six months.
17. Both policies contain details of which applicants the Council excludes from the register. The 2012 policy excluded those guilty of serious anti-social behaviour. The only behaviour a council can consider serious enough for exclusion is behaviour which would entitle a council to a possession order. Under the policy before applying this exclusion the Council must ask the applicant for information. It must also tell the applicant of its decision and give them a right to ask for a review.
18. Under the 2012 policy the Council could also reduce the applicant's priority by one band in other categories including unacceptable behaviour. This carried with it the right to ask for a review. The Council could waive the relegation if the applicant had an urgent need to move. The Council did not exclude the application or reduce the priority of applicants with a debt to a private landlord.
19. The 2015 policy had a longer list of exclusions. It says the Council will not accept an application for three years if an applicant has been evicted for rent arrears and has not kept to the terms of a possession order. The applicant has the right of review within 21 days of receiving the Council's decision. The Council can waive the exclusion if the applicant has an urgent need to move.
20. Neither policy excludes someone the Council has found intentionally homeless.
21. Under the 2015 policy the Council can reduce the applicant's priority to band 4 if it believes the applicant deliberately did something to worsen their housing conditions. It will review this if there is a material change of circumstances for the household.
22. Under both policies a couple with two children aged under ten needs two bedrooms and a couple with three children need three bedrooms. The Council will only count an unborn child when assessing the size of property the applicant needs after the mother is more than 20 weeks pregnant.
23. Under both policies the applicant must renew the application annually. The Council's website says normally once a year on the anniversary of the application it will ask the applicant to log onto their account and review it. If the applicant does not do this it will cancel the application.
24. The Council operates a choice-based lettings scheme which enables housing applicants to bid for available properties which it advertises.

### **Duty to protect possessions**

25. The Housing Act 1996 defines councils' duties to the belongings of homelessness applicants. If a council has had a duty to accommodate an applicant, then, it must take reasonable steps to prevent loss of or damage to the applicant's belongings. The

council's duty to someone's belongings can continue even after it no longer has a duty to accommodate that person. This includes applicants the council has found intentionally homeless. (*Housing Act 1996 s211*)

26. The council's duty to protect belongings ends when the applicant asks the council to move his belongings to a suitable location nominated by him. If the council considers the request reasonable and informs the applicant of the consequences of his request, it can then move the belongings and its duty ends.
27. The only other way the duty ends is if the council considers there is no longer any danger the applicant's belongings could be lost or damaged. The council must notify the applicant and provide reasons for its decision. A council's reasons for ending the duty include if the applicant finds somewhere to keep their belongings or becomes able to afford the cost of storage himself. (*Housing Act 1996 s212 and Homelessness Code of Guidance for Local Authorities paragraph 20.11*)
28. A council can make a reasonable charge for protecting the applicant's belongings. (*Housing Act 1996 s211*)
29. When a council accepts a duty to protect the applicant's belongings it must take care of them and deliver them to the owner when he has reasonably requested this. (*Homelessness Code of Guidance for Local Authorities paragraph 20.8*)

## How we considered this complaint

30. We produced this report after examining relevant documents.
31. We gave the complainant and the Council a confidential draft of this report and invited them to comment before finalising the report.

## What we found

32. In 2014 Mr X, his wife and two children were homeless following an eviction from a private rented tenancy not in Bristol. The Court made the possession order on the basis the landlord had served a valid section 21 notice ending the tenancy on time grounds. The landlord agreed to drop a claim for rent arrears and Mr X agreed to drop his counter claim for disrepair.
33. Mr X has family in Bristol. In April 2014 the family moved into one room in a hotel in Bristol. Mr X put the family's belongings in a storage unit. Mr X made a homelessness application to the Council. The Council did not accept the application until June 2014. The hotel costs more than the maximum the Council can pay under the local housing allowance. The Council made up the difference in the cost from April to June 2014 with a discretionary housing payment. The Council said this was because of:

*"confusing and conflicting conversations with Bristol City Council and is provided to cover these costs until your homeless application was accepted in June".*

34. Since June 2014 Mr X has had to find the difference. He does this from benefits he receives and from borrowing. Mr X often had arrears. Since September 2016 he has mainly kept up to date with the rent by using disability benefits he receives for his children. He says because of this he cannot save enough for rent in advance and a deposit for a private tenancy.
35. In June 2014 the Council took over payment for the storage of Mr X's belongings. On 31 July 2014 Mr X signed an agreement to pay the Council £12 a month towards the costs of storing his belongings.
36. In October 2014 Mr X complained to us about the Council's delay in dealing with his homelessness application.
37. In November 2014 the hotel contacted Children's Services as it was concerned about the time the children had spent living in a hotel. Children's Services visited the family and recorded Mr X was concerned about their housing situation but hoped to move abroad soon. Mr X confirmed he and Mrs X home schooled the children. Children's Services checked with the Home Education Service, Police and Somerset Social Services.
38. In December 2014 the Council found Mr X intentionally homeless. The Council's decision letter said:

*"if you would like your application for housing to continue on the Bristol Housing Register, please complete an online application form". And*

*"We will refer your details to First Response who may wish to contact you further."*
39. First Response is the Council's Children's Services Department. We have not seen any evidence the Housing Department made a referral to Children's Services.
40. The Council says Mr X did not apply to go on its housing register. It says in June 2014 it reopened an old housing application from Mr X for administrative purposes to record it was dealing with a homelessness application. It says this was not an active application.
41. Also in December 2014 Mr X found a possible private tenancy. He asked the Council for help with rent in advance and a deposit. The Council agreed a payment of £1,000 in January 2015. Mr X says by this time he had lost the potential tenancy.
42. In January 2015 Children's Services held a strategy discussion and decided to close the case. The Council says a social worker contacted the hotel in January but Mr X had moved. At a further strategy meeting in February 2015 Children's Services decided there were no grounds for concern and no further action was needed.
43. Mr X asked the Council to review its decision he was homeless intentionally. On 26 February 2015 the Council sent Mr X a letter saying it intended to uphold its decision he was intentionally homeless and asking for any further information he wanted the Council to consider by 5 March. On 5 March 2015 the Council upheld its decision. Mr X complained he had not received the Council's letters of 26 February until 5 March and

sent information he wanted the Council to consider. The Council did not uphold his complaint and said his information would not have made a difference.

44. Mr X says he asked for advice on registering for housing. He says the officer told him he could not register for five years after the intentional homeless decision. The Council says it does not have any record of Mr X asking for advice and it has never been its policy that a finding of intentional homelessness stopped an applicant registering for housing for five years.
45. The Council wrote to Mr X and said as it had made a negative decision on his homelessness application it did not owe him any further duty under the homelessness legislation. It told him to remove his belongings from the storage by the end of April or the Council would arrange its disposal.
46. On 9 March 2015 the Council introduced a pre-qualifier on its website for housing applicants. This said if someone had been evicted in the last three years for bad behaviour or rent arrears they were unlikely to be accepted. If an applicant ticked yes to either the system prevented them from making an on-line application.
47. Mr X says he tried to make an on-line housing application. He says because he had been evicted from his last settled home and the Council had found him intentionally homeless the screen told him he was not eligible and the system did not allow him to complete the application. The Council say this would only happen if Mr X said he had been evicted for poor behaviour or rent arrears. It says if Mr X made an application it would not have accepted this due to unacceptable behaviour in Mr X's previous private tenancy.
48. In April 2015 Mr X applied for a discretionary housing payment to help with moving costs as he had found another potential private tenancy. The Council refused this. Mr X could not take up the tenancy.
49. In May 2015 the hotel made another report to Children's Services about the children living in hotels. Children's Services made enquiries of the Education Department but took no further action.
50. Mr X complained to the Council and it extended the deadline to remove his belongings to the end of May 2015 to allow Mr X to get advice. This had not formed part of Mr X's first complaint to us. However, the Council told us about the extended deadline and we passed the Council's message to Mr X.
51. Mr X received an email from the Council dated 21 May 2015 saying that from 31 May he had to pay the storage company and if he did not it might dispose of his belongings. Mr X says he had no money to pay for storage. He says he heard nothing more from the Council.
52. In June 2015 the Council stopped paying for storage. Mr X applied to the Council for a discretionary housing payment to help him pay for storage fees and the shortfall in the hotel costs. The Council refused.

53. From May 2015 Mr X complained to the Council about his housing situation and storage of his belongings. He received a stage one and a stage two response from the Council.
54. Mr X and his family continued to live in a hotel room. Every so often the hotel management asked them to leave and so they moved between hotels. The family had no cooking facilities at the hotels.
55. In June 2015 Mr X says he asked Children's Services to carry out a needs assessment. The Council says it has no record of this.
56. In August 2015 a Housing Advice Team Manager wrote to Mr X. The Manager said:
- "Please note we will not be responding to any further communication from you about your housing situation or the storage of your belongings. I am sorry to have to take such a robust approach but I feel your repeated communications leave me with no choice".*
57. Mr X says since the Council sent this letter it will not let him see a housing officer. He says he goes to the Council's citizen service points which are a one stop shop for Council services. He says he has no problem providing information through the citizen service points to other services including benefits. However, he believes the advisors see a note on its system from housing and he cannot pass information to it or make an appointment to see anyone.
58. The Council denies there is any note and says the letter is not on a shared database so was not available to the homelessness service or the citizen advice point. It says it would not record everyone that came into its citizen's service point but it does record all appointments. The Council accepts the letter should have referred to no further communication on Mr X's homelessness review and should not have used the words "housing situation".
59. In November 2015 we closed Mr X's complaint about his homelessness application.
60. Mr X says towards the end of 2015 he went to the Council to tell it his wife was pregnant with their third child. He says he was told to come back when she was 26 weeks pregnant. He says he did this in March 2016 and the citizen service point told him to put this in writing. On 3 March Mr X sent an email to the benefits enquiry address. This says:
- "My wife is now 7 months pregnant with our 3rd child. We believe that this is a change of circumstance that should lead to a new homelessness application being taken by the Council. We are currently being forced to stay within one room at a local hotel (largely at our own expense) but this would be impossible following the birth of our baby in May. We urgently request a face-to-face meeting to discuss our options and assist us in finding suitable accommodation."*
61. Mr X says he received no response to this. The Council says it does not have a record of receiving this email. It does not keep emails this long and cannot offer an explanation about what happened to it or if it received it. It says it can find no basis anyone would have told Mr X to return when his wife was 6 months pregnant.

62. In April 2016 Mr X made another application for a discretionary housing payment. In this he said how desperate the family was for accommodation. He said his wife was due to give birth in May and the hotel was then likely to ask them to leave. He said he tried to make a new homelessness application in March 2016 but this was not accepted and he was not allowed to register for housing until 2019. He said he could not afford the cost of the hotel and his debt to it was increasing and he had to borrow money. The Council turned down the application for a discretionary payment.
63. In April 2016 the Council cancelled the housing application it had reopened for Mr X in June 2014. It told us:
- “this was subsequently cancelled on 13th April 2016 following a data cleanse exercise of our applications. As Mr X had made no contact with services since 2015 the application was cancelled”.*
64. The Council says the existence of this application did not affect Mr X’s ability to register a new application on-line.
65. In May 2016 Mr X’s third child was born. Mr X says he took the birth certificate to the Council and wanted to make a new homelessness application but was refused an appointment. He says he also asked about making a housing register application because of the change in his circumstances. The Council says its Housing Benefit Department received the birth certificate in June but it does not have any record of Mr X making a housing enquiry.
66. Mr X says he tried again to register for housing on-line but the same thing happened. He said ‘yes’ when asked if he had ever been evicted and was not allowed to complete the application.
67. The Council says there is no evidence Mr X asked it for housing advice and it refused to make an appointment. It says there is no evidence Mr X tried to apply on-line. It does not keep a record of who has used the pre-application checker. It says if Mr X made an application it would not have accepted it because of Mr X’s unacceptable behaviour in his previous tenancy. It says although Mr X’s landlord gained a no fault possession order, it can look behind the reasons for this. It says as it had found him intentionally homeless it was likely to exclude him from the register for the same reasons it had found him intentionally homeless. It says before April 2016 it does not consider Mr X’s housing need so urgent as to make an exception to the policy. It says if Mr X had applied after that and it had waived his exclusion it would have placed him in band 4 for deliberately worsening his housing situation.
68. Mr X found another possible private rented property. He applied to the Council for a discretionary housing payment to cover the rent in advance and deposit. The Council refused his application and Mr X asked for a review. The Council checked with the landlord who had now let the property to someone else.
69. In July 2016 Mr X made a new complaint to us. He said the Council had refused to take a new homelessness application from him and continued to fail to provide housing

assistance. He wanted the Council to process his application and provide accommodation. He said he found it increasingly difficult to cope in the hotel with the new baby. We sent Mr X's complaint to the Council as the Council had not had a chance to deal with it.

70. Also in July 2016 Mr X discovered his new baby had a degenerative eye condition causing blindness. He told us and the Council. Mr X's baby is registered with the Council's Visual Impairment Team. The children's specialists at the eye hospital were also concerned about the family's accommodation.

71. In response to a draft of this report the Council says the Visual Impairment Team liaised with the Housing Department to support the family's need for better accommodation. We have not found any evidence of this. We have seen the Team's records of home visits and support plans and these do not mention housing. In a letter to us of February 2017 the Council said:

*"The Council received a query from Early Help in October 2016 to check if the family were known to us following an enquiry to them from Mr (X) but that has been the limit of any contact."*

72. Mr X again asked for a discretionary housing payment because he needed to move due to his son's blindness. The Council agreed it would pay Mr X a discretionary housing payment of £1,000 if he found a suitable property.

73. In September 2016 the Council responded to Mr X's complaint. It did not uphold it and said it did not have a record of receiving a homelessness application since it refused his previous one. It said:

*"in August 2015 a letter was sent to you in which it was made clear that it was the last correspondence the Council intended to send you on the matter but this falls short of declaring you vexatious".*

*"Whilst I cannot guarantee it would result in a successful application, there is nothing preventing you approaching the Council for homelessness advice."*

74. The Council accepts it should have made an appointment for Mr X to discuss his housing needs. It says if it had taken a new homelessness application it is likely it would have found him intentionally homeless due to his previous eviction for rent arrears.

75. In October 2016 Mr X resubmitted his complaint to us.

76. We asked the Council for its records of contact between Mr X and the Housing Department since January 2015; including its computer records.

77. The Council said it does not have any records of Mr X approaching the department or the customer service point for housing assistance after January 2015. It said it invited Mr X to apply for further assistance in April 2015 but he had not done so and it was not aware of his current circumstances.

78. We also asked for any letter or document Mr X provided to the Council since December 2015 and what action it took. The Council did not originally provide us with any letters or documents. Mr X provided an email receipt from the Council dated October 2015 which he says is when he told it his wife was pregnant. He also provided other email receipts from the Council.
79. The Council has since provided records of Mr X's complaint correspondence from 2015 and discretionary housing payment applications from 2016.
80. Another of Mr X's children now has a diagnosis of the same degenerative eye condition.
81. In November 2016 Children's Services started a full assessment of the family. It completed this on 6 December. Mr X found another potential private tenancy starting March 2017 but he needed £1,700 for rent in advance and a deposit. In January 2017 the Council paid him the £1,000 discretionary housing payment it agreed in July 2016. Mr X paid £350 of this as a holding deposit for the property and tried to find the other £700 he needed. Children's Services closed the case as no further action needed.
82. On 10 January 2017 the Council mistakenly suspended Mr X's housing benefit claim as an officer wrongly believed Mr X had already moved. Mr X needed money to pay the hotel and lacked the additional £700 he needed for the potential let. The Housing Benefit Department intended to rectify the mistake. However, the Council emailed Mr X on 13 February 2017 to say it had a problem with its system and although it had reinstated his claim, it had not paid it. The Council paid the claim for January and February on 28 February 2017. On 1 March 2017 Mr X emailed the Housing Benefit Department to say he had lost the prospective property because of this. He lost the holding deposit of £350.
83. In January 2017 the Council changed its on-line housing pre-qualifier. Now if an applicant says they have been evicted in the last three years for behaviour or arrears they can complete the application. They will get a message to say it is unlikely they will be accepted but a member of staff will check the application.
84. In March 2017, following a recommendation from us, the Council took a housing and homelessness application from Mr X and offered him interim accommodation. Mr X says there was no actual accommodation offered, the Council said it would arrange some. He declined this as he did not want something worse. As he had the back payment of Housing Benefit, he says he was in credit with his rent at the hotel. The Council says it made several appointments with Mr and Mrs X to get information for his homelessness application but they did not keep these.
85. On 5 April 2017 Mr X emailed the Council and said:
- "The housing application was also slightly delayed due to issues with my national insurance log in details (it seemed that your system already had an active application open for us so it took some time to reset). That said, the online application was still completed in March".*

86. In May 2017 Mr X made a successful bid for a home through his housing application and moved into this in June 2017. He withdrew his homelessness application.
87. Mr X's belongings were still in the store. He had no access to it as he did not have the keys. He says the storage company would not let him have access unless he paid the outstanding cost which was about £5,500. Mr X says he has no money to pay this and until June 2017 nowhere to store his belongings.
88. The Council has accepted that it did not properly end its duty to store Mr X's belongings in 2015. In June 2017 the Council served notice on Mr X that its duty to protect his belongings would end on 20 July as he has a home. The Council contacted the storage company about the outstanding debt. The Council negotiated payment with the storage company but said it would invoice Mr X for the full amount.
89. In August 2017 the Council paid the storage company and it returned Mr X's belongings to him.
90. In November 2017 the Council invoiced Mr X for £4,749.96 for storing his possessions. This is the whole cost and not the £12 a calendar month in the contract. In January 2018 the Council sent a reminder for this. The Council says it suggested to Mr X he could join a credit union to pay this.
91. In March 2018, following a recommendation from us, the Council waived the storage charge and removal costs.

## Conclusions

92. Guidance says the Council should advise a homelessness applicant to complete a separate application for social housing. The Housing Act says the Council must consider a housing application made to it.
93. When the Council dealt with Mr X's 2014 homelessness application it reopened an application Mr X made in 2005. The Council says this was for administrative purposes and was inactive. The Council's allocation policy makes no mention of inactive applications. It says it will assess applications. The Council should not have left the application inactive. It should either have closed it or activated it and assessed it. The failure to do so is fault.
94. The Council's homelessness decision letter of December 2014 told Mr X to complete an on-line application if he wanted his housing application to continue. However, it had not closed the application it had reopened in June 2014.
95. Mr X says an officer said he was not eligible and his attempts to register on-line failed. We cannot establish what an officer said but Mr X wrote to the Council and told it what he believed he was told and no-one from the Council gave the correct information. The Council says it cannot think of a reason anyone would tell Mr X to return when Mrs X's was six months pregnant. However, the Council would not add an unborn child to a

housing application until the mother is more than 20 weeks pregnant. We consider this provides evidence Mr X did try to seek housing advice.

96. We accept the Council's policy does not exclude those found intentionally homeless and does not have a five-year exclusion. However, Mr X's reports of his experiences when he tried to register are evidence he did make attempts to do this.
97. When the Council did register an application for Mr X in 2017, he reported an existing application caused problems as the officer had to reset the system. It appears the application the Council re-opened in 2014 would prevent Mr X making a new application.
98. The Council originally told us it had cancelled the application in 2016 because of lack of contact from Mr X and data cleansing. In 2015 Mr X contacted the Council so often about his housing situation it said it would not respond further.
99. The Council did not contact Mr X on the anniversary to renew the application. It did not tell him it had cancelled the application. If the Council had told Mr X about the application he could have asked it to assess it. The Council's failure to tell Mr X about the application it had opened and then leaving it open is fault.
100. In 2014 Mr X met the residence qualification in the Council's 2012 policy. From April 2016 he met the residence qualification the Council introduced in 2015. The Council says it would have rejected an application as Mr X's landlord had taken legal action for rent arrears. If the Council did this Mr X had the right to ask for a review. The Council must consider using its discretion. Mr X has a good case for discretion. His previous landlord did not obtain possession for rent arrears and was not given a judgement for arrears. He agreed to drop any arrears claim if Mr X dropped his claim for disrepair. Therefore the landlord had no basis on which he could recover any rent he alleged Mr X owed him. The Court had imposed no terms on the possession order so Mr X had not failed to keep to any term of the order.
101. The policy says the Council can waive this restriction if the applicant has an urgent need for accommodation. Mr X had an urgent need for accommodation as four people, including two children, living in one room, without cooking facilities. The situation worsened when another baby arrived.
102. The Council says if it had waived the exclusion in 2016 it would have placed the application in band 4. We see no grounds for this. The Council gives band 3 to applicants it has found intentionally homeless. Added to this, Mr X lived in extremely overcrowded conditions and from May 2016 had an additional disabled child. He had grounds for band 1 which the Council could have awarded.
103. Between March 2015 and January 2017 applicants whom the Council considered might be excluded from the register were prevented from registering on-line. This is against the law and the Council's policy. If the Council intends to exclude someone from the register it must give the reasons for this in writing and the applicant has a right of review. As the Council has not kept records of who used the pre-application checker we cannot know how many people the Council denied a right of review.

104. We have not seen any evidence that in December 2014 the Housing Department referred Mr X to Children's Services. This is fault as the Housing Act 1996 says the Council must do this if it has the applicant's consent. However Children's Services were aware of the family because of numerous referrals from other people.
105. It is difficult to understand why the various Council Departments involved with the family have not asked the Housing Department to assist them. It is particularly difficult to understand why Children's Services did not help the family. We understand Mr X was reluctant to tell Children's Services how hard it was for the family to cope and usually told it he had plans to move. He was concerned that to say otherwise may have unwanted consequences. However, Children's Services must consider the needs of the children. The government says the Council should not use bed and breakfast for homeless families with children for more than six weeks because of the impact on the children. The Council did not place Mr X in the hotel. However, when Children's Services received the first referral the family had already lived in the hotel for seven months. Children's Services received several referrals in 2015 and 2016, a new disabled baby arrived and another child developed a disability. The family was still in a hotel despite Mr X's attempts to resolve this. Children's Services is at fault for failing to carry out a full assessment sooner and for failing to address the accommodation needs of the children.
106. In 2017 the Council told us it was not aware of Mr X's circumstances. It was aware. Mr X made many applications for discretionary housing payments to try and resolve his housing problems and explained his circumstances. The Benefits Department knew of Mr X's circumstances. Children's Services knew of his circumstances as did Education and the Visual Impairment Team. That none of these Departments made a referral to Housing is fault.
107. We have not seen any evidence the Housing Department provided advice and assistance to Mr X after it found him intentionally homeless in 2015. The Benefits Department twice provided payments towards rent in advance and a deposit for a private tenancy. Sadly by the time it made one offer Mr X had lost the opportunity of the tenancy and the second offer was less than the money he needed. The Benefits Department also refused several other discretionary housing payment applications but did not refer Mr X to where he could get advice to resolve his housing situation.
108. A homelessness application does not have to be made on a form or to a particular department. We cannot know what happened to the email Mr X sent to the Council in March 2016. The Council did know Mr X wanted to make a new homelessness application because of the new baby. We or Mr X told it this in April, May and July 2016. The Council did not arrange to take a new application and so did not offer him interim accommodation.
109. In September 2016 the Council told Mr X nothing prevented him approaching the Council for housing advice. Mr X says the Council would not make an appointment for him to see a housing officer. The Council does not accept this. On the balance of probabilities, we accept Mr X tried to make appointments with the Housing Department but it refused. With a new baby due and four people already living in one room, it is highly likely Mr X did try to talk to the Housing Department. The Council only keeps records of appointments, not

people who ask for one. In August 2015 the Council told Mr X it would not communicate with him about his housing situation. Because of this, if Mr X went to the customer service point and asked for an appointment with a housing officer, even if the customer services point had no knowledge of the August 2015 letter, it is likely the Housing Department refused this request. If the Council did not make an appointment it would not have a record of this.

110. The Council did not take a homelessness application from Mr X until March 2017. The delay in taking a homeless application is fault. We do not know what decision the Council would have made on the application. The Council says Mr X refused interim accommodation in March 2017. This does not mean he would have refused it earlier. In March 2017 he was in credit with his rent to the hotel and now had an active housing application. Also if the Council had taken a homelessness application in Spring 2016, it would also have registered a housing application for Mr X.
111. The Housing Act specifies the Council's duties to protect an applicant's personal belongings include those it has found intentionally homeless. A finding of intentional homelessness does not end the Council's duty to protect belongings.
112. Before June 2017 Mr X had not asked the Council to return his belongings. The Council had not decided there was no longer any danger to Mr X's belongings and provided him with reasons. The Council still had a duty to protect Mr X's belongings and it was at fault for the way it tried to end the duty and for stopping payment. In August 2015 it refused to communicate further with Mr X about his stored belongings. It is fortunate the storage company has shown patience as it could have disposed of Mr X's belongings for the debt owed to it. The Council now accepts it did not end the storage duty properly in 2015. It returned Mr X's belongings to him in August 2017.
113. The Council invoiced Mr X for the full amount owing to the storage company. It cannot do this. Its agreement with Mr X was he would pay £12 a month. The Council has not reassessed Mr X's ability to contribute or made a new agreement with him. It is fault by the Council to charge more for storage that what it had agreed.

### ***Injustice***

114. If the Council had activated Mr X's 2014 housing application or even contacted him about it, it is likely the Council would have assessed an application and allowed Mr X to bid for property. When the Council did assess an application from Mr X in March 2017, he made a successful bid within two months because of his high priority. We conclude from this that Mr X missed the opportunity of an earlier offer of suitable settled accommodation and spent longer than necessary in the cramped hotel room. On the balance of probabilities if the Council had properly assessed an application from Mr X in 2014 he would have made a successful bid within 12 months.
115. If Mr X had received an earlier offer of social housing he would not have paid so much himself towards the rent. He would not have had to borrow money or from mid 2016 use his children's disability benefits to make up the shortfall in the cost of the hotel.

116. The failure of the Departments who did know about Mr X's housing but did nothing about it also caused delay in providing suitable, settled accommodation for the family. Children's Services were aware of the situation in November 2014.
117. The delay in taking a homelessness application meant Mr X missed the opportunity of moving to more suitable interim accommodation. It also meant he missed another opportunity to make a housing application.
118. The way the Council tried to end its duty to store Mr X's belongings in 2015 caused him injustice. He was put to unnecessary time and trouble. He suffered the frustration of the Council refusing to talk to him about the situation. He had to constantly negotiate with the storage company. He had no access to his belongings while in the hotel. He did not get his belongings back until two months after he moved into his new home and so had to live without some furniture.

## Decision

119. There was fault by the Council that caused Mr X injustice. Many Departments across the Council knew of Mr X's appalling housing circumstances but did not refer this to the Housing Department for help and advice. The Council opened a housing application in 2014 but did not make it active. It missed several opportunities to put this right and register an active application. When it did this in March 2017 Mr X made a successful bid in two months, so Mr X missed the opportunity of an earlier offer of suitable accommodation.
120. The Council failed to take a homelessness application in April 2016 and did not do so until March 2017. We cannot say what the outcome of the application would have been but Mr X missed the opportunity of suitable interim accommodation and an earlier active housing application.
121. The Council wrongly stopped paying for the storage of Mr X's belongings in 2015 causing him time, trouble and distress and meaning he was without any access to his possessions.

## Recommendations

122. During our investigation, the Council followed a recommendation from us and registered a homelessness and housing application for Mr X. It has now housed Mr X and returned his stored belongings to him. We also recommended the Council wipe off the whole contribution Mr X agreed to make for storage costs in recognition of the trouble and distress its actions caused when it stopped paying for storage. The Council has done this.
123. We welcome the action the Council has already taken to provide a remedy for part of Mr X's complaint.
124. In addition, to fully remedy the injustice caused, we recommend within three months the Council should pay Mr X £9,000. This is £350 a month (£8,400) for a delay of at least two years in the Council taking action to help the family find suitable accommodation. The

other £600 is for the delay in taking a new homelessness application; and the time, trouble, frustration and distress it has caused.

125. We also recommend the Council confirms to us in future it will follow the law and not automatically end its duty to store the belongings of people it has found intentionally homeless.
126. The Council must consider the report and confirm within three months the action it has taken or proposes to take. The Council should consider the report at its full Council, Cabinet or other appropriately delegated committee of elected members and we will require evidence of this. (*Local Government Act 1974, section 31(2), as amended*)

Appendix A – Copy of table sent to Local Government Ombudsman on 3<sup>rd</sup> July 2018

Action	Deadline	Completed	Evidence
1. Place two public notice announcements in local newspapers/newspaper websites and make paper copies available at one or more offices.	28 April 2018	17 <sup>th</sup> and 19 <sup>th</sup> April 2018	The notice (attached) has appeared in The Metro (Bristol edition) on 17 <sup>th</sup> April 2018 and in The Post on Thursday 19 <sup>th</sup> . Copies have been made available in our Citizen Service Point from 18 <sup>th</sup> April. Instruction to staff are that anyone who requests a copy will be given a photocopy free of charge
2. Full Council, Cabinet or other appropriately delegated committee of elected members to consider the report and confirm the action the Council has taken or proposes to take.	As soon as possible	1 <sup>st</sup> May 2018 Cabinet	<a href="https://democracy.bristol.gov.uk/ieListDocuments.aspx?CId=135&amp;Mid=3089&amp;Ver=4">https://democracy.bristol.gov.uk/ieListDocuments.aspx?CId=135&amp;Mid=3089&amp;Ver=4</a>  Please see Item 15 on the agenda.
3. Pay Mr X £9,000. This is £350 a month (£8,400) for a delay of at least two years in the Council taking action to help the family find suitable accommodation. The other £600 is for the delay in taking a new homelessness application; and the time, trouble, frustration and distress it has caused.	3 July 2018	Bank transfer sent 12 <sup>th</sup> April 2018	Mr X confirmed he had received the £9,000 payment when he met the Director of Homes and Landlord Services on 29 <sup>th</sup> April 2018. Please see attached remittance advice.
4. Confirm to the LGO that in future the Council will follow the law and not automatically end its duty to store the belongings of people it has found intentionally homeless.	3 July 2018	3 <sup>rd</sup> July 2018	Confirmed in letter to Ombudsman dated 3 <sup>rd</sup> July 2018

Appendix A – Copy of table sent to Local Government Ombudsman on 3<sup>rd</sup> July 2018

Action	Deadline	Completed	Evidence
<p>5. Send a formal written response to the LGO explaining what steps have been taken to comply with the recommendations in the report (with evidence) and provide evidence that the report has been considered by elected members as outlined above.</p>	<p>3 July 2018</p>	<p>3<sup>rd</sup> July 2018</p>	<p>In addition to meeting the above recommendations we will be taking a further report on the wider implications of this case to Cabinet in September 2018. An action plan looking at the wider issues is attached</p>

**Appendix A - Action Plan to Improve Services to Homeless Families – in Response to the LGSCO Report (reference number 16 003 575)**

Actions in Progress	Lead responsibility	Date	Update/ Completed
1. Review the protocol for joint working between Housing Options and Children’s Services to ensure it sets out clear and up to date processes for inter-service referrals and joint working	Head of Housing Options and Deputy Director Children’s Services	September 2018	Protocol between Family in Focus and Housing Options has been reviewed. To be updated and shared.
2. Deliver briefings on homelessness prevention, the council’s responsibilities to homeless households, referral mechanisms and processes for joint working to teams across Children’s Services (including Families in Focus, the Disabled Children’s Service and Home Schooling Team) and the Benefits Team	Head of Housing Options and Deputy Director Children’s Services	May - September 2018	Briefings to Families in focus and Education DMT. Other briefings booked in. Additional work will be done as part of preparation for public bodies duty to refer when household threatened with homelessness  <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/573129/161128_-_Policy_Factsheets_-_Duty_to_Refer.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/573129/161128_-_Policy_Factsheets_-_Duty_to_Refer.pdf</a>
3. Produce written guidance for the Benefits Team and other services that summarises the learning from this investigation report and confirms the process for referral to Housing Options (specifically to the Homelessness Prevention team)	Homelessness Prevention Team Manager	September 2018	Guidance for referring is being drafted as part of preparation for duty to refer
4. Launch new website content that expands information available to members of the public and professionals about where and how to seek help to prevent and resolve homelessness	Homelessness Prevention Team Manager	April 2018	April 2018

<b>Actions Completed Prior to Publication of LGSCO Report</b>	<b>Lead Responsibility</b>	<b>Date</b>
1. Storage of a homeless household's possessions : legal clarification has resulted in confirmation that when we agree to make arrangements to store furniture or belongings for households under the homelessness legislation that storage is not automatically ended as a result of an intentionally homelessness decision being made	Homelessness Prevention Team Manager	November 2017
2. Briefings to service working with children and families to ensure awareness of the council's responsibilities to homeless households, referral mechanisms and accessing Homechoice Bristol	Head of Housing Options	Ongoing : quarterly and as required
3. Covering the cost of the family's storage and removals throughout the period of homelessness	Head of Housing Options	December 2017
4. Facilitating renewed contact with the household, enabling access to Homechoice and re-assessing the priority for social housing, resulting in the family being rehoused by Bristol City Council	Homelessness Prevention Team Manager	March – June 2017
5. Amending the pre-qualifier questionnaire on the council website so that people declaring rent arrears or anti-social behaviour are not prevented from proceeding to a full Homechoice application	Housing Supply Manager	January 2017

# Decision Pathway – Report

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**PURPOSE:** For reference

**MEETING:** Cabinet

**DATE:** 02 October 2018

<b>TITLE</b>	<b>Library Strategy</b>		
<b>Ward(s)</b>	All		
<b>Author:</b>	<b>Kate Murray</b>	<b>Job title:</b>	<b>Head of Libraries</b>
<b>Cabinet lead:</b>	<b>Councillor Asher Craig</b>	<b>Executive Director lead:</b>	<b>Patsy Mellor</b>
<b>Proposal origin:</b> Councillor			
<b>Decision maker:</b> Cabinet Member			
<b>Decision forum:</b> Cabinet			
<b>Purpose of Report:</b>			
<ul style="list-style-type: none"> <li>• To approve the development of a library strategy that will include a vision and a development plan for the service.</li> <li>• To note ongoing community conversations around all 27 Libraries to inform the strategy and inform how we develop sustainable libraries for the future.</li> </ul>			
<b>Evidence Base:</b>			
<p>At the July 2018 cabinet it was confirmed that Bristol City Council will continue to manage all existing 27 libraries across the city with the current locations, library staff and opening hours with the existing budget.</p> <p>It has been acknowledged both internally and with external consultants that the service has no strategic plan for development and this period of stability is an ideal opportunity to test and refresh the vision agreed in the September 2015 cabinet and create a longer term library strategy.</p> <p>Subject to approval at cabinet, work will begin in October 2018 with a library strategy to be produced in April 2019.</p> <p>The library strategy will take into consideration all the feedback from the 2017 Your Neighbourhood consultation, the subsequent meetings and conversations and ongoing interest from organisations and groups. It will also reference the ongoing conversations with academic institutions, supporters and funding bodies that have interest in Bristol and the service.</p> <p>As part of the strategy we will consider whether the current library sites are the most suitable in local locations, including the Central Library, looking at how best to maximise city assets. Any relocation would be subject to a proper understanding of the costs versus the benefits.</p> <p>The strategy will have a strong element of co-production as its development will run in parallel with the proposed community engagement. It is likely to include opportunities for extending digital access in libraries and consideration of how to modernise libraries.</p> <p>The strategy will contain a vision for the service, an explanation of what a future service for Bristol could be, and a development plan leading to a service that is sustainable and more community focused. Libraries are already a natural community hub, bringing people and communities together in a free and welcoming space. We will explore that more can be added to these sites and library services. There were many suggestions and proposals put forward</p>			

in the consultation and in subsequent discussions. We are now in a position to look in detail at local ideas and solutions and these suggestions will form the basis of the community conversations, where we will consider community led solutions for extending the service and building use for a more sustainable service in the future. As there is no current strategy or development plan, these initial conversations will aid the development of library strategy. We will also use any engagement with Communities Scrutiny to shape the development of the strategy.

**Recommendations:**

1. To approve the development of a library strategy
2. To note ongoing community conversations around all 27 Libraries
3. To approve the allocation of resources (up to £359K) to support ongoing community conversations and strategy development.
4. To note the commencement of a library technology review which will include the procurement of replacement self-service kiosks, and revision of all existing contracts

**Corporate Strategy alignment: From the Corporate Plan:**

EC4 Prioritise community development and enable people to support their community.

**City Benefits:** EC4 Prioritise community development and enable people to support their community

**Consultation Details:** Citywide Your Neighbourhood Consultation June – Sept 2017 - Appendix B, public meetings, staff meetings, Scrutiny Task and Finish Group August to October 2017 and January – April 2018, Friends Groups and Campaigners meetings, Executive Board and Political Cabinet

<b>Revenue Cost</b>	Up to £359k	<b>Source of Revenue Funding</b>	Earmarked Reserve BX138
<b>Capital Cost</b>	N/A	<b>Source of Capital Funding</b>	N/A
<b>One off cost</b> <input checked="" type="checkbox"/>	<b>Ongoing cost</b> <input type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

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

**1. Finance Advice:** This paper requests approval to commence the development of a Library strategy. This activity may require project management expertise and it is requested that the cost of such resource (up to £359k) be funded from an Earmarked Reserve (BX138 - created from a one-off Libraries underspend in 17/18 and confirmed as holding £359k).

This latest proposal is not intended in itself to generate any savings.

It continues to be the case that the existing Libraries savings target for 18/19 will be covered from the Mayoral Consultation Reserve. Savings targets for 19/20 and thereafter will be considered as part of the refresh of the medium term financial plan and 2019/20 budget process to be considered by Council in February 2019.

**Finance Business Partner:** Jemma Prince, 13/8/18

**2. Legal Advice:** Whilst the formation of a library strategy does not have any direct legal implications the service should take legal advice on the need for appropriate and proportionate consultation on any service changes and compliance with the public sector equality duty.

**Legal Team Leader:** Sarah Sharland, Senior Solicitor, 18/7/18

**3. Implications on ICT:** A technology review is a noted element of the proposal; therefore it is essential that IT Services continue to be engaged, via Change Services, in the development and implementation of these proposals. Ongoing support arrangements will also need to be factored into implementation plans.

**ICT Team Leader:** Ian Gale, 13/7/18

**4. HR Advice:** Whilst the formation of a library strategy does not have any direct HR implementations, the service is advised to ensure staff are engaged where appropriate, in the formation of the strategy. Any subsequent review relating to workforce or working arrangements would need to be implemented via a managing change process, in accordance with the council's HR policies.

<b>HR Partner:</b> Celia Williams, People and Culture HR Business Partner, 16/7/18		
<b>PR officer:</b> Kirsty Stilwell, Senior Public Relations Officer, 16/7/18		
<b>EDM Sign-off</b>	Patsy Mellor	8/8/18
<b>Cabinet Member sign-off</b>	Councillor Asher Craig	9/8/18
<b>CLB Sign-off</b>	Mike Jackson	21/8/18
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	3/9/18

<b>Appendix A – Further essential background / detail on the proposal</b>	<b>YES</b>
<b>Appendix B – Details of consultation carried out - <a href="https://www.bristol.gov.uk/documents/20182/1188753/Your+neighbourhood+2017/290ab75f-ff03-f4aa-3171-e657bda871b8">https://www.bristol.gov.uk/documents/20182/1188753/Your+neighbourhood+2017/290ab75f-ff03-f4aa-3171-e657bda871b8</a></b>	<b>YES</b>
<b>Appendix C – Summary of any engagement with scrutiny – Report of the Task and Finish Group on Libraries <a href="https://democracy.bristol.gov.uk/documents/s16989/Appendix%20A%20Draft%20Report%20Libraries%20Task%20and%20Finish%20Group%20v4.pdf">https://democracy.bristol.gov.uk/documents/s16989/Appendix%20A%20Draft%20Report%20Libraries%20Task%20and%20Finish%20Group%20v4.pdf</a></b>	<b>YES</b>
<b>Appendix D – Risk assessment</b>	<b>NO</b>
<b>Appendix E – Equalities screening – Service and staff</b>	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>YES</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Combined Background papers</b>	
<b>Appendix J – Exempt Information</b>	<b>NO</b>
<b>Appendix K – HR advice</b>	<b>NO</b>
<b>Appendix L – ICT</b>	<b>NO</b>

## Appendix A

### Community Engagement

1. The confirmation of a council run library service offers a window of opportunity for essential conversations with local communities. It is vital that the service and the communities use this period to work together to pilot new approaches, extend the current services offered from the building, maximise use of the buildings and explore new partnerships. This is a different approach to the previous proposal and will be led by community needs and solutions. We trust that communities are best placed to coproduce a future service that works for them.
2. Whilst the longer term future is uncertain (as for many council services), this opportunity to explore change will lead to a more community involved service that is more resilient and able to adapt to future scenarios. We will also use this time to understand future needs of local communities and develop a strategy to adapt to changed reading and usage habits.
3. We propose to begin local community engagement around all 27 library sites from October 2018, to discuss the library buildings and services, other neighbourhood assets, local needs, ideas previously presented and new ideas. We will aim to talk to all 27 communities initially to inform the strategy and then develop a more phased approach for future in depth return conversations. There will be council officer support for communities to further any suggestions or turn ideas into pilot projects.
4. These conversations will include local councillors and community organisations. They will form a basis for ongoing engagement, the potential formulation of more Friends Groups and will explore how the library service and buildings can be extended by community-led use. We will be clear to the community if there are any constraints to consider, such as insurance, lease agreements and any legal issues. We will aim to involve current and potential users of the service and space and are keen to involve the Youth Mayors.
5. We have a wealth of information from the 2015 library consultations and the 2017 Your Neighbourhood Consultation. We also had suggestions and proposals as part of the consultation in 2017. We will use this as the basis for starting the community conversations. We will support this work by using council project resources that will help facilitate conversations across communities and partners. Engagement will be supported by research of what others are doing outside of Bristol, and what may be possible in Bristol. We will compliment this work with internal discussions to take advantage of any Property or service developments in local neighbourhoods.
6. Library staff will be involved at a local library level as they have valuable professional knowledge of the service, and the needs of their local communities and citizens.
7. We are aware that the communities have experienced a lot of recent consultation about the service and want to be very clear that the community conversations are not assessments or based around any criteria. They will not be based around savings targets. We are very interested in exploring in more depth the ideas and suggestions already presented, as well as

any new ideas. It is intended that these will supplement or enhance the existing library service, and will be community led. We imagine each community conversation may be different.

8. We recognise that this work will take some time to complete and will aim to work with all communities equally in the first phase to inform the strategy, and then in a more detailed way in the second phase. We will undertake a phased approach as we can pilot projects and pass on the lessons learnt to other areas, so will prioritise library development as some ideas and plans may be more formed than others. They may be existing interest and groups that can form part of a first pilot. This will reflect community readiness. However, conversations will happen in all existing library locations. The work will be flexible and iterative so as not to lose opportunities that may arise from wider developments in local areas and other, as yet unknown, property changes.
9. The existing Libraries savings target for 18/19 will be covered from reserves and savings targets for 19/20 and thereafter will be considered as part of the refresh of the medium term financial plan and 2019/20 budget process in February 2019. The budget has not increased nor has any capital funds been granted. Therefore the community conversations will be held in an honest and pragmatic way - with the service being clear about what is possible within that budget. Any savings which may be realised will be reinvested in the service, in this three year time period.

#### Technology Review

10. The library service is supported by a range of technology – from the free public computers and booking systems to the self-service kiosks - and we now need to ensure that all the contracts are compliant with a longer term strategy for the service and procurement policies for the council. This will begin with work on a mandate to review all the technology contracts, assisted by the Project Management officers.
11. The library service offers a service over 7 days and needs to have resilient systems in place that are supported as a frontline service for the council. The current support is only weekdays. We will consider this as part of the technology review.

#### Continuous Service Development

12. The library service will continue to identify and deliver service improvements as business as usual and will begin by a change of shelving in Bedminster Library, which is likely to mean a short-term closure, and a revision of the layout in the Central Library.
13. We will investigate and then implement a way to improve the Central Library opening hours. We have extensive feedback on usage patterns and customer and staff comments on the impact on the service, since April 2016, when the hours were reduced. If implemented this may enhance digital inclusion with more access to the more than 50 free public computers held at Central. This will be within the existing revenue service budget.

14. We will investigate and implement increases in some priority branch opening hours to improve access for current and potential customers. This will be within the revenue budget. The priority sites will be those whose current hours are more inconsistent and have evidence through usage that an increase would increase access.
15. The provision of additional hours to the service will not impact or delay the community conversation but run parallel to it. Following the 25% reduction in opening hours in April 2016, initially borrowing and visits decreased, but not as a percentage, as much as opening hours. However, we are now seeing a further reduction in borrowing and visits as usage patterns settle after the April 2016 change. There has been no significant change to our service or to our stock offer during this period, but the change in opening hours has reduced access to almost all of our libraries. Therefore we anticipate that the addition of extra opening hours will increase use of the service.
16. We will continue to explore new partnerships and digital pilots to enhance the service, working with established and new partners who have come forward during this period of review.

#### 2017 “Your Neighbourhood” Consultation

17. In the 2017 Your Neighbourhoods consultation, the service originally asked two questions; question 1 asked respondents about their preference for three options for which ten libraries should continue to be run by Bristol City Council; question 2 was a free text question which invited any other feedback on the changes to Bristol Libraries, including suggestions of a different way forward. The full report is available at the link in Appendix B.
18. There were 3,749 responses to the Your Neighbourhoods survey. 93% of these filled in the section about libraries.
19. Of 3,473 people who responded to the libraries consultation, 2,132 people (61%) selected a preferred option of the three libraries options proposed. 286 (13% of those who selected an option) of these also expressed a dislike of all three options in the free text response. A further 1,341 respondents (39% of 3,473 library respondents) provided free text comments - mostly expressing concern and / or alternative suggestions for running the future library service - but did not select a preferred option in question 1. 816 (almost two-thirds of the 1,341) explicitly stated that they did not support any of the three options.
20. The library service wants to respond to the outcome of the above consultation, subsequent discussions with campaigners and members and the changed financial position from Cabinet in July 2018, where the savings target originally set at £1.4m, was removed to allow for the community conversations to happen and be implemented.

**ENDS**

## Bristol City Council Equality Impact Assessment Form



Name of proposal	Library Strategy - Service Impact
Directorate and Service Area	Communities, Libraries
Name of Lead Officer	Kate Murray

### Step 1: What is the proposal?

#### 1.1 What is the proposal?

##### Background

Due to increasing constraints on financial resources, Bristol City Council needed to make significant budget savings in order to avoid a projected shortfall of £92M a year from 2017. Following the consultation on budget proposals at the end of 2016, a budget saving for Bristol Libraries was agreed by Bristol's Full Council in February 2017. This proposal was that the budget of £4.66M for Bristol Libraries would reduce by a total of £1.4M over three years from April 2017. This would have reduced the budget for Libraries by approximately 30%.

In February 2017, the budget proposals were agreed at Full Council, and this included the proposal that £1.4M would be saved from the Library Service budget. Between June and September 2017, as part of the Your Neighbourhood consultation, we consulted citizens, stakeholders and staff on proposals to reduce the number of Council-run libraries, while meeting our statutory duty to ensure the City of Bristol has a "comprehensive and efficient" library service. The library service is statutory which means that Bristol City Council has to ensure that a library service is provided in Bristol.

##### Revised Proposal – July 2018

Following consideration of all the feedback a revised proposal was confirmed at the July 2018 Cabinet meeting. It was confirmed that Bristol City Council will continue to manage 27 libraries, with the existing budget, staff resources and opening hours.

### October 2018 proposal

The recommendations to Cabinet in October 2018 are as follows:

- To approve the development of a library strategy
- To delegate authority to the relevant Executive Director to approve the strategy in conjunction with the S151 Officer and in discussion with the Cabinet lead for Libraries
- To note ongoing community conversations around all 27 Libraries
- To approve the allocation of resources (up to £359K) to support ongoing community conversations and strategy development.
- To note the commencement of a library technology review which will include the procurement of replacement self-service kiosks, and revision of all existing contracts

## **Step 2: What information do we have?**

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

The library service is a universal service and available to all; therefore people across the city could be affected by the proposals, whether or not they currently regularly use the library service.

We have city-wide data from the 2011 Census which includes: age; disability; sex; ethnicity; religion

We also have age data available from our library membership database.

In 2014, during our previous library service redesign work, we captured information from our consultation work with various equalities groups. This gives us valuable insights into the type of impact that changes to the library service are likely to have on individuals in these groups.

There are other sources of factual information about people with protected characteristics in Bristol which might have implications for future library proposals, and we would be mindful of these as this EqlA is updated:

- “The population of Bristol is now almost 450,000 people and has grown at a faster rate than nationally, especially in the inner city. The population is relatively young with a high but falling birth rate, but there

has been an increase in older people in the North and West inner locality. The city is increasingly diverse especially amongst children, and Somalia and Poland are the most common countries of origin for non-UK born mothers.”

(Bristol JSNA: <https://www.bristol.gov.uk/policies-plans-strategies/jsna-data-profile>)

- “The population is projected to increase 10.4% to 488,500 by 2024. The child population is projected to rise 16.2% by 2024 (13,400 more children). The proportion of older people is lower than nationally but is now rising, mainly in the North & West (inner) - Projected to be 7,700 additional people 65 & over by 2024, a 13.1% rise.”

(Bristol JSNA: <https://www.bristol.gov.uk/policies-plans-strategies/jsna-data-profile>)

- 52% satisfied with libraries (48% for most deprived areas); 28% with a limiting illness, health problem or disability (45% in most deprived areas).

(<https://www.bristol.gov.uk/documents/20182/33896/Quality+of+Life+survey+2017-18+report+%28final%29.pdf/502d1c1d-24b0-5df5-a3f0-25734bd782af>)

- The population of Bristol has become increasingly diverse and some local communities have changed significantly. There are now at least 45 religions, at least 180 countries of birth and at least 91 main languages spoken. The proportion of the population who are not ‘White British’ increased from 12% (2001) to 22% (2011).

(<https://www.bristol.gov.uk/documents/20182/32947/State+of+Bristol+Key+Facts+2017-18/94b14c82-b664-0f5f-4487-8623f4be9ae6>)

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

We don’t hold city-wide, general population data on sexual orientation, gender reassignment or pregnancy/maternity, though we do have estimated figures for LGB and Transgender people in Bristol.

We don’t currently hold equalities data on library members apart from age.

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

The Your Neighbourhood consultation was a city-wide consultation that

received 3,749 responses, 3,473 of which were in relation to the library service proposals. Among these responses we have feedback both from people with protected characteristics and from people concerned about those with protected characteristics. During the consultation period there were also 8 public meetings, as well as more focussed meetings with equalities groups.

### Step 3: Who might the proposal impact?

#### 3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?

We do not believe that the proposals for Cabinet in October 2018, in themselves, have any potentially adverse impacts on people with protected characteristics.

The proposed community conversations area likely to lead to changes to the library service, though it is hoped that these changes will mean enhancements to the service provided. Where there is potential for any future changes to impact adversely on people with protected characteristics, this EqIA will be updated to reflect those considerations.

During the Libraries for the Future consultations in 2014 and 2015 and the Your Neighbourhoods consultation in 2017, we had feedback from many people with protected characteristics via the surveys and at face-to-face meetings. The dominant themes from this feedback that are likely to be most impacted by any future changes to the library service are as follows:

Equalities group	Requirements
Older people	<ul style="list-style-type: none"> <li>• Easy access and proximity to the home</li> <li>• Continued access to book lending</li> <li>• A safe, physical space to spend time around other people and engage in the community, which is nonetheless not overly noisy</li> <li>• Access to information about events and neighbourhood news</li> <li>• Access to ICT facilities, and help to use them</li> <li>• Libraries on bus routes</li> </ul>
Younger people	<ul style="list-style-type: none"> <li>• Easy access via public transport or walking, including from universities, schools and</li> </ul>

	<p>colleges</p> <ul style="list-style-type: none"> <li>• Study / work space, preferably quiet</li> <li>• Modern, welcoming venues for meeting other people</li> <li>• Access to ICT facilities, particularly wifi and computers for study/homework</li> <li>• Access to books for homework</li> <li>• A place to go that gives independence</li> <li>• Access to a wide range of books to read</li> </ul>
BME people	<ul style="list-style-type: none"> <li>• Libraries that function as spaces to socialise with friends and colleagues</li> <li>• Connections between libraries and other organisations / services within the community</li> <li>• Modern, welcoming buildings</li> <li>• Culturally relevant stock</li> <li>• Books and courses for people with English as a second language</li> <li>• Libraries are good for social cohesion</li> </ul>
Disabled people	<ul style="list-style-type: none"> <li>• Good accessibility into and within building, and accessible facilities (e.g. signage, toilets)</li> <li>• Large print and audio books and assistive/accessible ICT services</li> <li>• Easy parking / transport</li> <li>• A safe space to visit, to reduce social isolation and increase access to events</li> <li>• Co-location with other services</li> <li>• Staff to help with advice and services</li> <li>• Near to home – not too far to travel</li> </ul>

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

The work resulting from these proposals (if agreed) may bring changes to the library service, but these changes are currently unknown. As plans for changes to libraries develop, this EqIA will be updated with any potential adverse impacts considered for mitigation of justification.

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

The work resulting from these proposals (if agreed) may bring enhancements to the library service, and therefore benefits to library users, but these changes are currently unknown. As plans for changes to libraries develop, this EqIA will be updated with any potential adverse impacts considered for mitigation of justification.

**3.4 Can they be maximised? If so, how?**

As above.

**Step 4: So what?**

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

It is expected that as the library strategy and community conversation proceeds, more details about the possible changes to the library service will become clear.

The EqIA will be updated to reflect possible impacts as the potential changes to the service are clarified, and these updates will, in turn, inform the proposals.

**4.2 What actions have been identified going forward?**

In early 2019 we plan to develop a customer survey which will enable us to capture improved equalities data of our current library users. We can then use this data to inform this EqIA.

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

This will be considered once the details of future changes are more defined.

Service Director Sign-Off:

Equalities Officer Sign Off:

	 Duncan Fleming
Date: 06/08/2018	Date: 19/7/2018

## Bristol City Council Equality Impact Assessment Form



Name of proposal	Library Strategy - proposals Staff impact October 2018
Directorate and Service Area	Communities
Name of Lead Officer	Kate Murray

### Step 1: What is the proposal?

#### 1.1 What is the proposal?

##### Background

Due to increasing constraints on financial resources, Bristol City Council needed to make significant budget savings in order to avoid a projected shortfall of £92M a year from 2017. Following the consultation on budget proposals at the end of 2016, a budget saving for Bristol Libraries was agreed by Bristol's Full Council in February 2017. This proposal is that the budget for Bristol Libraries will reduce by a total of £1.4M over three years from April 2017. This will reduce the budget for Libraries by approximately 30%.

In the previous review of 2014/2015, we had an extensive citywide consultation about libraries and we have learned a lot from that feedback, which is still helpful. Since then we have reviewed the effect of those changes with the staff and through the Citizens' Panel. The Citizens' Panel is a group of around 2,000 residents who reflect the diversity of the city and regularly answer a range of consultations. We also have customer and staff feedback about the opening hours. We will also be using what we've learned from that feedback in this review.

In February 2017, the budget proposals were agreed at Full Council, and this included the proposal that £1.4M would be saved from the Library Service budget. Between June and September 2017, as part of the Neighbourhoods consultation, we consulted citizens, stakeholders and staff on proposals to reduce the number of Council-run libraries, while meeting our statutory duty to ensure the City of Bristol has a "comprehensive and efficient" library service. The library service is statutory which means that Bristol City Council has to ensure that a library service is provided in Bristol.

### Revised Proposal – July 2018

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- To note the commencement of a library technology review which will include the procurement of replacement self-service kiosks, and revision of all existing contracts

**This EQIA concerns the staff impact.**

## **Step 2: What information do we have?**

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

At this time, the extent of any impact as a result of the recommendations in this cabinet paper is difficult to judge. If approved, the work that will follow the recommendations will lead to this EqIA being updated as impact becomes clearer.

We currently have an establishment of 110.77 FTE in the library service. As of 18 July 2018, we have 100.49 FTE currently employed, of which 16.09 FTE are FTCs which is 16.01% of the total staff. Some FTC are reaching the two year limit of employment.

The library service has a higher than average number of women, with many working part time shifts, due to the nature of the current opening hours' patterns in libraries. We will look to follow best practice Council process to

mitigate negative impacts wherever possible and this EqIA will be updated as necessary.

From the diversity information held on the HR system we have the following data from April 2018:

	All staff in post (Permanent & Fixed Term, not Casuals)	Permanent staff (who will be affected by Managing Change)
Gender	Female – 76.9% Male – 23.1%	Female – 77.5% Male – 22.5%
Ethnicity	White British – 82.6% BME background – 14.9% No data – 2.5%	White British – 86.2% BME background – 11.5% No data – 2.3%
Age	16-24 – 5.2% 25-64 – 91.3% 65+ - 3.5%	16-24 – 0.7% 25-64 – 94.9% 65+ - 4.3%
Disability	Yes – 7.6% No – 88.2% No data – 4.1%	Yes – 7.3% No – 87.6% No data – 5.1%
Sexual Orientation	LGB – 6.1% Heterosexual – 53.4% No data – 40.5%	LGB – 4.6% Heterosexual – 51.9% No data – 43.5%
Religious Belief	None – 32.5% Christian – 23.3% Other – 2.5% No data – 41.7%	None – 23.8% Christian – 26.9% Other – 2.3% No data – 46.9%

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

The HR system does not provide information on staff who may be transgender. From our diversity survey in 2012/13 of 194 respondents we know 1% who responded at that time are transgender.

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

At this time, the extent of any impact as a result of the recommendations in this cabinet paper is unknown. If approved, the work that will follow the recommendations will lead to this EqIA being updated as any impact becomes clearer.

### Step 3: Who might the proposal impact?

3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?

At this time, the extent of any impact as a result of the recommendations in this cabinet paper is unknown. If approved, the work that will follow the recommendations will lead to this EqIA being updated as any impact becomes clearer.

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

Not yet known

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

Not yet known

3.4 Can they be maximised? If so, how?

Not yet known

### Step 4: So what?

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

Not at this stage

4.2 What actions have been identified going forward?

None at this stage

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

Not yet known

Service Director Sign-Off:



Date: 06/08/2018

Equalities Officer Sign Off:



Duncan Fleming

Date: 19/7/2018

## Eco Impact Checklist

<b>Title of report: Library Strategy</b>				
<b>Report author: Kate Murray</b>				
<b>Anticipated date of key decision: 02/10/2018</b>				
<b>Summary of proposals: Cabinet Member / Officer Recommendations:</b>				
<ul style="list-style-type: none"> <li>To approve the development of a Library Strategy</li> <li>To delegate authority to the relevant Executive Director to approve the strategy in conjunction with the S151 Officer and in discussion with the Cabinet lead for Libraries</li> <li>To note ongoing community conversations around all 27 Libraries</li> <li>To approve the allocation of resources (up to £359K) to support ongoing community conversations and strategy development.</li> <li>To note the commencement of a library technology review which will include the procurement of replacement self-service kiosks, and revision of all existing contracts</li> </ul>				
Will the proposal impact on...	Yes/No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Y	+ive	Opportunity around re-procurement of kiosk services.	Look at energy efficient models (e.g. ICT specification and operation) for kiosk procurement. When working with the procurement team contact Giles Liddell for sustainability comment if needed.
Bristol's resilience to the effects of climate change?	N	N/A		
Consumption of non-renewable resources?	Y	-ive	Change to opening hours - increasing opening hours of priority libraries will slightly increase consumption of energy and water.	These changes are not likely to be significant, ensure that library staff are aware of simple energy efficiency measures (E.g. turning off lights, using heating effectively etc. This is something the environmental performance team can assist with if desired). Ensure heating times are adjusted accordingly on sites where opening hours change.
Production, recycling or	Y	-	Continuous Service	Consider what will

disposal of waste		ive/+ive	Development will involve works such as changing shelving at libraries.  Opportunity around re-procurement of kiosk services.	happen to old shelving/waste from works. Ensure the waste hierarchy is followed and waste is disposed of in compliance with waste legislation. Look at options for using recycled material  During procurement look at options for using recycled material and end of life recycling options.
The appearance of the city?	N	N/A		
Pollution to land, water, or air?	N	N/A		
Wildlife and habitats?	N	N/A		
<b>Consulted with:</b>				
<b>Summary of impacts and Mitigation - to go into the main Cabinet/ Council Report</b>				
<p>The significant impacts of this proposal are... procurement of new self-serve kiosks, amended library opening hours and material changes to libraries (i.e. shelving).</p> <p>The proposals include the following measures to mitigate the impacts... incorporate efficient ICT/ model specification into the procurement process for new kiosk units. Alter heating timings appropriately where opening hours may change and consider re-use and the waste hierarchy for any alteration works to libraries.</p> <p>The net effects of the proposals are neutral; any negative impacts can be managed and controlled.</p>				
<b>Checklist completed by:</b>				
Name:			Nicola Hares	
Dept.:			Bristol City Council Energy Service	
Extension:				
Date:			23/7/18	
Verified by Environmental Performance Team			Nicola Hares	

# Decision Pathway – Report

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**PURPOSE:** For reference

**MEETING:** Cabinet

**DATE** 2<sup>nd</sup> October 2018

<b>TITLE</b>	Bristol Equality Charter		
<b>Ward(s)</b>	Citywide		
<b>Author:</b> Duncan Fleming	<b>Job title:</b> Equalities and Community Cohesion Officer		
<b>Cabinet lead:</b> Cllr. Asher Craig	<b>Executive Director lead:</b> Mike Jackson		
<b>Proposal origin:</b> Councillor			
<b>Decision maker:</b> Cabinet Member			
<b>Decision forum:</b> Cabinet			
<b>Purpose of Report:</b>			
<ul style="list-style-type: none"> <li>• To recommend that Bristol City Council endorses the Bristol Equality Charter and becomes a founding signatory to it.</li> </ul>			
<b>Evidence Base:</b>			
<p>The Bristol Equality Charter is a city-wide initiative which has been co-produced by representatives from 20+ private, public and voluntary sector organisations in conjunction with Bristol City Council.</p> <p>Bristol is a thriving city, but its success is not shared by everyone and inequality is growing. A quarter of Bristol’s children grow up in poverty and the city has 42 neighbourhoods ranked in the most deprived 10% in England. Life expectancy is 9.6 years lower for men and 7.0 years lower for women in the most deprived areas of Bristol than in the least deprived areas. Inequality, lack of social mobility and exclusion from the economic, social, cultural and political spheres are among the key challenges facing Bristol’s communities. The persistent inequalities in the city are a negative force in our social connectivity and our economy, and threaten our long-term resilience.</p>			
<b>Recommendations:</b>			
<ul style="list-style-type: none"> <li>• That Bristol City Council endorses the Bristol Equality Charter and becomes a founding signatory to it.</li> </ul>			
<b>Corporate Strategy alignment:</b>			
<ul style="list-style-type: none"> <li>• Bristol Equality Charter aligns with all four strategic themes of our Corporate Strategy – in particular ‘Fair and Inclusive’.</li> <li>• Launching a city Equality Charter is an action under Key Commitment 4 of Bristol City Council Business Plan 2018/19 to ‘help improve equalities practice in city institutions and create communities in which people live and work well together’.</li> </ul>			
<b>City Benefits:</b>			
<ul style="list-style-type: none"> <li>• As a signatory Bristol City Council will be making a clear public statement that it is are fully committed to the values of equality, diversity and inclusion.</li> <li>• Supporting the launch and citywide promotion of the charter will encourage more organisations to take positive steps towards increasing equality.</li> <li>• The Bristol Equality Charter working group will continue as a network of equalities leads within organisations which will serve as a forum for sharing good practice and shared accountability.</li> <li>• Signatories commit to setting their own organisational goals for improvement and sharing their progress, which will lead to a richer set of equality data across the city.</li> <li>• The Bristol Equality Charter aims to enable the city to make progress towards: a reduction in the gap in life expectancy between different groups of people and different areas; a reduction in the gap in educational outcomes for children and young people from different backgrounds and in different areas; a reduction in health</li> </ul>			

inequalities; a reduction in unemployment and NEET<sup>1</sup> figures for people from different equality groups; a reduction in incidents of harassment and hate crime; increased involvement of people from different equality groups in public life; having decision makers that are more representative of the demography of the city.

**Consultation Details:**

- The charter was drafted by a cross-sector working group that included Cllr Asher Craig and Cllr Ruth Pickersgill alongside representatives from 20+ private, public and voluntary/community organisations.

<b>Revenue Cost</b>	£2,000 to host and promote launch event.	<b>Source of Revenue Funding</b>	Within existing Equalities and Social Inclusion budget
<b>Capital Cost</b>	n/a	<b>Source of Capital Funding</b>	n/a
<b>One off cost</b> <input checked="" type="checkbox"/> <b>Ongoing cost</b> <input type="checkbox"/>		<b>Saving Proposal</b> <input type="checkbox"/> <b>Income generation proposal</b> <input type="checkbox"/>	

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

**1. Finance Advice:**

The proposed cost of hosting the launch of the Bristol Equality Charter is expected to be £2k which will be funded from within current approved budget from Equalities service. There was opportunity cost of current staff in leading the development of the charter which was funded from within current establishment.

**Finance Business Partner:** Michael Pilcher 13th June 2018

**2. Legal Advice:**

Section 149 of the Equalities Act require the local authorities to have due regard to the need to eliminate discrimination, harassment and victimisation, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not . Fostering good relations includes tackling prejudice and promoting understanding. The Equality Charter will assist with this legal duty.

**Legal Team Leader:** Sarah Sharland 11<sup>th</sup> June 2018

**3. Implications on ICT:**

There are no immediately identifiable IT implications in this initiative. However, should such requirements (e.g. web pages) become apparent during implementation; early engagement with IT Services would help ensure successful delivery.

**ICT Team Leader:** Ian Gale 11<sup>th</sup> June 2018

**4. HR Advice:**

No direct HR implications. HR actions arising from adoption of the Charter should be identified in the Council's Workforce Plan.

**HR Partner:** James Brereton 11<sup>th</sup> June 2018

<b>EDM Sign-off</b>	Denise Murray (Resources EDM) and Patsy Mellor (Communities EDM)	20/6/2018 (both)
<b>Cabinet Member sign-off</b>	Cllr Asher Craig	17/7/2018
<b>CLB Sign-off</b>	Mike Jackson	7/8/2018
<b>For Key Decisions - Mayor's Office sign-off</b>	[name]	[date]

<b>Appendix A – Further essential background / detail on the proposal</b>	<b>YES</b>
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<sup>1</sup> NEET: Not in employment, education or training

<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>YES</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>NO</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>NO</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Combined Background papers</b>	<b>NO</b>
<b>Appendix J – Exempt Information</b>	<b>NO</b>
<b>Appendix K – HR advice</b>	<b>NO</b>
<b>Appendix L – ICT</b>	<b>NO</b>

# Bristol Equality Charter

## Everybody counts - a pledge for equality across Bristol

Bristol is a vibrant city with a growing diverse population. We share an ambition to create a fairer, safer, accessible and inclusive city where everyone feels they belong, has a voice and an equal opportunity to succeed and thrive.

## We are committed to making a real difference by

- Making Bristol a welcoming city where everyone feels they belong
- Inspiring trust and confidence in all the city has to offer
- Recognising, valuing and celebrating diversity
- Building good relations and understanding between people
- Promoting inclusion, participation and equal access
- Challenging discrimination, harassment, bullying, hate crime and victimisation

## As an organisation we will

- ✓ Recognise, support and empower those responsible for promoting equality in our organisation
- ✓ Listen to and understand the diverse needs of all people to make our information, services and products more accessible and inclusive
- ✓ Review the diversity of our workforce in order to identify areas for improvement and set ourselves equality goals
- ✓ Ensure that equal opportunities are integral to how we recruit and treat our workforce
- ✓ Address all allegations of discrimination, harassment, bullying and victimisation in an effective and timely manner
- ✓ Play our part in promoting good relations between people from different backgrounds
- ✓ Share good equality practice and improve outcomes for all those living, working, studying in or visiting Bristol
- ✓ Measure and share our progress and success

## Appendix B – Details of Consultation

### Initial external stakeholder consultation event 11/12/2017

An event was hosted for 30+ cross sector external stakeholders by Cllr Asher Craig on 11 December 2017, at which an open space session was held for attendees to give their thoughts on a set of questions related to the development of an equality charter.

<b>External organisations attending consultation event</b>
Arcadis
Avon and Wiltshire Mental Health Partnership
Avon Fire & Rescue Service
BME Voice/Voscur
BPAC
Bristol 24/7
Bristol Community Health
Bristol Disability Equality Forum
Bristol Energy
Bristol Multi-Faith Forum
Bristol Older People's Forum
Bristol Women's Voice
Burges Salmon
Computershare Investor Services
Happy City
Hargreaves Lansdown
Independent consultant – accessibility
North Bristol NHS Trust
OneCare Medical
Osborne Clarke
OVO Energy
Race Equality Steering Group
SARI
The Care Forum
University of Bristol
UWE

### Working Group Workshops (Feb to May 2018)

The draft Bristol Equality Charter was co-produced by a working group of representatives from private, public and voluntary sector organisations in conjunction with Bristol City Council. We held four main workshops, plus sub-group meetings to develop a communications plan and sub-edit the wording of the charter documents.

BCC representation in the working group included Cllr Asher Craig, Cllr Ruth Pickersgill, and officers from Policy, Strategy and Public Affairs, Equalities and Community Cohesion, Resilience, and City Office.

**Organisations represented in the Working Group:**

**Arcadis** <https://www.arcadis.com>

**Avon and Wiltshire Mental Health Partnership NHS Trust** <http://www.awp.nhs.uk/>

**Bristol BME Voice** <http://www.bristolbmevoice.org.uk/>

**Bristol City Council** <https://www.bristol.gov.uk/>

**Bristol Community Health** <https://briscohealth.org.uk/>

**Bristol Disability Equality Forum** <http://bristoldef.org.uk/>

**Bristol Energy** <https://www.bristol-energy.co.uk/>

**Bristol Multi Faith Forum** <http://bristolmultifaithforum.org.uk/>

**Bristol Older People's Forum** <https://bopf.org.uk/>

**Bristol Physical Access Chain BPAC** [info](#)

**Burges Salmon** <https://www.burges-salmon.com/>

**Diversily** <http://diversily.strikingly.com/>

**Hargreaves Lansdown** <http://www.hl.co.uk/>

**KPMG** <https://home.kpmg.com/>

**LGBT Bristol** <http://lgbtbristol.org.uk/>

**North Bristol NHS Trust** <https://www.nbt.nhs.uk/>

**Oracle** <https://www.oracle.com/uk/>

**Stand Against Racism & Inequality (SARI)** <https://www.sariweb.org.uk/>

**The Care Forum** <https://www.thecareforum.org/>

**University of Bristol** <http://www.bristol.ac.uk/>

**VOSCUR** <https://www.voscur.org/>



## Bristol City Council Equality Impact Assessment

Name of proposal	Bristol Equality Charter
Directorate and Service Area	Policy and Strategy - Equalities
Name of Lead Officer	Jean Candler

### 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?

To recommend that Bristol City Council endorses Bristol Equality Charter and becomes a founding signatory to it. Bristol Equality Charter is a city-wide initiative which has been co-produced by representatives from 20+ private, public and voluntary sector organisations in conjunction with Bristol City Council.

### 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?

##### **CITYWIDE**

Bristol Joint Strategic Needs Assessment (JSNA) and citywide data available from Open Data Bristol shows that Bristol is a thriving and diverse city, but its success is not shared by everyone, and inequality is growing. A quarter of Bristol's children grow up in poverty, and the city has 42 neighbourhoods ranked in the most deprived 10% in England. The areas of Henleaze and Southmead are within walking distance in the north of the city, and yet average life expectancy varies by nine years between them.

Inequality, lack of social mobility and exclusion from the economic, social,

cultural and political spheres are among the key challenges facing Bristol's communities. The persistent inequalities in the city are a negative force in our social connectivity and our economy, and threaten our long-term resilience.

State of Bristol – Key Facts 2017-18 gives a useful overview of the demographics of the city including that:

- Bristol has a relatively young age profile with more children aged 0-15 than people aged 65 and over. The median age of people living in Bristol is 33 years old, compared to 40 years in England and Wales.
- The population of Bristol has become increasingly diverse and some local communities have changed significantly. There are now at least 45 religions, at least 180 countries of birth and at least 91 main languages spoken.
- The proportion of the population who are not 'White British' increased from 12% (2001) to 22% (2011)

### **BRISTOL CITY COUNCIL**

The Public Sector Equality Duty requires all public authorities to publish data on the equalities profile of their workforce. BCC has workforce diversity statistics for Age; Disability; Gender; Ethnicity; Religion / Belief; and Sexual Orientation broken down by applications received; applicants shortlisted; job offers; employees in post; employees in post by salary; training received; acting-ups / secondments; grievances; disciplinaries; leavers; leavers by reason.

Key findings from our latest HR Management Information Report 31/3/2018:

#### Recruitment

We are attracting large numbers of BME and young applicants but they are not getting shortlisted or job offers at the same rate.

#### Disabled employees

There is a wide variance between the directorates for the percentage of disabled employees.

#### Salary

The number of female and BME employees on lower salary brackets is disproportionately high.

#### Fixed term contracts

Younger and BME employees are more likely to be employed on fixed term contracts than non-BME employees.

Religion / Belief

The number of employees declaring themselves as having no religion or belief has increased rapidly over the last five years.

Sexual orientation

The number of employees declaring themselves as LGB has been increasing over the last five years.

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

We know that there are gaps in our diversity data for some protected characteristics citywide, especially where this has not historically been included in census and statutory reporting e.g. for sexual orientation.

We also know there are some gaps in our organisational diversity information - especially where personal and confidential information is voluntarily requested from staff.

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

Bristol Equality Charter has been co-produced by representatives from 20+ cross sector organisations including a range of equalities leads and workers from organisations who directly work with and represent the views of people with protected characteristics including: Avon and Wiltshire Mental Health Partnership; Bristol BME Voice; Bristol Community Health; Bristol Disability Equality Forum; Bristol Multi Faith Forum; Bristol Older People's Forum; Bristol Physical Access Chain; LGBT Bristol; Stand Against Racism & Inequality (SARI); The Care Forum; University of Bristol;

As part of the launch and promotion of Bristol Equality Charter working group representatives will use their extended networks to encourage a large number of Bristol organisations to sign up to the charter.

**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?

We have not identified any potentially adverse impacts as a result of Bristol City Council becoming a signatory to Bristol Equality Charter.

However we need to ensure that the charter is fully accessible and is representative of the needs of all protected characteristics.

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

We will ensure that the charter is available in accessible formats including BSL video, spoken word, easy read and community languages.

The cross-sector working group will continue to develop additional guidance to accompany the charter which will provide recommendations and share good practice about how organisations can promote equality, diversity and inclusion for people with protected characteristics, including under-represented and seldom-heard groups.

