

Cabinet Agenda



Date: Tuesday, 3 March 2020

Time: 4.00 pm

Venue: 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 Steve Pearce

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Issued by Corrina Haskins, Democratic Services

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Date: Monday, 24 February 2020



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 3 March 2020



Cabinet is 12 noon on 2 March 2020. These should be sent, in writing or by e-mail to: Democratic Services, City Hall, College Green, Bristol, BS1 5TR
e-mail: democratic.services@bristol.gov.uk

Questions (must be about matters on the agenda):

- A question may be asked by a member of the public or a member of Council, provided they give notice in writing or by e-mail (and include their name and address) no later than 3 clear working days before the day of the meeting.
- Questions must identify the member of the Cabinet to whom they are put.
- A maximum of 2 written questions per person can be asked. At the meeting, a maximum of 2 supplementary questions may be asked. A supplementary question must arise directly out of the original question or reply.
- Replies to questions will be given verbally at the meeting. If a reply cannot be given at the meeting (including due to lack of time) or if written confirmation of the verbal reply is requested by the questioner, a written reply will be provided within 10 working days of the meeting.
- The deadline for receipt of questions for the 3 March Cabinet is 5.00 pm on 26 February 2020. 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
- For items marked “to follow” the deadline for receipt of questions will be extended to 5.00pm on 27 February 2020.

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

Communities Scrutiny Commission: Report back from Special Educational Needs and Disabilities (SEND) Evidence Day – *outcome and recommendations to follow*

7. Chair's Business

To note any announcements from the Chair

PART B - Key Decisions

8. Property Strategy (Asset Management Plan)

(Pages 6 - 50)

9. North and East Bristol Universal Business Support Project

(Pages 51 - 123)

10. Extension to Award of Contract for provision of CCTV and Fibre

(Pages 124 - 126)

11. Management Arrangements and Investment Opportunities for Leisure Centres and Swimming Pools.

(Pages 127 - 188)

12. Refugee and Asylum Seeker Inclusion Strategy

(Pages 189 - 211)

13. Grant Funding for Information, Advice & Guidance Services

(Pages 212 - 271)

14. The Future of Bristol's Cemetery and Crematorium Provision

(Pages 272 - 294)

15. Commissioning of Rough Sleeping Services

(Pages 295 - 341)



- 16. Land Disposal at Bonnington Walk, Lockleaze** (Pages 342 - 351)
- 17. Delivery of Heat Networks for Bedminster and Temple** (Pages 352 - 383)
- 18. Heat Networks Special Purpose Vehicle** (Pages 384 - 435)
- 19. Bristol Highways Asset Management and Associated Works Framework**

To Follow

- 20. Budget Monitoring Outturn Report P10** (Pages 436 - 464)

21. Exclusion of Press and Public

Recommended – that under Section 11A(4) of the Local Government Act 1972 the public be excluded from the meeting for the following items of business on the ground that involve the likely disclosure of exempt information as defined in Part 1 of Schedule 12A to the Act, as amended.

22. APR15 Report Bristol Energy Limited Operational Update March 2020

This report contains exempt information by virtue of paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

PART C - Non-Key Decisions

- 23. Council Homes Regeneration** (Pages 465 - 471)
- 24. Joint Local Transport Plan 4** (Pages 472 - 516)



Special Educational Needs and Disability Evidence Day: Report of the People Scrutiny Commission

1. Introduction

- 1.1. The work programme of the People Scrutiny Commission for 2019-20 included an Evidence Day to conduct in-depth scrutiny into the Local Authority's performance of the Education Health & Care Plans (EHCPs).
- 1.2. This session was planned to compliment the agreed focus on Special Educational Needs and Disability (SEND) in 2019-20, as a standing item on each People Scrutiny Commission meeting.

2. What is an Evidence Day?

- 2.1. An Evidence Day utilises the Council's Scrutiny function to critically examine policies, performance and how things are done within the Council and related partnerships.
- 2.2. Simply put it is a day where evidence is gathered by listening to a wide range of people's views, experiences and expertise. Elected Members look at the evidence, identifying key issues, so as to contribute ways to improve things, enabling better outcomes for Bristol.

3. Why was a SEND Evidence Day held?

- 3.1. The reason for the focus on SEND was the wide-ranging concern about performance of Bristol's SEND provision. The Evidence Day was planned to focus on the EHCP process which was not being applied to an acceptable standard for Bristol's young people and parents and carers.
- 3.2. A commitment was made to utilise the Scrutiny function to listen, learn and help enable an improved and effective statutory assessment process for an Education, Health and Care Plan, so as to improve outcomes for Bristol's children and their parents and carers.

4. Who took part in the Evidence Day?

- 4.1. The SEND Evidence Day was held at City Hall on the 3rd February 2020, led by a cross-party Panel, including Councillor Claire Hiscott, Chair of the People Scrutiny Commission, Councillor Celia Phipps, Vice-Chair of the People Scrutiny Commission, Councillor Eleanor Combley, Lead for the Green Group, and Councillor Tim Kent, Lead for the Liberal Democrat Group. Invited delegates who took part in the session included Bristol's elected Members, Council Officers, and representatives from the NHS, schools and parents groups.

- 4.2. The three evidence sessions, following the Extraordinary Meeting of the People Scrutiny Commission, provided good opportunities for constructive scrutiny.
- 4.3. The Chair felt it is important to try and articulate the heartfelt and profound contributions from parents and carers, especially in the public Extraordinary Scrutiny meeting, which strengthened resolve to contribute to improvements. As one parent commented, “apologies and words are not enough; it is deeds that count”. The People Scrutiny Commission intends that the Evidence Day and ongoing scrutiny contributes to positive actions rather than only words.
- 4.4. 10 expert witnesses, including parents and carers, national policy specialists, and education practitioners, took part in the event. A full list of the witnesses is at pages 12-13 of Appendix 1, Information Pack.

5. What was included in the Evidence Day?

- 5.1. The SEND Evidence Day centred around three evidence sessions:

- (i) Parents and young people;
- (ii) National policy and specialist; and
- (iii) Education practitioners.

Each session benefitted from a wealth of knowledge, experience and expertise from specialists in their areas, including from Parent Carers Forum; Bristol Independent SEND Community; Supportive Parents; Barnardo’s; Local Government Association; SOS!SEN; Bristol Dyslexia Centre; Bristol City Academy; KnowLEDGE; and Bannerman Road Community Academy.

- 5.2. The Commission would have preferred a wider representation of expert witnesses and invited guests, but they were required to work within constraints including numbers that could be accommodated and the time available. This was a closed session, although a public meeting was held beforehand (which was live streamed on the internet) and all statements and questions about EHCPs submitted at that meeting have been taken into account for the Evidence Day findings. The webcast for the meeting can be [viewed here](#).
- 5.3. The focus at the Evidence Day was on local authority functions, and Members’ heard about partnerships, schools, and the national policy framework, and how children, parents and carers interact with the EHCP process. The Director of Education and Skills was present to give an account of the local context - refer to pages 10-11 of Appendix 2, Information Pack. It was acknowledged that Health colleagues were not represented, and so the findings could not fully influence the Health aspect of the EHCP process. Whilst it is not believed this has detracted from the scrutiny process Members will invite health colleagues to participate in future scrutiny sessions.
- 5.4. The Evidence Day was originally planned to be held on the 2nd December 2019; and due to the Ofsted/CQC local area inspection and the subsequent delayed report as a result

of the General Election, a decision was made to postpone the event to the 3rd February 2020.

6. Findings

6.1. A number of issues have been identified. This report focuses on what were considered as the key areas. This is not an exhaustive list; it represents as best as possible the views in the room during the three evidence sessions as well as submitted statements.

6.2. A number of recommendations have been identified. This report focuses on what Members consider are the most achievable.

6.3. Key issues

(i) Culture and trust

- There is a clear lack of trust which the Council and partners need to address.
- It is felt that communication between all stakeholders is poor, providing lack of clarity for parents and carers.
- Parents and carers feel the current LA culture is not child or family-focussed, leading to frustration and alienation of families from the process.
- There is a need for wider representation of communities across Bristol when co-producing the service; it is felt there are barriers for some people within Bristol to engage with and access SEND provision, which needs to be addressed.

(ii) Funding and capacity

- There is concern that demand is increased due to misunderstanding, mistrust or lack of transparency regarding how support can be provided without applying for an EHCP.
- Staff levels are not sufficient to keep up with demand, and there is a need for a local response to national policy and funding decisions.

(iii) Quality

- The assessment process is too slow, and complex, but also of poor quality; some reports are unclear and too long.
- There is no agreement or understanding of what 'good' looks like; and inconsistency of how things are done.

- Lack of ownership from teams and individuals are barriers to achieving quality plans and good outcomes.
- The expectation is for a higher bar than the minimum legal requirement, yet there are misunderstandings about what the statutory requirements are, creating further barriers to quality assurance.

(iv) Meaningful partnership working

- Too often parents and carers need to knock on doors and explain their situation to more than one person, creating frustration, mis-trust, and poor outcomes for the child. This may be due to a lack of constructive information sharing between schools, health services and the Council, and a lack of ownership of casework before, after and throughout an EHCP process.

6.4. Remedies

(i) Culture and trust

- Improved communication by the Council with children, parents, carers and partners: A communication and engagement framework that reflects on, and addresses attitudes, values, how we communicate, and how engagement and access is enabled (and implementing this in practice) will help achieve a cultural change and enable trust.
- Ensure next steps include and are driven by parents and carers; and that no one is left feeling they do not have the opportunity to access information and services.
- The Council needs to reach out to Black and Minority Ethnic families, those with English as a second language, and other 'hard to reach' vulnerable groups. The Council should be proactive in contacting those families who feel they cannot engage or access services, and should widen the representation of voices across diverse communities in Bristol in the co-production and co-reviewing of services.
- There should be as much clarity and transparency about the process and criteria for decision making as possible.
- Schools should be clear and transparent on how all SEN funding is spent.
- SEND training for all school governors (not only for the governor with responsibility for SEND), including how to monitor spend, would help to clarify responsibilities, provide consistency and enable transparency.
- The importance of SEND provision and its impact on Bristol's communities should be better communicated to the Council's, and its partners,' workforces.

- The Local Offer should be clearer and more accessible; ensuring it contains up-to-date helpful and relevant information, informed by what parents and carers say they need to know. Bristol's [Local Offer website](#) should be reviewed regularly; and it should have connectivity to related sites.

(ii) Funding and capacity

- Elected Members must commit to continue to lobby for adequate funding of services, both directly and by working with the Local Government Association.
- The local funding mechanisms should be reviewed and simplified to ensure provision on the EHCP can be met. This will require the Education and Finance departments working closely together, in collaboration with the Bristol Schools Forum.

(iii) Quality

- A review of standards, and roll out of agreed performance indicators with a clear performance management framework will help with consistency and quality assurance.
- There should be a review/gap analysis of training for staff involved in SEND provision, as well as directly involved in the EHCP related processes (including, for example, report writing) provided across the Council, schools and health. A reviewed learning and development plan and roll out will help improve quality, including consistency of approach, and improvement of communications.
- School Governor training would help clarify responsibilities and provide consistency and enable transparency.
- The EHCP process must be simplified, utilising standard templates where appropriate.
- There should be clear 'ownership' with families provided with a team or 'go to' person for information about the process. A clear point of contact should also be available before and after the 20 week process.
- Reports should be concise and written in plain-English, avoiding 'copy and pasting' of long technical reports with jargon; and should be clear regarding identified need, provision, and measurable outcomes.
- Practice should be 'child, parents, carer, and family-centred' – ensuring they are enabled to have control over the process, and objectives and outcomes align with their needs.

(iv) Meaningful partnership working

- A review of partnerships and a published map detailing the relationships between education, health and care partners will provide clarity for parents and carers and also practitioners.
- The Council can help enable stronger relationships with and between schools.
- Schools should be encouraged and enabled to share specialisms and resources with each other.
- Partnerships should ensure there is a clear understanding of accountability and ownership of tasks, communications methods, and information sharing protocol to ensure all guidance is up-to-date and parents and carers do not need to chase unresolved issues.

7. Recommendations and next steps

7.1. The People Scrutiny Commission recommend that;

- (i) This report should be considered by the Executive and senior officers, and all findings are taken into account when co-producing the Written Statement of Action and when developing the EHCP process with parents and carers.
- (ii) The development of the EHCP process and Written Statement of Action and next steps is to be considered by scrutiny as a standing item on the 2020-21 work programme.
- (iii) This report should be considered at the appropriate partnerships groups and boards (including but not restricted to those listed a – d below):
 - a. Health and Wellbeing Board
 - b. Keeping People Safe Partnership – keeping Children Safe Group
 - c. Children’s and families Programme Board
 - d. Learning City Partnership Board

With reference to the key issues and remedies listed in paragraph 6, the People Scrutiny Commission recommends that;

- (iv) A clear communication and engagement plan is produced that looks to address the issues relating to culture and trust.
- (v) The EHCP process should be simplified and utilise templates based on co-design with parents and carers and identifying best practice.
- (vi) A reviewed training programme for all local authority staff involved in the EHCP process should include:

- Communications and partnership working
- The legal requirements around EHCPs
- Early identification of need and appropriate interventions

In addition the Commission suggests that similar training should be offered to SENCOs working in schools in Bristol.

- (vii) There should be close relationships and joint work with other local authorities, the independent sector, and universities so as to identify good practice to better inform co-production of the EHCP process and for early intervention work, before an application is required.
- (viii) There should be regular reports to scrutiny of progress that has been made in this area from the Director of Education.
- (ix) Regular internal reviews of progress and training should be carried out within the department and improvements to partnership working should be monitored.

7.2. The People Scrutiny Commission would like to thank all those who attended the Evidence Day, providing for dynamic and instructive scrutiny.

7.3. The Commission would especially like to thank the 10 expert witnesses who took part in the three evidence sessions, sharing their knowledge and experience, for which the Commission is extremely grateful.

7.4. It will be for the People Scrutiny Commission to regularly review progress made by the local authority so that Parents, Carers and families can be confident that their needs are being met and improvements are being made. The public-facing role of the scrutiny commission must ensure that Bristol citizens are kept up to date with progress and will endeavour to ensure the voices of SEND families are heard throughout the improvement roll out.

Councillor Claire Hiscott, Chair of the People Scrutiny Commission; Conservative Group

Councillor Celia Phipps, Vice Chair of the People Scrutiny Commission; Labour Group

Councillor Eleanor Combley, Lead for Green Group

Councillor Tim Kent, Lead for Liberal Democrat Group

Councillor Jude English, Green Group

Councillor Ruth Pickersgill, Labour Group

Councillor Carole Johnson, Labour Group

Councillor Tim Rippington, Labour Group

Councillor Gill Kirk, Labour Group

Councillor Steve Smith, Conservative Group

Councillor Brenda Massey, Labour Group

SEND Evidence Day

Information pack



Date: Monday, 3 February 2020

Time: 1.30 pm

Venue: The Writing Room - City Hall, College Green, Bristol, BS1 5TR

Distribution:

All Members

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Information pack

- 1. Introduction** **(Page 3)**
- 2. Schedule** **(Pages 4 - 5)**
- 3. What Are EHCPs?** **(Pages 6 - 9)**
- 4. EHCPs - Local context** **(Pages 10 - 11)**
- 5. Witnesses** **(Pages 12 - 13)**



Special Educational Needs and Disabilities (SEND) Evidence Day

The Evidence Day is part of the Council’s scrutiny programme which aims to analyse our performance and decision making, and influence policy development reflecting the views and priorities of local people.

The objective of the SEND Evidence Day is to help enable an improved and effective statutory assessment process for an Education, Health and Care Plan (EHCP).

The panel of Councillors leading the evidence sessions is comprised of the lead Members of the People Scrutiny Commission.



Councillor Claire Hiscott
Conservative Group

Chair of the People Scrutiny Commission



Councillor Celia Phipps
Labour Group

Vice Chair of the People Scrutiny Commission



Councillor Eleanor Combley
Green Group

Leader of the Green Group



Councillor Tim Kent
Liberal Democrat Group

Party Whip

The following Councillors are also members of the People Scrutiny Commission

- Cllr Carole Johnson Labour Group
- Cllr Gill Kirk Labour Group
- Cllr Jude English Green Group
- Cllr Steve Smith Conservative Group
- Cllr Brenda Massey Labour Group
- Cllr Ruth Pickersgill Labour Group
- Cllr Tim Rippington Labour Group



Special Educational Needs and Disabilities (SEND) Evidence Day

Schedule

1:30pm	Introductions and opening comments from the Chair, Cllr Hiscott
1:40pm	EHCPs – local context. Alison Hurley, Director of Education & Skills
1:45 – 2:30pm	Evidence Session 1: Parents and young people. Led by Cllr Phipps

Witnesses

Davina Evans	Senior IAS Advisor, Bristol Special Educational Needs & Disabilities Information, Advice and Support Service (SENDIAS)
Nick Flaherty	Chair of Bristol Parent Carers
Anthony Hill	Service Manager, Barnardos
Alice Marshment	Founder Member, Bristol Independent SEND Community

2:35 – 3:20pm	Evidence Session 2: Specialists & national policy. Led by Cllr Kent
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Witnesses

Clive Harris	Senior Policy Advisor, Local Government Association
Pat Jones	Founder, Bristol Dyslexia Centre
Eleanor Wright	Chief Executive, SOS!SEN



Schedule

3:20 – 3:30pm	Refreshments
3:35 – 4:20pm	Evidence Session 3: Education practitioners. Led by Cllr Combley
	<u>Witnesses</u>
Jon Angell	Principal, City Academy; Chair of Bristol Association of Secondary Heads and Principals
Darren Ewings	Head Teacher, Knowle DGE
Tracy Jones	Vice Principal, Bannerman Road Community Academy
4:25pm	Summing up: Cllrs Phipps; Kent; and Combley
4:40pm	Summing up & next steps: Cllr Hiscott
4:45pm	End

Each Evidence session will comprise of questions from the Lead Members of the People Scrutiny Commission to the witnesses, followed by questions from the floor.



Special Educational Needs and Disabilities (SEND) Evidence Day

What Are Education Health and Care Plans?

An Education, Health and Care plan (EHCP) describes the child or young person's special educational needs (SEN) and the help they will get to meet them. An EHCP also includes any health and care needs and the provision required.

It is a legal document written by the local authority and is intended to ensure that children and young people with an EHCP receive the support they need.

a) The Legislation

Part 3 of the Children and Families Act 2014 and the Special Educational Needs and Disability Regulations 2014 set out the statutory requirements for an Education, Health and Care (EHC) assessment and plan, including key content that local authorities must include in a plan. The *Special educational needs and disability code of practice: 0 to 25 years* provides statutory guidance which local authorities and other public authorities must have regard to when drawing up EHC plans. The 2014 regulations brought a greater focus on personal goals, increased family involvement and improved rights and protections for young people in further education and training. The intention was to create a better system that puts the family and child/young person first.

b) Who needs an EHCP?