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

Yes – signatories to the charter will make organisational commitments to promote equality including identifying areas for improvement and setting their own improvement goals. We expect this will lead to tangible benefits for all equalities groups including:

- A reduction in the gap in life expectancy between different groups of people and different areas
- A reduction in the gap in educational outcomes for children and young people from different backgrounds and in different areas
- A reduction in health inequalities
- A reduction in unemployment and NEET figures for people from different equality groups
- A reduction in incidents of harassment and hate crime
- Increased involvement of people from different equality groups in public life
- Decision makers more representative of the demography of the city

### 3.4 Can they be maximised? If so, how?

These benefits can be maximised by ensuring there is a wide ranging and large scale sign-up by Bristol organisations through launching and promoting the charter well – we will work with BCC external communications team and our partners to achieve this.

## 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?
Consideration of equality and the needs of people with protected characteristics have been integral to this project and the development of Bristol Equality Charter.
4.2 What actions have been identified going forward?
<ul style="list-style-type: none"> <li>• We will help to launch and promote the charter</li> <li>• We will participate in an ongoing Bristol Equality Forum to share good practice</li> <li>• As an organisational commitment of the charter (and our legal duty) we will regularly review our equalities practice and performance and publish update reports<sup>1</sup></li> </ul>
4.3 How will the impact of your proposal and actions be measured moving forward?
We will continue to monitor our workforce diversity, and citywide progress towards the outcomes in Section 3.3 above.

Service Director Sign-Off:  Tim Borrett	Equalities Officer Sign Off:  Duncan Fleming
Date: 7/6/2018	Date: 7/6/2018

<sup>1</sup> The Equality Act 2010 (Specific Duties) Regulations 2011 require public bodies to prepare and publish one or more objectives it thinks it should achieve to do any of the things mentioned in the requirements of the PSED at least every 4 years.



## Decision Pathway – Report

**PURPOSE:** For reference

**MEETING:** Cabinet

**DATE:** 02 October 2018

<b>TITLE</b>	<b>Corporate Risk Management Report and Corporate Risk Register (CRR) Report</b>		
<b>Ward(s)</b>	City Wide		
<b>Author:</b> Jan Cadby	<b>Job title:</b> Interim Risk Manager		
<b>Cabinet lead:</b> Councillor Cheney	<b>Executive Director lead:</b> Mike Jackson / Denise Murray		
<b>Proposal origin:</b> BCC Staff			
<b>Decision maker:</b> Cabinet Member			
<b>Decision forum:</b> Cabinet			
<p><b>Purpose of Report:</b> Managing risks are an integral element to the achievement of the Bristol City Council's (BCC) Corporate Strategic Plan (CSP) deliverables. The report provides an update on work completed to improve risk management at BCC and sets out the council's current significant risks and summarises progress in managing the risks as at Quarter 2 2018-19.</p> <p>The Corporate Risk Register (CRR) is a key document in the council's approach to the management of risk; it captures strategic risks set out in the Corporate Strategy 2018-2023 and Business Plan 2018-2019. It also provides a context through which Directorates construct their own high level risk assessments and is used to inform decision making about business planning, transformation and service delivery.</p> <p>The CRR provides assurance to management and Members that the Bristol City Council's significant risks have been identified and arrangements are in place to manage those risks within the tolerance levels agreed.</p> <p>The CRR attached to this report at Appendix A is the latest formal iteration following a review by members of the council's Corporate Leadership Board (CLB) on 28<sup>th</sup> August 2018.</p>			
<p><b>Evidence Base:</b> The Accounts and Audit Regulations 2015 require the council to have in place effective arrangements for the management of risk. These arrangements are reviewed each year and reported as part of the Annual Governance Statement (AGS).</p> <p>Ensuring that the CRR is soundly based will help the council to ensure it is anticipating and managing key risks to optimise the achievement of the council's objectives and prioritise actions for managing those risks.</p> <p>The CRR is a management tool and needs regular review to ensure that the occurrence of obstacles or events that may put individual's safety at harm, impact upon service delivery and the council's reputation are minimised, opportunities are maximised and when risks happen, they are managed and communicated to minimise the impact.</p> <p>The Risk Management Policy will be subject to an annual review and reported in 2018-19.</p>			
<b>Recommendation:</b>			
Cabinet are requested to receive and note the Corporate Risk Report.			
<b>Corporate Strategy alignment:</b> Managing risks are an integral element to the achievement of the BCC Corporate Strategic Plan (CSP) deliverables.			
<b>City Benefits:</b> Risk Management aims to maximise achievement of the council's aims and objectives.			

## Consultation Details:

### Risk Management Framework

Risk management is the culture, process and structure that are directed towards effective management of potential opportunities and threats to the council achieving its priorities and objectives and a key element of the council's governance framework.

During the last quarter we have been increasing the level of engagement and ownership by Service Managers through a series of risk management awareness sessions and workshops to review existing risks and identify new and to refresh the Corporate and Directorate Risk Registers maintaining the focus to help reduce the risk against the council's Corporate Plan objectives 2018-23.

### The Corporate Risk Register (CRR)

The Corporate Leadership Board (CLB) has reviewed the CRR in August 2018 and accepts it as a working register which will need continued improvement as it embeds.

The CRR sets out the significant critical and high rated risks both threats and opportunities. All other business risks reside on the Directorate Risk Registers.

During the quarter there has been two significant issues to report:

- The External Auditors were unable to sign off the Council's Annual Statement of Accounts for 2017/18 within the revised statutory deadline of 31st July 2018. Officers have been working closely with the auditors to ensure speedy resolution of all outstanding matters to enable publication of audited accounts as soon as possible. This reputational risk has been escalated for next year and improvements to pre-audit planning arrangements are in progress with the appointed external auditors to mitigate the risk.
- The Housing IT Programme was unable to go-live during September 2018. Officers are working to a revised plan with resources committed to enable a revised deadline of the 30<sup>th</sup> October 2018.

The Corporate Risk Register (CRR) as August 2018 contains:

- No critical risks
- 14 high rated threats
- 6 medium threats
- 1 closed threat
- 3 high opportunities
- 1 medium opportunity
- 1 high and 1 medium event risks

A summary of the progress of new and closed risks for this reporting period are set out below.

### **There are four new threat risks this quarter:**

- **CRR18 - Delivery of 2000 homes per annum by 2020.** The risk of failing to deliver the range of housing to meet Bristol's needs and not realise the ambition to deliver 2000 homes per annum by 2020. The risk rating being 2x5 (10) medium risk. This risk is managed and monitored on the Growth and Regeneration Risk Register.
- **CRR19 - Tree Management:** The risk of trees falling as a result of failure under certain weather conditions and/or due to disease. The risk rating being 3x5 (15) high risk. This risk is managed and monitored on the Communities Risk Register.
- **CRR20 - General Data Protection Regulation (GDPR) Compliance:** If the Council fails to maintain a defensible and compliant response to the Data Protection Act 2018 and General Data Protection Regulation (GDPR) then it will fail to comply with its statutory requirements. The risk rating being 2x5 (10) medium risk. This risk is managed and monitored on the Resources Risk Register.
- **CRR21 - Partnerships Governance:** If the council does not maximise (or cannot quantify) the benefits of partnership working and/or experiences negative or counter-productive results may arise from partnership working. The risk rating being 3x5 (15) high risk. This risk is managed and monitored on the Resources Risk Register.

**There is one closed threat risks this quarter:**

- **CRR14 - Information Governance - Introduction of the General Data Protection Regulations (GDPR):** The council has made significant progress on compliance with the General Data Protection Regulations (GDPR). The risk closed as 2x5 (10) medium risk and within the councils tolerance level. A new risk **CRR20 - General Data Protection Regulation (GDPR) Compliance** has been identified and recorded on the Corporate Risk Register.

**There are four new opportunity risks this quarter:**

- **OPP1: One City Plan:** The One City Plan (OCP) will offer a new way to plan strategically with partners as part of a wider city system. The risk rating being 3x5 (15) high opportunity risk. This risk is managed and monitored on the Resources Risk Register.
- **OPP2: Corporate Strategy:** The approved Corporate Strategy presents an opportunity to fundamentally refresh and strengthen our business planning, leadership and performance frameworks. The risk rating being 3x5 (15) high opportunity risk. This risk is managed and monitored on the Resources Risk Register.
- **OPP3: Devolution:** Should the potential arise for opportunities from a region’s evolving second devolution deal that could lead to an opportunity to align the Councils corporate priorities and strengthen regional partnership working. The risk rating being 3x5 (15) high opportunity risk. This risk is managed and monitored on the Resources Risk Register.
- **OPP4: Brexit:** If exiting the European Union provides benefits, such as increased domestic concentration of power, this may lead to opportunities for this to be harnessed at a local or regional level. The opportunity risk being 1x5 (5) medium risk. This risk is managed and monitored on the Resources Risk Register.

All risks on the CRR have management actions in place. The CRR continues to be subject to a refresh during 2018.

As with all risks, it is not possible to eliminate the potential of failure entirely without significant financial and social costs. The challenge is to make every reasonable effort to mitigate and manage risks effectively, and where failure occurs, to learn and improve.

Further details are contained in Appendix A: The summary of the threat risks are set out on pages 1 to 20, opportunity risks pages 21 to 22, and external and civil contingency risks on page 23 all including controls and management actions.

A summary of risk performance on pages 24 to 25 by level of risk, the risk matrix on page 26 and the risk scoring criteria on page 27. A more in-depth risk register is available on request.

<b>Revenue Cost</b>	<b>£0</b>	<b>Source of Revenue Funding</b>	NA
<b>Capital Cost</b>	<b>£0</b>	<b>Source of Capital Funding</b>	NA
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

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

**1. Finance Advice:** The CRR is a live document refreshed regularly following consultation across the organisation, and aims to provide assurance that the council’s main risks have been identified and appropriate mitigations are in place to ensure they are managed within agreed tolerances. This includes, as set out in the annual budget report, measures to ensure appropriate financial provision is made through the budget planning process and reserves.

**Finance Business Partner:** Interim Head of Finance. 23<sup>rd</sup> August 2018.

**2. Legal Advice:** There are no specific legal implications in the report. The Corporate risk register and report assists the council to monitor and ensure good governance and compliance with its Statutory duties.

**Legal Team Leader:** Head of Legal Service and Deputy Monitoring Officer. 20<sup>th</sup> August 2018.

**3. Implications on IT:** The production of this report, in itself, carries no direct IT implications. Clearly, there are IT implications identified within it and these are being addressed in line with the comments contained in the relevant sections.

<b>IT Team Leader:</b> Acting Head of IT. 23rd <sup>rd</sup> August 2018.		
<b>4. HR Advice:</b> It is essential that staffing resources are appropriately deployed to manage these risks that are highlighted. There are no HR implications arising from the CRR update report.		
<b>HR Partner:</b> Head of Human Resources. 17 <sup>th</sup> August 2018.		
<b>EDM Sign-off</b>	Denise Murray	8 Aug 2018
<b>Cabinet Member sign-off</b>	Cllr. C. Cheney	20 Aug 2018
<b>CLB Sign-off</b>	Denise Murray	21 Aug 2018
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	31 Aug 2018
<b>Appendix A – Further essential background / detail on the proposal</b> Appendix A: The Corporate Risk Register Summary Report Pages (1 to 23), the Performance Risk Summary (page 24 to 25), the Risk Rating Matrix and Scoring Criteria (pages 26 to 27).		<b>YES</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>		<b>NO</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>		<b>NO</b>
<b>Appendix D – Risk assessment</b>		<b>NO</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>		<b>NO</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>		<b>NO</b>
<b>Appendix G – Financial Advice</b>		<b>NO</b>
<b>Appendix H – Legal Advice</b>		<b>NO</b>
<b>Appendix I – Combined Background papers</b>		<b>NONE</b>
<b>Appendix J – Exempt Information</b>		<b>NO</b>
<b>Appendix K – HR advice</b>		<b>NO</b>
<b>Appendix L – IT</b>		<b>NO</b>

Corporate Risk Register as at August 2018 - Risks to the achievement of Bristol City Councils Objectives.									
Risk title and description	What we have done	Performance	Current Risk Level			What we are doing	Tolerance Risk Level		
			Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating
<p><b>CRR1: Long term commercial investments and major projects capital investment.</b></p> <p>BCC'S long term commercial investments and major projects may require greater than anticipated capital investment.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>The cost is higher than expected.</li> <li>The project is delivered later than planned.</li> <li>The operating and maintenance cost of the asset exceeds expectations.</li> <li>The demand for the asset is less than budgeted driving down income.</li> </ul> <p>Strategic, geographic, social, financial and economic conditions changing over time.</p> <p>Oversight of Project Interdependencies not well managed.</p>	<p>We have reviewed Capital Governance arrangements and have established the Growth and Regeneration Board in order to improve capital programme governance and accountability arrangements. The Board is overseen by the Delivery Executive to make improvements to capital project business cases, taking account of whole life costing principles and improving capital monitoring arrangements.</p> <p>We are understanding, monitoring and reporting the cost-determining factors, and seeking relevant professional advice to ensure Value for Money (VfM) by undertaking due diligence which covers the economic, financial, social and environmental case. This is ongoing.</p> <p>Governance arrangements are in place for the council as a Company Shareholder.</p> <p>The Growth and Regeneration Directorate is responsible for delivery of major infrastructure projects. Some of the key projects include:</p> <p><u>Harbour Strategy</u></p> <ul style="list-style-type: none"> <li>We are looking to secure capital funding to commence in 2018/19 through a robust capital business case to make commercial improvements across areas such as new pontoons, and boaters facilities both of which will generate income and make the area more attractive economically.</li> <li>We have completed a commercial benchmarking exercise in terms of charges and commercial offering using similar marina sites across the UK.</li> <li>We are constructing a plan around our commercial offering, fees &amp; charges, leases etc. to ensure we are maximising income that can be used to invest in the area.</li> <li>Carrying out condition surveys to assist with the development of a robust maintenance schedule.</li> </ul> <p><u>Arena</u></p> <ul style="list-style-type: none"> <li>We commissioned consultants to carry out Value for Money (VfM) studies for the Arena at Temple Meads, alternative use of the site plus an alternative scheme at Filton.</li> </ul> <p><u>Temple Quarter</u></p> <ul style="list-style-type: none"> <li>For contracts we ensure that robust contingencies are built into the project costs, and secure consultant's advice relating to appropriate risk allocation and reward, and other contractual arrangements.</li> </ul> <p><u>Colston Hall</u></p> <ul style="list-style-type: none"> <li>Consultants were engaged last year to undertake an options appraisal to verify the project in its current format i.e. the scope of the works and ensuring that the correct option has been chosen to make the hall financially sustainable. Cabinet has approved the underwriting of the project to a maximum of £48.8m. The project is progressed through the Southern Construction Framework (administered by Devon County Council).</li> </ul>	↔	3	7	21	<p>The Capital Strategy will be developed by February 2019.</p> <p>Improvements to capital programme governance and accountability arrangements through Housing, Property and Growth &amp; Regeneration Board, with tracking and delivery are overseen by Delivery Executive.</p> <p>The Executive Director for Growth and Regeneration has instigated a series of ongoing 'Deep Dives' with a focus on key programmes and project deliverables feedback being reviewed by the Growth and Regeneration Board and further detailed review of the capital programme to be undertaken as part of the budget process.</p> <p>The Growth and Regeneration Board meets monthly to continue to improve project, programme and portfolio risk management to ensure robust arrangements are in place and challenge against deliverables. We will maintain a balanced portfolio of investment assets so that exposure to particular classes of risk can be minimised.</p> <p>We continue to strengthen client side arrangements for companies around the:</p> <p><u>Harbour Strategy</u></p> <ul style="list-style-type: none"> <li>We are working with colleagues across the Growth &amp; Regeneration and Communities Directorates to ensure we have a joined up approach to delivering a new Harbour Strategy. This falls in to three main work streams Assets, Design and Harbour/Marina activity. Whilst these 3 pieces of work are in differing project stages, an umbrella group to act as a steering and governance forum is being established by September 2018.</li> <li>As part of a robust asset management planning framework we are carrying out condition surveys on the docks walls to produce a future maintenance schedule as part of the BCC Asset Management Plan by end spring 2019.</li> </ul> <p><u>Arena</u></p> <ul style="list-style-type: none"> <li>Cabinet on the 4<sup>th</sup> September agreed to look to an alternative use for the Temple Quarter site. Discussions are on-going.</li> </ul> <p><u>Colston Hall</u></p> <ul style="list-style-type: none"> <li>We have engaged a consultant under a Pre-Construction Services Agreement (PCSA). We have set up a 10 point plan to address any issues by September 2018 to enable us to meet budget constraints. To assist in the process we have engaged the help of the Southern Construction Framework (SCF) administrator.</li> </ul>	1	7	7
<p>Risk Owner: Interim Executive Director Growth and Regeneration, Executive Director Resources and Section 151 Officer.</p>	<p>Action Owner: Interim Executive Director Growth and Regeneration, Director Finance.</p>	<p>Portfolio Flag: Finance, Governance and Performance.</p>	<p>Strategy Theme: Our Organisation, Empowering and Caring, Fair and Inclusive, Well Connected, Wellbeing.</p>						

Corporate Risk Register as at August 2018 - Risks to the achievement of Bristol City Councils Objectives.									
Risk title and description	What we have done	Performance	Current Risk Level			What we are doing	Tolerance Risk Level		
			Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating
<p><b>CRR2: IT Infrastructure.</b></p> <p>If IT Infrastructure does not meet service delivery requirements then there could be serious implications for the organisation and the people it serves.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>Lack of infrastructure investment in IT.</li> <li>Reliance on legacy systems.</li> <li>Limited integration with corporate systems.</li> <li>Lack of skilled staff.</li> <li>Retention of skilled staff.</li> <li>Confidence in resilience of IT infrastructure response.</li> <li>Limited business engagement to identify appropriate IT solutions.</li> <li>Limited identity and access management.</li> </ul>	<p>A Future State Assessment (FSA) review has been undertaken of the performance of the IT service and the technology in use. Failure to implement the recommendations will increase the risk of system and service failure across the council May/June 2018 and will significantly impact our ability to deliver savings.</p> <p>An Internal Audit of FSA review was carried out May/June 2018.</p> <p>The IT Strategy was developed May/June 2018 and the FSA transition plan completed May/June 2018.</p> <p>The financial envelope created and financial review April 2018.</p> <p>The IT Impact assessment is in place and will be communicated and trained during Q2/3. 2018.</p> <p>There is an on-going programme of review relating to IT Disaster Recovery and Business Continuity.2018 Ongoing.</p> <p>IT resilience improvements have been made to underlying data storage, data centre capability and network resilience during 2018/19.</p> <p>All internal IT security incidents are logged and reviewed from an IT and wider Information Governance perspective Q2/3 2018.</p> <p>The FSA Rollout 2018/19 is ongoing subject to cabinet approvals and funding July 2018.</p> <p>FSA Project Risk Register update and quarterly reporting is ongoing during lifetime of the project.</p>	<p>↔</p>	3	7	21	<p>BCC continues to delivery against the FSA Plan to 2023 which includes the future investment, improvements to legacy IT, solution based integration to future systems, business engagement and confidence in our resilience of operational for our IT Infrastructure.</p> <p>A phased implementation of a series of key projects identified as part of the FSA review and prioritised to deliver mitigation against the risks identified starting in Q2. 18/19 planned completion by end 2021. Key projects include:</p> <ul style="list-style-type: none"> <li>The Cloud migration project.</li> <li>A phased Cloud productivity solution.</li> <li>A phased implementation for a Customer Relationship management solution.</li> <li>A single customer view.</li> <li>End User Platform.</li> <li>IT Security.</li> <li>IT Service support.</li> <li>Identity and Access Management (IDAM).</li> <li>Integrated Communications.</li> <li>Intranet.</li> <li>IT Service Management (ITSM).</li> <li>Management information and Business Information MI/BI including Knowledge Management.</li> </ul> <p>Progress on the data centre migration to cloud is progressing on plan. Most core systems are back on site with the last planned move October 18. Discovery phase is completed and we are in the process of building a transition plan based on system priority and minimisation of impact to the business. Core systems still on target to be in the cloud and off premise by November2018.</p> <p>BCC will review the skills within the IT team as set out in the FSA Plan by Q3. 2018/19. The transition planning (projects delivery) initial resources recruitment is underway Q1. 2018/19.</p> <p>Skills assessment of the IT is underway, and a planned restructure will be implemented to support the needed skills and resourcing profile to achieve the FSA transition plan July - December 2018.</p> <p>Core IT processes need to be implemented/re-engineered to drive the service towards more proactive ways of working to support the wider organisations drive to achieve savings and service change July 2018 - July 2019.</p> <p>The decision pathway for release of funds is underway - target completion is Q2. 2018/19.</p> <p>DR testing (planning) is underway with support from Resources EDM and DWG. Service assessment is also progressing to identify impact and resources needed within the services to test each DR scenario. A formalised annual DR plan is being developed and implementation to plan will follow once signed off by the wider business.</p>	1	3	3
Risk Owner: Director - Digital Transformation.	Action Owner: Director Digital Transformation.	Portfolio Flag: Finance, Governance and Performance.			Strategy Theme: Our Organisation, Fair and Inclusive, Well Connected, Wellbeing.				

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<p><b>CRR3: Failure to Manage Asbestos.</b></p> <p>Failure to manage the asbestos management plan for properties.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>• Staff availability to carry out work plans in a safe way.</li> <li>• Lack of appropriate training.</li> <li>• Lack of oversight and control by local management.</li> <li>• Lack of information on the potential or known risks.</li> <li>• Inadequate contract management arrangements.</li> <li>• Lack of effective processes and systems consistently being applied.</li> <li>• Policies are not kept up to date.</li> <li>• Budget pressures.</li> </ul>	<p>We have an ongoing plan for properties to be surveyed prior to any work being undertaken by Asbestos Consultants plus an ongoing programme of surveys is being carried out.</p> <p>Funding for Contractor training was agreed in February 2018.</p> <p>There is a process for reporting Asbestos exposure incidents to the HSE via F2508 form. Asbestos incidents are reported via the Corporate health and safety accident/incident process. Asbestos incidents are investigated in-house and appropriate actions are taken. Significant asbestos issues are reported to the appropriate Health &amp; Safety Committees, senior management and executive.</p> <p>Corporate Asbestos arrangements have been reviewed and published on the Source, 12th June 2018.</p> <p>Targeted work on asbestos has commenced.</p>	↔	3	7	21	<p>A corporate review of Asbestos arrangements is being carried out by end Q2 2018/19.</p> <p>All managers will be informed of reviewed Asbestos arrangements by use of CHaSMS by end August 2018.</p> <p>Housing and Property Service are reviewing and updating the service area of Asbestos arrangement procedures in December 2018.</p> <p>Contractor training to inform of BCC's expectations of standards, whilst on our sites arrangements is being carried out by end Q2 2018/19.</p>	1	7	7
Risk Owner: Head of Paid Service.	Action Owner: Interim Director Workforce Change.	Portfolio Flag: Finance, Governance and Performance.			Strategy Theme: Our Organisation.				

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<p><b>CRR4: Corporate Health, Safety and Wellbeing.</b></p> <p>If the City Council does not meet its wide range of Health &amp; Safety requirements then there could be a risk to the safety of citizens.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>• If services do not have sufficient staff numbers to carry out work plans in a safe way.</li> <li>• If services are not able to order appropriate equipment required for staff safety.</li> </ul> <p>Lack of appropriate equipment. Lack of appropriate training. Lack of oversight and control by local management. Lack of information on the potential or known risks.</p> <ul style="list-style-type: none"> <li>• Inadequate contract management arrangements.</li> <li>• Lack of effective processes and systems consistently being applied.</li> <li>• Policies are not kept up to date.</li> <li>• Budget pressures.</li> </ul>	<p>The Corporate Health &amp; Wellbeing (HS&amp;W) team is in place to support the council and provide advice and guidance. The Corporate Policy Statement, service specific policies, procedures and systems of work and safety arrangements are in place and routinely reviewed.</p> <p>BCC has a Corporate Health and Safety Management System (CHaSMS) to identify and monitor hazards, risks and appropriate actions. Each manager (with staff and /or premises responsibilities) has an action plan which is completed by all Managers on a quarterly basis. Once completed the (HS&amp;W) team check the returns, and give relevant feedback to the individual Managers and report the overall results to Senior Management.</p> <p>The accident/incident reporting procedure is in place to monitor injury to colleagues and communicated. All incidents are subject to the investigation procedure to reduce potential for recurrences.</p> <p>Corporate procedures and a risk assessment pro-forma exist for core safety functions including arrangements for fire risk assessment of all workplaces. A register is in place for potential asbestos exposures. We have reviewed and further invested in statutory health surveillance equipment and training and a programme of work in place within council housing post Grenfell.</p> <p>BCC has a programme of e-learning and personal face to face course delivery available to all staff and members. Ongoing specific training on H&amp;S and excessive pressure/ personal resilience is also available. Stress management training and stress risk assessment training is available for managers and employees.</p> <p>An independent occupational health support (NHS Avon Partnership Occupational Health Service) is in place to provide advice, employee support, management medical opinion and advice to support managers dealing with employee ill-health and absence. A pre-employment health screening service is in place to ensure reasonable adjustments are identified to support employees and also an HGV driver medical support service. A confidential Employee Assistance Programme, Wellbeing telephone helpline operates (24hrs / 7 days a week); this programme also includes a range of Wellbeing information via a website. Partnerships with external providers of counselling and physiotherapy services are in place to provide fast-track access to these services. The council is routinely monitoring these services.</p> <p>The Intelligence network including the Corporate Safety Information System is in place to share details of the addresses to the Citizens of Bristol considered to present risks to staff.</p> <p>Corporate Health and Safety is reported to the Leadership team quarterly using the CHaSMS to help monitor compliance.</p> <p>BCC also has a system of Trade Union Consultation with Health and Safety trained Representatives.</p> <p>Benchmarking and annual reports are provided to BCC along with the annual performance report.</p> <p>All contracts set up with external providers include checking their relevant Health and Safety competency.</p> <p>The councils audit programme monitors compliance with statutory duty and best practices.</p>	↔	3	7	21		1	7	7
Risk Owner: Head of Paid Service.	Action Owner: Interim Director Workforce Change.		Portfolio Flag: Finance, Governance and Performance.			Strategy Theme: Our Organisation.			

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<p><b>CRR5: Business Continuity and Councils Service Resilience.</b></p> <p>If the council has a Business Continuity disruption and is unable to ensure the resilience of key BCC operations and business activities then the impact of the event may be increased with a greater impact on people and council Services.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>• Strikes (People, Fuel).</li> <li>• Loss of key staff (communicable diseases and influenza epidemics).</li> <li>• Loss of suppliers.</li> <li>• Loss of accommodation to deliver key services.</li> <li>• Loss of equipment.</li> </ul> <p>Any event which may cause major disruption.</p> <ul style="list-style-type: none"> <li>• Unavailability of IT and/or Telecoms.</li> <li>• Loss of staff /staff availability.</li> <li>• Knowledge loss.</li> <li>• Reduced chances of preventing/ responding to incidents due to a lack of forward planning or investment.</li> </ul>	<p>The council has a Corporate Resilience Group (CRG) supported by directorate representatives who meet quarterly to overseeing the council's Business Continuity arrangements and to receive significant risks outside council Control which are reflected on the Local Resilience Forum Community Risk Register.</p> <p>A number of Policies and procedures are in place including the Business Continuity Policy (September 2016) which was communicated to relevant staffs. The Incident Response Plan updated in July 2017.</p> <p>Service Business Continuity Plans were in place for January 2018 the plans are undergoing a refresh in 2018.</p> <p>An Incident Management Team training session is planned for September 2018.</p> <p>A Senior Management on-call rota has been devised agreed and is regularly monitored.</p> <p>A successful annual recovery exercise Day Two was carried out 25th May 2018 and relevant improvements are being built into the wider council arrangements and will be briefed to the CRG.</p> <p>(See CRR2 for IT Infrastructure risk page 2 and CRR7 for Cyber-attack and its implications page 7).</p>	↔	3	7	21	<p>The Business Continuity Policy is planned to be reviewed in November 2018.</p> <p>The Corporate Business Continuity Plan will be reviewed in December 2018.</p> <p>A review of Service Level Business Continuity Plans will be carried out by January 2019. We are introducing a quality assurance approach for our business continuity plans to emphasise service accountability.</p> <p>The Businesses Continuity Working Group will be refreshed within the year and we are currently drafting a plan for future exercises to test different elements of BCC Business Continuity arrangements with partners.</p> <p>Business Continuity refresher training is planned for November/December 2018.</p>	1	7	7
Risk Owner: Acting Executive Director Communities.	Action Owner: Civil Protection Manager.	Portfolio Flag: Finance, Governance and Performance.	Strategy Theme: Our Organisation, Wellbeing.						

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Risk title and description	What we have done	Performance	Current Risk Level			What we are doing	Tolerance Risk Level		
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<p><b>CRR6: Fraud and Corruption.</b></p> <p>Failure to prevent or detect acts of significant fraud or corruption against the council from either internal or external sources.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>Failure of management to implement a sound system of internal control and/or to demonstrate commitment to it at all times.</li> <li>Not keeping up to date with developments, in new areas of fraud.</li> <li>Insufficient risk assessment of new emerging fraud issues.</li> <li>Lack of clear management control of responsibility, authorities and / or delegation.</li> <li>Lack of resources to undertake the depth of work required to minimise the risks of fraud /avoidance.</li> <li>Under investment in fraud prevention and detection technology and resource.</li> </ul>	<p>We are continually improving the comprehensive system of control which aims to prevent fraud and increase the likelihood of detection. This includes a strong and robust policy on anti-fraud, corruption and bribery.</p> <p>We take a strong stance when fraud is found and seek financial recovery through a strong and effective counter fraud team.</p> <p>The team concentrates on areas of high fraud risk, investigates fraud promptly where suspected and sanctions appropriately. By, investing in specialist fraud prevention and detection software and utilising cross organisation data will minimise the council's exposure to fraud risk and aid early detection / prevention. An accessible route to report suspected fraud is available to both the public and employees via a Whistleblowing Policy Anti-Fraud, Bribery and Corruption Policy and web page. This ensures that the council's financial systems accurately record the financial transactions and robust control processes which are in place to maximise the opportunity to prevent and detect fraud or inaccuracies.</p> <p>Employees are aware of probity standards expected of them via an Employee Code of Conduct, improving awareness of fraud and compliance through a process of reminders about ethics and conduct, fraud awareness training and other publicity, continual maintenance of Counter Fraud information on Web pages and monitoring and review of the effectiveness of the Counter Fraud Arrangements.</p> <p>Key Counter Fraud Objectives were defined for 2018/19.</p> <p>Counter Fraud Performance is monitored by Audit Committee via the Annual Counter Fraud Update, periodic Internal Audit Updates and the Annual review of arrangements against CIPFA Count Fraud Assessment Tool. Improvements are highlighted an action plan which is monitored by Audit Committee.</p>	↔	3	5	15	<p>We are monitoring fraud indicators (warning signs and fraud alerts) to ensure anti- fraud approach is correctly targeted.</p> <p>Capacity and priorities within Internal Audit are to be re-considered. The scale of whistleblowing/fraud referrals received is impacting on the team's ability to deliver preventative work and proactive fraud work which returns savings and other benefits to the council.</p> <p>Legal and financial support arrangements for Counter Fraud work are to be reviewed to ensure recoveries are maximised.</p> <p>The availability, costs and benefits of fraud prevention technology will be reviewed for potential future investment decision.</p> <p>A corporate project to deliver fraud and avoidance savings by March 2019 by improved use of data will be established. We will review of bribery and corruption fraud controls.</p>	2	5	10
Risk Owner: Executive Director Resources and Director of Finance (Section 151 Officer).	Action Owner: Director of Finance and Chief Internal Auditor.		Portfolio Flag: Finance, Governance and Performance.			Strategy Theme: Our Organisation.			

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<p><b>CRR7: Cyber-attack threats and implications.</b></p> <p>There could be a risk if the IT service areas are unable to protect the organisation from a successful Cyber-attack, which could impact on data integrity/loss of operational systems across the City Council. This may be due to a successful deliberate or accidental infection of council systems with malware or other intrusive or destructive virus. (e.g. 'Phishing' scam) leading to loss or unauthorised access to sensitive business data, deliberate or accidental leak of sensitive information into the public domain, system security arrangements impacted, intelligence availability on latest security arrangement/threats.</p> <p>The impact could result in critical services and business as usual activities could be seriously disrupted, impacting on the services delivered, potential Data protection breach, the cost of recovery from Cyber event the impact on colleagues or citizens due to their personal information being obtained along with Information Commissioners (ICO) Sanctions, financial, legal and reputational implications for the council.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>• Successful deliberate or accidental infection of council systems with malware or other intrusive or destructive virus (e.g. 'Phishing' scam).</li> <li>• Successful deliberate or accidental leak of sensitive information into the public domain.</li> <li>• System security arrangements not maintained or updated on a timely basis.</li> <li>• Lack of information or training on latest security arrangement / threats.</li> <li>• Human error through lack of training or poor process design.</li> </ul>	<p>BCC are implementing the IT Transformation Programme which includes actions to further strengthen IT resilience, with systems and software compliance against various UK Standards.</p> <p>The Information Security Policy as revised in August 2016 and the BCC systems have been reconfigured in line with best practice security controls proportionate to the business information being handled.</p> <p>Systems are risk assessed and reviewed to ensure compliance is maintained as a multi layered defence. The Policy, assessment is subject to a formal annual review. External reviews of the council's Security Compliance is carried out to maintain accreditation and confirm best practice and applied annually.</p> <p>An information security risk assessment was completed to identify risks, lessons learnt and an action plan developed. This assessment and plan informs on the Internal Audit plan for 2018/19.</p> <p>Electronic Communications Users Policy, Virus reporting procedure and Social Media Guidelines are in place.</p> <p>Staff/Members and Partner information security training is provided and ongoing. 'Enterprise phishing' training was carried out in 2017.</p> <p>BCC has in place external third party IT support for incident management.</p> <p>We monitor threats, network behaviours and data transfers to seek out possible breaches and take appropriate action.</p> <p>The Future State Assessment (FSA) Capital bid was successfully approved by cabinet to implement and fund additional security measures as part of the FSA programme.</p>	↔	3	5	15	<p>Annual penetration testing is now completed. This highlighted a number of risks and issues that are being reviewed, planned against and addressed. Progress to plans will be reviewed and reported on as required.</p> <p>Our annual PSN submission is currently underway again with appropriate assessment of risk across the whole estate. The risks continue to be identified from legacy systems operating on systems identified as a potential heightened risk. The steps to mitigate this risk are being worked through and include isolation of applications, patching, decommissioning and upgrades. These approaches are being worked through with the business and discussed externally with the PSA authority to agree appropriate mitigation and subsequent PSA sign off.</p> <p>We are developing and delivering new information security training throughout the year.</p>	2	5	10
Risk Owner: Director - Digital Transformation.	Action Owner: Director Digital Transformation.		Portfolio Flag: Finance, Governance and Performance.			Strategy Theme: Our Organisation.			

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<p><b>CRR8: Service Review.</b></p> <p>If the organisation is not able to redesign its leadership team quickly enough, it may result in a reduction in staffing levels. The possible loss of experienced and skilled staff will have an impact on service delivery, and on remaining staff.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>Staff leaving due to service redesign, reduction/ceasing of some service areas, automation of processes, pace of change, efficiency/savings requirements.</li> </ul> <p>Poor morale due to the impact of change and the working environment.</p> <p>Potential increased staff sickness levels.</p>	<p>A senior management restructure is almost complete which will bring permanency and stability for the leadership team.</p> <p>A new Leadership Framework sets out the leadership behaviours and qualities expected of our managers and aspiring managers. Applicants for senior leadership roles are tested against these qualities.</p> <p>An organisation-wide leadership development and engagement programme will support colleagues during the time of transition. The Leadership Framework will be rolled out to provide support to enable our staff to become confident and supportive leaders for our workforce.</p> <p>To promote a positive culture within the organisation, a set of organisation values and behaviours has been created in collaboration with staff focus groups; this will help set the tone of the organisation and assist, in conjunction with the Corporate Strategy priorities, in providing clarity of purpose. It will link directly through to a new performance framework that will provide clarity to staff about the expectations and how their work contributes to the success of the organisation. This will feature in the Workforce Plan which is currently being drafted.</p> <p>Learning and development is available to support staff to meet the expectations of the organisation.</p> <p>The Corporate Strategy and associated Business Plans will provide clarity on priorities and help our workforce focus its attention and resources on the areas that derive greatest results for our communities and residents.</p> <p>A new Leadership Framework is in place and used as the assessment framework to recruit new senior leaders against.</p> <p>A refreshed internal communication and engagement strategy was received by to CLB in August 2018.</p>	↔	3	5	15	2	5	10
Risk Owner: Head of Paid Service.	Action Owner: Director of Workforce Change.	Portfolio Flag: Finance, Governance and Performance.			Strategy Theme: Our Organisation, Wellbeing.			

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<p><b>CRR9: Safeguarding Vulnerable Children.</b></p> <p>The council fails to ensure that adequate safeguarding measures are in place, resulting in harm or death to a vulnerable child.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>Safeguarding arrangements do not meet the requirements of the Children Act and associated legislation, guidance and regulations.</li> <li>Inadequate controls result in harm.</li> <li>Poor Management and operational practices.</li> <li>Demand for services exceeds its capacity and capability.</li> <li>Inability to recruit/retain social care staff in competitive market.</li> <li>Poor information sharing.</li> <li>Strategic commissioning arrangements do not meet identified need and our ability to commission safe care for children is impaired.</li> </ul>	<p>We provide regular analysis of performance and reports to Cabinet Members and Directors regarding safeguarding performance and progress.</p> <p>The Safeguarding Children’s Board provides independent scrutiny of children’s safeguarding arrangements in the city and holds BCC and partner agencies to account.</p> <p>There has been a review of arrangements to meet the Prevent Duty and the Safer Bristol Board has adopted an Improvement Plan to deliver better outcomes in service provision quality and safety.</p> <p>BCC works with partners to effectively identify victims and perpetrators of CSE and take action to disrupt and protect.</p> <p>Multi Agency Public Protection Arrangements are in place (MAPPA) with BCC contributors at every level to support family safeguarding.</p> <p>The Safeguarding and Quality Assurance Service has been remodelled to secure additional capacity (Independent reviewing officer and Child Protection Chairs) and has the Local Authority Designated Officer for allegations against people who work with children.</p> <p>Comprehensive training and development offer, together with publication of Bristol’s policies and procedures and monthly professional supervision help ensure safe practice and adequate control of risks. This is monitored and tested through a performance framework and quality assurance framework.</p> <p>Based on analysis and self-evaluation a transformation and improvement plan are in place to address areas identified for improvement (these incorporate actions in response to learning from Ofsted Inspections, Peer Review, Serious Case Review, complaints and other feedback received).</p> <p>For children with complex needs and disabilities, management and practice arrangements have been strengthened.</p> <p>Bristol’s Strengthening Families transformation programme is taking a whole system approach to meeting the needs of children and families at the earliest point. In this way we aim to manage demand and maintain capacity within the system. Universal services may be supported by early help and targeted services, including a team around the school offer.</p> <p>Bristol has an active strategy in place to attract, recruit and retain social workers with a particular emphasis on recruiting and retaining excellent, experienced social workers. The Management Team monitors social work vacancies and agrees strategies for urgent situations. Competent agency social workers and managers are used on temporary basis to fill vacancies. A number of further measures are being progressed with the aim of improving the retention of social workers. A robust social worker caseload monitoring framework is in place.</p> <p>Information sharing protocols are in place with services taking action to comply with GDPR where sensitive data is stored/processed.</p> <p>Children’s strategic commissioning team have a work plan in place.</p> <p>BCC commissioners work closely with operational services to identify need and ensure appropriate service commissioning.</p> <p>Due diligence and quality checks of all commissioned services for vulnerable children are in place.</p>	↔	2	7	14	<p>Safeguarding Board and related arrangements are under review, with the aim of improving efficiency and effectiveness, and ensuring robust governance arrangements continue to hold multiagency partners (inc. BCC) to account.</p> <p>Ongoing action is being taken to extend information sharing arrangements and improve response to children at risk of criminal exploitation and going missing following CSE/Missing National Working Group recommendations.</p> <p>Under the delivering of Strengthening Families Programme we have an ongoing plan to:</p> <ul style="list-style-type: none"> <li>Reduce caseloads of social care practitioners.</li> <li>Ensure purposeful practice that supports Children to live safely within their families and provide local authority care for those who need it.</li> <li>Ensure effective management oversight is evident on all children’s records.</li> </ul> <p>Measures to improve recruitment and retention of Social Workers will be presented through the Decision Pathway in September 2018.</p> <p>This should allow us to work proactively where poor practice is identified.</p>	1	7	7
Risk Owner: Executive Director, Adults, Children and Education.	Action Owner: Director for Children’s and Families Services.		Portfolio Flag: Children and Young People.			Strategy Theme: Our Organisation, Empowering and Caring, Wellbeing.			

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Risk title and description	What we have done	Performance	Current Risk Level			What we are doing	Tolerance Risk Level		
			Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating
<p><b>CRR10: Safeguarding Vulnerable Adults.</b></p> <p>The council fails to ensure adequate safeguarding measures are in place, resulting in harm or death to a vulnerable Adult.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>• Adequacy of its controls.</li> <li>• Management and operational practices.</li> <li>• Demand for its services exceeded its capacity and capability.</li> <li>• Poor information sharing.</li> </ul> <p>Lack of capacity or resources to deliver safe practice.</p> <p>Failure to commission safe care for vulnerable adults and the elderly.</p> <p>Failure to meet the requirements of the "Prevent Duty" placed on Local Authorities.</p>	<p>The Safeguarding Vulnerable Adults Board is an independent scrutiny board led by BCC working in partnership with key agencies. There has been a multi-agency led review of existing arrangements led by BCC in light of the new Prevent Duty and the Board has adopted an Improvement plan to deliver better outcomes in service provision quality and safety. The Board is now on a statutory footing following implementation of the Care Act 2014. The Multi Agency Public Protection arrangements are in place (MAPPA) and BCC and the multi-agency Board work in conjunction with the Learning Disability and Mental Health services.</p> <p>The Bristol Safeguarding Adults Board Learning and Development Competence Framework has been reviewed and will be reviewed on an annually basis to ensure continued best practice.</p> <p>Safeguarding improvement plans are in place for Older People, Physical Disability and Disabled Children and the Capability framework for safeguarding and the mental capacity act have been introduced. The Adult Change Programme ' Better Lives' - Transforming Care Programme has been established to implement policy objectives of moving people into more suitable care settings.</p> <p>We have an active strategy in place to attract, recruit and retain social workers through a variety of routes with particular emphasis on experienced social workers. The Adult South West Recruitment and Retention Strategy has been drafted, the risks and costs identified. The strategy will be presented through the Decision Pathway. Regular strategies and campaigns support the recruitment and retention of high calibre social workers and managers, with competent agency social workers and managers used on temporary basis to fill vacancies.</p> <p>All key staff working with people directly at risk are trained in the essentials of safeguarding and BCC has an ongoing awareness-raising 'Prevent' training programme.</p> <p>Regular reporting on safeguarding is taking place quarterly for Directors and Cabinet Members, with an annual report for elected Members to allow for scrutiny of progress. The quality assurance framework and performance framework is routinely monitored and reported on.</p>	↔	2	7	14	<p>The Adults Major Change programmes (Better Lives) launched in Autumn 2017 and led by Bristol City Council involving all partners with a safeguarding responsibility will be reviewed in November 2018.</p> <p>Through the Better Lives Programme we are reducing caseloads, ensure purposeful practice that supports Adults and elderly people to have safety within their families and provide local authority care for those who need it and ensuring effective management oversight.</p> <p>We are increasing capacity this year in the commissioning team to lead on monitoring quality in the care sector.</p>	1	7	7
Risk Owner: Executive Director, Adults, Children and Education.	Action Owner: Interim Director Adult Social Care.		Portfolio Flag: Adult Social Care.			Strategy Theme: Our Organisation, Empowering others and Caring, Fair and Inclusive, Well connected, Wellbeing.			

Corporate Risk Register as at August 2018 - Risks to the achievement of Bristol City Councils Objectives.								
Risk title and description	What we have done	Performance	Current Risk Level			Tolerance Risk Level		
			Likelihood	Impact	Risk Rating	Likelihood	Impact	Risk Rating
<p><b>CRR11: Bristol City Council (BCC) Infrastructure Delivery.</b></p> <p>If the council fails to prioritise infrastructure investment and resources, has inconsistent policies and attitudes, and has no bargaining power regionally or with central government; there is a risk that inward investment will be reduced, making it difficult for the council to realise its strategic priorities, ensure assets are efficient and fit for purpose in meeting current and future demand and support development of the local area.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>No clear strategic direction and objective set for the Property estate.</li> <li>Services and resources (human and financial) are not fully aligned and/ or controlled to deliver the objectives.</li> <li>Failure to deliver the level of anticipated Capital Receipts.</li> <li>Leadership capacity, engagement and capability are insufficient to drive change and transformation within the council.</li> <li>Resources are poorly managed, short term approach being adopted or are not contributing fully to council priorities; resulting in agreed outcomes and objectives not being fully achieved.</li> <li>Ineffective collection, integrity and use of data and information.</li> <li>Infrastructure Condition and suitability of overall asset base is not being used or managed efficiently or effectively.</li> <li>Lack of joined up planning, decision making and effective project management.</li> <li>Ineffective collection, integrity and use of data and information.</li> <li>Reduced public sector funding impacting on the resources available.</li> <li>Currently a more uncertain future due to Brexit.</li> </ul>	<p>Governance arrangements have been established through the Growth and Regeneration Board (G&amp;RB) and the Strategic Property Group (SPG) both launched in Q4. 2017/18 to enable the integration of thinking about property with financial, regeneration and other considerations and enhance reporting of asset disposal plans and progress.</p> <p>The G&amp;RB have identified a number of areas of growth and regeneration (AGR) across the City during Q4. 2017/18 to enable place shaping including contributing to regeneration activity, affordable housing, community building and the financial sustainability of the council.</p> <p>Prioritisation of AGR is underway by the G&amp;R Board.</p> <p>The Strategic Property Review Group (SPG) was established in January 2018 and meets on a monthly basis. The SPRG identified the need for an Operational Property Group in March 2018.</p> <p>The Operational Property Group (OPG) as a sub-group to the Strategic Property Group (SPG) was launched in July to unlock the value of assets, seek efficiencies through joint arrangements with public sector partners and maximise private sector investment. Actions are now being progressed through the work of the SPG and through OPG which will have a Corporate Landlord role to ensure the ownership of an asset and the responsibility for its management; maintenance and funding are transferred to a centralised corporate crosscutting group.</p> <p>Recruitment of Asset Management Plan specialist has commenced.</p>	↔	2	7	14			
<p>Risk Owner: Director Finance (Section 151 Officer), Executive Director Growth and Regeneration.</p>	<p>Action Owner: Executive Director Growth and Regeneration.</p>	<p>Portfolio Flag: Finance, Governance and Performance.</p>	<p>Strategy Theme: Our Organisation</p>					

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Risk title and description	What we have done	Performance	Current Risk Level			Tolerance Risk Level		
			Likelihood	Impact	Risk Rating	Likelihood	Impact	Risk Rating
<p><b>CRR12: Failure to deliver suitable planning measures, respond to and manage events when they occur.</b></p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>Critical services unprepared or have ineffective emergency and business continuity plans and associated activities.</li> <li>Lack of resilience in the supply chain hampers effective response to incidents.</li> <li>Lack of trained and available strategic staff.</li> </ul> <p>(Previously Civil Contingencies and Council Resilience).</p>	<p>The Avon and Somerset Local Resilience Forum (LRF) is a legally required multi-agency partnership of all the organisations needed to prepare for an emergency in the LRF area. It includes the emergency services, health services, Maritime and Coastal Agency, Environment Agency, volunteer agencies, utility companies, transport providers and the five councils of Bath and North East Somerset, Bristol, North Somerset, Somerset and South Gloucestershire. The Avon and Somerset LRF to drive work identified by risk and impact based on Avon and Somerset Community Risk Register. Key roles of the group includes: Intelligence gathering and forecasting, regular training exercises and tests, Task and Finish groups addressing key issues, procedure, plan writing and capability building and a multi-Agency recovery structure is in place.</p> <p>Bristol is working with Avon and Somerset Local Resilience Forum (LRF) together with personnel as an integrated and co-located team to deliver enhanced emergency planning and business continuity along with Avon and Somerset Local Health Resilience Partnership is to ensure a coordinated health services and Public Health England and planning, response is in place.</p> <p>A system is in place for ongoing monitoring of severe weather events (SWIMS).</p> <p>Emergency planning training has been rolled and a multi-agency exercise is regularly conducted to test different elements of BCC emergency arrangements with partners. The most recent exercises being Day Two May 2018, Dark Zodiac April 2018 and Saxon Resolve November 2017.</p> <p>A senior management on-call rota has been devised, agreed and is monitored. Emergency Reservists have been recruited to aid emergency responses.</p> <p>External IT security incidents are logged and reviewed from an IT and wider Information Governance perspective.</p> <p>Local procedures have been established and are being continually reviewed and refined for when the national threat level increases to critical. This includes an update of the Corporate Business Continuity Plan.</p> <p>We tested the Bristol Operations Centre capacity to support multi-agency operations in July 2018.</p> <p>BCC took receipt the South West's share of the National Emergency Mortuary Equipment in July 2018.</p>	<p>↔</p>	2	7	14	1	7	7
<p>Risk Owner: Acting Executive Director Communities.</p>	<p>Action Owner: Civil Protection Manager.</p>	<p>Portfolio Flag: Finance, Governance and Performance.</p>	<p>Strategy Theme: Our Organisation, Wellbeing.</p>					

Corporate Risk Register as at August 2018 - Risks to the achievement of Bristol City Councils Objectives.								
Risk title and description	What we have done	Performance	Current Risk Level			Tolerance Risk Level		
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<p><b>CRR13: Financial Framework and MTFP.</b></p> <p>Failure to reasonably estimate and agree the financial 'envelope' available, both annually and in the medium-term and the council is unable to set a balanced budget.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>Inadequate budgeting &amp; budgetary control/Financial Settlements &amp; wider fiscal policy changes:                             <ul style="list-style-type: none"> <li>The potential for new funding formulas such as fair funding, business rates retention, new national funding formula for schools and high needs to significantly reduce the government funding available to the council alongside possible increase in demand for council services.</li> </ul> </li> <li>Political failure to facilitate the setting of a lawful budget.</li> <li>Unable to agree a deliverable programme of propositions that enable the required savings to be achieved.</li> <li>Insufficient reserves to mitigate risks and liabilities and provide resilience.                             <ul style="list-style-type: none"> <li>Rising inflation could lead to increased costs.</li> </ul> </li> <li>Economic uncertainty impact on locally generated revenues - business rates and housing growth, impacting on council tax, new homes bonus and business rate income.</li> <li>Brexit - the general uncertainty affecting the financial markets, levels of trade &amp; investment.</li> <li>Judicial review of the budget process.</li> </ul>	<p>BCC manages its financial risks through a range of controls including budget preparation, budget setting and a Budget Accountability Framework. Roles and responsibilities for managing, monitoring and forecasting income and expenditure against approved budgets have been updated.</p> <p>The council has developed a strong rolling Medium-term financial planning process to enable the strategic objectives and statutory duties to be met. We are working to ensure a rigorous structure exists to oversee the budgetary control process from budget setting through to monitoring, oversight and scrutiny including:</p> <ul style="list-style-type: none"> <li>The level of reserves and balances are regularly reviewed to ensure that account is taken of any financial risk.</li> <li>Financial Regulations and Financial Scheme of Delegation is in place.</li> <li>Regular in-year monitoring and reporting, review of future financial plans and assessment of financial risks and reserves are undertaken to ensure the financial plans are delivered.</li> <li>2018/19 Budget and Capital Programme agreed by Full Council in February 2018 with agreed savings programme and outline capital programme to 2023.</li> <li>Medium Term Financial Strategy agreed by Cabinet in July 2017 and refreshed annually detailing savings, growth, and risks.</li> <li>The Mid-Year Treasury Report for 2017/18 presented to Audit Committee and Full Council in accordance with the Council's Treasury Management Process.</li> <li>Challenge meetings to challenge 2018/23 budget process are ongoing.</li> <li>The ongoing production of a programme of propositions that exceed the forecasted budget gap to provide members with options and headroom for variations in financial estimates.</li> <li>Changes to propositions are maintained in the DWG Tracker.</li> <li>The ongoing agreement of initial budget, proposals and key assumptions by Corporate Leadership Board and Executive and submission to scrutiny.</li> <li>The ongoing assessment of the adequacy of general reserves and any specific reserve which takes into account an assessment of the risks related to the budget estimates and financial/economic climate.</li> <li>The maintaining of the evolving financial model that reflects in a timely manner changes in national and local assumptions.</li> </ul>	↔	2	5	10	1	5	5
Risk Owner: Director of Finance (S151 Officer).	Action Owner: Executive Director Resources, Director of Finance (S151 Officer)	Portfolio Flag: Finance, Governance and Performance.	Strategy Theme: Our Organisation.					

Corporate Risk Register as at August 2018 - Risks to the achievement of Bristol City Councils Objectives.									
Risk title and description	What we have done	Performance	Current Risk Level			What we are doing	Tolerance Risk Level		
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<p><b>CRR15: Financial Deficit.</b></p> <p>The council's financial position goes into significant deficit in the current year resulting in general reserves (actual or projected) being less than 75% of the level specified in the reserves policy.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>A failure to appropriately plan and deliver savings unscheduled loss of material income streams.</li> <li>Increase in demography, demand and costs for key council services.</li> <li>The inability to generate the minimum anticipated level of capital receipts.</li> <li>Insufficient reserves to facilitate short term mitigations, risks and liabilities.</li> </ul> <p>Interest rate volatility impacting on the council's debt costs.</p> <p>Judicial review of the budget process.</p>	<p>BCC's Financial framework ensures that we have in place sound arrangements for financial planning, management, monitoring and reporting. New spend decisions and borrowing is only supported where the source of revenue resources to meet the costs is clearly identified and availability confirmed by Finance. Getting our accounts produced on time and without audit qualification is important to ensure that we can properly account for the resources we have used during the year.</p> <p>Corporate Revenue Monitoring Reports with identified risks are reported to Cabinet, overspending departments prepare action plans with responsible Directors identified.</p> <p>The ongoing review and due diligence of all budget savings by Delivery working Group and Delivery Executive, Corporate Leadership Board and the Executive. The pipeline of propositions to be incorporated into the DWG tracker, due diligence undertaken and subject to DWG/DE governance and assurance process.</p> <p>The ongoing regular monitoring reports to Corporate Leadership Team and Cabinet management reports setting out progress on delivery of savings and other risks and opportunities in addition to the forecast expenditure.</p> <p>We have continual oversight and ongoing management of the council's financial risks.</p> <p>Internal audit also undertakes a number of reviews of our financial planning and monitoring arrangements.</p>	↔	2	5	10	<p>A review of robustness of forecasting in light of YTD run rates and other associated evidence.</p> <p>Budget Improvement – The executive will review service recovery/delivery plans, options for mitigation and their viability, risk and priority outcome implications - both immediate and the wider MTFP impact.</p> <p>Where viable in year recovery/delivery plans cannot be achieved, Executive Directors will report to the Mayor and Cabinet seeking a supplementary funding approval in accordance with the council's delegated executive approval powers (up to £1,000,000 for an area of activity).</p> <p>Where viable in year recovery/delivery plans cannot be achieved, Executive Directors will report to Full Council (in accordance with the Budget &amp; Policy framework ) to seek agreement to a supplementary estimate (&gt; £1,000,000 for an area of activity).</p> <p>We will seek agreement from the Executive of the alternative measures held in abeyance across other General Fund services e.g. which will be offset and advised to all associated Directors appropriately.</p> <p>We will carry out a re-assessment of service delivery risks and opportunities and risk and other reserves.</p>	1	5	5
Risk Owner: Director of Finance (S151 Officer).	Action Owner: Executive Director Resources, Director of Finance (S151 Officer).	Portfolio Flag: Finance, Governance and Performance.			Strategy Theme: Our Organisation.				

Corporate Risk Register as at August 2018 - Risks to the achievement of Bristol City Councils Objectives.								
Risk title and description	What we have done	Performance	Current Risk Level			Tolerance Risk Level		
			Likelihood	Impact	Risk Rating	Likelihood	Impact	Risk Rating
<p><b>CRR16: Leadership.</b></p> <p>If there is a lack of leadership or management skills then this could impact on performance and the ability to deliver positive change.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>Loss of experienced managers.</li> <li>New skills sets required to meet new challenges.</li> <li>Poor communication regarding change and new initiatives.</li> </ul> <p>Need to make savings / increase income.</p>	<p>A senior management restructure is almost complete which will bring permanency and stability for the leadership team.</p> <p>A new Leadership Framework sets out the leadership behaviours and qualities expected of our managers and aspiring managers. Applicants for senior leadership roles are tested against these qualities.</p> <p>An organisation-wide leadership development and engagement programme will support colleagues during the time of transition. The Leadership Framework will be rolled out to provide support to enable our staff to become confident and supportive leaders for our workforce.</p> <p>To promote a positive culture within the organisation, a set of organisation values and behaviours has been created in collaboration with staff focus groups; this will help set the tone of the organisation and assist, in conjunction with the Corporate Strategy priorities, in providing clarity of purpose. It will link directly through to a new performance framework that will provide clarity to staff about the expectations and how their work contributes to the success of the organisation. This will feature in the Workforce Plan which is currently being drafted.</p> <p>The Corporate Strategy and associated Business Plans will provide clarity on priorities and help our workforce focus its attention and resources on the areas that derive greatest results for our communities and residents.</p> <p>We have regular communication with staff and key stakeholders to keep them up to date with organisational priorities and progress on recruitment of the senior leadership team. A refreshed internal communication and engagement strategy was received by CLB in August 2018.</p>	↔	2	5	10	1	5	5
Risk Owner: Head of Paid Service and CLB.	Action Owner: Head of Paid Service and CLB.	Portfolio Flag: Finance, Governance and Performance.	Strategy Theme: Our Organisation.					

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Corporate Risk Register as at August 2018 - Risks to the achievement of Bristol City Councils Objectives.									
Risk title and description	What we have done	Performance	Current Risk Level			What we are doing	Tolerance Risk Level		
			Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating
<p><b>CRR17: Bristol City Council Strategy Management.</b></p> <p>The council fails to produce or embed a Corporate Strategy with clear links through to business planning and performance management, resulting in less effective implementation of policy, use of resources and/or partnership working.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>Plans, policies, budget and/or resource not aligned to the Corporate Strategy.</li> <li>Significant changes in senior management roles and personnel results in lack of knowledge or a feeling of ownership in relation to the Corporate Strategy.</li> </ul>	<p>Full Council received and approved the Corporate Strategy 2018 - 2023 in February 2018.</p> <p>Cabinet received the BCC Business Plan 2018/19 to note in May 2018. This was based on key elements of Service Plans for every department.</p> <p>We have completed and approved the Performance Framework via Statutory and Policy Board in June 2018. The refreshed Performance Framework follows through the golden thread from Corporate Strategy through to KPIs and management information.</p> <p>Communications plan for embedding Corporate Strategy and Business Plans, including full briefing of all Tier 1 - 3 managers and inclusion in My Performance reviews for all colleagues.</p> <p>An ongoing review of the Medium Term Financial Plan (MTFP) and wider policy / strategy framework to check alignment with Corporate Strategy.</p>	↔	1	7	7	<p>We are rolling out tactical communications and refreshing the Communications Strategy and core council narrative in September 2018.</p> <p>The BCC policy and strategy framework will be reviewed in priority order with initial data collection complete. The nature of reviewing strategies across the council means it will be an ongoing process.</p> <p>My Performance reviews are being completed across the organisation and managers are briefed to link personal objectives to the outcomes set out in the Corporate Strategy and Business Plan.</p> <p>The Corporate Strategy is being explained to all new colleagues via the corporate induction process.</p> <p>Statutory and Policy Board will receive quarterly reporting from August 2018/19 on progress against the Performance Framework.</p> <p>A one-off 'good housekeeping' review of corporate partnerships is planned for Q2/3 2018/19, creating a refreshed database and reviewing partnership Terms of Reference and/or Service Level Agreements against the Corporate Strategy and emerging partnership governance model as part of the developing One City Approach.</p>	1	5	5
Risk Owner: Head of Paid Service.	Action Owner: Acting Director: Policy and Strategy.		Portfolio Flag: Finance, Governance and Performance.			Strategy Theme: Our Organisation.			

Corporate Risk Register as at August 2018 - Risks to the achievement of Bristol City Councils Objectives.									
Risk title and description	What we have done	Performance	Current Risk Level			What we are doing	Tolerance Risk Level		
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<p><b>CRR18: Failure to deliver 2000 Homes per annum by 2020.</b></p> <p>The risk of failing to deliver the range of housing to meet Bristol's needs and not realise the ambition to deliver 2000 homes per annum by 2020.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>• Silo Working – actions not aligning across teams.</li> <li>• Weight given to local objections.</li> <li>• Lack of capacity.</li> <li>• Competing priorities and pressures.</li> <li>• Joint Spatial Framework / Local Plan pressure.</li> <li>• Procurement barriers.</li> <li>• Resource availability, engagement and response times from other internal BCC services.</li> </ul> <p>Increased costs and labour issues arising post Brexit.</p> <p>Lack of available data about completed homes.</p>	<p>We have secured planning permissions.</p> <p>We have secured additional grant funding for infrastructure.</p> <p>We have been releasing land.</p> <p>We have been issuing grants to Registered Providers (RPs).</p>	New	2	5	10	<p>We are continually addressing all areas of provision including: Community Led Housing (CLH), Registered Providers (RPs) and Direct Delivery, (New Council Homes) etc.</p> <p>We are considering setting up new procurement framework for contractors and consultants.</p> <p>We are operating a significant land release programme to Registered Providers.</p> <p>We are running series of ongoing issue busting exercises across the Housing Delivery Programme.</p> <p>We are carrying out a service review of the Housing Delivery Service by March 2019.</p> <p>We are engaging with Homes England on their new strategic partnerships to deliver increased capacity in the sub-region and with their Accelerated Construction and Housing Infrastructure Fund (HIF) programmes to de-risk sites.</p>	1	5	5
<p>Risk Owner: Interim Executive Director Growth and Regeneration.</p>	<p>Action Owner: Interim Executive Director Growth and Regeneration, Director City Growth, Investment and Infrastructure including Culture.</p>	Portfolio Flag: Housing.			Strategy Theme: Fair and Inclusive.				

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Risk title and description	What we have done	Performance	Current Risk Level			What we are doing	Tolerance Risk Level		
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<p><b>CRR19: Tree Management.</b></p> <p>Risk of trees falling as a result of failure under certain weather conditions and/or due to disease</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>• Severe weather conditions and/or disease.</li> <li>• Lack of maintenance of trees.</li> <li>• Lack of tree inspections.</li> <li>• Reduction in budgets and fragmentation of management of trees across service areas putting pressure on the ability to adequately manage the council's trees.</li> </ul>	<p>The areas with responsibility for trees include highways, parking, housing, parks, and property.</p> <p>We have been analysing the trees that are potentially at risk and appropriate resources are being assigned to tree management.</p> <p>We have been analysing our tree claims data to identify further strategies to manage the risk.</p> <p>A budget for tree management from parks and highways has been protected for 2018-19 while this is reviewed to deal with highways and parks trees.</p> <p>There is an agreement to consolidate budgets to manage the tree portfolio and to adopt the Quantified Tree Risk Assessment (QTRA) method for the inspection and recoding of data on the Confirm system.</p>	New	3	5	15	<p>We are reviewing the tree management plan to assure that all trees are within the inspection regime in readiness for the adoption of the QTRA methodology.</p> <p>Budgets will be consolidated to provide a central tree management programme.</p> <p>Consideration on the current service provision related to tree management will include best value analysis.</p>	1	5	5
Risk Owner: Acting Executive Director Communities.	Action Owner: Acting Executive Director Communities, Interim Executive Director Growth and Regeneration.	Portfolio Flag: Communities.			Strategy Theme: Our Organisation, Wellbeing.				

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<p><b>CRR20: Information Governance.</b></p> <p><b>General Data Protection Regulation (GDPR) compliance.</b></p> <p>If the Council fails to maintain a defensible and compliant response to the Data Protection Act 2018 and General Data Protection Regulation (GDPR) then it will fail to fully comply with its statutory requirements.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>Failure to invest in the required systems, equipment and posts required to implement these regulations.</li> <li>Failure to adequately train staff in the requirements of the regulations.</li> <li>Lack of resource (capacity or expertise) to manage Subject Access Requests.</li> </ul> <p>(This risk replaces CRR14 Introduction of the General Data Protection Regulation).</p>	<p>We have made significant progress on compliance with the General Data Protection Regulation (GDPR). A significant investment of resources has already been made in a high profile project which has put the essential elements of GDPR in place for when GDPR came into effect. The council continues to invest in GDPR compliance through the next phase with a focus on embedding GDPR to ensure this can be maintained and developed.</p> <p>A project team was put in place November 2017 and a plan developed around the Information Commissioners Office (ICO) 12 step plan January 2018. A 'Senior Information Risk Owner' was appointed (SIRO) February 2018 and Project Manager in November 2017, funding for additional Project Resource was approved by Statutory and Policy Board, April 2018. An informed Health Check with a supporting action plan was put in place February 2018 refocussing the project on essential elements of compliance for 25 May 2018. An Assurance Group is in place to support the SIRO and will continue to meet to manage and monitor the plan. The Extended Director Management Team has been briefed and weekly progress updates provided.</p> <p>The Data Protection/ Data Retention Policies have been updated and Data Protection (DP) guidance has been revised. The Data Protection Officer is in post and the Statutory Data Protection Officer has been appointed Q4. 2017/18. We have reviewed and implemented the Privacy Impact Assessment process and updated data sharing agreements with external partners and written to 1,200 highest risk suppliers to advise changes to contract.</p> <p>A Data Protection Audit of Personal Data held has been carried out and the Record of Processing Activities (ROPA's) completed.</p> <p>Interim improvements have been made to the Subject access request process to centralise the receipt of requests. The anticipated increase in requests has not yet materialised and improvements have been made to the way Data breaches are reported.</p> <p>Support has been provided to schools including a brief, guidance and templates and access to a data protection lawyer. Assurance that GDPR companies and schools are compliant and was reviewed in Q4. 2018 and is ongoing. Members have been briefed and template ROPA's and Privacy Notices provided in Q4. 2017/18.</p> <p>A staff E-Learning package was launched and 99.9% of staff completed this. A training package was also been launched for staff who do not have access to ICT systems. New notices have been made available on the council web site detailing how we use personal data in a more transparent manner.</p> <p>Communication has been via the Source with council wide GDPR Communication in May 2018 as well as the ask GDPR mailbox, twice weekly drop-in sessions and the intranet - Source page has been updated with guidance, templates and examples for GDPR actions.</p> <p>There is regular reporting to the Cabinet Member for Finance, Governance and Performance, Deputy Mayor Cllr. Cheney, on progress against GDPR plan with updates provided to the Audit Committee quarterly.</p>	New	2	5	10	<p>Having achieved the essential elements for the introduction of GDPR, the challenge now is to consolidate this position to complete the remaining GDPR requirements and embed this so that we maintain our position and further improve information governance on an ongoing basis.</p> <p>The initial project structure was appropriate to deliver the urgent and large scale transition through to compliance. Moving forward it is critical to ensure the necessary leadership and resources are in place to provide focus on data protection that will live beyond the life of the project. Establishing a core Data Protection team led by a statutory Data Protection Officer will enable this.</p> <p>An interim statutory DPO will be appointed (August 2018) and tasked to design the structure and resources required and plan for the delivery in a prioritised and sequential basis (October 2018 and recruit into the permanent posts (December / January 2019).</p> <p>To ensure continued buy-in from across the organisation the GDPR group will continue to meet. The group has already developed a set of objectives for the next phase of work.</p>	2	3	6
Risk Owner: Senior Information Risk Owner (SIRO).	Action Owner: Senior Information Risk Owner (SIRO) and GDPR Project Manager.	Portfolio Flag: Finance, Governance and Performance.	Strategy Theme: Our Organisation.						

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Risk title and description	What we have done	Performance	Current Risk Level			What we are doing	Tolerance Risk Level		
			Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating
<p><b>CRR21: Partnerships Governance.</b></p> <p>If the council does not maximise (or cannot quantify) the benefits of partnership working and/or experiences negative or counter-productive results may arise from partnership working.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>• Failure to establish and/or manage contracts, Service Level Agreements and/or Terms of Reference in relation to partnerships.</li> <li>• Not maintaining a central register of partnerships, membership, governance arrangements and performance measures.</li> <li>• No identified lead officer to progress development of partnership working as in proposals presented to the Audit Committee in April 2016.</li> </ul> <p>Outdated partnership policy and toolkit (last iteration 2010). A broad range of partnerships with variable degrees of formality.</p>	<p>BCC has close involvement of Elected Mayor and Members in key partnerships. Regular review and evaluation of the current position by CLB.</p> <p>Leads have been defined for recommendations to develop partnership working which were received by the Audit Committee in April 2016.</p> <p>BCC has mechanisms in place for regular dialogue including formal partnerships.</p>	New	3	5	15	<p>We are reviewing and refreshing the Partnership Policy and Toolkit.</p> <p>Creating a central Partnership Register including Service Level Agreements (SLAs), Terms of Reference (Terms of reference) and contracts where appropriate.</p> <p>Creating a template Terms of reference and porting existing Terms of reference to it.</p> <p>We are scoping and reviewing the need for Commercial Training for relevant managers as part of Procurement and Commercial Strategy.</p>	2	3	6
<p>Block Owner: Head of Paid Service.</p>	<p>Action Owner: Head of Delivery Support Unit.</p>	<p>Portfolio Flag: Finance, Governance and Performance.</p>			<p>Strategy Theme: Our Organisation.</p>				

Corporate Risk Register as at August 2018 - Opportunity Risks									
Risk title and description	What we have done	Performance	Current Risk Level			What we are doing	Tolerance Risk Level		
			Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating
<p><b>OPP1: One City Approach</b></p> <p>The One City Approach will offer a new way to plan strategically with partners as part of a wider city system.</p> <p>Key potential causes:</p> <ul style="list-style-type: none"> <li>• Mayoral aspiration and widespread partner sign-up to the principle.</li> <li>• Work to date has produced outline plan and engaged partners in the long-term vision and necessary work to complete the plan.</li> </ul>	<p>We have scoped and entered 'Phase Three' of development of the One City Approach (OCA), including catalysing One City Plan development by providing core resource for a City Office structure.</p>	New	3	5	15	<p>Internal resource will be identified to help catalyse activity and develop the One City Plan product, with multiple offers of support from city partners. By January 2019 we will have:</p> <ul style="list-style-type: none"> <li>• Developed a 'One City Plan' in partnership with a variety of city-wide and regional organisations, including scoping the formal governance of the City Office and One City Approach.</li> <li>• Continued existing initiatives to trial and iterate the One City Approach.</li> <li>• Instigated or enabled new projects with partners where there is a strategic fit and an opportunity to further develop a working OCA model.</li> </ul>	4	5	20
Risk Owner: Head of Paid Service.	Action Owner: Interim Director of City Wellbeing, Resilience and Strategic Partnerships.	Portfolio Flag: Mayor.			Strategy Theme: Our Organisation.				

Corporate Risk Register as at August 2018 - Opportunity Risks									
Risk title and description	What we have done	Performance	Current Risk Level			What we are doing	Tolerance Risk Level		
			Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating
<p><b>OPP2: Corporate Strategy</b></p> <p>The approved Corporate Strategy presents an opportunity to fundamentally refresh and strengthen our business planning, leadership and performance frameworks.</p> <p>Key potential causes:</p> <ul style="list-style-type: none"> <li>• Approved Corporate Strategy provides the foundation and direction for the organisation.</li> </ul>	<p>We have approved and adopted the Corporate Strategy, Business Plan 18/19 and Performance Framework 18/19 through appropriate Decision Pathways.</p> <p>Re-launched 'My Performance' reviews for all colleagues including annual objective setting linked to the Corporate Strategy and Business Plan 18/19.</p> <p>Begun scoping the business planning process for 2019/20 to iterate and improve our approach, particularly with regards to performance management and corporate prioritisation.</p>	New	3	5	15	<p>Good progress has been made in starting to embed the Corporate Strategy, including building full consideration of it in to the Decision Pathway. Work to continue improving business planning for next year is underway, although at an early stage. We are focussing on:</p> <ul style="list-style-type: none"> <li>• Designing and launching an integrated business planning approach for 2019/20, linking financial planning, and service planning and performance management more closely and from an earlier starting point.</li> <li>• Continuing to scope and procure a replacement for the 'My Performance' system.</li> </ul>	4	5	20
Risk Owner: Head of Paid Service	Action Owner: Acting Director: Policy and Strategy.	Portfolio Flag: Finance, Governance and Performance.			Strategy Theme: Our Organisation.				

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Corporate Risk Register as at August 2018 - Opportunity Risks									
Risk title and description	What we have done	Performance	Current Risk Level			What we are doing	Tolerance Risk Level		
			Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating
<b>OPP3: Devolution</b> Should the potential arise for opportunities from a region's evolving second devolution deal that could lead to an opportunity to align the Councils corporate priorities and strengthen regional partnership working.  Key potential causes: <ul style="list-style-type: none"> <li>Potential development of second devolution deal.</li> </ul>	We continue to engage with West England Combined Authority; but with recognition that focus has been placed more on a proposed housing fund.	New	3	5	15	We will continue to engagement with WECA at strategic level.	3	5	15
Risk Owner: Head of Paid Service.	Action Owner: Acting Head of Policy and Public Affairs.	Portfolio Flag: Finance, Governance and Performance.			Strategy Theme: Our Organisation.				

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Corporate Risk Register as at August 2018 - Opportunity Risks									
Risk title and description	What we have done	Performance	Current Risk Level			What we are doing	Tolerance Risk Level		
			Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating
<b>OPP4: Brexit.</b> If exiting the European Union provides benefits, such as increased domestic concentration of power, this may lead to opportunities for this to be harnessed at a local or regional level.  Key potential causes for enhancing and exploiting: <ul style="list-style-type: none"> <li>Exciting the European Union.</li> </ul>	We have: <ul style="list-style-type: none"> <li>Established a city Brexit response group.</li> <li>Met Michel Barnier in Brussels with the Core Cities.</li> <li>Been monitoring the environment; including news of threats from large local employers of leaving UK.</li> <li>Collaborated on draft Inclusive Economic Growth Strategy.</li> </ul> We continue to work with Core Cities and M8 leaders on concerted joint efforts.	New	1	5	5	We are monitoring the issue on an ongoing basis.  A further meeting of Bristol Brexit Response Group is planned for October 2018.	1	5	5
Risk Owner: Head of Paid Service.	Action Owner: Acting Head of Policy and Public Affairs.	Portfolio Flag: Finance, Governance and Performance.			Strategy Theme: Our Organisation.				

## Key External Risk and Civil Contingency Risks to note - Flooding and Brexit

Corporate Risk Register as at August 2018 - External and Civil Contingency Risks									
Risk title and description	What we have done	Performance	Current Risk Level			What we are doing	Tolerance Risk Level		
			Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating
<p><b>BCCC1: Flooding.</b></p> <p>There could be a risk of damage to properties and infrastructure as well as risk to public safety from flooding which may be caused by a tidal surge, heavy rainfall and river and groundwater flood events.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>Tidal surge, heavy rainfall, river and groundwater flood events.</li> <li>Impact of climate change.</li> <li>Lack of effective flood defences and preparedness for major incidents.</li> </ul>	<p>The Avon and Somerset Local Resilience Forum (LRF) is a partnership of all the organisations needed to prepare for an emergency in the LRF area. It includes the emergency services, health services, Maritime and Coastal Agency, Environment Agency, volunteer agencies, utility companies, transport providers and the five councils of Bath and North East Somerset, Bristol, North Somerset, Somerset and South Gloucestershire.</p> <p>Bristol is working with the Avon and Somerset LRF to construct new sea defences around North Somerset, Bristol and South Gloucestershire, working with emergency services, local authorities and other agencies to develop flood response plans and procedures, investigating instances of flooding, training specialist staff in swift water rescue techniques, communicating with housing and business developers to incorporate flood protection into new developments, providing guidance to members of the public about flooding, including flood warnings and what people can do to help themselves, regular maintenance and clearing programs of gullies and culverts, especially in the event of storm warnings.</p> <p>Bristol has in place a local Flood Risk Management Strategy approved at Cabinet in December 2017 which comprises of 5 keys areas and 43 separate actions in line with Environment Agency's national strategy.</p>	↔	3	5	15	<p>There is sustained resourcing and delivery of all actions in LFRMS over life of strategy. Strategy includes the following key projects:</p> <ul style="list-style-type: none"> <li>Working in partnership with the Environment Agency to develop a Bristol Tidal Flood Risk Management Strategy to protect the city centre, including climate change.</li> <li>Working in partnership with South Gloucester and the Environment Agency to deliver a flood scheme to help protect Avonmouth Village and the Enterprise Area from tidal flooding, including climate change.</li> </ul>	3	3	9
Risk Owner: Interim Executive Director Growth and Generation.	Action Owner: Director Transport, Flood Risk Engineer, Strategic City Transport.	Portfolio Flag: Energy, Waste and Regulatory Services.			Strategy Theme: Our Organisation, Empowering and Caring, Fair and Inclusive, Well Connected, Wellbeing.				

Corporate Risk Register as at August 2018 - External and Civil Contingency Risks									
Risk title and description	What we have done	Performance	Current Risk Level			What we are doing	Tolerance Risk Level		
			Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating
<p><b>BCCC2: Brexit.</b></p> <p>The risk that Brexit (and any resulting 'deal' or 'no deal') will impact the local economy, local funding and delivery of council services, and that uncertainty around Brexit could impact our ability to accurately assess or plan for potential positive or negative outcomes.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> <li>Exiting the European Union.</li> <li>Reported lack of majority view on Government White Paper.</li> <li>Unprecedented and complex national / international process.</li> </ul>	<p>We have:</p> <ul style="list-style-type: none"> <li>Established a city Brexit response group.</li> <li>Met Michel Barnier in Brussels with the core cities.</li> <li>Been monitoring the environment; including news of threats from large local employers of leaving UK.</li> <li>Collaborated on draft Inclusive Economic Growth Strategy.</li> </ul> <p>We continue to work with Core Cities and M8 leaders on concerted joint efforts.</p>	↔	4	3	12	<p>We are monitoring of the issue on an ongoing basis.</p> <p>A further meeting of Bristol Brexit Response Group is planned for October 2018.</p>	4	3	12
Risk Owner: Head of Paid Service.	Action Owner: Acting Head of Policy and Public Affairs.	Portfolio Flag: Finance, Governance and Performance.			Strategy Theme: Our Organisation, Empowering and Caring, Fair and Inclusive, Well Connected, Wellbeing.				

**Corporate Threat Risk Performance Summary**

The risks are set out by the highest risk rating first in the Q2 18/19 column.

Appendix Page	Risk ID	Risk	Risk Owner	Quarter 4 January – March 17/18		Quarter 1 April - June 18/19		Quarter 2 July - September 18/19		Quarter 3 October - December 18/19		Quarter 4 January - March 18/19	
				Rating	Travel	Rating	Travel	Rating	Travel	Rating	Travel	Rating	Travel
1	CRR1	Long Term Commercial Investments	Interim Executive Director Growth and Regeneration, Executive Director Resources and Section 151 Officer	4x7=28	↔	3x7=21	↑	3x7=21	↔				
2	CRR2	IT Infrastructure	Director Digital Transformation	3x7=21	↔	3x7=21	↔	3x7=21	↔				
3	CRR3	Asbestos Management	Head of Paid Service and CLB	3x7=21	↔	3x7=21	↔	3x7=21	↔				
4	CRR4	Corporate Health, Safety and Wellbeing	Head of Paid Service and CLB	3x7=21	↔	3x7=21	↔	3x7=21	↔				
5	CRR5	Business Continuity and Council Resilience	Acting Executive Director Communities	3x7=21	↔	3x7=21	↔	3x7=21	↔				
6	CRR6	Fraud and Corruption	Executive Director Resources and Director of Finance (Section 151 Officer)	3x5=15	↔	3x5=15	↔	3x5=15	↔				
7	CRR7	Cyber-attack threats and implications	Director Digital Transformation	3x5=15	↔	3x5=15	↔	3x5=15	↔				
8	CRR8	Service Review	Head of Paid Service	4x5=20	↔	3x5=15	↑	3x5=15	↔				
18	CRR19	Tree Management	Acting Executive Director Communities					3x5=15	New				
20	CRR21	Partnerships Governance	Head of Paid Service					3x5=15	New				
19	CRR9	Safeguarding Vulnerable Children	Executive Director, Adults, Children and Education	2x7=14	↔	2x7=14	↔	2x7=14	↔				
18	CRR10	Safeguarding Vulnerable Adults	Executive Director, Adults, Children and Education	2x7=14	↔	2x7=14	↔	2x7=14	↔				
15	CRR11	BCC Infrastructure Delivery	Director of Finance (Section 151 Officer) and Interim Executive Director Growth and Regeneration	2x7=14	↔	2x7=14	↔	2x7=14	↔				
12	CRR12	Failure to deliver suitable planning measures, respond to and manage events when they occur. (Previously Civil Contingencies and Council Resilience)	Acting Executive Director Communities	3x7=21	↔	2x7=14	↑	2x7=14	↔				
13	CRR13	Financial Framework and MTFP	Director of Finance (Section 151 Officer)	2x7=14	↔	2x5=10	↑	2x5=10	↔				
14	CRR15	Financial Deficit	Director of Finance (Section 151 Officer)	2x5=10	↔	2x5=10	↔	2x5=10	↔				
15	CRR16	Leadership	Head of Paid Service and CLB	4x5=20	↔	2x5=10	↑	2x5=10	↔				
17	CRR18	Failure to deliver 2000 Homes per annum by 2020.	Interim Executive Director Growth and Regeneration					2x5=10	New				
19	CRR20	General Data Protection Regulation (GDPR) compliance. (Replaces CRR14)	Senior Information Risk Owner (SIRO)					2x5=10	New				
16	CRR17	Strategy Management	Head of Paid Service	2x7=14	↔	2x7=14		1x7=7	↔				
	CRR14	Information Governance Introduction of the General Data Protection Regulation (GDPR) (Replaced by CRR21)	Senior Information Risk Owner (SIRO)	2x7=14	↔	2x5=10	↑	Closed					

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**Corporate Risk Performance Summary for Opportunity risks**

The risks are set out by the highest risk rating first in the Q2 18/19 column.

Appendix Page	Risk ID	Risk	Risk Owner	Quarter 4 January – March 17/18		Quarter 1 April - June 18/19		Quarter 2 July - September 18/19		Quarter 3 October - December 18/19		Quarter 4 January - March 18/19	
				Rating	Travel	Rating	Travel	Rating	Travel	Rating	Travel	Rating	Travel
21	OPP1	One City	Head of Paid Service					3x5=15	New				
21	OPP2	Corporate Strategy	Head of Paid Service					3x5=15	New				
22	OPP3	Devolution	Head of Paid Service					3x5=15	New				
22	OPP4	Brexit	Head of Paid Service					1x5=10	New				

**Corporate Risk Performance Summary for External and Civil Contingency risks**

The risks are set out by the highest risk rating first in the Q2 18/19 column.

Appendix Page	Risk ID	Risk	Risk Owner	Quarter 4 January – March 17/18		Quarter 1 April - June 18/19		Quarter 2 July - September 18/19		Quarter 3 October - December 18/19		Quarter 4 January - March 18/19	
				Rating	Travel	Rating	Travel	Rating	Travel	Rating	Travel	Rating	Travel
23	BCCC1	Flooding	Interim Executive Director Growth and Regeneration			3x5=15	↔	3x5=15	↔				
23	BCCC2	Brexit	Head of Paid Service			4x3=12	↔	4x3=12	↔				

## Risk Scoring Matrix

Likelihood	4	4	12	20	28
	3	3	9	15	21
	2	2	6	10	14
	1	1	3	5	7
		1	3	5	7
		<b>Impact</b>			

Level of risk	Action required by level risk	
28	Critical:	<b>Action required.</b> Escalate (if a Directorate level risk, escalate to the Corporate Risk Register. Escalate corporate risks to the attention of the Cabinet Lead to confirm action to be taken).
14 - 21	High:	Must be addressed. If Directorate level consider escalating to the Corporate Risk Register. If a corporate risk consider escalating to the Cabinet Lead.
5 - 12	Medium:	Action required, manage and monitor at the Directorate level.
1 - 4	Low:	May not need any further action / monitor at the service level.

**Current and Tolerance risk ratings:** The 'Current' risk rating for both threats and opportunities refers to the current level of risk taking into account any strategies to manage risk - management actions, controls and fall back plans already in place. The 'Tolerance' rating represents what is deemed to be a realistic level of risk to be achieved once additional actions have been put in place. On some occasions the aim will be to contain the level of the risk at the current level.

**Positive Risks (Opportunities):** Where the risk is an opportunity, a cost benefit analysis is required to determine whether the opportunity is worth pursuing, guided by the score for the matrix, e.g. an opportunity with a score of 28 would be pursued as it would offer considerable benefits for little risk.

**LIKELIHOOD AND IMPACT RISK RATING SCORING****Likelihood Guidance**

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

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

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

## Decision Pathway – Report

**PURPOSE:** For reference

**MEETING:** Cabinet

**DATE:** 02 October 2018

<b>TITLE</b>	<b>Inclusive &amp; Sustainable Economic Growth Strategy</b>		
<b>Ward(s)</b>	All		
<b>Author:</b> Chris Hackett	<b>Job title:</b> Economic Strategy Manager		
<b>Cabinet lead:</b> Cllr. Cheney	<b>Executive Director lead:</b> Colin Molton		
<b>Proposal origin:</b> <i>Mayor</i>			
<b>Decision maker:</b> Cabinet Member <b>Decision forum:</b> <i>Cabinet</i>			
<p><b>Purpose of Report: approve and/or input into final re-drafting</b> Commissioned report from Arup was to consist of three documents – an evidence base, a strategic narrative and an action plan (including metrics). All three have been delivered in draft form, plus infographics for key metrics. All documents will be edited internally, to bring in additional work carried out by Centre for Cities and Centre for Progressive Policy. There will then be further consultation on the Action Plan in the autumn.</p>			
<p><b>Evidence Base:</b> Successful local economy has not delivered prosperity evenly across citizens, with clear inequalities and economic exclusion experienced in specific neighbourhoods or amongst particular communities. Increasing economic inclusion can provide a boost to local economic growth. Several aspects of the local economy are at risk due to unsustainable practices and the need to adapt to climate change. Addressing these risks not only protects the local economy, but sustainability and resilience offer significant opportunities for economic growth. Extensive evidence base underpins and informs the strategy, action plan and monitoring (see appended documents).</p>			
<p><b>Recommendations:</b></p> <ol style="list-style-type: none"> <li>1. Note the development of the Inclusive &amp; Sustainable Economic Growth Strategy to date</li> <li>2. Agree to submit, immediately, the strategy and evidence base documents to inform and aid co-production of the West of England Local Industrial Strategy</li> <li>3. Publish the Action Plan for consultation, over a period of not less than eight weeks</li> <li>4. Note that a final Inclusive &amp; Sustainable Economic Growth Strategy report, including action plan consultation responses will return to cabinet for decision at a later date</li> <li>5. Note that agreement will be sought to delegate monitoring the strategy to the Growth &amp; Regeneration Board, with annual reporting to Cabinet and City Office, commencing twelve months after formal adoption by Cabinet</li> </ol>			
<p><b>Corporate Strategy alignment:</b> The Inclusive &amp; Sustainable Economic Growth Strategy will contribute towards three of the Corporate Strategy’s themes,</p> <ul style="list-style-type: none"> <li>• fair &amp; Inclusive, <i>“Improve economic and social equality, pursuing economic growth that includes everyone and making sure people have access to quality learning, decent jobs and homes they can afford”</i></li> <li>• well connected, <i>“take bold and innovative steps to make Bristol a joined up city, linking up people with jobs and with each other”</i></li> <li>• wellbeing, keeping Bristol <i>“on course to be run entirely on clean energy by 2050”</i>.</li> </ul>			
<p><b>City Benefits:</b> Promotes economic growth to which all can contribute and from which all will benefit, in terms of more inclusive and rising prosperity spread more evenly amongst citizens, whilst also ensuring environmental sustainability to enhance health, wellbeing and quality of life.</p>			
<p><b>Consultation Details:</b> Internally through several internal meetings with relevant officers, including a project steering group, and initial report taken to Cabinet in January 2018. External consultation undertaken by Arup and their sub-contractors, Copper Consulting, including a Symposium in February 2018, small ‘focus group’ type meetings and one-</p>			

to-one interviews with key BCC staff and key stakeholders. Reports on feedback from the Symposium and one-to-one meetings are included as Appendix B. The strategy has been extensively and incrementally re-drafted in response to consultation feedback. Further consultation to be undertaken as follows

- key stakeholders already engaged will be given a further opportunity to comment on the final draft documents prior to October Cabinet
- it will be made clear, in the strategy documents, that the strategy, evidence base and action plan are ‘live’ documents subject to revisiting in the light of experience, monitoring and evaluation
- consultation on the action plan is planned to take place, for a minimum of eight weeks, in Autumn/Winter 2018/19; this will be both an open online consultation and a more targeted exercise with key stakeholders.

<b>Revenue Cost</b>	<b>£ to be determined</b>	<b>Source of Revenue Funding</b>	To be determined
<b>Capital Cost</b>	<b>£ to be determined</b>	<b>Source of Capital Funding</b>	To be determined
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

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

**1. Finance Advice:** The report seeks approval of the Inclusive and Sustainable Economic Growth Strategy and to consult on the action plan, prior to it being brought back to Cabinet for consideration. The additional consultation costs will be contained within the Growth and Regeneration Directorate budget.

The strategic document sets out the key principles for supporting the delivery of inclusive growth. Whilst there are no direct financial implication arising from adoption of the document itself, in conjunction with the agreed action plan, existing Council priorities and actions may have to be realigned or redirected – and these are likely to have financial implications. These will need to be reviewed in line with further development of the action plans, and may require further executive approval. Any additional expenditure requirements must be seen in the context of very limited local authority resources over the period of the medium term financial plan.

**Finance Business Partner: Chris Holme – Interim Head of Finance, 17<sup>th</sup> August 2018**

**2. Legal Advice:** This report requests that the strategy is adopted and published, and that the Action Plan is consulted on, these actions are lawful. [This is a decision for the executive rather than full Council].

**Consultation**

Consultation has taken place in relation to the decision to be taken. The responses to the consultation must be taken into account by Cabinet when taking the decision. Cabinet should also be satisfied that proper consultation has taken place in that (i) proposals were consulted on are at a formative stage (ii) sufficient reasons have been given for the proposals and (iii) adequate time has been allowed for consideration and response.

Appendix B1 and B2 of this report clearly sets out the process that was undertaken and how responses have been taken in to consideration by officers when developing their proposals for final decision

**Public Sector Equality Duty**

The decision maker must when taking the decision comply with the Public Sector Equality duty to consider the need to promote equality for persons with “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation and have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it.

In order to do this the decision maker will need to have sufficient information about the effects of the proposed changes on the aims of the Equality Duty. The Equalities impact check is designed to assist with compliance with this duty and so the decision maker must take in to consideration the information in the check and the Public sector equality duty before taking the decision.

**Legal Team Leader: Sinead Willis, Commercial and Governance Team Leader, 10<sup>th</sup> July 2018**

**3. Implications on ICT:** There are no directly identifiable IT implications in this initiative. However, a wide ranging strategy such as this is likely to require specific IT elements during deployment. An example might be, as suggested in the report, the requirement to exchange data with partner organisations. Ensuring early engagement with IT Services during the deployment of the strategy will help ensure that IT requirements are successfully addressed.

**ICT Team Leader: Ian Gale, Service Manager, ICT Service Delivery & Integration, 13<sup>th</sup> July 2018**

**4. HR Advice:** The action plan proposes some stretching goals that will require substantial input from colleagues across the Council as well as the City. Clarity will be needed at an early stage as to whether this will be delivered through reprioritisation of existing workloads and/or additional dedicated resource

**HR Partner: James Brereton (People & Culture Manager), 28<sup>th</sup> June 2018**

<b>EDM Sign-off</b>	Colin Molton	4 <sup>th</sup> July 2018
<b>Cabinet Member sign-off</b>	Cllr Cheney	5 <sup>th</sup> September 2018
<b>CLB Sign-off</b>	Mike Jackson	21 <sup>st</sup> August 2018
<b>Mayor's Office sign-off (non key decision)</b>	Mayor's Office	3 <sup>rd</sup> September 2018

<b>Appendix A – Further essential background / detail on the proposal</b> Draft Evidence Base, Strategy and Action Plan.	<b>YES</b>
<b>Appendix B – Consultation</b> – Symposium feedback report; 1:1 feedback report	<b>YES</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>NO</b>
<b>Appendix E – Equalities screening</b> (full assessment on Action Plan to be completed)	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>NO</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Combined Background papers</b>	<b>NONE</b>
<b>Appendix J – Exempt Information</b>	<b>NO</b>
<b>Appendix K – HR advice</b>	<b>NO</b>
<b>Appendix L – ICT</b>	<b>NO</b>

Bristol City Council

# Inclusive and Sustainable Economic Growth Strategy Baseline Report



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# 1 Introduction

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Arup has been commissioned by Bristol City Council to develop an inclusive and sustainable economic growth strategy. One of the main areas of emphasis is a robust and informative baseline study.

The intention for this baseline document is threefold.

- Firstly, to provide the economic development team (and wider teams within Bristol City Council) with an additional reference document that could be used to help inform projects and investments
- Secondly, as a tool for Bristol City Council to use for engagement with stakeholders, at a local and regional level
- Thirdly, the information contained in this document could be used for providing evidence to central Government when negotiating packages to deliver future projects or programmes, which might include funding, incentives or policy and financial powers.

This baseline document will examine, in detail, a number of social and economic drivers in the city using data analysis. It will focus on any significant trends that could present either a threat or opportunity. The analysis will also interrogate the built environment including housing delivery, commercial development and access to open space and quality public realm.

The work will also seek to document Bristol in comparison to both the wider region and England, to understand the role the city plays in the local, regional and national economy. This will assist in identifying the opportunities and challenges facing Bristol, the report will describe Bristol's USP alongside competition from other parts of the country.

It is important to note that this work will examine trends over time, not provide economic projections but rather it will provide evidence to inform the actions that will need to be taken to deliver inclusive and sustainable economic growth.

Moreover, the work will also seek to emphasise what the role might be for the public sector, in times of austerity, alongside the role of the private, third and social enterprise sectors. This will help to ensure that public sector intervention is directed in areas where there is a market failure or, long term entrenched issues.

This report will also set out, where possible, spatial considerations including looking at areas in the city, which might be in particular need of investment to chime with the ambition to deliver inclusive growth and providing sustained opportunities for social mobility. The data will seek to look at the LSOA level, unless this is not available and then the data will be analysed at MSOA level – they will be referenced throughout. This baseline report is also supported by a thorough review of local and national policy including the recently published Industrial Strategy and local planning considerations, to name a few examples.

## 2 Overview of Bristol and the study area

---

Bristol is a highly successful city in the West of England. It has experienced higher population growth than any other core city in the UK with growth rates of 4.5% between 2011 and 2015<sup>1</sup>. In mid-2016, The city represented the 8<sup>th</sup> largest city in England and Wales with a population of 454,200<sup>2</sup>. Economically, the city also demonstrates a strong performance with higher GVA per capita rates than England and the West of England<sup>3</sup>. Between 2004/05 and 2016/17 the employment rate has also been broadly increasing from 72% to 77% and the city has had a higher proportion of highly skilled occupations than the national average.<sup>45</sup>

Bristol also shows a strong performance in Wellbeing/Happiness. According to the Happy City Index, Bristol was ranked first in the UK for city conditions including work, health, education, place and community factors<sup>6</sup>. The Bristol Quality of Life Survey (2016) has also revealed that “location, leisure facilities and parks” are among the best things about living in Bristol<sup>7</sup>.

Bristol also faces several significant challenges. Housing is less affordable relative to workplace/based earnings in comparison to other core cities and the UK. It has been identified that the city has an urgent need for more affordable housing.<sup>8</sup>

Secondary schools in Bristol performed relatively poorly in comparison to the national average with students achieving lower grades than in all three types of entry, A Levels, Applied General and Tech Level.<sup>9</sup>

With regards to the city’s environmental performance, Bristol also faces several challenges. The annual average levels of nitrogen dioxide are above government standards across central areas of Bristol. Traffic congestion and journey time unreliability make Bristol one of the most congested cities in Great Britain<sup>10</sup>.

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<sup>1</sup> Bristol City Council, 2017, Population of Bristol September 2017

<sup>2</sup> Ibid.

<sup>3</sup> Source: ONS

<sup>4</sup> Source: ONS Annual Population Survey

<sup>5</sup> [https://www.nomisweb.co.uk/reports/lmp/la/1946157348/subreports/empocc\\_time\\_series/report.aspx](https://www.nomisweb.co.uk/reports/lmp/la/1946157348/subreports/empocc_time_series/report.aspx)

<sup>6</sup> <http://www.happycity.org.uk/wp-content/uploads/2016/10/Happy-City-Index-2016-Report-FINAL.pdf>

<sup>7</sup>

<https://www.bristol.gov.uk/documents/20182/33896/Results+of+quality+of+life+in+Bristol+survey+2015+to+2016/2a83bda4-fed5-400d-b638-2d2c72f67507>

<sup>8</sup> <http://www.centreforcities.org/data-tool/#graph=map&city=show-all&indicator=housing-affordability-ratio\single\2016>

<sup>9</sup> Source: SFR 49 – 2016

<sup>10</sup> Source: Claircity

Bristol also aims to benefit from the newly formed West of England Combined Authority (WECA). In February 2017, the combined authority was established and includes Bath, North East Somerset, Bristol and South Gloucestershire. Whereas previously, decisions regarding key challenges including transport, housing or skills have been made by central governments, these decisions will now be increasingly made locally through the combined authority.<sup>11</sup> WECA aims to address these key challenges and to stimulate economic growth.<sup>12</sup>

This baseline report aims to provide an in-depth analysis of Bristol's key social and economic drivers. The report begins with analysing key demographic statistics of Bristol such as population (change), diversity and health, before education and employment will be investigated. This is followed by an examination of Bristol's labour market and the city's current performance with respect to economic inclusion. Subsequently, both the residential and commercial property market will be analysed before the general business environment will be studied. The report ends with an investigation of the city's amenities and environmental performance and an in-depth analysis of Bristol's accessibility and commuting patterns.

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<sup>11</sup> <http://www.southglos.gov.uk/council-and-democracy/devolution/>

<sup>12</sup> <https://www.westofengland-ca.gov.uk/about-us-2/>

## 3 Demographics

---

This section provides a profile of the city's residents including their average age, family structure, skills and educational training and, wages.

### 3.1 Population (change)<sup>13</sup>

In mid-2016, the population of the Bristol local authority area was estimated to be 454,200, making it the 8<sup>th</sup> largest city in England and Wales.

Within Bristol the largest ward is Avonmouth and Lawrence Weston, with an estimated population of 21,200. The smallest is Hotwells and Harbourside, with a usual population of 5,400.

Bristol, like other industrial cities in the UK such as Manchester, Birmingham and Glasgow, experienced a post-war decline in population, however the city steadily started to grow again in the 1990s.

Population size has experienced significant increases in numbers throughout the 2000s, and since 2003/4 the population has grown every year by an average of 4,500. See Figure 1.

In 2004/5, when the A8 Accession countries joined the EU, there was an increase of around 9,700 residents, or a 2% rise in the population<sup>14</sup>.

Natural change (births minus deaths) has contributed to the rising population trends more than net migration in recent years.

Unlike many places in the UK (where net international migration is the largest driver of population rise) between 2006 and 2016, natural change accounted for 65% of the population change in the city.

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<sup>13</sup> Source for entire section (unless otherwise stated): Bristol City Council, 2017, Population of Bristol September 2017

<sup>14</sup> ONS, Annual Population Survey 2004-2017

Figure 1: Bristol annual population change 1951-2016<sup>15</sup>

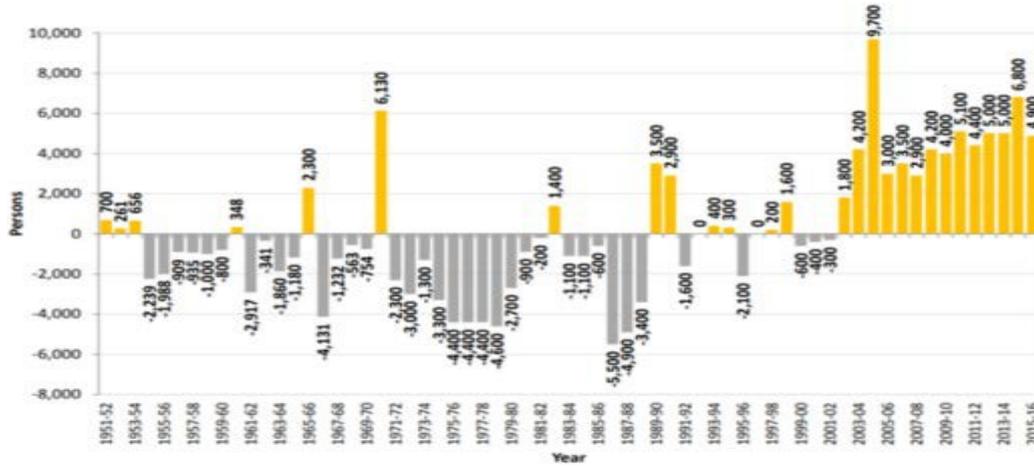


Figure 2: Population growth of the city regions and the rest of the UK, mid-2011 to mid-2017<sup>16</sup>

Area	2011	2015	2016	2017	2011-15	2011-17
London	8,204,407	8,666,930	8,769,659	8,825,001	5.64	7.03
Bristol	428,074	450,640	455,966	459,252	5.27	6.79
West Midlands	2,739,733	2,834,490	2,870,551	2,897,303	3.46	5.44
Greater Manchester	2,685,386	2,754,017	2,780,844	2,798,799	2.56	4.05
Edinburgh	477,940	498,810	507,170	513,210	4.37	6.87
West Yorkshire	2,227,371	2,277,796	2,295,025	2,307,035	2.26	3.45
Sheffield City Region	1,343,805	1,375,457	1,385,413	1,393,445	2.36	3.56
Cardiff	345,442	357,496	361,168	362,756	3.49	4.77
North East	1,933,413	1,956,321	1,965,637	1,972,230	1.18	1.97
Liverpool City Region	1,506,492	1,528,235	1,538,461	1,544,420	1.44	2.46
Glasgow City	593,060	606,340	615,070	621,020	2.24	4.50

In 2016, the fertility rate in Bristol was 1.72 children per woman, compared to 1.82 for England and Wales.

From 2001 to 2016, births to non-UK born women increased from 13% to 29.5% as a percentage of total births. In 2015, the highest number of births to non-UK born mothers were to Somali-born mothers, and after that, to Polish-born mothers (see Figure 3).

<sup>15</sup> Bristol City Council, 2017, Population of Bristol September 2017

<sup>16</sup> Population estimates from the Office for National Statistics

Figure 3: Number of live births to non-UK born mothers – 5 most common countries of birth of mother 1995-2015<sup>17</sup>

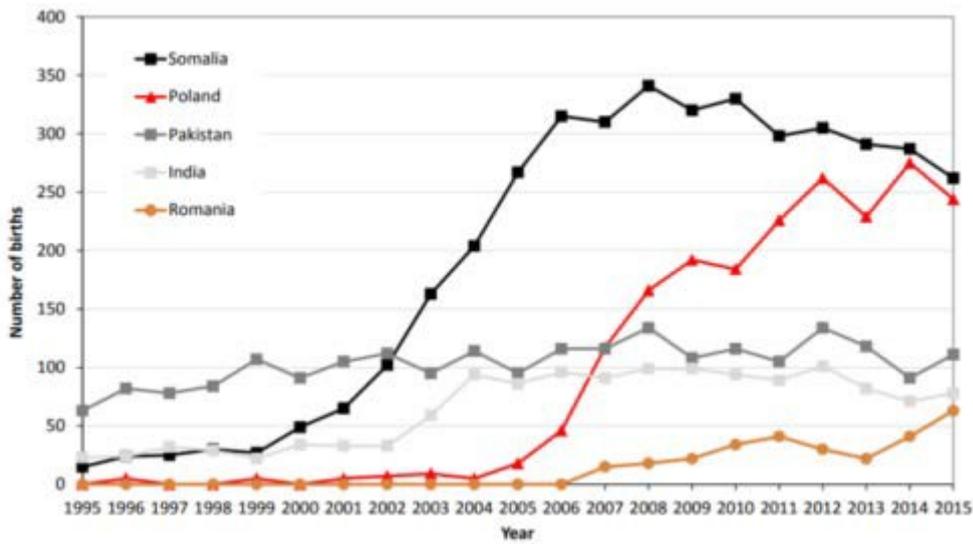
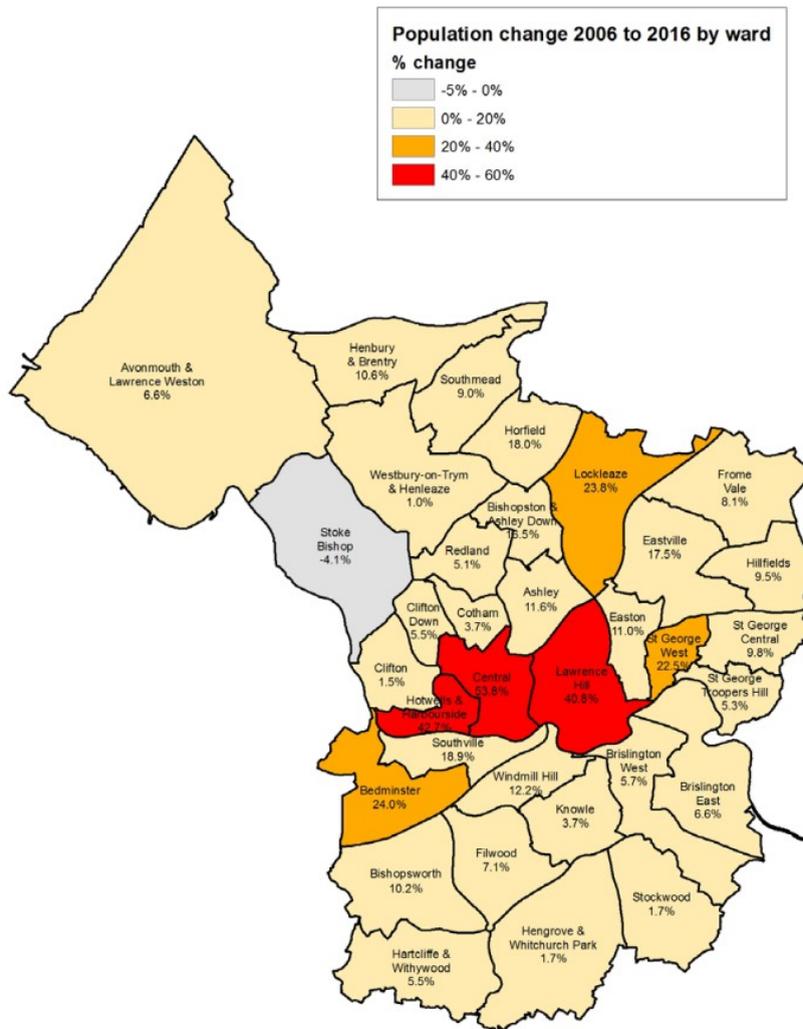


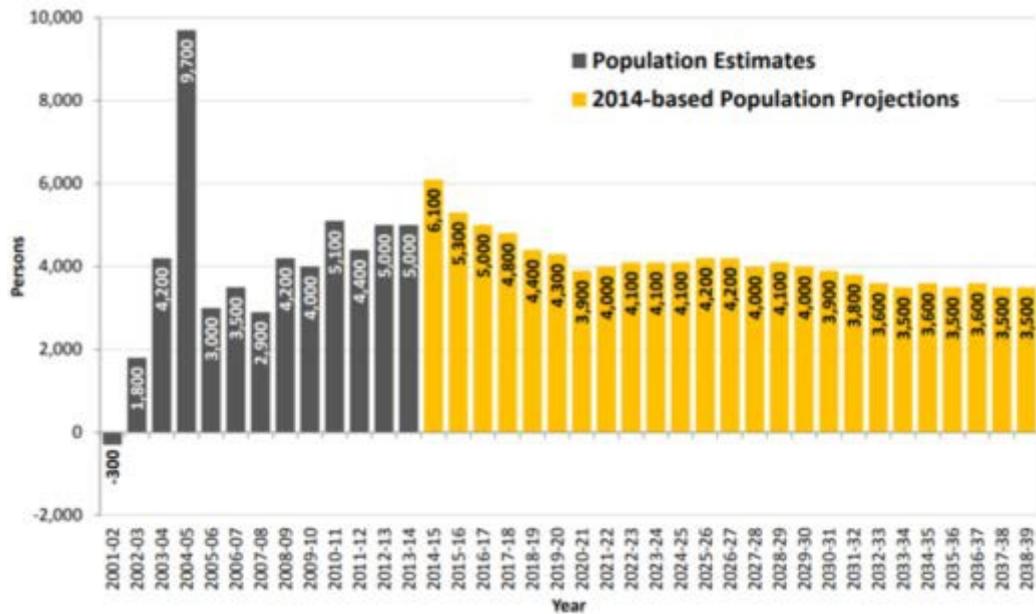
Figure 4: Population change 2008-2016 by ward<sup>18</sup>



If the trends continue, Bristol will surpass half a million residents by 2027, and will reach 545,600 by 2039. This equates to a 23.3% rise between 2014 and 2039, which compares to 16.5% in England for the same period.

While the population is expected to keep rising, the rate of change is expected to slow down. This has been put down to lower expectations of fertility levels, reduced international migration, as well as a slower rate of increase in life expectancy.

Figure 5: Annual population change 2001-2039<sup>19</sup>



### 3.2 Age

Bristol has a relatively young population with a median age of 32.9, compared to 39.9 for England and Wales (see fig. 6). 19% of the city's population is under the age of 16, compared to 13% who are aged 65 or over. 30% of the population is aged between 20 and 34, though this will be due in part to the students living in Bristol during term time.<sup>20</sup>

The ward with the highest number of working age residents, between 16 and 64, is Central. Lawrence Hill has the highest number of children between 0 and 15. Westbury-of-Trym & Henleaze has the highest number of older people, aged 65 or over.<sup>21</sup>

Between 2006 and 2016, the greatest change in population was in the 0 to 15 age bracket, at 17.4%. The growth in the number of under 5s in the same period is the fourth highest in the country after Leeds, Birmingham and Manchester, at around 6,500.<sup>22</sup>

Between 2006 and 2016, those aged 65 or more rose by just 7.7%. This compares to 23% for the same period in England and Wales.<sup>23</sup>

<sup>19</sup> Source: Mid-Year Estimates and 2014 Sub-national population projections ONS

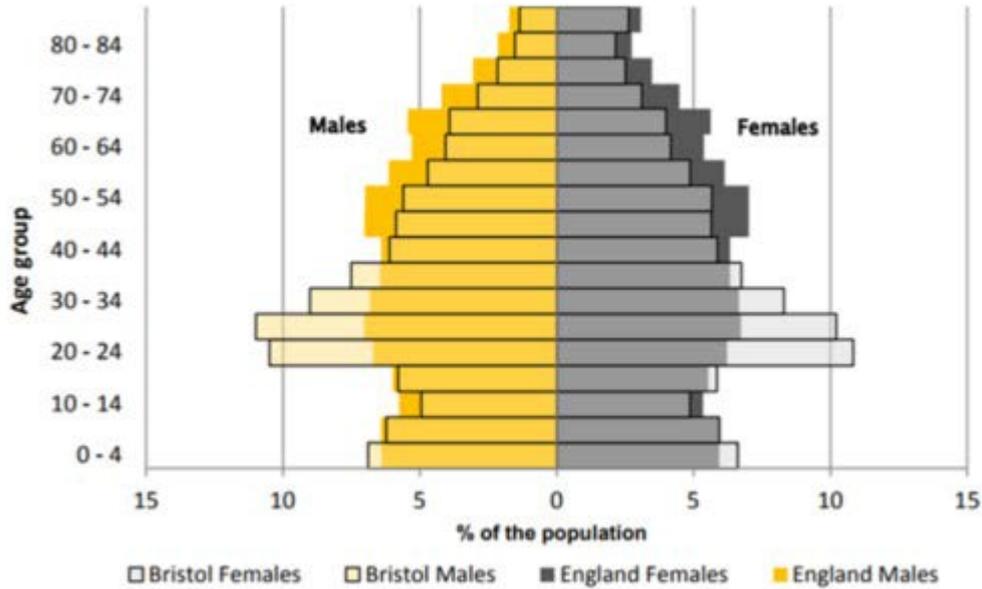
<sup>20</sup> Bristol City Council, 2017, Population of Bristol September 2017

<sup>21</sup> Ibid.

<sup>22</sup> Ibid.

<sup>23</sup> Ibid.

Figure 6: Mid-2016 Population pyramid<sup>24</sup>



In terms of future projections, between 2014 and 2039, all age brackets are expected to increase in Bristol. Between 2014 and 2039, there will be a 25% increase in the number of those aged between 0 and 15, from 82,800 to 103,300. In the same period, the number of those aged over the age of 75 will increase from 28,200 to 45,300, a 61% increase. Of all those aged 65 and above, there will be an increase of about 43%.<sup>25</sup>

The percentage change in the working age population, those aged 16 to 64, will be 19%, compared to an increase in the dependent population, those aged from 0 to 15, and from 65 and over, with an increase of 32% (see Table 1)

Table 1: Growth - Working age population<sup>26</sup>

Age Group	2014 pop	2039 predicted pop	% change
<b>Working age population</b>			
16 to 24	68,400	81,700	19%
25 to 49	167,900	201,600	20%
50 to 64	64,600	74,700	16%

<sup>24</sup> Source: ONS 2016 Mid-Year Population Estimates

<sup>25</sup> Bristol City Council, 2017, Population of Bristol September 2017

<sup>26</sup> Ibid.

<b>Total</b>	<b>300,900</b>	<b>358,000</b>	<b>19%</b>
<b>Dependent population</b>			
0 to 15	82,800	103,300	25%
65 to 74	30,600	39,000	27%
75 and over	28,200	45,300	61%
<b>Total</b>	<b>141,600</b>	<b>187,600</b>	<b>32%</b>

Table 1 could be updated with 2016 data

### Population projections - local authority based by single year of age

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area type local authorities: district / unitary (prior to April 2015)  
area name Bristol, City of  
gender Total

Age	2016	2039	2041	Change between years	
				2016-39	2016-41
Aged 16 to 24	70,926	83,727	84,290	18.0	18.8
Aged 25 to 49	174,443	207,571	208,802	19.0	19.7
Aged 50 to 64	66,153	71,946	74,567	8.8	12.7
Total aged 16 to 64	311,522	363,244	367,659	16.6	18.0
Aged 0 to 15	84,828	102,515	103,565	20.9	22.1
Aged 65-74	31,597	37,187	36,298	17.7	14.9
Aged 75 and over	28,019	41,781	43,560	49.1	55.5
Total dependant	144,444	181,483	183,423	25.6	27.0

In the last Census, it was found that students comprise around 8.3% of the population of Bristol.

More than 50,000 students are registered between University of Bristol and University of the West of England. They make up more than half the population in LSOAs Woodland Road, St James Barton and University in the Cabot ward, and University Halls in Stoke Bishop.

Around 17% of these students now come from overseas.<sup>27</sup>

## 3.3 Diversity

Between 2001 and 2011, the population of Bristol of those who do not identify as 'White British' has increased from 12% to 22%.<sup>28</sup>

The Black or Minority Ethnic (BME) population is distributed differently throughout the city. In Lawrence Hill for example, 55% of the residents identify as BME, and 37% were not born in the UK. However, in Whitchurch Park, just 4% of the population is BME. Of those born outside of the UK in 2011, 6,415 were from Poland originally, and 4,947 were born in Somalia.<sup>29</sup>

Bristol's population is becoming more ethnically diverse, with the number of people who are not 'White British' rising from 12% to 22% between 2001 and 2011. Of those foreign-born, Polish and Somalian residents are the largest populations. The increased diversity of the city is not evenly spread, with areas like Lawrence Hill having 55% BME residents, and areas like Whitchurch Park having just 4%.<sup>30</sup>

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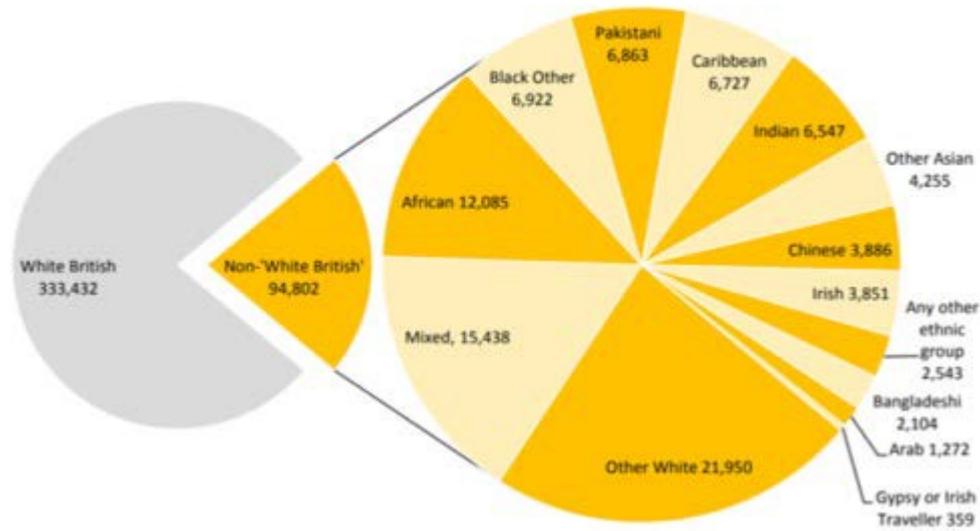
<sup>27</sup> Bristol City Council, 2017, Population of Bristol September 2017

<sup>28</sup> Ibid.

<sup>29</sup> Ibid.

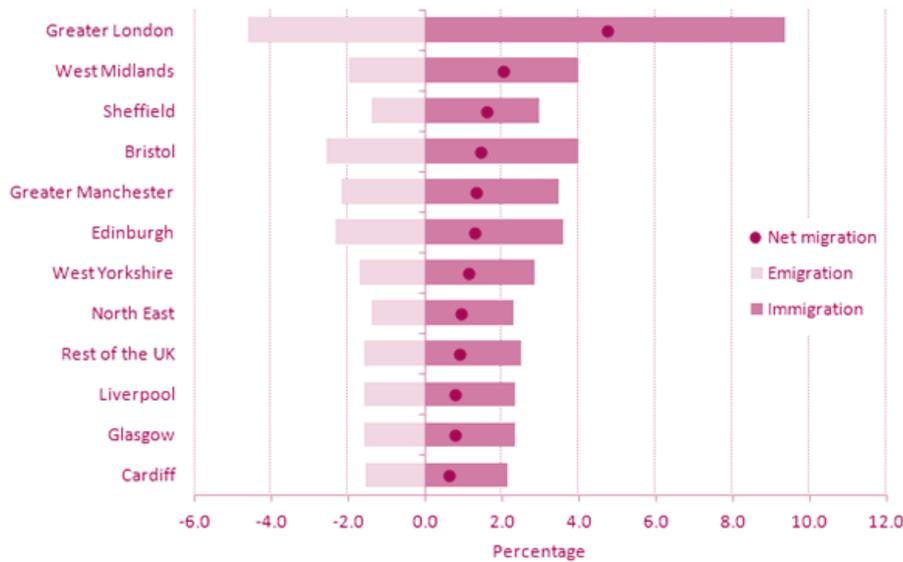
<sup>30</sup> Ibid.

Figure 7: Population by ethnic group<sup>31</sup>



The Black and Minority Ethnic (BME) population in Bristol has increased from 8.2% to 16% between 2001 – 2011. This compares to around 34% BME population in Nottingham, 19% in Leeds, but only 12% in Glasgow.<sup>32</sup>

Figure 8: Impact of international migration, emigration and net migration, mid-2011 to mid-2015, as a percentage of mid-2011 population<sup>33</sup>



In Bristol, 1.5% of people over the age of 3 cannot speak English at all, or cannot speak English very well.

<sup>31</sup> Source: 2011 Census Office for National Statistics

<sup>32</sup> Bristol City Council, 2017, Population of Bristol September 2017

<sup>33</sup> Source: Population estimates from the Office for National Statistics

Those identifying with a religion in Bristol fell between 2001 and 2011, ranking 7<sup>th</sup> in England and Wales. In the 2001 Census, 25% stated that they had no religion, rising to 37% in 2011. 47% of those living in Bristol in 2011 identified as Christian, and Islam rose from 2% in 2001 to 5% in 2011.<sup>34</sup>

Between 2006 – 2016, the percentage of the working age population who are ethnic minorities rose from 9.1% to 14% (almost 18,000 people). Between 2006 – 2016, the ethnic minority population rose from 8.7% to 14.2%<sup>35</sup>

The 2011 Census found that 940 people in Bristol reported themselves as being in a same sex relationship.<sup>36</sup>

Central Government estimates that between 5% and 7% of the population are LGBT<sup>37</sup>, equating to between 22,000 and 31,000 people in Bristol. Similarly, the Gender Identity Research and Education Society (GIRES) suggest that the Transgender population of the UK is around 1%, equating to about 4,500 in Bristol.

### 3.4 Family structure

In 2011, there were 14,919 lone-parent households with dependent children (aged 0 to 15) in Bristol, around 8% of all households in the city<sup>38</sup>. The lone parent was not in employment in 7,110 of them.<sup>39</sup>

Table 2: Percentage of lone parent households where the lone parent is not in employment<sup>40</sup>

City	Lone parent households	Lone parent not in employment	% of households
Bristol	14,919	7,110	48%
Leeds	24,368	9,800	40%
Birmingham	41,207	20,312	49%
Cardiff	10,881	5,000	46%

<sup>34</sup> Source:

<https://www.bristol.gov.uk/documents/20182/33904/Population+of+Bristol+September+2017.pdf>

<sup>35</sup> ONS annual population survey

<sup>36</sup> <https://www.bristol.gov.uk/documents/20182/33159/Profile%20-%20LGB%20v5.pdf/451979eb-5517-4ce1-adbb-7b54b83cd650>

<sup>37</sup> Ibid.

<sup>38</sup> <https://www.nomisweb.co.uk/census/2011/KS105EW/view/1946157348?cols=measures>

<sup>39</sup> <https://www.nomisweb.co.uk/census/2011/KS107EW/view/1946157348?cols=measures>

<sup>40</sup> Source: based on Bristol 2011 Census

Liverpool	21,047	10,381	49%
Manchester	20,125	10,363	51%
Newcastle	8,868	42,05	47%
Nottingham	11,957	5,703	48%
Sheffield	16,610	6,977	42%

11% of households in the city consisted of a single person aged over 65.<sup>41</sup>

The average size of a Bristol household was 2.3 people in 2011 (the same as the England and Wales average) with an average size of 2.6 bedrooms (just below the England and Wales average of 2.7).<sup>42</sup>

## 3.5 Health

### 3.5.1. Life expectancy

The average life expectancy for a man in Bristol is 78.4. This compared to 82.7 for females.<sup>43</sup> In the UK, the average male life expectancy is 79.2, and 82.9 for females.<sup>44</sup>

At a ward level, there is significant disparity in terms of life expectancy in the city.

Data gathered by Public Health between 2013 and 2015 suggests that in Clifton, the life expectancy for a woman is 89.9, while in Southville it is just 77.7. In Lawrence Hill, the average life expectancy for a man is 74.6, while in Clifton Down, it is 83.3.<sup>45</sup>

<sup>41</sup> <https://www.nomisweb.co.uk/census/2011/KS105EW/view/1946157348?cols=measures>

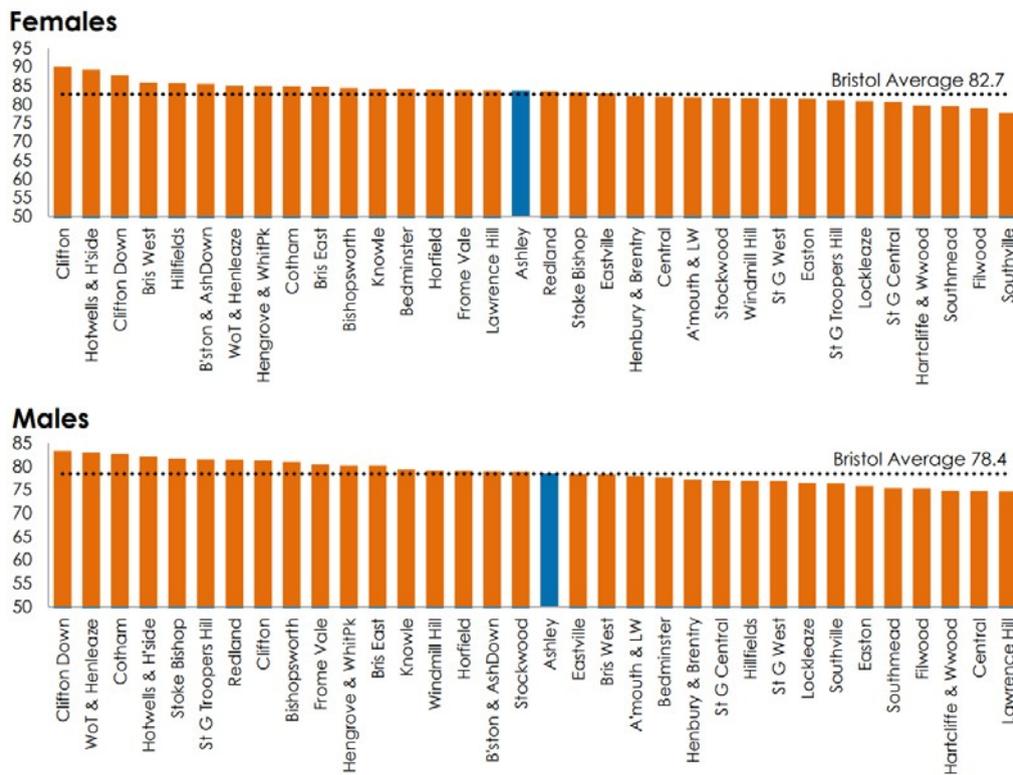
<sup>42</sup> <https://www.bristol.gov.uk/statistics-census-information/new-wards-data-profiles>

<sup>43</sup> Ibid.

<sup>44</sup> <https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/lifeexpectancies/bulletins/nationallifetablesunitedkingdom/2014to2016>

<sup>45</sup> <https://www.bristol.gov.uk/statistics-census-information/new-wards-data-profiles>

Figure 9: Life expectancy by gender by ward<sup>46</sup>



The healthy life expectancy<sup>47</sup> for men and women in Bristol is similar to that of England, at 63 years and 64 years respectively.<sup>48</sup>

According to the Director of Public Health’s Annual Report in 2016, men living in the least deprived areas of the city live 16 years longer in ‘good health’ than their counterparts living in the most deprived areas. The gap is 17 years for women.<sup>49</sup>

### 3.5.2. Disability

According to the 2011 Census, just under 17% of those living in Bristol at the time had a health problem or disability that limited them in their day-to-day activities either a little or a lot. Of the Core Cities, Bristol ranks second for this, after Leeds. Glasgow and Liverpool had the highest percentage of their population limited a little or a lot by long term illness or disability, at 22%. 8% were limited a

<sup>46</sup> Ibid.

<sup>47</sup> Healthy Life Expectancy is the average number of years a person might expect to live in ‘good’ health during their lifetime.

<sup>48</sup> <https://www.bristol.gov.uk/documents/20182/1032244/Director+of+Public+Health+annual+report+2016/>

<sup>49</sup> Ibid.

lot in Bristol, and in Leeds, while 13% were limited a lot in Glasgow and Liverpool.<sup>50 51</sup>

There is a slight gender gap, associated to women living longer, with 17.8% of women living with a disability in Bristol, compared to 15.6% of men.<sup>52</sup>

Filwood performed much worse than the city average, with 20.9% of residents living with a disability. In Filwood, according to the 2015 IMD, 35% are income deprived, and five LSOAs in the ward are ranked in the 100 most deprived LSOAs in England.<sup>53</sup> The lowest was Clifton East, with just 5.3%. This is attributed to the high number of students and younger age profile.

47.9% of disabled people aged over 16 had no qualifications according to the latest Census, compared to 13.4% of those without a disability. 16.5% of the disabled population had a degree or higher, compared to 36.7% without a disability. The reasons for this disparity are not clear cut. A 2016 survey carried out by the Association of Teachers and Lecturers found that 83% of respondents believed that students with Special Educational Needs and Disabilities were not receiving appropriate support in school. Bullying is also reportedly more prevalent among disabled students.<sup>54</sup>

Just 21.7% of those whose day-to-day activities are limited were in employment in 2011, compared to 69.7% of those whose activities are not limited.<sup>55</sup>

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<sup>50</sup> NOMIS query QS303EW - Long-term health problem or disability

<sup>51</sup> Scotland Census, 2011, Table QS303SC

<sup>52</sup> <https://www.bristol.gov.uk/documents/20182/33107/Equality%20Profile%20Disability%20v2.pdf/f38954ad9-1579-48bf-8aba-a2d5989a66d9>

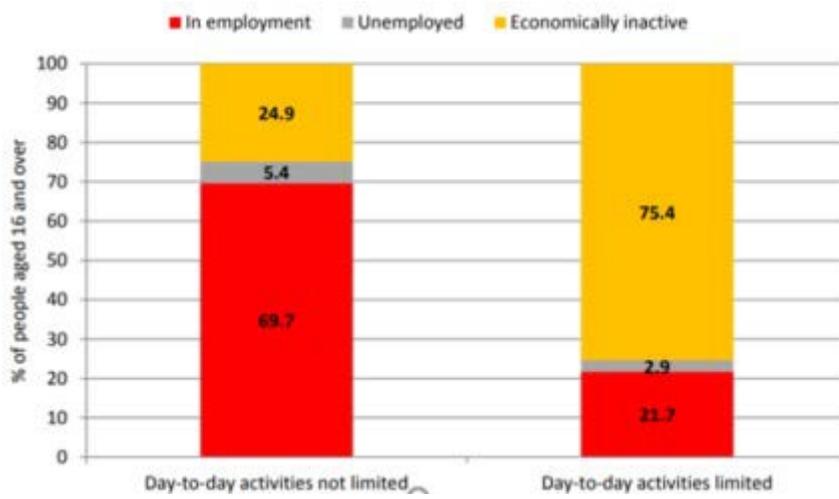
<sup>53</sup> <https://www.bristol.gov.uk/documents/20182/32951/Deprivation+in+Bristol+2015/429b2004-eeff-44c5-8044-9e7dcd002faf>

<sup>54</sup> <https://www.equalityhumanrights.com/sites/default/files/being-disabled-in-britain.pdf>

<sup>55</sup>

<https://www.bristol.gov.uk/documents/20182/33107/Equality%20Profile%20Disability%20v2.pdf/f38954ad9-1579-48bf-8aba-a2d5989a66d9>

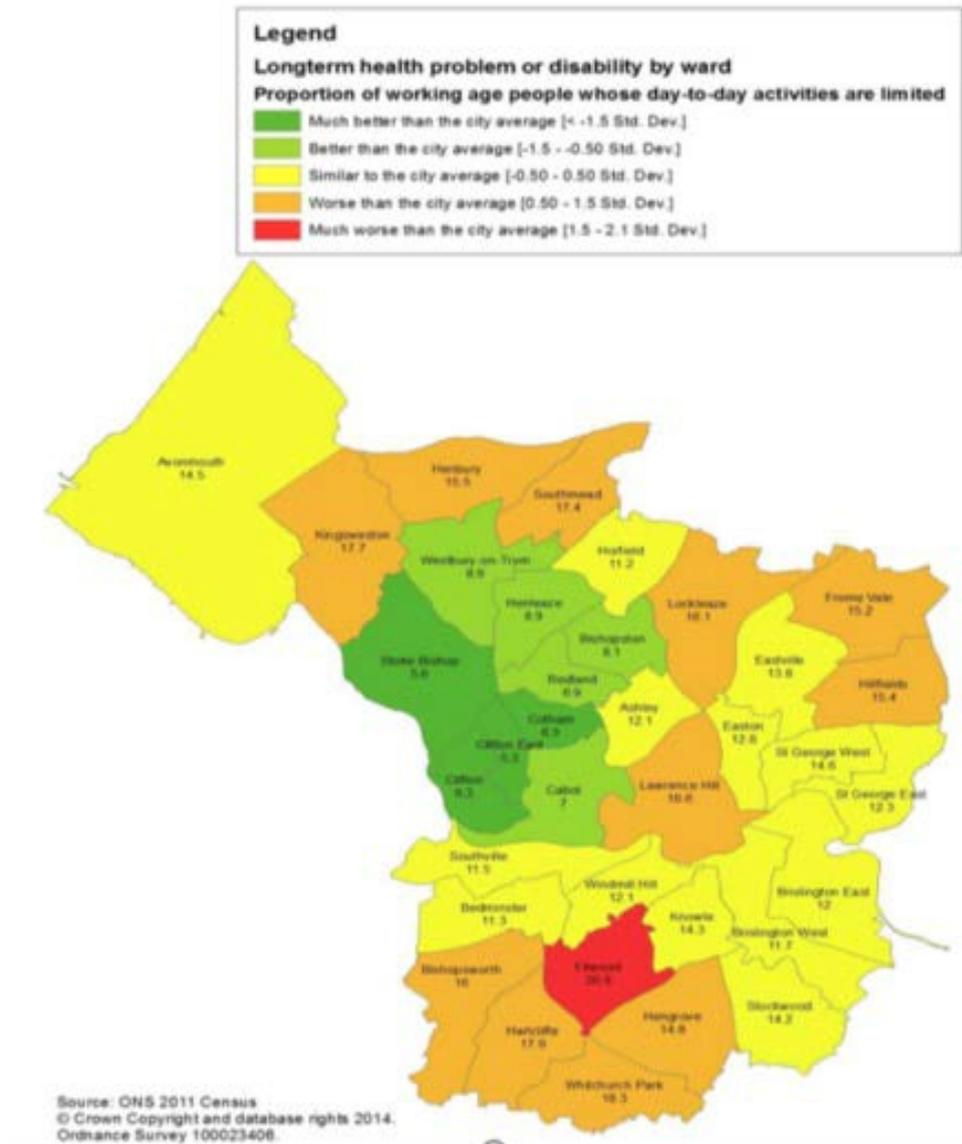
Figure 10: Economic Activity<sup>56</sup>




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<sup>56</sup>Ibid.

Figure 11: Long-term health problem or disability by ward<sup>57</sup>



### 3.5.3. Mortality

Infant mortality had been rising from 2009 to 2014, however between 2013 and 2015, it was at 3.4 deaths per 1,000, similar to the England average (3.9 per 1,000). Bristol has one of the lowest infant mortality rates compared to the English Core Cities.<sup>58</sup>

The four main causes of early death are cancer, cardiovascular diseases, respiratory diseases and liver disease. On average between 2011 and 2015, 439

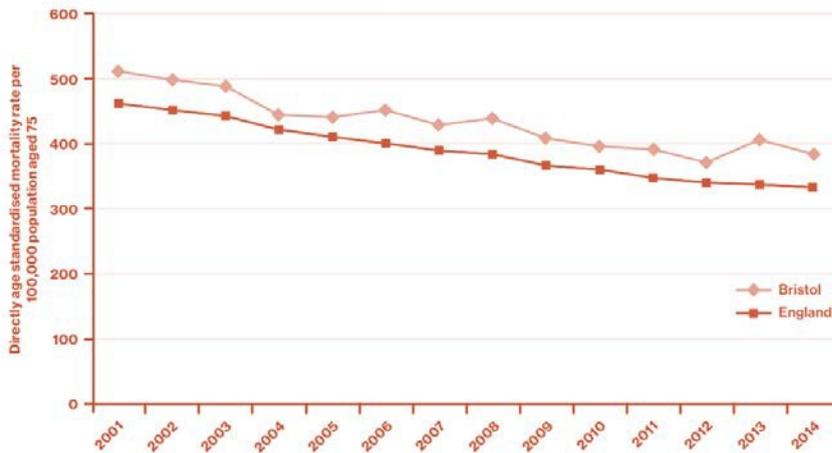
<sup>57</sup> Source: ONS 2011 Census

<sup>58</sup> JSNA 2016-17 data profile report

premature deaths a year were caused by cancer, and there were 230 premature deaths caused by cardiovascular disease, including strokes and heart attacks.<sup>59</sup>

Around a third of people living in Bristol die prematurely, before the age of 75, higher than the England average (see Figure 12).<sup>60</sup>

Figure 12: Under 75 years old mortality rate for Bristol compared to the English average<sup>61</sup>

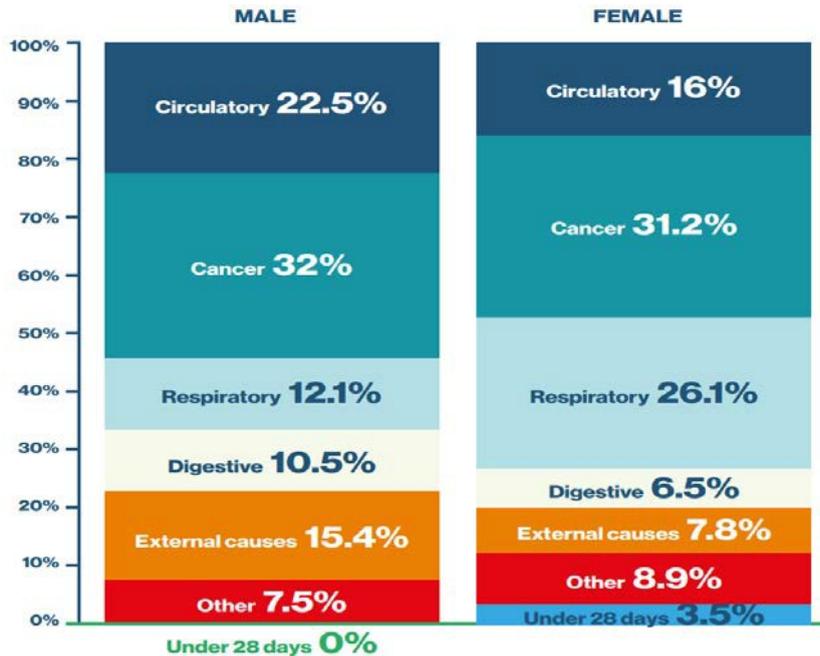


<sup>59</sup><https://www.bristol.gov.uk/documents/20182/1032244/Director+of+Public+Health+annual+report+2016/b3dd70c2-72c8-4e2b-9fcb-a1aee6d08931>

<sup>60</sup><https://www.bristol.gov.uk/documents/20182/1032244/Director+of+Public+Health+annual+report+2016/>

<sup>61</sup> Source: Health and Social Care Information Centre, via Bristol City Council

Figure 13: Contribution of diseases to the differences in life expectancy between the most and least deprived areas in Bristol.<sup>62</sup>



In 2014/15, 416 people were treated for alcohol misuse. Estimates suggest that of adult drinkers, 7.5% drinks at levels which harm either themselves or others.<sup>63</sup>

Bristol has the highest number of opiate and/or crack users of the English Core Cities, estimated at between 4,190 and 5,980. Between 2013 and 2015, it was estimated that 6 deaths per 100,000 were caused by drug abuse, compared to 3.9 per 100,000 nationally. On the other hand, Bristol has one of the highest success rates in treating opiate addictions, with around 7.5% of patients leaving drug treatment successfully and not re-presenting to treatment within six months, compared to 6.7% nationally.<sup>64</sup>

A survey of 15-year-olds in Bristol in 2014 found that 8% are regular smokers, 6% drink alcohol at least once a week, 47% do not eat enough fruit and vegetables and 83% don't get enough physical activity.<sup>65</sup>

The Active People Survey, carried out on behalf of Sport England in 2015 found that 62.2% of those in Bristol were achieving at least 150 minutes of physical activity per week, compared to a 57% average in England. However, again there is a disparity in these results between wards. In Hartcliffe and Withywood, just 48% of respondents to the 2015/16 Quality of Life Survey were getting the right level of exercise in a week, compared to 80% in Hotwells and Harbourside. 88%

<sup>62</sup><https://www.bristol.gov.uk/documents/20182/1032244/Director+of+Public+Health+annual+report+2016/>

<sup>63</sup> Ibid.

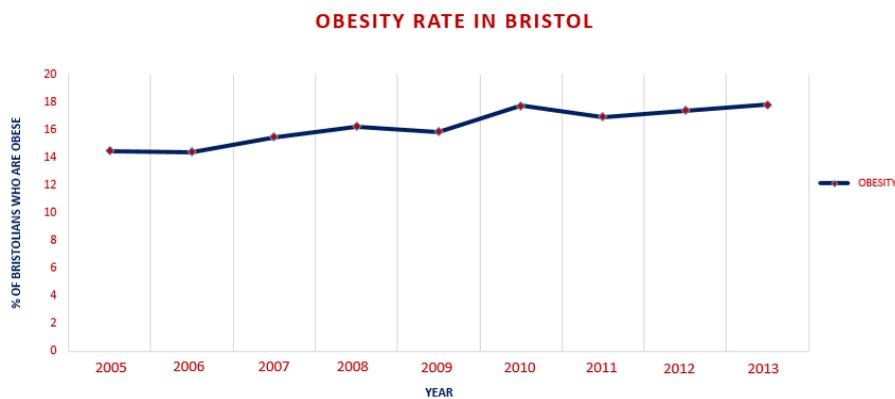
<sup>64</sup> <https://www.bristol.gov.uk/documents/20182/34740/JSNA+2016+to+2017+final+version>

<sup>65</sup> Source: Health and Social Care Information Centre, via Bristol City Council

of respondents stated that their health had been good or fairly good in the past 12 months.<sup>66</sup>

The Joint Strategic Needs Assessment (JSNA) 2016-2017 reported that almost six out of 10 adults in Bristol (57.8%) are overweight or obese, though this is significantly lower than nationally (64.8%) and the lowest of Core Cities. However, rates of children leaving primary school with excess weight have now reached 35.4%. And in some wards, such as Filwood, Avonmouth and Southmead, the prevalence of obesity is 5 to 15% above the national average.<sup>67</sup>

Figure 14: Obesity Rate in Bristol 2005-2013<sup>68</sup>



Based on the 2011 Census, it was reported that more people in Bristol commute to work on foot or by bicycle than in any other local authority in England and Wales.<sup>69</sup> However, the JSNA 2016-2017 suggests that the highest rates of active travel are concentrated amongst more affluent groups.<sup>70</sup>

The overall suicide rate in Bristol is higher than that of England. Between 2013 and 2015, the mortality rate from suicide and injury of undetermined intent was 12.8 per 100,000 population, compared to an England average of 10.1 per 100,000.<sup>71</sup>

Research carried out by the Diversity Trust between 2014 and 2015 found 61% of 400 LGBT+ respondents had sought help for anxiety or depression, and 32% had self-harmed. 59% had thought about or attempted suicide.<sup>72</sup>

<sup>66</sup> Bristol Unitary Authority Health Profile 2017, Public Health England

<sup>67</sup> <https://www.bristol.gov.uk/documents/20182/34740/JSNA+2016+to+2017+final+version>

<sup>68</sup> <https://www.bristolisopen.com/bristols-obesity-map/>

<sup>69</sup> <https://www.bristol.gov.uk/documents/20182/34008/2011%20Census%20Topic%20Report%20-%20Who%20cycles%20to%20work%20v2.pdf/bc36bd04-2dfa-4e24-9c46-1eee3a475154>

<sup>70</sup> <https://www.bristol.gov.uk/documents/20182/34740/JSNA+2016+to+2017+final+version>

<sup>71</sup> <https://www.bristol.gov.uk/documents/20182/34740/JSNA+2016+to+2017+final+version>

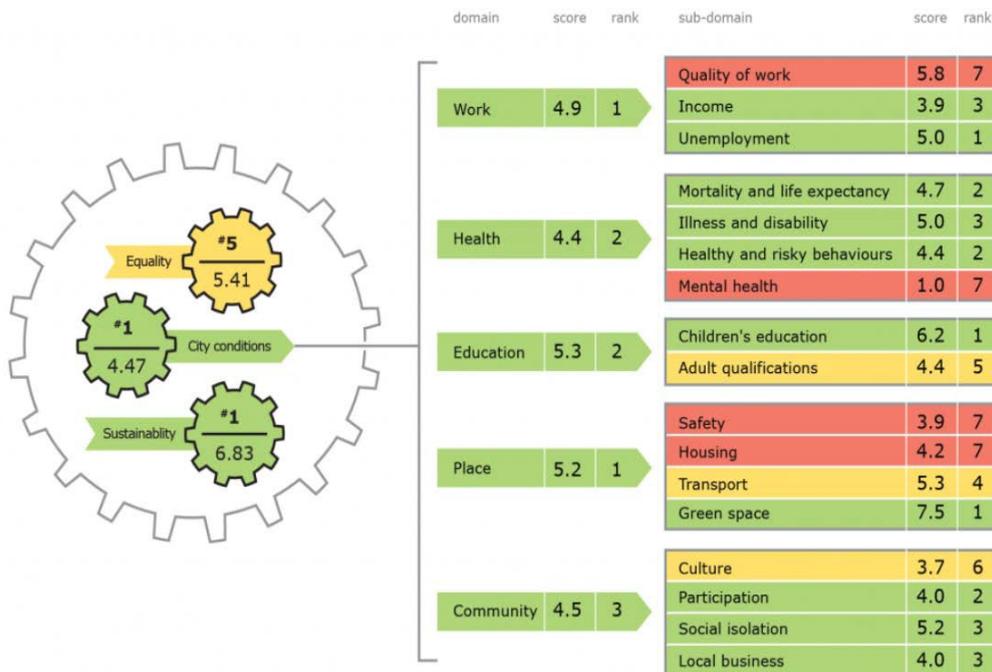
<sup>72</sup> <https://www.bristol.gov.uk/documents/20182/34748/Bristol+LGBT+Health+and+Wellbeing+Research+Report+September+2016>

### 3.6 Wellbeing/Happiness

In 2016, Bristol was ranked 1st for ‘City Conditions’ by the Happy City Index (see Appendix B), incorporating work, health, education, place and community factors. It scored poorly for quality of work, mental health, safety and housing.<sup>73</sup> It was also ranked first for sustainability. However, it only ranked fifth for equality, behind London, Birmingham, Nottingham and Manchester.<sup>74</sup>

The Happiness Pulse study, piloted in Bristol, also found that mental health followed by work satisfaction were the two largest contributors to wellbeing.<sup>75</sup>

Figure 15: Happy City Index<sup>76</sup>



### 3.7 Crime

The 2015/16 Quality of Life Survey<sup>77</sup> found that between 2013 and 2015, there had been a reduction in the number of respondents who felt that crime affected

<sup>73</sup> <http://www.happycity.org.uk/wp-content/uploads/2016/10/Happy-City-Index-2016-Report-FINAL.pdf>

<sup>74</sup> Ibid.

<sup>75</sup> Ibid.

<sup>76</sup> Ibid.

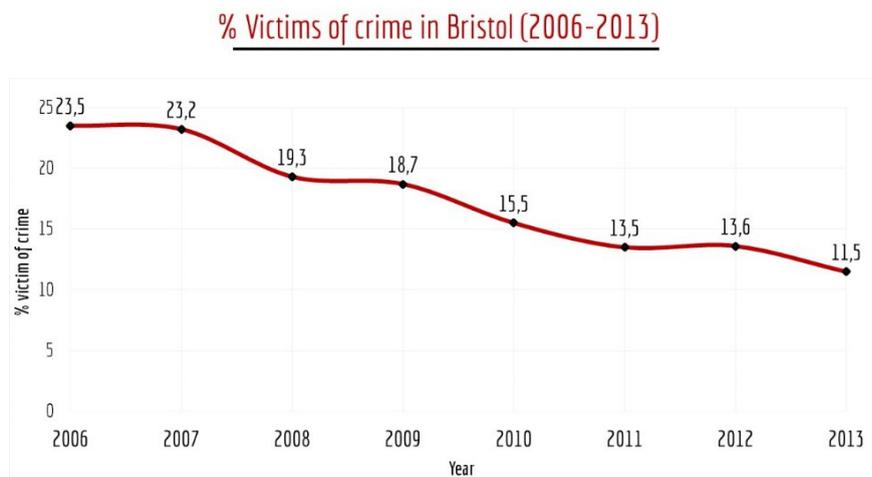
<sup>77</sup> The Quality of Life survey is an extensive annual resident’s survey, capturing key public perception indicators for Bristol. It provides local insight on issues, opinions and lifestyles. Source:

<https://www.bristol.gov.uk/documents/20182/33896/Results+of+quality+of+life+in+Bristol+survey+2015+to+2016/2a83bda4-fed5-400d-b638-2d2c72f67507>

their day-to-day life, from 16% to 12%. Similarly, those who responded that anti-social behaviour was a problem in their local area had reduced from 30% to 24% and 70% of respondents in 2015 stated that they felt safe in their neighbourhoods after dark, up 3% from 2013. However, just 30% felt that the police and other public services were doing enough to tackle crime and anti-social behaviour, down from 37% in 2013.<sup>78</sup>

The number of people who were a victim of crime has also been falling over the last decade.<sup>79</sup>

Figure 16: Victims of crime in Bristol<sup>80</sup>



Between 2012/13 and 2013/14, crimes which involved violence against the person rose by 8%, and sexual offences rose by 36% in line with England and Wales changes. Robbery fell by 25%, but possession of weapons offences rose by 32%. In 2013/14, around 7,000 domestic violence and abuse incidents were reported to the police.<sup>81</sup>

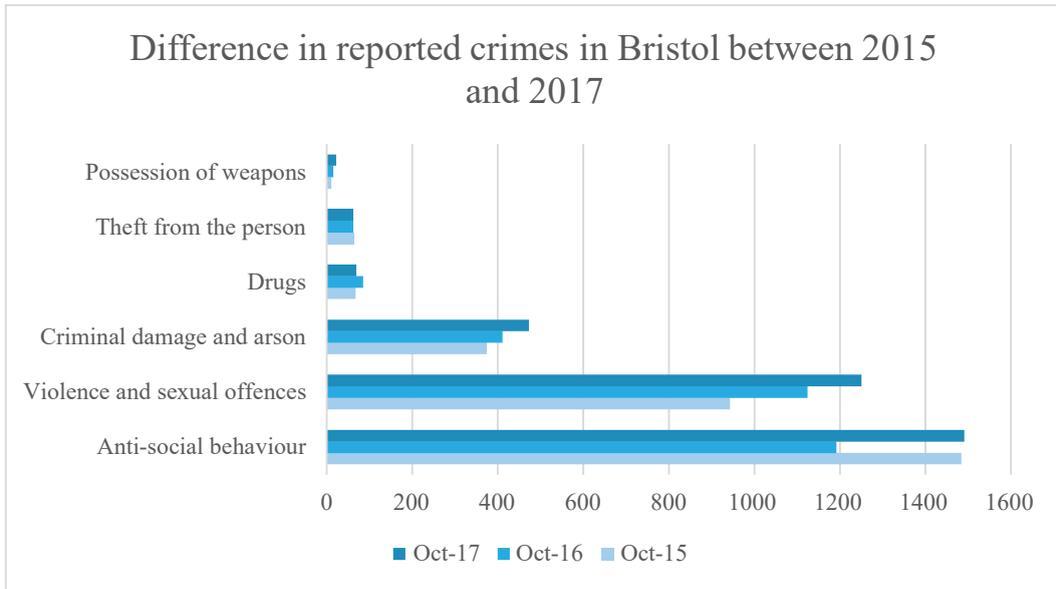
<sup>78</sup><https://www.bristol.gov.uk/documents/20182/33896/Results+of+quality+of+life+in+Bristol+survey+2015+to+2016/2a83bda4-fed5-400d-b638-2d2c72f67507>

<sup>79</sup> Ibid.