The majority of children and young people with identified special educational needs do not require an EHCP to have their needs met. These children are assessed by the early years or education settings as requiring 'SEN Support', additional support to help children achieve the outcomes or learning objectives that have been set for them.

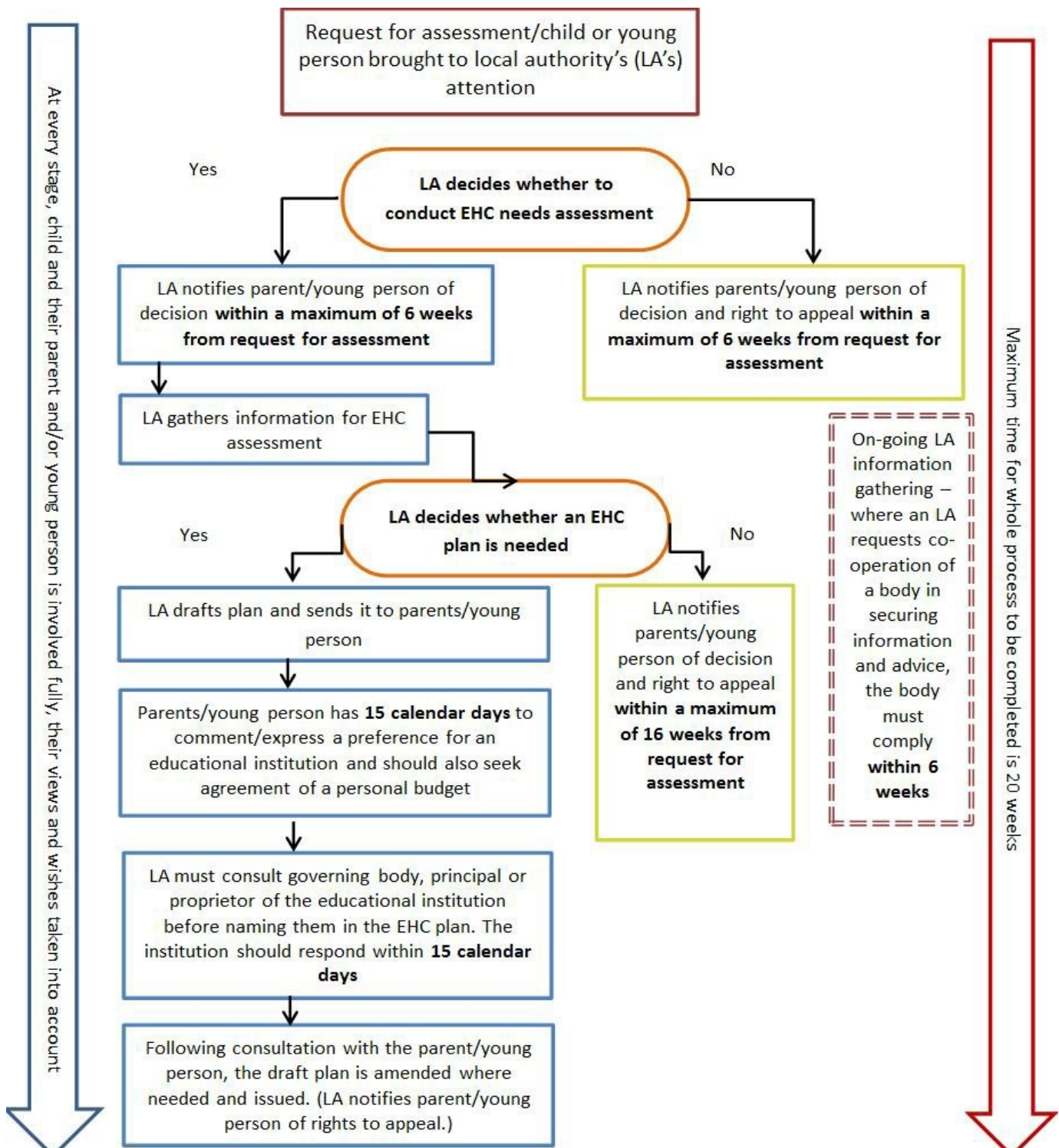
Some children and young people may not make the progress expected of them even with this help. In these instances the child's parent or education setting can ask the Local Authority to carry out an EHC needs assessment. When this assessment is finished the local authority must decide whether to issue an EHCP.

c) The statutory timescales for assessment and issuing an EHCP

The Local Authority must notify the parent carer of the decision whether to carry out an EHC needs assessment **within 6 weeks** of receiving the request for an assessment. If the decision is 'no', the Local Authority must notify the parent carer of their right to appeal.

After carrying out an EHC Needs Assessment, the Local Authority must notify the parent carer of the decision whether an EHC Plan is needed **within 16 weeks** of receiving the request for an assessment. If the decision is 'no', the Local Authority must notify the parent carer of their right to appeal. When carrying out an EHC needs assessment that will lead to an EHC plan the Local Authority **must issue the final plan within 20 weeks** of the initial request.

Statutory Timescales for EHC Needs Assessment and EHC Plan development





What are EHCPs?

d) Disagreeing with a decision

Parents and carers can challenge their local authority about:

- their decision to not carry out an assessment
- their decision to not create an EHC plan
- the special educational support in the EHC plan
- the school named in the EHC plan

e) What has to be included in an EHCP?

Every EHCP must include at least 12 sections, but each local authority can decide how to set these out. The sections are:

A: The views, interests and aspirations of the parent and the child or the young person.

B: The child's or young person's special educational needs.

C: Health needs related to their SEN or to a disability.

D: Social care needs related to their SEN or to a disability.

E: Planned outcomes for the child or the young person.

F: Special educational provision. Provision must be specified for each and every need shown in section B.

G: Any health provision required that is related to their SEN or to a disability.

H1: Any social care provision that must be made for the child or young person under 18.

H2: Any other social care provision required that is related to their SEN or to a disability.

I: The name and type of the school, maintained nursery school, post-16 institution or other institution to be attended.

J: Details of how any personal budget will support particular outcomes and the provision it will be used for.

K: The advice and information gathered during the EHC needs assessment



What are EHCPs?

f) Can parents request a particular school?

The law says that parents or the young person have a right to request that a particular school, college or other institution is named in the EHCP.

The Local Authority must agree to this request unless:

- it would be unsuitable for the age, ability, aptitude or SEN of the child or young person, or
- the attendance of the child or young person there would be incompatible with the efficient education of others, or the efficient use of resources

g) Reviewing an EHCP

There is a requirement for all EHC Plans to be reviewed by the LA at least annually. This is usually referred to as the Annual Review. The Annual Review is more than just a review meeting; the review must be done in partnership with the parent carer and their child or the young person, and must take account of their views, wishes and feelings.

The local authority must decide whether to keep the plan as it is, make changes, or cease to maintain it within four weeks of the review meeting. Parents have a right of appeal if the local authority proposes to cease the EHCP.

For some young people an EHCP will continue until they are 25. However the plan will stop if the young person:

- goes to university
- gets a job
- tells their local authority they no longer want their EHCP, or,
- no longer needs special help and the local authority decides that the EHCP should cease.



Special Educational Needs and Disabilities (SEND) Evidence Day

Education Health and Care Plans – the Local Context

1. Issues that had affected the timeliness of EHCPs

- Significant capacity issues in SEND teams and the Education Psychology Service, which directly resulted in poor customer service and our inability to complete EHCP within timescale
- SEN caseworkers were responsible for new assessments and ongoing casework making it difficult to prioritise
- Poor management information system

2. Action Taken – Where We Are Now

2.a Management Information System

Work has been taking place to improve data quality. There is now a SEND performance data project plan, including all key council stakeholders so we are able to identify quality issues, data gaps, and clarify roles and responsibilities. This will improve data confidence and support robust management information.

2.b Additional Funding to Increase Capacity

In June, Cabinet agreed £1.5m for 2019/2020 to accelerate capacity and improvement. Since then, a wider programme of transformation, across the education directorate, has been developed. The programme has secured further one-off funding of £1.3m from schools and further £0.5m for 3 years (total £1.5m) to deliver a robust response to the SEND inspection requirements and sustainable whole-system improvement.

A successful recruitment campaign at the end of last year has resulted in the appointment of twenty three additional SEN casework staff. Two of these started in December; eighteen started on the 13th January and two are due to start later in February).

A comprehensive training programme has been drawn up for the whole SEN team which includes legal training through IPSEA.

The funding has also enabled us to strengthen the Education Psychology (EP) service, including one additional EP who started in December and four assistant EPs. We also have six graduate EPs starting in September 2020

2.c Improved ways of working

The SEND Casework Team

The SEND Casework team has been restructured in a way that splits responsibility for new assessments and on-going maintenance of EHCPs, by creating a dedicated 'EHCP assessment team' and an 'inclusion team'. This will enable staff to focus on new assessments and parent



carers will have a named member of staff to guide and keep them informed through the process from start to end.

Working with and listening to parents and carers

The first SEND drop in session took place at the Park, Daventry Road on the 13th December. Nine parents attended and shared their views and concerns with regards to SEND in Bristol. SEND casework managers and managers from health services are attending further parent carer events throughout January and February across Bristol to help inform our post inspection action plan (the ‘written statement of action’). Additionally we are planning an on-going programme of workshops with parents and carers to work with us on specific improvement areas, for instance, co-producing a leaflet for parents to guide them through the statutory assessment process.

The aim is to host or attend a different parent carer or young person event each month as well as holding working groups for specific agenda items. These will be publicised via the Local Offer website.

2.d Impact on timeliness of EHCPs

The capacity issues described at the beginning of this document resulted in the dire situation of no EHCPs being delivered within the 20 week statutory timeframe and a month on month increasing backlog of assessment requests and unfinished EHC Plans.

The table below shows that since the new SEN Service Manager took up post in July last year, concerted efforts to improve, have had an impact on the volume of EHC Plans being finalised and further work is underway to improve the quality – from January to June 2019 only 100 plans were completed, all outside the 20 week timeframe. From July to December 2019 a total of 307 were completed, of which 5 were within 20 weeks.

Bristol's finalised EHC Plans 2019 Calendar Year : (Jan to Dec 2019)					
Finalised EHCP	Qtr 4 Jan to Mar 19	Qtr 1 Apr to Jun 19	Qtr 2 Jul to Sep 19	Qtr 3 Oct to Dec 19	Total
Within 20 weeks	0	0	3	2	5
Beyond 20 weeks	51	49	137	165	402
Total	51	49	140	167	407
% in time	0.00%	0.00%	2.14%	1.20%	1.2%

We recognise that for the families waiting for an assessment or EHC Plan this improvement is of little comfort, but we are doing all we can to get up to date with all outstanding assessments and EHC Plans and ensure that new requests for assessment are dealt with in-line with the SEND Code of Practice.

The additional capacity will have a positive impact but it will take time to take full effect.

Special Educational Needs and Disabilities (SEND) Evidence Day

Davina Evans is a Senior Information Advice and Support Advisor. Davina has over 20 years of experience, including working as SENDIASS Bristol Local Coordinator, contributing to SEND Strategies in that time.

She currently spends her time supporting young people and their parents

Nick Flaherty was elected chair of Bristol Parent Carers in November 2017 and represents the Forum on a wide range of local authority and health groups.



He is dad to a young lady of 11 who has a rare life limiting metabolic condition with complex physical, sensory and developmental needs that require 24/7 care.

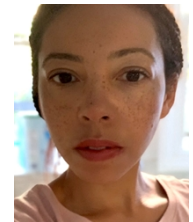
Anthony Hill has managed services for Barnardo's since 1999 and has been involved with participation and advocacy



Anthony currently manages the Barnardo's HYPE Service in Bristol and South Gloucestershire.

The HYPE Service aims to involve children and young people in community health services.

Alice Marshment is a founder member of Bristol Independent SEND Community (BISC). Formerly a civil barrister, she has 2 school-age children; the eldest is 8 and has diagnoses of ASD and ADHD, and has been out of school since May 2019 awaiting a specialist placement.



Alice is a supporter of and advocate for other SEND children and their families.

Clive Harris is a Senior Policy Adviser in the Children and Young People team at the Local Government Association, working on SEND, Education and Children's Improvement.

Clive has previously worked across a number of other policy areas including community safety, finance and waste, as well local government emergency planning functions during the 2012 Olympic and Paralympic games.



Pat Jones set up the [Bristol Dyslexia Centre](#) in 1988. Pat also started Belgrave School in 1993, which provides full time schooling for children aged 7-16 years with specific learning difficulties.



Pat has dedicated her life to helping children with dyslexia. Pat was awarded an OBE for her services to Education.

Eleanor Wright is Chief Executive of [SOS!SEN](#), a charity which helps the families of children with SEN and disabilities. Eleanor is a solicitor specialising in education law, and worked in private practice until 2015.



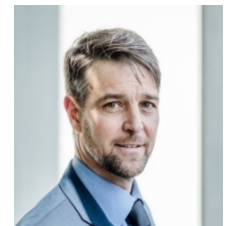
Eleanor is a committee member for the Education Lawyers' Association and the Richmond Dyslexia Association, and a school governor. She writes Education Law updates for the Legal Action Group Magazine.

Jon Angell is the Principal of [City Academy](#) and chair of the Bristol Association of Secondary Heads and Principals (BASHP). As chair he represents Secondary Head teachers and Principals on a number of boards across the City. Jon became the Interim Principal at City Academy in March 2015 whilst the Cabot Learning Federation supported the school, before becoming the permanent Principal of City Academy in June 2016.

Jon has led the school out of Special Measures, receiving a judgement of Good by Ofsted in April 2019.



Darren Ewings is Head Teacher of [Knowle DGE](#). He has 25 years teaching experience. For the past 20 years he has been working in Special Education.



Over the last 6 years Darren has worked as a Head Teacher and as an Executive Principle for Speech Language & Communication Needs and Social Emotional, Mental Health provisions.

Tracy Jones is Vice Principal of [Bannerman Road Community Academy](#). She has 25 years of experience working successfully with a variety of young people and their families with SEND and additional needs within both special and mainstream schools across primary and secondary phases.



Tracy is passionate about Inclusion and providing the best opportunity for all. She believes in strong working partnerships between schools, parents/ carers, outside agencies and the local authority to ensure the best provision and outcomes for all, and has a deep understanding of what outstanding inclusive practice looks like alongside the requirements of the [SEND code of practice 2014](#).



Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 3rd March 2020

TITLE	Property Strategy (Asset Management Plan)		
Ward(s)	City Wide		
Author: Lois Woodcock	Job title: Asset Strategy Manager		
Cabinet lead: Councillor Cheney	Executive Director lead: Stephen Peacock		
Proposal origin: BCC Staff			
Decision maker: Cabinet Member			
Decision forum: Cabinet			
Purpose of Report:			
To approve and adopt the Corporate Property Strategy attached at appendix A. The strategy provides a high-level framework for the way the Council holds, transacts and maintains its property estate, and outlines the principles for the preparation of a Corporate Asset Management Plan which will set out the options and strategic objectives around individual properties.			
Evidence Base:			
<ol style="list-style-type: none"> 1. Bristol City Council is the owner and occupier of a diverse and valuable property estate with a book value of over £1b. 2. The effective and efficient use of that extensive estate is fundamental to delivering exemplary public services and supporting and driving the achievement of the Council’s corporate objectives. 3. An effective property strategy with its foundations of consistent standards and decision making and robust strategic asset planning, is critical to achieving an effective and efficient property estate. 4. A fundamental element of the Corporate Property Strategy is establishing and embedding a Corporate Landlord approach to managing property assets. Corporate Landlord is designed to enable a local authority landowner to utilise its assets to deliver better, more efficient services to communities. It is endorsed by both CIPFA and the RICS and many local authorities have moved away from a departmental approach and adopted this model. 5. The concept of Corporate Landlord is that governance, decision making and budget management around property assets, as well as the management and maintenance of those assets, is carried out at a corporate strategic level, rather than at a service or occupier level. 6. The Corporate Property Strategy sets out the objectives, policies and process for managing the estate in order to ensure that all property transactions are legal and in accordance with best practice. It aims to deliver:- <ul style="list-style-type: none"> • A fully operational Corporate Landlord which centralises all property functions. • A revised system of governance that is understood by all and improves the current decision making processes. • Consolidation of existing policies around property. • Ensure that all property transactions take account of social value in assessing their impact. • Ensure that there are clearly defined responsibilities and mechanisms for all property matters. • A complimentary financial framework which recognises the need for budget centralisation and 			

adjustment to ensure all property income and spend is managed corporately and is adequately reflected in appropriate cost centres.

7. The Corporate Property Strategy also sets out the principles and framework for developing an asset management plan, which will drill down into more detail on the options around individual properties through a series of property reviews and will consolidate the results of working with services to understand and develop their property requirements into service asset management plans.
8. A clear governance structure will be developed to underpin this new corporate approach to decision making and budget management around property assets.

Cabinet Member / Officer Recommendations:

That Cabinet

1. Approve and adopt the Corporate Property Strategy
2. Authorise the Executive Director Growth and Regeneration in consultation with the Cabinet Member for Finance, Governance and Performance to review the Property Strategy every 3 years or where necessary on a change of corporate strategy or Administration where this is not a key decision.
3. Delegate authority to the Executive Director Growth and Regeneration in consultation with the Cabinet Member for Finance, Governance and Performance, and the S151 Officer, to consolidate all property related budget (spend) that may currently exist within other service area budgets, following the completion of an Asset Management Plan for the Councils operations.

Corporate Strategy alignment:

The Corporate Property Strategy contributes towards all four of the Strategic Themes in Bristol City Council’s Corporate Strategy 2018-2023, as it is concerned with the provision and use of land and buildings both in connection with the delivery of services to communities and in facilitating new developments including housing. One of the six key principles set out in the Corporate Strategy is :-

“Use our assets wisely, generating a social and/or financial return. Raise money in a fair but business like way.”

City Benefits:

Bristol City Council is a major landowner in the City and the Corporate Property Strategy provides the framework for ensuring those assets are used in the most efficient and effective way. The Strategy promotes a joined-up way of working both internally between Council services and externally with partners and stakeholders throughout the City. This will in turn result in a more socially, environmentally, economically and financially sustainable property estate, for the benefit of everyone in the City.