<sup>80</sup> Source: Bristol is open

<sup>81</sup><https://www.bristol.gov.uk/documents/20182/35136/Crime+%26+Disorder+Strategic+Assessment.pdf/b56afc10-d3fb-49d4-b0c1-9f3521bae2ac>

Figure 17: Crimes reported - Bristol 2015-2017<sup>82</sup>



<sup>82</sup> Source: Avon and Somerset Constabulary

## 4 Education and employment<sup>83</sup>

This section will look at the performance of schools, further education colleges and higher education in Bristol.

### 4.1 Early years and primary education

66% of children in Bristol at the Early Years Foundation Stage achieved a good level of development in 2016, up from 50% in 2013. Bristol is below the England average (69%) but just above the Core Cities average (65%).

There is a disparity in results between those students from the 30% most disadvantaged LSOAs, with 13% fewer of them achieving a Good Level of Development.

At Key Stage 1 (KS1) in 2016, the percentage of non-Special Educational Needs students reaching the expected standard were as follows:

Table 3: The percentage of non-Special Educational Needs students reaching the expected standard at KS1 in 2016.

Subject	Bristol	England
Reading	71%	74%
Writing	62%	65%
Mathematics	70%	73%
Science	80%	82%

Girls outperform boys in all subjects, with the biggest gap in writing.

In every subject, there are fewer students who are eligible for Free School Meals achieving the expected standard at KS1. However, compared to the rest of England, those in pupils eligible for Free School Meals in Bristol are more likely to achieve the expected standard:

Table 4: The percentage of pupils eligible for Free School Meals students reaching the expected standard at KS1 in 2016.

Subject	Bristol	England
Reading	65%	60%
Writing	58%	50%

<sup>83</sup> all information in this section comes from <https://democracy.bristol.gov.uk/documents/s11147/Education%20Performance%20Report%202016.pdf> unless stated otherwise

Mathematics	65%	58%
Science	73%	69%

At Key Stage 2 (KS2) in 2016, the percentage of all pupils reaching the expected standard was as follows:

Table 5: The percentage of all pupils reaching the expected standard at KS2 in 2016.

Subject	Bristol	England
Reading	66%	66%
Writing	73%	74%
Mathematics	68%	70%
Science	78%	81%

Figure 18: The percentage of all pupils from different ethnic background achieving the expected standard at KS2 in reading, writing and maths combined in 2016.

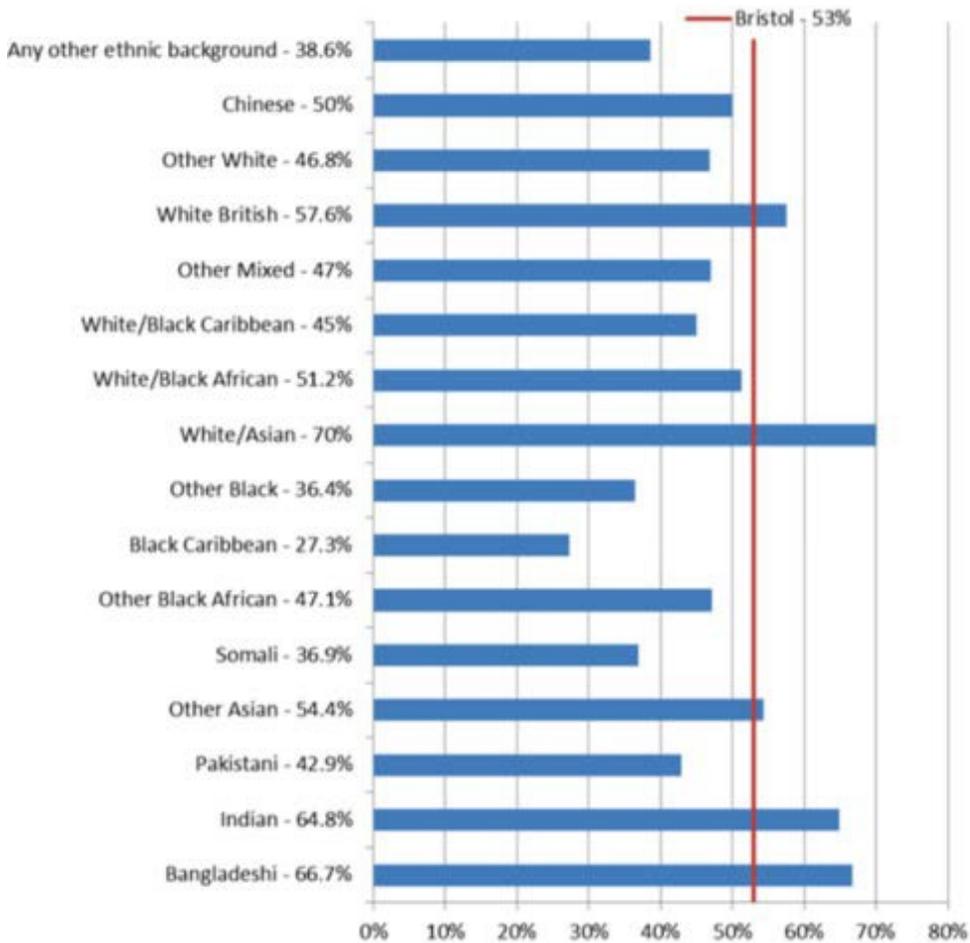
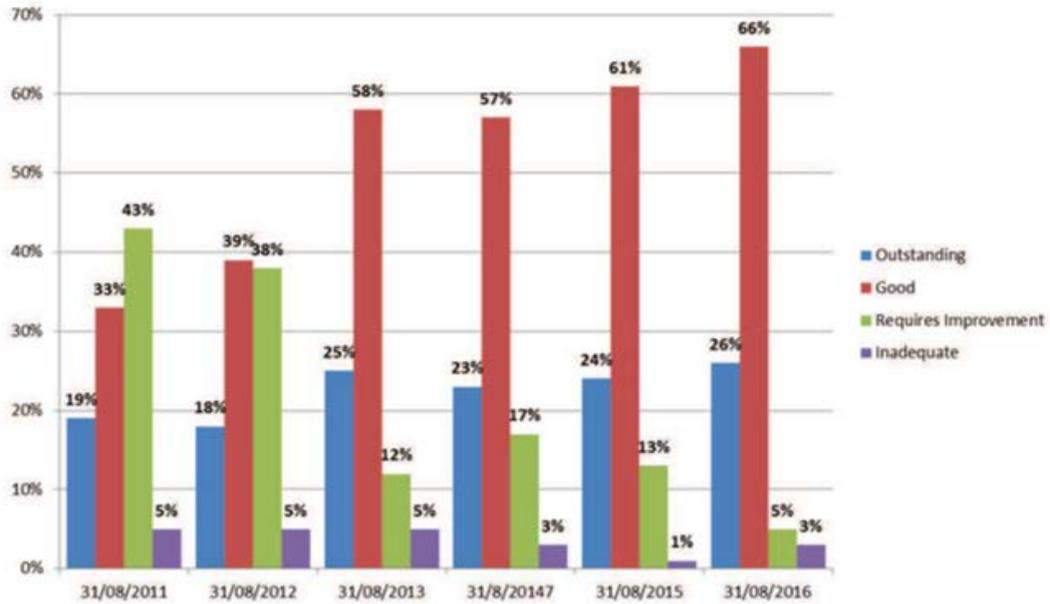
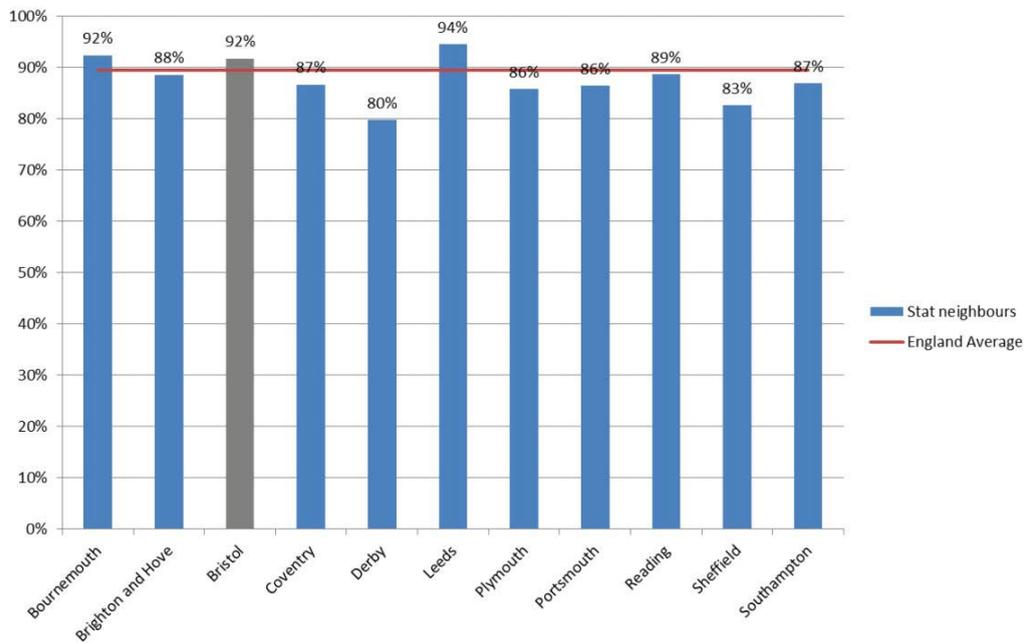


Figure 19: Ofsted ratings for primary schools



Bristol is just ahead of the England average when it comes to primary schools categorised by Ofsted as ‘good’ or ‘outstanding’ in 2016.

Figure 20: Ofsted ratings, statistical neighbours, primary schools



## 4.2 Secondary education

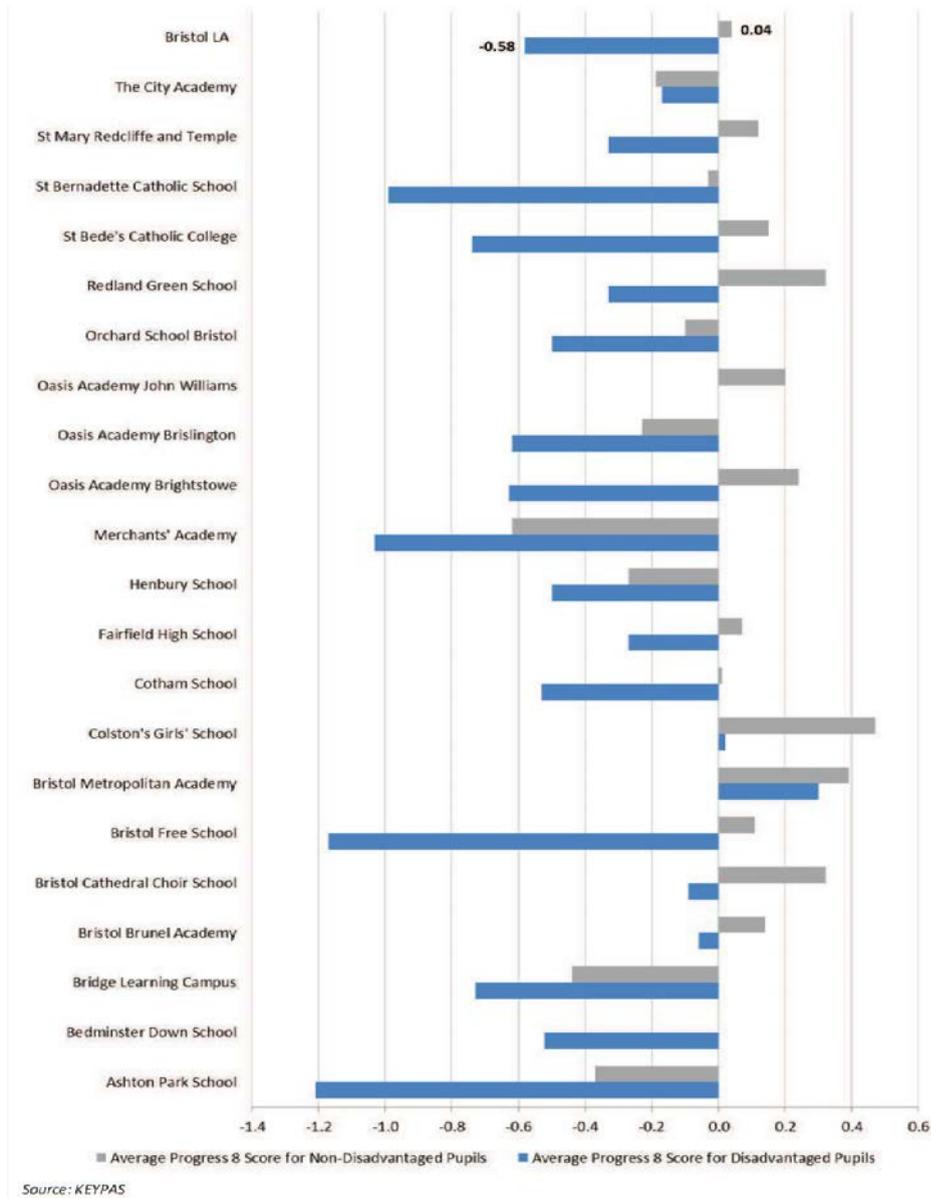
Secondary schools in Bristol performed relatively poorly in the first year of the new Progress 8 score.<sup>84</sup> The national average score was -0.03, indicating a negative progress between the same pupils' results at KS2 and GCSE level. Bristol came 6<sup>th</sup> out of the 8 Core Cities in 2016 for Progress 8.

The Bristol average was -0.18, the lowest of which was Merchants' Academy, while the best performing school was Bristol Metropolitan Academy. Fig. 21 shows the difference between disadvantaged and non-disadvantaged pupils progress.

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<sup>84</sup> Progress 8 was introduced in 2016 to capture the progress a student makes between the end of primary school and the end of secondary school. Attainment 8 measures achievements across eight qualifications, normally GCSE levels. See [this link](#) for more information.

Figure 21: Average Progress 8 scores for disadvantaged pupils and non-disadvantaged pupils in Bristol secondary schools in 2016.<sup>85</sup>



The gap is higher than England average, and has increased from 30% in 2012 to 34% in 2016 (see Table 6).

<sup>85</sup> Source: KEYPAS

Table 6: Trend in disadvantaged performance gap overall<sup>86</sup>

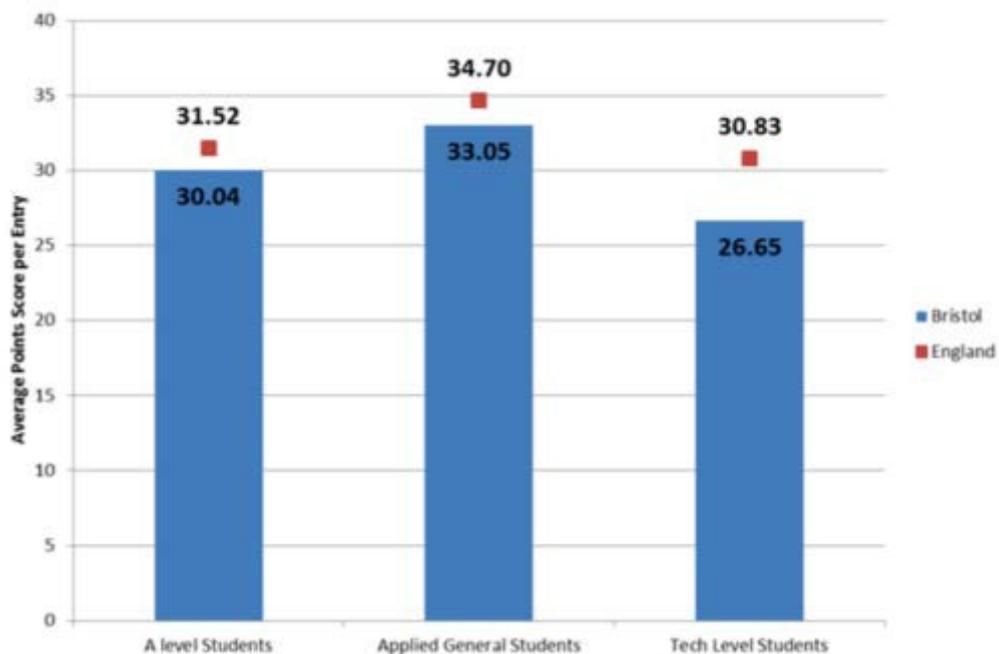
	5+ A* - C (Including English and Maths)					
	Bristol			England <sup>(1)</sup>		
	Disadvantaged Pupils	Non-Disadvantaged Pupils	Gap	Disadvantaged Pupils	Non-Disadvantaged Pupils	Gap
2012	32.1%	62.5%	30.4%	38.5%	65.7%	27.2%
2013	32.8%	64.3%	31.5%	41.0%	68.0%	27.0%
2014	34.0%	67.1%	33.1%	36.5%	64.0%	27.5%
2015	30.3%	67.5%	37.2%	36.7%	64.7%	28.0%
2016	29.5%	63.4%	33.9%			

Bristol’s average Attainment 8 score per pupil in 2016 was 47.5. Ten out of 21 secondary schools in Bristol scored above the national average score of 48.2 per pupil. Bristol ranked last out of the 16 local authorities in the South West.

At GCSE level, overall girls continue to achieve higher grades than boys.

Between the age of 16 and 19, Bristol students are achieving lower grades than the national average in all three types of entry, A Levels, Applied General and Tech Level. In 2016, the England Average Point Score for A Level entry was 31.52, compared to Bristol’s 30.04, though Bristol had a slightly higher average than the Core Cities at 29.

Figure 22: Average Points Score per entry (APS)<sup>87</sup>



<sup>86</sup> Source: DfE Performance Tables (21/06/2016), KEYPAS

<sup>87</sup> Source: SFR 49 - 2016

95% of Bristol’s secondary schools were marked ‘good’ or ‘outstanding’ by Ofsted in 2016. This is far higher than the England average, just below 80%, and higher than the city’s statistical neighbours.

Figure 23: Ofsted ratings, statistical neighbours, secondary schools<sup>88</sup>

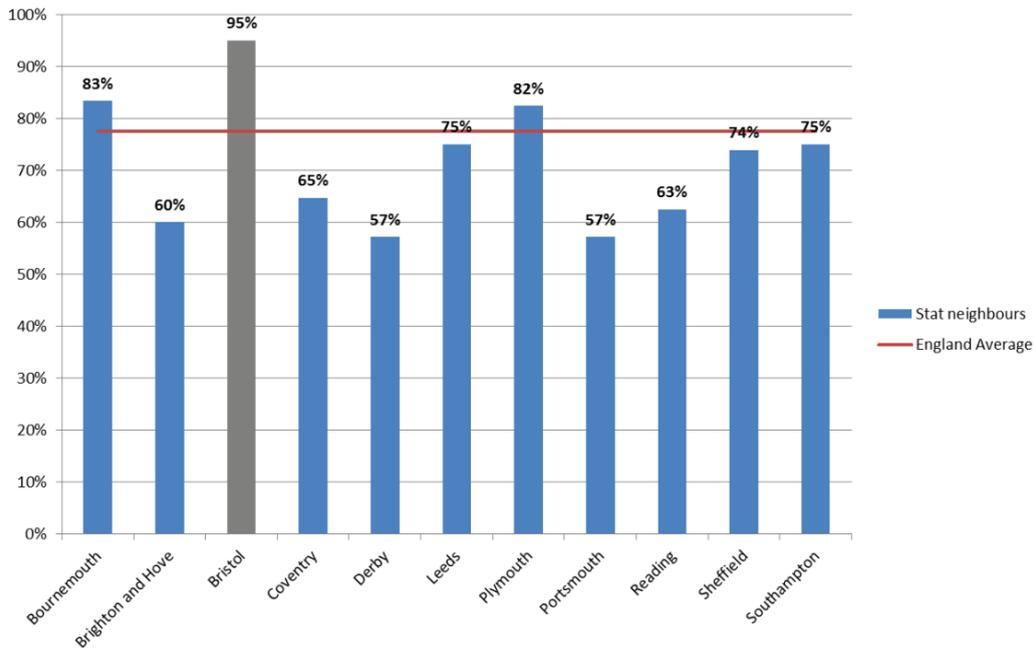
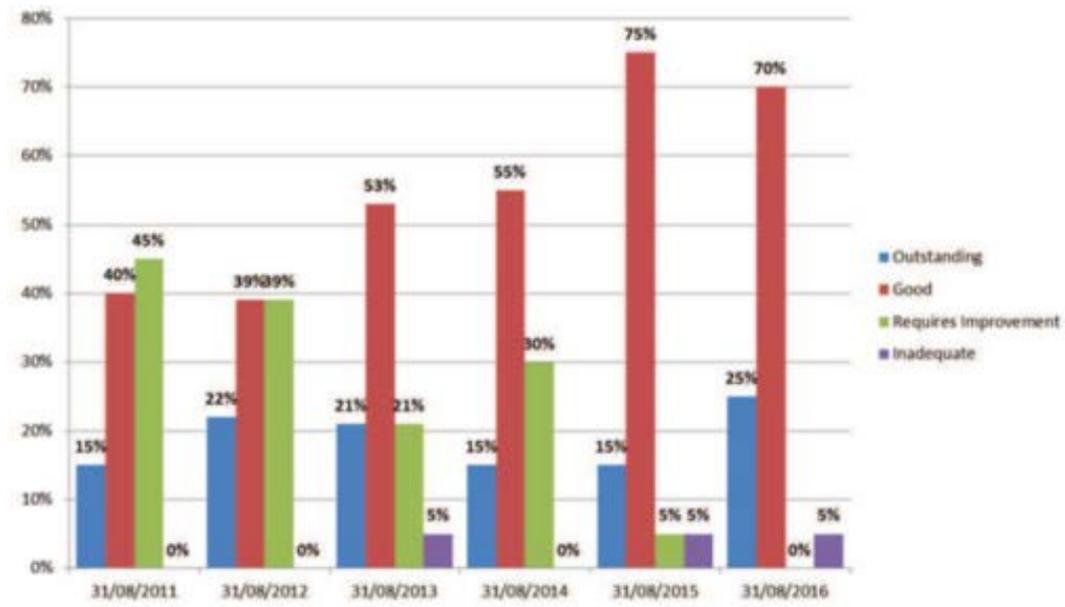


Figure 24: Ofsted Ratings 2011-2016 secondary schools<sup>89</sup>



<sup>88</sup> [www.gov.uk](http://www.gov.uk) Ofsted school inspections outcomes

<sup>89</sup> [www.gov.uk](http://www.gov.uk) Ofsted school inspections outcomes

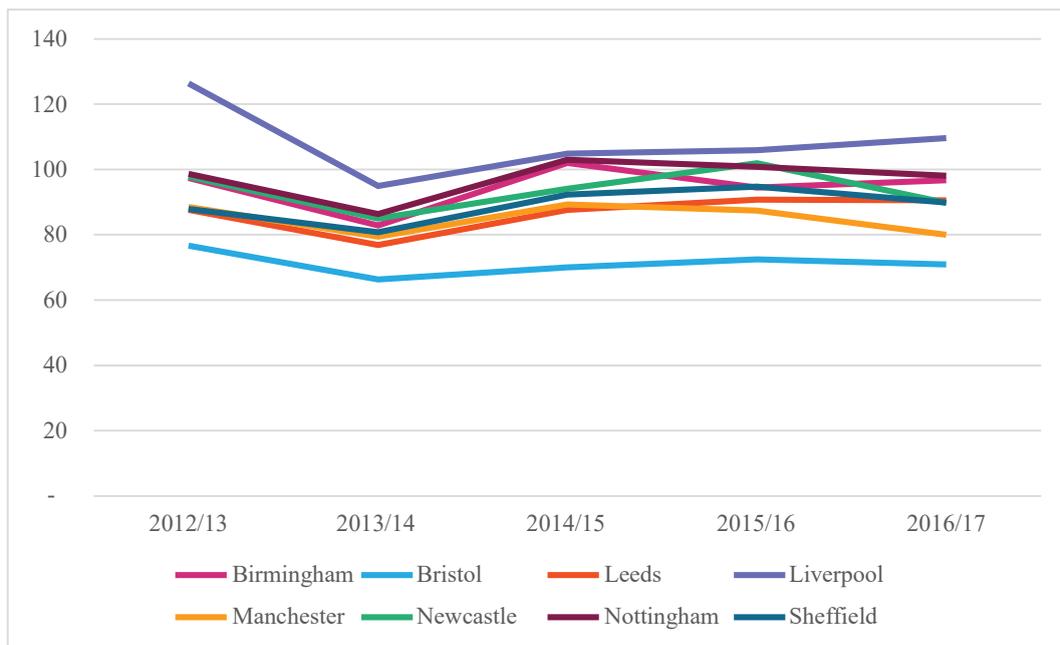
### 4.3 Further education

In October 2016, 11% of 16-17-year olds in the City of Bristol were Not in Education, Employment or Training (NEET) or their activity was not known. This compares to 7% in England as a whole, and places Bristol in the 5<sup>th</sup> quintile nationally.

76% of those in education or training were in full time education, 9% were taking part in apprenticeships and 3% were in another form of training. 10% of 16-17 year olds who had previously been NEET in Bristol were re-engaging in EET, up 1.4% from the previous year, compared to an England average of 8%, placing Bristol in the 2<sup>nd</sup> quintile nationally.

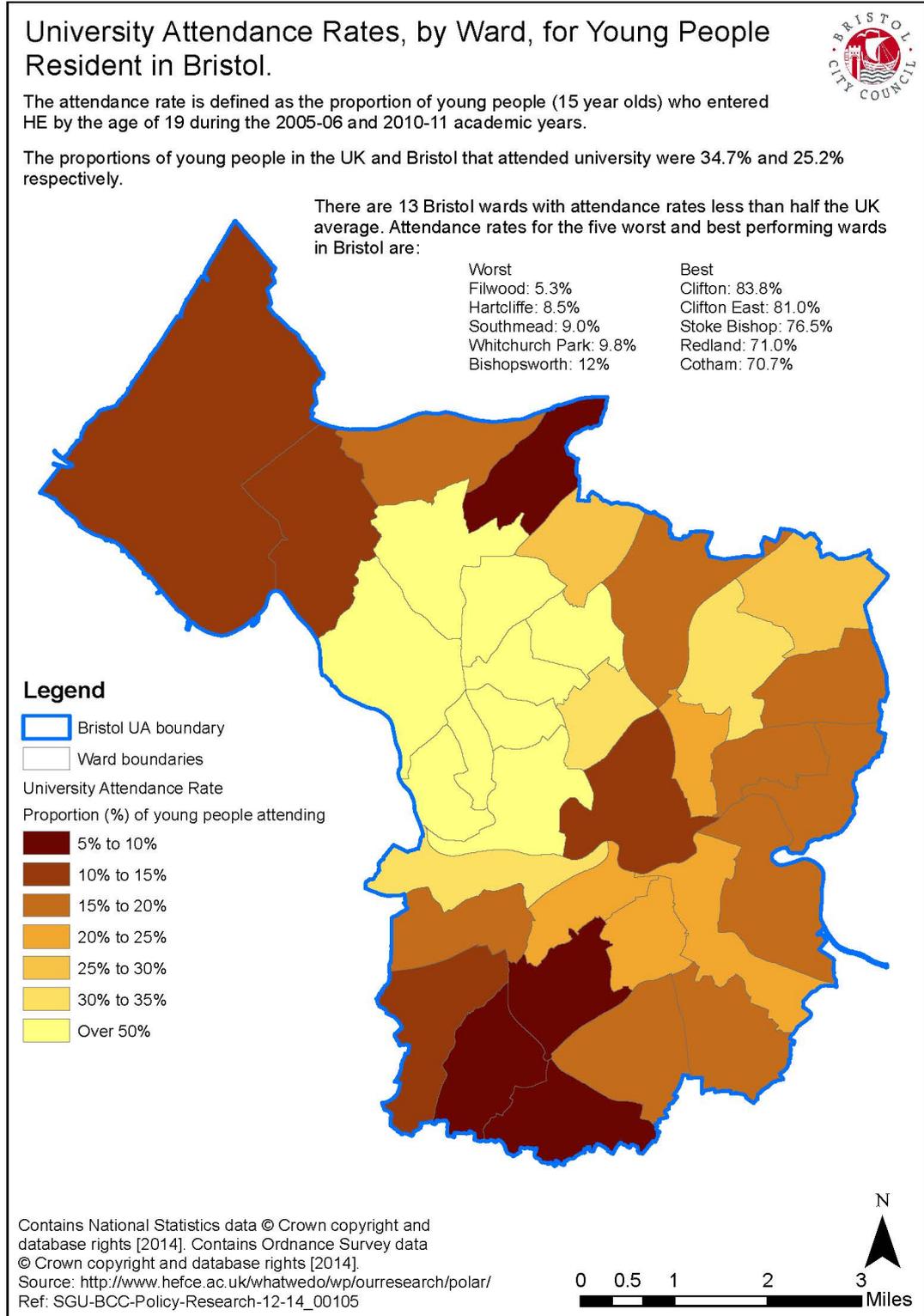
In 2016, the number of apprenticeship starts per 10,000 in Bristol was the lowest of the English Core Cities at 71, compared to Liverpool, the highest ranked, with 110 (see Fig.25).

Figure 25: Apprenticeship Starts per 10,000 of total population in the English Core Cities from 2012/13 to 2016/17<sup>90</sup>



<sup>90</sup> Source: Department for Education

## 4.4 Higher Education Needs to include data on HE participation Rates

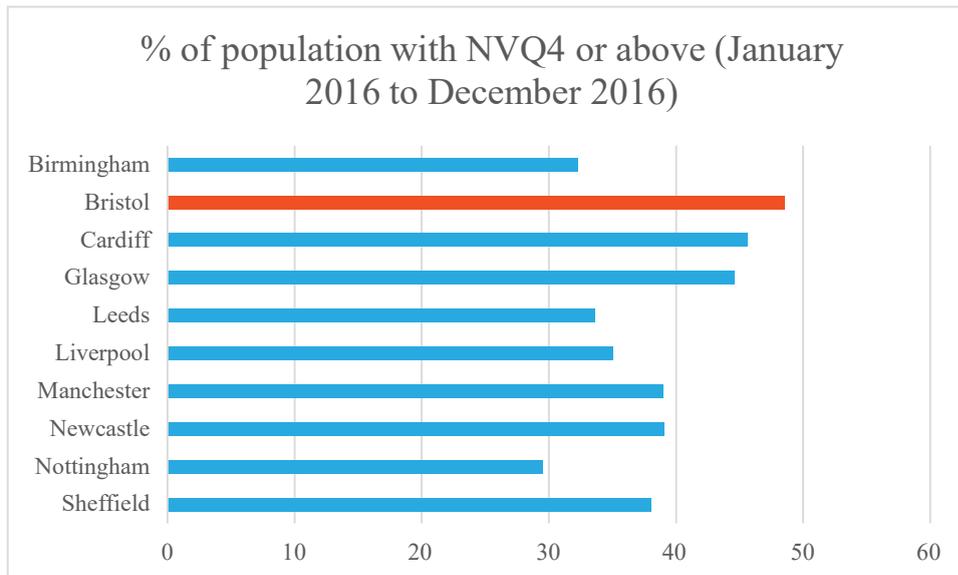


The University of Bristol (U of B) and the University of the West of England (U of WE) had a combined total of around 50,000 students in 2015/2016.<sup>91</sup>

Based on leavers in 2012/2013, a survey in 2016/2017 found that 76% of graduates from the U of B were in some form of work, and 84.5% from the U of WE. This compares 82% for all Higher Education providers in England.<sup>92</sup>

In 2016, 48.5% of the city had an NVQ4 level and above, compared to the Great Britain average of 38%. This is the highest level of all the core cities (see Fig 26). The percentage of those without qualifications is 6%, the lowest of the core cities (see Fig. 27).<sup>93</sup>

Figure 26: The percentage of the working age population of the Core Cities who have an NVQ4 level qualification or above<sup>94</sup>



<sup>91</sup><https://www.bristol.gov.uk/documents/20182/33904/Population+of+Bristol+September+2017.pdf>

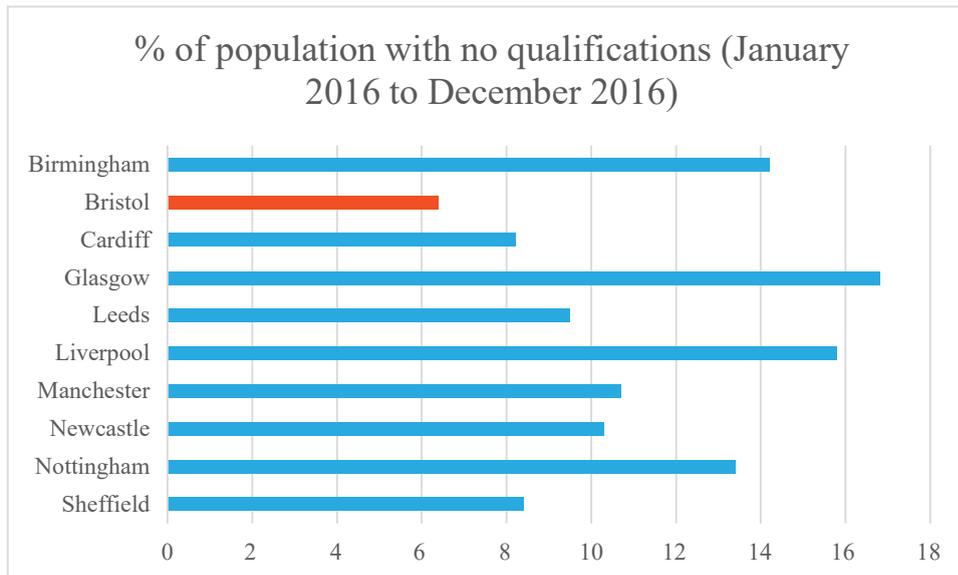
<sup>92</sup> Ibid.

<sup>93</sup> ONS annual population survey, Jan 2016-Dec 2016,

[https://www.nomisweb.co.uk/reports/lmp/la/1946157348/subreports/quals\\_compared/report.aspx?](https://www.nomisweb.co.uk/reports/lmp/la/1946157348/subreports/quals_compared/report.aspx?)

<sup>94</sup> ONS annual population survey, Jan 2016-Dec 2016

Figure 27: The percentage of the working age population of the Core Cities who have no qualifications<sup>95</sup>



At U of B, 61.4% of students were educated in the state system<sup>96</sup>. At the U of WE, 93.8% of students came from a state school.<sup>97</sup>

Times Higher Education ranked the University of Bristol 9<sup>th</sup> in the UK in their World University Rankings for 2018.<sup>98</sup>

U of B is home to a number of specialist research institutes including: The BioDesign Institute, which researches synthetic biology and innovation; the Composites Institute, which has strong links to industry; the Poverty Institute, who provide governments, NGOs and the private sector with practical solutions to ending poverty; and the Quantum Information Institute, helping to develop the next generation of quantum scientists and engineers.<sup>99</sup> U of B was ranked first in the UK for Social Policy and Administration, 4<sup>th</sup> for Anatomy and Physiology, and 5<sup>th</sup> for General Engineering.<sup>100</sup>

The two universities have partnered to develop the Bristol Robotics Laboratory, an internationally recognised Centre of Excellence and the largest of its kind in the UK.<sup>101</sup> They are both partners with the West of England LEP, developing one of the first University Enterprise Zones in the UK. The West of England

<sup>95</sup> ONS annual population survey, Jan 2016-Dec 2016

<sup>96</sup> <https://www.theguardian.com/education/2009/may/10/universityguide-uni-bristol>

<sup>97</sup> <https://www.theguardian.com/education/2009/may/10/universityguide-uni-west-england-bristol>

<sup>98</sup> [https://www.timeshighereducation.com/world-university-rankings/2018/world-ranking#!page/0/length/25/sort\\_by/rank/sort\\_order/asc/cols/stats](https://www.timeshighereducation.com/world-university-rankings/2018/world-ranking#!page/0/length/25/sort_by/rank/sort_order/asc/cols/stats)

<sup>99</sup> <http://www.bristol.ac.uk/research/institutes/>

<sup>100</sup> <https://www.theguardian.com/education/ng-interactive/2017/may/16/university-league-tables-2018>

<sup>101</sup> <http://www.brl.ac.uk/aboutus.aspx>

University Enterprise Zone is expected to create more than 500 new jobs and boost the local economy by around £50 million.<sup>102</sup>

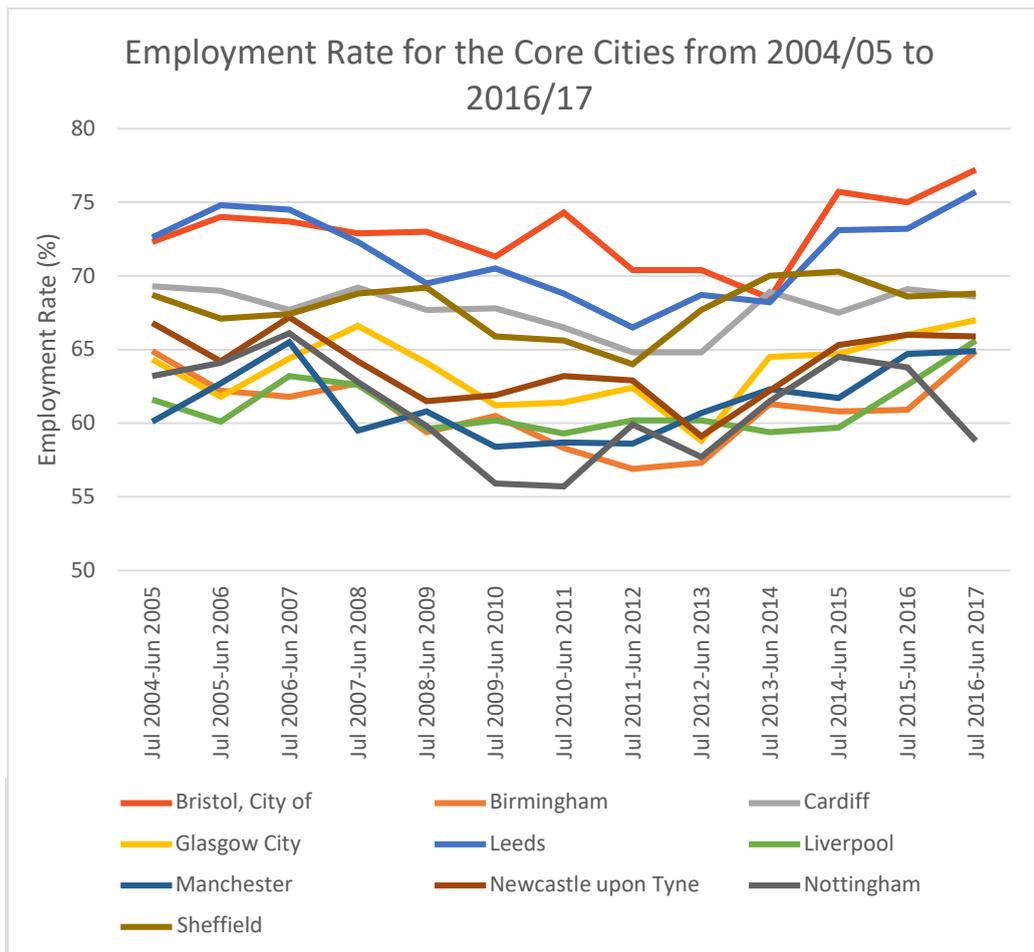
In 2013/2014 to 2014/2015, the percentage of higher education students who returned to Bristol having graduated in order to work in the city was 50%. This compares to 74% in London, 58% in Manchester, 53% in Birmingham and 52% in Newcastle.<sup>103</sup>

## 4.5 Employment

Bristol has one of the highest employment rates of the Core Cities, just above that of Leeds (see Figure 28).

The employment rate has been broadly increasing for the last 12 years, from 72% in 2004/05 to 77% in 2016/17.

Figure 28: Employment Rate for Core Cities 2004-2016/17<sup>104</sup>



<sup>102</sup> UWE LEP. <http://westofenglandlep.co.uk/news/university-enterprise-zone>

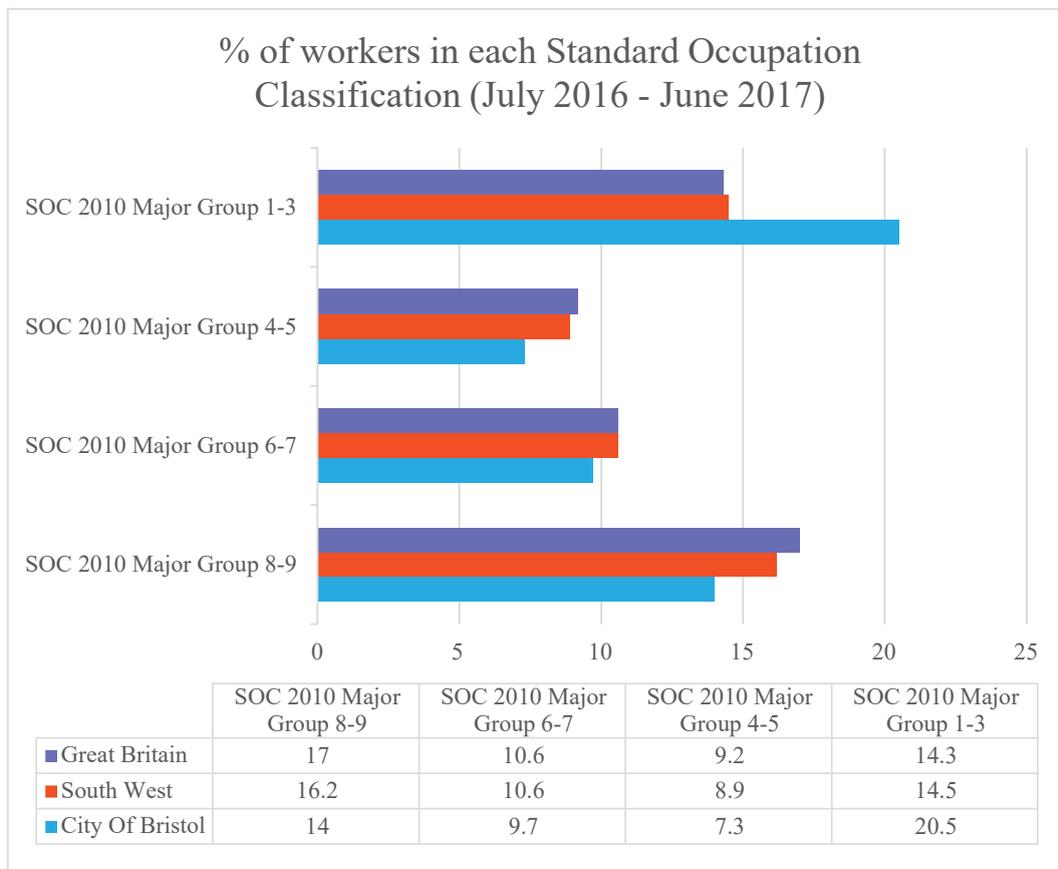
<sup>103</sup> <http://www.centreforcities.org/reader/great-british-brain-drain/migration-students-graduates/>

<sup>104</sup> ONS Annual Population Survey

As of 2016, there were around 265,000 people in employment in the city. Of those, about 48,000, or 18%, were in the public sector, and the rest were in the private sector. This percentage is comparable to many of the core cities, including Manchester, Leeds and Nottingham.<sup>105</sup>

16% of workers in Bristol are employed in Human Health and Social Work Activities, and 14% are involved in Wholesale and Retail Trade, including the Repair of Motor Vehicles and Motorcycles. These are broadly similar to the rest of the Great Britain at 13% and 15% respectively.<sup>106</sup> In Bristol, 1.8% of jobs are in the civil service, comparable to Great Britain as a whole at 1.4%.

Figure 29: The percentage of all persons in employment over the age of 16 according to their Standard Occupation Classification 2010, for Bristol, the South West and Great Britain<sup>107</sup>



Incorrect data in Fig. 29, total should equal 100%

Area	SOC10 Major Groups 8-9	SOC10 Major Groups 6-7	SOC10 Major Groups 4-5	SOC10 Major Groups 1-2-3	Sum
Great Britain	17.0	16.8	20.7	45.5	100.0
South West	16.2	16.3	21.6	45.9	100.0
Bristol	14.0	13.4	14.8	57.7	99.9

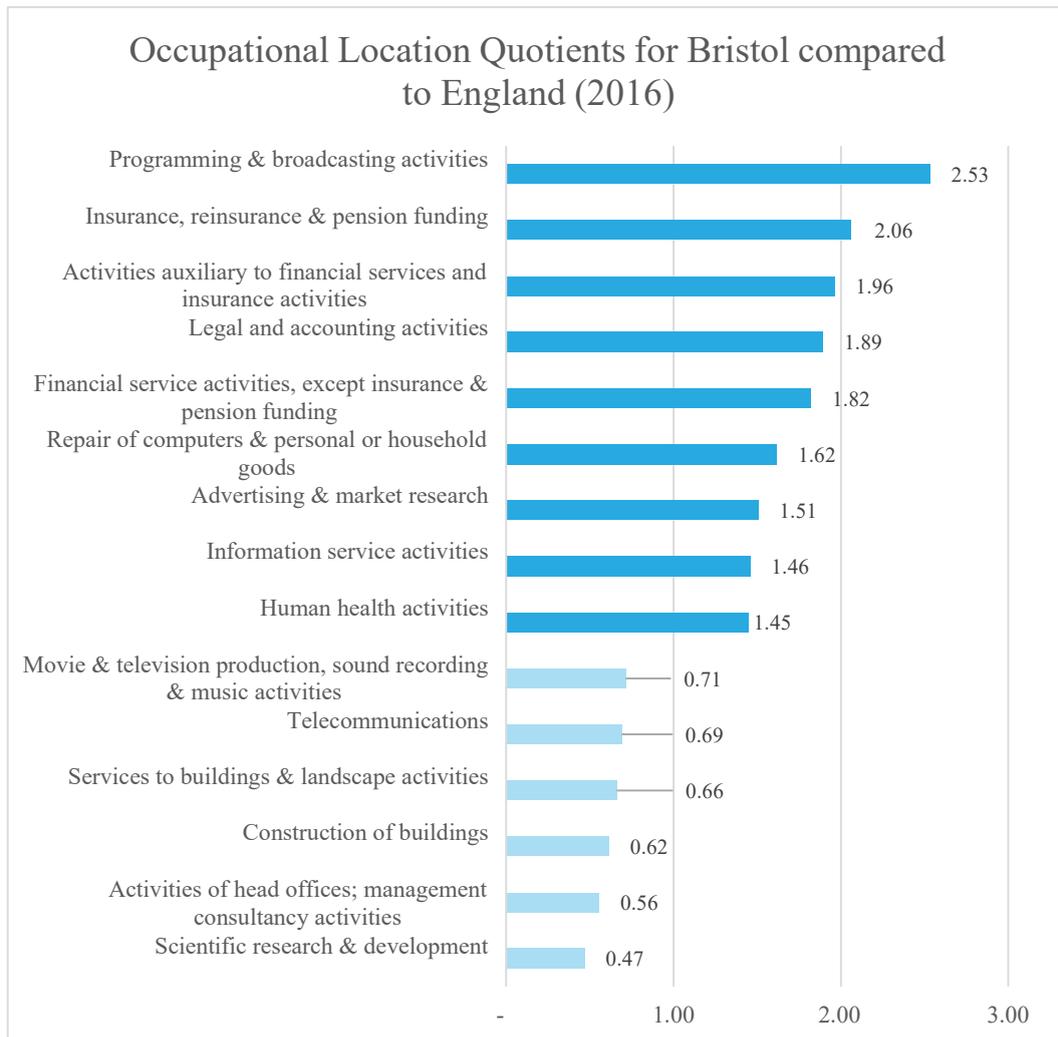
<sup>105</sup> <https://www.nomisweb.co.uk/reports/lmp/la/1946157348/report.aspx>

<sup>106</sup> <https://www.nomisweb.co.uk/reports/lmp/la/1946157348/report.aspx>

<sup>107</sup> Source: ONS annual population survey, July 2016 to June 2017

### Fig 30 appears to be using employee jobs rather than people in employment; needs clarification

Figure 30: Occupational Location Quotients for Bristol compared to England<sup>108</sup>



Bristol has a high occupational location quotient for programming and broadcasting activities compared to the rest of England, indicating a particular specialism in that sector. The occupation where Bristol seems to be the least specialist by this measure, is scientific research and development.

There are around 1,400 third sector organisations in Bristol, who employ 12,000 people full time, and work with more than 100,000 volunteers. Voscur, the agency which supports the Voluntary, Community and Social Enterprise sectors in Bristol, estimated that in 2011/2012 the voluntary sector provided about £40 million in value to BCC.<sup>109</sup>

In Bristol, 80% of males aged 16-64 are in employment, compared to 75% of females of working age. This is broadly similar to the percentages for the South West and Great Britain.<sup>110</sup>

<sup>108</sup> Source: ONS Business Register and Employment Survey 2016

<sup>109</sup> <http://quartetcf.org.uk/wp-content/uploads/2015/05/bristol-area-profile-final.pdf>

<sup>110</sup> <https://www.nomisweb.co.uk/reports/lmp/la/1946157348/report.aspx>

### **What does Bristol's low-skilled labour market look like?**

**One in four of Bristol's jobs are in low-skilled occupations.** This share is falling over time, with the city increasingly specialising in high-skilled work. Of these low-skilled jobs, almost a quarter are sales assistant and cashier roles, 13% are road transport drivers and 10% are in cleaning. The major employers of these workers are retail, transport, accommodation and food. Only 5% are employed in construction and 7% in manufacturing, as these industries mainly provide mid-skilled jobs.

**Low-skilled work is concentrated in central Bristol and Avonmouth.** But employment in the latter is more concentrated in process, plant and machine operatives (50% of low-skilled jobs) than the city centre which instead contains a concentration of retail and sales jobs (42% of low-skilled jobs).

**A Black or minority ethnic (BME) Bristol resident is more likely to be employed in a low-skilled job than a White resident.** Gender does not affect a resident's chance of being in low-skilled work, but it does impact the type of low-skilled role they are most likely to do. 90% of process, plant and machine operatives are male, whereas 63% of sales and customer services roles are taken by women.

A third of those employed in low-skilled work have qualifications equivalent to good GCSEs or A-Levels and 13% have a higher education qualification. Only 40% of these workers have not achieved good GCSEs or equivalent. A quarter of mid-skilled jobs are done by workers with this lower level of qualifications.

**Bristol's more deprived areas tend to have a high concentration of residents in low-skilled work.** In Filwood, Avonmouth and Whitchurch Park around 40% of residents are in these roles. In contrast, this share falls to around 10% in Henleaze, Clifton and Clifton East.

**But the pattern of mid- and high-skilled work in these areas varies a lot.** Wards in the south of the city are dominated by employment in skilled trades, while central areas have many high-skilled workers living alongside low-skilled workers. In Lawrence Hill 37% of residents are in high-skilled roles, compared with only 21% of residents in Hartcliffe.

**Low-skilled jobs are not always the lowest paid.** Some mid-skilled roles, such as care, leisure and administrative jobs, are lower paid than some lower-skilled jobs, such as plant and machine operatives.

**Accessing jobs can be difficult for residents of areas of deprivation due to the cost and availability of public transport.** In addition, lack of training provision means these roles are often long-term careers rather than a role which leads to progression to higher-skilled and better paid work.

**How sustainable are these patterns of employment? How is low-skilled employment likely to change?**

**Many low-skilled jobs are likely to decline due to changes in the world of work such as automation, technology and globalisation.** Roles such as elementary storage, retail cashiers, metal forming and printing trades are particularly vulnerable. On the other hand, some jobs are likely to grow in importance within the city's labour market, such as teachers, health and social care managers, fitness professionals and artists.

This means that those in low-skilled employment are most vulnerable to potential job losses unless they can adapt, such as through retraining, to access the jobs which become more common in the future economy.

**How can city policy respond to these coming changes?**

The city will need to prepare for labour market changes by giving young people the skills they need to access the most resilient jobs. This will mean both raising skill and qualification levels and adapting teaching to meet evolving demands from employers.

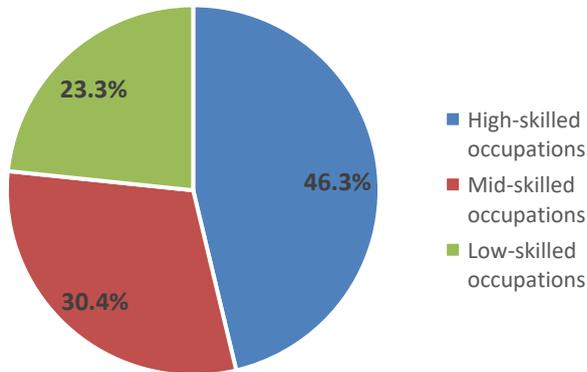
In addition, the skills of the current workforce will need to adapt which will require provision of retraining and support. For some, adapting will be difficult or impossible and in these cases compensation will need to be provided to support them through job losses.

**Certain communities will be most in-need of this support.** Areas with high shares of residents in low-skilled work, such as Lawrence Hill and Hartcliffe, will be most vulnerable if employment opportunities in this part of the labour market decline.

Almost half of Bristol’s workforce is in high-skilled occupations – only 23% are in low-skilled<sup>111</sup>:

- Low-skilled occupations account for just less than a quarter of Bristol’s workforce. A higher share is in both high-skilled occupations (46%) and mid-skilled occupations (30%)

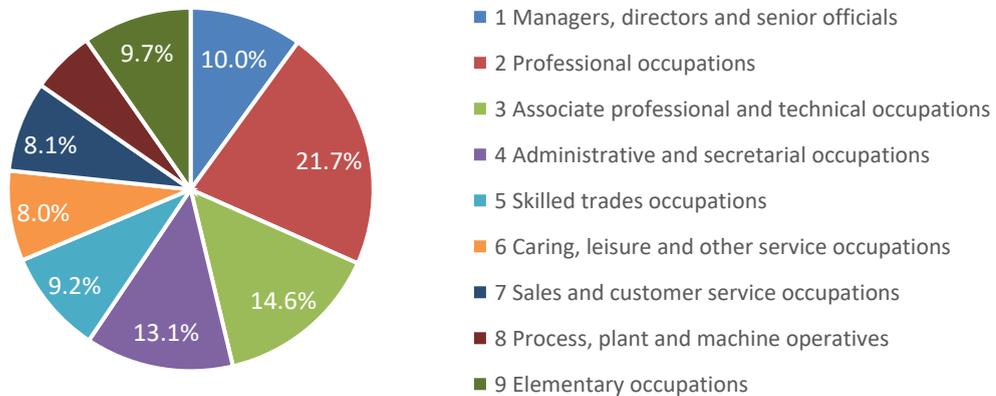
Figure 31: Share of jobs in Bristol in each occupation skill level, Census 2011, workplace



Breaking this down further shows that:

- 10% of Bristol’s workers are employed in elementary occupations
- 6% are in process, plant and machine operations
- And 8% are in sales and customer services roles

Figure 32: Share of jobs in Bristol in each small occupation group, Census 2011, workplace



These are small shares of the workforce compared to some other occupations. 22% of Bristol’s workforce were in professional roles in 2011, and 15% were in associate professional and technical roles.

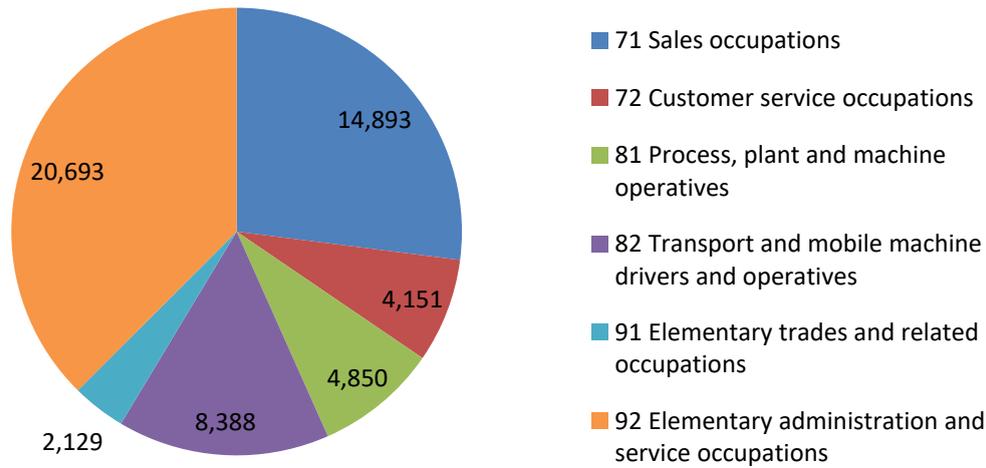
And looking just at low-skilled occupations, and breaking them down further, shows that:

- **38% are in elementary admin or service occupations** while only 4% are in elementary trade

<sup>111</sup> Census 2011 analysis by Centre for Cities; low skilled occupations defined as SOC 2010 7, 8 & 9  
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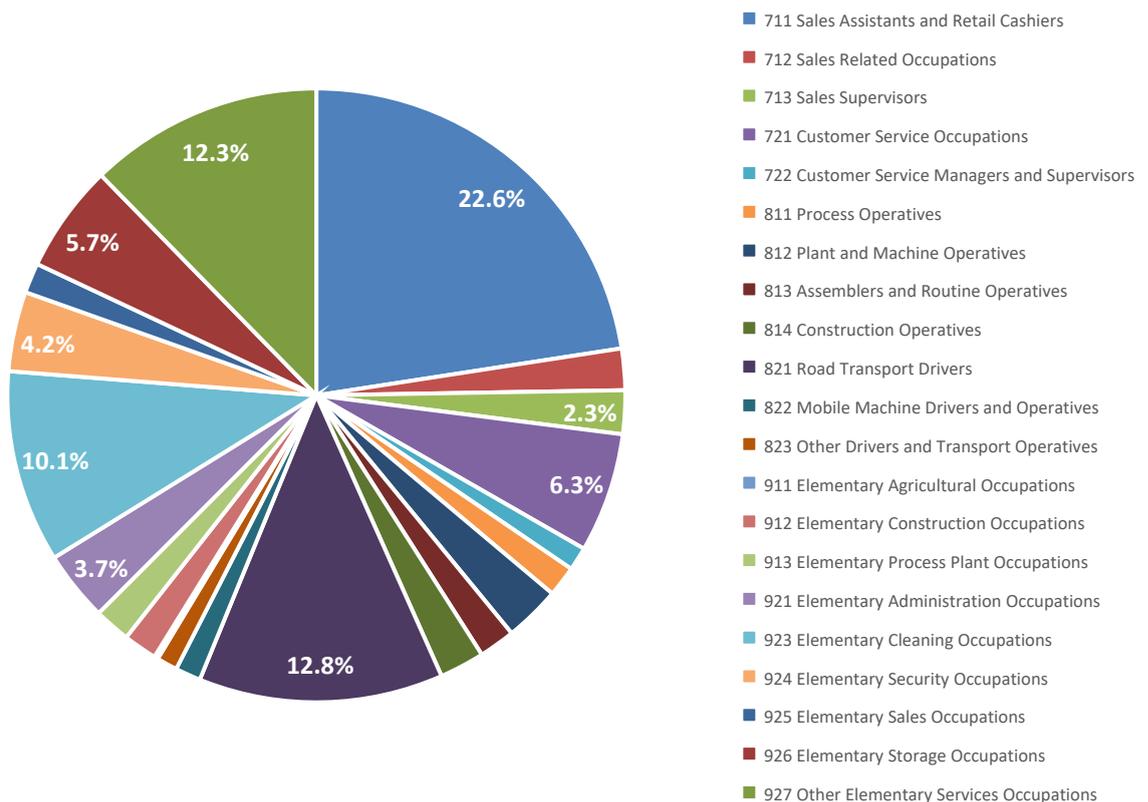
- 15% are transport and mobile machine drivers/operatives
- 27% are in sales, while a smaller 8% are in customer services

Figure 33: Share of low-skilled jobs in each single occupation, Census 2011, workplace



And finally, breaking this down even more gives you the patterns shown in Figure 34.

Figure 34: Share of low-skilled workers in each sub-role, Census 2011, workplace



Some stand out figures from this are:

- **Almost a quarter of low-skilled occupations are in Sales Assistants and Retail Cashiers roles**
- 13% are road transport drivers
- 10% are in elementary cleaning occupations

In terms of changes over time, the figures show that:

- **The share of jobs in mid-skilled occupations has fallen from 28% to 24%**
- But the share in low-skilled occupations has also fallen, from 23% to 18%
- The share in high-skilled occupations has grown from 49% to 58%

This suggests that there has been a growth in high-skilled jobs and a corresponding decline in all lower skilled jobs (mid and low).

Figure 35: Share of workers in each occupational group, 2011 and 2017, APS, workplace

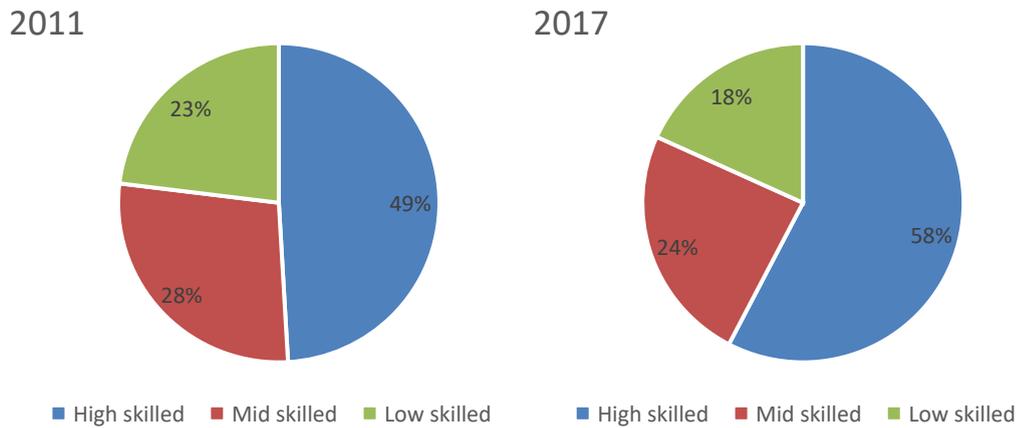
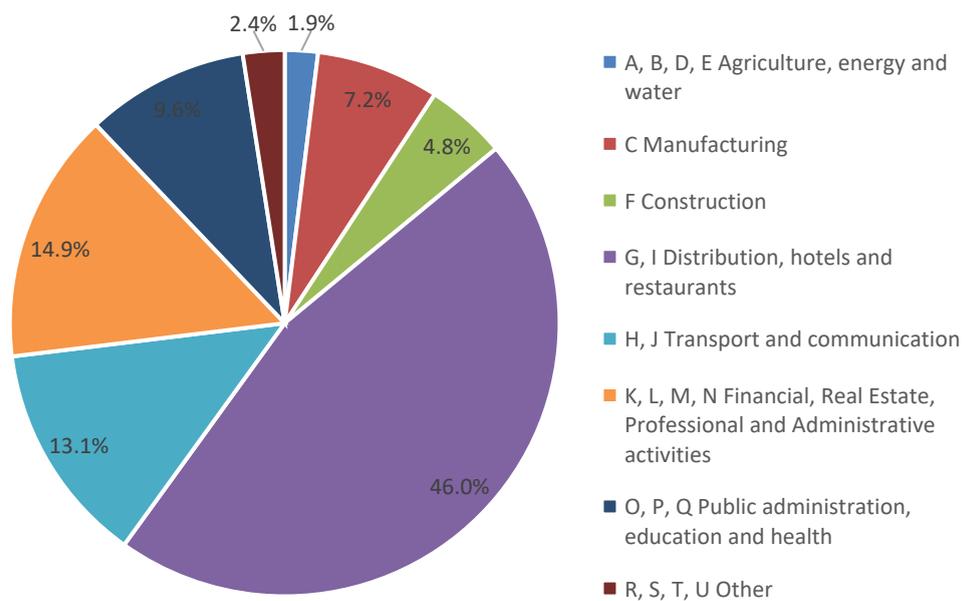


Figure 36 shows almost half of low-skilled (LS) occupations were within the ‘Distribution, hotels and restaurants’ industry group. This is equivalent to 25,300 workers, so it is a very significant employer of LS workers.

- 13% of LS occupations are in Transport and Communications
- 15% are in Finance, real estate and professional/admin
- 10% in Public admin, education and health

Figure 36: Share of workers in low-skilled occupations in each industry, Census 2011, workplace



These broad industry groups include

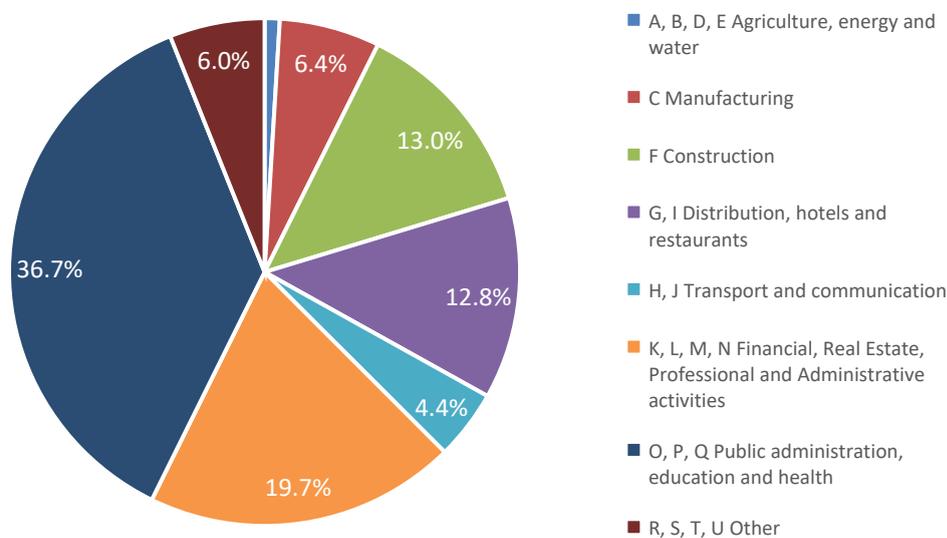
- G, I (Distribution, hotels and restaurants)

- Wholesale and retail trade
- Repair of motor vehicles and motorcycles
- Accommodation and food service activities
- H, J (Transport and communications)
  - Transport and storage
  - Information and communication
- K, L, M, N (Financial, Real Estate, Professional and Administrative activities)
  - Financial and insurance activities
  - Real estate activities
  - Professional, scientific and technical activities
  - Administrative and support service activities

On the surface it is interesting that such a large share is in the Finance/real estate category, but actually this is because this group includes administrative roles and other low-skilled roles such as cleaners.

Construction is often spoken about when discussing low-skilled workers, but this shows that this industry only accounts for 5% of low-skilled occupations. So it is less significant than thought. This is mostly because many of the construction workers perceived to be low-skilled are more accurately categorised as mid-skilled occupations because of their training.

Figure 37: Share of workers in mid-skilled occupations in each industry, Census 2011, workplace



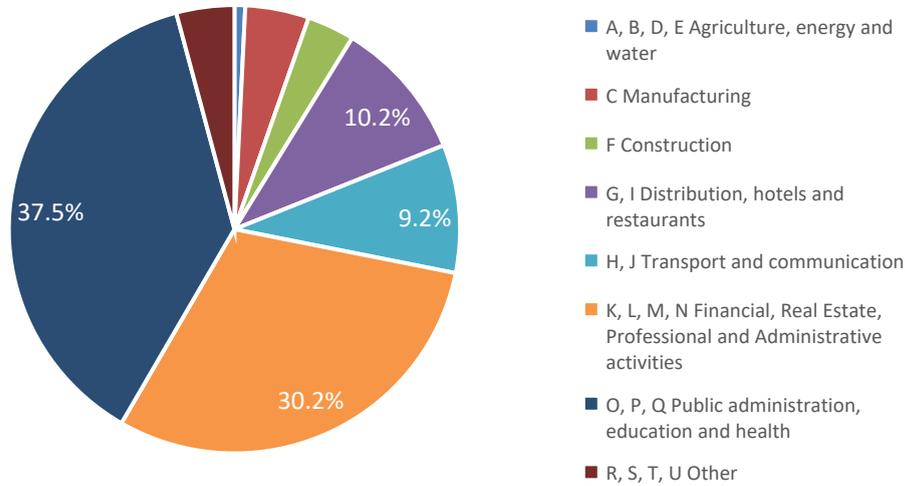
- Now only 13% are employed in Distribution, hotels and restaurants, and instead the largest employer of mid-skilled workers is Public admin, education and health (37% of MS workers).
- Interestingly, 13% of MS workers are in construction – approx. 9,000 workers – as noted above
- 20% are in finance, real estate and admin

Mid-skilled occupations are defined as 4, 5 and 6 SOC 2010 codes, which includes:

4. Administrative and secretarial occupations
5. Skilled trades occupations
6. Caring, leisure and other service occupations

For high-skilled workers the patterns shift again. A third (31%) are employed in finance, real estate and admin, and 38% are employed in Public admin, education and health. 10% are in Distribution, hotels and restaurants.

Figure 38: Share of workers in high-skilled occupations in each industry, Census 2011, workplace

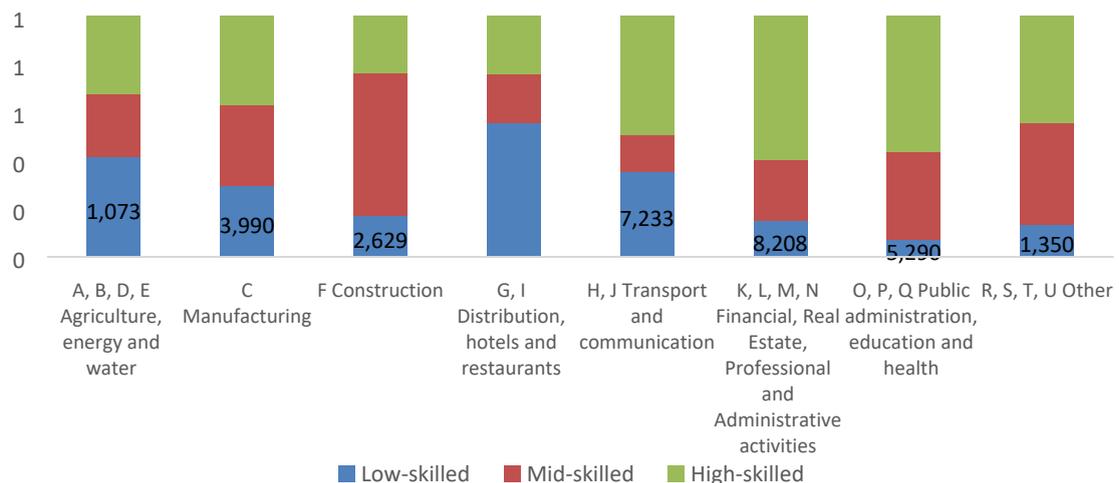


High-skilled occupations are defined as 1, 2, 3 SOC 2010 codes, which includes:

1. Managers, directors and senior officials
2. Professional occupations
3. Associate professional and technical occupations

Turning this around, this chart looks at the occupational make-up of each industry group.

Figure 39: Share of each industry’s jobs in each occupational level, Census 2011, workplace



It shows that the industry group with the highest share of LS workers is Distribution, hotels and restaurants, then transport and communications, then agriculture and then manufacturing. **Construction is predominantly made up of mid-skilled workers.** Some interesting findings:

- We saw above that 15% of LS workers are employed in Finance industry group, but the Figure above shows that these LS workers only account for 10% of the

employees in this industry group. So, they are not significant to the industry. A similar pattern occurs with public administration.

- These two industry groups are very large employers overall in Bristol, and this is why they employ lots of LS workers, not because they are predominantly made up of LS workers.

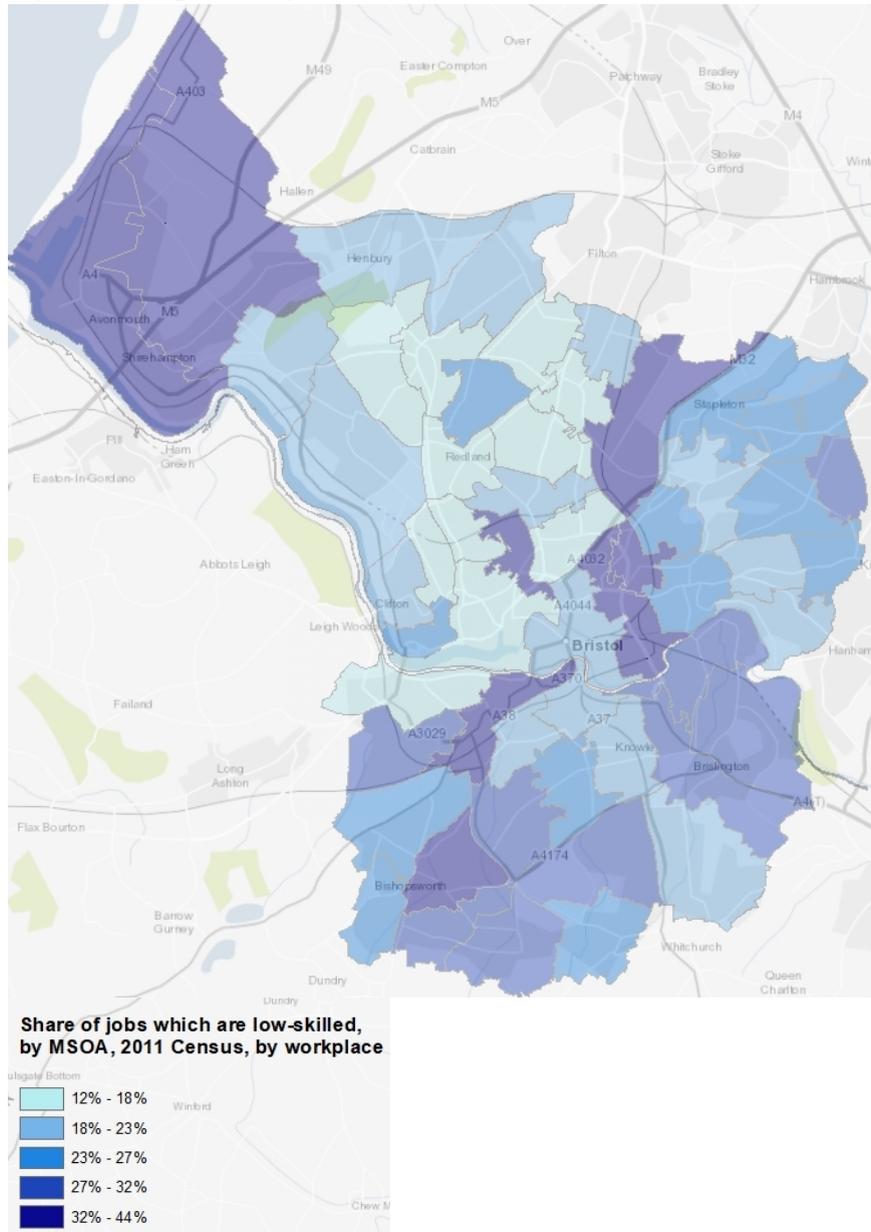
This second chart helps to explain this.

Figure 40: Share and number of jobs in each industry in each occupational level, Census 2011, workplace



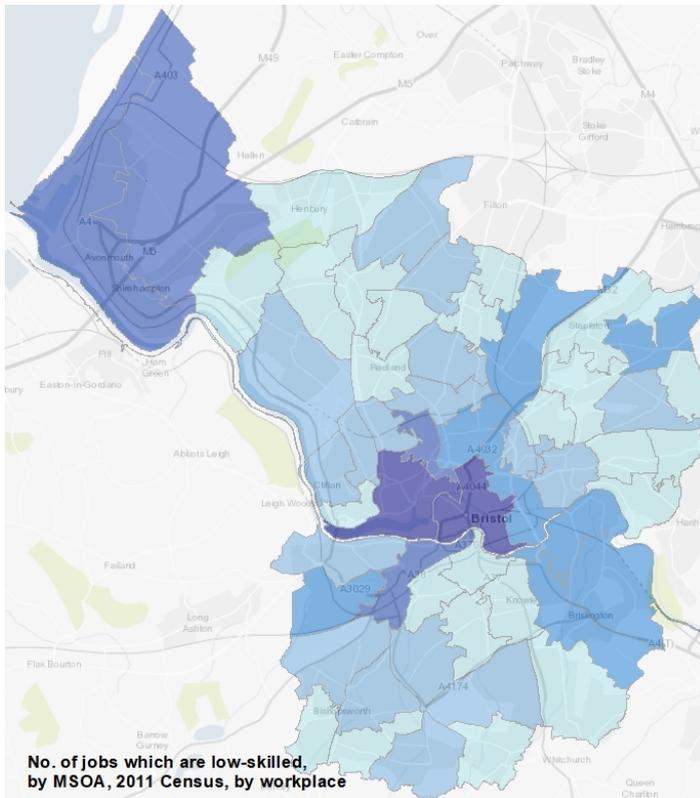
This map shows the share of jobs in each MSOA are low-skilled occupations. It shows that the MSOAs most dominated by LS employment are near Avonmouth and a few other South and East locations.

Figure 41: Map showing share of jobs in each MSOA which are LS, Census 2011 workplace



The next figure is perhaps more useful in understanding spatial patterns of low-skilled employment. It shows the number of low-skilled occupations in each MSOA. Again, there is a concentration of low-skilled employment in Avonmouth, but there is also a concentration in Bristol city centre (both dark blue).

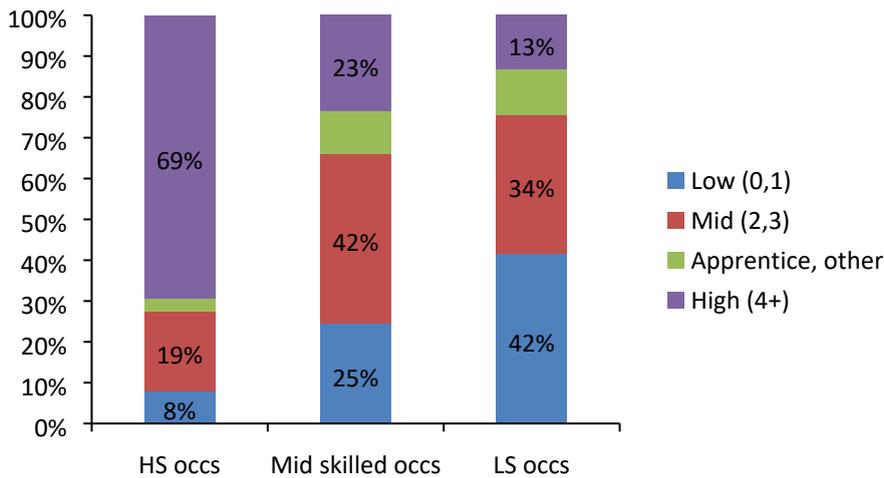
Figure 42: Map showing number of LS occupations in each MSOA, Census 2011 workplace



The bar chart at figure 43 shows the share of each type of occupation (low-skilled, mid or high-skilled) which are done by workers with each level of qualification. It shows:

- Almost half of LS occupations are done by those with low skills. Over half are done by those with higher skills.
- 34% have mid-levels, but 13% have high-skills
- On the other hand, 25% of mid-skilled jobs and 8% of high-skilled jobs are done by those with low-skills

Figure 43: Share of occupations done by workers of each skill level, Census 2011 workplace



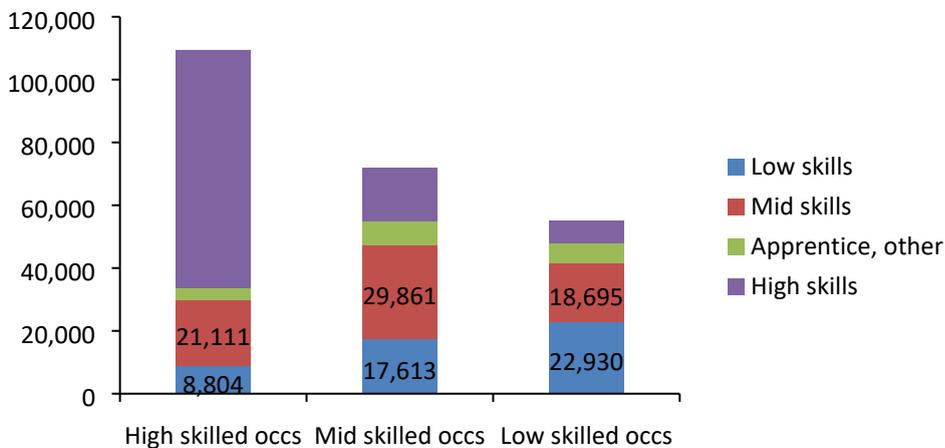
This means that when thinking about ‘low-skilled jobs’, the workers brought to mind should be those with either low qualifications or mid qualifications – this means they have qualifications ranging from none to good GCSEs.

These skills levels are defined using the UK Government’s standardised qualification levels.<sup>112</sup>

- Low qualifications include 0 and 1: e.g. no qualifications, entry level qualifications, lower grade GCSEs
- Mid qualifications include 2 and 3: e.g. high grade GCSEs and A-Levels
- High qualifications include 4 and above: higher education certificates, degrees, PHDs

In absolute terms, the next chart shows that almost 23,000 workers with low skills are in LS occupations in Bristol and 19,000 mid-skilled workers are in LS occupations. A significant number of workers with low-skills are employed in MS occupations – 17,600 workers.

Figure 44: Number of workers in each type of occupation by skill level, Census 2011 workplace



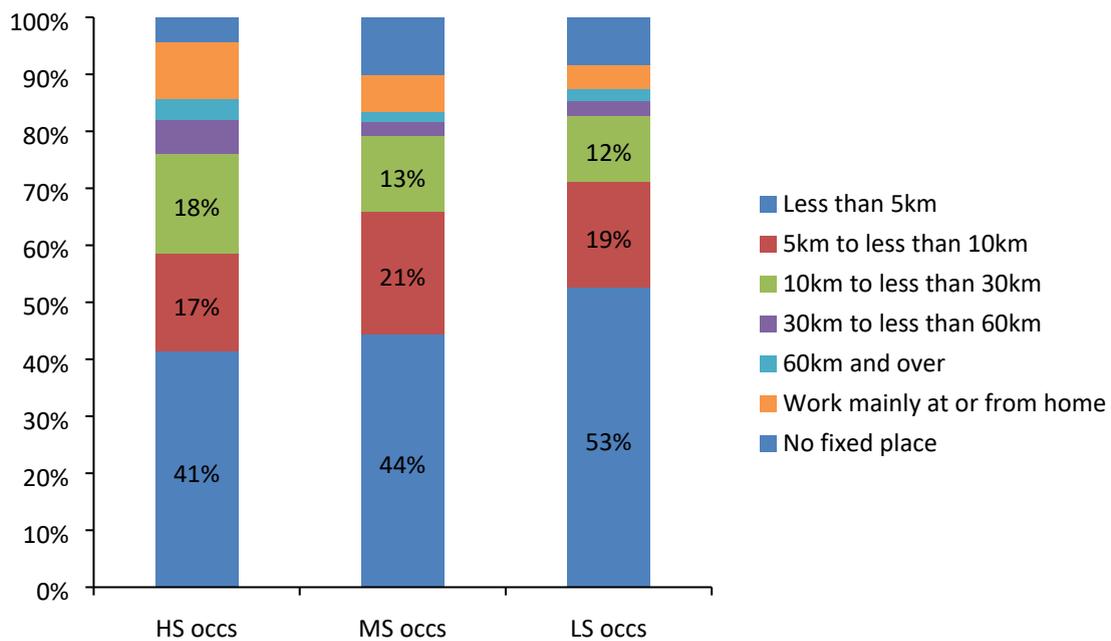
The next chart shows distance travelled to work for each level of occupation.

<sup>112</sup> [Document setting out definitions of qualification levels](#)  
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The patterns do not vary hugely across the different types of occupations but there is a broad trend that the lower skilled the occupation, the shorter the distance travelled into work.

- 53% of those in LS occupations travel less than 5km whereas this is only 41% for those in HS occupations.
- On the other hand only 12% of LS occupation workers travel 10-30km while 18% of HS occupation workers travel these longer distances.
- Interestingly, a higher share of HS occupations work from home than the lower level occupations.

Figure 45: Distance travelled to work by occupation, Census 2011 workplace



The chart below shows that the type of LS occupation determines what your commuting patterns look like.

- Those in sales and customer services and elementary occupations travel less far to work than those in process, plant and machine operation
- Only 36% of those in machine operation travel less than 5km. Instead, 19% travel 10-30km and 14% have no fixed place of work.
- On the other hand only 10% of sales jobs are 10-30 km commute and only 3% don't have a fixed place

Figure 46: Distance travelled to work for each occupation, %, Census 2011 workplace

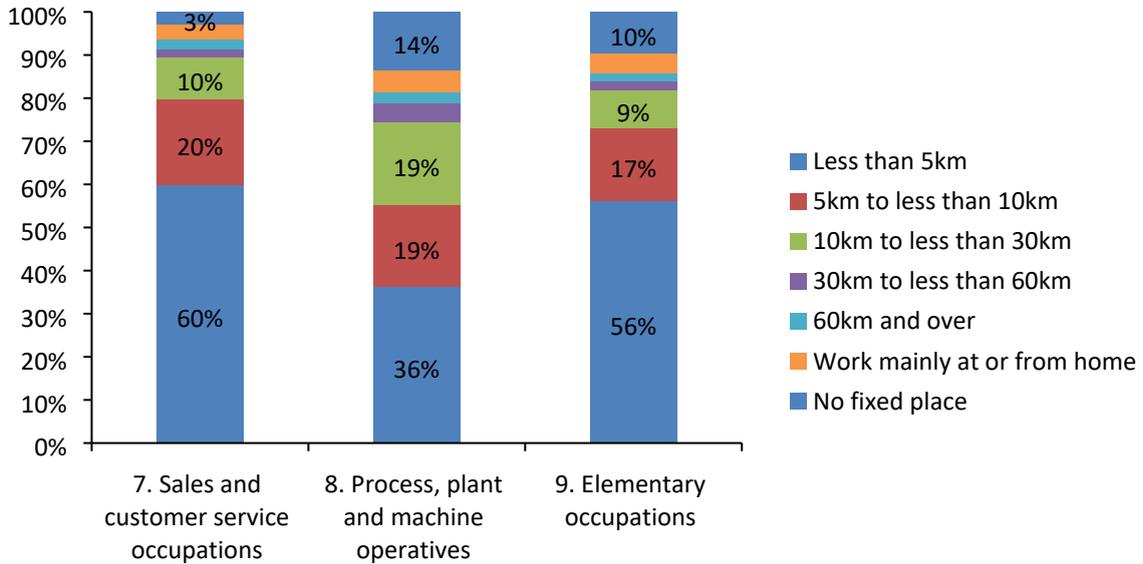
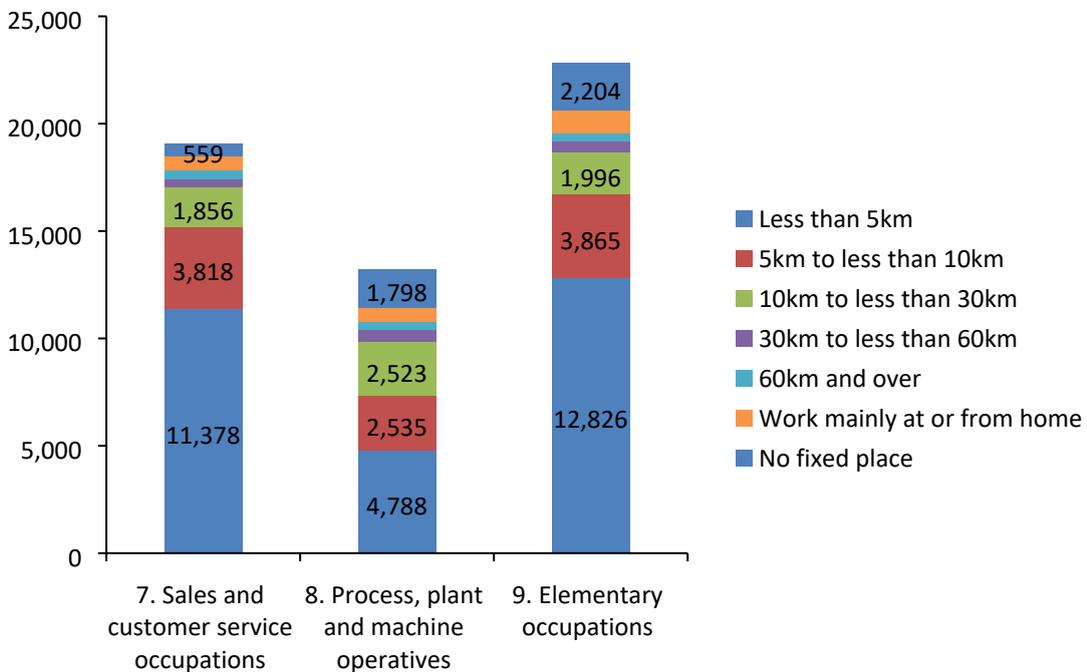


Figure 47: Distance travelled to work for each occupation, numbers, Census 2011 workplace



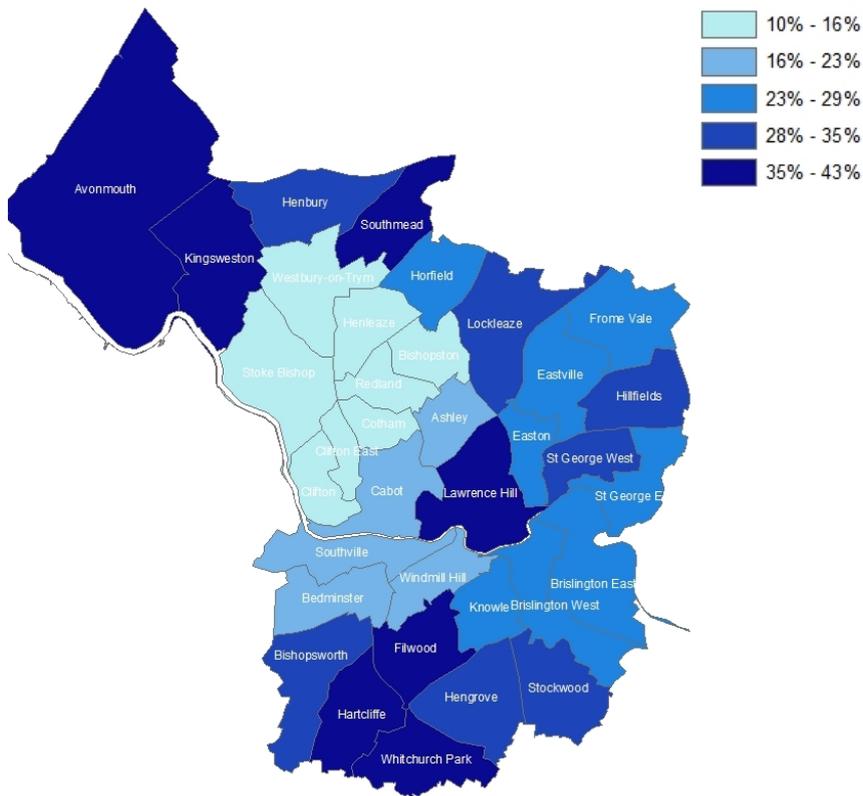
Resident-based data is used to show where workers live rather than where they work. This means that we exclude from this analysis anyone who works in Bristol (LA) but lives outside, and instead concentrate on understanding the characteristics of Bristol LA residents.

Figure 22 below shows the share of working residents in each ward who are in low-skilled occupations. There is huge amount of variation.

- In Clifton and Stoke Bishop between 10% and 16% of residents are in LS occupations.
- In Southmead, Hartcliffe and Kingweston this share rises to 35% to 43% of residents.

Figure 48: Share of working residents which are in LS occupations, 2011 Census resident

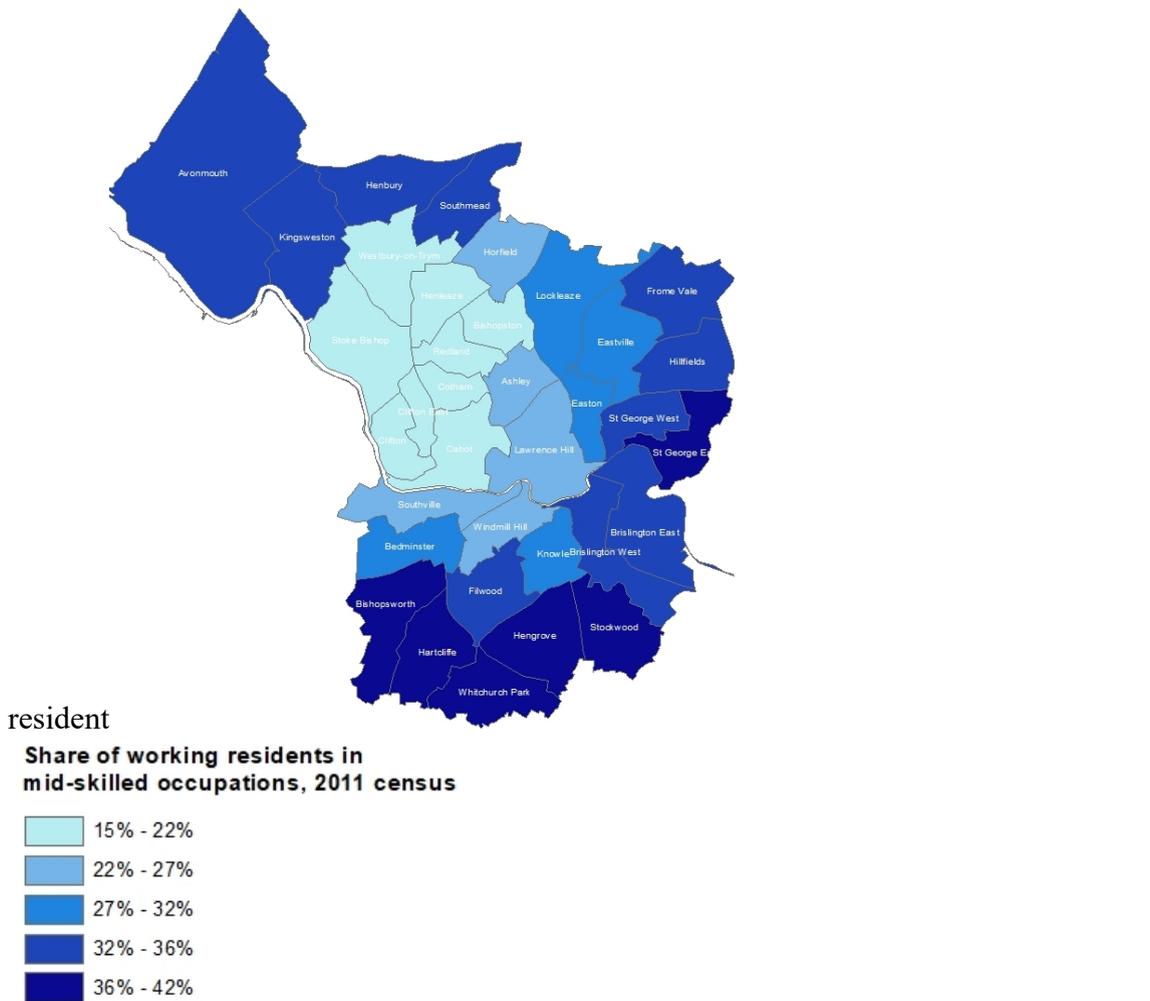
**Share of working residents in low-skilled occupations, 2011 census**



As a comparison, Figure 49 shows the same thing but for mid-skilled occupations.

A different pattern is shown, with the wards with concentration of MS workers in the south predominantly. There is a much smaller share in MS in Lawrence Hill, but a much higher share in Bishopsworth and Stockwood.

Figure 49: Share of working residents which are in MS occupations, 2011 Census

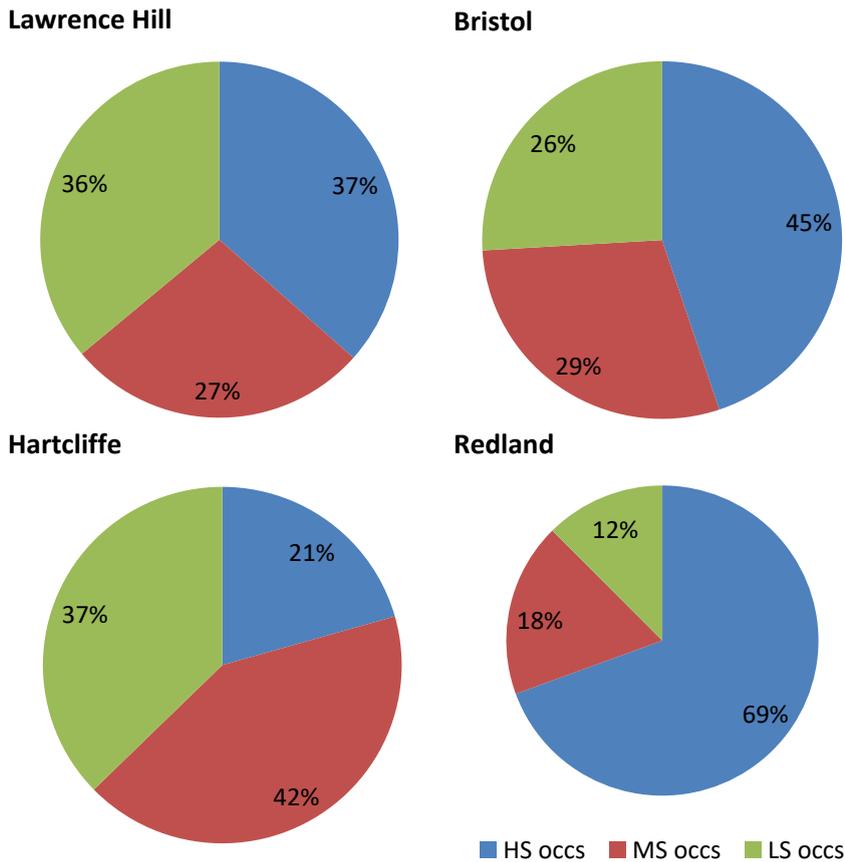


**Comparing Lawrence Hill, Hartcliffe, Redland and the Bristol average**

Lawrence Hill and Hartcliffe have been shown on the maps above to have a high share of their working residents in low-skilled occupations. This is played out in the pie charts shown below.

- **In Lawrence Hill 36% of residents are in LS occupations**, compared with 37% in Hartcliffe. In comparison, for Bristol as a whole 26% are in LS occupations and for Redland this falls to 12%.
- Interestingly, Lawrence Hill and Hartcliffe have very different patterns in terms of residents in mid-skilled jobs. In Lawrence Hill 27% of residents are in MS occupations, but in Hartcliffe this is a much higher share at 42%. As a result, **not many Hartcliffe residents are in HS occupations (21%) but quite a few in Lawrence Hill are (37%)**.
- In Redland, as a comparator, the majority of residents are in HS occupations. For Bristol as a whole, the share in MS occupations is 29% - similar to Lawrence Hill – and the share in HS occupations is 45% - much higher than both Lawrence Hill and Hartcliffe but lower than Redland.

Figure 50: Share of working residents in each type of occupation, Census 2011 resident

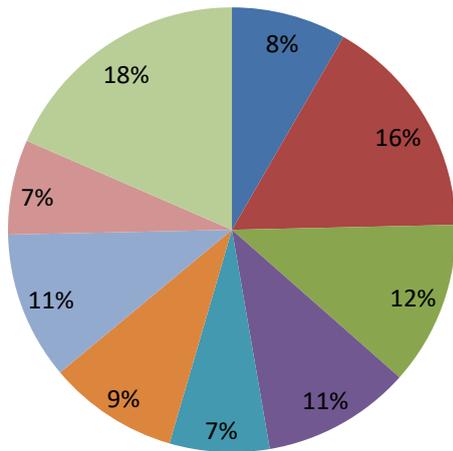


Breaking these low-skilled occupations down further (Figure 25), shows that:

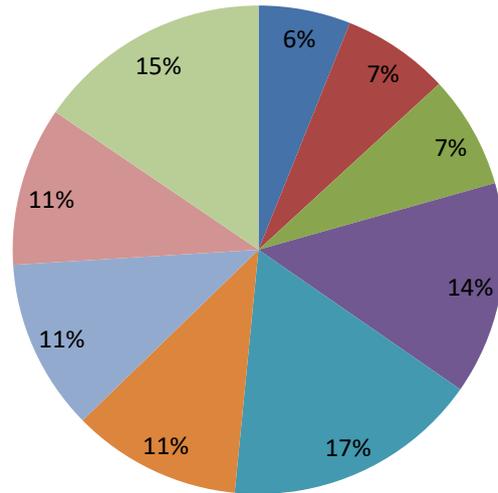
- Lawrence Hill and Hartcliffe have slightly different concentrations of LS occupation workers. Lawrence Hill has a slightly higher share (18%) of elementary occupations than Hartcliffe (15%). Instead, it has a smaller share of process, machine operatives (7% compared with 11% in Hartcliffe).
- The major difference between these two areas is whether or not the remaining workers (those not in LS occupations) are in high-skilled or mid-skilled occupations. In Hartcliffe they are in MS and in Lawrence Hill they are in HS.
- For example, Hartcliffe has a much higher share of residents in Skilled Trades (17%) than Lawrence Hill (7%). It has a much lower share of residents in Professional Occupations (7%, compared with 16% in Lawrence Hill).

Figure 51: Share of working residents in each type of sub-occupation, Census 2011 resident

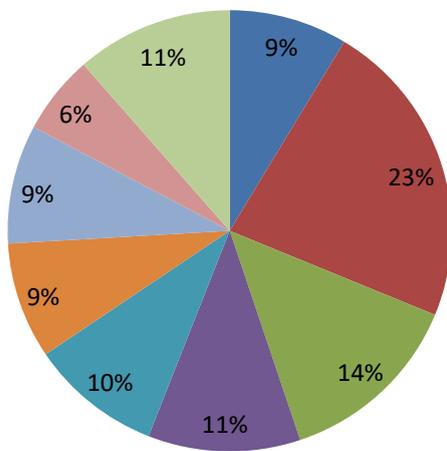
**Lawrence Hill**



**Hartcliffe**



**Bristol**



- 1. Managers, directors and senior officials
- 2. Professional occupations
- 3. Associate professional and technical occupations
- 4. Administrative and secretarial occupations
- 5. Skilled trades occupations
- 6. Caring, leisure and other service occupations
- 7. Sales and customer service occupations
- 8. Process, plant and machine operatives
- 9. Elementary occupations

Analysis of recruitment vacancies and the Employer Skills Survey in the Bristol city region, by the Centre for Progressive Policy, identifies skills shortages in Administrative roles, especially in the Financial Services sector. As shown in Fig. 52, skills shortages for administrative/clerical staff were significantly above average for other similar geographies (9<sup>th</sup> highest among LEPs), while other occupations had skill shortage rates well below average.

There was a rapid expansion in ‘general administrative occupations’ and ‘accountancy technician/analyst/advisors’ vacancies, from 12,000 in 2014/5 to 21,000 in 2016/7, as shown in Fig. . This period saw a fall in relevant skills achieved in Further Education, from 800 in 2014/5 to 420 in 2016/7, as shown in Fig 55.

Figure 52: Skills shortage rates by major occupation group, Bristol City Region (WoE LEP) vs UK, 2015<sup>113</sup>

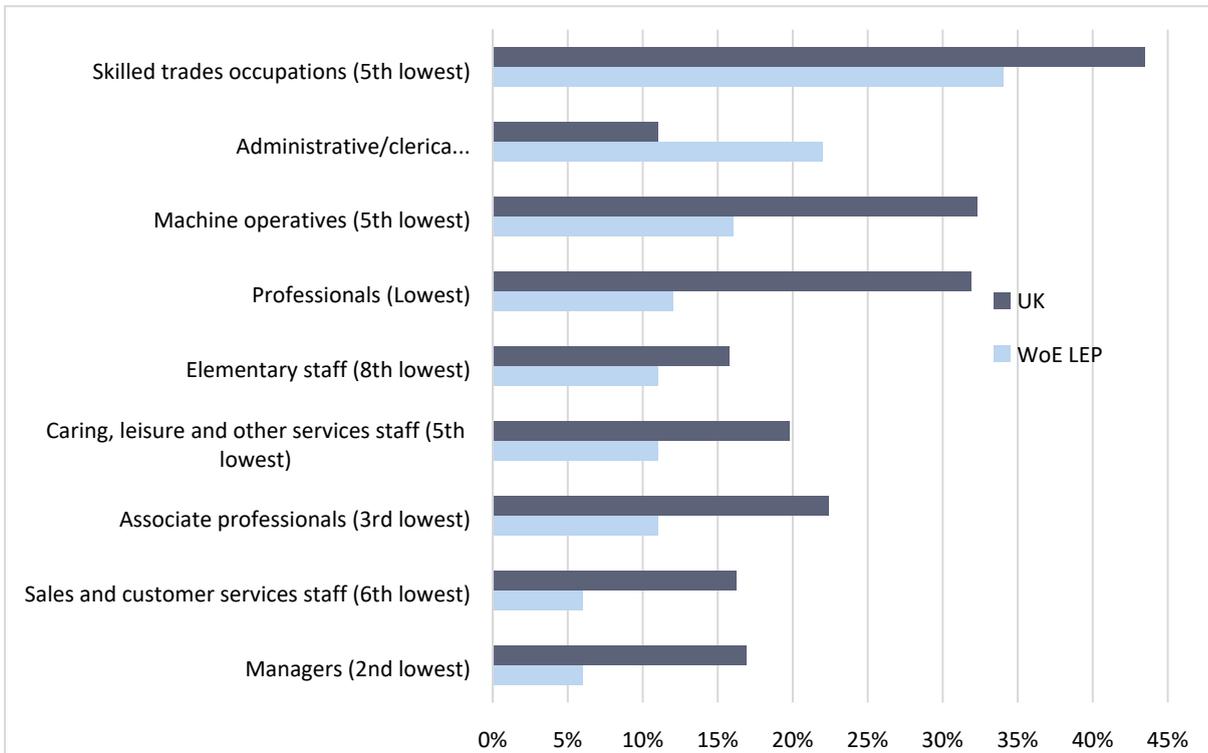
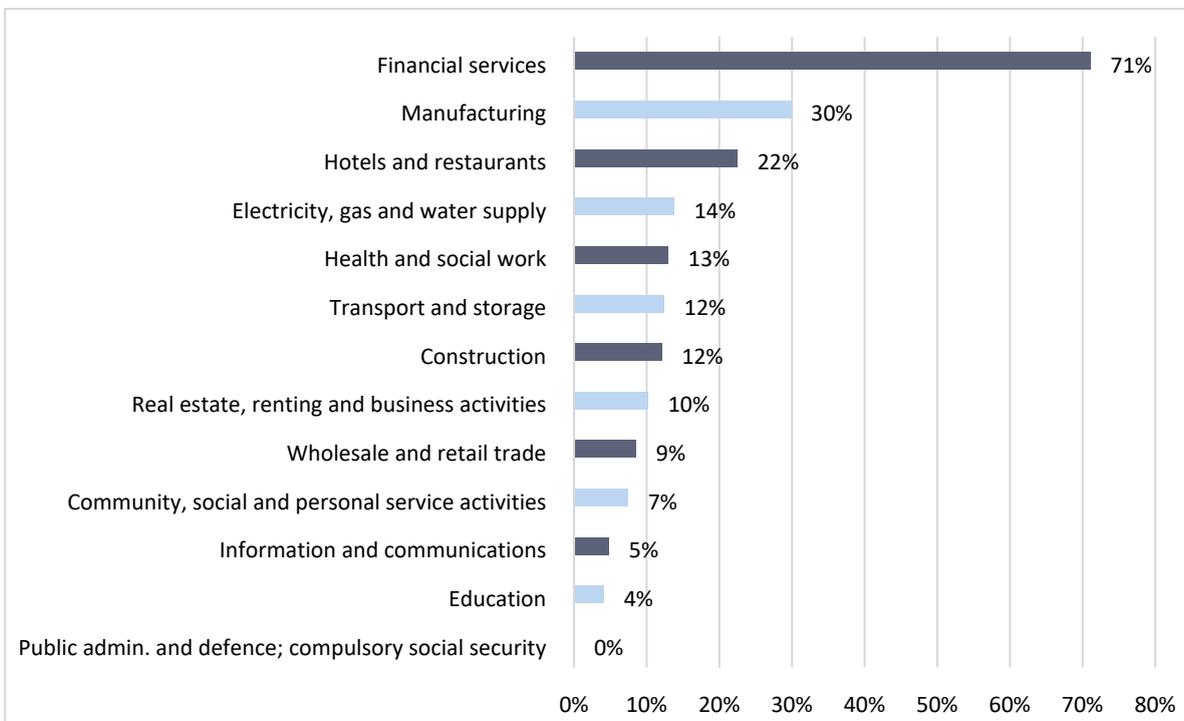


Figure 53: Skills shortage rates by sector, Bristol City Region, 2015<sup>114</sup>



<sup>113</sup> Centre for Progressive Policy analysis of UKCES Employer Skills Survey 2015

<sup>114</sup> Centre for Progressive Policy analysis of UKCES Employer Skills Survey 2015

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Figure 54: Number of job vacancies for selected secondary occupation groups, Bristol City Region, 2014/15-2016/17<sup>115</sup>

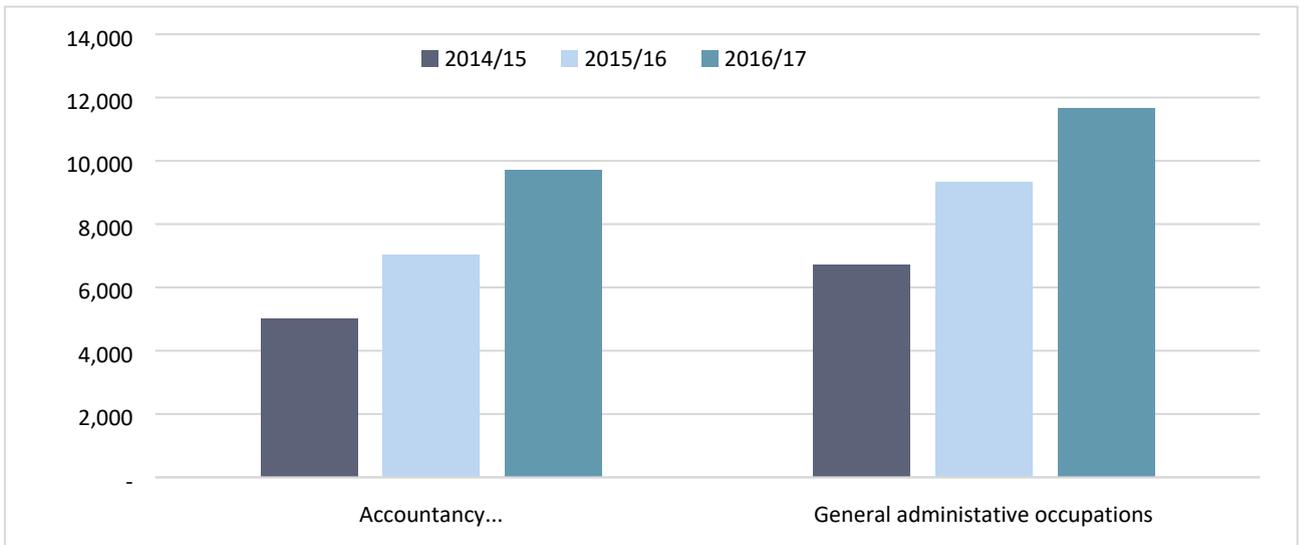
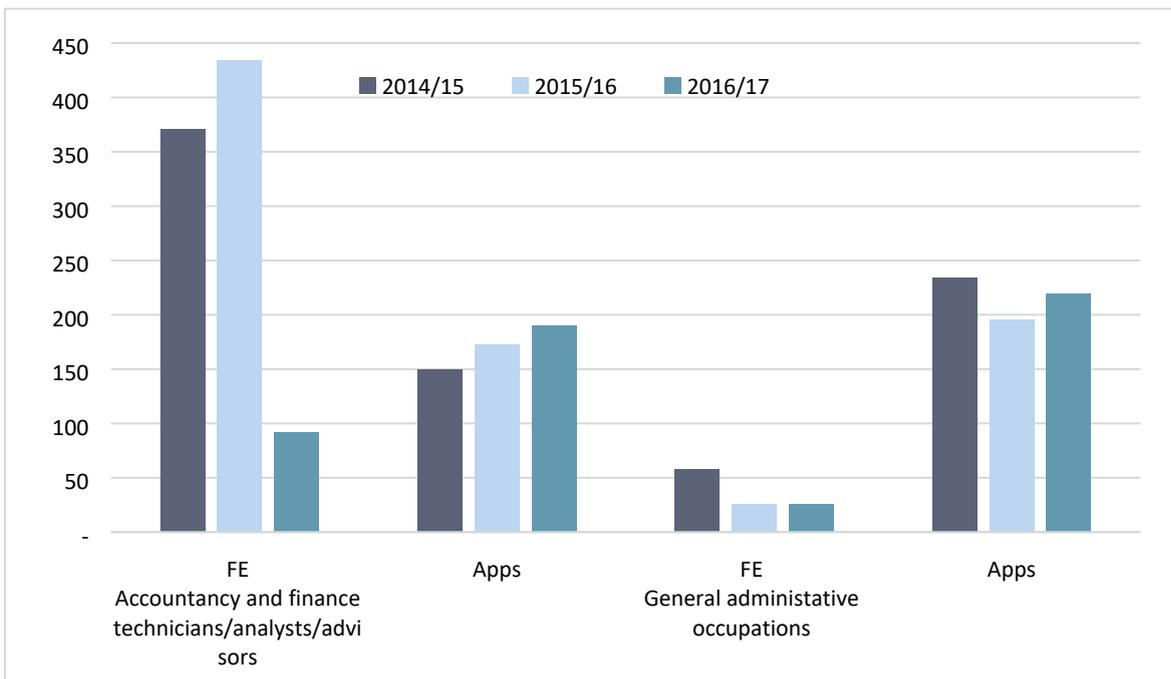


Figure 55: The number of FE course completions and apprenticeship completions for selected secondary occupation groups, Bristol City Region, 2014/15-2016/17<sup>116</sup>



<sup>115</sup> Centre for Progressive Policy analysis of Burning Glass job vacancy data

<sup>116</sup> Centre for Progressive Policy analysis of the Localities Data Cube  
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## 5 Economic Inclusion<sup>111</sup>

### 5.1 Income

The median weekly gross pay for a full-time employee in Bristol has risen from £438 in 2007 to £540 in 2017. In Great Britain the figure was £553 in 2017, while in the South West it was £527 per week.

Figure 31: Annual percentage change in (median) gross weekly pay 2012-2017<sup>112</sup>

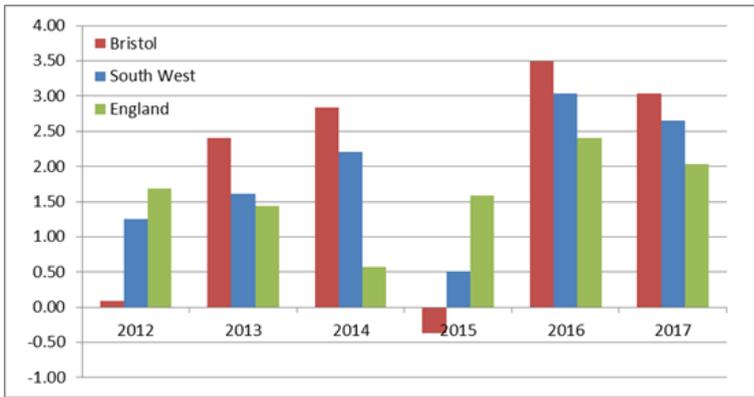
Year	Annual Change For the Area (Percent)		
	Bristol	South West	England
2012	0.08	1.25	1.68
2013	2.40	1.61	1.44
2014	2.83	2.21	0.58
2015	-0.37	0.50	1.59
2016	3.50	3.03	2.41
2017	3.03	2.65	2.04

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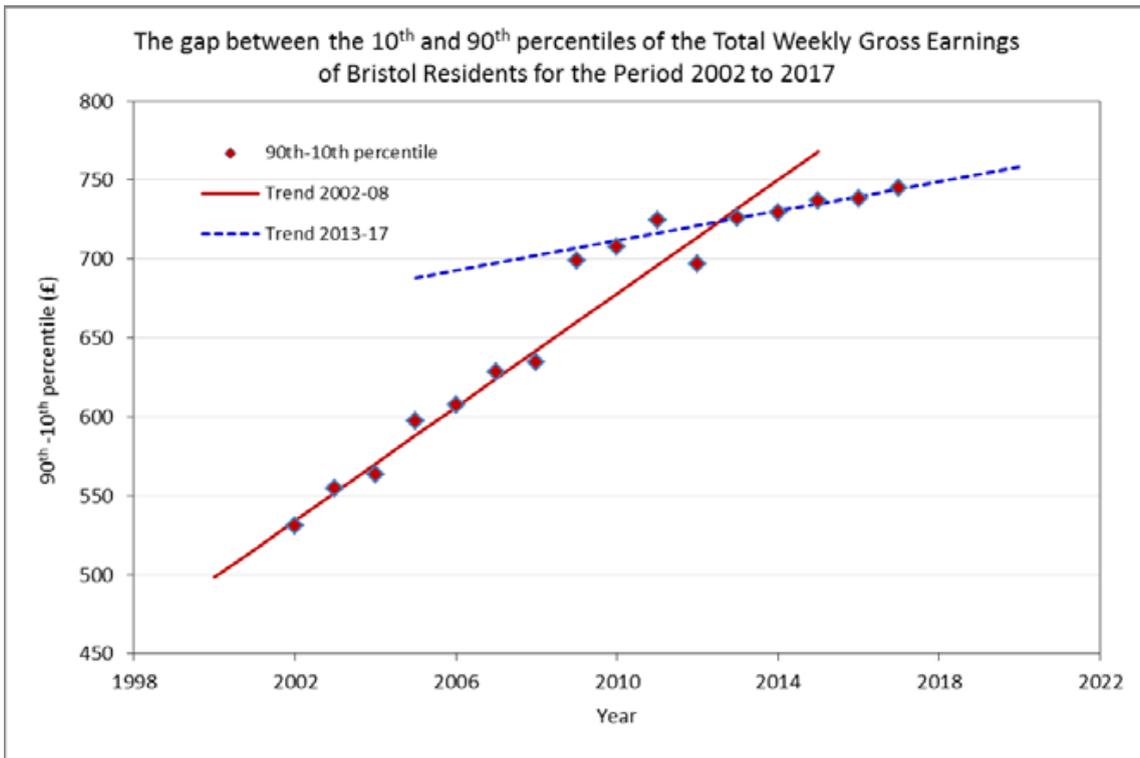
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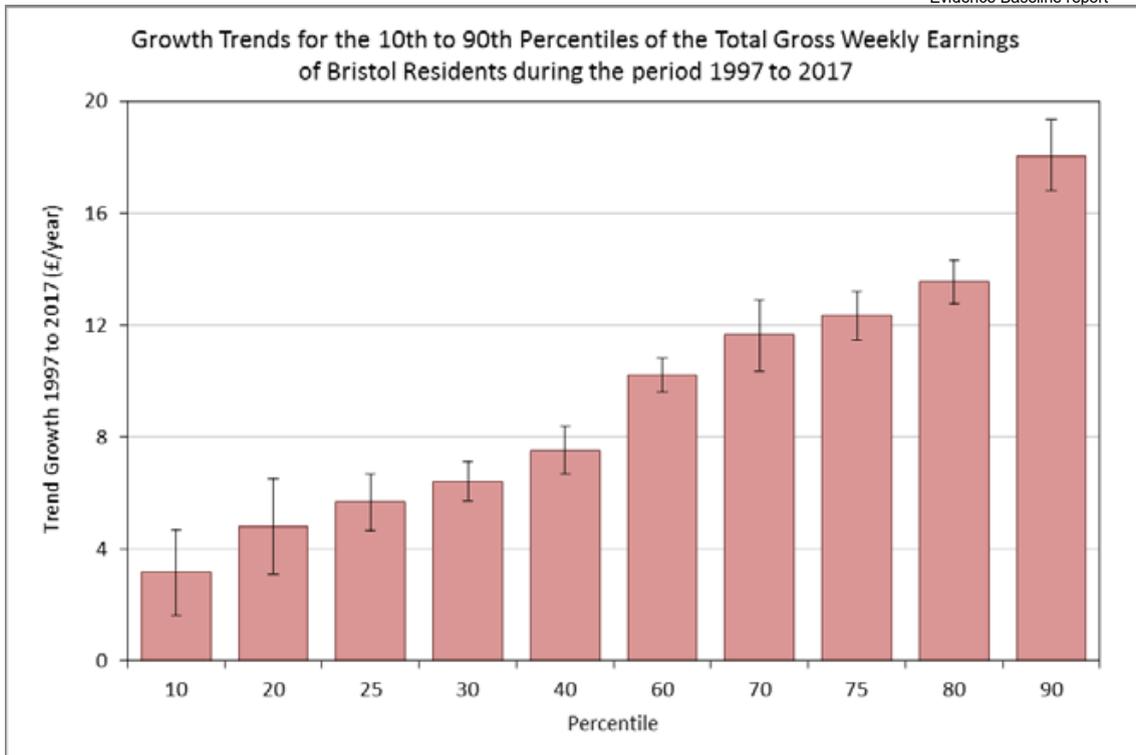
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The chart below shows the time series for the difference between the 90<sup>th</sup> and 10<sup>th</sup> percentiles of the Total Weekly Gross earnings of Bristol residents<sup>13</sup> for the period 2002 to 2017. Also shown are the trends lines for 1997-08 and 2013-17. Clearly growth has been slower since 2013. For Bristol, the gap between the 90<sup>th</sup> and 10<sup>th</sup> percentiles grew at an annual average (2002-17) of £14.90 per year which is the same as the national (British) rate. Trend analysis of the individual percentiles (10<sup>th</sup>, 20<sup>th</sup>, 25<sup>th</sup>, 30<sup>th</sup>, 40<sup>th</sup>, 50<sup>th</sup>, 60<sup>th</sup>, 70<sup>th</sup>, 80<sup>th</sup> and 90<sup>th</sup>) show clearly that absolute trend growth of earnings of people at or below each of the percentiles is ordered from lowest to highest percentile. Overall there are no significant differences between the trend growths of the various percentiles for Bristol and those for England.





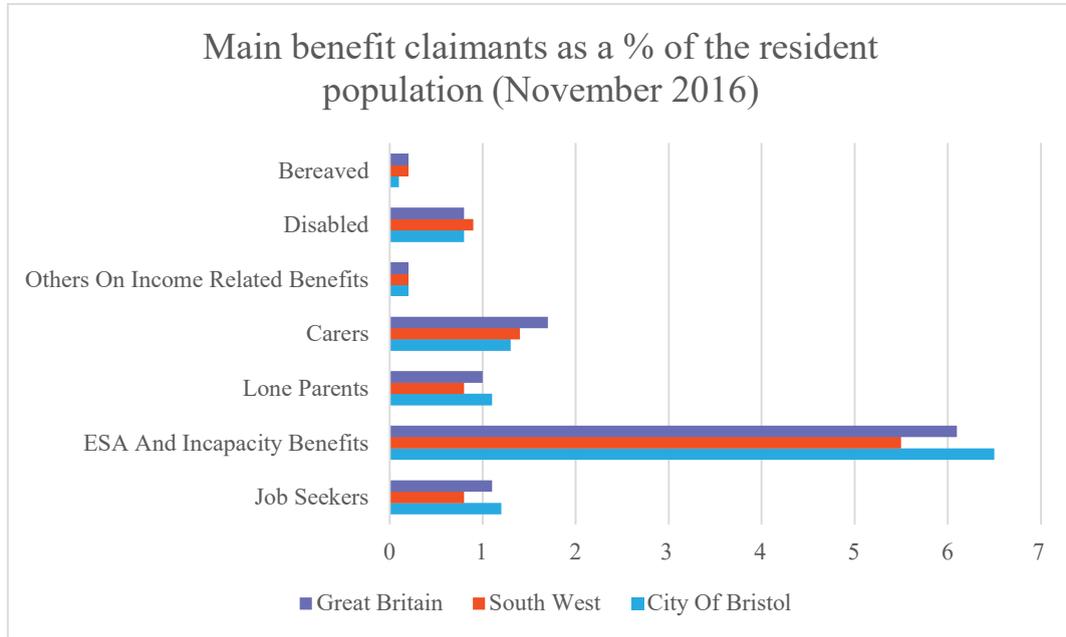
The chart above shows trend growth for the period 2002 to 2017 with 95% confidence limits for each of the percentiles. The relative size of the 10<sup>th</sup> percentile (about<sup>14</sup> 18% of the 90<sup>th</sup>) hasn't changed a great deal. However, as is also evidenced by the above discussion the 90<sup>th</sup> percentile has grown a lot faster<sup>15</sup> than the 10<sup>th</sup>. In absolute terms the gap between the two has grown by 40.4% and as is the case nationally the gap will continue to grow unless the 10<sup>th</sup> percentile grows significantly faster than the 90<sup>th</sup>. People with earnings in the bottom 10% will continue to fall father and father behind people with earnings in the top 10%.

<sup>111</sup> Source for entire section: <https://www.nomisweb.co.uk/reports/lmp/la/1946157348/report.aspx> unless stated otherwise

<sup>112</sup> Source: NOMIS Annual Survey of Hours and Earnings

In November 2017, there were just 5,025 people aged 16 or over claiming Job Seekers Allowance or Universal Credit (and required to seek work). Of these claimants, the majority, 2,865 (57%) were aged between 25 and 49, 915 (18%) were aged between 16 and 24, and 1,245 (25%) were aged over 50.

Figure 32: Main benefit claimants (not seasonally adjusted) as a percentage of the resident population aged 16 to 64 in Bristol, the South West and Great Britain<sup>113</sup>



In Bristol, the percentage of children under 16 in low-income families is 23%. This is the second of the Core Cities, after Leeds (21%) and well below that of Manchester (32%) and Nottingham (33%). In England as a whole, it is 19%.<sup>114</sup>

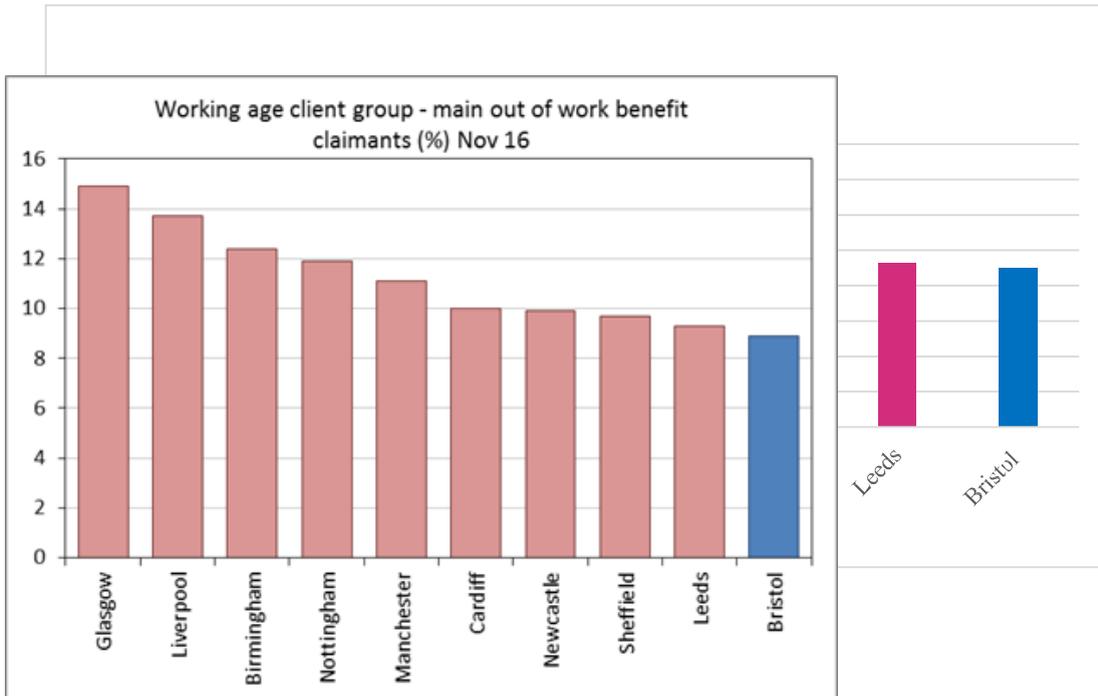
From January 2016 to December 2016, there were 17,300 workless households in Bristol. In 2007, the number was 28,800.

Bristol has the lowest percentage of benefit claimants compared to core cities.

<sup>113</sup> Source: Department for Work and Pensions, benefit claimants - working age client group, November 2016

<sup>114</sup> HM Revenue & Customs, Personal tax credits: Children in low-income families local measure: 2013 snapshot as at 31 August 2013 <https://www.gov.uk/government/statistics/personal-tax-credits-children-in-low-income-families-local-measure-2013-snapshot-as-at-31-august-2013>

Figure 33: Out-of-work benefit claimants (%) Core Cities<sup>115</sup>



It is worth noting that, although Bristol has the lowest rate, it has more out-of-work benefits Claimants (27,750) than Nottingham (27,070; Newcastle (19,930) and Cardiff (24,510).

## 5.2 Labour market exclusion

In November 2016, the number of people in Bristol aged 16-64 was 309,900 (the working age population). Of that, 255,400 were economically active, or 81%. This is greater than the GB average of 78%. 85% of working age males were employed, and 78% of working age females. This compares to 83% and 73% for GB.<sup>116</sup>

From July 2016 to June 2017, there were 58,200 people who were economically inactive. That is around 19% of the total working age population. The breakdown of this number is seen in Table 7.

Table 7: Economic Inactivity from July 2016 to June 2017, shown as a percentage of the total economically inactive population, which is a proportion of the working age population<sup>117</sup>

% of economically inactive population			
	City of Bristol	South West	Great Britain
Student	38%	27%	27%
Looking after family / home	21%	20%	25%
Temporary sickness	*	2%	2%
Long-term sickness	22%	20%	22%

Discouraged	*	1%	0%
Retired	8%	17%	14%
Other	11%	13%	11%
Wants a job	20%	27%	24%
Does not want a job	80%	74%	77%

\* Estimate is not available since sample size is disclosed

<sup>115</sup> Source: NOMIS <https://www.nomisweb.co.uk/reports/lmp/la/1946157348/report.aspx>

<sup>116</sup> <https://www.nomisweb.co.uk/reports/lmp/la/1946157348/report.aspx>

<sup>117</sup> Source: ONS annual population survey

Table 8 shows the number of workless households in Bristol compared to the South West and Great Britain. Bristol has a lower percentage of workless households than the wider region, or Great Britain. The South West as a whole has a lower percentage of children in workless households at just 8%, compared with GB as 11%.

Table 8: Workless Households from January 2016 to December 2016 (Note these figures only includes those households that have at least one person aged 16 to 64, and children refers to all children aged under 16)<sup>118</sup>

Workless Households			
	City of Bristol	South West	Great Britain
Number of Workless Households	17,300	220,900	3,043,300
Percentage of Households That Are Workless	12%	13%	15%
Number of Children in Workless Households	#	80,100	1,353,400
Percentage of Children Who Are in Households That Are Workless	#	8%	11%

# Sample size too small for reliable estimate

### 5.3 Deprivation<sup>119</sup>

The 2015 Index of Multiple Deprivation (IMD) indicated that 42 LSOAs in the city are in the most deprived 10% of England. That amounts to 16% of residents in Bristol, almost 70,000 people. This includes about 18,000 children, and 11,000 elderly people. 6 LSOAs in Bristol are in the most deprived 1% of England (See Table 9) and 26 are in the most deprived 5%.

<sup>118</sup> ONS annual population survey - households by combined economic activity status

<sup>119</sup> All sourced from

<https://www.bristol.gov.uk/documents/20182/32951/Deprivation+in+Bristol+2015/429b2004-eeff-44c5-8044-9e7dcd002faf> unless stated otherwise

Table 9: The ten poorest performing LSOAs in Bristol according to the 2015 Index of Multiple Deprivation

LSOA	Ward	Rank (out of 32,844)
Bishport Avenue	Whitchurch Park	65
Hareclive Road	Whitchurch Park	67
Fulford Road North	Hartcliffe	200
Bishport Avenue East	Whitchurch Park	232
Inns Court	Filwood	245
Easton Road	Lawrence Hill	251
Broadway	Filwood	340
Ilminster Avenue West	Filwood	367
Southmead Central	Southmead	368
Whitchurch Lane	Hartcliffe	518

<sup>120</sup> Source: DCLG, Indices of Deprivation Explorer)  
<http://dclgapps.communities.gov.uk/imd/idmap.html>



Of the English Core Cities, Bristol ranks lowest in terms of the proportion of LSOAs in the lowest decile (see Table 10).

Table 10: Proportion of LSOAs in each of the English Core Cities which are in the 10% most deprived nationally<sup>121</sup>

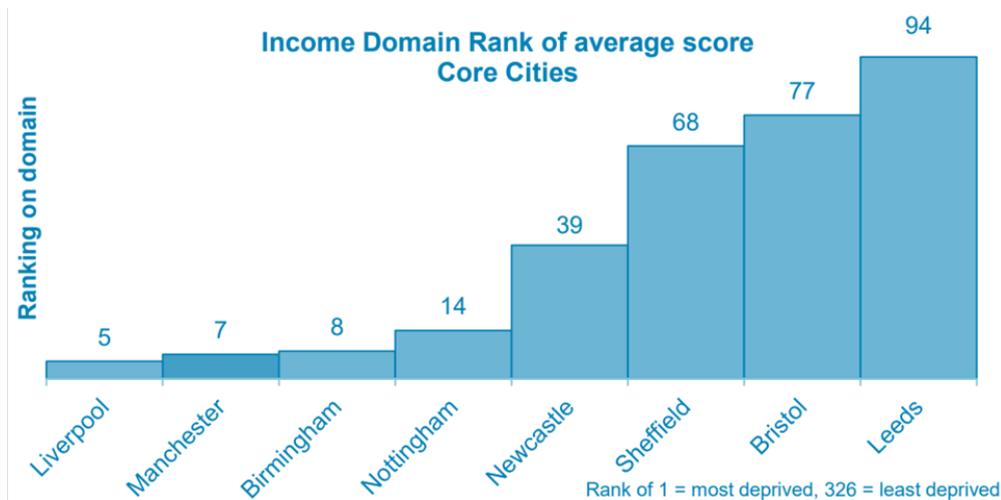
City	Proportion of LSOAs in the most deprived 10% nationally
Birmingham	40%
Bristol	16%
Leeds	22%
Liverpool	45%
Manchester	41%
Newcastle	22%
Nottingham	34%
Sheffield	23%

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<sup>121</sup> Source: BCC, Deprivation in Bristol, 2015

Bristol performs well compared to the other English Core Cities in terms of income deprivation, ranking 77 out of 326 English districts<sup>122</sup><sup>123</sup> (see Fig. 37).<sup>124</sup>

Figure 37: The English Core Cities, Income Deprivation rank of average score, 2015<sup>125</sup>



A comprehensive analysis of the Indices of Deprivation 2015 related to the City of Bristol can be found at <https://www.bristol.gov.uk/statistics-census-information/deprivation>

## 5.4 Cost of Living

The housing affordability ratio<sup>126</sup> for Bristol was about 10.4 according to 2016 estimates, the highest of the Core Cities and about the national average of 9.8.<sup>127</sup> This means that housing in Bristol is less affordable than the rest of the country, relative to workplace-based earnings.

<sup>122</sup> Districts refer to Local Authority districts and represent higher level geographies. Districts can vary in both geographic and population size, and may have very different patterns of deprivation. Source:

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/464485/English\\_Indices\\_of\\_Deprivation\\_2015\\_-\\_Technical-Report.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/464485/English_Indices_of_Deprivation_2015_-_Technical-Report.pdf)

<sup>123</sup> [http://www.manchester.gov.uk/download/downloads/id/23504/f2\\_indices\\_of\\_deprivation\\_2015\\_-\\_income\\_deprivation.pdf](http://www.manchester.gov.uk/download/downloads/id/23504/f2_indices_of_deprivation_2015_-_income_deprivation.pdf)

<sup>124</sup> Source: DCLG, Analysis Public Intelligence, via Manchester City Council

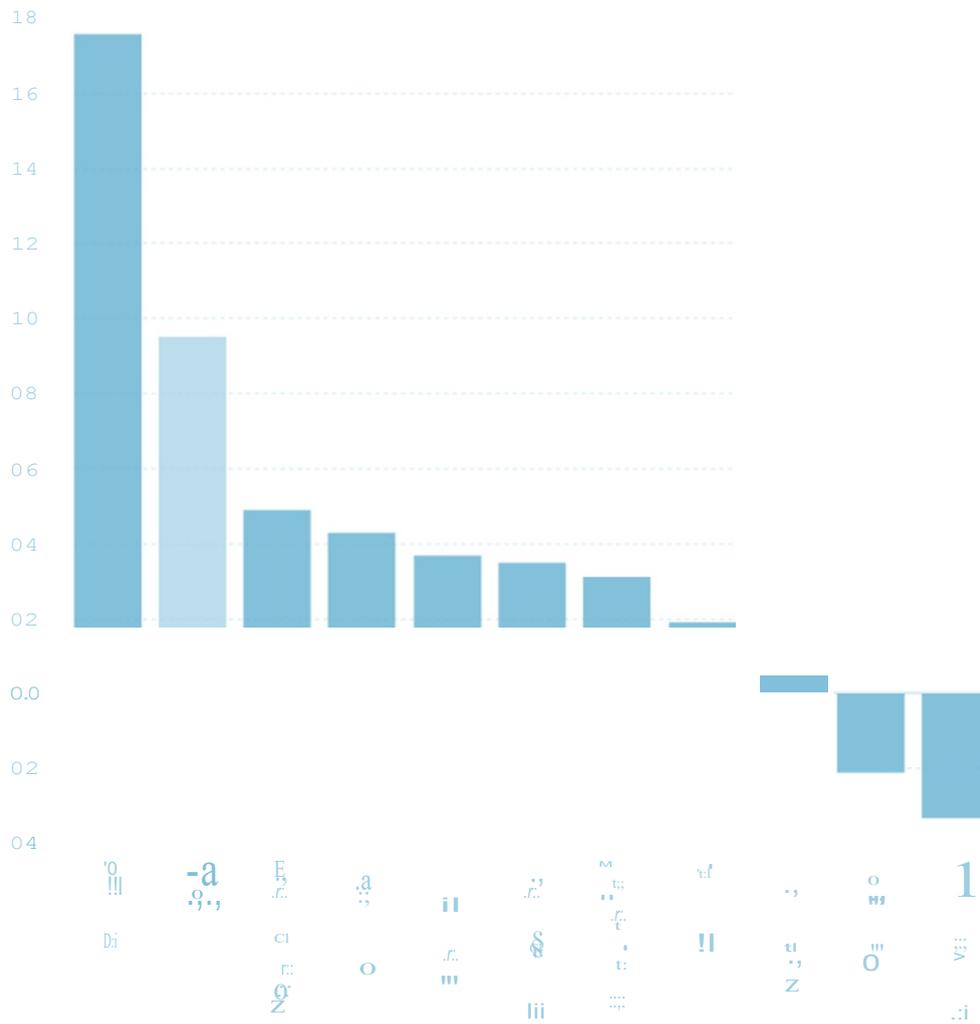
<sup>125</sup> Ibid.

<sup>126</sup> The average cost of a house compared to the average wages paid to a worker in a year

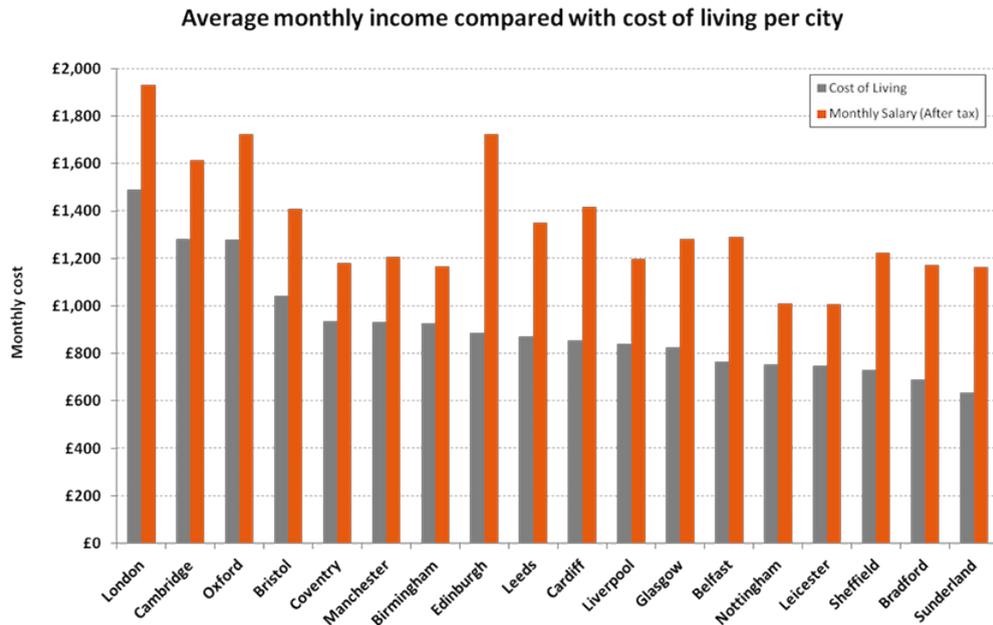
<sup>127</sup> <http://www.centreforcities.org/data-tool/#graph=map&city=show-all&indicator=housing->

affordability-ratio\single\2016

Figure 38: Housing Affordability Ratio for the Core Cities, actual change 2011-2016 <sup>128</sup>



<sup>128</sup> Source: Centre for Cities

Figure 39: Average monthly salary (after tax) compared to the cost of living per city<sup>129</sup>

In 2015, around 24,500 households in Bristol were estimated to be fuel poor.<sup>130</sup> This equates to around 13% of all households in the city, placing it second in the ranking of English Core Cities, after Sheffield (see Table 11)<sup>131</sup>.

Table 11: Fuel poverty among the English Core Cities<sup>132</sup>

City	Estimated number of households	Estimated number of fuel poor households	Proportion of fuel poor households
Birmingham	418,199	65,117	16%
Bristol	191,219	24,574	13%
Leeds	324,995	43,871	14%
Liverpool	210,601	30,210	14%
Manchester	208,928	31,939	15%
Newcastle upon Tyne	118,817	17,604	15%
Nottingham	129,446	20,493	16%
Sheffield	233,110	28,708	12%

<sup>129</sup> Source: Office for National Statistics, via Capgemini

<sup>130</sup> A household is said to be fuel poor if it needs to spend more than 10 percent of its income on fuel to maintain an adequate standard of warmth.

<sup>131</sup> <https://www.gov.uk/government/statistics/sub-regional-fuel-poverty-data-2017>

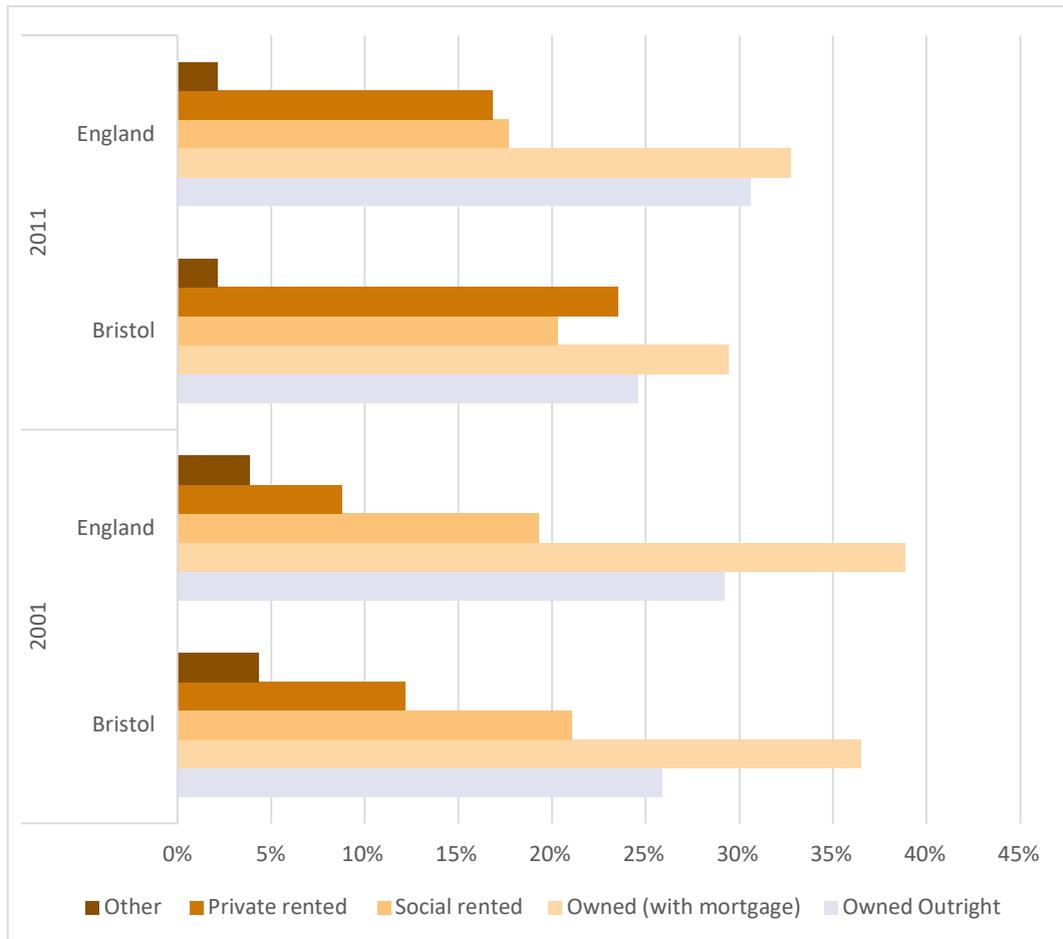
<sup>132</sup> Source: Department for Business, Energy and Industrial Strategy, 2015

## 6 Residential and Commercial property

### 6.1 Residential property

A smaller proportion of Bristol’s population owns its housing and a larger proportion privately rents and socially rents its housing in comparison to the average for the whole of South West and all of England. (see Figure 41).