Consultation Details: None

Background Documents: Corporate Strategy 2018-2023

Revenue Cost	£N/A	Source of Revenue Funding	<i>Insert specific service budget</i>
Capital Cost	£N/A	Source of Capital Funding	<i>e.g. grant/ prudential borrowing etc.</i>
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. Finance Advice: There are no immediate direct financial implications expected as a direct consequence of approving the Property Strategy. On approval, Property Services will develop an Asset Management Plan for the Council. This will identify the resource implications resulting from the needs of each service area’s operations and it is anticipated that existing Service budgets will be used to fund these requirements.
The aim is to consolidate these budgets under Property Services. This will enable the Council to ensure economies of scale and thus, best value. Any increase in operational demand resulting from the new Asset Management Plan will be managed from within existing consolidated resources in the normal way.
Delegated authority is being sort to enable the consolidation of property related budgets across the Council into a centralised budget under Property Services.

Finance Business Partner: Kayode Olagundoye, Interim Finance Business Partner, Growth and Regeneration, 17/02/2020		
2. Legal Advice: There are no legal implications arising from this Report. Cabinet approval should be sought in relation to any key decisions arising from the implementation of this strategy.		
Legal Team Leader: Andrew Jones – Team Leader (Property Planning and Transport) 13 February 2020.		
3. Implications on IT: As well as the specific reference to IT in this report, ‘Deliver modern technology solutions within the buildings to support achieve agile working practices (aligned to & supported by the IT Transformation Programme)’ there are likely to be other implications such as provision of the necessary applications to support the new property management model. These will need to be factored into the details of the strategy implementation and scheduled and resourced.		
IT Team Leader: Ian Gale – Service Manager ICT Delivery and Integration 6 July 2019		
4. HR Advice: The property strategy is a high-level document which sets out a governance framework. There are no HR implications evident in the documentation provided		
HR Partner: Celia Williams HR Business Partner Growth and Regeneration, 14/02/2020		
EDM Sign-off	G&R EDM	08/01/2020
Cabinet Member sign-off	Councillor Cheney	20/01/2020
For Key Decisions - Mayor’s Office sign-off	Mayor’s Office	03/02/2020

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



Bristol City Council **Corporate Property Strategy** 2020–2023



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If you would like this information in another language, Braille, audio, large print, easy English, BSL video or plain text please contact equalities.team@bristol.gov.uk

Foreword by sponsor

Bristol City Council is the owner and occupier of a diverse and valuable estate. Land and buildings are used to support:

- Delivery of core and non-core council services
- Development including new housing
- Investment to support the revenue budget
- Community resilience and sustainability

The council recognises that the effective and efficient use of its extensive property estate is fundamental to delivering exemplary public services. An effective strategy including detailed asset management planning is key to meeting service requirements and preserving its financial and social value for future generations.

This strategy sets out the objectives, policies and process for managing the estate effectively and meeting the council's corporate objectives.

The strategy emphasises the importance of translating service objectives into asset management plans. It establishes the principles for the creation of an overall Corporate Asset Management Plan.

This document sets out the way in which effective asset management planning will be sustained through the development and adoption of a Corporate Landlord model and the benefits of such an approach. This model will support the development of more effective corporate governance for property assets and create a more integrated approach to asset management and partnership working.

The strategy applies to all property except for housing which is part of a separate piece of work by the council's Housing Service. It does not include Transport operational property (i.e. roads, traffic lights, parking meters, street lights etc.). Nor does it include docks infrastructure including moorings, pontoons and harbour walls.

It is expected that once adopted, in the absence of major policy change, the strategy will be reviewed in three years' time to identify any opportunities to review arrangements or processes.

Councillor Craig Cheney

Designated Deputy Mayor with responsibility for Finance, Governance and Performance





Vision

The council holds and maintains its property estate as custodian for the city's residents and stakeholders. Our vision is that:

- Council services occupy property that is in the right location, fit for purpose, economic to occupy, and compliant with statutory and regulatory codes.
- The value of our investment portfolio is grown and optimised, providing valuable capital and revenue income to support council budgets.
- We act as a professional and effective Corporate Landlord for the council's estate, managing it in the best interests of the council and freeing up services to focus on delivery.
- Our estate leads by example in the contribution it makes to making Bristol carbon neutral and climate resilient by 2030.
- Our assets and activities support regeneration, economic development and housing objectives, creating vibrant and sustainable communities.
- We deliver our objectives through strong relationships working with public and third sector partners, exploiting opportunities to deliver "joined up" services from shared buildings.

Executive Summary

This strategy sets out how Bristol City Council will actively review, manage and transact property going forward.

It is written having regard to current statutory and corporate priorities and requirements in order to ensure that all property dealings meet best practice, as described by both the RICS and CIPFA. In this way we will ensure that all transactions comply with current and best practice, and provide the best outcomes for the council and its stakeholders.

The subsequent asset management planning process will review the current system of governance for property matters and will detail where within the organisation this governance responsibility sits. It will propose revisions to the current process in an effort to speed up, codify and simplify the process going forward.

The strategy ensures that the council fully adopts the Corporate Landlord model of working and strengthens the governance around its implementation. This document provides the mandatory procedures that will be adopted for transacting council owned property.

Finally this strategy sets out the approach to the preparation of a detailed Asset Management Plan that with the help of service partners will define the estate in terms of emerging service priorities going forwards.

Outcomes are therefore:

- 1 A fully operational Corporate Landlord which centralises all property functions
- 2 A revised system of governance that is understood by all and improves the current decision making processes.
- 3 Consolidation of existing policies around property.
- 4 Ensure that all property transactions take account of social value in assessing their impact.
- 5 Ensure that there are clearly defined responsibilities and mechanisms for all property matters.
- 6 A complimentary financial framework which recognises the need for budget centralisation and adjustments to ensure all property spend is managed by property and is adequately reflected in appropriate cost centres.



Strategic Context

The context for this Property Strategy is provided by the council's key strategy documents; in particular the One City Plan, Corporate Strategy, Medium Term Financial Plan and Capital Strategy.

One City Plan

This plan was launched in 2019 and revised in 2020 and sets out an ambitious vision for the future of Bristol, decade by decade up to 2050. The plan is built on six themes: Connectivity, Health and Wellbeing, Homes and Communities, Economy, Environment and Learning and Skills.

Theme	Outcome
Connectivity	By 2050 everyone will be well connected with digital services and transport that is efficient, sustainable and inclusive; supporting vibrant local neighbourhoods and a thriving city centre.
Economy	By 2050 everyone in Bristol will contribute to a sustainable, inclusive and growing economy from which all will benefit.
Environment	By 2050 Bristol will be a sustainable city, with low impact on our planet and a healthy environment for all.
Health and Wellbeing	By 2050 everyone in Bristol will have the opportunity to live a life in which they are mentally and physically healthy.
Homes and Communities	By 2050 everyone in Bristol will live in a home that meets their needs within a thriving and safe community.
Learning and Skills	By 2050 everyone in Bristol will have the best start in life, gaining the support and skills they need to thrive and prosper in adulthood.

Corporate Strategy 2018–2023

The Corporate Strategy sits within the context of the One City Plan and sets out the council’s ambitions and objectives for the period. It drives the council’s activities and how we plan for the future. The Corporate Strategy is based around four key themes as summarised below and further detail can be found at : www.bristol.gov.uk/policies-plans-strategies/corporate-strategy

Theme	Outcome
Empowering and Caring	Work with partners to empower communities and individuals, increase independence, support those who need it and 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.

One of the six key principles for the council as set out in the Corporate Strategy is that we will *“Use our assets wisely, generating a social and/or financial return. Raise money in a fair but business like way.”*

Other key reference documents are:

Medium Term Financial Plan:

<https://www.bristol.gov.uk/documents/20182/138089/Medium+Term+Financial+Plan.pdf/8c63db70-473c-bfd6-ed07-49a323a71547> and;

Capital Strategy:

<https://democracy.bristol.gov.uk/documents/s27694/Appendix%20A4%20-%20Capital%20Strategy.pdf>

Property Strategy

This Property Strategy sets out the framework for review, management and transacting a corporate estate that (excluding housing, transport and docks infrastructure) is valued at approaching £1bn⁽¹⁾, has an annual revenue spend of almost £20m⁽²⁾ and brings in an annual revenue of £13m⁽³⁾.

The council recognises that as the largest land-owner in the city it is in a unique position to work with partners to lead and deliver strategic regeneration. A good example of this is through the One Public Estate programme.

However, in the face of continual financial pressure, the council needs to review the size and efficiency of occupation of the estate. This strategy sets out the vision and objectives that provide the framework for an asset management plan which will set out the actions the council will take to deliver the strategy.

This Property Strategy also details the high level aspirations for an effective property operating model which will be documented in the asset management plan. Under the Corporate Landlord model the property service will work closely with service heads and building occupiers to provide a fit for purpose estate.

Our Objectives

We will leverage our assets and activities to play a key part in the delivery of corporate aspirations. Our objectives are:

Right Space, Right Location

We will work with services to provide fit for purpose accommodation and an environment that supports effective service delivery.

Homes and Housing

We will maximise the contribution our assets can make in meeting the demand for housing within the city and promoting sustainable development.

Supporting Communities

We will leverage the role of our assets and activities in supporting community development.

Climate and Ecological Emergency

In managing our property portfolio we will lead by example in delivering the vision for Bristol to be carbon neutral and climate resilient by 2030.

Regeneration and Place

We leverage our assets to deliver regeneration, facilitate new employment opportunities and enable improvements to Bristol's transport network.

Revenue and Stewardship

Through the Corporate Landlord model we will ensure the council's assets are managed in a professional, efficient and effective manner. We will deliver value for money by managing property costs whilst releasing financial and social value from the council's portfolio.



In order to deliver these objectives, the council will:

- a. Fully implement a corporate approach to property.
- b. Raise the profile and reputation of the Property Service within the Corporate Structure.
- c. Work with services and collaborate with partners to understand their needs and exploit opportunities to maximise the efficient use of the public estate.
- d. Improve, release, adapt or replace properties as required in order to move to a fit for purpose estate.
- e. Continue to carry out regular valuations (including those for accounting purposes) of our property assets.
- f. Ensure consistency of approach by centralising property decision making and budgets and reviewing pathways to ensure that all decisions involving the use of assets are made for the good of the council as a whole and its stakeholders.
- g. Ensure that there is a strong rationale for the ownership and retention of property and that any disposals achieve best value and have regard to the obligations set out in Section 123 LGA.
- h. Undertake regular property reviews as part of the asset management planning process to ensure that the portfolio is efficiently used and meets the needs of services.
- i. Challenge services and partners to demonstrate the need for the property that they occupy and to work with them to achieve a value for money public sector estate.
- j. Ensure that decisions fully take account of their environmental impact and wherever possible to take advantage of opportunities offered by initiatives such as City Leap to reduce our carbon footprint, and achieve the adopted Carbon Neutral target.
- k. Take account of Equalities Act requirements and issues in all of its property decisions.
- l. Take account of Social Value in property dealings by using the nationally recognised Social Value Toolkit that is currently being trialled. This may result in a lower price being secured in certain transactions where the non-financial benefits of the transaction justify this.

What comes within the ambit of the strategy?

All property related activities are covered by the strategy including but not restricted to:

- Property acquisitions, both leasehold and freehold
- Property disposals (including sub-letting)
- Change of Use
- Accommodation moves and space allocation
- Sharing with, or use by, other users/third parties
- Carrying out alterations or improvements
- Property repair and maintenance
- Entering into contracts relating to property e.g. telecoms contracts
- Granting Access, Wayleaves or Easements
- Agreeing rent reviews and/or lease renewals
- Asset challenge and property review
- Asset performance standards, including space and design standards
- Asset performance analysis and reporting
- Strategy development
- Supporting service occupiers to identify their strategic asset requirements
- Property will be declared surplus in accordance with the council's surplus property protocol. Once declared surplus the proposal will follow the usual decision pathway.

Sustainability and the Environment

The environmental impact of everything that we do is becoming more significant as time goes by. There are a multitude of opportunities to reduce this impact when it comes to owning and managing property. The council will take advantage of opportunities to reduce our environmental and ecological impact including;

- A commitment for all our properties to meet applicable Minimum Energy Efficiency Standards
- Explore opportunities to install renewable energy and energy efficiency measures across our operational and commercial portfolios by working with partners including City Leap.

- On any new letting of council owned property we will point out to incoming tenants the availability of benefits arising from switching energy supplier to Bristol Energy and of any associated benefits available under the City Leap initiative.

The council will as part of the asset management process develop a comprehensive approach to reduce the environmental impact of our estate.





Equalities Impact

Bristol City Council has a **Public Sector Equality Duty** which requires us in the exercise of our functions to have due regard to the need to:

- Eliminate unlawful discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010.
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it, and,
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Implementing a corporate approach to property will increase our oversight of the potential impact of decisions on citizens and staff with protected characteristics, socio-economic inequality, and sources of inequality that are not specifically covered by the Equality Act.

This will allow us to embed analysis of equality impact into property policy, strategy development and decision making. This will ensure that decisions are made with understanding of their implications for equality and inclusion.

We will consider opportunities for future proofing property assets to accommodate equalities issues that might arise from a changing demographic across the city.



Background and context

Bristol City Council owns a significant amount of property and, by area, owns approximately 40% of land in the city. A significant part of this is controlled by third parties under long term leasing arrangements and therefore whilst not within the direct control of the council, these assets produce valuable income to support the revenue account⁽¹⁾. The portfolio, excluding council dwellings and infrastructure, consists of some 3,840 assets.

The portfolio is divided between Operational and Investment assets:



**Value 539m⁽²⁾
2,880 assets
2,637 ha site area**



**Value 249m
730 assets
Income £13m**



**Sites not required for
service delivery and
suitable for development
>100ha**

(1) Some community buildings do not provide financial support to the revenue account.

(2) The total asset value for the operational properties is mainly based on depreciated replacement cost. It is not an indicator of potential sale value/prices.

Operational properties comprise:

- 733 buildings
- c. 2,600 hectares of land
- Value c. £539m
- Property types include offices, libraries, schools, museums, parks, depots, crematoria, waste sites, docks, day care, etc.
- This includes 323 operational indirect (within this are c.106 long leases and c 104 Concessions – operational indirect assets are those let to third parties who provide services to end users)
- 410 properties support direct service delivery as shown in the following table.

Property Type	Number
Education (schools, children’s centres)	121 ¹
Residential (inc. service tenancies)	52 ²
Offices	38 ³
Store/Depot/Warehouses/Waste Facilities	42
Community, Youth clubs	11
Sports facilities/Playground	7
Social Care	21
Libraries	27 ⁴
Museums	11
Cemeteries/Church buildings	11
Public Conveniences	22
Children’s Homes	8
Car Parks/Multi-storey	3
Misc.	37

1. Note – Schools are responsible for their own buildings management. However, they may “buy back” some repairs and maintenance services from the council.
2. These are residential properties that do not form part of the normal housing stock. They include caretakers, park keepers and cemetery lodges that are let on service tenancies.
3. A significant piece of work is already underway in the form of the modern workplace programme. The Asset Management Plan work to follow this strategy will take account of and build upon that work.
4. Following community engagement a Library Strategy with pilot projects around the city is in production. Any opportunities to co-locate services will be considered.

Some assets are leased at below commercial rents to voluntary and community organisations and social enterprises (Community Assets). These assets are used by “not for profit organisations” to deliver services and benefits to their local residents, that would in some cases otherwise be provided by the council. Benefits are not necessarily seen as a financial contribution, but rather in terms of social value or savings to council services (see Community Asset Transfer Policy).

Subject to the above, and going forward, unless transactions fall within the Community Asset Transfer policy (attached), or there is appropriate Cabinet authority to vary this requirement, then all disposals of property will be at best consideration. (Best price obtainable in the open market).

Investment Property

The information below gives an overview of the investment estate and current management arrangements.

Portfolio summary

The Commercial Property Investment Portfolio (CPIP) is a portfolio of non-operational property held by the council to generate income to support the council’s revenue budget. The estate has been acquired and built up over many years and includes a wide range of property types of varying quality.

The CPIP comprises two main asset groups: long leasehold Investments and standard investments. The portfolio is unusual by comparison to typical UK institutional property investment portfolios for two reasons. Firstly, the majority of the portfolio assets by value and income are long leasehold investments, and secondly the portfolio is limited to land and buildings within the boundary of The City of Bristol.

The CPIP is split within the council finance function into two areas: the majority of assets and income defined as Commercial Trading Account (CTA) and the balance comprising the City Docks estate. The City Docks estate is currently managed by the property team as property manager, but the income received is remitted to City Docks as a service. Going forward, this service including budgets will be amalgamated into the Corporate Landlord and separate arrangements for recharging management fees will no longer be required.

It should be noted that there are circa 4,000 other property interests on the Uniform Database – for example wayleaves – that are not investment assets and produce only nominal income.



Long Leasehold Investments

Freehold land assets over which long leases (typically >100 years) have been granted to an investor at a percentage (gearing) of the market rent; the investor grants a further lease to an occupier of the land or building at the prevailing market rent.

Description	Value	% of whole investment portfolio
Capital Value	£190m	76%
Gross Annual Rental Income	£9m	70%
Yield	5%	N/A
Average Weighted Unexpired Lease Term (AWULT)	98 years	N/A
Number of Properties	441	70%

Advantages

- ✓ High security of income;
- ✓ Long term income;
- ✓ Capital receipts can be unlocked during the lifetime of the lease.

Disadvantages

- Income growth can be sporadic, depending on rent review periods, and building age;
- Long leasehold interests on their own; do not enable the council to exercise a proactive influence over redevelopment activity unless there is potential to “buy out” the head tenant and any occupational leases.

Standard Investments

Land or buildings let directly to the occupier of the land or building at the prevailing market rent.

Description	Value	% of whole investment portfolio
Capital Value	£60m	24%
Gross Annual Rental Income	£4m	30%
Yield	7%	N/A
Average Weighted Unexpired Lease Term (AWULT)	7 years	N/A

Advantages

- ✓ Rental growth more immediate (negatives do also apply);
- ✓ Rental growth closely aligned to prevailing market conditions and more easily captured.

Disadvantages

- Tenant covenant risk – particularly in secondary and tertiary locations;
- Income security – weak in secondary and tertiary locations (where the council holds the majority of these assets);

Management and holding costs high (compared to long leaseholds).

Existing portfolio management approach



KEY OBJECTIVE 1

To grow and improve long-term revenue income

- The council uses the rental income from the portfolio to support its revenue budget.
- The council sets annual revenue income performance targets for the portfolio and these are included in the council's Medium Term Financial Plan (MTFP) which is monitored on a monthly basis with Finance.
- The current MTFP sets a target increase in annual revenue of £0.5m for the period 2018–2022.
- The council's primary means of increasing income is by prioritising and completing all rent reviews, lease renewals and opportunities to re-gear long leases.
- The majority of the portfolio is held as long leasehold investments which do not align with comparable market benchmarks to measure income performance against other similar funds.
- The running yield on the portfolio (net income relative to total capital value invested) is currently +5% which is considered strong performance given the low level of overall portfolio risk.