Figure 40: Rent/Ownership rates Bristol and England 2001,2011<sup>133</sup>



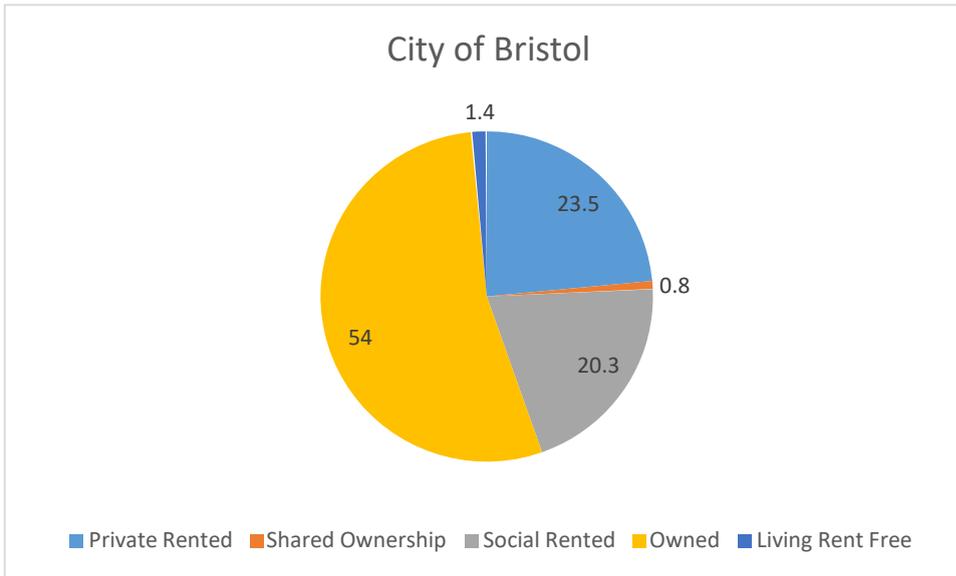
Bristol experienced a strong increase of private rented properties over the past 10 years with the share of private renting rising from 12% to 24%, which is line with the national trend as the average of private rented properties in England increased from 9% to 17%.<sup>134</sup>

<sup>133</sup> [opendata.bristol.gov.uk](https://opendata.bristol.gov.uk), 2011 <https://content.yudu.com/web/349r4/0A3zrp3/IssueFourWinter2017/html/index.html?page=6&origin=reader>

<sup>134</sup> Bristol Core Strategy (2011)

Local authority housing is mainly focused in inner city areas and on the outlying housing estates such as Hartcliffe, Withywood, Knowle West, Southmead, Lockleaze, Lawrence Weston and Henbury. Private renting is concentrated in the central and central west wards of Clifton, Clifton East, Cabot, Cotham and Redland.<sup>135</sup>

Figure 41: Rent/Ownership rates Bristol 2011<sup>136</sup>



<sup>135</sup> Source: Bristol Core Strategy (2011)

<sup>136</sup> Source: opendata.bristol.gov.uk, 2011

Figure 42: Rent/Ownership rates South West 2011<sup>137</sup>

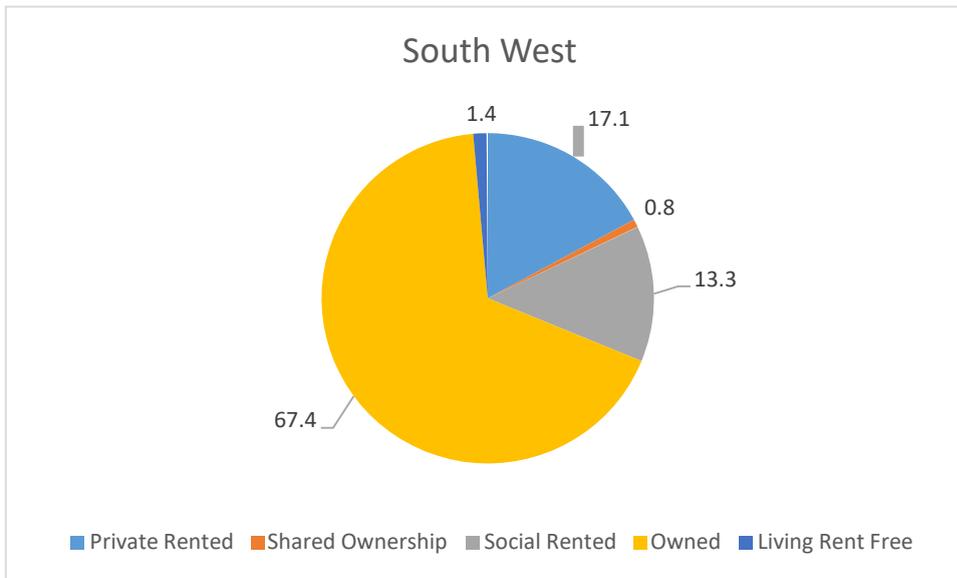
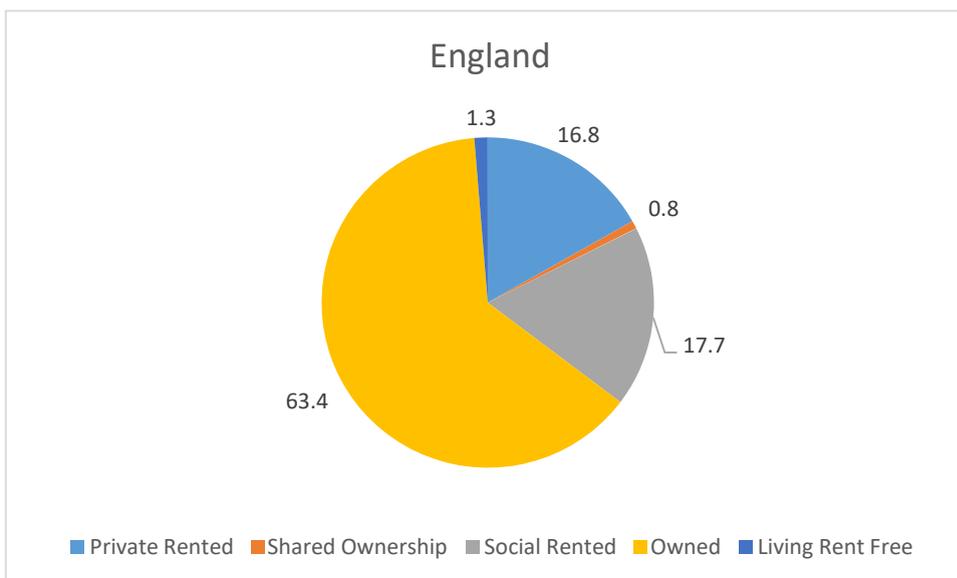


Figure 43: Rent/Ownership rates England 2011<sup>138</sup>



The Bristol Core Strategy (2011) set the delivery of 26,400 homes between 2006 and 2026 as the minimum target for housing in the City.<sup>139</sup> The Bristol Housing Strategy envisions 7,100 new homes between 2014- and 2019.<sup>140</sup>

Housing trajectory requires an average completion rate of 1,300-1,400 homes per annum.

<sup>137</sup> Ibid.

<sup>138</sup> Ibid.

<sup>139</sup> Source: Bristol Core Strategy, 2011

<sup>140</sup>

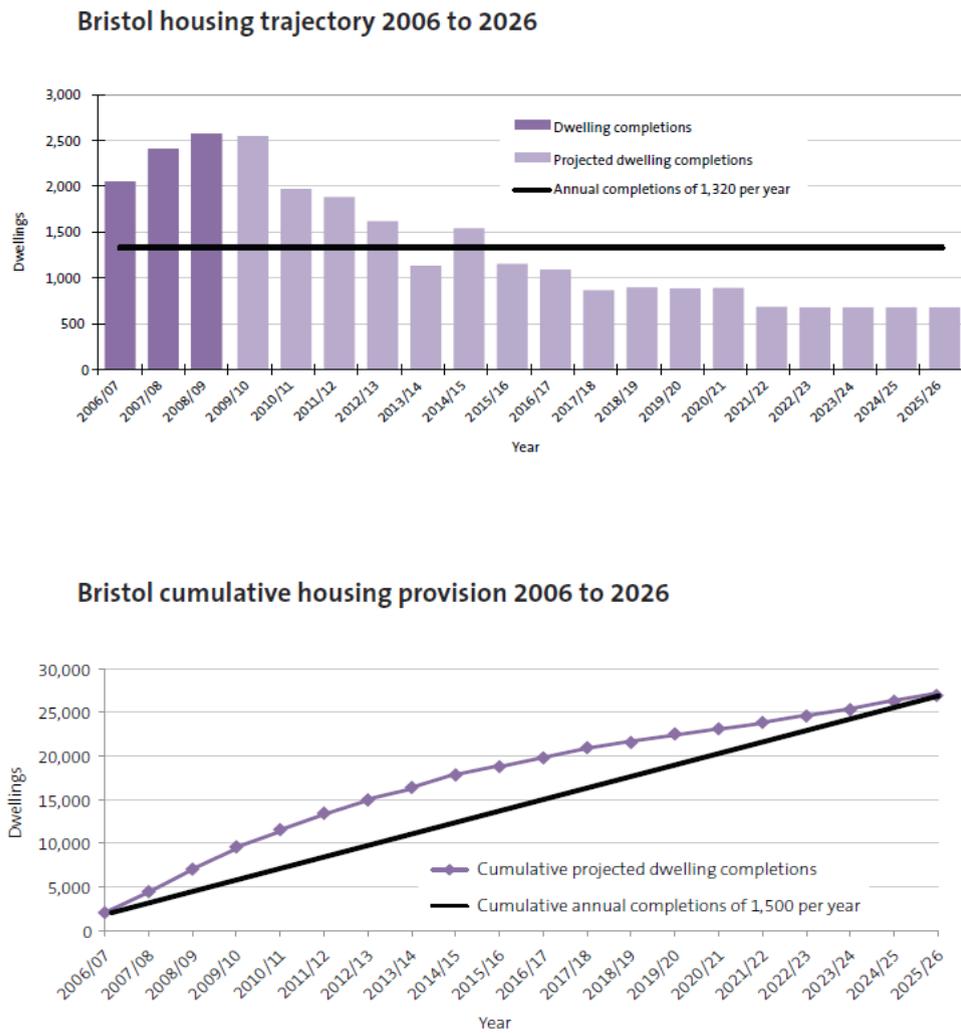
<https://www.bristol.gov.uk/documents/20182/361915/Bristol+Housing+Strategy+2016/8612fc26-53db-4061-b5e7-182083e3dbc6>

Recent dwelling completions are low at only 750 per annum, although 2008-2012 shows capacity to deliver up to 2,000 dwelling a year.

26,400 – minimum number of homes to deliver in 10 years to 2026 = 1,300-1,400 per annum

29,100 new affordable homes needed in Wider Bristol by 2036 <sup>141</sup>

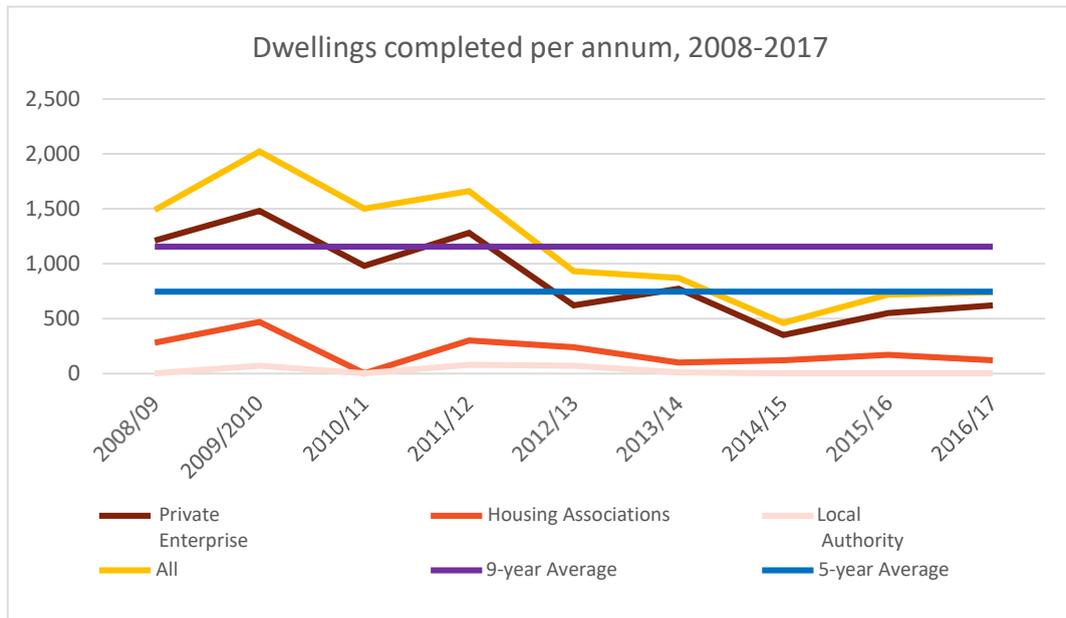
Figure 44: Bristol Housing delivery trajectory<sup>142</sup>



<sup>141</sup> Source: Bristol Core Strategy (2011)

<sup>142</sup> Source: Bristol Core Strategy, 2011

Figure 45: Dwellings completed per annum, 2008-2017<sup>143</sup>



Bristol median house prices are the fifth highest in the UK. According to Centre for Cities inequality is less acute in Bristol in comparison to cities such as London, Cambridge and Brighton.<sup>144</sup>

<sup>143</sup> Source: DCLG

<sup>144</sup> Source: Centre for Cities

Table 12: Average house prices (median) 2017<sup>145</sup>

City	Current price	%yoy Sep-17	%yoy Sep-16
Edinburgh	£219,500	6.7%	3.8%
Manchester	£156,800	6.5%	6.6%
Birmingham	£153,200	5.9%	6.6%
Bournemouth	£285,100	5.4%	6.4%
Leicester	£163,300	5.4%	5.5%
Glasgow	£120,300	5.3%	1.8%
Bristol	£276,900	5.1%	11.8%
Portsmouth	£230,300	5.1%	8.1%
Nottingham	£144,200	5.0%	5.5%
Southampton	£222,600	4.4%	7.4%
Leeds	£161,100	4.3%	4.9%
Sheffield	£135,100	4.2%	3.7%
Liverpool	£114,800	3.2%	2.2%
Belfast	£129,100	3.1%	2.9%
Newcastle	£125,900	3.0%	1.5%
Cardiff	£198,000	2.4%	6.4%
London	£493,800	2.3%	8.9%
Oxford	£427,100	2.3%	7.8%
Cambridge	£433,600	1.7%	5.1%
Aberdeen	£173,900	-1.8%	-10.6%
20 city index	£251,600	4.9%	6.0%
UK	£211,200	3.6%	6.0%

Growth in house prices in Bristol since 2012 has outstripped the UK and South West. In 2016, Hometrack data showed Bristol at the top of the league table for house price growth in the 20 major cities of the UK. However, this has since slowed, with Bristol currently sitting 7th in the city level summary - at 5.1% growth since September 2016, which is still well above the UK average of 3.6%<sup>146</sup>.

Estate Agents Knight Frank, in their Bristol Market Insight 2016, noted that a lack of available properties for sale has been the biggest driver of the market in Bristol during 2016.<sup>147</sup>

<sup>145</sup> Source: Hometrack House Price Indices

<sup>146</sup> Ibid.

<sup>147</sup> <http://content.knightfrank.com/research/787/documents/en/q1-2016-3469.pdf>

Figure 46: House Price Growth 1998-2016 Bristol, London and UK average<sup>148</sup>

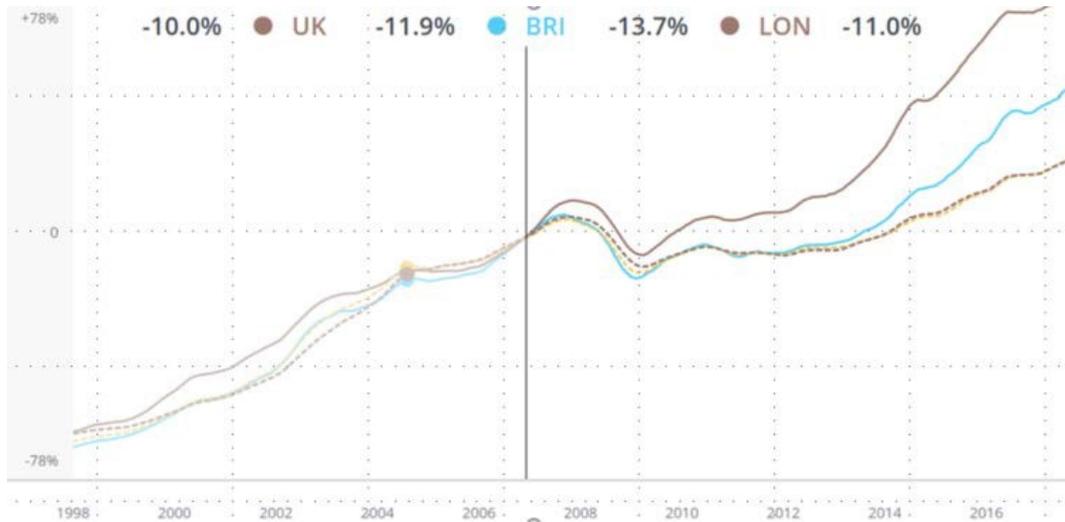
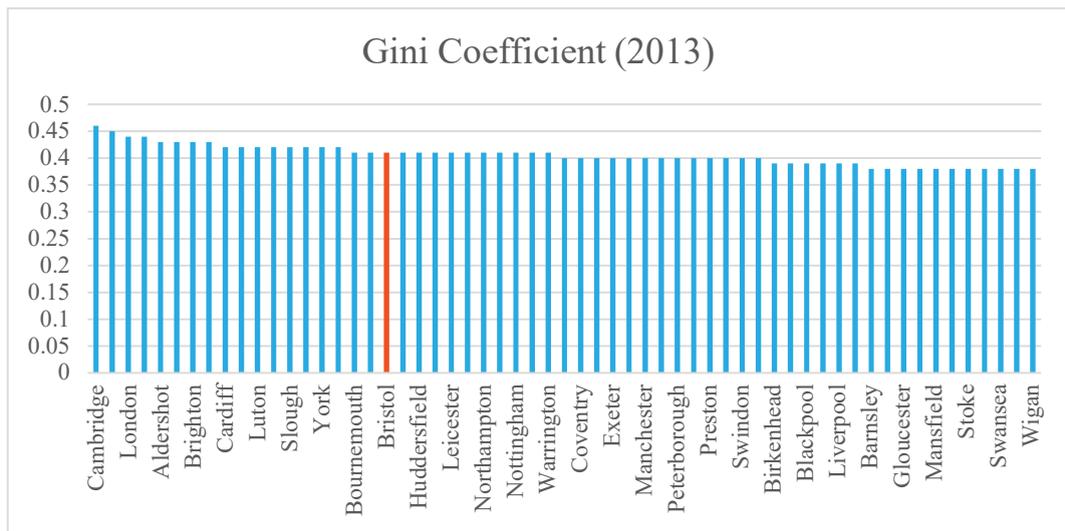


Figure 47: GINI coefficient 2013<sup>149</sup>



Housing affordability in Bristol is on average lower than for the whole of England – with Bristol having lower than the national gross weekly earnings, but higher than the national rent during the time period between 2013 and 2016 (see Figure 49).

<sup>148</sup> Source: Hometrack House Price Indices

<sup>149</sup> Centre for Cities

Figure 48: Gross weekly earnings and Private rental (£) 2013-2016<sup>150</sup>

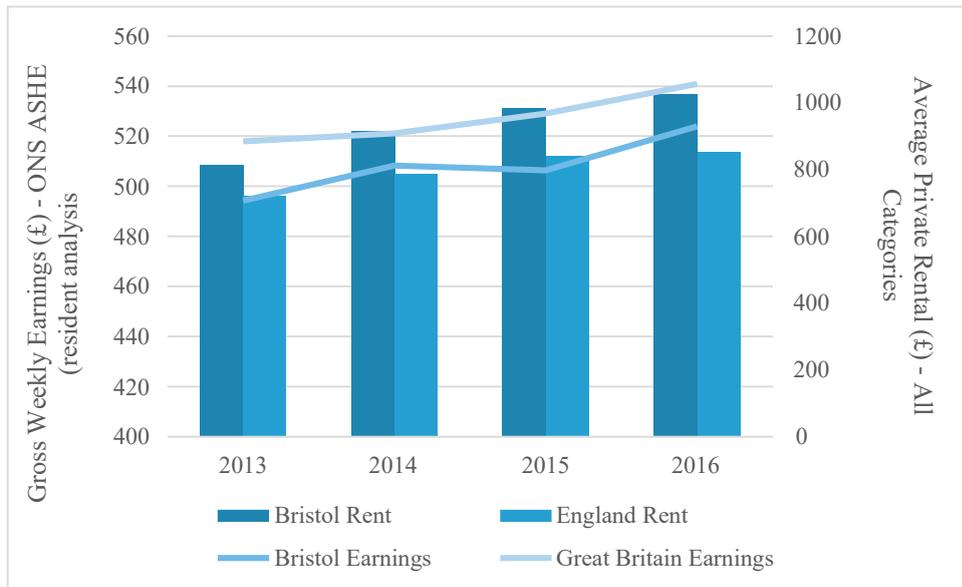


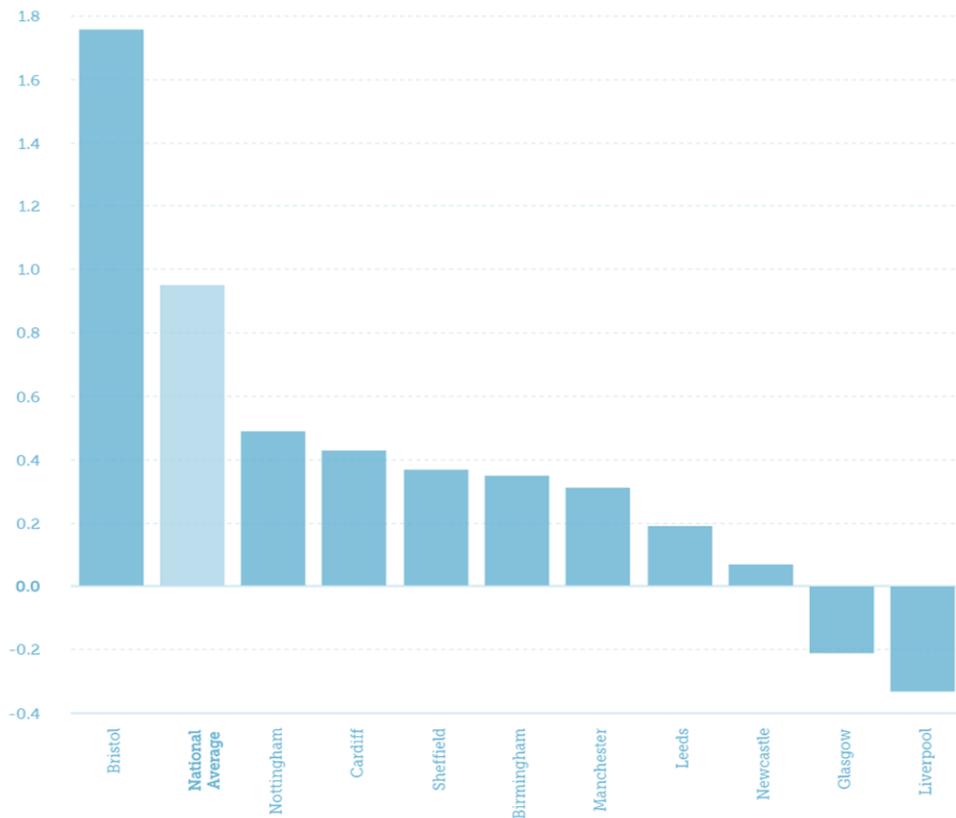
Table 13: Household Affordability for the Core Cities 2016<sup>151</sup>

Rank	City	Affordability ratio	Average house price, 2016 (£)	Yearly wages, 2016 (£)
10 cities with the highest affordability ratio				
1	Oxford	16.7	491,900	29,400
2	London	16.7	561,400	33,700
3	Cambridge	15.8	475,800	30,100
4	Brighton	13.7	367,900	26,800
5	Bournemouth	12.5	309,300	24,700
6	Aldershot	11.6	360,400	31,200
7	Reading	11.3	375,200	33,300
8	Worthing	10.7	279,100	26,100
9	Exeter	10.5	253,500	24,100
10	Bristol	10.4	275,900	26,600

<sup>150</sup> Bristol Core Strategy, 2011

<sup>151</sup> Source: Centre for Cities

Figure 49: Housing Affordability Ratio for the Core Cities (actual change) 2011-2016<sup>152</sup>



The SHMA (Strategic Housing Market Assessment) has identified a substantial need for affordable housing: a total of 29,100 dwellings across the Wider Bristol HMA over the 20-year Plan period 2016-36, equivalent to an average of 1,455 dwellings per year. The report foresees market-led housing development as a key means to deliver the identified level of affordable housing. Enhancing the economic viability of affordable housing will be crucial in enabling schemes to deliver the required level of development<sup>153</sup>.

## 6.2 Commercial property

Bristol experienced greater than 10% job growth in 2013-16, recording higher levels of net absorption (as a percentage of existing stock) than any other major UK city.<sup>154</sup> High demand and low new supply and office conversions, have brought down vacancies to the lowest recorded level in 20 years<sup>155</sup> (the lowest of

<sup>152</sup> Centre for Cities

<sup>153</sup> Wider Bristol HMA Strategic Housing Market Assessment, 2015

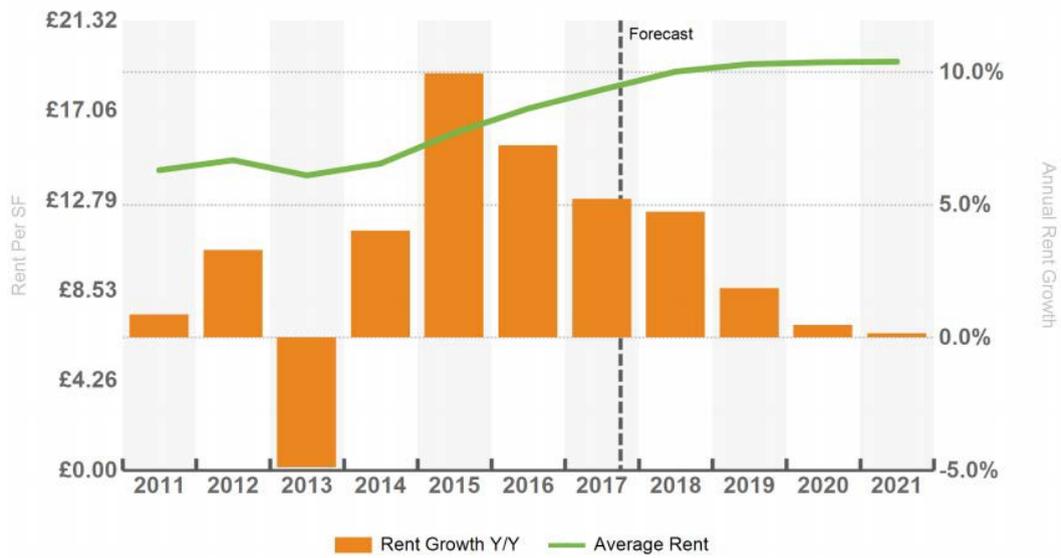
<sup>154</sup> Centre for Cities

<sup>155</sup> Source: BNP Paribas Real Estate / Property data; Bristol Market report 2016/17

any major regional city in the UK). The rate of net absorption is expected to decrease in the near-term due to the decrease in existing supply.

Bristol has the highest average rents of the ‘Big Six’ cities.<sup>156</sup> Many of the office buildings taken out of the supply chain over the last three years have been converted to residential. Continued strong demand remains strong for offices across Bristol City Centre and Clifton and the shortage in the supply of good quality office stock has resulted in the significant rent increases (in some cases doubling) seen in recent years<sup>157</sup>. Investment volumes have fallen since peaking in 2015, and increased uncertainty due to Brexit have the potential to result in further yield decompression in the short term.<sup>158</sup>

Figure 50: Bristol Rent Growth 2011-2021<sup>159</sup>

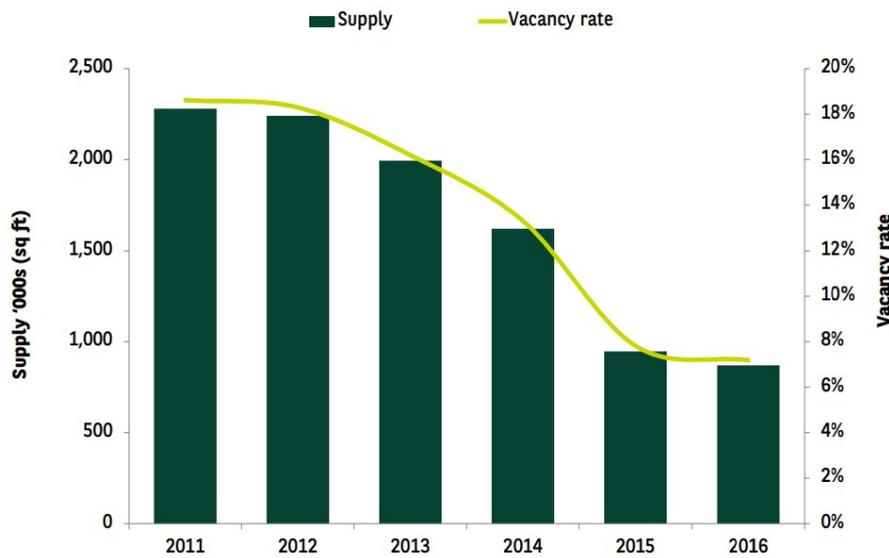


<sup>156</sup> Big Six Cities refer to the six largest office markets and include: Birmingham, Bristol, Edinburgh, Glasgow, Leeds, and Manchester. Source: <https://www.mandg.be/-/media/Literature/UK/Institutional/MG-Real-Estate-Perspective-London-Big-Six.pdf>

<sup>157</sup> Burston Cook, 2017

<sup>158</sup> Costar, 2017

<sup>159</sup> Costar, 2017

Figure 51: Office supply (sft) and vacancy rate 2011-2016<sup>160</sup>

By the third quarter of 2017, total availability of office floorspace fell 5% since the start of the year, amounting to 855,000 sq ft. Availability of Grade A space has continued to fall in Bristol City Centre and currently stands at 115,000 sq ft, a 23% decrease since 2015. St Catherine's Court currently provides 12,000 sq ft of available Grade A space.<sup>161</sup>

The 2011 Bristol Core Strategy identified approximately 290,000 m<sup>2</sup> net additional office floorspace at the start of its 20-year plan period. A further 236,000m<sup>2</sup> net additional floorspace is proposed in order to deliver the 524,000 m<sup>2</sup> total potential requirement recommended by the Employment Land Study. The City Centre is planned as the main locational focus for this new floorspace to enhance its position as the primary location for high-density employment. The added floorspace will serve to expand some of the key economic sectors including professional services, finance and banking, information and communications technology and public administration. To support its regeneration, about 60,000m<sup>2</sup> of the net additional floorspace requirement is focused on South Bristol. The remaining 26,000m<sup>2</sup> is focused on Town, District and Local Centres in the rest of Bristol.<sup>162</sup>

<sup>160</sup> Source: BNP Paribas Real Estate / Property data; Bristol Market report 2016/17

<sup>161</sup> Savills.co.uk

<sup>162</sup> Source: Bristol Core Strategy 2011

Figure 52: Investment volumes (£ millions)<sup>163</sup>

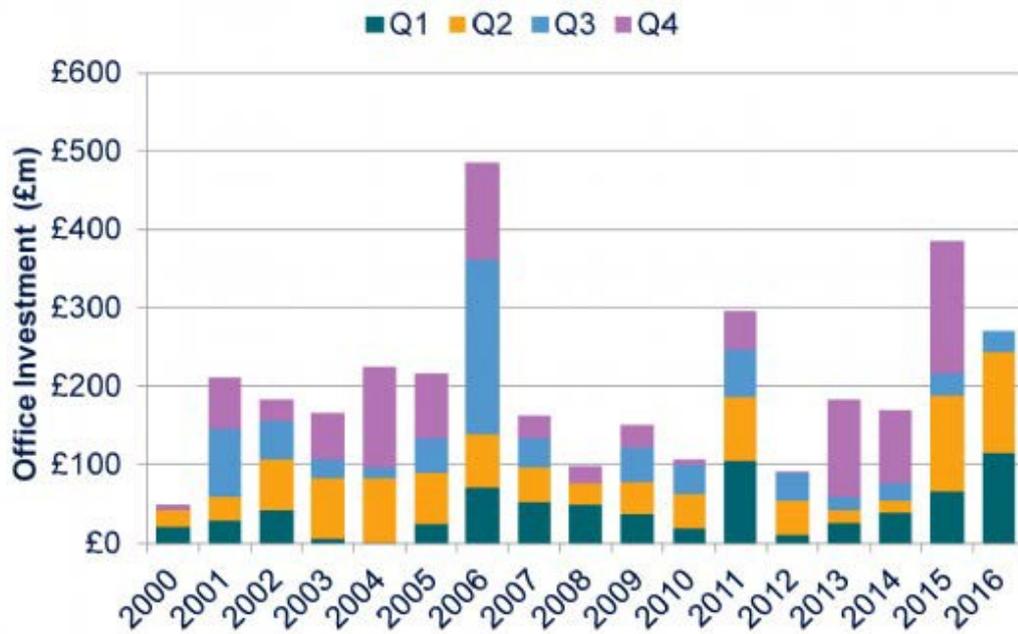
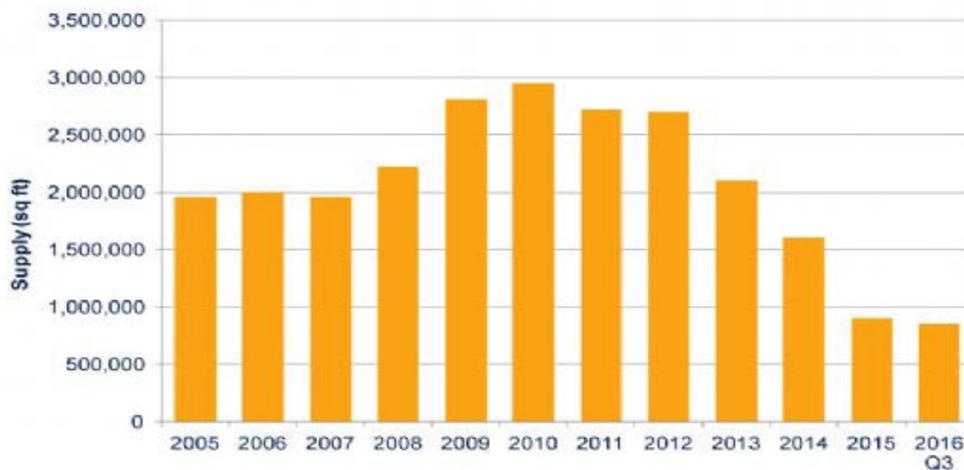


Figure 53: Bristol Supply of Office Space<sup>164</sup>



Investment volumes reached £412m in 2016, the highest level seen since 2006, far surpassing the 5-year average (up 86% on 2011-15), illustrating investor appetite for Grade A development opportunities in core locations.<sup>165</sup>

<sup>163</sup>

[http://pdf.savills.com/documents/Savills\\_Bristol\\_Office\\_Market\\_Watch\\_August\\_2016.pdf](http://pdf.savills.com/documents/Savills_Bristol_Office_Market_Watch_August_2016.pdf)Source: Savills.co.uk

<sup>164</sup> Savills, 2017. [https://www.savills.co.uk/research\\_articles/229130/213749-0](https://www.savills.co.uk/research_articles/229130/213749-0)

<sup>165</sup> [https://www.realestate.bnpparibas.co.uk/upload/docs/application/pdf/2017-03/bristol\\_offices\\_march\\_2017.pdf?id=p\\_1563033](https://www.realestate.bnpparibas.co.uk/upload/docs/application/pdf/2017-03/bristol_offices_march_2017.pdf?id=p_1563033)Source: Savills.co.uk

Much lower investment in the out of town submarket (c.20% of total investment activity).

Bristol experienced fastest increase in rental values compared to six largest cities outside London. However, the city is still more affordable than others.

- Year on year growth rate of 7.1% and 4.1% in 2015 and 2016, driven by top quality refurbished Grade B
- New Grade A offices anticipated to drive future growth as well<sup>166</sup>

Figure 54: Average office rent per sft in Core Cities (2016/17)<sup>167</sup>



<sup>166</sup> Source: <http://officespace.co.uk/html/rents/southwest.html>

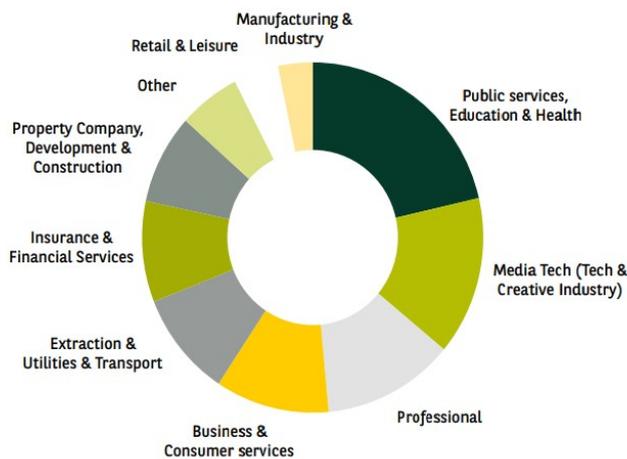
<sup>167</sup> Source: <http://officespace.co.uk/html/rents/southwest.html>

Figure 55: Office rental values and forecasts for Grade A and B in Bristol City Centre<sup>168</sup>



The focus of office growth is planned in Bristol City Centre and the regeneration of South Bank and demand for highly accessible core locations from a diverse occupation base (see Figure 56).

Figure 56: Office take-up per sector, 2016<sup>169</sup>

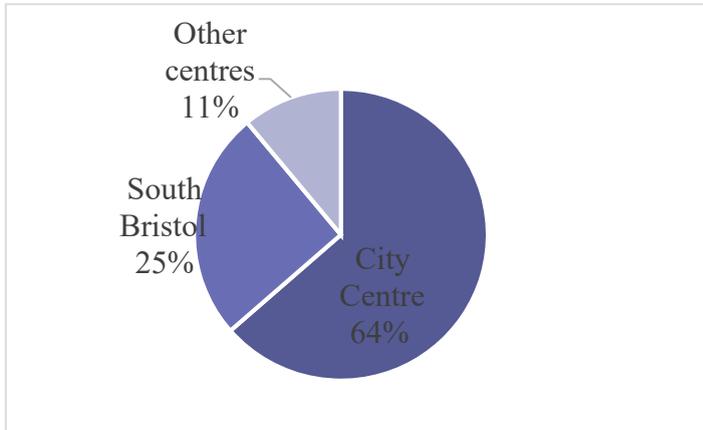


<sup>168</sup> Source: Colliers International

<sup>169</sup> Source: BNP Paribas Real Estate / Property data; Bristol Market report 2016/17

However, of the 500k m2 additional office space that is required between 2011-2031, the vast majority is located in the City Centre.

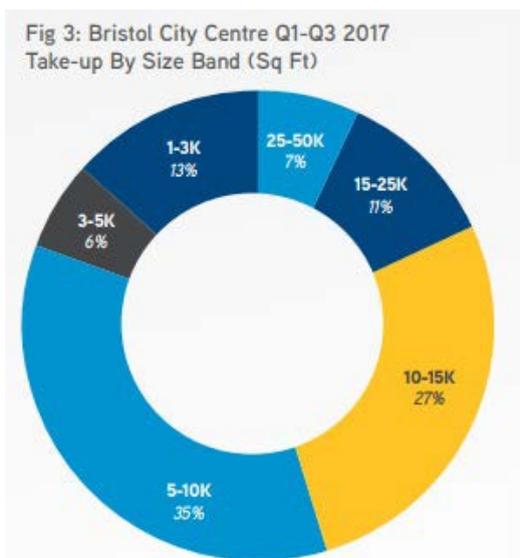
Figure 57: Planned location of net additional floorspace in Bristol<sup>170</sup>



The office take-up experiences growth and demand based on a highly diversified economic occupier base.

The demand for small new office space in the City Centre of Bristol outstrips supply, leaving some smaller businesses to locate in Grade B/C offices. Savills predicts a growth in the serviced office provision from 2018 to help meet the needs of fast-growing companies.<sup>171</sup>

Figure 58: Office space take-up by size of lease in Bristol City Centre<sup>172</sup>



<sup>170</sup> Source: Bristol Core Strategy 2011

<sup>171</sup> Source: Savills. [http://www.savills.co.uk/research\\_articles/229130/227846-0](http://www.savills.co.uk/research_articles/229130/227846-0)

<sup>172</sup> Source: Colliers International

## Commercial Space – Market confidence and trends evidence:

## BNP Paribas (2017)

- Legal & General Property agreed in Q4 2016 to forward fund the development of 3 Glass Wharf to the tune of £76m, reflecting a headline yield of 4%. The office element of the scheme, pre-let to HMRC for a 25 year term, will produce rental income of £2.94m pa.
- Bridgewater House scheme, Existing Grade A stock, was sold earlier in the year to a private overseas investor, shortly after EDF's substantial letting (81,202 sq ft) took the building to full occupancy.
- In H1 2016, Palmer Capital in a joint venture with CBRE Global Investors agreed a £40 million speculative forward funding deal at the Aurora scheme (95,000 sq ft, completion due Q4 2017).<sup>173</sup>

## Southwest Business / Colliers (2018)

- In Q1 2018: James Preece, national offices director at commercial real estate company Colliers International, predicts prime rents in the city centre will continue to rise beyond the £32.50 per sq ft recently achieved for One Cathedral Square on College Green. He said: "With supply now at an historically low level it seems inevitable the upward trajectory will continue and even higher figures will be achieved in 2018. "I would not be surprised to see top rents in the city centre head closer to £34 or even £35 per sq ft as more deals are done at Aurora, the 95,000 sq ft scheme at Finzels Reach, which is the only speculative office development in Bristol." "Pre-lettings at Aurora are being agreed at such a pace that although it will bring more supply to the market when it completes in mid-2018, it will do little to address the problem of lack of space in Bristol."<sup>174</sup>

## Savills (2018)

- Grade A supply in the city centre now stands at only 119,000 sq ft, enough for only around nine months of Grade A take-up at average levels.
- Bristol's office based investment reached £425 million in 2017, 82% above the long term average and the strongest year since 2006.<sup>175</sup>

## Knight Frank (2018)

- The ongoing supply shortage in Bristol served as a restraining factor for leasing activity in 2017. Nevertheless, overall takeup reached 614,000 sq ft, 12% above the 10-year average for the city and the third highest annual total of the past decade.
- Professional Services continue to be the mainstay of activity in Bristol. The pre-lettings of 13,000 sq ft to intellectual property specialists, Mewburn Ellis, and of 27,000 sq ft to law firm, Simmons and Simmons, within Aurora at Finzels Reach proved to be the flagship deals of the year. In all, the sector accounted for 24% of take-up.<sup>176</sup>

<sup>173</sup> Source: BNP Paribas Real Estate / Property data; Bristol Market report 2016/17

<sup>174</sup> Source: Southwest Business 2018. <http://www.southwestbusiness.co.uk/sectors/construction-and-commercial-property/why-the-cost-of-office-space-is-set-to-rise-in-bristol-in-2018-05012018164037/>

<sup>175</sup> Source: Savills 2018. [https://www.savills.co.uk/research\\_articles/229130/227844-0](https://www.savills.co.uk/research_articles/229130/227844-0)

<sup>176</sup> Source: Knight Frank 2018. <http://content.knightfrank.com/research/1221/documents/en/uk-regional-cities-office-market-report-2018-5298.pdf>

Figure 59: Key property developments Bristol 2016/17<sup>177</sup>



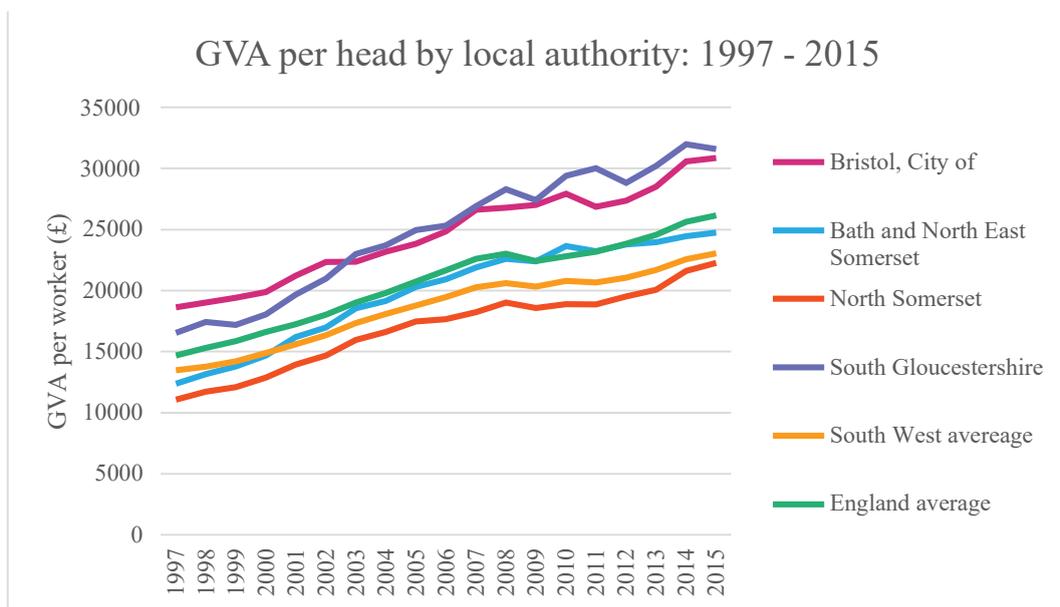
<sup>177</sup> Source: BNP Paribas Real Estate / Property data; Bristol Market report 2016117

## 7 Business environment

### 7.1 Economic growth

Bristol is highly productive and has a higher GVA per capita than the England or South West average. Productivity has recovered since the recession and has showed strength in the region. But, total economic growth in Bristol is lower than in England or South West, with the compound annual growth rate at 3.5 percent per year, compared to 4.3 and 4.2 percent respectively.

Figure 60: GVA per head by local authority 1997-2015<sup>178</sup>



The proportion of private sector employment in Bristol is on par with the West of England and English averages, at 83 percent. This means that the private sector is healthy and the area is not particularly vulnerable to public sector budget cuts.

In 2016, GVA per worker in Bristol was £54,000, compared to £49,600 in Leeds or £47,700 in Manchester.<sup>179</sup>

### 7.2 Company size and structure

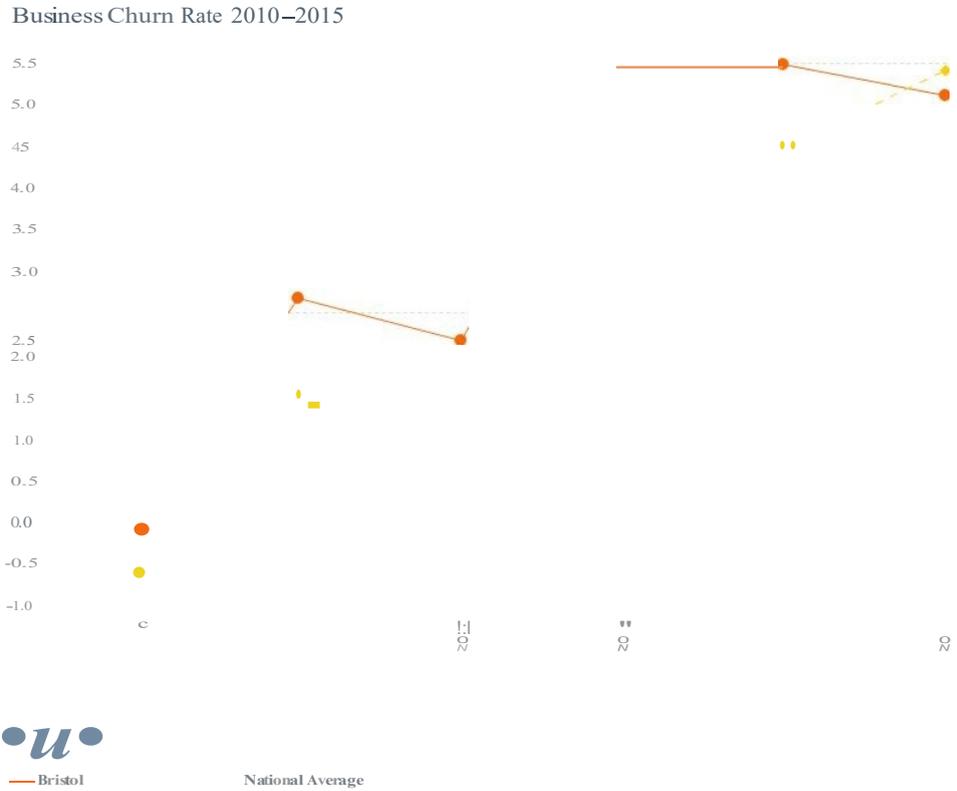
Bristol has a higher business churn rate than the national average (see Figure 61).

<sup>178</sup> Source: ONS

<sup>179</sup> Calculated using Regional GVA (balanced) by local authority in the UK, ONS data and total employment data from BRES, NOMIS 2016 to reach total GVA per worker.

High churn is often good, as it signals that new businesses are starting up, demonstrating innovation and a healthy economic environment.

Figure 61: Business Churn Rate 2010-2015 Bristol and national average <sup>180</sup>



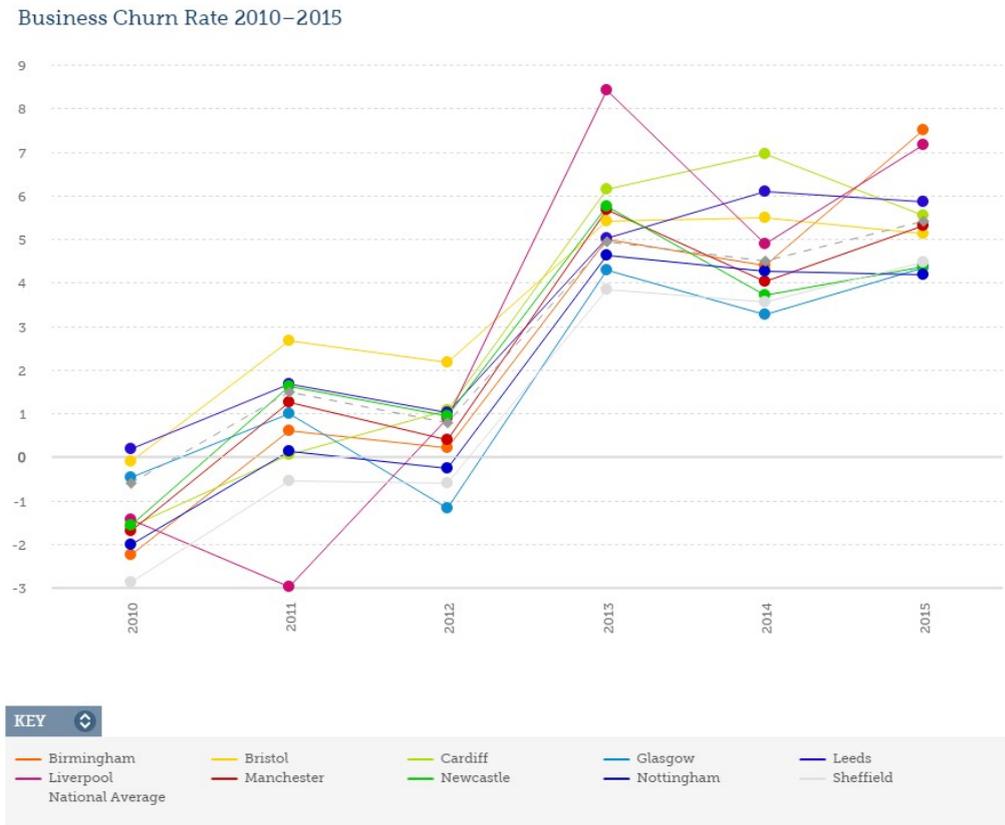
Source:ONS, BwindDemography, NOMIS, population estimate

Custom chart generated by the  
Centre for Cities Data Tool  
<http://www.centreforcities.org/data-toolsu/f3c22338>

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centre for Cities **fi**  
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<sup>180</sup> Source: Centre for cities

Figure 62: Business Churn Rate Core Cities 2010-2015<sup>181</sup>



Source: ONS, Business Demography, NOMIS, population estimates

Custom chart generated by the  
Centre for Cities Data Tool:  
<http://www.centreforcities.org/data-tool/su/b70e55d1>

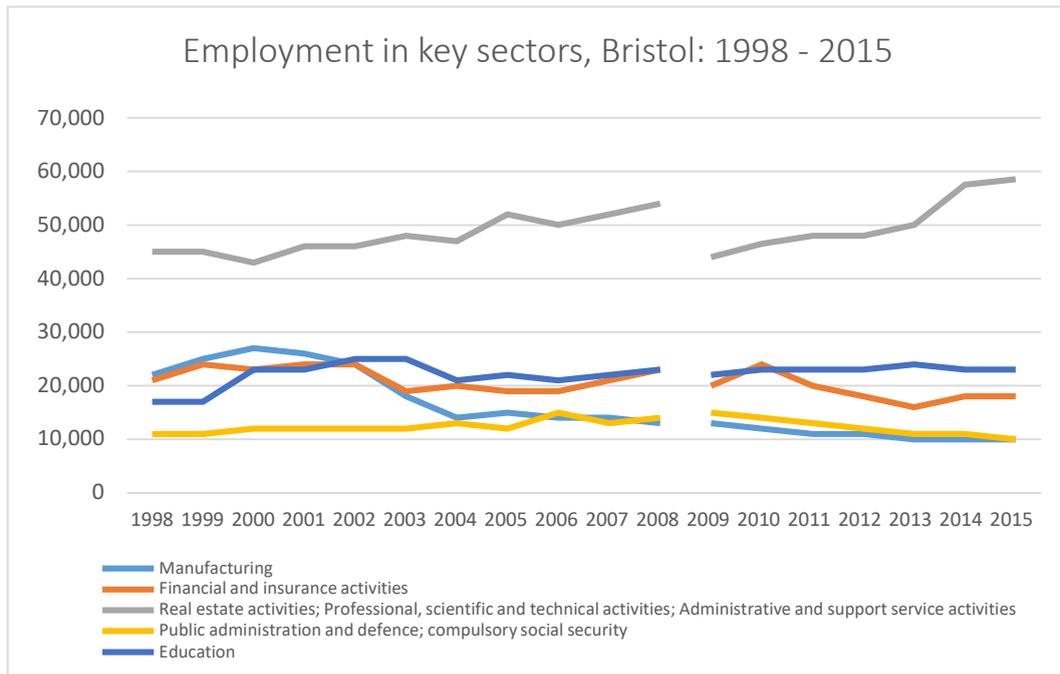


## 7.3 Sectors

Sector change and growth trends can be seen in Figure 63.

<sup>181</sup> Source: Centre for Cities

Figure 63: Employment in key sectors (left) and growth trends (right) Bristol<sup>182</sup>

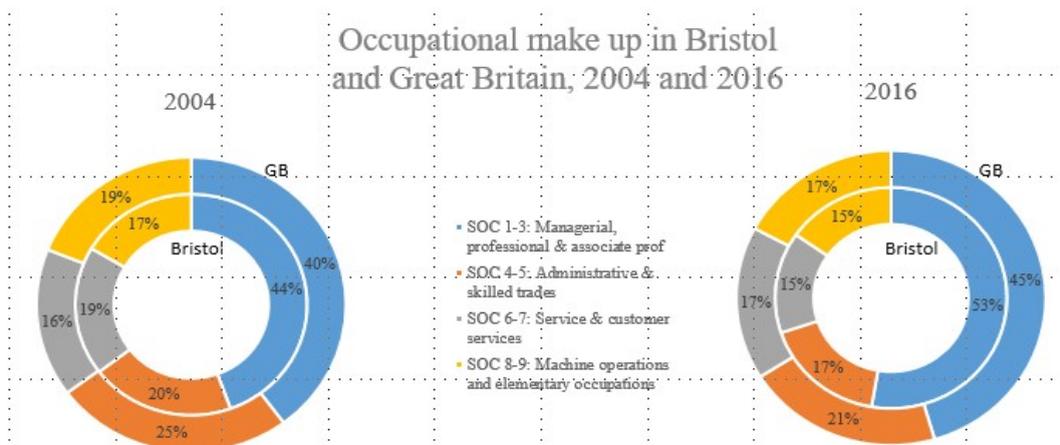


Bristol has had a higher proportion of highly-skilled occupations than Great Britain.

Since 2004, there has been a noticeable decline in low- and middle-skilled jobs.

- Importance of up-skilling existing workers and local residents
- Attracting highly-skilled workers
- Supporting low and medium-skilled workers and employers

Figure 64: Occupational make up in Bristol and Great Britain, 2004 and 2016<sup>183</sup>



<sup>182</sup> ONS Annual Business Inquiry employee analysis

<sup>183</sup> [https://www.nomisweb.co.uk/reports/lmp/la/1946157348/subreports/empocc\\_time\\_series/report.aspx?](https://www.nomisweb.co.uk/reports/lmp/la/1946157348/subreports/empocc_time_series/report.aspx?)

Bristol also experienced strong growth rates with respect to start-ups and newly founded businesses. Between 2014 and 2016, more than 2,800 businesses have been created in the city each year on average, and 44% survive to their fifth year (on par with the UK average).<sup>184</sup>

## 7.5 Patents

In 2016, the West of England generates almost 41 patents per 100,000 population, much higher than the UK average of 17 patents per 100,000.<sup>185</sup>

Bristol is also known for innovation, ranking first out of the Core Cities for number of patent applications per capita.<sup>186</sup>

# 8 Place and amenities

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## 8.1 Cultural amenities

The Bristol Quality of Life Survey (2016) has revealed “location, leisure facilities and parks” as the best thing about living in Bristol, with most people feeling that in terms of location, history and culture, Bristol is better off than other major cities. As well as outstanding strengths there are gaps and weaknesses in local cultural provision. The same survey, for example, lists the absence of quality arts and sports facilities as a key weakness.<sup>187</sup>

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<sup>184</sup> Office for National Statistics, Business Demography, 2016. 5-year survival rate from business births in 2011.

<sup>185</sup> <http://www.centreforcities.org/west-of-england/>

<sup>186</sup> Source: Centre for Cities from PATSTAT; Intellectual Property Office, Patent published by postcode, 2015 data. Note that Centre for Cities analysis of Core Cities considers Primary Urban Areas (PUA). The PUA for Bristol is defined as the City of Bristol and South Gloucestershire.

<sup>187</sup> Source: Bristol Quality of Life Survey

Figure 65: Bristol Quality of Life Survey Results<sup>188</sup>

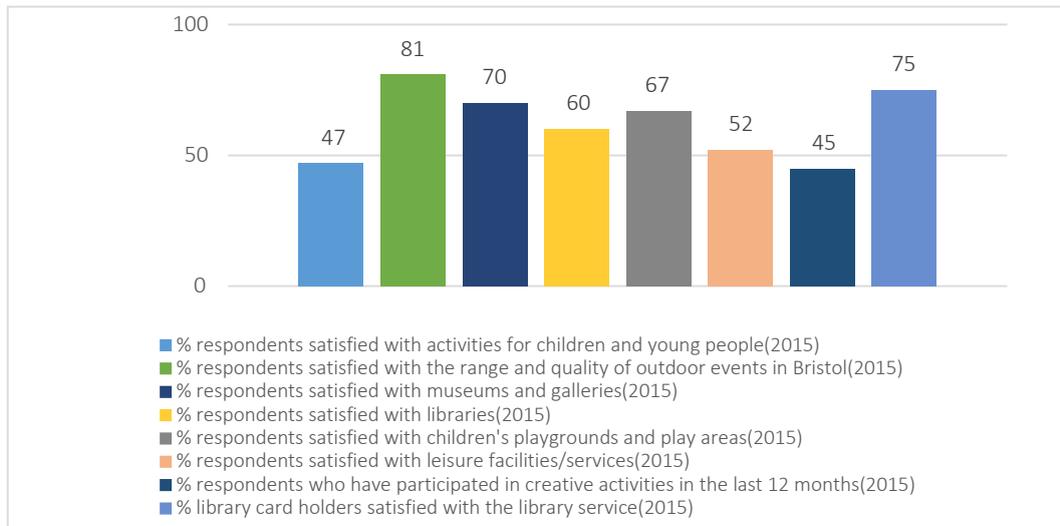
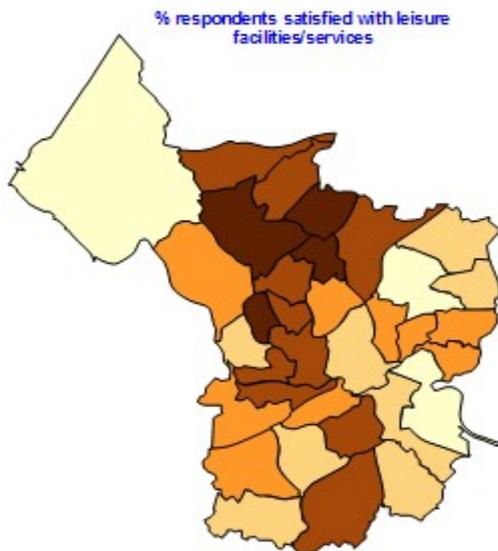


Figure 66: Bristol Quality of Life survey: % respondents satisfied with leisure facilities/services<sup>189</sup>



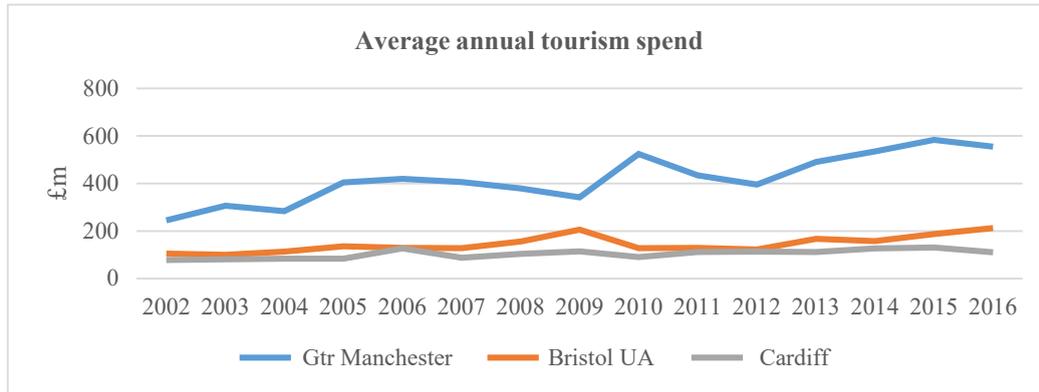
Bristol is the eighth most visited city in the UK, with 570,000 inbound visitors in 2016. Bristol’s tourism economy is worth more than £1.3bn and supports more than 27,000 jobs.<sup>190</sup>

<sup>188</sup> Source: Bristol Quality of Life Survey

<sup>189</sup> Source: Bristol Quality of Life survey

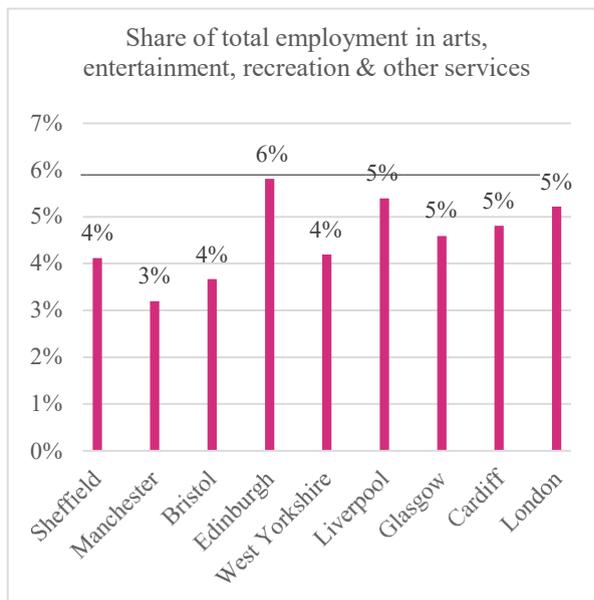
<sup>190</sup> <https://www.visitbritain.org/town-data>

Figure 67: Average annual tourism spend - Manchester, Bristol and Cardiff<sup>191</sup>



Bristol is known as the city of festivals and community gatherings. A new site permission structure for festivals will see a move from an ‘event-based’ price, to set site costs. Whilst site permission prices are benchmarked against other core cities across the country and the measure would support more money for BCC, it might also price out some festivals out of Bristol.<sup>192</sup>

Figure 68: Share of total employment in arts, entertainment, recreation & other services<sup>193</sup>



## 8.2 Open space

Bristol’s parks and green space strategy proposes that the minimum distance between place of residence and nearest green space should not exceed 400 metres.

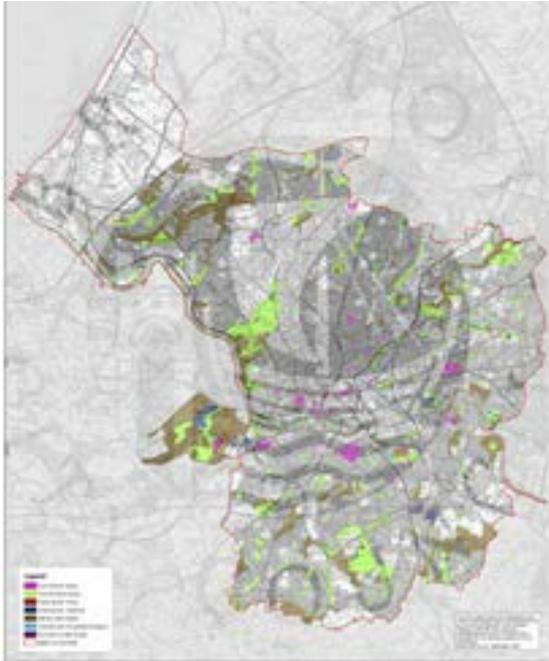
<sup>191</sup> Source: Visit Britain

<sup>192</sup> <https://www.bristol247.com/news-and-features/news/concern-new-event-charges-will-threaten-bristols-reputation-festival-city/>

<sup>193</sup> Source: BRES

According to the Bristol Green Space Database, the mean road distance to the nearest green space is 334.1 metres<sup>194</sup>.

Figure 69: Green space provision in Bristol<sup>195</sup>



The Bristol Quality of Life survey reveals that 81.6% of respondents are satisfied with the quality of parks and open spaces in Bristol, compared to 83.1% in 2014; 84.1% in 2013; and 80.1% in 2012. There are no apparent social inequalities in access to parks and green spaces.<sup>196</sup>

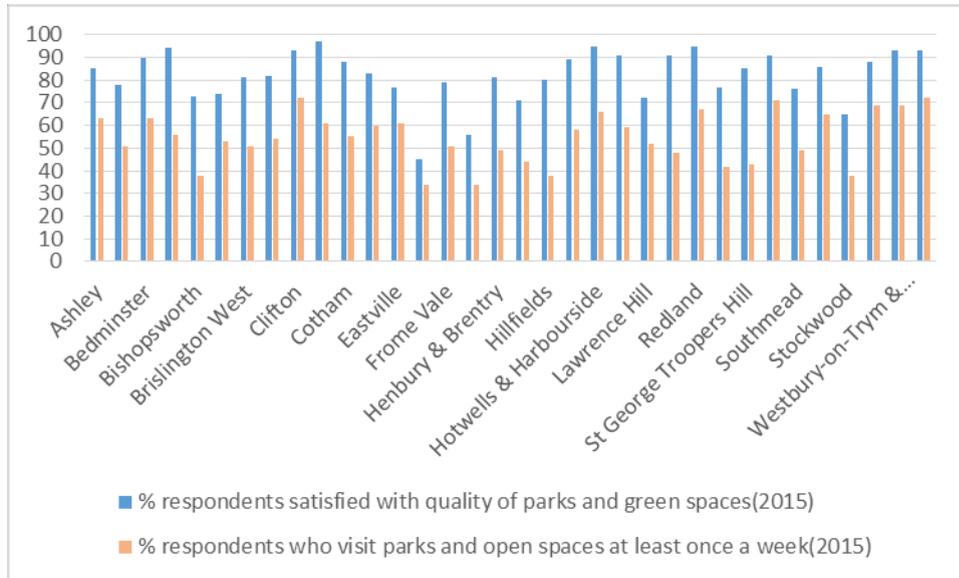
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<sup>194</sup>Source: Bristol: Parks and Green Space Strategy

<sup>195</sup>Source: Bristol: Parks and Green Space Strategy

<sup>196</sup>Bristol Quality of Life Survey

Figure 70: Bristol Quality of Life Survey<sup>197</sup>



### 8.3 Environment

The annual average levels of nitrogen dioxide are above government standards across central areas of Bristol. The main cause of air pollution in Bristol is traffic, especially diesel engines. 40% of Bristol’s nitrogen dioxide emissions are from Diesel cars. Buses and coaches cause 23% of emissions. Diesel LGV cause 22% and HGV cause 11%.<sup>198</sup>

<sup>197</sup> Source: Bristol Quality of Life Survey

<sup>198</sup> Source: Claircity

Figure 71: Nitrogen dioxide (NO2) in Bristol<sup>199</sup>

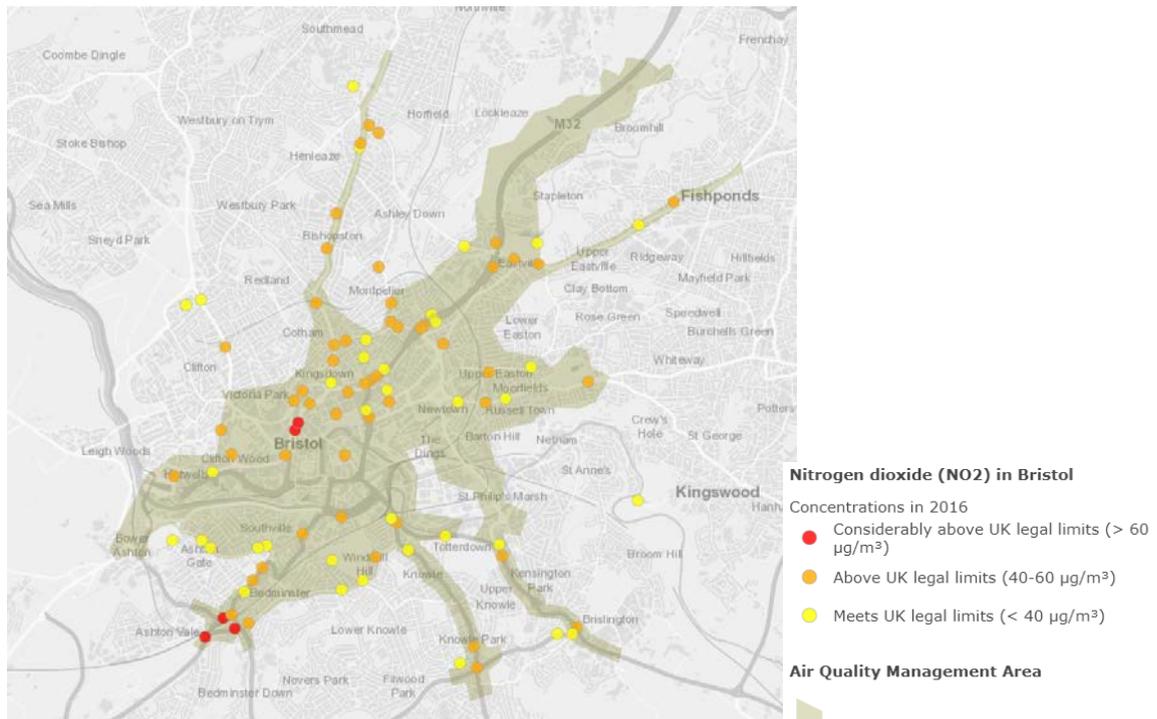
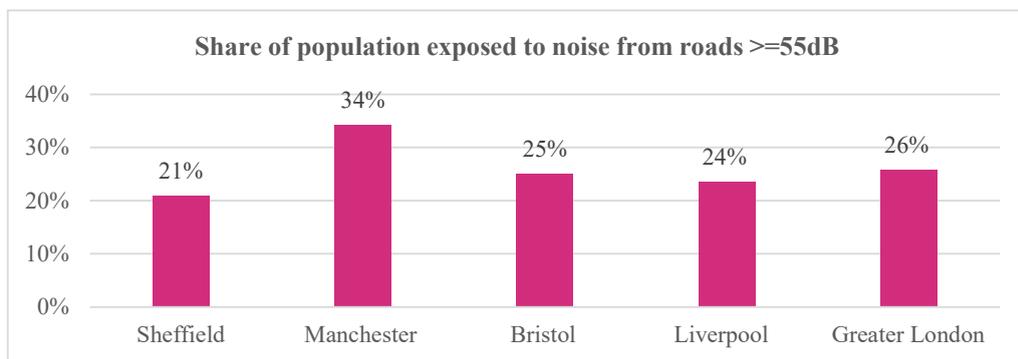


Figure 72: Share of population exposed to noise from roads<sup>200</sup>



## 8.4

## 8.5 Digital Connectivity

In 2016, 85.93% of premises in Bristol were covered with ultrafast broadband (>100 Mbps). This is considerably higher than the national average of 51.36%. Bristol also has higher rates of ultrafast broadband connectivity than Manchester, Liverpool, Cardiff or London with rates of 65.62%, 80.87%, 76.40% and 77.40% respectively.<sup>201</sup>

<sup>199</sup> Source: Claircity

<sup>200</sup> Source: Defra: <https://uk-air.defra.gov.uk/index.php>

<sup>201</sup> Centre for Cities

## 9 Accessibility

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### 9.1 Public transport Network<sup>202</sup>

Bus service on 32 distinct routes operates within the City of Bristol today. Inter-city coach services also serve Bristol from a central bus station at Marlborough Street.

The Great Western Railway connects Bristol with the greater South West Region. Primary stations within Bristol are the Bristol Temple Meads Railway Station and Bristol Parkway Railway Station. The city's major mainline railway station is Temple Meads supported by several suburban railway stations located on the main routes and on the Severn Beach line.

Ferry services provide connections across and along the Floating Harbour. Large numbers of taxis also operate in the city contributing to tourism and business as well as residents' transport options.

Bristol Airport is located about 10 miles to the south of Bristol in North Somerset. It is the United Kingdom's ninth busiest airport and provides scheduled and chartered services to domestic and international destinations.

### 9.2 Mobility Trends

Although below the South West average (65%), the majority of employed people in Bristol (57%) travel to work by car. Traffic congestion and journey time unreliability make Bristol one of the most congested cities in Britain. There has been a significant increase in walking and cycling trips in Bristol in recent years and it is estimated that they now account for over 25% of all commuter journeys.<sup>203</sup>

### 9.3 Access to employment centres

Across the West of England 73% of the workforce lives within 40 minutes by public transport of a major employment site, whilst 31% is within 20 minutes.<sup>204</sup>

There is a considerable number of deprived LSOAs with poor transport connectivity in South Bristol.

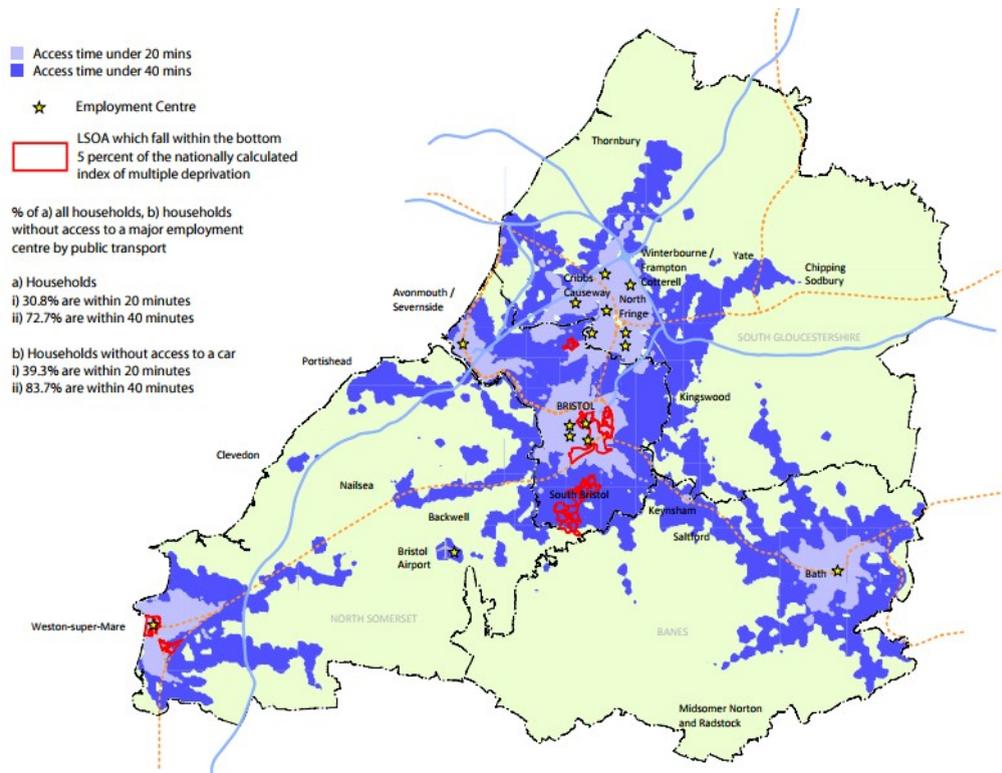
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<sup>202</sup> Source: Bristol Core Strategy (2011)

<sup>203</sup> Source: Bristol Core Strategy (2011)

<sup>204</sup> Source: West of England Joint Local Transport Plan 3 2011-2026

Figure 73: Public transport access to main employer sites<sup>205</sup>



## 9.4 West of England Commuting patterns

In the west of England private car is the preferred transport mode of the region, concentrating over 64% of the trips.

Cycling, bus and rail passenger numbers have been growing steadily. The region has a higher cycling and walking proportion than equivalent city regions like Birmingham, Leeds and Manchester.<sup>206</sup>

The West of England Joint Local Transport Plan expects to reduce car dependency and promote active modes in order to reduce traffic congestion and emissions, support economic growth, promote accessibility and improve quality of life and a healthy natural environment.<sup>207</sup>

<sup>205</sup> Source: West of England Joint Local Transport Plan 3 2011-2026

<sup>206</sup> Source: West of England Joint Local Transport Plan 3 2011-2026

<sup>207</sup> Source: West of England Joint Local Transport Plan 3 2011-2026

Figure 74: West of England Commuting Proportions (%), 2011 Census<sup>208</sup>

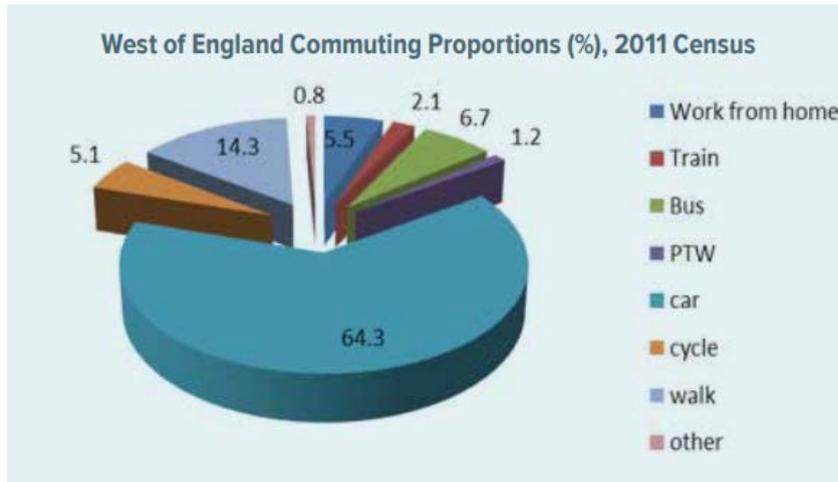
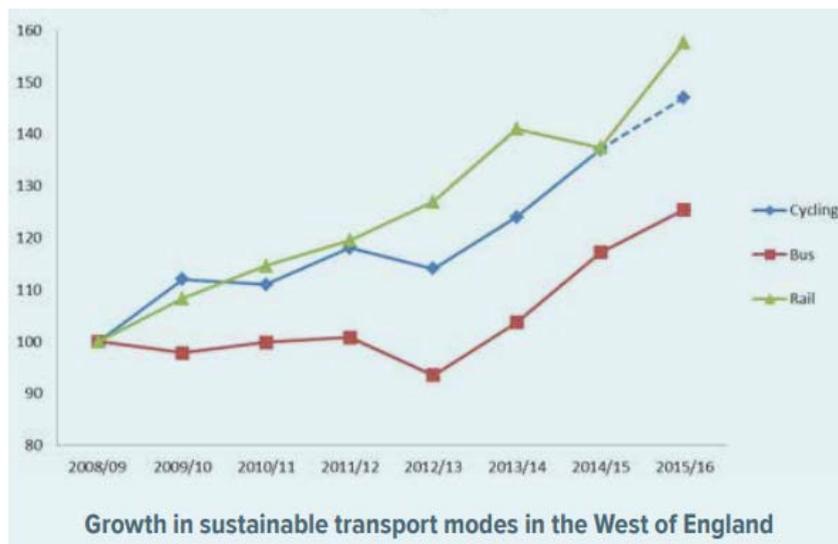


Figure 75: Growth in sustainable transport modes in the West of England<sup>209</sup>



## 9.5 Bristol Commuting patterns

Traffic congestion and journey time unreliability make Bristol one of the most congested cities in Britain.<sup>210</sup>

60% of Bristol’s workforce reside in Bristol. Whilst car (48%) is their preferred transport mode, a significant number of trips involve active modes (39%). This may be related with the council’s Walking Strategy and major investments that have improved the pedestrian and cycling environment of the city.<sup>211</sup>

<sup>208</sup> Source: West of England Joint Local Transport Plan

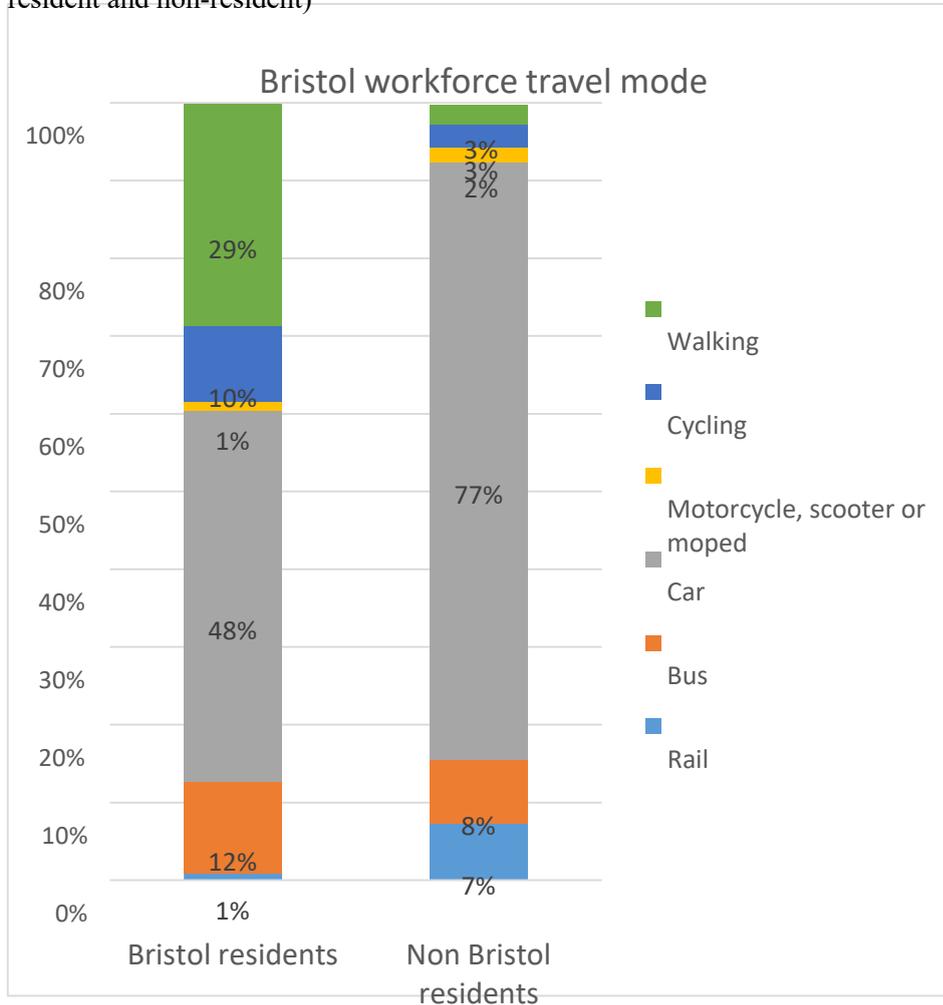
<sup>209</sup> Source: West of England Joint Local Transport Plan

<sup>210</sup> Source: Bristol Core Strategy, 2011

<sup>211</sup> ONS: WU03UK – Location of usual residence and place of work by method of travel to work

Among the employees commuting into Bristol, the proffered modes are car (77%), bus (8%) and rail (7%).

Figure 76: Bristol workforce travel mode<sup>212</sup> (means of commuting for all workers in Bristol, resident and non-resident)



## 9.6 Cost of transport

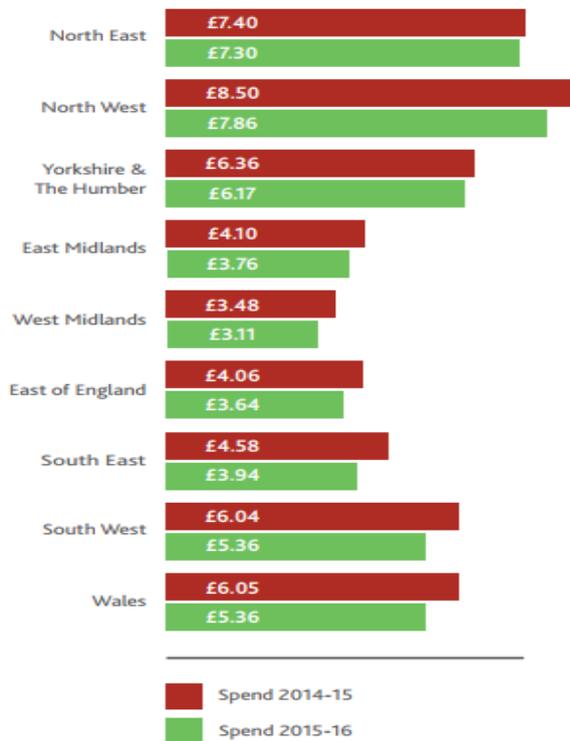
Whilst bus expenditure per person decreased to £5.36 in the South West, it's still more expensive than the England average (£5.03).<sup>213</sup>

<sup>212</sup> ONS: WU03UK – Location of usual residence and place of work by method of travel to work Census 2011

<sup>213</sup> Campaign for Better Transport (2016).

Buses in Crisis: A report on bus funding across England and Wales 2010-2016

Figure 77: Bus spend per person 2014/15-2015/16<sup>214</sup>



South West of England and Bristol in particular has seen considerable cuts in regional funding and total number of bus service cuts.

Table 14: Regional Funding Cuts 2015-16<sup>1</sup> (source: Campaign for Better Transport (2016). Buses in Crisis: A report on bus funding across England and Wales 2010-2016)

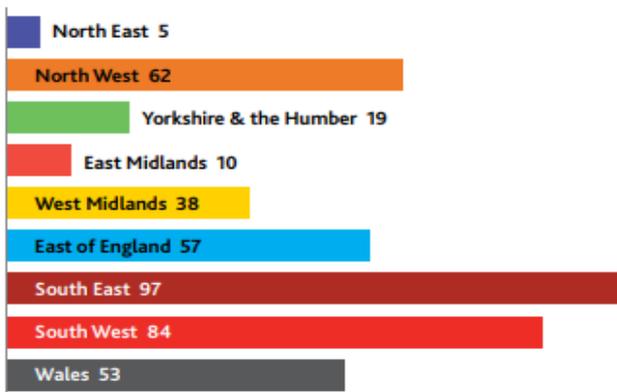
North West	4,512,548	7.52%
Yorkshire and the Humber	1,047,804	3.11%
East Midlands	1,545,567	8.30%
West Midlands	2,045,950	10.49%
East of England	2,452,917	10.30%
South East	5,517,195	13.93%
South West	3,210,193	10.03%
Wales Total	2,105,644	11.37%
England Total	20,578,444	8.35%

Table 15: Funding cuts by councils 2015-16 (source: Campaign for Better Transport (2016))

<sup>214</sup> Campaign for Better Transport (2016). Buses in Crisis: A report on bus funding across England and Wales 2010-2016.

The councils making the largest cuts	
Hertfordshire	£1,718,235
Surrey	£1,535,000
Lancashire	£1,200,000
Nottinghamshire	£1,100,000
Bristol City Council	£1,000,467
East Sussex	£956,000

Figure 78: Total number of bus service cuts, alterations and withdrawals by region<sup>215</sup>



## 10 APPENDIX

### 10.1 APPENDIX A – Core Cities

The Core Cities group was formed in 1995 as a partnership of eight cities: Birmingham, Bristol, Leeds, Liverpool, Manchester, Newcastle, Nottingham and Sheffield. The Group is a self-selected, self-financed and functions as a collaborative advocacy group.

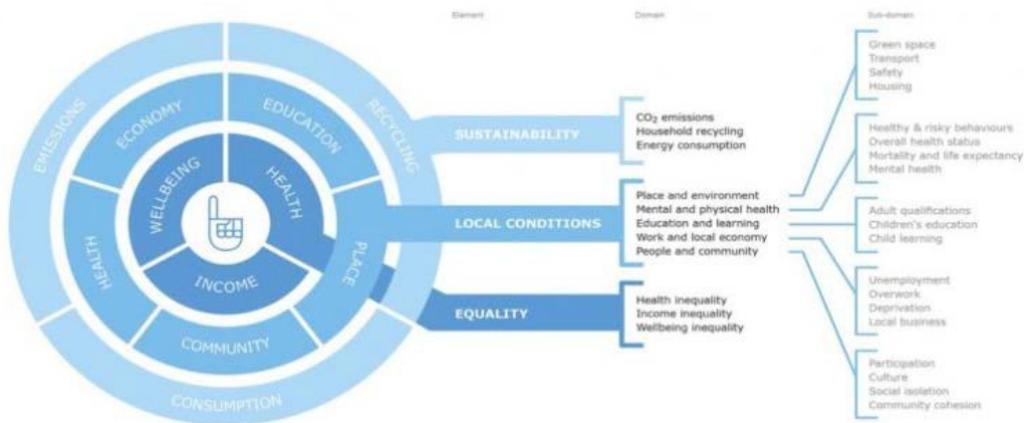
<sup>215</sup> Campaign for Better Transport (2016).  
Buses in Crisis: A report on bus funding across England and Wales 2010-2016

The Core Cities Group primary interests include transport and connectivity, innovation and business support, skills and employment, sustainable communities, culture and creative industries, climate change, finance and industry, and governance.<sup>216</sup>

## 10.2 APPENDIX B – Happy City Index

Happy City’s Index measures and informs progress using local level indicators to support the wellbeing of all citizens. It is based on the three main indicators: Sustainability, local conditions, equality; and is designed to support decision-makers in local areas.

Figure 79: Framework Happy City Index<sup>217</sup>



<sup>216</sup> <https://www.corecities.com/>

<sup>217</sup> <http://www.happycity.org.uk/measurement-policy/happy-city-index/>

Bristol City Council

# Inclusive and Sustainable Economic Growth Strategy



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# Needs repagination

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The strategy will be used to engage partners (including businesses, social enterprises, the third sector and community groups) across Bristol in development and delivery of the city's ambitions to deliver inclusive and sustainable economic growth.

## Introduction

### **An inclusive and sustainable economic growth strategy**

Bristol is one of the country's economic success stories. It has grown faster than any other UK Core City<sup>1</sup>. Bristol's population has grown by 4.5% between 2011 and 2015, the fastest growth after the Greater London area<sup>1</sup>, and between 2009 and 2014 the economy of Bristol grew by 19.2% (GVA), second only to London<sup>2</sup>. It has many opportunities that, if grasped now, could deliver sustained economic benefits for residents and businesses both today and in the future. Alongside these opportunities are a set of particular challenges; principally to make sure that economic growth and prosperity is shared across all of the city.

While the market has served Bristol's economy well, there is evidence of market failure impacting negatively on some neighbourhoods and communities, producing inequality, economic inefficiency and brakes on further growth. The impact of market failure, which does include some government or policy failure, can be seen in poor housing, fuel poverty, unaffordable/inflexible childcare, inflexible/inefficient recruitment and training practices, lack of skills recognition or utilization, patchy broadband connectivity, public transport deficits, etc. This strategy aims to both support the market in delivering continued growth and to address areas of market failure in an inclusive and sustainable manner.

The Mayor is determined to see the glaring disparity between wealth and poverty in the city properly addressed and rebalanced. Through the One City Approach and this inclusive and sustainable economic growth strategy, the Mayor and the City Council have identified key themes and projects that will achieve quality outcomes for everyone. This strategy has been co-produced by the City Council and key stakeholders. It starts from a comprehensive evidence base and progresses to an action plan to deliver its objectives. There is a strong appetite from residents, business, social enterprise and the third sectors across the city for change and an acknowledgement that now is the time for action.

The strategy will be used to engage partners (including businesses, universities, social enterprises, the third sector and community groups) across Bristol in development and delivery of the city's ambitions to deliver inclusive and sustainable economic growth. This strategy will also be a tool to negotiate with regional and national Government on the City's approach to growth, demonstrating why the city should receive investment from agencies and partners by delivering positive return on investment in economic, social and environmental terms. Finally, this is a strategy that complements a range of local and regional strategies, plans and policies, including the Bristol Local Plan, the West of England Joint Spatial Plan and the Local Industrial Strategy, so that, taken together, major city projects and regeneration will deliver the best outcomes for residents and businesses in the city and the wider city region. This, in turn, will benefit UK plc, through increased productivity and tax receipts for re-investing in the country's prosperity.

**THE MAYOR IS  
DETERMINED TO SEE THE  
GLARING DISPARITY  
BETWEEN WEALTH AND  
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PROPERLY ADDRESSED  
AND REBALANCED.**

This is not a 'traditional' economic development plan. Rather it is a strategy that has examined all the drivers and challenges in Bristol for people from all backgrounds and all ages. It is led by the guiding principle that a successful Bristol will be one which understands how to achieve successful outcomes for both people and place that is inclusive and sustainable.

It uses data and evidence to understand trends in the city over the short, medium and longer term. It seeks to understand what sectors and jobs could be provided to achieve economic growth—placing emphasis on understanding jobs through the entire skills chain and opportunities to make sure that people have the right skills to get into quality work. It also references other studies, policies and strategies from across the City Council to make sure that there is a joined up approach. The work is rooted in the One City Approach, acting as the driving force and action plan for inclusive and sustainable growth in Bristol.

This strategy is intended to be a 'living' document that will pass through a number of iterations in its useful lifetime. Following the maxim that 'when the facts change, I change my mind' monitoring of local conditions and evaluation of actions implemented will lead to review and refresh of the strategy's themes and objectives.

### **What is inclusive and sustainable growth?**

There are numerous ways to describe 'inclusive growth'. In the simplest sense it is about enabling everyone to contribute to and benefit from economic growth, delivering greater prosperity and equity across the city.

A variety of organisations and agencies have written papers and definitions on inclusive growth. It has been described as a concept, strategy, objective and model.

The World Economic Forum defines Inclusive Growth as a strategy to address the disparity between growth and equity in an economy. Reference is made to the doubling of GDP in the USA over a 30-year period, while median household income only grew 16%, indicating a lack of a 'trickle-down' effect<sup>3</sup>.

The Organisation for Economic Co-operation and Development (OECD) defines Inclusive Growth as the concept of creating opportunity for all segments of the population and 'distributing the dividends of increased prosperity, both in monetary and non-monetary terms, fairly across society'<sup>4</sup>.

The focus in Bristol is on productivity-driven growth together with the fair distribution of economic contributions and benefits. This is especially important for the Mayor who wants to make sure that those currently living in poverty and poor housing are not left behind in the wake of increasing wealth and development happening in the city. While business is a clear and key partner in promoting fair distribution, this strategy also considers that organised labour, through trade unions and the like, has an important role to play in this respect.

It is recognised that the environment and economic productivity are intrinsically linked, increasingly so with shocks and impacts of climate change events and the growth in environmental focussed industries to address and mitigate environmental impacts.

Growth should not come at the expense of the environmental and health standards the city wants to achieve for its citizens to maintain quality of place and life. This links to the focus on sustainability, which can be defined as ensuring the strategy has long term and ongoing gains and impact and does not simply deliver quick wins in the short term. Therefore, an inclusive and sustainable economic growth strategy is one that focuses on economic, social and environmental outcomes.

THE WORLD ECONOMIC FORUM DEFINES INCLUSIVE GROWTH AS A STRATEGY TO ADDRESS THE DISPARITY BETWEEN GROWTH AND EQUITY IN AN ECONOMY. THE FOCUS IN BRISTOL IS ON PRODUCTIVITY-DRIVEN GROWTH TOGETHER WITH THE FAIR DISTRIBUTION OF ECONOMIC CONTRIBUTIONS AND BENEFITS

## Opportunities



One of the most productive cities in the country



Some of the best higher education in the country



Excellent green Credentials & expertise



Enterprise and business survival

## Challenges



Underperformance in education and skills



Congestion & air quality



Housing demand & affordability



Growing earnings inequality

### Bristol's opportunities and challenges

Bristol is known for innovation (ranking first out of the Core Cities for number of patent applications per capita<sup>8</sup>) high tech industries<sup>9</sup>, and the arts. Bristol has more than 2.5 times more jobs in visual arts (programming and broadcasting activities) than the English average<sup>10</sup>.

The city is also celebrated as one of the most liveable cities<sup>11</sup> in the country with excellent green credentials, access to open space and cultural amenity. Additionally, it offers some of the best higher education in the country through the University of Bristol and the University of West England. Contributing to its success is the retention of its higher education graduates and the number of graduates it attracts from other parts of the UK.

Bristol's highly skilled workforce contributes to innovation and is a driver of high productivity. The City has the most productive economy of the UK Core Cities. High productivity is linked to higher earnings, with Bristol's average weekly workplace earnings higher than most UK cities with the exception of London, Oxford and Cambridge<sup>7</sup>.

The SME community in Bristol is strong, and is expected to contribute around £7 billion to the UK economy by 2025<sup>12</sup>. Between 2014 and 2016, more than 2,800 businesses have

been created in the city each year on average, and 44% survive to their fifth year (on par with the UK average)<sup>13</sup>. Supporting and nurturing SMEs and innovation is fundamental to Bristol's ongoing growth story.

The excellent assets and attributes—as described above—provide a very strong foundation to build an inclusive and sustainable city.

However, there are also a number of challenges to address, including persistent concentrations of deprivation<sup>14</sup> and earnings inequalities, which are reflected in and reflect the city's relative underperformance in education and skills, together with other factors creating pay gaps. Poor access to employment for under-skilled residents, barriers to economic inclusion including access to affordable childcare, significant increases in house prices and a local transport system which needs improving (so it can effectively link residents to jobs and training) are also key issues.

This inclusive and sustainable economic growth strategy sets out how to deliver continued success whilst rising to the challenges. This will deliver the Mayor's ambition for all Bristolians to have the best possible life chances from the earliest start in life through to older years.

## Sectors & the City Centre

A recent trend of reurbanisation of businesses—away from suburban office parks to city centres—is driven by regeneration of the urban core, improved public transport, better provision for active travel, and the social and cultural amenities of city life.

This has a profound effect on the local economy, giving rise to so-called agglomeration benefits which make the city more productive, including<sup>15</sup>:

- **Sharing**—the ability to share inputs, supply chains and infrastructure;
- **Matching**—access to a large pool of workers;
- **Learning**—the ability to exchange ideas and information, known as ‘knowledge spillovers’.

The parallel increase in city centre living means that city centre jobs are more accessible to more people. Bristol experienced more than 30% growth in city centre population between 2001 and 2011<sup>16</sup>.

Although city centres account for just 0.08 percent of land in the UK, they account for 15 percent of jobs and 32 percent of high-skilled jobs. The density and proximity of city centres create easy face-to-face access between individuals, thus communication and ultimately productivity is greatly enhanced<sup>17</sup>.

Research from the ONS found that productivity per worker was higher in denser cities and towns compared to sparser cities and towns, particularly in sectors such as information and communication; financial and insurance activities; and professional, scientific and technical activities<sup>20</sup>. City centres offer attractive workstyles and connection for knowledge-intensive and creative firms.

The types of sectors in which Bristol specialises tend to prefer city centres. The highest specialisations in the following sectors all tend to prefer—and benefit from—city centre locations:

- Programming and broadcasting activities
- Insurance, reinsurance and pension funding
- Legal and accounting activities
- Financial services

Accordingly, the City Council should ensure that the city, and city centre in particular, retain employment space for these sectors to support their productive growth and ease of access for workers, particularly through public transport and active travel.

## Joined up action

To deliver genuinely inclusive and sustainable economic growth, there will need to be a concerted and joined up effort from stakeholders and partners across the city, alongside the City Council and City Office.

Such partners will include businesses, third sector, trade unions, social enterprises or public agencies with a willingness and commitment to become Ambassadors for inclusive and sustainable economic growth. This will be a collective effort where partners will co-design and deliver projects and programmes side by side to ensure that opportunities that arise in the city lead to a fair distribution of good outcomes.

Improvements to education from early years to post 16, affordable childcare, access to skills, training and jobs, the built environment, estate renewal, the delivery of new homes and better transport were common themes being raised by stakeholders.

Feedback from the stakeholder engagement undertaken as part of the strategy development has demonstrated that there is a sense that the environment is integral to the DNA of the city and projects need to measure outcomes across society and the environment, as well as across the economy. As part of the work underway to develop the One City Approach, a local expression of the global Sustainable Development Goals is being developed. Future iterations of this strategy will include reference to these goals and the strategy’s contribution towards achieving them.

## About this Vision

The vision for inclusive and sustainable economic growth includes a series of priorities – as set out below - which will be the guiding principles for the city's ongoing prosperity. The objectives have been co-produced by a range of organisations and agencies in the city. They are aligned with both the City Council's Corporate Strategy and the One City Approach.

Current and future projects will be measured against the priorities for their strategic fit and deliverability.

Each of the priorities have been developed with people at their heart so that the city can deliver projects which provide high quality place making and homes, with skills and jobs opportunities for those who need them most.

The priorities have also been developed to make the most of the city's strengths and build on these foundations including: a strong brand and reputation as a city abundant with opportunity for small, medium and large businesses; a city that has easy access to green and open space; a city with culture and creativity at its core; and, a city with major regeneration and development opportunities; a city which places good social and environmental outcomes at the core of project delivery.

# Vision

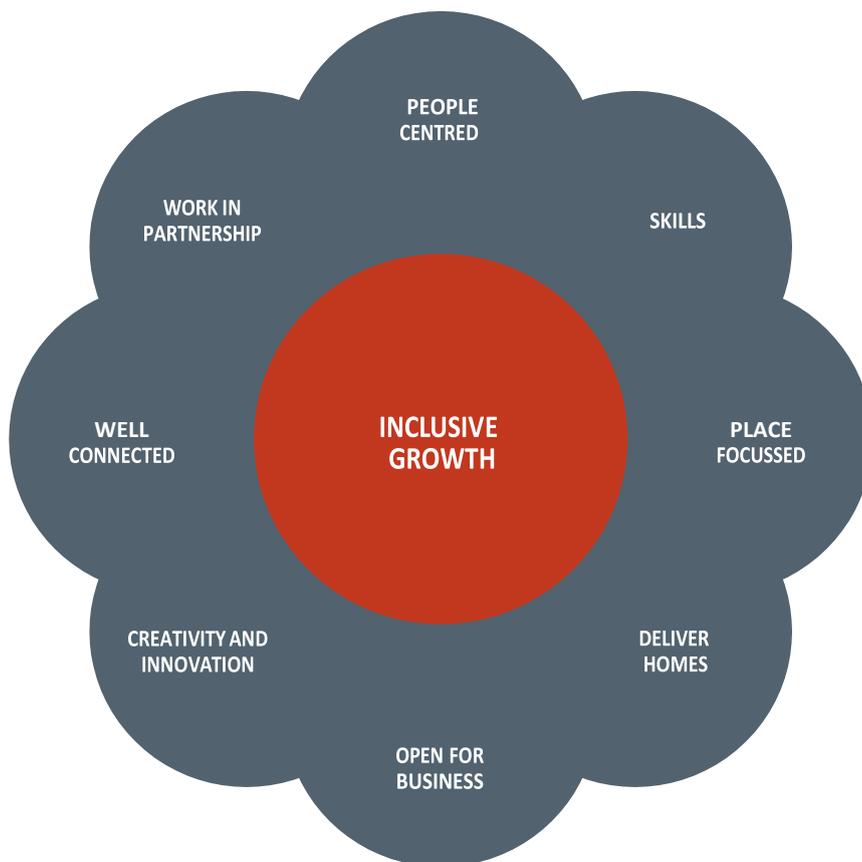
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## **A vision towards 2040: To enable all the people of Bristol to create a sustainable, inclusive and growing economy from which all will benefit**

Together, everyone in the city must make sure that all citizens can contribute and benefit from new opportunities and are best-protected from any challenges that stand in their way. This means that the Mayor, the Council and the City's key agencies will lead the way—working with community groups, businesses, universities and schools, and Government—to build the best city for all those who live in Bristol, encompassing young and old, native Bristolian and newcomer, family or single living, city-centred or in the suburbs.

A more inclusive Bristol will be shaped by eight key areas that should touch on every part of society. These key themes are depicted in the figure below.

**This is what inclusive and sustainable economic growth means for Bristol**



**AS A DIVERSE CITY WITH THE FASTEST GROWING ECONOMY OUTSIDE OF LONDON, BRISTOL HAS A POSITIVE OUTLOOK FOR THE FUTURE WITH A LOT TO CONTRIBUTE TO NATIONAL ECONOMIC GROWTH.**

---



**PEOPLE CENTRED**

Place people at the heart of investment; delivering education, employment and skills opportunities for all, promoting inclusive lifelong learning, health and wellbeing, **generating opportunities for sustainable prosperity.**



**SKILLS**

Develop and encourage a culture of life-long learning, ensuring that the people who live and work in Bristol are supported and encouraged to gain the skills they need to thrive in an inclusive economy.



**CREATIVITY AND INNOVATION**

Capitalise on the city's reputation for creativity and innovation providing good growth by generating diverse and productive ideas and services.



**WELL CONNECTED**

Deliver sustainable and accessible ways for people to engage with and benefit from the economy through transport and digital connectivity.



**OPEN FOR BUSINESS**

Provide an environment for business growth, creating the right conditions for increased people focused productivity and investment.



**PLACE FOCUSED**

Develop high quality places, communities and neighbourhoods to retain and attract a diverse mix of residents, workers and visitors.



**DELIVER HOMES**

Provide homes people can afford and meet the needs for existing and new communities covering a range of types, delivery models and tenures.



**WORK IN PARTNERSHIP**

Delivering good growth – enabling social mobility through strong partnerships across agencies and all sectors, at the local, regional and national level.

# Themes and priorities

The priorities for this inclusive and sustainable economic growth strategy are meant to be interconnected, not independent. The robust evidence base has examined the city's underlying strengths and weaknesses, looking at long term trends and opportunities for major investment and economic growth.

The evidence base examined quantitative data, qualitative reports and policy documents across the following topics:

- Demographics (including age, nationality, family structure)
- Skills and education from early years schooling through to further and higher education
- Levels of deprivation
- Employment and wages
- Company size
- House prices
- Planned commercial development
- Planned residential development
- West of England Joint Spatial Plan and Bristol Local Plan
- Corporate Strategy
- One City Plan
- Connectivity including public transport network and accessibility
- **Bristol Transport Strategy**
- Digital connectivity
- Environment including air quality
- Infrastructure
- Cultural amenity

Wherever possible, the data has been disaggregated to identify disparities, spatially, across gender, ethnicity, age, disability or other characteristic.

A strong set of themes were identified through the baseline review which focus on people and place. These have been consulted on with the City Council, City Office and stakeholders.

People are at the heart of the strategy with a focus on making sure that the city can offer residents with productive jobs that suit their skills. This will allow people to provide for themselves and their families and live healthy happy lives.

## People Centred

**Place people at the heart of investment; delivering education, employment and skills opportunities for all, promoting inclusive life-long learning, health and well being, generating opportunities for sustainable prosperity.**

An inclusive Bristol must have people-centred and people-driven projects, services and investment at its heart. It must also recognise the different needs of its diverse population in designing and delivering those projects, services and investments to ensure maximum impact, inclusion and sustainability.

### The challenge

#### Employment

Employment figures demonstrate that Bristol is performing well overall. It has the highest employment rate of the ten Core Cities, and has performed well for the past ten years. The jobs in Bristol also tend to be productive jobs, with Bristol's Gross Value Added (GVA) per worker higher than the UK average. However, the 'overall' and 'tend' mask economic inequalities and exclusion for many residents.

Within the city there are clear spatial disparities, with many neighbourhoods experiencing significantly lower employment rates and earnings. There are other disparities between residents based on gender, ethnicity, etc. While enabling residents

of these neighbourhoods or groups to enter employment will be a feature of inclusive growth, addressing inequalities will require enabling these residents to secure higher quality jobs. As with many places in the UK, many Bristol residents are subject to in-work poverty and forms of employment that do little to improve their health and wellbeing. Bristol also faces some high costs of employment, contributing to in-work poverty, including transport and childcare costs.

Temporary contracts, zero-hours contracts, and the ‘gig economy’ can all provide much-needed work for those not currently in employment, but they also are often characterised by limited autonomy, lack of formal training or skills development and restricted job progression. The pitfalls of modern working practices were highlighted in the Taylor Report, Good Work in 2017, which called for “a fair balance of rights and responsibilities, everyone should have a baseline of protection and there should be routes to enable progression at work.” Improving terms and conditions of employment, as part of improving ‘jobs quality’ is often seen as a feature of the value that organised labour can bring to inclusive and sustainable economic growth.

### Further and Higher Education

Bristol is successful at attracting students to its excellent Higher Education institutions; however, the participation rate in higher education is poor for the city as a whole. Within Bristol, there is disparity in higher education participation, with residents of neighbourhoods in the south, east and North West periphery less likely to attend college or university than those in the centre of the city<sup>24</sup>. More local people could attend the universities in Bristol—as well as universities elsewhere and attaining degree-level skills in other settings. This starts with increasing the aspirations of students and instilling a culture of learning across all schools, families and communities, leading to improvements in educational attainment across schools and in post-16 further and tertiary education.

Part of this is about better investment in skills and training programmes to gain more efficient outcomes and impact. Bristol Learning City has established a Partnership Board which seeks to tackle learning challenges in the city. Members of this board include city leaders, education professionals and business advocates.

## BRISTOL IS SUCCESSFUL AT ATTRACTING STUDENTS TO ITS EXCELLENT HIGHER EDUCATION INSTITUTIONS, HOWEVER, THE PARTICIPATION RATE IN HIGHER EDUCATION IS POOR FOR THE CITY AS A WHOLE.

Priorities for a people-centred approach	
<p>Priority PCA1 – giving people the best start in life</p>	<p>Simply targeting ‘economic growth’ does not necessarily contribute to improvements for all. Economic problems that start early can compound as they go unaddressed and therefore working with people early on in life is important. People-centred growth seeks to change the narrative from being simply about creating jobs and homes (by volume) to focusing on better outcomes for people through skills and education, wellbeing and the built environment where people live, work and play.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>• Designing a child-friendly city through spaces and places that encourage play and active learnings.</li> <li>• Creating places that are attractive and accessible to young people and their families.</li> <li>• Initiatives to improve the health and wellbeing of children in early years, supporting positive health choices and educational attainment.</li> <li>• Providing affordable childcare and nursery education, offering low income families and lone parents the opportunity to work</li> <li>• Improving school attendance and attainment, particularly for disadvantaged pupils and improving careers advice at school in preparation for ‘key transition points’ such as GCSE, post-16 learning, employment, and work progression.</li> </ul>

<p>Priority PCA2 – Helping people progress into better jobs</p>	<p>Focussing on how the most productive jobs can be created (across all skills levels and sectors) and productivity can be increased in existing jobs to benefit all workers is central to the strategy. Whilst generating new jobs is a core component, it is crucial to ensure that there are the appropriate skills and training programmes in place, with employers actively willing to work with the Council and other partners including training providers. This also recognises the important role that employers play in investing in and utilising skills to innovate and raise productivity.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>• Working with lone parents and low-income families to ensure they can access affordable childcare to allow them to attend skills and training programmes and enter employment.</li> <li>• Increasing skills and productivity to grow wages and job quality, to eliminate in-work poverty and enhance wellbeing.</li> <li>• Developing a culture of lifelong learning, in which people are motivated to acquire and aspire to quality jobs in various settings, including schools and the workplace.</li> <li>• Improving apprenticeship starts, quality training and completions, including higher-level and graduate apprenticeship completions, with a particular focus on under-represented and minority groups.</li> <li>• Support for Union Learn and other organized labour initiatives to enhance job quality</li> </ul>
<p>Priority PCA3 – enhancing health and wellbeing to support longer, healthier and more productive lives</p>	<p>Inclusive and sustainable economic growth has a symbiotic relationship with health and wellbeing. They are co-dependent, with employment bringing health benefits and employment prospects being enhanced by good health. Conversely, unemployment and economic exclusion can be both the result and cause of poor health. Some means of economic growth can have direct impacts on individual or public health, often the result of environmentally unsustainable practices.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>• Ensuring the streets and places are high quality and well connected encouraging people to dwell and interact and encouraging active travel, like walking and cycling</li> <li>• Working with social enterprises and the third sector on health and wellbeing community projects</li> <li>• Access to open space for quiet enjoyment, exercise and recreation</li> <li>• Working with employers and trade unions to ensure employees are able to ‘Thrive at Work’, with provision for occupational health and particular concern for mental health</li> </ul>

### Diversity

Between 2006 – 2016, the percentage of the working age population who are ethnic minorities rose from 9.1% to 14% (almost 18,000 people). Between 2006 – 2016, the ethnic minority population rose from 8.7% to 14.2%<sup>22</sup>.

### Lone-parent households.

In 2011, 8% of all households in the city were lone-parent households with dependent children. In 48% of these, the parent was not in employment.

### Employment

Bristol has the highest employment rate of the Core Cities, just above that of Leeds. The employment rate has been broadly increasing for the last 12 years, from 72% in 2004/05 to 77% in 2016/17.

# Skills

**Develop and encourage life-long learning, ensuring that the people who live and work in Bristol are supported and encouraged to gain the skills they need to thrive in an inclusive economy**

Learning is a life-long process. From early-years through post-retirement, people can continue to learn and increase their skills to improve their employment opportunities and community engagement. For many people, their engagement in education throughout life is influenced by the culture towards learning within their communities— family, neighbourhood, workplace and so forth. Thus, developing cultures of life-long learning requires engaging with a wide range of stakeholders about opportunities and benefits of continuous education.

## The challenge

### Schools

Bristol schools perform well at both primary and secondary level in Ofsted ratings. However, there is a large gap in attainment levels for children from disadvantaged families and other children which is higher than the UK average. In 2015 the gap in attainment in Bristol was 30% whereas the England average was 27%. The gap has remained stubbornly above 30% for the past 7 years, peaking at 37% in 2012. Bristol schools are 150th out of 152 in the country for attendance. There is likely a link between poor attendance and poor attainment in schools, both of which point to the need for influencing a culture of learning and understanding the opportunities associated with increased education and training.

### Apprenticeships and skills

Bristol has a lower rate of apprenticeship starts than Core Cities. Interestingly, almost half of all apprenticeships are taken up by those over the age of 25, with around a quarter of apprenticeships starts taken up by under 19s<sup>25</sup>. Apprenticeships are important in supporting young people into the labour market and in helping adults to gain updated or new skills, but cannot exist without investment by employers.

74 percent of 16-17 year olds in the City of Bristol were Not in Education, Employment or Training (NEET) or their activity was not known. This compares to 6 percent in England as a whole and ranks it in 5th place out of the eight English Core Cities<sup>26</sup>. This indicates a need for more, and more appropriate, education, training and employment opportunities for young people in the city, together with enhanced careers guidance.

There is evidence of a disconnect between skills provision in FE and demand in the local labour market, with underprovision of courses for skills in demand and over provision of some other skills. The business community could forge stronger links with education and training providers to make sure that the right skills are being provided in colleges and universities in the city so that students are 'job ready', with particular emphasis upon young people disadvantaged by gender, ethnicity or other characteristic.

### Ongoing training and support

Ongoing education and training is important to adults to adapt to changing skills demands and for career progression.

## Priorities for education and skills

<p>Priority ES1 – providing learner-centered focus in communities with lower educational attainment</p>	<p>Learner achievement is based on a wide range of personal, familial, school-based and other factors. The gap in achievement between students from disadvantaged and non-disadvantaged backgrounds is a warning sign for young people’s future. To combat this, Bristol will focus efforts within schools, community groups and families to support improvements in educational attendance and attainment alongside careers advice to improve aspiration and life chances.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>▪ Making the most of community groups in combination with schools to provide students from disadvantaged backgrounds with additional academic and social support</li> <li>▪ Better structured mentoring programmes between schools, businesses and the third sector, as well as work experience opportunities to help raise the aspirations of students</li> <li>▪ Improved careers advice and support for parents and young people to understand what training and skills are required for high quality, local jobs</li> </ul>
<p>Priority ES2 – building a locally responsive education and skills system</p>	<p>Bristol has strength in sectors as diverse as finance, professional services, programming and broadcasting activities. It also has large volumes of jobs in care, retail, hospitality and education. To enable residents to access opportunities in these sectors, Further Education and Higher Education will work together to provide courses that equip people with the right skills. This skills and training needs to be sustainable so it will also ensure that there are programmes for future changes in workplace jobs, automation and new industries.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>▪ Bristol will seek to include a strong educational and training component in the Local Industrial Strategy. This will strengthen the link between educational success and economic success, recognising the role of research and skills aligned to local labour market need required to help deliver local inclusive growth.</li> </ul>
<p>Priority ES3 – Learning as a life-long process and cultural aspiration</p>	<p>There are opportunities to learn throughout all stages of life. The hard skills and soft skills required to be successful change over time, and people need to be given the opportunity to continuously invest in learning. Early-age education has life-long impacts, and, thus, should be of particular focus in Bristol. But, the skills and training programmes of the City Office and partners such as the Learning City Partnership will also consider how to best provide the skills for school-age, support progression to further learning including university, work with business for on-the-job training and providing ongoing learning (and teaching) opportunities for older citizens.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>▪ Bringing together the skills providers across Bristol to better understand their key needs and the ways to support the essential transitions from early years, to school, university, working and later-in-life.</li> <li>▪ Using this shared understanding to inform strategic approaches to education and skills provision, especially in post-16, work-related learning</li> <li>▪ Building on the strengths of the Learning City Partnership campaigns and the status as a UNESCO Learning City to support a cultural aspiration for life-long learning</li> <li>▪ Support the role of Union Learn in workforce development</li> </ul>

## School performance

Overall, Bristol has seen an increase in primary and secondary school performance over the last five years.

## Attainment gap

There is a gap in educational achievement between children from disadvantaged backgrounds and other children in Bristol. The gap in 5+A\*-C (including English and Maths) between disadvantaged and non-disadvantaged pupils was higher in Bristol (33.9% in 2016) compared to England (28.0%) in 2016.

## Squeezed middle skilled jobs

Compared to Great Britain, Bristol has a higher share of highly-skilled occupations (53 percent compared to 45 percent) in 2016. Since 2004, the proportion of jobs in middle-skilled occupations has been falling, particularly in Bristol compared to Britain.

## Apprenticeships

Bristol has fewer apprenticeship starts per 10,000 residents than any other Core City.

## The gap in educational achievement

Along with low apprenticeship participation rates indicates that there may be challenges to overcome in terms of the learning culture amongst some of Bristol's young people and careers advice and information services.

## Higher education participation

There is great disparity across the city, with some areas having almost 100 percent participation in higher education from residents by the age of 19, while other areas have below 20 percent.

# Creativity and Innovation

Capitalise on the city's reputation for creativity, talent and innovation providing good growth by generating diverse and productive ideas and services.

Creative and innovative cities need spaces where people and organisations can share ideas and express themselves.

## The challenge

Bristol has a significant number of creative industries businesses and innovative companies and social enterprises. It is also a city known for cultural amenity, festivals, debates and ideas. This supports a strong tourism economy and contributes to an attractive quality of life; Bristol is the 8th most visited city in the UK.

It has major assets in its diversity of people, world-class universities and variety of businesses which can support an innovative and creative business environment. Alongside this, strong local government and community groups can work together to develop new and improved local services.

There should be greater focus on developing innovative and enterprising opportunities for young people, facilitating career opportunities in a wide range of sectors as alternatives to university as well as raising aspirations for university study.

There are real pressures on small fast-growing businesses to find the space to scale up that is also affordable and accessible. Incubators such as the Engine Shed, Filwood Green Business Park and Paintworks bring together small businesses, researchers and social enterprises to spaces suitable for start-ups, in an open and collaborative environment. What is needed is similar, suitable spaces for them to expand and thrive.

The diversity and cross-fertilisation of businesses and sectors is also important for innovation, and boosting trade and developing export opportunities in the wake of Brexit. Innovation can drive productivity, competitiveness and prosperity.

Looking forward, technological advancements – combined with globalisation and demographic shifts – will bring significant changes in the labour market, with big implications for the city.

As Nesta identifies in *The future of skills: employment in 2030*, a number of factors, including technological changes such as automation and artificial intelligence (AI), will change the demand for jobs and skills. Generally, those jobs that are made up of routine tasks are at a greater risk of replacement, whereas those occupations requiring interpersonal and cognitive skills are well placed to grow.

When thinking about future inclusivity and innovation, Bristolians will need more of these skills to thrive.

## Priorities for a creative and innovative Bristol

<p>Priority CI1 – leveraging the city’s diversity to spark new ideas. Driving innovation and productivity gains</p>	<p>A key advantage in cities is that they bring people together with diverse backgrounds and ideas from a wide range of places. This creates a backdrop for innovation and creativity to solve economic, social and environmental problems.</p> <p>Similarly, businesses can generate opportunities for firms and workers to learn from one another, creating new solutions and products to support economic growth.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>• Businesses will embrace the cultural, ethnic, gender, social, sexual identity and other diverse characteristics of the city through inclusive work environments. They will understand the business case for embracing equality, diversity and inclusion in the workplace for supporting innovative, productive and engaged employees.</li> <li>• Networks of people and businesses will make a commitment to not only have diverse membership, but also represent diverse perspectives.</li> <li>• Networks for businesses and workers to meet, share ideas and innovate will be built on platforms of trust and common understanding.</li> <li>• Building on and maximising the benefits from existing sector based networks, which are often centred on places such as the Engine Shed and Watershed where individual businesses benefit from proximity to others.</li> <li>• Support a not-for-profit platform to connect creative/technology driven start-ups with pre-seed investors, mentors and angel investors.</li> </ul>
<p>Priority CI2 – creating a culture of innovation and creativity for public services</p>	<p>Public services can provide the essential infrastructure for inclusive and sustainable economic growth—from transport to education and social services. The creative energy in Bristol should grow in the public sector as well. Given constrained public budgets, increasing public needs and Brexit round the corner, the public sector needs the freedom to innovate and explore ways of providing services more efficiently and effectively.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>• The public sector will be more creative and innovative in their approach to public services, particularly in approaching the multi-faceted nature of services. Agencies, organisations and departments will network with one another, trying to find common solutions to overlapping issues.</li> </ul> <p>The public sector rewards employees who take risks to overcome public sector challenges. ‘Intrapreneurship’— when employees taken on entrepreneurial behaviours— will create new opportunities to improve public services, capitalising on the city’s creative potential. City leaders will be open and transparent that public sector innovation involves risk, and it is reasonable to fail on the journey towards doing things better.</p>
<p>Priority CI3 – develop places where people can meet and new ideas evolve</p>	<p>Places—both public and private—should be designed to create space for the diverse communities of Bristol to interact, express their creativity and innovate. Creating physical “common ground” can go a great way towards facilitating new ideas and entrepreneurialism, but it must also go hand-in-hand with feeling welcome, comfortable and safe in these spaces and networks.</p> <p>This means:</p>

	<ul style="list-style-type: none"> <li>• <b>Imaginative re-engineering of the City Centre, to retain its place as the city’s focal point for its citizens</b></li> <li>• Building on existing models such as Engine Shed. More affordable and flexible space with more choice for start-up businesses and community-based groups needs to be available.</li> <li>• Investing in SMEs by creating a fund to support businesses to access scale-up space. Mechanisms including grants and funding could support the provision of new incubation and accelerator workspace.</li> <li>• Promote and showcase the city’s great, inclusive businesses, and highlight small and independent businesses which have the opportunity to scale up.</li> </ul>
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### **Bristol is highly skilled**

Between 2004 and 2016, Bristol's share of jobs in the most highly-skilled occupations grew from 44 percent to 53 percent, outpacing Great Britain which grew from 40 to 45 percent share over the same period.

### **Positive business start-up and survival rates.**

Bristol has a higher business churn rate than the national average. High churn is often good, as it signals that new businesses are starting up, demonstrating innovation and a healthy business environment for new businesses.

### **Bristol innovates**

The West of England generates almost 41 patents applications per 100,000 populations, much higher than the UK average of 17 patents per 100,000.

## **Well Connected**

Deliver sustainable and accessible ways for people to engage with and benefit from the economy through transport and digital connectivity.

Travel is changing. In cities across the UK and internationally, there has been an increase in public transport and Bristol is planning to be at the forefront of this change. The Council has developed a new Bristol Transport Strategy and is active in working with regional partners to enhance transport infrastructure and provision.

The Council wants to shape the future of travel, including the use of electric and autonomous vehicles, rather than simply respond to or accommodate these new technologies and systems. The city also wants to make sure it is digitally super connected, allowing businesses and residents to thrive in this new digital era.

Bristol is a compact city and has a strong commitment to modal shift and encouraging active travel. The benefits are interconnected, easing congestion on the roads, leading to better air quality, lower carbon emissions and an active city delivering health and wellbeing outcomes.

Connecting people to jobs is paramount to inclusive and sustained growth and tackles the need to get Bristolians into the right productive jobs. A rapid mass transit system, which is affordable and accessible to all communities, is one of the longer term aspirations for the Mayor of Bristol.

There is also significant development underway in the city including Temple Quarter, where improvements at Temple Meads station will speed up connections between Bristol, London and other parts of the country. The Temple Quarter regeneration programme will attract major investment that will in turn deliver new productive jobs and new affordable homes.

### **The challenge**

There are some particular challenges regarding local public transport connectivity and affordability. Spatially, areas that are particularly deprived in Bristol to the south east of the city, have poor local transport connectivity. The south of the city has some of the longest journey times via public transport to areas of high employment, and the cost of travel can be prohibitive.

**BRISTOL WILL BE A CITY OF SUSTAINABLE COMMUNITIES THAT COMBINE HOUSING, EMPLOYMENT, RETAIL, EDUCATION, TRAINING AND LEISURE FUNCTIONS, ALL LINKED BY A STRONG PUBLIC TRANSPORT NETWORK. THE CITY ALSO WANTS TO MAKE SURE IT IS DIGITALLY SUPER CONNECTED, ALLOWING BUSINESSES AND RESIDENTS TO THRIVE IN THIS NEW DIGITAL ERA**

## Priorities for a well-connected Bristol

<p>Priority WCB1 – connecting people to jobs, especially in deprived neighbourhoods</p>	<p>Whilst Bristol is a compact city, there are improvements that could ensure people are able to easily access jobs through good, affordable local transport connections. Future investment in local transport infrastructure should focus on places where journey times are longer, and access to local transport is more difficult, but potential demand (and benefits) is high. There are also opportunities to prioritise modal shift so that people are less dependent on cars, which can deliver improvements to congestion, emissions and air quality.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>▸ Developing a local transport strategy which specifically targets how to better link areas of deprivation to employment.</li> <li>▸ Advising local residents and businesses on the public transport choices available to them, including promoting walking and cycling.</li> <li>▸ Determining what a new mass transit system in Bristol could look like and the impacts it will deliver</li> </ul>
<p>Priority WCB2 – looking at mechanisms to deliver affordable public transport options for residents, especially lone parents, those on low wages and part-time workers</p>	<p>Unemployed people, especially lone parents and low income families have to take choices on employment including their ability to pay for, and access, transport to work.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>▸ Considering subsidised public transport costs in Bristol, especially for low income and part-time workers</li> <li>▸ Working with transport operators on affordability measures including multi- and through-ticketing</li> <li>▸ Informing families on different modes of transport including active transport and examine bike loan schemes, including 'wheel to work', to assist families with the cost of provision, including for school children<sup>29</sup></li> </ul>
<p>Priority WCB3 – digital connectivity and take-up to ensure all Bristolians have functional access and businesses can develop their competitiveness</p>	<p>The provision of Wi-Fi and high-speed broadband is an enabler for productivity growth, as it creates an attractive environment for businesses to invest. Residents should also be afforded the ability to access superfast broadband, recognising that take up and realising benefits are driven by affordability, security and digital skills.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>▸ Working with providers to ensure that all parts of the city have high-speed and reliable connections</li> <li>▸ Working with local businesses to ensure that customers and visitors have free and secure access to the internet</li> <li>▸ Develop universal basic digital skills in communities</li> <li>▸ Ensure an inclusive approach to the roll out of 5G</li> </ul>

# Open for Business

Provide an environment for business growth, creating the right conditions for increased people driven productivity and investment.

Bristol is the most productive of the UK Core Cities, largely as a result of its skilled workforce and a diverse economic structure. The city also benefits from a long established spirit of creativity, innovation and enterprise. These are all important features of a successful city economy.

## The challenge

There is a trade-off for highly productive cities. The access to knowledge and shared infrastructure can increase the cost of doing business, such as rents and wages. The diagram below demonstrates that city centres benefit most from people delivering innovation and higher productivity with one another in close proximity, but that creates demand for limited space—resulting in higher rents.

Bristol has strong and growing employment in high value-added sectors and growing investment in commercial business space. The links to the two major universities and investment in digital and high-tech sectors make the city particularly innovative. It is witnessing an increase in the commercialisation of its R&D, which is one of the pillars of the Government’s industrial strategy. Making sure that this burgeoning innovative ecosystem is inclusive and sustainable is a particular challenge when responding to the issues such as increased rents and the ‘squeezed middle and lower skilled jobs’.

Businesses within the Bristol city-region are already employing strategies to create their own inclusive and sustainable growth. This includes using public commitments to the triple bottom line<sup>32</sup> to demonstrate how commercial businesses can deliver benefits beyond profits, as well as through adopting creative approaches to recruitment and retention to deliver an element of sustainability and inclusivity to their growth.

Bristol is working hard to support scale-up businesses (enterprises with average annual growth in employees or turnover greater than 20 percent over a three-year period, and with more than 10 employees at the beginning of the period<sup>33</sup>). For small businesses to scale into larger ones they need access to physical office space, with flexible tenure terms, and affordable finance. Studies demonstrate that it is the lack of such space and infrastructure as key reasons for scale ups failing to transform into larger ones<sup>34</sup>. Therefore, to ensure the city is open for business and supports the retention and growth of inclusive and sustainable businesses, it needs a variety of spaces with a range of flexible lease arrangements.

Bristol will need to balance the effects of success with being accessible and affordable, in the availability of commercial space as with residential. This will be expressed through an Employment Land Strategy. Other business-facing strategies will be developed by Bristol City Council in areas such as enterprise support and inward investment.

### Priorities for being open for business

Priority OB1 – encourage businesses to provide high quality well paid jobs

Bristol has high rates of business start-ups and survival, demonstrating it has a confident business environment. Supporting and encouraging business growth will create a supply chain effect opening up the jobs market. It will also develop the city’s brand in being a city that welcomes inward investment and supports business.

This means:

- Work with businesses to ensure a Real Living Wage to support lower paid workers progress into better jobs
- Innovation in ‘bulk employment’ sectors to raise productivity and wages
- Attracting inward investment that creates inclusive and sustainable jobs and training opportunities, accessible to local workers

	<p>being provided and the apprenticeship opportunities are appropriate for the current and future jobs market</p> <ul style="list-style-type: none"> <li>• Ensure schools careers advice and work experience programmes are effective and introduce young people to the many opportunities available to them in the city across sectors and businesses.</li> </ul>
<p>Priority OB2 – maintain market intelligence that supports business investment and good economic development decision making</p>	<p>A good economic growth strategy relies on solid market intelligence. As an inclusive city, Bristol will use market intelligence and evidence-based policy to support economic growth and business.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>• The Mayor’s office and city agencies will work together to share intelligence (hard and soft data, plus analysis) which will support evidenced economic development strategies.</li> <li>• Inward investment and trade (exporting) strategies will be data-driven and supported by up-to-date information on property markets, skills, growing sectors and emerging local trends. This will give Bristol a voice in working with Department of International Trade and other inward investment agencies.</li> <li>• The city will monitor the economy, including the local labour market, and horizon scan for shocks and opportunities to be proactive and resilient to future change, intervening where practical and effective.</li> </ul>
<p>Priority OB3 – procurement and access to publically owned space and property</p>	<p>The Council has a significant number of assets across the city and its purchasing power (alongside many other businesses, partners and agencies in the city) is large. There is an opportunity to support local business with opportunities in the city through access to space and contracts – without prohibiting competition and competitiveness from further afield. There is also an important opportunity to support inclusive economic growth through ensuring that social value is gained from public sector procurement. Social value calculations should always assess their opportunity cost – does it cost more to extract the social value than its real value?</p> <p>This means:</p> <ul style="list-style-type: none"> <li>• Looking to examples including Compete For which are portals for local businesses to easily and readily access contracts in the local area</li> <li>• Undertaking an asset audit to see if Council assets such as buildings and space could be utilised for use by local entrepreneurs, social enterprises and the third sector.</li> <li>• Active participation and leadership in a collective approach to asset and social value based inclusive growth in the public sector.</li> </ul>

	Working with major employers to develop a local supply chain for products and services.
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### Productivity is high

GVA per worker, the main measure of productivity, is higher in Bristol than any of the other Core Cities. In 2016, GVA per worker in Bristol was £54,000, compared to £49,600 in Leeds or £47,700 in Manchester<sup>31</sup>.

**Employment patterns are changing** Employment in manufacturing has been falling over the past decade, and other sectors, like financial and insurance activities and education have been relatively stagnant. But, real estate; professional, scientific and technical activities; and administrative and support activities as a group have grown the most and represent the largest sector in Bristol.

### A digital and tech leader

McKinsey & Co with the Centre for Cities found Bristol as having the only fast-growing, globally-significant technology cluster in the UK (outside London).

### Continued investment in offices

City centre office supply is at its lowest levels since 2002 due to continued transformation of secondary stock to housing (especially student accommodation). Investment in offices surged in 2015 and 2016, with investment focused in the city centre.

### Squeezed low- and middle-skilled jobs

Since 2004, there has been a noticeable decline in low- and middle-skilled jobs. This highlights the importance of up-skilling existing workers, attracting highly-skilled workers, supporting low and medium-skilled workers and employers.



## Place focused

Develop high quality places, communities and neighbourhoods to retain and attract a diverse mix of residents, workers and visitors.

Bristol is a city of distinct and diverse districts and it is this diversity which makes it an attractive place to invest and live for the majority of residents. However, there are areas of the city of inequality in terms of access to housing, jobs or sustainable transport.

There are a number of major regeneration schemes and proposals in the city, in areas such as Temple Quarter, Lockleaze, Bedminster, Hengrove, Southmead, and Western Harbour, as well as in the city centre itself. These will deliver high quality exceptional and vibrant places with potential for both new productive jobs and new homes. Ensuring that new development is inclusive, sustainable and enhances quality of life is one of the core components of this objective.

### Challenges

The quality of place can influence behaviour, investment and long term opportunities.

The built environment plays an important role in shaping people's health, behaviour and development. For example, cities can be challenging spaces for children, with busy roads and lack of play space. But, Bristolians have developed new ways to make public spaces child-friendly. In 2011, Bristol led with programmes for making streets safer for play. Now, the network—Playing Out—operates in cities across the country. A city designed with children in mind will tend to be suitable for all ages.

Quality public realm can change a community and bring economic benefits; working with developers to invest early in high quality public realm and meanwhile uses can have wide ranging long term impacts. This needs to be delivered alongside ensuring there is affordable business and incubator space.

'User experience' including locals and tourists can also drive local economic activity, but Bristol lags in tourism spend compared to other Core Cities. Pops up, meanwhile uses and curating public space can all impact local economic spend which is important for local centres and high streets.

This will also require ensuring that the key arrival and access points to the city work well (by rail and road). Addressing key bottlenecks and capacity issues will enhance the 'user experience'. As Bristol has demonstrated, effective wayfinding and quality connections can make sure that visitors experience wider parts of the city so that the focus is not all on the city centre. Building on the Bristol-developed and now internationally-known 'Bristol Legible City' initiative, signage in the city is due to be updated in 2018/19 and will be extended beyond the central districts, introducing public art and improving the public realm.

## Priorities for delivering a place-focused approach

<p>Priority PF1 – creating safe, healthy public spaces for everyone</p>	<p>High quality public realm can encourage walking and cycling in the city, people to be active, reducing social isolation and increasing footfall on high streets and neighbourhood centres increasing local economic activity.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>• Ensuring that all citizens have access (location, use and time) to green spaces and local centres, community services and public amenities within accessible active travel distance.</li> <li>• Public spaces in local centres and the city centre should be well maintained.</li> <li>• Mitigating air pollution and noise from city streets that reduce the enjoyment, use and healthiness of public spaces. Parks, public realm and community spaces should be healthy places, protected from the negative effects of anti-social behaviours, traffic and industry.</li> </ul>
<p>Priority PF2 – encouraging a thriving and successful city centre</p>	<p>A thriving city centre can increase tourism, local economic activity and inward investment. It can create jobs in retail, leisure and tourism through to highly skilled companies who want an urban city centre environment.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>• Encouraging knowledge-intensive jobs to cluster in the city centre, as they are the most accessible (particularly for people using sustainable transport), inclusive and sustainable locations for employment. Clustering encourages businesses to collaborate (with each other and the Universities) and workers to learn from one another. Accessible clusters create deep and wide job markets, which offer a wider range of opportunities to workers across sectors and skills levels.</li> <li>• Develop a local industrial strategy which sets out defining the contribution of Bristol City Centre as the economic powerhouse for the city region. City centres attract a type of highly-skilled jobs which have benefits including supporting more local service based jobs across a range of skills levels and being more future-proofed against automation.</li> <li>• Focus on creating quality, knowledge-intensive jobs in the city centre. Cities with higher proportions of knowledge-intensive sectors have experienced faster economic growth and higher economic resilience compared to those with higher concentrations of unskilled and labour-intensive jobs<sup>35</sup>.</li> </ul>
<p>Priority PF3 – improving local centres</p>	<p>Local centres are an important asset in a city. Not simply for retail uses, but as places for people to meet and</p>

socialise, reducing isolation especially in older people, and can be the heart of the community.

This means:

- Local centres and high streets continue to serve their local residents and businesses but in new ways, reflecting the changing nature of retail. The city will re-think the way people use local centres. They will be about more than shopping but will be home to local services and enterprises for communities. This might include affordable workspace for scale ups and social enterprises, centres for mixed community uses and, places for children to play.
- Planning local centres that are well-connected for active travel, public transport and open space. Residents should have easy access to good public realm, sufficient pavements and cycle space (and parking) and good bus and rail or in the future other forms of mass transit. This could encourage the use of reimagined local centres by all populations from all ranges of income and ability who can use the services provided there.



## Deliver homes

**Provide homes people can afford and to meet their needs for existing and new communities covering a range of types, delivery models and tenures.**

Over 450,000 people call Bristol home. Bristol's status as a smart city, green capital and its reputation for excellent quality of life attract people to live here.

For Bristol to be inclusive, people must have an affordable, safe and secure place to live. Secure and good quality housing is important to achieving a good quality of life and can often act as a springboard to improving health, education and employment outcomes.

### Challenges

Despite Bristol's strengths, there are inequalities within the city. These inequalities are frequently reinforced by poor quality homes and an increasingly severe shortage of affordable housing.

ONS data shows that in 2017 the average (median) house price is 10.9 times the average (median) residence-based salary<sup>37</sup>. Bristol is ranked last in terms of affordability when compared to other Core Cities (making Bristol more affordable than London but less affordable than most of the UK's largest cities). Bristol has seen the largest increase in this ratio between 2011 and 2016 indicating that the impact of this affordability challenge will have been felt severely in recent years.

The need for new homes is set to continue, with the recent Strategic Housing Market Assessment for Wider Bristol identifying the need for 105,500 homes across the West of England over the 20 years from 2016 to 2036. It is noted that Bristol functional housing need is not expected to be met within Bristol's city boundary alone with people commuting to work and accessing amenities from outside areas.

The delivery of new homes needs to remain responsive to changes in the market, and market characteristics, for example, the private rented sector in Bristol is strong, potentially reflecting Bristol's young population profile. Whilst traditionally a large private rented sector consisting of a large number of landlords with single properties presents challenges, the presence of such a market could also present opportunities to larger providers to deliver quality homes at scale through harnessing investment from institutional and charitable investment.

The City Council plays a critical role in delivering homes to accommodate growth and has the potential—with investment—to provide affordable homes in the right configuration in the right places for residents. The Bristol Housing Strategy identifies the role for the Mayor, the Council and other agencies in meeting this challenge. **The emerging Employment Land Strategy Study will inform future employment land requirements and the review of the Local Plan will provide supporting policy to promote the correct balance between employment space and residential provision.** Other measures include:

- The Mayor has committed to deliver 2,000 homes per year, with BCC committing £200 million over the next 5 years to ensure 800 of these will be affordable.
- Proactively looking for opportunities for additional housing land and site assembly, making best use of land available (provided this can be balanced with the need to protect and enhance land required for industrial and commercial use).
- Creating value from brownfield land and sites and reviewing existing land and property assets.
- Considering a range of delivery options including direct delivery, partnerships with Registered Providers and Homes England as well as through encouraging new entrants into the sector.
- Ensuring that the skills and expertise required are available within the Council.
- Considering investment in modern methods of construction, to speed housing delivery

## Priorities to deliver homes

<p>Priority DH1 – delivering homes that people can afford</p>	<p>For the City to thrive it is essential that all members of the community are able to afford safe and secure homes. The mix of homes must be appropriate to provide choice for all members of the community and to meet the needs of communities today and in the future.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>• Providing a mix of homes across a range of types and tenures, across a range of prices that people can genuinely afford. These homes must be appropriate to local communities providing good quality options and a choice of home particularly in areas where there is inadequate current provision and where demand is high.</li> <li>• Where appropriate enabling provision of quality homes by the private rented sector. These homes are likely to be provided where there are suitable development sites, but must be appropriate to local communities and avoid the worst excesses of gentrification and displacement. In appropriate locations, the private rented sector can deliver homes at a faster pace and larger scale than private for sale development<sup>38</sup>.</li> <li>• The council will continue to monitor this trend and ensure it is appropriate for the city, and where it is, progress housing (of different tenures). The forthcoming Employment Land Strategy Study will assess commercial need and will make the case for ensuring there are still appropriate locations for commercial development.</li> <li>• Using strategic planning powers and local plans to ensure the right kind of housing is delivered at pace and scale to ensure supply can meet demand. In particular, through the review of the Bristol Local Plan.</li> <li>• Support innovative home building routes, including self and community build schemes supported by non-traditional funding initiatives and modern methods of construction.</li> </ul>
<p>Priority DH2 – delivering homes that connect people with jobs</p>	<p>A safe and affordable secure home is fundamental to participate in employment undertake further study and achieve a good quality of life.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>• Planning new development around new and existing or planned transport corridors and centres, especially those with planned increased capacity for active travel and public transport access to employment centres.</li> <li>• Ensuring that homes for people on lower income are accessible to employment areas (especially in Bristol city centre and major town centres). “Accessibility”</li> </ul>

	<p>includes the location, affordability, time of travel and timetable of public transport. Accessible public transport should ensure that the financial and logistical costs of travel—particularly for work—do not outweigh the opportunities employment provides.</p> <ul style="list-style-type: none"> <li>• The public sector working with developers and Registered Providers to identify opportunities for employment and training on or close to new developments, and to identify ways in which they can work together to support tenants and residents to take advantage of opportunities.</li> <li>• Support the target for housing to cost no more than a third of total household income.</li> </ul>
<p>Priority DH3 – improving existing neighbourhoods while shaping new ones</p>	<p>Bristol has established neighbourhoods, with distinct characteristics and community spirit. Supporting existing neighbourhoods and enabling them to flourish alongside new communities will be essential to delivering inclusive growth. However, communities should have the opportunity to interact and engage across the city offering new opportunities and experiences. Existing neighbourhoods with supporting community, social and physical infrastructure offer a sustainable place for new development, as well as an opportunity to attract investment that could deliver wider improvements.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>• Established communities are invested in and improved to ensure that residents can access the new amenities in Bristol. This may involve investment in existing homes (including retrofitting to meet energy targets to combat fuel poverty and enhance sustainability) as well as new homes, but also in ensuring access to transport and wider amenities.</li> <li>• Using development funding in ways that supports the wider regeneration of neighbourhoods rather than single sites.</li> <li>• Making the most of underutilised land and buildings within existing neighbourhoods. This will mean the public sector agencies, such as Homes England investment, working with partners on projects including the One Public Estate proposals, to identify opportunities on brownfield sites, under-utilised sites and buildings and taking the lead where appropriate to support increased densities within existing areas.</li> </ul>

### Need for new homes

The Bristol Local Plan review consultation document expects at least 33,500 new homes to be built between 2016 and 2036 consistent with the submitted West of England Joint Spatial Plan. This will require a sustained high level of delivery over this period.

### Rising home prices

Growth in house prices in Bristol since 2012 has outstripped the UK and South West<sup>36</sup>.

**Less home ownership, more private renting** Bristol has seen growth in private renting of housing and a decline in home ownership (either outright or with a mortgage), and a higher increase in private renting compared to England. 29% of city residents live in rented properties and affordability of rent relative to wage is an issue.

### Affordability

The median house price was 10.9 times the median wage in Bristol in 2017, making it one of the most unaffordable cities for housing in the UK.

## Work in partnership

Delivering good growth - enabling social mobility through strong partnerships across agencies and all sectors, at the local, regional and national level.

An inclusive city takes a joined up approach to complex issues to make the most of a wide range of expertise, capabilities and assets.

The Bristol One City Approach is a long term vision for Bristol led by the City Office which will provide a vehicle to help align strategic city stakeholders, strategies and plans towards a common set of goals and investments. Through improved alignment, the city will realise collective benefits under three themes all about reducing inequality, promoting quality of life and improving sustainability.

Bristol City Office is working in partnership with key stakeholders in the Bristol City region to lead the way in inclusive growth via a series of civic-led, business-focused Strategic City Funds, covering three proposed strands of activity: housing, 'no child goes hungry' and inclusive employment.

The Fund will receive applications and be managed by a city fund board and report to the City office. It will seek to fund holistic solutions which tackle root causes and insist that all solutions promote inclusive growth in the city.

In simple terms, all projects funded by the City Funds will look to grow, make money and make impact, and to do so including the communities in Bristol which are currently excluded from the economy.

While this strategy has its focus on the Bristol City Council area of responsibility, it is clear that this does not represent the area widely regarded as 'Bristol', nor does it represent a 'functional economic market area'. For these reasons, Bristol City Council recognizes the need to work in partnership with organisations, agencies and authorities working across a number of geographies. Bristol City Council was a founder and driving force for the establishment of the West of England Combined Authority, to bring greater efficiency and impact to regional economic development.

As the Combined Authority matures as an organisation, it is anticipated that it will recognise the rationale and objectives of this strategy, taking these into appropriate account in formulating collective strategies.

## Priorities for working in partnership

<p>Priority WP1 – creating a culture of co-operation between the public, private and third sectors</p>	<p>Local government, businesses and community groups each have important roles to play in creating a more inclusive city. By working together, they can accomplish common goals using their different capabilities, powers, appetites for risk and overall responsibilities.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>▸ Partnerships be used as a ‘call to action’ to businesses, in place of top-down ‘delegation’ by the Mayor, the Council and other city agencies. This will involve all partners listening to local people, their ideas and concerns.</li> <li>▸ Working effectively across the City and city agencies as well as with partners in the wider region including Bristol Learning City, Business West, and the West of England Combined Authority.</li> <li>▸ Contributing actively to the work of regional economic development agencies, such as the Combined Authority and Local Enterprise Partnership, to further the prospects for Inclusive Growth in Bristol and its surrounding city region.</li> <li>▸ Making available and sharing data between agencies where appropriate and helpful to do so.</li> <li>▸ Civic enterprise could play a greater role in delivering social value. This implies greater self-sufficiency within council services by creating income-generating ideas and encouraging a more entrepreneurial culture within the council.</li> </ul>
<p>Priority WP2 – approaching problems with a holistic and total-place point of view</p>	<p>The economic, social and environmental challenges facing Bristol will not be solved in silos. Health problems are rarely just about health, as unemployment is not just about skills. The more we can understand the multi-faceted aspects of the city’s challenges, the better we can be at solving them.</p> <p>This means:</p> <ul style="list-style-type: none"> <li>▸ Businesses are not the only organisations who can foster economic inclusion. Third sector involvement, community-led businesses and addressing in-work poverty are key to ensuring a more inclusive business environment.</li> <li>▸ Bristol will take a people-centred and place-focused approach to solving problems, working across silos within government and the business community. Learning lessons from the Troubled Families initiative will be an important launchpad for designing better public services and policies.</li> </ul>
<p>Priority WP3 – creating virtuous cycles in which the city continues to benefit from investing in itself</p>	<p>Grants and one-off programmes play an important role in funding projects and programmes in Bristol. But more innovative solutions will be required to create sustainable funding sources for the city’s ongoing needs.</p> <p>This means:</p>

	<p>encouraged. Opportunities to source, recycle and retain benefits in the local area should be investigated.</p> <ul style="list-style-type: none"> <li>▸ Better use should be made of existing structures and community investments such as the Bristol Pound, and access to Big Lottery Fund. This could contribute to improved social infrastructure to create businesses and job opportunities to generate income.</li> <li>▸ Existing local assets should be used, including local knowledge, community leaders and networks. Support for community groups should be provided via direct investment, and enabling them to access funding.</li> </ul> <p>Peer-to-peer lending, crowd funding, credit unions and a more entrepreneurial role for the city council in investing in infrastructure and business growth. The Mayor, the Council and other city agencies should also attempt to connect start-ups and scale-ups with angel investors and investment funds.</p>
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### **Inequality is a challenge**

Bristol has a mix of the most and least deprived neighbourhoods, showing pockets of long-standing deprivation and high wealth. 70,000 people in Bristol live in neighbourhoods that are classified as among the most deprived in England.

### **Economic and social challenges are often multifaceted**

For example, 48 percent of disabled people in Bristol had no qualifications (compared to just 13 percent of those with no disability).

**Business plays an important role in inclusion** Partnerships like Bristol & Bath Regional Capital are supporting civic-led, commercially-focused and innovative investments. They connect local and external investors with commercial opportunities that provide financial and social returns.