KEY OBJECTIVE 2

To reduce income risk

- The portfolio is low income risk because the majority of assets are long leasehold, which present no material risk of default (due to lease structure and income cover).
- Long leasehold investments have no risk in terms of liability for building repair and condition.
- The balance of the portfolio, comprising standard investments, has higher income risk in terms of tenant default.
- Standard investments also carry income risk in terms of building condition and repair at the point that leases expire; the long-term approach to managing standard investments is to try and replace as many as possible with a smaller number of high value/quality assets (see Future portfolio management strategy below).

Current limitations on rental growth

Long-term income growth is limited at present by two key factors

- Lack of new capital to enable poorer performing assets to be traded, and
- Lease provisions in some (older) leases may limit rental increases at review.

Future portfolio management strategy

Following recent work, supported by external consultants, a Cabinet Paper will be brought to Cabinet in 2020 (subject to Finance support) requesting a new capital allocation to improve existing CPIP income performance.

The proposal will outline the concept of how new capital can be used to:

- Reposition the portfolio by selling smaller poor quality secondary assets and replacing these with fewer higher quality assets of higher value and
- Support wider city growth (job creation and increased business rates) and increased council revenue income in the medium/long term.

Development Property

The council has a significant on-going development programme with potential for more than an additional 100ha to be brought forward in future years generating many jobs, capital and revenue income receipts.

The council's property estate which includes land and buildings suitable for regeneration is a mix of residential and commercial uses including offices, hotels and retail.

The council's residential development objective is to deliver 2000 new homes by 2020 with 800 being affordable homes.

The property development activities are contributing extensively towards achieving these residential development objectives as well as delivering commercial property development that creates further economic benefits; different types of temporary and permanent jobs; significant levels of revenue, and, capital income as well as increases to business rate receipts.

The property development approach is to maximise the long term benefits to the council; Bristol's economy and local communities, thereby enhancing the financial and social benefits from its development property portfolio. To enable this, the council contracts with development partners to bring in additional resource and expertise and ensure its risks are minimised and benefits maximised.

Securing property developments by utilising the council's property estate also delivers wider regeneration opportunities within communities. As the Corporate Landlord model is implemented, more surplus property within the council's estate will be identified and from this, further development and regeneration opportunities will arise.

Surplus Assets

When assets are no longer required for service delivery they will be declared surplus to the council's requirements and disposed of or redeveloped for alternative uses. Details of this process are given at Appendix 1 "The Surplus Property Procedure".

Data systems and managing information

Property Data and Systems

Property data is mainly held in two separate systems. IDOX Uniform is used for core property data (acquisitions and disposals, HMLR registration and ownership, interests including leases and licences etc. [granted and held] and their associated rents). CIPFA Asset Manager for valuations and capital accounting information, and for some property asset management data including condition survey data, asbestos survey data, and the existence of other surveys (e.g. glazing surveys, legionella surveys, fire risk assessments etc.). In addition to these systems property information is also held in an MS Access database and on a variety of spreadsheets.

Some of the issues associated with data and systems are:

1. The disparate nature of the datasets,
2. The need to obtain data not currently collected and to update data where necessary.
3. There is some degree of duplication of data-entry across two separate systems for our core data and our capital finance data.
4. The lack of integration and the complexity involved in merging data from the two datasets

Current projects impacting this area:

- The award of a single maintenance contract will change the way building maintenance data is stored.
- Going forward, existing data will be checked and missing data recorded as part of the asset management planning process. It is hoped that eventually a suitable system will be identified so that information currently held in a number of databases will be bought together into a single place, to improve management and performance reporting.

Data Collection

Bristol City Council holds data on its assets but in some cases this requires updating. Additional data that has not been collected in the past will be collected as part of the asset management planning process. This piece of work will need to be specified and resourced as we move forward.

Data Type	Status	Action required
General Info on: location, type, service user, tenure, site area, lease info,	Complete	
Cost Information: capital expenditure, repairs and maintenance, annual running costs	Incomplete	This information exists in the Bristol City Council finance system but historically has been difficult to retrieve and link to a specific property.
Condition Information: current condition, required maintenance, projected spend requirements	Incomplete	Condition surveys will be required for some of the estate. These should identify current condition and required maintenance together with projected spend over a five year period.
Valuation Information: Capital Value (Book Value), reinstatement value, Market Value	Complete	Book Values (where required) and reinstatement values are complete. Open market values are not available for all of the estate and will be carried out as and when required.
Occupancy information: vacant / occupied and whether surplus to requirements	Complete	This information is complete (for buildings) subject to a review of assets noted as surplus.
Utilisation Information: Hours of use, space used / vacant, type of service delivery undertaken	Incomplete	This information exists for some parts of the portfolio (e.g. schools and offices) but will require collection for parts of the portfolio where it is missing.
Suitability Information	Incomplete	This information exists for some parts of the portfolio (e.g. schools and offices) but will require collection for parts of the portfolio where it is missing.
Statutory Compliance info: Fire, Asbestos, Legionella, Gas safety, Electrical, Safety lighting and glazing etc.	Incomplete	This information is not currently held centrally and an exercise is being undertaken to bring the information into one place and identify and remedy any gaps if they exist.

At this stage it is not intended to propose any new systems for data retention. It is believed that the existing Uniform system can be used to better effect and we will not be able to give an informed opinion as to future requirements until the Asset Management Plan work has been completed.

This work will identify shortfalls in available information, will cleanse existing information to ensure accuracy and will inform the requirements of any new system going forward.

The Property Service

For 2017/18, there was a level of property-related expenditure on the General Fund portfolio of c.£48.6M. (Including schools) 58% of this spend relates to the FM Service in the Communities Directorate – although it should be noted that a significant sum is re-charged to other Service Areas.

In addition, the three property sectors secured capital receipts and revenue income as follows.

Financial year	2017 / 2018 (£)	2018 / 2019 (£)
Capital Receipts ¹	14,155,000	8,600,000
Revenue Savings ²	556,000	3,893,000

1. Excludes HRA receipts
2. Income reported against MTFS

Currently, the Property Teams fall under the responsibility of the Director of Economy of Place. Below the Director there are teams and managers dealing with three areas of responsibility being:

- Operational Property and Strategy
- Property Development
- Property investment

In addition, asset management activity occurs throughout the council within the various teams with responsibility for service delivery.

This strategy proposes to focus property activity within the Property and FM teams as set out under the heading “Corporate Landlord”. The property function will be re-named as Corporate Property.

There is a wide range of skills sitting within the existing property function; the staff are appropriately qualified to cope with issues that arise. However, the increased workload created by moving all property functions will impact resourcing.

The Property Team will continue to monitor opportunities to secure external funding from Central Government and other initiatives e.g. One Public Estate and City Leap. Suitability of schemes for inclusion in these initiatives will be assessed by the relevant Senior Officers. These applications will be project driven to ensure that there is capacity within the teams to deliver the objectives of the grants.

Barriers to effective estate management

Property currently does not feature highly within the council's still developing, corporate structure. Responsibility for property functions, excluding Facilities Management, sits within the responsibility of the Executive Director of Growth and Regeneration, whose portfolio is extensive in addition to property. The FM team currently sit within the responsibility of the Executive Director of Resources. Facilities Management covers a large number of services (including Fleet, Print and Mail) as well as repair and maintenance of property. The vision and approach to Facilities Management will be considered as part of the approach to Corporate Landlord.

The current governance structure for the council's property function is split across directorates.

Some operational and strategic decision-making on property matters is taking place within directorates and service departments without advice of the property team.

This can cause issues that are outlined in the section marked Corporate Landlord.



Corporate landlord

What is a Corporate Landlord?

The concept of a Corporate Landlord is that the governance, decision making and budget management around all property assets is carried out at a corporate and strategic level, rather than at a service level. Under this model the responsibility and accountability for both the strategic and day to day decision making around land and property assets that services occupy or use is centralised.

The function of the Corporate Landlord is to ensure that service departments are adequately accommodated and to ensure that the future asset requirements for each service are identified and procured. Property assets are maintained and managed in accordance with corporate strategic priorities and standards and relevant property and health & safety legislation.

Current position

Bristol City Council has recognised the necessity of operating a Corporate Landlord model, this will ensure the most efficient use of property assets and ensure alignment with corporate priorities, strategies and standards. This document moves the council from an aspiration to adopt the Corporate Landlord model, into the implementation phase.

This phase will help to minimise strategic delivery risks, budgets risks, premises maintenance and compliance risks, and reputational risks which are evident from the current arrangements. It will also create and improve opportunities for more shared use assets, both internally and with external partners and avoid the financial and land ownership risks associated with third party use of council premises.

Why a Corporate Landlord

The Corporate Landlord approach is designed to enable a local authority landowner to utilise its assets to deliver better, more efficient services to communities.

Corporate Landlord is the predominant model in larger private sector organisations having significant property holdings due to its efficiency in delivering corporate outcomes. Many Local Authorities have recognised the benefits and already adopted this model.

Corporate Landlord is endorsed by both CIPFA and the RICS and is therefore considered as best practice.

It is important that only people trained in property can transact property matters for the following reasons:

- 1 There is a myriad of property and health & safety legislation and regulation that needs to be complied with and for which service managers are ill-equipped. Following the adoption of the Strategy, compliance should be undertaken by those best placed to do so.
This includes:
 - i. Landlord and Tenant Act 1954
 - ii. Various Law of Property Acts
 - iii. Housing Acts where there is a residential element
 - iv. Local Government Act 1972 – S123 and exemptions
 - v. Other duties including best value requirements
 - vi. General Health and Safety legislation, Legionella, fire safety, gas and electricity certification etc.
 - vii. Procurement Regulations, both statutory and internal.
 - viii. The implications of the State Aid and unfair competition rules.
 - ix. Certain property transactions must include a formal valuation undertaken by an RICS qualified Registered Valuer. Several suitably qualified Surveyors form part of the Property Team.
 - x. Similarly CIPFA require valuations for financial reporting (including asset values) to be undertaken by an RICS qualified valuer. – The Property Team will ensure that following any transaction, that it is properly recorded.
 - xi. Social Value Act – The council has to consider how property transactions can secure wider social, economic and environmental benefits. A common approach needs to exist across the council’s property dealings.
2. By centralising the responsibility for property, it is possible to see the effect that one property move has on the remainder of the estate and where “gaps” need or can be filled, or where opportunities exist which can only be seen from a corporate perspective.
3. The Corporate Landlord approach can deliver economies of scale in terms of capacity, procurement and opportunities for co-location across an organisation and with other external organisations. This can ultimately lead to rationalisation that can only be achieved by taking a holistic view of property, thus improving value for money.
4. The cost of holding empty or under used property will be greatly reduced as the property team identifies, in close consultation with service managers, sharing opportunities and inefficient occupation and takes steps to dispose of surplus property.
5. There will be a clear focus on the use of land and buildings to deliver corporate priorities and balancing competing demands for land and buildings.

Achieving Corporate Landlord

Commitment – The council will fully commit to commence implementation of the Corporate Landlord with effect from the beginning of the 2020/21 Financial Year.

In taking these steps the council is able:

- To unlock the value of assets, seek efficiencies through joint arrangements with public sector partners and maximise private sector investment.
- To support the delivery of the council’s Corporate Plan and other corporate objectives such as the local plan.
- To integrate thinking about property with financial, regeneration and other considerations.
- To manage and reduce risk around property.
- To be seen to act corporately (and rationally) in relation to its property assets, being able to fully justify decisions made involving property.

Governance – First and foremost, the implementation of Corporate Landlord is about Governance. This model has the full support of top tier Executive Directors, Mayoral and Elected Member support and will be implemented accordingly across all services.

The Corporate Leadership team endorse the mechanisms contained in this strategy for transacting or changing any matters or issues, touching upon or involving property.

These instructions will be disseminated to the whole of the council, and delivered within a new policy framework and approach to asset management

Budgets – Currently the council’s budgets that are utilised for property transactions are distributed across both centralised property functions and individual service areas, which allocate money and personnel away from “the day job” to make decisions on property matters.

Service budgets will be jointly analysed by finance business partners and the property team during the next budget setting round and any spending in relation to property provision and decision making will be re-allocated to the Corporate Landlord.

The underlying principle of the Corporate Landlord model is that all maintenance budgets will be transferred to the Facilities Management service who will be responsible for repairs and maintenance of all council owned and occupied buildings.

There may be agreed exceptions to the principle outlined above where circumstances make this appropriate. However, it is anticipated that the exceptions will be few in number, and only apply where it is more appropriate for these to be undertaken by the occupier, due to specific and local service delivery needs. Service Level Agreements which clearly define responsibilities for property maintenance will be agreed with each service.

Routine issues excluded, moves, lettings, alterations to the fabric of a property will all be the responsibility of the Corporate Landlord, to ensure efficiency in the use of resources and consistency in implementation and application of premises standards.

Any transferred budgets will be ring fenced to support:

- a) additional resource within property to undertake management of those corporate buildings and;
- b) the asset management plan process.

The movement of these budgets should not impact on the council’s overall net property expenditure. However, the resulting Corporate Landlord budget will need to be re-based as it may prove difficult to identify property expenditure from individual service budgets.

These proposals may result in savings in the medium term as recommendations emanating from the Asset Management Plan are implemented.

Under the Corporate Landlord model individuals and departments will not be able to sanction premises moves, acquisitions, disposals, or repairs and maintenance etc. without the involvement of a member of the property team.

The Corporate Landlord model will establish clear internal links between each service and an identified property business partner, so that there is close working at the earliest stages of the decision-making process.

The role of the property business partners will be strengthened and reinforced to ensure that they work as closely as possible with service managers, to ensure that they:

- Understand the business operating model and key outcomes of the service area, and its overall strategic direction
- Are able to support service areas, so that there is a clear articulation of their property asset requirements, both now and going forward
- Understand where the property assets in use by service areas are falling short of expected performance, both financial and non-financial
- Are able to consider and analyse possible property solutions for service managers, supporting them through option appraisal and business case development.



Decision Making

Overall Governance for the Property Strategy and the shape and implementation of the Corporate Landlord model is the responsibility of the Executive Director of Growth and Regeneration.

The Member sponsor is Cllr Cheney.

Strategic Property Group is the key forum for discussions and decisions on property related matters and this is chaired by the Executive Director of Growth and Regeneration and attended by officers from within property and service areas.

The Strategic Property Group is a Strategic Board within Bristol City Council. The purpose of this Group is to drive the strategic review of the council's Property Portfolio and a comprehensive refresh of the Asset Management Plan. This approach enables effective decision making and alignment and prioritisation of projects based on the property objectives.

The Strategic Property Group's role on behalf of the Corporate Leadership Board (CLB) includes:

- To act as the key forum for discussions and decisions relating to the Corporate Landlord function and the council's land and property assets, including all operational, non-operational and commercial land and buildings.
- To oversee governance and property related strategies and policies; including the preparation of a revised Property Strategy to improve the overall efficiency of the estate, deliver financial savings and to support regeneration and growth.
- Ensuring linkages between strategic asset management work and the council's capital and revenue medium term financial plans.
- Ensuring linkages between this Group and the council's capital governance regime through the Growth and Regeneration Board and Capital Board / CLB.
- To oversee the preparation and delivery of the council's Asset Management Plan through the effective management of a robust corporate Asset Register.

- Through the revised Property Strategy and the Asset Management Plan (AMP), to ensure that the development and management of the council's operational, non-operational and commercial land and buildings is secured in line with the council's corporate plan and that finance and delivery risks are mitigated and managed in line with these plans.
- Where necessary, to provide a steer and direction for physical asset and land related programmes/projects, ensuring integration and alignment with corporative objectives.
- Consideration of, and to provide a steer for matters relating to the West of England Joint Assets Board (JAB), and One Public Estate (OPE).
- To take delegated decisions as required, or refer decisions to the appropriate body.

The Strategic Property Group also governs the Operational Property Group, which was established to tactically manage and advise on the planning and use of the council's operational assets property portfolio. The group assesses and advises on the use of property and land for the purposes of service delivery, back office functions and to manage property related projects and programmes. A key aim of the Operational Property Group is to promote collaboration and standardisation across service areas and the achievement of best outcomes for the council.

“Non-Property” decisions

There are occasions when reports are prepared that are not necessarily property decisions but where the proposal may have an impact on the estate. For this reason, the Head of Property will now be included as a consultee for all reports entered onto the decision pathway.

Asset Management Plan

Against the backdrop of continuing reductions in Central Government funding Local Government has to make increasingly hard decisions in respect of non-statutory functions, such as the closure of public amenities. In order to undertake effective asset management planning it is important to understand:

- The function that each individual asset plays within the corporate agenda;
- How changes within public service delivery may impact upon the need for certain categories of property and in turn, the impact upon the resources required to manage it; and
- Central Government prioritisation of greater collaboration between public bodies and the use of shared space and resources.

Initiatives such as the “academisation” of schools, the regionalisation of various social services and “back-office” functions, greater public, private and third sector collaboration, the need to commercialise services and delivery of Central Government objectives will result in changes in the Corporate Estate. These changes will equally shape the estate and the resources required to manage it.

The AMP process from strategic planning to delivery, will need to reflect these changes to ensure that the right level of resource and skill set is available to maximise returns, both financial and non-financial.

In accordance with CIPFA guidance, the AMP will provide clear and measurable actions that will be implemented over the next three to five years, as part of delivering the property strategy. It will set out:

- what we need to do to deliver on the strategy
- the specific activities or actions we will be taking.

The AMP will be based on the objectives of this Corporate Property Strategy, and framed around a prioritised programme of property review and challenge. It will include a performance framework

with appropriate measures and targets

Proposals to implement the recommendations will follow the usual decision pathway

Following adoption of this strategy the council will move forward with the asset management process to review the estate and to implement the strategy. The process will involve:

- Information gather and review
- Discussion with Services and other stakeholders
- Appraisal of data and development of outline AMP recommendations
- Develop an action plan for implementation
- Discuss with all interested parties including Members and implement recommendations.
- Review service AMPs on a periodic basis or when changes in service delivery are proposed.

Discussion with Services and other stakeholders

The property review work will be integrated with the development of service asset management plans and will fully involve staff from service departments in order to ensure that the future estate meets their needs. We will work with services to ascertain whether the property is suitable in terms of location, suitability and sufficiency and where it is not we will work with the service to find a solution. We will provide constructive challenge to services on their use of property with the goal of identifying the optimum solution for service delivery while ensuring efficient and effective use of assets and working within our financial constraints.

The sequencing of work with services will require prioritisation and this will be managed through Strategic Property Group.

In prioritising this work it is important to recognise that no category of property or service can be looked at in isolation and there will inevitably be synergies and opportunities to be explored for cooperation / joint working throughout the estate

and with partners citywide. It is also important to look at assets on an area basis to identify oversupply or undersupply of facilities and scope for more efficient use. In addition there are some issues that are common to all of the estate and will be looked at as part of the review process.

Property will engage with services at a strategic level to ensure that AMPs are integrated with strategic planning and budgeting. To be successful, a protocol for close working between Asset Strategy Managers in Property and a nominated Service representative will need to be developed. Service representatives will need to be at Head of Service or Senior Manager level for that service and have authority to develop and support options to enable appropriate decisions to be made.

This role will not be delegated without the authority of the Strategic Director and any delegation will be to an individual of equivalent seniority to the person being replaced. This working arrangement will involve quarterly meetings to maintain alignment with services. It is critical that engagement happens at the start of the planning round and in particular, at the contemplation stage of all new strategies and initiatives so that property matters can be considered early and at the appropriate level in the decision-making process.

Service led Requirements for Property & Related Services

Requests from services for property related work will generally arise through the AMP process and will be subject to the Decision Pathway.

There will be occasions when requests are made for ad hoc property work/advice and these will be made via a standard request form (to be developed/revised). These will need to be validated by the nominated service representative and by property representatives. The intention is for all property requirements to be coordinated within Property so services experience a joined up Property Service.



Modern workplace objectives

Over recent years the council has continually looked to modernise the space used to accommodate its staff and has achieved improvements and efficiencies in the office estate. Our key objectives are:

- Achieve new culture, behaviours and agile working practices for all staff in scope – capability, motivation, opportunity and support for managers and colleagues.
- Deliver improved accommodation to support service delivery.
- Deliver improved corporate office accommodation which supports Bristol City Council branding and values and has a positive impact on recruitment and retention.
- Deliver modern technology solutions within the buildings to support accessibility and to achieve agile working practices (aligned to and supported by FSA).
- Deliver financials identified in the Business Case (revenue savings, ending leases, efficient retained portfolio, capital receipts).
- Enable financial/non-financial savings identified within other Business Cases (vacated leased buildings, working from Neighbourhood Locations, enabling working synergies).
- Take account of the positive contribution that can be made on communities and neighbourhoods in our workplace location strategies.
- Achieve reductions in storage and provide one centralised storage location.
- Retained buildings to be aligned to Corporate Landlord Model and FM Operational Model.
- Deliver/enable Partnership Working where appropriate to deliver joined up services.
- Enable commercial let where appropriate.

Glossary

S123 LGA	<p>Section 123 of Local Government Act 1972. Requirement that any disposals should be at best consideration available. (Market Value). Any disposal at less than best value is subject to consent of the relevant Secretary of State.</p> <p>Circular 06/03: Local Government Act 1972 general disposal consent (England) 2003 - gives a Local Authority power to dispose of land at less than best value provided it can be shown that the undervalue is less than £2m and: the disposal can be shown to benefit the community as a whole. (General Wellbeing).</p>
Long Lease	A lease for an original term in excess of 21 years.
CAT	Community Asset Transfer. The council has a separate policy for such disposals.
Best Value	<p>As defined in the “Revised Best Value Statutory Guidance” issued in 2015 by DCLG.</p> <p>Best Value authorities are under a general Duty of Best Value to “make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness</p>
AMP	Asset Management Plan
R & M	Repair and Maintenance
Compliance	In this context this refers to compliance with statutory and Health and Safety regulations as they are applied to property. E.g. Asbestos and Legionella inspections.
WLC	Whole Life Cost - Essentially whole life costing is a means of comparing options and their associated cost and income streams over a period of time. Costs to be taken into account include both initial capital or procurement costs, opportunity costs and future costs.
Operational Direct Property	Properties from which the council provides services directly to service users – see below
Operational indirect Property	Properties let to Third Parties who provide services to end users.
Concessions / concessionary rent	A term for properties occupied under a licence or under a lease at a low or zero rental
Commercial Property Investment Portfolio	A term used for the BCC assets that are held for the purpose of providing an income to the council as opposed to delivering services
Uniform Data-base	The database used to store BCC property information
HMLR	Her Majesty’s Land Registry
CIPFA	The Chartered Institute of Public Finance and Accountancy
RICS	The Royal Institution of Chartered Surveyors

Appendix 1

Surplus Property Procedure/ Disposal of Property

Introduction

The procedure is based on the principles embedded in the adopted Property Strategy that all property is held corporately and is used by services when required for service delivery. As soon as it is agreed that a property is no longer required for its current purpose it must be declared surplus to the requirements of that service and then be re-used or disposed of in the most appropriate way.

Property in this context means sites or buildings capable of re-use or sale..

STEP 1 Property Declared Surplus

If a service no longer requires a property for service delivery the Service Manager must declare it surplus at the earliest opportunity. A standard form is available from a Property Partner who can assist with completion.

If a property is not used, or not fully used and the Service is not prepared to declare it surplus the Asset Delivery Manager will report the under-use to the Strategic Property Group (SPG) with a view to making a decision on whether or not the property is surplus.

In exceptional circumstances the SPG may deem it to be in the council's best interests to dispose of a property which may (or may not) be currently used for service delivery. If currently used, those services may be re-provided from another suitable property.

Outgoings – When a property is declared surplus the service which has been using the property remains responsible for decommissioning. Handover to Property will be in accordance with the council's void property procedures. Property will take responsibility for buildings which have been vacated and decommissioned. The budget for holding the property vacant will be agreed with Finance and the relevant service budget holder. The Asset Delivery Manager will decide on an appropriate void property regime and / or whether demolition is appropriate..

STEP 2 Circulation of Surplus Property

Unless in exceptional circumstances the SPG has made a decision to dispose of a property without prior circulation, the following will apply.

Upon being declared surplus Property will circulate details of that asset together with an indication of its market value to (i) Service Director Housing and Landlord Services to check for suitability for Social Housing or, Housing Company (Goram Homes) (ii) Service Director Development of Place and Head of Housing Delivery to check for suitability for Registered Housing Providers and Community Led Developments (Bristol and Bath Regional Capital), Bristol Community Land Trust.

The Service Directors and Head of Housing Delivery will be required to respond to the notification within three weeks with either confirmation of (i) suitability and available funding to enable an immediate transfer at market value (once agreed) or, (ii) not suitable. If a response is not received within that period it will be assumed that the asset is unsuitable for allocation to any of the housing providers.

This initial circulation will also include the Head of Housing Options to determine whether the asset may be suitable for providing temporary homeless accommodation. Property will commit to a fixed period for the meanwhile use in order that the provider can consider viability. The length of this period will however need to be considered on a case by case basis alongside the other priorities.

At this point Property will amend its records to show the property as 'surplus to service'.

If the Service Directors and head of Housing Delivery all provide a 'not suitable' return or do not respond within the specified time period then the property details will be circulated to all Executive and Service Directors giving them three weeks to submit a clear and funded business case if the property could satisfy an existing and identified service need.

The initial and wider circulation of surplus property will be copied to the relevant ward Councillors and the Executive Member.

STEP 3 Consideration of Interests

Proposals for surplus property (including any meanwhile use) will be reported to SPG and the Executive Member.

Assuming suitability and available funding to enable an immediate transfer at the agreed open market value, priority will be given to expressions of interest as follows (and endorsed by the SPG),

1. HRA Housing
2. Housing Company (Goram)
3. Registered Housing Providers
4. Community Led Developments / Community Land Trusts

If there are no interests from the above areas then any funded business cases submitted by internal services will be presented to the SPG for a decision to retain and re-use the property or, to dispose of it on the open market.

Where there are no expressions of interest for a property this will also be reported to SPG.

Following SPG a briefing note will be taken to the Executive Member, before the property is allocated for re-use or, prepared for disposal on the open market.

The overriding principle is that all receipts from disposals go into the central reserved fund. It is however acknowledged that from time to time there may be an exception based on an agreed Business case. Receipts from assets held in the Housing Revenue Account are ring fenced to that account.

STEP 4 Transfer, Re-use or Disposal

If it is decided that the property will be transferred at market value or, re-used for another service the property case officer will instigate the necessary arrangements which may include providing a property valuation, formal appropriation, instructing Legal, liaising with Finance and updating the property records. The Service Director Finance will make any necessary finance adjustments.

In the event that any agreed internal service re-use has not been implemented within a six month period, the SPG may be asked to decide if the property should be sold.

The Asset Delivery Manager will be responsible for marketing and disposing of any property agreed for sale on the open market, to the best advantage of the council at an appropriate time,

STEP 5 Reporting

In addition to any reporting which may be required by Cabinet and the Executive Member, interests in and the status of any surplus property will be reported to the SPG.

Appendix 2

Community Asset Transfer

Summary of the CAT process (source document: Community Asset Transfer Policy – July 2010)

CAT

- applies equally to existing ‘community assets’ and to land/buildings not already in use by a third sector organisation
- applies only to leasehold transfers
- provides a transparent and consistent process
- ensures a minimum quality standard that all CAT applicants need to meet
- secures the social, economic or environmental benefits generated by the transfer
- provides an easy to administer mechanism to control the end-use of the property
- is discretionary; there is no legal or statutory entitlement to CAT

Leases

- will be granted on a fully repairing and insuring basis
- will be ‘contracted out’ of the security of tenure and compensation provisions of the Landlord & Tenant Act 1954
- can be granted at a reduced rent, nil rent (‘peppercorn’), or on concessionary terms reflecting social value
- can be granted for up to 35 years under delegated authority
- terms in excess of 35 years can be considered by Cabinet
- are linked to a Service Agreement, which is monitored annually and reviewed every five years

Four possible CAT scenarios:

SCENARIO A

Bristol City Council advertises (as opportunity arises) the availability of an asset that is being considered for CAT

1. this opportunity is open to any eligible organisation
2. a brief that sets out the offer, the 'ask' and relevant background info is published
3. expressions of interest are invited within 6 wks
4. Property (Asset Strategy Team) will: assess expressions of interest, request comments from other services/depts., review additional information, and make recommendation
5. Panel consisting of Exec Director G&R, Service Director Economy of Place, Representatives from Strategy Team and Mayors Office reviews recommendation in consultation with Portfolio holder (Communities)
6. Decision made / referred to Cabinet

SCENARIO B

Existing tenant applies for CAT

1. not an 'open' process and only the current tenant/occupant can apply
2. submits expression of interest with details of rent offered, length of term sought, etc
3. Property (Asset Strategy Team) will: collate available information and add to the CAT Tracker
4. Stage 1: Tracker entry is considered by Panel at monthly meeting – initial decision to refuse if unsuitable/ ineligible, or to continue to Stage 2
5. Stage 2: tenant submits a full business plan; tenant provides evidence of compliance with pre-VISIBLE; views of Ward Members and other services/depts are sought
6. Property (Asset Strategy Team) will: evaluate business plan, review additional information, and make recommendation
7. Stage 3: Panel reviews recommendation in consultation with Portfolio holder (Communities)
8. Decision made / referred to Cabinet

SCENARIO C

Application for CAT of a property that is not already in ‘community use’

1. speculative application, often for a property that has not been pre-designed for CAT
2. in theory open to anyone
3. submits expression of interest with details of rent offered, length of term sought, etc
4. Property (Asset Strategy Team) will: collate available information and add to the CAT Tracker
5. Stage 1: Tracker entry is considered by Panel at monthly meeting – request is refused, unless Panel decides that CAT may be suitable/appropriate
6. Stage 2: applicant submits a full business plan; the views of relevant BCC depts are sought; views of Cabinet Member and Ward Members are sought
7. Property (Asset Strategy Team) will: evaluate business plan, review additional information, and make recommendation
8. Stage 3: Panel consisting of Exec Director G&R, Service Director Economy of Place, Representatives from Strategy Team and Mayors Office reviews recommendation in consultation with Portfolio holder (Communities)
9. Decision made / referred to Cabinet

SCENARIO D

Meanwhile use

1. low-key and informal process, often without consultation
2. can be applied to any BCC asset
3. can be a precursor to a CAT application
4. is always for a temporary period
5. does not offer any security of tenure
6. is open to any applicant, but is normally used as a ‘property solution’ in relation to a bigger project or initiative
7. Property (Asset Strategy Team) will: add details to the CAT Tracker, for information
8. Tracker entry is considered by Panel at monthly meeting – no decision required, but any comments will be taken into consideration by relevant team in Property

After the final CAT decision has been made, the prospective tenant needs to:

- provide details of how they meet the pre-VISIBLE standard
- agree Heads of Terms for the draft Lease
- agree Service Agreement

Timescales

The target for completion of the application and decision process for options A and B is 20 weeks.



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	For BCC to adopt a Property Strategy
Please outline the proposal.	The Property Strategy will provide a framework for more effective and efficient management of the council's assets.
What savings will this proposal achieve?	No specific savings have been identified in the Property Strategy
Name of Lead Officer	Lois Woodcock / Steve Cooper

Could your proposal impact citizens with protected characteristics? (This includes service users and the wider community)
Please outline where there may be significant opportunities or positive impacts, and for whom.
The Property Strategy is a high level document that sets out a governance framework for asset management that will provide a more effective and efficient way of managing assets by adopting a corporate approach. This will benefit service users and the wider community in general but there are no specific opportunities or positive impacts for citizens at this stage although this may change as we move into the asset management plan stage.
Please outline where there may be significant negative impacts, and for whom.
None identified

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.
The Property Strategy is a high level document setting out a governance framework. It will not have a direct impact on staff.
Please outline where there may be negative impacts, and for whom.
The Property Strategy is a high level document setting out a governance framework. It will not have a direct impact on staff.

Is a full Equality Impact Assessment required?
Does the proposal have the potential to impact on people with protected characteristics in the following ways: <ul style="list-style-type: none"> • access to or participation in a service,

<ul style="list-style-type: none"> • levels of representation in our workforce, or • reducing quality of life (i.e. health, education, standard of living) ? 	
<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. We have not identified any significant impact for citizens or staff with protected characteristics from this proposal.</p>
<p>Service Director sign-off and date:</p>	<p>Equalities Officer sign-off and date: <i>Reviewed by Equality and Inclusion Team</i> 30/1/2019</p>

Eco Impact Checklist

Title of report: Property Strategy					
Report author: Lois Woodcock					
Anticipated date of key decision 3rd March 2020					
Summary of proposals: For BCC to adopt a Property Strategy. This is a high level framework for managing, reporting and transacting property matters.					
Will the proposal impact on...	Yes/No	+ive or -ive	If Yes...		
			<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%;">Briefly describe impact</th> <th style="width: 50%;">Briefly describe Mitigation measures</th> </tr> </table>	Briefly describe impact	Briefly describe Mitigation measures
Briefly describe impact	Briefly describe Mitigation measures				
Emission of Climate Changing Gases?	Yes	+ive	<p>The aim will be for fewer buildings that are more energy efficient</p> <p>Statutory Compliance info:- Fire, Asbestos, Legionella, Gas safety, Electrical, Safety lighting and glazing etc - This information is not currently held centrally and an exercise is being undertaken to bring the information into one place and identify and remedy any gaps if they exist.</p> <p>Key Objectives: That buildings are fit for purpose, well maintained and that costs of occupation and the Council's environmental footprint is minimised</p> <p>To Obtain the objectives the council will: Ensure that decisions</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;"></td> <td style="width: 50%;">Engage with the Energy</td> </tr> </table>		Engage with the Energy
	Engage with the Energy				

			fully take account of their environmental impact.	Service to take into account environmental impact and understand implications of decision making.
Bristol's resilience to the effects of climate change?	No			
Consumption of non-renewable resources?	Yes	+ive	<p>The rationalisation of the estate will result in fewer buildings and more intensive use of the remaining estate.</p> <p>The Council will as part of the Asset Management Process, continue to monitor and improve where possible, a building's environmental impact and it will work with partners including Bristol Energy and the City Leap initiative to ensure the use of the most environmentally friendly systems of energy are utilised wherever it is reasonable to do so.</p> <p>The Property Team will continue to monitor opportunities to secure external funding from Central Government and other initiatives e.g. One Public Estate and City Leap.</p> <p>Modern Workplace Objectives: Enable Commercial Let where appropriate</p>	<p>The Council can also work closely with the Energy Service who are able to offer energy efficiency options with funding through projects such as Salix. There is an opportunity to build into PPM building fabric review the review of potential efficiency works in line with any other works planned, for example roof insulation can link with roof works.</p> <p>Again Salix funding is an opportunity here for energy efficiency works to take place in BCC buildings.</p> <p>Where commercial let takes place it should be ensured that utilities are re-charged to the tenant. This will have a positive impact as it encourages</p>

			<p>Energy purchase is the responsibility of the Energy Service rather than Property and so recognising where the expertise exists these energy budgets would remain in local service control</p> <p>Ambition to update the council estate by regenerating old and dilapidated buildings</p>	<p>the tenant to reduce energy use linked to financial value. Ensure there is a robust procedure in place to ensure that this happens.</p> <p>As confirmation only energy budgets for council owned and run buildings are managed by this team, any tenanted property needs to be recharged to the tenant and this arranged within the lease.</p> <p>Upgrades need to be done to sustainable standards, for example, materials used to be green guide certified. the waste hierarchy to be followed including promotion of re-use of materials where possible, again Salix funding can be used to install more efficient technologies to council buildings for example LED lighting and insulation.</p>
Production, recycling or disposal of waste	No		Disposal of assets that are currently occupied	<p>Ensure the waste hierarchy is followed and waste disposed of according to waste legislation.</p> <p>Re-use where possible.</p>
The appearance of the city?	No		A further ambition is to use the Council's estate to promote regeneration either by updating old and dilapidated buildings to encourage other nearby occupiers to invest in their own buildings	Again it is important to ensure that tenanted property is set up to be recharged for its utility use based on actual usage and that during transfer the correct procedures are followed to ensure the efficient and correct transfer of

				utility supplies (Meters read on time etc)
Pollution to land, water, or air?	No			
Wildlife and habitats?	No			
Consulted with:				
Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u>				
<p>The significant impacts of this proposal are...The property strategy places a focus on ensuring environmental aspects are considered in property projects and working with teams such as Bristol Energy and City Leap to improve building performance. There are opportunities to also work closely with the councils Energy Service to access energy efficiency funding such as Salix and this can be worked into property maintenance plans.</p> <p>The strategy focuses on improving legal compliance and assets knowledge and this will have a positive impact as it will ensure all assets are running efficiently and correctly following correct and regular servicing.</p> <p>The strategy aims to reduce the amount of property owned and operated by the council which will reduce its overall carbon emissions.</p> <p>The strategy also focuses on third party leasing, here there is an opportunity to ensure there is a robust process in place to ensure that utility usage in the leased property is re-charged to the tenant, which in turn will encourage tenants to reduce energy and utility usage.</p> <p>The strategy also sets an ambition to update dilapidated and dated BCC buildings, again here exists an opportunity to ensure buildings are updated to high efficiency standards using sustainable materials and tapping into Salix funding to ensure energy efficiency measures are included in building updates.</p> <p>The net effects of the proposals can be largely positive as long as the energy service is quite closely involved form energy efficiency, planning and energy re-charging point of view.</p>				
Checklist completed by:				
Name:				
Dept.:				
Extension:				
Date:		22/07/2019		
Verified by Environmental Performance Team		Nicola Hares		



Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 03 March 2020

TITLE	North and East Bristol Universal Business Support Project	
Ward(s)	Ashley, Avonmouth & Lawrence Weston, Easton, Eastville, Frome Vale, Henbury & Brentry, Hillfields, Horfield, Lawrence Hill, Lockleaze, Southmead, St George Central, St George Troopers Hill, and St George West.	
Author: Robin McDowell	Job title: Area Regeneration Co-ordinator	
Cabinet lead: Cllr Craig Cheney	Executive Director lead: Stephen Peacock	
Proposal origin: <i>BCC Staff</i>		
Decision maker: Mayor Decision forum: <i>Cabinet</i>		
Purpose of Report:		
<ol style="list-style-type: none"> The report details the objectives and funding structure of the North and East Bristol Universal Business Support (NEB-UBS) Project over 2020-23. Cabinet approval is sought to commit £300,000 match revenue funding in total over 3 years and authorise the commissioning of the Project delivery in Bristol, now that WECA funding has been confirmed. 		
Evidence Base:		
<ol style="list-style-type: none"> The North and East Bristol Universal Business Support project has been designed in response to the Productivity Challenge and proposed region-wide Universal Business Support programme, which forms a key element of the new West of England Local Industrial Strategy. It is intended that NEB-UBS will complement the South Bristol Enterprise Support Project, which was approved by Cabinet in December and is due to commence in Feb 2020, subject to confirmations of external funding from ERDF and WECA anticipated shortly. The NEB-UBS will similarly provide a ‘universal’ support offer to micro and small businesses and social enterprises. It will target both prospective entrepreneurs and existing businesses based in wards and communities with higher levels of socio-economic disadvantage, according to the Index of Multiple Deprivation 2019, across the north west, north east and inner east areas of the city, as well as social groups under-represented in enterprise – young people, women, BAME and disabled people. An overview of the UBS North & East Bristol project is provided at Appendix A. The proposed total project budget (Phase 1) is £0.9 m. There is WECA funding allocated to the Project of £450k revenue from the WECA Investment Fund (Business & Skills pot) further to the approval of the Productivity Challenge / UBS programme on 31st January. The Council’s request to WECA did not come to Cabinet first for approval as the very short timescale for bid submissions did not allow it, but the Cabinet Lead was consulted. Under the UBS, WECA will permit each Local Authority to commission different business support models appropriate to its local needs and priorities, and enter into separate funding agreements provided that the interventions and economic outcomes cohere with the overarching Productivity Challenge framework and represent value for money. The cost-output model developed by Economic Regeneration is more oriented to community outreach and intensive support for inclusive entrepreneurship and growth than the other local authorities, but demonstrates that the WECA criteria will be met – see Appendix A. Match funding will be required - £300k from the Council over 3 years, plus £150k in charitable sector and SME beneficiary contributions. There is sufficient annual revenue available from Economic Regeneration if current budgets levels are maintained. 		

4. The Project will provide entrepreneurship coaching, advice and support services including grant schemes, aimed at residents and businesses (at start up, early stage and 'growth-ready' stages in a variety of sectors) and co-financed by BCC and WECA initially over a 3 year period. Over the first phase (2020-23), it will seek to engage with over 700 prospective entrepreneurs and trading businesses, and provide intensive support to around 160 of these, creating 60 new full-time equivalent jobs and significant additional economic value. In view of the large SME population across North and East Bristol, continuation over a further 3 year period to 2026 is envisaged, subject to funding under the Phase 2 of the WECA Productivity Challenge / Universal Business Support.
5. Residents and businesses in the western and central wards of the City will be able to access the support, but it will be principally promoted and targeted, via community-based partners and outreach centres (using the 'community gateways' model which was developed for the current Enterprising West of England project), on wards in the north and east of the City, where enterprise formation and growth rates have tended to lag behind the Bristol and West of England average, in some cases for several decades. Priority communities are:
North Bristol: Avonmouth & Lawrence Weston, Henbury, Southmead, Lockleaze, and Upper Horfield;
East Bristol: St Paul's, St Jude's, Easton, Lawrence Hill, Barton Hill, St George, Hillfields, Frome Vale.
6. There is a potential need and opportunity for the Project to operate as a 'universal' service but at the same time to encourage start ups and growth in specific sectors such as creative, digital, health, care, educational and environmental goods and services, which are of increasing importance to local economic and social well-being.
7. It is proposed the Project will be overseen and commissioned by the Council with entrepreneurial engagement and support services procured by open tender. The requirement will be for either a lead agency, or a consortium of enterprise agencies with in depth knowledge of the City and a track record of start up, early stage and growth support, and the necessary expertise to promote both private and social enterprise models, and tackle the challenges and barriers to improve the accessibility and co-ordination of business advice, support and small grant schemes in the targeted communities. A dedicated Project Manager has been costed in to the delivery budget.
8. The Project has been modelled on the success factors and learning from existing Enterprising West of England and Social Enterprise & Innovation Programmes, which have been delivered on a targeted, outreach basis to disadvantaged areas and under-represented groups in enterprise since 2017. According to recent independent evaluations, these have demonstrated broad-ranging and effective support to hundreds of new and early stage businesses in different sectors, generating strong local economic and social impacts in terms of local jobs, growth of output, new local products and services and the diversity of beneficiaries.

Recommendations:

That Cabinet:

- Approve the Council to accept and spend the WECA Grant awarded at its January Joint Committee, and that the Council be the lead and accountable body for the implementation of the North and East Bristol Universal Business Support Project.
- Approve the commissioning of delivery partners for the North and East Bristol Universal Business Support Project at a total value of £0.9 m over 3 years to March 2023, following WECA funding approval of the Productivity Challenge / Universal Business Support programme, and subject to sufficient match funding being confirmed from the Council and private sources.
- Authorise the Executive Director Growth and Regeneration in consultation with the Service Director – Economy of Place and Cabinet Member/Deputy Mayor – Finance, Governance and Performance to take all steps necessary to commission and enter into agreements with delivery partners, and funding agreements with WECA (up to £450,000) and private and charitable sector partners (up to £150,000).

Corporate Strategy alignment:

1. The primary objective of the scheme is to promote the formation and growth of enterprises in a disadvantaged area of the city and targeting social groups under-represented in enterprise, contributing to economic and social well-being, which underpins many of the Themes of the Corporate Strategy, particularly 'Fair and Inclusive' and 'Well Connected'.
2. The scheme also demonstrates how BCC is delivering some of the core principles, e.g. inclusive growth and

improved city resilience, as well as our Values and Behaviours e.g. collaborative working and taking ownership.

City Benefits:

1. Improved access to free advice, support and grant finance to start up and grow both private and social enterprises in the most disadvantaged communities and amongst social and demographic groups under-represented in enterprise across the North and East of the city.
2. Increased start up and survival rates of businesses across a range of industry sectors, generating new employment, growth of output and a greater proportion of value retained locally, and better economic opportunities for residents and entrepreneurs in the longer term.
3. Increased social and environmental value delivered to communities in terms of more local enterprises being supported to deliver local goods and services in an environmentally beneficial and resource efficient way, and to recruit and train local residents and build local supply chains, as they grow.

Consultation Details:

Consultations have been held since Oct 2018 with SME business, support agency and community stakeholders through the West of England Local Industrial Strategy process and its Inclusive Growth theme. In addition, discussions were held in Oct-Nov 2019 with WECA and the local authorities and agencies currently delivering Enterprising West of England ERDF project and the consortium formed for the forthcoming South Bristol Enterprise Support ERDF project in order to develop a 'universal' business support model meeting the needs of new entrepreneurs and early stage businesses not targeted for support under existing university-led incubator, sector-specific and 'high growth' programmes.

Background Documents:

- NEB-UBS Outline Proposal for WECA Productivity Challenge / Universal Business Support – Jan 2020
- Evaluations of Enterprising West of England and Social Enterprise & Innovation ERDF projects – Oct-Dec 2019
- South Bristol Enterprise Support Project FBC for ERDF and WECA funding applications - Aug-Dec 2019

Revenue Cost	£ 0.900 m	Source of Revenue Funding	WECA (Investment Fund); BCC (ER Projects); and Charitable and SME beneficiary contributions
Capital Cost	n/a	Source of Capital Funding	n/a
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. Finance Advice: The report seeks approval to accept and spend the WECA funding approved as part of the Productivity Challenge FBC approved by WECA Joint Committee on 31st Jan 2020. It also seeks approval for the Council to become the Accountable body for this support project.

If approved, delivery partners will be procured via the Councils procurement framework, and the partners will be commissioned to deliver the outcomes as stated in the NEB-UBS Outline proposals, ensuring that this represents value for money. The project will be closely monitored to ensure outcomes are commensurate to the level of intentions provided by the Partners and this should be reflected in their KPIs.

Funding:

In Sept 2017 Cabinet approved a similar level of BCC match funding of £100k revenue per annum over 3 years for the ERDF Enterprising West of England project. This project is due to end on 31st March, and this funding arrangement, provided via an annual grant agreement, has proved both feasible and effective for Economic Development in enabling a high leverage of external funds, in return for a small risk that ED annual funding may be reduced due to corporate cuts. It is anticipated that this same funding envelope will be utilised to fund this support project for the next 3 year (subject to approval). The table below shows the estimated profile of spend over the next 3 years:

NEB-UBS Support Project	2020/21	2021/22	2022/23	Total
	£'m	£'m	£'m	£'m
Total Project Support	£0.30	£0.30	£0.30	£0.90
Funded By:				
Grant funding – WECA	£0.15	£0.15	£0.15	£0.45

Charity Sector	£0.05	£0.05	£0.05	£0.15
BCC match – Revenue	£0.10	£0.10	£0.10	£0.30
	£0.30	£0.30	£0.30	£0.90

Finance Business Partner: Kayode Olagundoye, Interim Finance Business Partner, Growth and Regeneration, 19/02/2020

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

State Aid

Whenever the Council gives a benefit to a third party, there is a risk that benefit may constitute State aid, which is prohibited (unless it falls under one of the available exemptions). Legal advice will need to be sought to ensure that no part of the funding to any third parties constitutes State aid (or alternatively falls under one of the available exemptions, e.g. de minimis).

Consultation

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 – 13/02/20

3. Implications on IT: Initial review suggests that there is not a need for the Council to provision, or provision access to, IT systems or provide equipment. On this basis we do not anticipate any impact on IT Services.

IT Team Leader: Simon Oliver – 05/02/2020

4. HR Advice: There are no HR implications evident for this project.

HR Partner: Chris Hather - 19/02/20

EDM Sign-off	Stephen Peacock	29/01/2020
Cabinet Member sign-off	Cllr Craig Cheney	03/02/2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	03/02/2020

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



West of England

Full Business Case

Programme: Local Industrial Strategy

Productivity Challenge Delivery Programme

		Originated	Reviewed	Authorised	Date
1	Version 1.0	NGS	AJM		16/10/19
2	Version 1.2	NGS	AJM		31/10/19
3	Version 1.4	NGS	AJM	SFB	13/11/19
4	Version 2.1	NGS	AJM	SFB	
5					

Executive Summary

Drawing on the unique strengths of our region we seek to tackle the immediate environmental, economic and societal challenges that face us, by setting an ambitious plan to be a driving force for long-term, sustainable, clean and inclusive growth.

Our West of England strategy sets out how we will work with local and national partners to deliver activities under the themes: Cross-sectoral Innovation, Inclusive Growth, Business Competitiveness and Innovation in Infrastructure. This programme, with multiple interventions and two phases, delivers on Business Competitiveness (The Productivity Challenge) but includes themes which support the other strands. Our core objectives are therefore:

1. To increase **productivity** across the regional economy,
2. Enable and encourage long-term, sustainable and **inclusive growth**, and
3. Reduce **climate impact** - in response to the climate emergency.

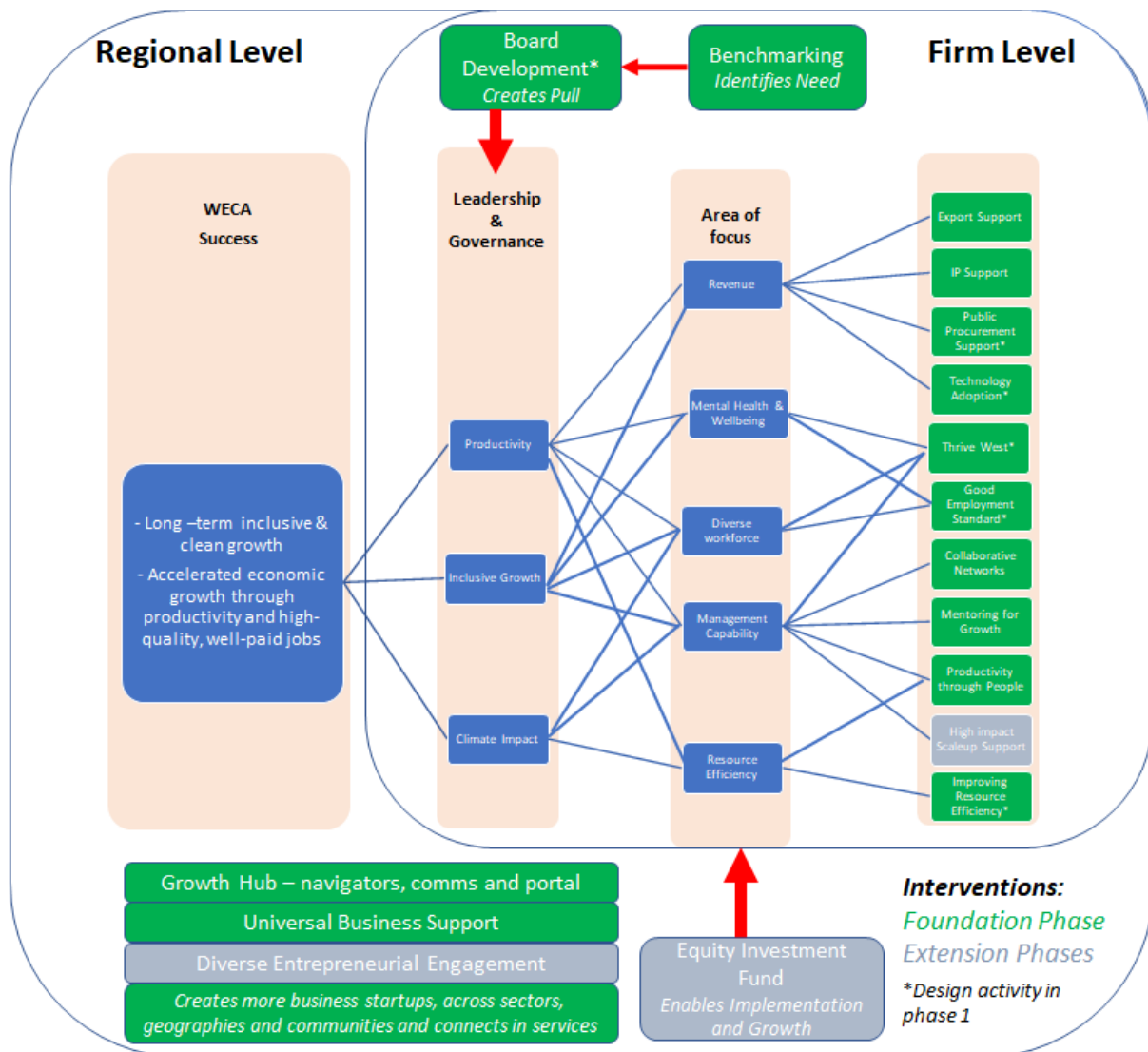
This Productivity Challenge Delivery Programme has the ambition to achieve systemic change in our economy by delivering a number of interventions and creating an environment where the public, private and 3rd sector deliver supportive activities for long term resilience and growth without ongoing reliance on public sector funding. We will achieve this by strategically positioned, coherent interventions that support enhancing the capacity and competency of business leadership of all sizes and types of enterprise, to drive good decision making, profitability and sustainability in businesses.

This approach enables leaders of businesses of all sizes to make the best decisions to drive inclusion, innovation adoption, reduced carbon footprint and productivity within their business, holistically. In the process they are more likely to demand more from the public and third sectors: we are enabling the demand so that the current market gap is filled in the longer term. This concept is alluded to in various reports¹. We include social enterprises within the 'business' label.

¹ [Do board characteristics drive firm performance?](#)

IoD Report on ['Lifting the long Tail of productivity'](#)

To maximise the opportunity and impact we need to develop a set of interventions as a single package, and sustainability – of business and the environment in tandem – underpins this strategy.



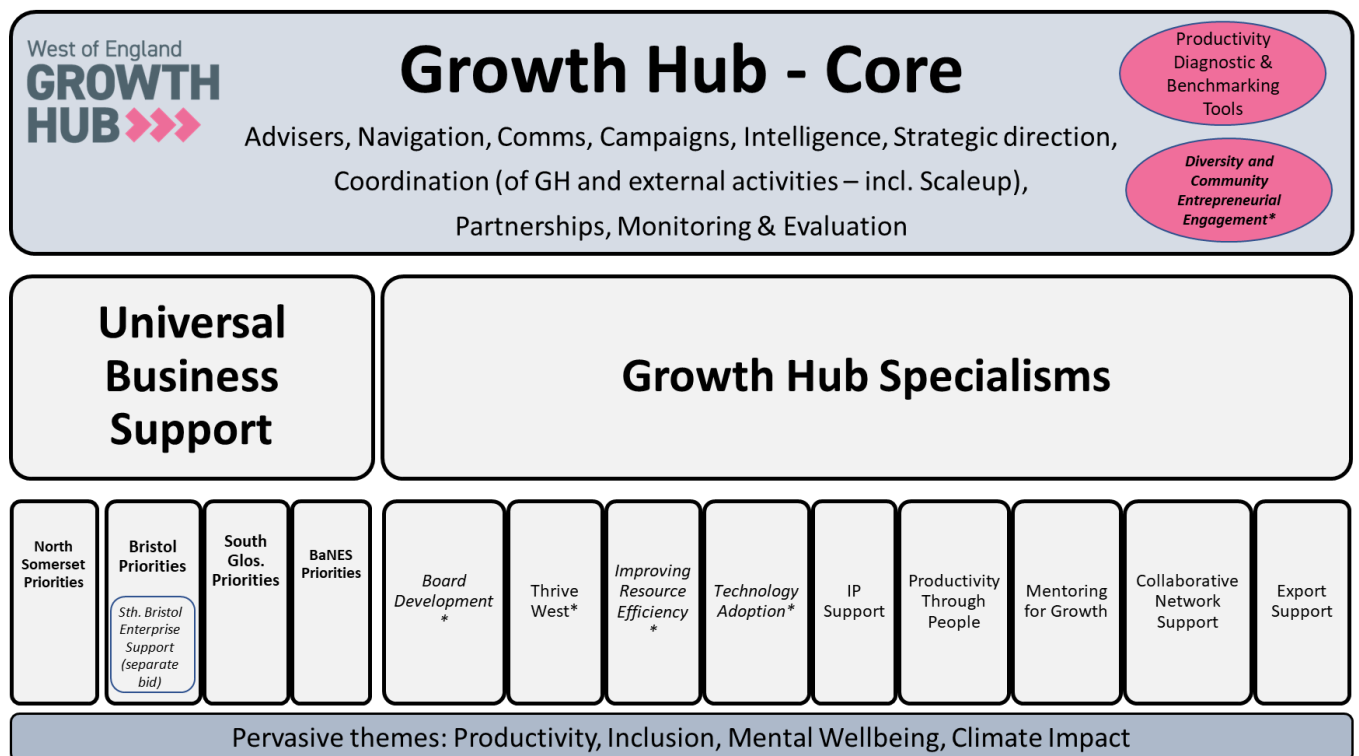
It is considered important not to separate productivity from inclusive growth and reducing climate impact, as part of our overarching ambition to do things differently as a region. Inclusive growth and reducing climate impact appear as ambitions in our LIS and as these must pervade all our activities; they should appear internally and externally, accordingly. It is a developing piece of work within WECA as to how to measure these aspects so that, at the very least, our focussed activity on Productivity does not negatively impact climate change or inclusion. Climate impact does appear in the LIS evidence base so is measurable. Inclusion is less obvious but will need to be resolved.

The scheme has been designed to be delivered in the combined authority area. We aspire to deliver the full programme across the entire West of England including North Somerset. However, for North Somerset Council (NSC) to participate in this programme they would need to buy-in to it. Should NSC

invest this would reduce the burden on the WECA investment fund and extend the geography of delivery. There is little scope to scale back cost if NSC do not invest. An element of match funding identified from BEIS is for delivery of core Growth Hub activity relating to the West of England area including North Somerset so some core growth hub activity will be delivered in North Somerset. Within the Universal Business Support component, North Somerset include a contribution of £75,000. WECA Investment Fund was not recognised as match. The overall programme cost could therefore be scaled back by £75,000 without impact on the investment fund.

There are 49,605 active enterprises in the WofE (LIS evidence base, slide page 13) of which 9,295 are registered in North Somerset representing 18% of the total. A simple and equitable solution to include North Somerset would be for North Somerset to “buy in” to this programme at the rate of 18% of the WECA investment fund contribution. Including North Somerset in the whole programme would reduce the ask of the WECA Investment Fund. Current indication from NSC is that they are keen to buy-in to the scheme but are not currently able to do so. We propose that the option be kept open to NSC to buy in at a later date.

In this context we will deliver a range of activities, focussed on the objectives of the Local Industrial Strategy and delivered through a framework of improving leadership and governance of businesses and predominantly delivered under the Growth Hub brand:



*Design activity in phase 1

We will partner with existing public, private and third sector partners wherever possible to build on their capacity, track records, credibility in the marketplace and expertise.

This business case describes the first, 'Foundation', phase, which includes initiating or continuing some 3-year programmes and designing new programmes to be funded, subject to identified need, through subsequent bids for funding – the 'Extension' phase. This Foundation Phase will cost £5.056m over 3 years with an ask from the WECA investment fund of £2.737m, matched by £2.319m from other sources. This does not include any contribution from North Somerset to reduce the investment fund ask. **This will deliver £40m of GVA as well as an environment where inclusive growth sustains, across the West of England. This equates to an overall increase in productivity from 0.1% to 0.15%.**

The package of activities is to be considered as one which will, as a whole, deliver the required short-term (in-programme) measurable outcomes and allow investment in systemic change (e.g. through building business board capability) that we will be harder to measure.

1 Strategic Case

1.1 State Aid Considerations

All elements of this business case, assuming the UK remains within the EU wide legislative State Aid framework, will be treated on their merits with regard to State Aid. Our view is that all the proposed activities can be treated compliantly under one of two mechanisms:

- The de minimis regulation (for elements that do not fit with GBER or where using GBER would be particularly onerous).
- As non-economic activity, particularly for the development work to be undertaken by LA employed staff.

Where assistance is given as de minimis aid we will capture all necessary de minimis declarations and report our total de minimis awards as required by that regulation.

Where 'no aid' is determined on the basis of non-economic activity, we will ensure that these activities do indeed remain non-economic in nature (i.e. NOT offering a good or service to the market).

Further analysis can be found in Appendix 1.

1.2 Project Description

This programme builds on a number of existing or recent delivery programmes, such as the *West of England Growth Hub*, *Improve Your Resource Efficiency*, *Invest Bristol* and *Bath and Enterprising West of England*. We now need to position these, extend and adapt them to strengthen our economy whilst tackling the climate emergency.

It is a package of coherent interventions that aims to stimulate demand, in and for the long term, from the private sector to provide services that enable competitive and inclusive business growth, by seeding short term (3 year) activities around sustainability, inclusive enterprise support, export, productivity improvement, inclusive employment and public procurement practice to produce

significant, measurable outputs. These interventions are pinned together by an innovative programme of leadership development, of small and medium size firms to drive capacity and capacity for growth, which is inclusive, productive and sustainable. **It is this activity which will enhance the take up of all the interventions in the longer term, drawing support provision from the private and third sectors and thus leading to a sustainable and inclusive economy.**

The premise is that this set of interventions need to be implemented as a coherent package in order to drive productivity and reduce climate impact – to implement interventions in isolation reduces the potential impact.

In this context we will deliver the following activities (as highlighted in green) predominantly delivered under the Growth Hub brand:

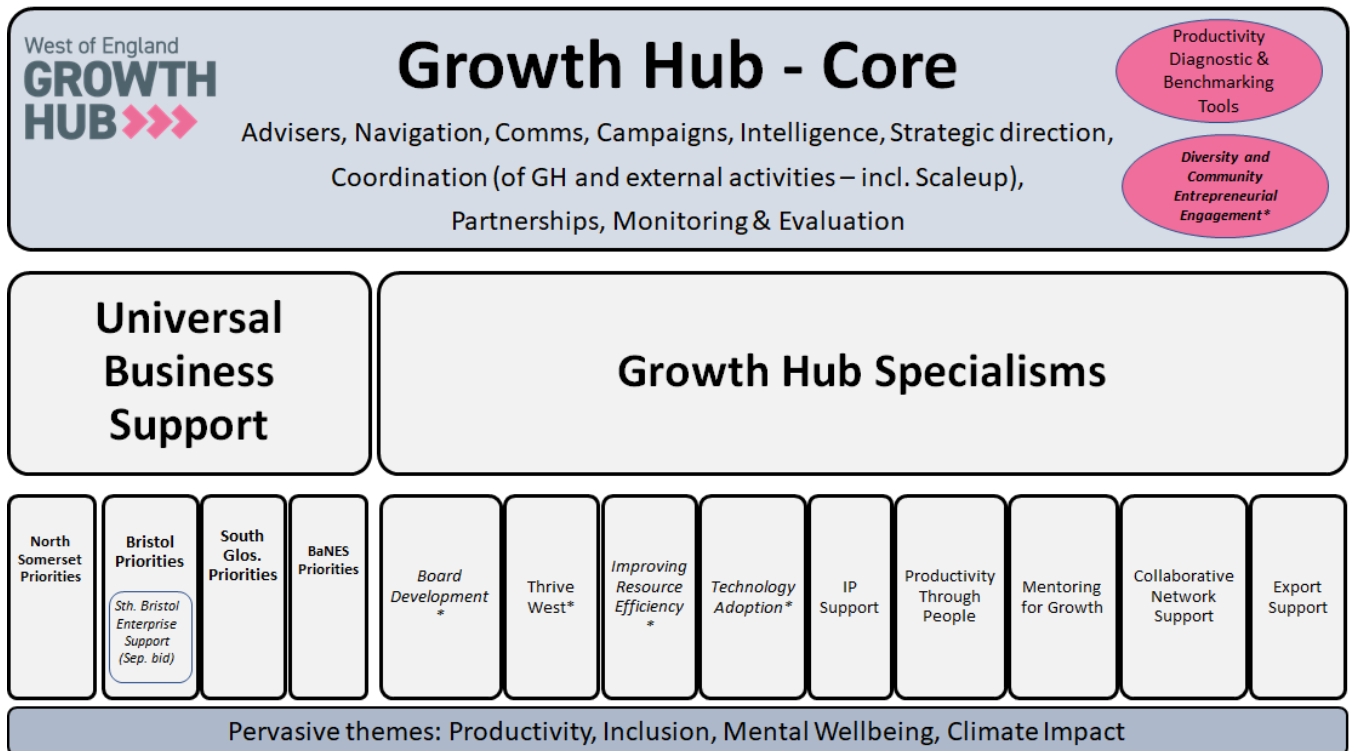
	Increasing Productivity	Inclusive Growth	Climate Impact	Foundation phase	Possible future bids	Potential links to other WECA Strands / projects
Benchmarking and diagnostic tools	Y			Design & publish		
Board Development	Y	Y	Y	Design	3yrs	Workforce for the Future
Technology Adoption programme	Y	Y	Y	Design	3yrs	Innovation & Sector Development
Public procurement support	Y	Y		Design	3yrs	WECA Procurement Strategy
Improving Resource Efficiency	Y		Y	Design	3yrs	Low Carbon Challenge Fund
Good Employment standard	Y	Y		Design	3yrs	
Equity Investment Activity	Y	Y		Design	To be defined	Innovation & Sector Development
Thrive West	Y	Y		Design	To be defined	
Mentoring for Growth	Y			3yrs		I Innovation & Sector Development
Productivity through People	Y	Y		3yrs		
Collaboration Networks	Y	Y	Y	3yrs		Innovation & Sector Development
Enhanced Growth Hub	Y	Y		3yrs		
Universal Business Support	Y	Y	Y	3yrs		
Active export support (DIT) project	Y			3yrs		
IP Support for SMEs	Y	Y		3yrs		Innovation & Sector Development
<i>Trade Mission programme</i>	Y				3yrs	
<i>Diversity and Community Entrepreneurial</i>	Y	Y	Y		3yrs	

<i>Engagement & Support</i>						
<i>Better Business for All regulatory support</i>	Y	Y			3yrs	
<i>High impact scaleup programme</i>	Y	Y	Y		3yrs	

It is implicit that different companies will benefit from different interventions individually, and thus logical to assume that by providing a range of interventions we will be able to increase the overall rate of growth of productivity in the region (as per the objectives) by helping different firms in different ways. This is the argument for providing all the proposed interventions now as a group. In addition, as per the recommendation from the IoD report² on productivity there is a need for a “*coordinated community-led movement to inform businesses about 'best practice' in management and technology and driving 'productivity mindsets' at a local level. It should ideally include an online portal showing supporting events, networking, mentoring, and training programs, navigable to the regional-level*”. The ‘Design’ elements identified are our response to developing further what is required to achieve the regional step change in productivity and to inform delivery of the active interventions in the short term. As an example of why these work as a package rather than discrete interventions, consider the question of whether there will be sector foci to interventions. By investing in an enhanced Growth Hub core activity, with coherent monitoring and coordination across all the interventions trends about what works and doesn’t, what best practice provides us and other factors, will be assimilated by the Growth Hub team to inform and focus other interventions to achieve the maximum impact, dynamically. By treating each intervention as a discrete item then the risk is that a focus is set at the start of the programme with little scope for adapting to market need. While it could be argued that separating the interventions as separate business cases does not prevent effective management, the proposal here is to build in this coherence and dynamic focussing of interventions from the very start. Adopting a robust Monitoring and Evaluation scheme across the interventions will allow the range of activities to be refined and targeted effectively in the course of the programme, rather than being dependent on a single approach. Similarly, the marketing and communications of the interventions, as a package and under a common brand, is important to both create the ‘movement’ and simplify the offer to businesses across geographies, sectors and communities.

The Growth Hub will be the overall brand and monitoring framework, as follows:

² <https://www.iod.com/cyber-security-for-your-business/articles/lifting-the-long-tail-productivity-report-summary>



The entirety of activities outlined, are intended to be phased. This Full Business Case (“FBC”) is for the first ‘**foundation**’ phase, starting in Q1 2020 which involves a number of ‘design’ elements of preparation, elements that are ready to go and continuation or re-starting of established schemes to maintain momentum and deliver the full benefit of previous investment. The ‘**extension**’ phase will bring forward a number of separate business cases to build on the first phase and implement the major funded elements of grants, trade missions, business board development and the potential for an equity investment fund.

This FBC is solely for the Foundation Phase.

Where elements are described as ‘design’, it is intended to procure specialist consultancy to understand the problem and opportunity and design an intervention or determine that there is no need for a new intervention. Most of these design elements will adopt the “Action Based Learning” approach which will produce business interventions and ensure all designed activity is based on real business need. This is designed to de-risk any subsequent investment and maximise the opportunity from the mix of interventions.

The response to market failure is to make these themes coherent so that our economy is dominated by businesses that are productive, understand the value of diversity in their workforces, know how to nurture diverse talent, optimise use of resources, exploit domestic and export markets, build local supply chains and generate social and economic impacts for the local communities they are neighbouring.

The current prosperity of the region is potentially unstable and vulnerable to macro changes such as global economic downturn and EU-exit, so we need to increase our resilience to these changes. To remain as resilient as an economy as we can be, we will also investing in an Inclusive Economic Growth Lab concept, in the subsequent extension phase, that experiments with new ways to stimulate inclusive and clean growth across the region, leading to fine-tuning the other elements of this programme, new interventions or stimulate fully private sector funded delivery.

In addition to the programme of interventions identified in this business case it is important to recognise that there is a broader programme in development within WECA focussed on innovation and skills. This broader programme of activity will deliver on the objectives of the local industrial strategy. We will work with colleagues across the combined authority to ensure that as new projects are brought forward, they are integrated into the wider Growth Hub family and are aligned.

This Full Business Case specifically addresses a first phase of the productivity challenge – as identified in the West of England LIS Next Steps document.

The elements of the package of interventions are outlined below. More detail, including purpose, tasks, outcomes and procurement approach, is detailed in Appendix 3.

Interventions within this FBC – the “**Foundation**” phase (Starting in Q1 2020) comprises:

1. Extending existing or previous schemes to maintain momentum

- a. **Growth Hub LEP Core Business Support offer** (website, navigation, coordination of services, intelligence, strategic direction, central comms and campaigns)
Building on learnings from recent pilot schemes to enhance and improve accessibility and navigation of support resources on offer including via the Growth Hub online portal, this will increase the capacity and competency of 'Navigator' staff resource to ensure that the package of interventions is fully exploited and that the activities within the UAs are connected. The Growth Hub will ensure it is fully apprised of best practice in company operations and structures, such as Environmental Management Systems and B-Corps³, and to encourage adoption of the most sustainable business practices. Close alignment with support provided by the UAs will be ensured. There will also be capacity to effectively market the opportunities on offer to businesses and communicate case studies of success. This will be combined with an increase in navigator skills through providing SFEDI training to undertake diagnostic support to businesses. This will include initial development of the Diversity and Community Entrepreneurial Engagement activity to inform delivery of all Growth Hub interventions. This will expand the in-house team.
- b. **Universal Business Support**

³ Certified B Corporations are businesses that meet the highest standards of verified social and environmental performance, public transparency, and legal accountability to balance profit and purpose. B Corps are accelerating a global culture shift to redefine success in business and build a more inclusive and sustainable economy. www.bcorporation.co.uk

The Universal Business Support service builds on the extensive knowledge and experience built up through the ERDF match funded 'Enterprising West of England' (EWoE) programme, which will come to an end in March 2020. The service will allow a broad range of complementary business support products to be delivered at a local authority level, meeting a diverse range of business needs, and branded and coordinated as West of England Growth Hub activity. Recognising that one approach is not necessarily right for all businesses, this initiative will be delivered by the local authorities providing flexibility to meet local demand and enabling all residents and SMEs access to a business support service. This supports an environment of entrepreneurship and business resilience that creates a broad, sustainable business base, generating employment and improving productivity in the local economy. This is a critical plank in enabling inclusive growth, supporting economic activity according to the local priorities of the UAs, and will be delivered under the branding and supervision of the Growth Hub, to assure coherence of the overall offer. The Bristol element of this will be supported by a set of deep interventions in South Bristol, within a separate bid to enable use of an ERDF allocation. This will be commissioned through local authorities.

c. Improving Resource Efficiency (IRE)

In response to the Climate Change Emergency, this package is designed to provide direct advice to SMEs in how to improve resource efficiency, adapt processes to compensate for climate change and to adopt good practice in carbon reduction. It builds on the previous, successful ERDF funded Improving Your Resource Efficiency (IYRE) scheme that ended in 2015 and will link to related activities within the Universal Business Support scheme and enhance take up of the existing Low Carbon Challenge Fund. Includes working at SME Board level to ensure full, and long-term, adoption of intervention. This activity also supports productivity improvement through reducing the cost base of businesses. This will be commissioned to existing expert providers.

d. Productivity through People

A transformative programme for SME leaders already established in the North East, the Midlands and London, this activity will support cohorts of senior leaders through an intensive 12-month programme to transform working practices and productivity. Consideration will be given to targeting and grouping cohorts, by sector or demographic. This will be provided by existing providers (currently University of Bath) in partnership with *Be the Business*.

2. New schemes from existing partners

a. IPO regional expert to support local business

Deployment of expert resource embedded within the Growth Hub. Part-funded by the UK Intellectual Property Office who provide information, advice and guidance to help companies using tools such as IPEquip, IPCheck, IP B2B Toolkit and IP for Investment tools. This will explore innovative models such as with local libraries and maker spaces. This will be in-house resource in partnership with the IPO.

b. Export Support Project

Working with DIT and the local DIT commissioned service provider we will develop a close working relationship with the existing International Trade Advisor network to explore opportunities for bi-lateral activities across investment and trade; this will focus on market analysis, developing high-level market strategies, SME trade advice, trade matching and access to markets. It includes design of a regular trade-mission programme subject to a separate business case. This will be in-house resource.

c. Mentoring for Growth

Mentors from leading firms will be matched with SME owners to improve performance by increased leadership practices. This is a nationally driven programme devised and implemented by the high-profile *Be the Business* project. An externally funded pilot of this programme has commenced and a 'Mentoring through Growth' advisor started in September 2019 as a shared resource between West of England and Gloucestershire LEAs. The first year has no cost implication for WECA (fully funded by Be the Business) but the following two years, as proposed, will incur cost. There will be a decision gate at the end of the first year to measure the impact before committing to extending. The full costs of the 2nd and 3rd years have been included, and the contribution from Be the Business for the 1st year has been included as match. This will specifically support guidance on productivity for businesses at board level, be a specific 'next stage' for leaders completing the Board Development activities to maximise the long-term benefit of WECA interventions. This will aim to maximise SME-Corporate connections and collaborations alongside the mentoring, which will support cluster-development. An evaluation will be carried out during the first year to confirm extending the programme for proposed remaining two years. This will be in-house resource in partnership with *Be the Business* and GFirst LEP.

d. Benchmarking tool & business diagnostic tools

A free to use SME self-diagnostic tool that will be embedded in the West of England Growth Hub portal to enable SMEs to benchmark productivity and management practices with industry level comparisons. Bespoke to our programme, we will look to build in board competencies to this tool, in an accessible form. This will lead to a result-driven local call to action. This will be a bespoke piece of development contracted to *Be the Business*.

e. Collaborative Networks / Peer to Peer Support offer

Building on the region's many successful sector networks, a suite of peer to peer activities and content to share experience, good practice, stories of growth and advice will be developed. Working with established networks, across sectors, disciplines and company growth stage, and targeting sectors and communities that are currently not well served, to identify useful activities such as network support, peer learning, business open days, reference visits, business placements and advisory board roles. This will be additional in-house resource and build on support and expertise provided by *Be the Business*.

3. New 'design elements: initiatives to develop in readiness for Extension Phase

These have been included in order to create the 'movement' outlined earlier. It is considered efficient and assisting in developing the context of the common goals: productivity, inclusion and climate impact reduction, to include these in this FBC.

a. **Business Boards / business leadership**

Develop an evidenced framework that links all WECA and specific external schemes together, and add relevant context to all WECA interventions, to build diversity, capacity and competence of boards (including those business boards that currently comprise a sole director and equivalent structures in not-for-profit organisations) in all sizes, types and stages of enterprise. Establish evidence base to support the programme, which is communicable to small and medium sized businesses. This will include how to significantly enhance inclusion, productivity and climate impact awareness and decision making at board level. This activity will include developing and communicating key messages to businesses and inform the messaging of individual activities across the whole project. This will be a commissioned piece of work to a specialist.

b. **SME Public Procurement**

Working with major public and third sector bodies across the West of England to identify ways to widen opportunity for SMEs to engage in public procurement. This builds on existing work in WECA and the UAs that may include establishing standard protocols and increased communication. Also, exploring how social value procurement can maximise the employment and supply chain benefits of WECA's own spending. It will map and coordinate existing work in this area at local or national level. This will be an important contributor to inclusive growth, aiding businesses emerging from communities inside and outside the city. This will be a commissioned piece of work to a specialist.

c. **Good Employment Standard**

A program of work to establish and roll out a quality assured regional good employment standard that will be adoptable by employers at board level and used to recognise and promote good employment practice in the West of England looking at a variety of areas including living wage within specific sectors, employee engagement and recruiting and nurturing diverse talent at all levels. This is expected to align with the Workforce for the Future Skills project, Future Bright and existing work done within the UAs. This will be a commissioned piece of work to a specialist.

d. **Technology Adoption Programme**

Following consultation with businesses from across the country, including a highly productive roundtable in the West of England, a new product based on the *Be the Business* tool will be developed. As well as incorporating the technology adoption diagnostic tool from *Be the Business*, this will develop a programme for the extension phase alongside providing specialist support to SMEs on exploration and adoption of technology including understanding risks, resilience and the significant opportunity

and productivity gains achievable. It will include board level advice on managing change. This will be a commissioned piece of work to a specialist.

e. Equity Investment Activity

Evaluate the need, opportunities and possible approaches to increasing access to relevant capital for growing firms in a manner that balances solving a market failure with a return on investment, over the long term, for WECA. One option to explore is an Angel Release Fund, specifically focussed on accelerating the release of private seed capital from investments to increase flow of early stage investment; Initiate (de-risk) development of such a fund. This is a nationally documented current market failure but may be solvable with a light touch rather than building a fund independently. This will be a commissioned piece of work to a specialist.

f. Thrive West

Building on the work of the Public Health teams within Bristol and South Glos Councils about their Thriving in Work activity, we will combine their efforts (plus B&NES and North Somerset) to develop a powerful regional campaign (“Thrive West”) over the next 12 months. This will involve delivering a range of interventions – such as employers implementing mental health plans, using utilising tools and learning from best practice- to drive systemic change. A number of major businesses in Bristol have already signed up to Thriving at Work Bristol and there is an opportunity for us to do much more and scale the benefits across the region. This will be in the shape of a regional co-ordinator and accompanying marketing and campaigns activity, with a focus, in line with other work within this FBC, on securing endorsement at board level within businesses. The LEP Board, and WECA as an employer, will be asked to champion this. This is a LEP Board recommendation and the WECA Business Board has been championing it. This will be a commissioned piece of work to a specialist.

Extension Phase – potential subsequent related bids included for reference only

1. **Business Board Programme** – *delivery of a series of short interventions aimed at increasing board capability, take-up of non-exec directors and diversifying existing boards, based on Phase 1 design.*
2. **Diversity and Community Entrepreneurial Engagement and Support**
Building on a pilot programme with migrant communities, a wider programme of engagement to ensure productivity and enterprise support is targeted at priority neighbourhoods across the region which face a plethora of socio-economic barriers to accessing enterprise support. This will be based on an Action Based Learning approach which continually informs the delivery of existing and new interventions. This will be commissioned to existing expert providers.
3. **Public Procurement Business Engagement Activity** – *extending Phase 1 work to all public sector bodies in the WoE*
4. **Export Trade Programme** – *initiating a regular schedule of trade missions to strategically targeted destinations, such that they become self-financing*

5. **Better business for All** - Increase engagement with regulatory services – extending that developed in Phase 1
6. **Grant & support programme for Tech Adoption** – a grant scheme for businesses to adopt new technologies and for increased productivity.
7. **Improving Your Resources Efficiency programme and grants** – a grant scheme for businesses to adopt new technologies processes for increased resource efficiency
8. **Implement Good Employment Standard/accredited model** – extending that developed in Phase 1
9. **Scale Up Programme**
Building on the West of England Scale-up Enabler work, we will ensure the region is providing the best environment for scaling and about-to-scale businesses develop and deliver a high impact enterprise scale-up programme focused on focussed on governance, leadership, coaching, investment and workspace. We have engaged expert support to help shape the programme based on what is current available in the market and where there are gaps, and will develop and deliver a high impact enterprise scale-up programme where there is a market gap
10. **Inclusive Economic Growth Lab**
Based on the model tried and tested by Engine Shed and extended across the region and more diverse sectors, to identify novel economic development opportunities and test with experimental short-term solutions, evaluate and identify long term delivery mechanisms for successful ideas. To be linked with University of Bristol's Inclusive Economy Initiative in TQEC to bring a practice-based and academic informed approach.
11. **Equity Investment Activity**
If it is deemed that the private sector will not fill the gap articulated in Phase 1 then a business case for an investment fund, or investment into an externally managed fund will be developed.

1.3 Project Objectives and Case for Change

This programme addresses the productivity challenge identified in the West of England Local Industrial Strategy. The strategy sets the ambition that “businesses of all sizes in the West of England will fulfil their potential, improving performance, resilience and sustainability, and enabling them to grow and offer a wide range of good quality jobs.”

The project’s core objectives are:

1. To increase **productivity** across the regional economy,
2. Enable and encourage long-term, sustainable and **inclusive growth**, and
3. Reduce **climate impact**.

And we will set the following, measurable objectives:

1. To lift the productivity of small and medium-sized businesses across the West of England;
2. To increase employment including in scale-up businesses in the region;

3. To raise business start-up rates and productivity growth among communities currently disengaged from business;
4. Increase business resilience, maintaining the low 'churn' of businesses in our economy;
5. To increase businesses' carbon efficiency and maintain the West of England's reducing overall carbon impact.
6. Raise levels of diversity in boards and workforces in West of England businesses

The case for change is set out in the LIS: *"the growth of a large number of businesses in the region remains slow with gains held back by the slow uptake of technology and modern management practices. Challenges also remain in the diversity of entrepreneurship within the region. Businesses could do more to take the opportunities to lift their productivity, and to spread the benefits of growth to their employees. The national Industrial Strategy recognises that the country has some of the most productive businesses, people and places in the world but also a 'long tail' of underperformance, which is constraining productivity. This national challenge is particularly pronounced in the West of England."*

1.4 Rationale for Public Intervention

Despite being home to some of the highest performing multinational corporations, the UK has a particularly high proportion of less productive companies – also known as the 'long tail' – when compared with our international peers (Ref. McKinsey & Company). Moreover, research by the Office for National Statistics shows there is greater variation within, rather than between regions and sectors for business productivity⁴, which suggest there are intrinsic challenges facing this 'long tail'. The top performing quartile of corporates are roughly between two to five times more productive than the bottom⁵ and, since the crisis, the gap between the leading and lagging performers appears to have widened more in the UK in comparison to peer nations⁶. These underperforming firms share several traits. They are typically smaller organisations⁷, weak adopters of existing 'best practice' in management and technology⁸ and are less likely to engage in exporting and innovative activities⁹. This provides a steer for us to focus on this long-tail – as that is where the opportunity to stimulate increased GVA exists – and in which areas to intervene.

The inference is that smaller firms within this 'long tail' have not been able to help themselves and so interventions are required to both change the mindset and provide the support to those businesses. There is little or no broad awareness of the relationship between the competency and capacity of business boards within businesses, for adopting best practices in management and technology. Even less so, when it comes to inclusion within business and how that drives productivity¹⁰.

⁴ Office for National Statistics, Understanding firms in the bottom 10% of the labour productivity distribution in Great Britain: "the laggards", July 2017

⁵ ibid

⁶ Bank of England, Andrew Haldane, The UK' Productivity Problem: Hub No Spokes, June 2018

⁷ Office for National Statistics, Understanding firms in the bottom 10% of the labour productivity distribution in Great Britain: "the laggards", July 2017

⁸ Confederation of British Industry, From Ostrich to magpie, November 2017

⁹ Enterprise Research Centre, Goldman Sachs, & British Business Bank, Unlocking UK Productivity, November 2015

¹⁰ McKinsey & Company: <https://www.mckinsey.com/business-functions/organization/our-insights/why-diversity-matters>

This programme will, through a coherent series of activities, demonstrate to businesses that better practices, and the ability to make good business decisions around that, will lead to economic improvement in their own businesses, and thus regional – and national – economic growth. If activities to improve productivity in the short or long term are not funded there will be no incentive to businesses within the ‘long tail’ to adopt new practices to improve their productivity.

1.5 Strategic Fit

West of England Local Industrial Strategy (LIS)

The region’s Local Industrial Strategy is based around the delivery of four key priorities: cross-sectoral innovation, inclusive growth, productivity challenge, innovation in infrastructure. Delivery against these priorities will ensure the region is a force for clean and inclusive growth.

The West of England is home to a diverse range of innovative, dynamic and fast-growing businesses. The region creates successful businesses, with strong growth of scale-ups and high rates of business survival. However, the overall rate of start-ups is lower than average, the record on exporting is mixed, and the national challenge of a ‘long tail’ of low productivity firms is particularly acute here.

In order to address the productivity challenge in the West of England, the LIS highlights a number of projects, programs and initiatives, including, for example, evolving the West of England Growth Hub offer.

The suite of initiatives proposed in this Business Case all directly respond to the region’s productivity challenge and, further, are actually delivering a number of the projects and programmes already highlighted as part of the LIS implementation next steps. Further, these initiatives are directly creating new jobs and increases in GVA, delivering on the Investment Fund’s primary value for money indicators.

National Industrial Strategy

The National Industrial Strategy has key policies around: raising R&D investment; improving the growth and productivity of SMEs; and creating Local Industrial Strategies that build on local strengths. It recognises that the country has some of the most productive businesses, people and places in the world but also a ‘long tail’ of underperformance, which is constraining productivity. With this national challenge being particularly pronounced in the West of England, this Business Case is directly helping resolve national challenges at the local level.

The South West England and South East Wales Science and Innovation Audit (SWW-SIA)

The SWW-SIA audit concluded that this region can lead the UK and compete with the world in advanced engineering and digital innovation. In order to achieve this, strong integration of scientific excellence within universities and institutes, with an innovative industrial sector **with a thriving SME population**, will lead to substantial job creation and sustained economic growth. Addressing the productivity challenge with underperforming SMEs is therefore important for this region to deliver on its SWW-SIA potential.

Further Local Priorities & Evidence

Not only is this Business Case delivering against the LIS priority around productivity, but it will also influence other LIS priorities, in particular inclusive growth. Further, it aligns well with aspirations in the region’s adopted Employment & Skills Plan (ESP), particularly around how inclusion and leadership practices are important for improving productivity.

In the West of England, 99.6% of our 43,100 businesses are SMEs and there is a raft of evidence demonstrating poor SME uptake of tried-and-tested technology and poor management practices, which both impact productivity:

- The Association for Independent Accountants and Lawyers find that 27% of SMEs continue to use basic computer programmes such as spreadsheets for bookkeeping; this is inefficient and ineffective and impacts productivity.
- A recent poll found that roughly 40% of SMEs didn’t think upgrading their small business technology would have a significant impact on business efficiency (Ref: Entrepreneur Europe publication, Aug 2018).
- Skills training - According to the UK200Group, 22% of SMEs still using manual record keeping will need to train a member of staff to move data into new software systems that meet the requirements of Making Tax Digital legislation.

Productivity – The Business Case

$$\text{Gross Value Added per worker} = \frac{[\text{Turnover/sales} - \text{Intermediate consumption (non-capital purchases)}]}{\text{Workers (employees and working proprietors)}}^{11}$$

Efficiency is about doing the same with less, while productivity is about doing more with the same¹², according to one useful framing. That means understanding how to drive higher turnover by introducing new products and services, adjusting business strategies, adopting new management techniques, and engaging in technological investment and innovation to extract more value from a business’ workforce and processes. Measuring and monitoring one’s business productivity against the industry standard is an important step in assessing organisational performance¹³.

Thus, harnessing a ‘productivity mindset’, which focuses on continuous improvement, is crucial in helping businesses to meet their priorities in the long-term. It encourages a more dynamic business-wide awareness – which is needed to manage risks, remain agile, and be competitive¹⁴ – than a single focus on basic financial metrics. Solely targeting profitability can however detract from making necessary, but costly, investments, which help to underpin long-term growth, while an emphasis on cost reduction, can divert attention from value creation.

The planned activities within this scheme support this approach by enabling business leadership to make informed decisions at leadership level.

¹¹ Office for National Statistics, How productive is your business? July 2018

¹² Harvard Business Review, Great Companies Obsess Over Productivity, Not Efficiency, Michael Mankins, March 2017

¹³ Office for National Statistics How productive is your business?, July 2018, *Be The Business*, <https://app.Be the Business.com/>

¹⁴ The Impact of Total Quality Management on Financial Performance: Evidence from Quality Award Winners, Singhal and Hendricks, March 2000

1.6 Options Appraisal

The project is establishing an innovative evaluation model that will allow ongoing assessment of the performance of sub-projects. That will enable the project to learn about what works and evolve the approach to incorporate innovative approaches while ensuring that the objectives are met.

The LIS describes the causes of low productivity and these interventions have been chosen to address these identified causes directly. Most of the proposed interventions are listed in the “LIS Next Steps” commitment document and alternative options for those interventions are therefore not considered here.

Implicit in this FBC is the correlation between treating this set of interventions, and design for subsequent interventions, as supporting a movement towards increased productivity at both firm and regional level, alongside greater inclusive growth and climate impact reduction. The impact is therefore the regional improvement in productivity growth and the sister impacts relating to inclusion and climate impact, per previous comments. All interventions deliver against these impact objectives.

However, the interventions each work through different mechanisms (which are complementary) and these are further clarified in Appendix 3 with the type of output that will be delivered and an indication of the relative scale. A degree of flexibility is built into the programme to ensure that the mix of interventions can be adjusted during the course of delivery as a result of continuous learning about effectiveness. This will ensure that the overall impact objectives are targeted in the most effective way.

We have appraised a number of options against the likely impact of a number of outcome-based scenarios.

Red: it is unlikely that the criteria will be met

Amber: the criteria may be met

Green: it is likely that the criteria will be met

	1	2	3	4	5	6	7	8	9	10
1. Do nothing	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red
2. Advice and signposting support for SMEs – leaving all provision to private sector	Amber	Red	Amber	Red	Red	Amber	Red	Amber	Red	Red
3. Implement identified activities without board-level focus, and development	Green	Amber	Green	Amber	Red	Green	Green	Green	Amber	Green
4. Implement identified activities in a piecemeal approach	Green	Amber	Amber	Amber	Red	Amber	Amber	Amber	Amber	Amber
5. Delay implementation	Green	Green	Green	Green	Green	Green	Amber	Green	Green	Red
6. Implement entire program (including pre-empting design elements of phase 1) in a single phase now	Green	Green	Green	Green	Green	Green	Amber	Amber	Green	Green
7. Implement package, as outlined, with mix of design and implementation	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green
8. Phasing the programme over a longer period	Amber	Green	Green	Green	Green	Green	Amber	Green	Green	Amber
9. Alternative options to the Universal Business Support offer	Amber	Green	Green	Green	Green	Green	Red	Red	Green	Amber
10. Alternative options to the proposed IP Support	Amber	Green	Green	Green	Amber	Green	Red	Green	Green	Amber

intervention	Orange	Green	Green	Green	Green	Orange	Green	Red	Green	Green	Orange
11. Alternative options to the proposed Mentoring for Growth intervention	Green	Green	Green	Green	Green	Orange	Green	Red	Green	Green	Orange
12. Alternative options to the proposed Productivity through People intervention	Green	Green	Green	Green	Green	Orange	Green	Green	Green	Green	Orange
13. Alternative options to the proposed Collaboration Networks intervention	Green	Green	Green	Green	Green	Orange	Green	Green	Green	Green	Orange

The criteria used to assess each option:

1. Improved short-term productivity of individual businesses
2. Improved long-term productivity of individual businesses
3. Increase in regional GVA
4. Increased levels of inclusion in the region
5. Provision of adopting best management and technology practice likely to continue to be provided post-funding, by the private and third sectors
6. Reduced carbon impact within the region
7. Potential to leverage available funding
8. Strategic involvement of partners, including Local Authorities
9. Long term growth that is inclusive and clean
10. Accelerated economic growth through productivity for high-quality, well-paid jobs

Option 7 is chosen as the optimum solution to the Productivity Challenge