# Endnotes

<sup>1</sup> ONS 2016 population estimates

<sup>2</sup> ONS bulletin, 9 December 2015

<sup>3</sup> World Economic Forum (2017), Inclusive Growth and Development Report, p.9

<sup>4</sup> OECD (2015) The Governance of Inclusive Growth, p.10

<sup>5</sup> When 'Bristol' is referred to in this report, the specific geography referred to is that of the City of Bristol Local Authority

<sup>6</sup> Bristol is in the top quintile of the most productive UK cities in terms of GVA per worker in 2016 (10th out of 62 UK cities and towns). Centre for Cities from ONS, Regional Gross Value Added (Income Approach) NUTS3 Tables; NOMIS, Business Register and Employment Survey; NOMIS, Mid-year population estimates

<sup>7</sup> ONS, Annual Survey of Hours and Earnings (ASHE), average gross weekly residence based earnings.

<sup>8</sup> Centre for Cities from PATSTAT; Intellectual Property Office, Patent published by postcode, 2015 data. Note that Centre for Cities analysis of Core Cities considers Primary Urban Areas (PUA). The PUA for Bristol is defined as the City of Bristol and South Gloucestershire.

<sup>9</sup> The Bristol and Bath Tech City supports 35,924 Digital jobs according to Tech City 2017. <https://technation.techcityuk.com/cluster/bristol-and-bath/>

<sup>10</sup> Source: ONS Business Register and Employment Survey 2016

<sup>11</sup> In 2016, Bristol was ranked 1st for 'City Conditions' by the Happy City Index, incorporating work, health, education, place and community factors. It was also ranked 1st for sustainability. Source: Happy City Index 2016

<sup>12</sup> Hampshire Trust Bank and Centre for Economics and Business Research, 2017

<sup>13</sup> Office for National Statistics, Business Demography, 2016. 5-year survival rate from business births in 2011.

<sup>14</sup> 42 LSOAs in the city are in the most deprived 10% of England. That amounts to 16% of residents in Bristol, almost 70,000 people. Since the 2010 IMD, an additional 10 wards have fallen within the lowest decile. Source: Index of Multiple Deprivation 2015 (Source: DCLG, Indices of Deprivation Explorer)

<sup>15</sup> Duranton, G. and Puga, D. (2004), "Micro-foundations of urban agglomeration economies", National Bureau of Economic Research working paper 9931

<sup>16</sup> <http://www.jll.co.uk/united-kingdom/en-gb/Research/JLL%20Urban%20Tendency%20Report.pdf>

<sup>17</sup> W Pan et al., Urban characteristics attributable to density-driven tie formation, Nature Communications 4 1961, (2003)

<sup>18</sup> Suburban areas, on the other hand, tend to be relatively more attractive to goods-exporters (e.g., manufacturing), where this interaction is relatively less important. This area accounts for 44 per cent of the nation's goods-exporting businesses, compared to 35 per cent of all businesses.

<sup>19</sup> Centre for Social Justice. 2018. Productivity, Place and Poverty Place based policies to reduce poverty and increase productivity

<sup>20</sup> ONS. 2017. Exploring labour productivity in rural and urban areas in Great Britain: 2014

<sup>21</sup> <http://www.jll.co.uk/united-kingdom/en-gb/Research/JLL%20Urban%20Tendency%20Report.pdf>

<sup>22</sup> ONS annual population survey

<sup>23</sup> Gross value added (GVA) is a measure of the increase in the value of the economy due to the production of goods and services. It is measured at current basic prices, which include the effect of inflation, excluding taxes (less subsidies) on products (for example, Value Added Tax). GVA plus taxes (less subsidies) on products is equivalent to gross domestic product (GDP). GVA per head relates the value added by production activity in a region to the resident population of that region.

<sup>24</sup> Bristol City Council, Economic Briefing. HEFCE data, POLAR 3 & 4

<sup>25</sup> Department for Education, 2017, Local Authority data on Apprenticeship Starts

<sup>26</sup> Department for Education, 2016, Proportion of 16-17 year olds recorded as not in education, employment or training (NEET) or whose activity is not known

<sup>27</sup> Location quotients measure a region's industrial specialism when compared to a larger geographic area, in this case England. Analysis is based on 2016 ONS Business Register and Employment Survey data. Here, the location quotient calculation is based on the number of employees in certain sectors.

<sup>28</sup> Bristol Legible City. <https://www.bristollegiblecity.info/fullpicture.html>

<sup>29</sup> Bristol City Council operates a scheme for loan bikes and subsidised bus tickets.

<sup>30</sup> Centre for Cities research

<sup>31</sup> Calculated using Regional GVA (balanced) by local authority in the UK, ONS data and total employment data from BRES, NOMIS 2016 to reach total GVA per worker.

<sup>32</sup> A framework designed to measure performance across three dimensions: social, environmental and financial, of "people, profit and planet"

<sup>33</sup> Coutu S., (2014), The Scale Up Report on UK Economic Growth

<sup>34</sup> *ibid*

<sup>35</sup> Ron Martin et al. Divergent cities in post-industrial Britain. Future of Cities: Working Paper. Foresight, Government Office for Science. 2016.

<sup>36</sup> Hometrack data, 2016

<sup>37</sup> Centre for Cities. Cities Outlook data tool: 2017 data. Accessed 2018.

<sup>38</sup> Larger scale PRS / Build to Rent supported say by institutional investment is typically faster to deliver because there is a strong incentive to build and secure income. <http://londonfirst.co.uk/wp-content/uploads/2017/09/Build-to-Rent.pdf>

# **Inclusive & Sustainable Economic Growth Strategy**

## **Draft Action Plan – for consultation**

### **Context**

Bristol's inclusive and sustainable economic growth strategy is focused on productivity-driven growth, together with the fair distribution of economic contributions and benefits. It also takes as a guiding principle that economic growth should not come at the expense of environmental and health standards. Accordingly, this strategy concerns itself with economic, social and environmental outcomes.

This Action Plan has been co-produced with a wide range of agencies and organisations across the city, but it will still benefit from further consultation to garner greater engagement and agreement. The aim is for the action plan to provide the framework for delivering the Strategy. There are actions for each of the priorities identified for the strategy's eight themes, with the following detail attributed to each action

- Timescale
  - Short-term, 2019-20
  - Medium-term, 2021-2028
  - Longer-term, 2029-2040
- Responsibility – the lead delivery partner(s)
- Cost – where possible, an indicative estimate
- Metric – where feasible, a measure of success

Evaluation will be important to understand whether these actions, objectives and themes are effective. The What Works Centre for Local Economic Growth suggests:

- Evaluation, embedded from the start of the policy design process, helps to improve policy design and inform future decision making, by assessing whether policy has the desired impact and is cost-effective
- Evaluation should be proportionate, and focus on specific programmes and projects where good evaluation is feasible
- Build in 'sunset clauses' and use monitoring and evaluation to make decisions about whether to continue funding the programme or re-design specific elements

This Action Plan should serve as the starting point for developing and influencing a wide range of projects across Bristol City Council, the City Office and key delivery partners to guide a more focused and collaborative approach to inclusive and sustainable economic growth.

Theme – People Centred		Metric – Employment Rate		
<b>Priority - Giving people the best start in life</b>				
Short-term (to 2020)		Responsibility	Cost	Metrics
Incorporate a “child-friendly cities” aspect to the One City Approach		City Office	-	
Bring together a Childhood Health & Wellbeing working group comprising leaders from NHS, PHE and schools		City Office	£15k pa	
Pilot an affordable childcare and nursery education programme enabling low income families and lone parents the opportunity to work (and not be part of an expanding problem of ‘in-work poverty’)		BCC Children & Families Services		
Develop a School Performance and Attainment Taskforce, aimed at improving outcomes for disadvantaged pupils and improve careers advice at school		Learning City Partnership	£15k pa	GCSE attainment
<b>Priority - Helping people progress into better jobs</b>				
Short-term (to 2020)		Responsibility	Cost	Metrics
Research and set Bristol Living Wage, working with employers and trade unions to encourage take-up		BCC Growth & Regeneration	£75k	Earnings
Work Zone Programme – continue the programme with focus on south, southeast and north Bristol supporting people facing multiple barriers to work into employment		BCC Education, Learning & Skills Improvement	-	Reduced worklessness
Adapt the Ways to Work Network to include people in-work who need assistance progressing in their career		BCC Education, Learning & Skills Improvement	-	
Create a map of community organisations who the council can partner with and refer residents to for advice and support		BCC Education, Learning & Skills Improvement	-	
Advocate for employer training programmes and Union Learn; provide advice and celebrate the successes of programmes such as role models and apprenticeships		BCC Growth & Regeneration	-	
Medium-term (to 2028)		Responsibility	Cost	
Initiate more apprenticeships and skills training for younger age groups, including making best use of leverage through public sector procurement and planning policies		Learning City Partnership		Apprenticeship starts and completions
Provide targeted support for most excluded groups for skills and accessing work – appoint a task force which provides specialist support for: learning disability; carers; drug and alcohol dependency; older people; disability; ex- offenders; English for Speakers of Other Languages (ESOL)		Learning City Partnership		
Work with employers to address ‘pay gaps’, gender, BAME and disability		City Office		Gender pay gap
Jobs Fairs – increase activity and target priority neighbourhoods and sectors, during work as well as out of office hours		BCC Education, Learning & Skills Improvement		
Support and develop the Future Bright programme – people on in-work benefits are provided career progression coaches (out of and in-work) – including a strong link with social landlord services for the 27,000 households in social tenancy		BCC Education, Learning & Skills Improvement		

<b>Priority - Enhancing health and wellbeing to support longer, healthier and more productive lives</b>			
Short-term (to 2020)	Responsibility	Cost	Metrics
Build partnership between city agencies, social enterprises and the third sector on health and wellbeing community projects	City Office		Quality of Life Survey
Develop a communications plan for disseminating all programmes into the council, across departments	BCC Policy & Strategy		
Develop stronger referral pathways for third sector organisations to support people into social, health and wellbeing programmes	Health & Wellbeing Board		
Medium-term (to 2028)	Responsibility	Cost	
Develop a plan for cradle-to-grave care and support services across the council	BCC/Health & Wellbeing Board		
Deliver an age-friendly city mentoring programme and reverse-mentorship programmes within businesses and community groups	City Office		
Theme - Skills		Metric – Skilled Workforce	
<b>Priority - Providing learner-centred focus in communities with lower educational attainment</b>			
Short-term (to 2020)	Responsibility	Cost	Metrics
Enhance the Careers Education, Information Advice and Guidance services	Learning City Partnership		HE Participation
Provide a Transition from School to post-16 learning or work support as a neutral facilitator in transition advice, linked in with provision for those identified as being at risk of becoming NEET	Learning City Partnership		NEETs School attendance
Medium-term (to 2028)	Responsibility	Cost	
Provide support for community groups in combination with schools to provide students from disadvantaged backgrounds with additional academic and social support	Learning City Partnership		GCSE attainment
Structure mentoring programmes between schools, businesses and the third sector	Learning City Partnership		
Provide careers advice and support for parents and young people in what training and skills are required for the best prospects to be employed locally	Learning City Partnership		
Enhance the Experience of Work framework to connect to mentoring and school curricula.	Learning City Partnership		Work experience
Develop an improved Pathways Programme for Post-16s, with a particular focus on NEETs	Learning City Partnership		
Develop a pilot programme for skills training for students and parents together (for digital and manufacturing in particular)	Learning City Partnership		
<b>Priority - Building a locally responsive education and skills system</b>			
Short-term (to 2020)	Responsibility	Cost	Metrics
Develop a strong educational and training component into the Local Industrial Strategy to build-in the link between educational success and economic success	BCC Growth & Regeneration/WECA	-	
Implement the Flexible Learning Fund (Developing online/online blended training packages to bridge the skills gap for the West of England) as a component into the Local Industrial Strategy	Learning City Partnership/WECA	-	

Fund a study into how technological change will change the nature of work and skills required	BCC Growth & Regeneration/WECA	£75k	
Coordinate and map education providers alongside childcare provision services, local learning centres, and transport connections to identify challenge areas for accessing training and education programmes	Learning City Partnership		
Set BAME-specific apprenticeship targets to ensure equal access and shared vision for apprenticeship opportunities	City Office/WECA		
<b>Medium-term (to 2028)</b>	<b>Responsibility</b>	<b>Cost</b>	
Apprenticeships Fund	City Office		Apprenticeship starts and completions
Promoting, or subsidise (depending on funding), advanced learner loans for excluded groups and skills shortage sectors	City Office		
Put literacy, numeracy and (functional) digital skills as the cornerstones of adult education	Learning City Partnership/ WECA		
National Retraining Scheme (construction) focused on retrofitting for energy efficiency and house building	BCC Education, Learning & Skills Improvement		
<b>Long-term (to 2040)</b>	<b>Responsibility</b>	<b>Cost</b>	
Develop a Skills for the Future programme, building on the knowledge of FE and HE providers, the Council, and other stakeholders to: <ul style="list-style-type: none"> <li>- Develop basic digital skills and transitional employment skills to skill workforce and prevent exclusion</li> <li>- Ensure local skills in the construction standards for new build and retrofitting and adapt to automation and innovation</li> <li>- Prepare for autonomous vehicles and the disruption of employment for drivers</li> <li>- Adapt skills for electric vehicle deployment: infrastructure provision; civils and M&amp;E; loss of traditional mechanics and reskilling for EV</li> </ul>	BCC Education, Learning & Skills Improvement/WECA		
<b>Priority - Learning as a life-long process and cultural aspiration</b>			
<b>Short-term (to 2020)</b>	<b>Responsibility</b>	<b>Cost</b>	<b>Metrics</b>
Implement the first Annual Learning Festival, offering free classes to the entire city from individual volunteers and organisations to encourage further learning and expanding horizons	Learning City Partnership		Engagement in Learning
<b>Medium-term (to 2028)</b>	<b>Responsibility</b>	<b>Cost</b>	
Bring together the skills providers across Bristol in a common forum to understand their key needs and the ways to support the essential transitions from early years, to school, university, working and later-in-life.	Learning City Partnership	£15k pa	
Develop a local programme for equivalency for foreign workers	Learning City Partnership		

Theme – Creativity & Innovation	Metric – Productivity		
<b>Priority - Leveraging the city’s diversity to spark new ideas. Driving innovation and productivity gains</b>			
Short-term (to 2020)	Responsibility	Cost	Metrics
Develop and deliver programme with the Mayor’s Office and the Bristol Chamber of Commerce to encourage and communicate the business case for equality, diversity and inclusion in the workplace and boardroom	Mayor’s Office/Business West		
Develop a Speaker Diversity Pledge, which encourages greater diversity at conferences and events to represent a wider range of perspectives	City Office	-	Pledges made
Medium-term (to 2028)	Responsibility	Cost	
Invest in the platforms for businesses and workers to meet, share ideas and innovate – both physical spaces and networks	City Office	£25k pa	
Establish a not-for-profit platform to connect creative / technology driven start-ups with pre-seed investors, mentors and angel investors	WECA Growth Hub		
Support efforts to develop a “Bristol Urban Skills, Innovation and Enterprise Specialists Hub” and other initiatives to stimulate economic growth in Bristol’s BAME community	BCC Growth & Regeneration		
<b>Priority - Creating a culture of innovation and creativity for public services</b>			
Short-term (to 2020)	Responsibility	Cost	Metrics
City leaders will be open and transparent that public sector innovation involves risk, and it is ok to fail on the journey towards doing things better. This will be addressed in the next State of the City speech	Mayor’s Office	-	
Medium-term (to 2028)	Responsibility	Cost	
Develop an internal public sector networking platform across the Council and City Agencies to encourage cross-discipline, cross-agency and end-user collaboration	City Office		
The Mayor will establish a policy of ‘Intrapreneurship’ to create new opportunities to improve public services and increase the attractiveness of the public sector to even more bright and talented people in Bristol	Mayor’s Office		Quality of Life Survey
<b>Priority - Develop places where people can meet and new ideas evolve</b>			
Short-term (to 2020)	Responsibility	Cost	Metrics
Promote and showcase the city’s great small and independent businesses in the Local Industrial Strategy and Inward Investment Programmes	BCC Growth & Regeneration/WECA	-	
Medium-term (to 2028)	Responsibility	Cost	
Use planning strategy and business support programmes to encourage development of affordable, accessible and flexible space for new businesses to start and grow	BCC Growth & Regeneration	-	‘Flexible’ floorspace
Create an investment fund to support businesses to access grow-on space. Grants and funding could support the provision of new incubation and accelerator workspace	BCC Growth & Regeneration		

Theme – Well Connected		Metric – Commuter car use	
<b>Priority - Connecting people to jobs, especially in deprived neighbourhoods</b>			
Short-term (to 2020)	Responsibility	Cost	Metrics
Manage the implementation of a clean air zone in central Bristol in ways that do not increase exclusion	BCC Growth & Regeneration		Air quality
Targeted programme of interventions for travel choice; focus on areas of social exclusion; promotions	BCC Growth & Regeneration/First		Increased active travel
Integrated transport strategy; multiple centres with connections between; city centre still critical	BCC Growth & Regeneration		
<b>Priority - Looking at mechanisms to deliver affordable public transport options for residents, especially lone parents, those on low wages and part-time/shift workers</b>			
Short-term (to 2020)	Responsibility	Cost	Metrics
Expand the “Wheels to Work” programme to ensure all people actively seeking work, have recently been offered work, earn less than the Bristol Living Wage or are in training, an apprenticeship or work placement have access to free bus travel, free bike loan, discount on the cost of a refurbished bike and travel training	BCC Education, Learning & Skills Improvement/ WECA/First		Increased active travel
Medium-term (to 2028)	Responsibility	Cost	
Exploit the economic benefits and job creation arising from investment in sustainable transport – e.g. innovation of electric vehicles, maintenance of public transport fleets	BCC Growth & Regeneration/WECA		
Enable and support transition to clean vehicles – hydrogen and electric – through infrastructure and reskilling the workforce to support the operations and maintenance of these vehicles	BCC Growth & Regeneration/WECA		CO <sub>2</sub> emissions
Long-term (to 2040)	Responsibility	Cost	
Develop an active infrastructure with safe routes for cycling and walking	BCC Growth & Regeneration/WECA		
Develop an integrated mass transit system for the city, for example a Metro system with radial routes	BCC Growth & Regeneration/WECA		Public transport usage
Mobility as a service in Bristol – unified travel card	BCC Growth & Regeneration/WECA		
<b>Priority - Digital connectivity and take-up to ensure all Bristolians have functional access and businesses can develop their competitiveness</b>			
Short-term (to 2020)	Responsibility	Cost	
Develop public access broadband points in libraries and other settings	BCC Communities		
Deploy Open Programmable City Region project into south Bristol to create job opportunities, extending the Bristol Is Open network to bring smart city and ‘Internet of Things’ to more of the city	BCC Growth & Regeneration/ WECA/University of Bristol		
Medium-term (to 2028)	Responsibility	Cost	
Encourage and facilitate investment in ultrafast fibre broadband to all premises and in wireless communication (5G)	BCC Growth & Regeneration/WECA		
Encourage and enable the deployment and take-up of Superfast broadband for everyone and increased deployment of Ultrafast broadband	BCC Growth & Regeneration/WECA		Ultrafast broadband

Theme – Open for Business		Metric – Economic Growth	
<b>Priority - Encourage businesses to provide high quality well paid jobs</b>			
Short-term (to 2020)	Responsibility	Cost	Metric
Focus initiative on innovation in 'bulk employment' sectors (for example, retail, hospitality, care) to raise productivity and wages	BCC Growth & Regeneration/WECA		Earnings & Household Income
Work with businesses to ensure a Bristol Living Wage to support lower paid workers progress into better jobs and reduce in-work poverty	BCC Growth & Regeneration		Wage Inequality
Develop and deliver an inward investment programme that generates high quality, inclusive jobs and training	BCC Growth & Regeneration/WECA		
Medium-term (to 2028)	Responsibility	Cost	
Collaborate between City Agencies and businesses to ensure that the right skills are being provided and the apprenticeship opportunities are appropriate for the current and future jobs market	Learning City Partnership	-	
Create partnerships between schools, FE colleges, HE and the business community to support better careers advice	Learning City Partnership		
<b>Priority - Maintain market intelligence that supports business investment and good economic development decision making</b>			
Short-term (to 2020)	Responsibility	Cost	
The Mayor's office and city agencies will work together to share information which will support evidenced economic development strategies, particularly informing the Local Industrial Strategy	Growth & Regeneration	-	
Medium-term (to 2028)	Responsibility	Cost	
Invest Bristol and Bath inward investment and trade (exporting) strategies will be data-driven.	BCC Growth & Regeneration/WECA	-	Inward Investment
<b>Priority - Procurement and access to publically owned space and property</b>			
Short-term (to 2020)	Responsibility	Cost	Metrics
Review BCC Social Value Policy and Community Asset Transfer Policy	BCC	-	
Medium-term (to 2028)	Responsibility	Cost	
Develop and deliver a City Agency Priority Procurement Programme – include criteria for SMEs, women and minority-owned businesses, environmental sustainability, etc. in procurement decisions so that the City Council and key City Agencies work to support a more and inclusive business community that incorporates social and environmental value as well as economics and price	City Office	-	Contracts awarded to SMEs
Bristol Business Pledge – Programme of 5 key pledges businesses can make towards a more inclusive Bristol, building on emerging Bristol Equality Charter. Pledges could include: commitment to the Bristol Living Wage, Apprenticeship, low-carbon/green, diversity in employment and leadership, etc.	City Office	£20k	Pledges made
Promote programme to employers which explains the range of effective incentives and schemes to support sustainable commuting by employees and for freight	BCC Growth & Regeneration	-	

Theme – Place Focussed	Metric – visitor numbers		
<b>Priority - creating safe, healthy public spaces for everyone</b>			
Short-term (to 2020)	Responsibility	Cost	Metrics
Deliver specific projects for young people to actively engage in open space	BCC Communities		Quality of Life Survey
Undertake a strategic review to consider how to raise revenue from public space and parks, this is not about public space becoming private, but rather looking at international examples of best practice to generate income for the delivery and maintenance of exceptional public space	BCC Communities		
Medium-term (to 2028)	Responsibility	Cost	
Through strategy and the delivery of projects, improve access to parks and greenspace through walking and cycling	BCC Growth & Regeneration		
The principles of child-led design will feature in designing public space and the Council will run competitions in schools for children to engage in the design of their public spaces	BCC Growth & Regeneration		
Older-people led design: make sure procurement of design is thought about through ‘the lens’ of an older person ensuring that the health and wellbeing of older people is taken into account, tackling issues such as social isolation	BCC Growth & Regeneration		
Support and promote public art festivals (including Upfest) to generate interest in spaces across the city	BCC Growth & Regeneration		
Support Business Improvement Districts (BIDs) to develop business engagement in enhancing public realm, retail offer and visitor experience	BCC Growth & Regeneration		
Work with partners, including new partners, to identify opportunities to deliver projects in the city, for instance National Trust	BCC Growth & Regeneration		
<b>Priority - encouraging a thriving and successful city centre</b>			
Short-term (to 2020)	Responsibility	Cost	Metrics
Commission a study of retail centres throughout the city	BCC Growth & Regeneration		
Update and refresh the city centre study	BCC Growth & Regeneration		
Council asset review to see if there are any vacant properties that can be used for pilot programmes with SMEs and pop ups	BCC Growth & Regeneration		Vacant property rates
Medium-term (to 2028)	Responsibility	Cost	
Ensure new city centre development accounts for appropriate mix of use especially for sectors who seek out city centre locations	BCC Growth & Regeneration		
Review whether business rates could be ring-fenced to support a scheme that would support SMEs and city centre activity	BCC Growth & Regeneration/ Resources		
Improve wayfinding in the city centre, building on the good work that has already started with Bristol Legible City, and provide innovative solutions for protected minority groups	BCC Growth & Regeneration		
Review business rate policy to ensure SMEs are able to retain space in the longer term	BCC Growth & Regeneration/ Resources		

Review connections eastwards in preparation for new development	BCC Growth & Regeneration		
<b>Priority - improving local centres</b>			
<b>Short-term (to 2020)</b>	<b>Responsibility</b>	<b>Cost</b>	<b>Metrics</b>
Improve legibility outside the city centre with new way finding and walking and cycling routes, in and between, local centres	BCC Growth & Regeneration		Vacant property rates
Work with local communities to undertake a 'needs study' including areas including childcare, skills, training and so forth (beyond retail uses)	BCC Growth & Regeneration		
<b>Medium-term (to 2028)</b>	<b>Responsibility</b>	<b>Cost</b>	
Deliver a programme of festivals and cultural activities running through the local centres – a cultural trail	BCC Growth & Regeneration		
Re-inforce policies to retain and introduce employment opportunities in local retail centres	BCC Growth & Regeneration		
<b>Theme – Deliver Homes</b>		<b>Metric – housing stock</b>	
<b>Priority - delivering homes that people can afford</b>			
<b>Short-term (to 2020)</b>	<b>Responsibility</b>	<b>Cost</b>	
The One City Approach and Local Plan will develop ambitious targets for homes across a range of types and tenures, across a range of income levels that people can genuinely afford	City Office/BCC Growth & Regeneration		Affordable homes
The City will adopt a target for homes that people can afford, considering the Shelter standard of 35% of net household income (your income after tax and benefits). This will be incorporated into statutory planning documents	BCC Growth & Regeneration		Housing affordability ratio
Using strategic planning powers and local plans to ensure the right kind of housing is delivered at pace and scale to ensure supply can meet demand as determined in the Local Plan.	BCC Growth & Regeneration		Unbuilt permitted homes
Promote tenure diversity in developments e.g. shared ownership, funding models	BCC Growth & Regeneration		
Continue to refine and review viability assessment for new developments – social and economic considerations	BCC Growth & Regeneration		
Target public sector subsidy to bridge true viability gap	BCC Growth & Regeneration		
Support and promote professional sharers	BCC Growth & Regeneration		
<b>Medium-term (to 2028)</b>	<b>Responsibility</b>	<b>Cost</b>	
The One City Approach will develop a specific plan for eradicating rough sleeping, bringing together public and third sector groups as well as developers	City Office		Rough sleeping
Bristol to become a hub of Modern Methods of construction and off site manufacture	BCC Growth & Regeneration		
Where appropriate, City Agencies will enable provision of quality homes by the private rented sector	City Office. Bristol Homes Board		
Ensure emerging planning standards maximise opportunities for energy efficiency in new developments	BCC Growth & Regeneration		Average energy efficiency
Work towards a single standard viability assessment across the West of England and ensure	BCC Growth & Regeneration/		

transparency in the process	WECA		
Develop a programme and facilitate others to retrofit homes and buildings in the city to reduce energy demand and costs and create more jobs and training opportunities in the construction sector	BCC Growth & Regeneration		
<b>Priority - delivering homes that connect people with jobs</b>			
<b>Short-term (to 2020)</b>	<b>Responsibility</b>	<b>Cost</b>	<b>Metrics</b>
City agencies collaborate with developers and Registered Providers to identify opportunities for employment and training on or close to new developments. The first pilot should be completed in 2019	City Office/Bristol Homes Board		
Recognise and promote a multi-centre approach to development allocations in Bristol	BCC Growth & Regeneration		
Support and enable homeworking through elements of home design, infrastructure, IT skills	BCC Growth & Regeneration		
<b>Medium-term (to 2028)</b>	<b>Responsibility</b>	<b>Cost</b>	
Through the Local Plan, plan new development around planned and existing transport corridors, especially those with planned increased capacity for active travel and public transport access to employment centres	BCC Growth & Regeneration		
Through the Local Plan, ensure that housing for people on lower income is accessible to Bristol city centre and major town centres. Accessibility is defined by the affordability, time of travel and timetable of public transport to ensure that the financial and logistical challenges to accessing work do not outweigh or overtake the opportunities employment provides	BCC Growth & Regeneration		
Increase residential density in urban centres	BCC Growth & Regeneration		
<b>Priority - improving existing neighbourhoods while shaping new ones</b>			
<b>Short-term (to 2020)</b>	<b>Responsibility</b>	<b>Cost</b>	<b>Metrics</b>
Support self-builders through planning policy that make self-build simpler and clearer	BCC Growth & Regeneration		
Support innovative partnerships with development stakeholders to tie long-term into area – profit sharing and Joint Ventures – estate regeneration agglomeration benefits	BCC Growth & Regeneration		
Support innovative ownership, models – encourage pilots	BCC Growth & Regeneration		
Support community revolving infrastructure funds – community bonds ring-fenced for local improvements, community benefit society creation	BCC Growth & Regeneration		
Support and expand BCC housing company to deliver policy compliant and diverse tenure homes in addition to securing income for BCC to reinvest in other services	BCC Growth & Regeneration		Affordable homes
<b>Medium-term (to 2028)</b>	<b>Responsibility</b>	<b>Cost</b>	
Through the Local Plan, use Neighbourhood Development Plans, where appropriate, to empower local communities, registered providers and developers to deliver the right type of new homes for their areas	BCC Growth & Regeneration		
The wider public sector works with partners to	Joint Assets Board		

identify opportunities on brownfield sites, under-utilised sites and buildings and taking the lead where appropriate to support increased densities within existing areas			
Long-term (to 2040)	Responsibility	Cost	
Invest in and improve established communities to ensure that residents can access the new amenities in Bristol	BCC Growth & Regeneration		
<b>Theme – Work in Partnership</b>			
<b>Priority - creating a culture of co-operation between the public, private and third sectors</b>			
Short-term (to 2020)	Responsibility	Cost	
Progress the equality charter that is being developed and champion its importance in the city	City Office		
Deliver the three-way compact: public, private and third sector	City Office		
The Mayor will establish the Business Champions Network – a voluntary group of businesses which sign up to the values reflected in inclusive growth and agree to share their know-how and advice with other Bristol firms to foster the same organisational culture	City Office		
Medium-term (to 2028)	Responsibility	Cost	
Identify and appoint Ambassadors for key themes in the city, for instance Apprenticeships, Youth, Older People and so forth	City Office		
Create a network (and awards) for the most socially responsible businesses – top 25 – join them up to share knowledge and mentor others in the city	City Office		
Provide a point of communication and brokerage role so that the private sector are more aware of third sector organisations and social enterprises operating both in their neighbourhood and across the city	City Office		
Bristol Public Data Pledge: City Agencies will be required to make available and share data between agencies where appropriate and helpful to do so. This will encourage collaboration and innovation in the public sector	City Office		
Long-term (to 2040)	Responsibility	Cost	
Civic enterprise will play a greater role in delivering social value. Council services will create income-generating ideas – where appropriate -- and encourage a more entrepreneurial culture within the council	BCC Resources & Commercialisation		
<b>Priority - approaching problems with a holistic and total-place point of view</b>			
Short-term (to 2020)	Responsibility	Cost	
Utilise members of the compact and forums to tackle 'city challenges' at an annual or twice yearly symposium	City Office		
Run competitions for 'city challenges'	City Office		
Medium-term (to 2028)	Responsibility	Cost	
Bristol City Council and the Mayor's office will commit to take a people-centred and place- focused approach to solving problems, working across silos within government and the business community	Mayor's Office		
City Agencies will learn lessons from the Troubled Families initiative to serve as a launchpad for designing better public services and policies	City Office		
Local assets should be used—local knowledge, community leaders and networks. Support should be provided via both direct investment in community groups and supporting groups to access funding	City Office		

Peer-to-peer lending, crowd funding, credit unions and a more entrepreneurial role for the city council in investing in infrastructure and business growth. The Mayor of the Council and other city agencies should also attempt to connect start-ups and scale-ups with angel investors and investment funds	Mayor's Office/City Office	
<b>Priority - creating virtuous cycles in which the city continues to benefit from investing in itself</b>		
<b>Short-term (to 2020)</b>	<b>Responsibility</b>	<b>Cost</b>
The City Council and City Agencies will commit to learning more about what works within the inclusive growth agenda through evaluation of programmes and projects	City Office	
<b>Medium-term (to 2028)</b>	<b>Responsibility</b>	<b>Cost</b>
Commit to ring-fencing 5% of funding to project evaluation to understand the impacts of council-funded and community-led programmes	City Office	
Develop models of participatory evaluation	City Office	
<b>Long-term (to 2040)</b>	<b>Responsibility</b>	<b>Cost</b>
Creating virtuous cycles in which the city continues to benefit from investing in itself	City Office	

Bristol City Council  
**Inclusive and Sustainable  
Economic Growth Strategy**  
Symposium Feedback Report

Draft 1 | 13 February 2018

Draft

This report takes into account the particular instructions and requirements of our client.

It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 258721-00

# Document Verification

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# 1 Introduction

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## 1.1 Event Details

The Inclusive and Sustainable Growth Symposium comprised three elements; the Strategy Overview, a Panel Discussion and a Group Workshop.

The Strategy Overview outlined the overarching vision towards 2040; *‘to enable all the people of Bristol to create a sustainable, inclusive and growing economy from which all will benefit’*. Following this, the Panel Discussion began with presentations from the following guest speakers:

- Sado Jirde, Black South west network CEO
- Eve Szczelkun, Bristol City Youth Mayor
- Ian Townsend, CEO of Bristol Green Capital Partnership
- Sally Melvin, Chief Executive, Ablaze Bristol
- Tom Bridges, Arup

These offered a wide range of differing viewpoints on Inclusive and Sustainable Growth. The audience then posed questions to which the panellists would respond. The Group Workshop element gathered views and ideas on the strategy objectives highlighted and the preferred implementation. Time was allocated to discuss the following 6 topics:

1. Placing people at the heart of investment
2. Developing high quality places
3. Delivering Homes
4. Providing an environment ‘Open for Business’
5. Creativity and Innovation
6. Transport and Digital Connectivity

Broader outcomes included: Work in Partnership, Sustainability, Health and wellbeing resilience, Education, Social Mobility and Opportunity for Everyone. Key recommendations, projects and initiatives related to the strategy were noted by table facilitators and are distilled below.

## 1.2 Organisations Attended

Representatives of the following councils attended the event:

- Bristol City Council
- North Somerset Council
- South Gloucestershire Council

There were also attendees from the following organisations:

- Ablaze
- Ashley Community Housing
- Avon & Somerset Police & Crime Commissioner

- Big Lottery Fund
- Black South West Network
- Boomsatsuma
- Brigstowe
- Bristol City Youth Council
- Bristol Credit Union
- Bristol Energy Network
- Bristol Green Capital Partnership CIC
- Bristol is Open
- Business West
- BWB
- Cabot Learning Federation
- Centre for Sustainable Energy
- Community Innovation Fund
- Copper Consultancy
- Creative Youth Network
- Engine Shed
- Environment Agency
- The Future Economy Group
- Get Started Programme
- Hartcliffe and Withywood Ventures
- Invest Bristol and Bath
- KPMG
- Locality
- Mutually Inclusive Partnerships
- Operation Black Vote
- Police and Crime Commission
- Power to Change
- Prince's Trust
- South West Trades Union Congress
- Spike Island
- UK Parliament (MP Kerry McCarthy)
- Unison
- University of Bristol
- Voscur
- West of England Combined Authority

## 2 Workshop Feedback

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### 2.1 Table 1 – Facilitator: Duncan Laird

#### 2.1.1 Six Priorities

1. **The purpose of the strategy should be to create a fairer, more prosperous and inclusive Bristol that champions the city.** The high level of ambition required may be inspired by local and international case studies and projects.
2. **Local assets should be used; local knowledge, community leaders and networks.** Support should be provided via both direct investment in community groups and supporting groups to access funding.
3. **Local financial retention and recycling should be encouraged.** Opportunities to source, recycle and retain benefits in the local area should be investigated. The Strategy should assess and consider use of less traditional means of financing such as crowd funding, peer to peer, micro loaning, and upfront capital to deliver long-term benefits
4. **Success shouldn't be measured by simple, coarse outputs such as number of jobs or GVA.** There is a need for greater intelligence and outcomes focused on shaping and driving positive behaviours to deliver the right jobs and prosperity/productivity in the right sectors and levels.
5. **Cultures and values of influential companies and organisations in Bristol should be addressed.** The Strategy should consider pledges/accreditations to underpin this approach (for both the public and private sector).
6. **Creativity and innovation need to be accurately defined.** Digitalisation and Aerospace do not need to be the focus. Innovation can be 'how you approach things in a way that benefits the community' for example through local cultural activities. The Strategy should celebrate and capture benefits of improved culture.

#### 2.1.2 General Comments

##### Education

- Educational attainment should be measured with a broader lens; the current output-driven focus does not lend itself to supporting those not destined to achieve A-C grades. This must be adapted to encourage behaviours from educators to aid those of a less academic inclination.
- Retention of UWE/Bristol graduates must be increased.

##### Strategy

- Actions should be split into; short-term/quick wins, medium-term and long-term.
- Bespoke yet comprehensive approach should be employed; sector-by-sector analysis would offer value but the strategy must be holistic 'to include a broader and bigger approach'.
- Key challenges require institutional, system and cultural change at all levels.

- Sustainability should be included in the vision statement.
- Inspiration should be drawn from the London Plan
- Robust governance to progress inclusive agenda in the city needed.
- The policy should focus on basic process issues. ‘It doesn’t all have to be red ribbon-cutting and digital’.
- The Maslow hierarchy of needs should be considered; a pyramid with the largest, most fundamental needs first and the need for the fulfilment of potential at the top. In order, the needs are: physiological, safety, love/belonging, esteem and self-actualization.

### Economic policy

- Trickle-down economics has failed
- LEP is focused on GVA rather than the type and health of the growth that is being created
- Grant dependency needs to be broken, financial sustainability is required.

### Housing

- Affordable housing of high quality needed

### Bristol-specific

- Local people and groups are doing a lot of good work and should be recognised and celebrated
- Celebrate the diverse mix in Bristol - a massive plus point of the city.

## 2.2 Table 2 – Facilitator: Linda Taylor

### 2.2.1 Six Priorities

1. **Young people need to be empowered.** Linking businesses (especially community-led businesses) to young people can enable young people to develop skills and behaviours that will match businesses needs in Bristol. Participants noted both the need for Third sector involvement and also more focus on pre-16 career aspirations and confidence to achieve this.
2. **‘Open for Business’ requires more nuance; third sector involvement, community-led businesses and addressing in-work poverty are key to ensuring a more inclusive business environment.** Participants felt that there was excessive labelling of communities as ‘disadvantaged’ or ‘hard-to reach’ and that barriers to improving wellbeing needed to be addressed.
3. **Better use should be made of existing structures and philanthropic investment such as the Bristol Pound; Invest in Bristol or Bath and access to Big Lottery Fund.** This could contribute to improved social infrastructure to create businesses and job opportunities to generate income.
4. **Compulsory Purchase Orders from developers, scaling-up of community-led housing and more community-engaged housing is necessary to address insufficient allocation of social housing and housing developments that are slow to materialise.**
5. **There may be a need to provide more dedicated student student accommodation to alleviate pressure on private sector housing.**
6. **There should be greater focus on developing innovative young people and facilitating career opportunities in more traditional sectors (such**

as retail, catering and social care) as alternatives to university. Under-16s feel disengaged and changes need to be made to support young people in developing the skills required for businesses.

## 2.2.2 General Comments

### Strategy

- B Corps were seen as ‘expensive’ and ‘elite’ and thus uninclusive. Is there a way of involving disadvantaged residents?
- How can Engine Shed be used to build bridges with others?
- More use of Knowle West Media Centre should be made to address people living in isolation.

## 2.3 Table 3 – Facilitator: Joanna Rowelle

### 2.3.1 Six Priorities

1. **Commissioning.** Open for Business is a good idea especially for local supply chains and procurement. Procurement isn’t necessarily set up to work in partnerships
2. **Social and environmental value.** Check all policies and agendas against the 3D agenda – social, environmental and economic. Challenge business – where is the social value. City Council should look at contracts, policy and recruitment for the 3Ds
3. **The Growth Hub.** Look at the combined authority and LEP initiative for local purchase and a green industrial strategy. Bristol needs to embed itself in the city’s culture and look at its influencers. What are we doing to support entrepreneurship?
4. **Co-creation**
5. **Jobs good for all people.** Education – we should focus on rounded individuals service the community – we are too caught up in attainment. We need to invest in aspiration and make sure “every child” can achieve their goals.
6. **Spatial and aesthetics.** Sustainable walkable environments. Maintain what we have and help SMEs scale up and we have quality key worker housing – look after staff in the services we need.

### 2.3.2 General Comments

- We need to see action and not more theory as there have been a lot of strategy setting sessions
- Need some focus on the environment and green credentials as it is not coming through enough in the objectives
- Skills and education, who are the main clients and stakeholders?
- People led is a good focus

## 2.4 Table 4 – Facilitator: Peter Gist

### 2.4.1 Six Priorities

1. **Initiatives should be ‘People-led’ instead of ‘people-centred’.** This includes a focus on engaging the wider community and using people ‘on the ground’ (local residents) to inform decisions and ensure community engagement in creating solutions.
2. **‘Open for Business’ was not sufficiently comprehensive.** Attracting companies is not enough to ensure economic inclusion. Participants suggested that target firms and partnerships be used as a ‘call to action’ to businesses, in place of top-down ‘delegation’ by the council. Other suggestions included provision of employee leisure and catering facilities at the workplace, the need to go beyond ‘corporate social responsibility’ to ensure long-term sustainable behaviours across sectors, and a levy applied to large employers to ensure that local suppliers are used.
3. **Training and Education should adapt to the needs of employers and the modern economy.** The current national curriculum was seen as ‘narrow’, and a more creative business-focused approach was suggested. This included:
  - a. Dealing with new challenges (e.g. Chinese lessons for business purposes),
  - b. Returning to careers guidance in schools.
  - c. Linking training with education providers (possibly through partnerships).
  - d. Continuing ‘The Works’ programme- a Bristol City Council initiative focused on developing job experience.
  - e. More apprenticeships and ‘on the job’ training, especially in emerging R & D industries.
4. **Employment opportunities need improvement.** Improving employment opportunities for people of more diverse backgrounds- including disabled people- is important. Transport and economic inclusion go hand-in-hand, and so there is a clear need for both more spaces for disabled people and better wheelchair access on public transport.
5. **The public sector needs more creativity and innovation.** ‘Intrapreneurship and opportunity creation’ within council offices and avoiding strict hierarchical structures are important for capitalising on the city’s creative potential.
6. **Housing policies should aim for more than ‘affordability’.** Improved access to transport, jobs and training from new homes should be a key focus. Participants noted the need for the council to both question the nature of the new homes (in terms of whom they would serve) and play a greater role in ensuring housing development occurs in an inclusive way.

### 2.4.2 General Comments

#### Strategy

- A clear method of delivery is required.

#### Economic Policy

- A 'Bristol Development Pound' was suggested. Use of this local currency would only be rewarded to employers with inclusive agendas and proof of maintaining environmental standards.
- What funding will replace the current European Social Funding?

## 2.5 Table 5 – Facilitator: Alison Murray

### 2.5.1 Six Priorities

1. **Communities need to be empowered to make positive changes to deal with disengagement and lack of aspiration.** Previous successful examples of this include the Place Based Social Action (Big Lottery Fund) programme, which has effectively engaged with planning and housing growth. This includes both youth engagement and providing revenue sources to support wider community activities (e.g. housing, business support).
2. **The Strategy needs to be achievable, results-focused and build on existing initiatives.** Replication and scaling-up of existing schemes and organizations at a local level will produce meaningful results, but will require effective governance and a bold public sector. A 'one size fits all approach' will not work, since Bristol is 'really a collection of smaller villages'
3. **Better use of the apprenticeship levy must be made.** Many companies in Bristol are paying the levy yet do not see how it is spent. The levy being paid by Bristol companies should be spent on key sectors and training- is there potential for a 'Bristol programme' to use the levy in a specific manner?
4. **To increase employment, the council should cater for SMEs, especially scale-ups.** Cheaper office accommodation outside the city centre will encourage SMEs. Densification of some neighbourhoods to generate population to support local economies was also suggested.
5. **Improved transport infrastructure should be focused on supporting key areas for both learning and work.** An improved approach to buses is needed to link areas within Bristol to each other, and the London model of bus franchising was suggested to achieve this. Participants also noted that It was unclear how the different strategies sit together (Joint Spatial Plan, Joint Transport Plan, UK industrial strategy, Inclusive and Sustainable Growth Strategy).
6. **There needs to be greater provision of homes that are genuinely affordable.** Participants noted that Registered Providers of Housing were not always providing 'Living Rents' homes (that are linked to wage levels). Suggestions included: making better use of publicly owned land, ensuring strong links between employment and new housing, and Compulsory Purchase Orders from Homes England and Bristol City Council to hold land owners and developers.

## 2.5.2 General Comments

### Education & Training

- Continuation of city leadership programme
- Lifelong learning focus e.g. local projects in work zones to improve skills
- Pastoral care interventions to address physical and mental health among students
- Address resourcing and funding issues: loss of European funding, and inflexibility of funding pots
- ‘Short-termism’ of many projects needs to be addressed
- The Strategy should complement existing programmes such as Big Lottery Funded projects already in place, to seek to help those furthest from the jobs market. Improvement is required particularly in building up basic skills, including through voluntary work and ‘On site Bristol programme’ (an apprentice ‘sharing’ programme).

### Strategy

- ‘Don’t reinvent the wheel’. The strategy should not lose sight of existing developments. There is potential for growing/scaling-up of existing initiatives.

### Economic Policy

- Employment space: Potential to build on existing models e.g. Southmead Trust where space is provided by a charity / social enterprise
  - Need for cheaper office space and more choice, perception that city centre only offering top end and expensive space which is holding places back – need more flexible approaches
  - Examples of local provision of employment space, and links to charities, communities to generate revenue for other activities (community, housing, business support)

### Community engagement

- Important to engage through community groups and institutions
- Necessary to accept that some initiatives will fail. Not all projects/investments are successful. Continuing to deliver an unsuccessful project within restrictive funding environments may sap energy and resources.

### Digital & Transport

- Digital connectivity should be a key priority

## 2.6 Table 5 – Facilitator: Tom Bridges

### 2.6.1 Six Priorities

- 1. Health and well-being should feature more strongly within the overall vision and narrative.**
- 2. The strategy should address real pressures on small fast-growing businesses.** Business space availability is a key requirement, and may be alleviated by stimulating provision of lower-cost space in South and East Bristol with links to the city centre. The new Enterprise Zone should also contribute towards this aim.
- 3. ‘Open for Business’ is seen as being insufficiently selective.** Participants noted that being open to the right businesses with *the right values and behaviours* was more important, and ensuring that these businesses used the skills base of local people rather than importing talent.
- 4. Improved access to finance is required.** Participants suggested peer-to-peer lending, crowd funding, credit unions and a more entrepreneurial role for the city council in investing in infrastructure and business growth. The Council should also attempt to connect start-ups and scale-ups with angel investors and investment funds.
- 5. Civic enterprise could play a greater role in delivering social value.** This implies greater self-sufficiency within council services by creating income-generating ideas and encouraging a more entrepreneurial culture within the council.
- 6. There needs to be a clearer framework for how the Inclusive and Sustainable Growth Strategy and the One City Plan work together.** This is difficult because the ISGS will be finished before the One City Plan.

### 2.6.2 General Comments

#### Strategy

- The vision should be more distinctive and specific, with a strong set of values.
- The Inclusive and Sustainable Growth Strategy will need specific projects and a few Key Performance Indicators.

### 3 Questions to Panellists

The following questions were prior to the event and were not answered on the day. Please find responses below where they have been provided.

#### **Matt Griffith – Business West**

##### **Q1. Deprivation and connectivity**

Nearly half of the most deprived areas in Bristol are in South Bristol (source: Deprivation in Bristol, 2015 – Bristol City Council). Yet, in the most recent draft spatial plans for the city region, South Bristol has no identified new employment land allocations and few articulated transport interventions – with no weighting given to improving transport connectivity to deprived areas when these plans were drawn up. As a result, private sector investment remains low and access to employment opportunities, particularly in economic growth sectors, is likely to remain limited. What steps do you think the city region needs to take to rebalance its investment plans to give deprivation and connectivity greater attention?

**ANSWER: Ian Townsend:** The Joint Spatial Plan and local plan processes are really important for ensuring transport investment is in the best places. We have submitted evidence for the final stage of the JSP and will be encouraging our members to engage with the local plan as well, with the public consultation due to launch on 19 Feb. Metrobus was intended at least in part to address such connectivity issues, so it will be interesting to see how this develops once active and what learnings could be taken for future public transport investment in our city.

##### **Q2. Deprivation and educational performance**

Bristol's education and skills deprivation performance is significantly worse for children and young people's educational performance (broadly pre 16 education), than it is for its skill performance (broadly post 16 training) – with twice as many areas of Bristol falling into the 'worst 10% in the country' category for the children and young people's education performance compared to in skills (70 LSOA areas compared to 36 areas – BCC 2015 data). Despite this, post 16 skills interventions often receive much greater visibility than efforts to improve under 16 educational performances. Given the importance of pre 16 education in determining future life chances, what measures do you think the city can take to improve educational under performance and set a greater level of ambition for the city here?

**ANSWER: Ian Townsend:** Careers in environmental sustainability and low carbon are exciting and will be growth areas for decades to come. We are encouraging children in schools some of our more deprived areas to consider working in sustainability in Bristol through our partnership with Bristol Works, part of Bristol Learning City. This is something we hope to build on in future. Let's see if we can do more with Business West on this in future.

<b>Paul Hassan – Locality UK</b>
<b>Q1.</b> "How can community anchor organizations (like Barton Hill Settlement, Southmead Development trust, Windmill hill city farm and Knowle West Media) working in the most economic marginalized communities, yet resilient communities play their part in delivering inclusive growth?"
<b>ANSWER: Ian Townsend:</b> Community anchor organisations – in spatial, interest and other communities – are certainly important in achieving inclusive and sustainable prosperity for our city and its people. The financial situation is not ideal, but Locality is one of several organisations bringing in important expertise for example of community asset transfer. We are here to help where we can.
<b>Matt Griffin – Hartcliffe &amp; Withywood Ventures</b>
<b>Q1.</b> When you talk about "PLACE FOCUSED - Develop high quality places, communities and neighbourhoods to retain and attract a diverse mix of residents, workers and visitors", do we have a planning policy that treats areas equally? For example, will new housing be for this diverse mix or just reflect the existing communities (ie affordable housing in affordable areas, more quality housing in affluent areas)?"
<b>ANSWER: Ian Townsend:</b> We also need to include sustainable housing in the consideration, both at design and build stage, but also throughout their lifetime of being lived in. The Joint Spatial Plan and Bristol local plan policies are important processes to ensure our city and region have appropriate policies for affordable and sustainable housing. There are a range of groups active in this area, for example Knowle West's citizen housing project.
<b>Q2.</b> How will we support SME, especially the very small businesses, to be able to afford to pay a living wage?"
<b>A2.</b>
<b>Q3.</b> There are skills gaps. There may not be enough young people or unemployed to fill those gaps, and even with training, they may not be capable of filling those gaps. How can tap in to the potential of people currently employed, who can be retrained? - training with job guarantees / benefit guarantees whilst training? And how can we convince employers that the long-term needs of the city outweigh their short-term needs?"
<b>ANSWER: Ian Townsend:</b> The job opportunities in environmental sustainability and decarbonisation of the city's activity to meet the 2050 carbon neutral target go way beyond high-tech: they are across skill levels, notably in domestic retrofit. We need to encourage businesses to engage and investment in

training to ensure all can benefit. We're keen to work with the local and combined authorities and business on this. Most of our member organisations are from the private sector, suggesting they are taking that longer-term view, and we would welcome new members who do the same.

**Q4.** Looking at the Leeds model, is a focus on growing facilities in the City centre something we want to adopt? Wouldn't improving community facilities help lift those communities and encourage movement between communities, diversity and a whole-Bristol outlook?

**ANSWER: Ian Townsend:** The Partnership generally has a city-wide focus, but we are increasingly working with community organisations, notably Up Our Street in Easton and Lawrence Hill and Knowle West Media Centre. We'd be keen to explore building up other links too, so please do get in touch!

**Colin Nolden – University of Bristol. Question for Briony & Ian**

**Q1.** Distributed ledger technologies such as blockchain enable the creation of 'multidimensional' currencies. Rather than just representing and economic value, associated currencies can also entail an environmental and social 'footprint' of information on databases. 'Mining' could even be based on measured, reported and verified carbon emission reductions vis a vis a baseline using the EMAS tool mentioned in the draft paper. This allows a tradable commodity equivalent to money to be 'sourced' ethically with associated benefits for inclusivity and sustainability. Given Bristol's experience with the Bristol Pound, is there capacity among Bristol City Council and relevant (mission-led) stakeholders to trial the co-creation of such a multi-dimensional currency?

**ANSWER: Ian Townsend:** It was good to speak to Colin at the event and since. Recent attention has been on crypto-currencies and their volatility, but the blockchain (protected distributed ledger) approach at the heart of these could certainly be used for carbon emissions. It is not something the Partnership has specifically explored to date, but we would be interested in engaging technical experts on this issue to see how it might work, and what the pros, cons and potential impact might be.

**Marina Traversari – Oracle Startup Cloud Accelerator.**

**Q1.** For Briony - What specific strategies or initiatives do you know about that businesses in the region are employing to create their own inclusive and sustainable growth?

**A1.**

<p><b>Q2.</b> Open for the panel - How do we ensure that our workforce and Boards are reflective of our local communities?</p>
<p><b>ANSWER: Ian Townsend:</b> It is a challenge many organisations face. Our Board does reasonably well on gender balance (though it is not 50:50), but perhaps less well on other equality measures. We have an annual election for directors to represent our members on our Board, and will encourage candidates from under-represented groups in this year's election.</p>
<p><b>Q3.</b> For Tom - What are the key lessons learnt from Leeds Inclusive Growth Strategy that could be adopted by Bristol?</p>
<p><b>A3.</b> <i>(not for publishing, but interested in why the environment does not feature strongly in Leeds' strategy)</i></p>
<p><b>Q4.</b> Open for the panel - Inclusive Growth is extremely important to me, and to Oracle and to the majority of employers across the City Region - however, considering it's top of everyone's agenda, why are we not seeing this inclusivity reflected across all sectors?</p>
<p><b>ANSWER: Ian Townsend:</b> Environmentally sustainable growth is also important to our members, with over 50% coming from the private sector. At the event Briony highlighted accreditations like B-corps, and we have had Go Green in Bristol. I think these can play an important role, and trailblazers can share their learnings with others through Partnerships like ours.</p>
<p><b>Ed Rowberry – Bristol &amp; Bath Regional Capital</b></p>
<p><b>Q1.</b> What is the best way to measure whether we are achieving inclusive growth? Is it qualitative/quantitative or both?</p>
<p><b>ANSWER: Ian Townsend:</b> It will almost certainly be a bit of both, and for sustainable growth as well. There are so many possible measures for both, and we need to agree on suitable ones for Bristol. The One City Plan process can help, and we should also consider relevant indicators for cities from the Sustainable Development Goals as part of that.</p>
<p><b>David Jepson – Ashley Community Housing</b></p>
<p><b>Q1.</b> The likelihood is that demographic change through the arrival of refugees and migrants will be a major feature of Bristol over the years ahead. How will our inclusive growth strategy build in a culture of openness and access for</p>

opportunity which will benefit the communities concerned and also benefit Bristol as diversity brings the innovation, skills and networks which we need?

**ANSWER: Ian Townsend:.** The Green & Black project, led by Partnership members Ujima Radio, found that BAME communities are interested in environmental sustainability, but perhaps do not express this in the same ways as others in the city. We have been keen to promote inclusive sustainability, and the Green & Black Ambassadors project with Ujima and the Cabot Institute builds on this, to link up the BAME and sustainability communities with paid Ambassadors. We are hoping to expand on this with a major funding bid soon. Please do get in touch if you are interested!

Draft

## 4 Next Steps

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Both a clear vision for 2040 and a set of broader outcomes were presented in the symposium and subject to feedback and questions from stakeholders, whose priorities and comments are distilled above.

We should now consider whether further public engagement is required at this stage- for example from local think-tanks, universities and research centres that may contribute to a more nuanced understanding. A systematic compilation of data (on poverty, demography and the labour market) may provide a clearer picture of issues that need to be addressed, while the potential incorporation of Inclusive and Sustainable Growth ‘champion’ organisations may encourage progress.

If none of the above is required, then objectives and expected outcomes should be defined for the short and medium-term that are linked to the long-term vision to 2040. Policy options should be assessed, and relevant sectors should be identified for later consultation in alignment with the long-term vision.

Options appraisal would then identify the best targeted interventions. Trade-offs should also be considered, and resolved with reference to key success factors before being validated by stakeholders. In terms of implementation, key factors for success include a clear timeline (with effective sequencing), and realistic resource estimates.

Throughout these steps, it is worth considering requirements for effective implementation and assessing each intervention or investment by its individual merits. While the strategy should be thought of holistically, analysing the effect of individual components might allow prioritisation of policies.

Policies should then be designed that reflect best options and can be achieved within financial constraints. There should be a focus on both synergies between policies (e.g. employment and housing) and urgency (to avoid lock-in of irreversible effects).

Finally, an effective Monitoring and evaluation process is required to create a feedback loop into the design of policies. Impact evaluation and participatory approaches that capture the social impact of policy implementation (including monitoring target areas) should be used to collect relevant data and produce reports that monitor progress appropriately and accurately.

***Bristol City Council, Colin Molton – 23<sup>rd</sup> January, 2018***

- Priority within Bristol boundary to drive growth rather than linking to neighbouring areas (e.g. Cardiff)
- Sees a big opportunity to use BCC property assets -> they still own a lot of city assets (48% of city) – big push to understand this through development of an asset management plan
- Thinks historically BCC have connected very poorly with private sector in the city
- Thinks public sector agencies need to work more effectively together in the city
- KPMG have told him there are some big investors looking for projects in the city – but need to define ask/offer
- Feels connectivity in the city is a big area to tackle – particularly linking up key nodes of growth/quality places
- Mentioned he really like Space Syntax (we've lined them as a sub for BTM bid)
- He wants to define an 'offer' to present to organisation to invest in Bristol and define an 'ask' of what the city wants of them
- City will continue to invest in the built environment for creating conditions for growth – mainly housing, transport, infrastructure
- He sees the importance of WECA however, Marvin Rees is more focused on the City (as one would expect!)
- Continued focus on city co-design and multiple stakeholder approach to delivery
- Important for the city to be resilient if one of the big companies leaves e.g. airbus, rolls Royce
- Highlighted the role of middle sized companies 250-500 employees
- Likes the concept that the Economic Strategy would be a 'a call to arms' to motivate and guide the city down a path to productivity and growth
- Tackling inefficiency (in addition to additionality) offer two complimentary routes to improved productivity
- Currently working on the regional strategy with WECA

***Ian Townsend (Bristol Green Partnership CEO) – 6<sup>th</sup> February, 2018***

- Ian leads the <http://bristolgreencapital.org/>
- He raised the inclusive growth strategy should raise the profile of green growth/environmental sustainability
- He suggested two types of support
- 1) Support businesses that act ethically/sustainably as an organisation
- 2) Support businesses that produce ethical/sustainable products
- Link to government's clean growth strategy
- Green industries provide vocational/blue collar as well as white collar opportunities
- Bristol has a target to be carbon neutral by 2050
- Bristol City leads on low carbon agenda in core cities.
- Sustainable development goal -> designed for national but could be brought down to the city level.
- Suggested indicator - Carbon intensity -> carbon output per GDP
- Manheim -> global city
- Malmo -> implementing SDGs
- American cities -> NY, Baltimore
- Meta framework for SDGs

***Triodos Bank Launch – 6<sup>th</sup> February, 2018***

- ‘Triple win’ sustainable bond investment and crowd funding options encouraging local investment in projects that are ethical/socioenvironmental sound – case study
- 1) Charity supporting troubled teens builds solar panels
- 2) Investment secured by local crowd funding
- 3) sustainable income generated supports charity
- Spoke to Good Food Company CEO -> has grown to 105 people, based in Bristol, no apprenticeships but people advance through in-house training schemes through to management

***Bristol & Bath Regional Capital CIC (Ed Rowberry) plus Charlotte Alldritt – 7th February, 2018***

- ER is the CEO of - <http://www.bab-rc.uk/>
- CA is the Deputy Director of a Lord Sainsbury funded think tank and a policy expert on inclusive growth – Centre for Progressive Policy – website pending
- ER seeks to invest in ethical companies so they are attracted to invest, relocate and set up shop in the WoE
- ER largely opportunistic to date but wants to be more proactive -> this would be helped in the Council/City Office had a clear approach to ethical investment in the city to set a framework
- ER working with the mayor on a City Fund that provide in-kind services and actual financial support
- CA is charged with providing ‘free’ support on inclusive growth. Currently focusing on West Midlands and West of England combined authorities. Likely to be a 6-12-month programme of support. Has analysts at disposal.
- ALL - Discussion about difficulties in measuring success of inclusive growth strategies -> going beyond GVA/GDP - room for both qualitative and quantitative metrics/measures.
- ALL - Discussion on both getting the scheme appraisal right to reflect internalised and externalised social benefits and the importance of post-delivery appraisal/reflection.
- CA – current focus on analysing skills mismatch in areas including WoE
- CA – importance of microfinance and basic business administration support for local small companies
- ALL – discussion about importance of gazelle companies in WoE context
- ALL – discussion regarding some form of promoted ethical accreditation in Bristol -> ER mentioned the B-Corp model - [https://en.wikipedia.org/wiki/B\\_Corporation\\_\(certification\)](https://en.wikipedia.org/wiki/B_Corporation_(certification))
- ALL – discussion re: importance on getting business to recognise value of behaving ethically rather than being compelled too – altruism is not always required and the bottom line can be bolstered.
- ER flagged that “the House” was popular in Bristol - <http://www.thehouse.co.uk/>
- ALL – flagged the need for an improved social appraisal and post intervention evaluation approach - > challenge who pays?
- CA – in terms of metrics perhaps people focused questioned are the best approach e.g. How safe do you feel? Does your local area provide you with opportunities? Are things getting better in the local community?

***Ines Lage (TUC), Nigel Costley (TUC), Fred Jerrome (UNISON) – 8th February, 2018***

TUC has 0.5m members and 200k  
Relies on workplace volunteers

TUC has four key asks for Bristol linked to providing better jobs.

- 1) **Tackle low pay** and create a living wage city accredited by the Living Wage Foundation.
- 2) **Broaden skills** – tailor skills and learning to the local demographic -> move away from niche only sectors that provide fewer opportunities -> need to focus more on putting pressure on employers as they haven't met the challenge -> challenged the Bristol Learning Partnership Board is populated by all providers and no representation from learners -> only 30% of kids in Southville (a reasonably affluent ward in Bristol) attain degree level qualification - > argues that graduate retention in Bristol is poor after the first few years.
- 3) **Tackle worker exploitation** -> support enforcement of modern slavery act, particularly in the vulnerable sectors supporting police, GLLA, HSE -> encourage the mayor and council to apply what levers it has to deliver change -> funding a resource very limited -> target for top 100 Bristol companies to sign Living Wage charter -> BCC are ready to sign the ethical carer charter.
- 4) **Mental Health at Work** – work related health biggest issue flagged by members (thriving at work report) -> promote mental health first aid course, mental health champions -> poor work practices and bad policies -> target early interventions and support -> New York thrive model -> Neurodiversity – more complex than just stress in the workplace.

More care companies handing back care services to the Council in response to budgetary pressures.

Evidence that apprenticeships are being exploited -> not getting paid the minimum wage or apprenticeship minimum wage – Employer, Government, Employee (three legged support required).

Take up and management of apprenticeship levy needs to be improved

Target driven apprenticeships are not fit for purpose and drives poor behaviours of those using apprenticeships -> needs to be more structured and informed by need.

See gender split amongst apprentice roles with women being paid less.

Need to address both skills and physical access to jobs e.g. north/south link in Bristol.

Need employment hubs in the south of the city

Greater understanding -> more sectoral focus on opportunities

Informal work training ok but need checks and balances to make sure that it is being delivered inclusively.

Checks and balances -> informal and formal -> need to make workplace more accessible to trade unions.

Lots of environmental jobs are at the hard end – e.g. waste sorting and collection. Male dominated -. Need to recognise and address the non-affluent and academic side of the green agenda.

**Andrew Sissons (Deputy Director, Chief Economist), Environment Agency, 12<sup>th</sup> February**

EA have traditionally been anti-growth but relatively recent movement to consider, “yes, if...”.

Follow the partnership funding model that provides funding for flood mitigation schemes on main water courses and coastal regions.

Flood funding targeted at existing dwellings and homes are valued greater than businesses and infrastructure.

Current research focusing on net gain in natural capital to assess impact.

Impact of flooding:

- 30% households
- 30% business
- 30% infrastructure
- 10% people

Land value uplift of flood risk reduction not factored strongly in EA assessment work.

West of England Nature Partnership key local body.

EA keen to improve the link between health wellbeing and watercourses.

Water companies have a big role to play.

Bristol Avon Catchment Partnership has a role to play.

EA keen on promoting awareness of flood risk which is very poor amongst the public.

Coastal areas have a strong correlation between deprivation and flood risk – Avonmouth in Bristol.

Flexible office space required in Bristol to allow smaller companies to grow – does not have to be grade A quality.

Growth around transport hubs.

He would be happy to support EA signing a pledge.

### ***James Durie and Matt Griffiths Business West, 15<sup>th</sup> February, 2018***

BCC must identify projects that facilitate transport, skills and infrastructure supportive of growth.

Movement and public transport access to job markets is key.

Need to look at the functional economic boundary beyond individual LA boundaries.

Need to identify the Bristol need and petition and convince WECA/Government for funding.

Need to lift aspirations.

Why is the north fringe popular for business growth and south Bristol not? – Probably the marked difference in connectivity.

Bristol needs a robust mass transit system.

Bristol needs a transport plan – it doesn't have one.

Permitted Development Rights (PDR) are squeezing the employment space market in Bristol.

Compounded by the pressure for affordable homes – land use needs to be re-balanced.

Limited amount of lower grade, flexible office space in Bristol.

Convert BCC property assets into property space.

Good examples in South Bristol of success:

- Green Business Park
- Bottle Yard
- Ashton Gate

South Bristol needs to be properly promoted in an articulated and focused way -> opportunity to create a cluster based around the international gateway of Bristol airport and growth plans.

Need to counterbalance investment in the centre and north of Bristol or the south will suffer even more.

Industrial estates need revitalising -> some BCC owned.

Key issues

- High house prices
- Limited employment land

Local procurement needs to be addressed – buy local

Why is the educational performance so bad in Bristol?

WoE performing far worse in education than in skills  
 Need to focus on pre-16 skills and aspirational support  
 Two important factors on delivering social mobility within cities
 

- Diversity and diversity mixing
- Connectivity

 Need a more granular data assessment and analysis process  
 Growing school population offers and opportunity.  
 Engage with private and public schools  
 Why not have a lottery system for schools?  
 John Milne – Clifton Prep School  
 Academic Trusts have the power for change  
 Business West can help drive through change  
 The Park, Knowle West -> David Freed  
 Different model required to deliver skills, including life skills  
 Mayor -> an opportunity to provide concise and focussed leadership  
 Bristol should aim to have higher educational attainment than England average.  
 “West @ Work” – initiative led by John Savage -> provide transport to workers, mini bus to work.  
 Increase BME membership of the business community.  
 Promote the Living Wage  
 Human slavery, worst performing areas – Tech supply chain, informal economy  
 Business West supports the Anti Slave Partnership -> Modern Slavery Act.  
 TISC - <https://tiscreport.org/>  
 Need to target employment agencies and sectors.

***Jane Taylor, Darren Perkins, Elke Hein – BCC Adult Learning team, 16<sup>th</sup> February***

Need to define clear pathways for learners’ different people.  
 Need to support those around the learner in addition to the learner themselves  
 There is a very crowded market for the provision of skills learning and support in Bristol.  
 Lots of initiatives start up and die and then are reinvented.  
 Need long term planning and sustainability of delivery providers to provide continuity and reliable support/  
 Need to take a bottom up and a top down approach to the issue on all levels.  
 No coherent approach to post-16 training.  
 Need a system change with system leadership -> charter for providers to sign up to which encourages partnership working and transparency -> avoid silos, sharing of good practice.  
 Partnership approach is key – ensure everyone is pointed in the same direction.  
 North Somerset have a good model of partnership -> Team North Somerset board with CEO reps for the Council, College, strategic partnership. -> mechanism for pooling resources and endeavours.  
 Need to pull together the worlds economics and skills -> sector based focus.  
 Importance of lifelong learning.  
 Need to promote and facilitate appropriate apprenticeships and define employment path.  
 Apprentices need support around them -> a family unit approach to support needed - > apprentice can have a negative impact on family e.g. loss of total benefit income.  
 Careers advice is very patchy -> needs to be improved.  
 “onsite” brokerage between apprentice and employer is a good idea.  
 A rebalance of provision between the apprentice scheme and market is required.  
 Funding allocations does not appear to be evidence based.  
 Need to listen and engage with the community.

Pre-16 very important is setting up individuals -pre-16 action plan?  
Sub-regional growth funds need to be assessed and delivered to deliver inclusive growth outcomes -> skills in addition to roads and buildings.  
Poor record of referrals between agencies -> driven by silo reporting of indicators.  
Care sector – struggle to recruit, poor visibility regarding diversity of career pathways and roles, poor pay -> plus side = a lot of diverse roles and flexible hours.  
A large proportion of people in Bristol don't have English as a first language.  
Some people are not literate in their first language.

***Sarah O'Driscoll, BCC planning policy manager, 21<sup>st</sup> February, 2018***

WoE Joint Spatial Plan -> programmed to get adopted in December 2018.  
Local plan -> programmed to be adopted in December 2019.  
Evidence led housing allocation -> SHLA  
Not next increase in employment allocations.  
Employment land needs to work harder -> quality over quantum -> intensification and efficiency of use.  
SPD Urban Living being produced ->this will address need for intensification of housing -> mid rise/high rise.  
Gentrification an issue but the word is only used once in the local plan – in the foreword.  
If you push the light industry and dirty industry out of East and South Bristol where does it go?  
Industrial estate review is underway – need to get more out of estates as functional employment spaces.  
Stretch targets for affordable housing and housing in the city to meet mayor's aspiration.  
St. Phillips Marsh has more economic activity than is attributed -> key challenge here is the emotive nature of the fruit, flower and veg centre.  
Role of local plan to create employment land that is flexible and responds to the flexibility demanded by the market.  
There is plenty of low grade B2 in Bristol.  
The role of Bristol Airport in the south is becoming increasingly prominent -> both as a transport hub and a centre of employment.  
Potential for linked supply chain and cluster industries in south Bristol taking advantage of the profile and accessibility of the airport.  
Avonmouth is a low priority for regen -> it has poor transport links -> even with flood defence schemes flood risk is still an issue restricting uses.  
East Bristol and Redcliffe -> relatively good access but a lot of deprivation -> area functions as a transition point for foreign immigrants and unemployed/low paid workers who move to Bristol -> they tend to get settled, get jobs and move out to other areas and are replaced by a new influx.  
Need to ask the community what they want -> can't apply middle class values on what they need and desire.  
Neighbourhood planning has a role if executed inclusively.  
Multiple ownership of land an issue for releasing plots – a review required?

***Victoria Bleazard; James Snelgrove, City Office, 20<sup>th</sup> February, 2018***

City plan is aiming for a 2050 horizon -> could we change inclusive growth strategy to match?  
Governance structure needs to dovetail with City Plan governance.  
City plan has done some work with stakeholder on a project timeline.  
19<sup>th</sup> March -> event to discuss inclusive growth and housing

City office aware of local initiatives being led by employers to address mental health at work.  
Useful to keep the conversation going between two pieces of work with some iterative discussions.

***Michael Dow, Bristol Economic Policy Officer, 8<sup>th</sup>, 2018***

Tourism in Bristol seeing a year on year growth.  
Fall in £ has opened an opportunity.  
Also, electrification of rail line and increased frequency Bristol->London has generated an opportunity to capture more international visitors.  
Need a joined u, targeted tourism strategy.  
Permitted development rights for resi has had an impact on B2 availability.  
Filwood Green Park, south Bristol a real success story – shows demand for employment space in the south.  
Data a real strength of the city -> owned by different stakeholders -> pool asset and support UWE/UoB to leverage more research funding -> BCC use its soft convening powers.

***Sado Jirde, BSWN, 8<sup>th</sup> March 2018***

Developing an enterprise hub specifically to support BAME enterprises in Bristol.  
Feeling that due to issues such as institutional racism that these groups have a significant potential and headroom to deliver additional productivity.  
Hub needs to be located in the heart of the community and have multi-function's and multi-benefits.  
Continuing support is required to address the specific challenges faced by BAME groups in Bristol.

***Lee Probert, Bristol City College, Principal and CEO, 13<sup>th</sup> March 2018***

Bristol school attendance is 150th out of 152 in England based on recent research.  
Need to be careful about continually labelling areas of the city as underperforming because that leads to a self-fulfilling prophecy.  
Need to look at success longitudinally and beyond academic attainment to the conversion of that attainment to a good job.  
Lifelong learning is important – should people be labelled as a failure if they don't obtain a GCSE until they are 30?  
Need to align this work to the One City Plan work.  
Headline indicator – the city pledges that every resident should have the opportunity of a good job.  
Lots of fragmentation in the city in terms of providing skills and education – needs to be strategically guided but provide room for local innovation.  
Careers advice particularly patchy and sometimes not aligned to the needs of the market.  
How about an employability skills passport and gain commitments from industry to provide an interview for those that have a certain level of skills passport criteria?  
Need to treat education as a system -> treat the family unit not just educate the individual.  
City needs to create a distinct 'ask' and a distinct 'offer'.  
Any pledge must have really meaning and detail – not too amorphous or woolly.  
Three key elements to the strategy:  
1- Clearly articulates a city goal/vision  
2- Co-ordinated careers education advice (adult and children)

3- Look and learn lessons from the wider regional and national context -> target and leverage funding

Better coordination of apprenticeships.

Collectively the public sector in Bristol has a lot of cash and many assets -> needs to be audited and co-ordinated to achieve maximum value -> think outside the box.

The funding allocation system at sub-regional level can be improved to focus more on the local context rather than macro metrics such as GVA e.g. given school attendance is worst in the country transport schemes should focus on getting kids to school – free travel?



## 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.

<b>What is the proposal?</b>	
Name of proposal	Inclusive & Sustainable Economic Growth Strategy
Please outline the proposal.	To enable all the people of Bristol to create a sustainable, inclusive and growing economy from which all will benefit
What savings will this proposal achieve?	N/A
Name of Lead Officer	Chris Hackett

<b>Could your proposal impact citizens with protected characteristics?</b> (This includes service users and the wider community)
Please outline where there may be significant opportunities or positive impacts, and for whom.
The strategy is designed, at least in part, at supporting people currently excluded from either economic activity or benefits. Many citizens with protected characteristics have a greater proclivity for economic exclusion and/or disadvantage in accessing the benefits of a relatively successful city economy. These characteristics include, but are not restricted to, gender, ethnicity, age and disability. In addition, the strategy will support groups with other 'unprotected' characteristics, including, but not restricted to, low skills, unfavourable location or long-term unemployment.
Please outline where there may be significant negative impacts, and for whom.
N/A

<b>Could your proposal impact staff with protected characteristics?</b> (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.
N/A
Please outline where there may be negative impacts, and for whom.
N/A

<b>Is a full Equality Impact Assessment required?</b>
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Does the proposal have the potential to impact on people with protected characteristics in the following ways:

- access to or participation in a service,
- levels of representation in our workforce, or
- reducing quality of life (i.e. health, education, standard of living) ?

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

Yes

Service Director sign-off and date:

Equalities Officer sign-off and date: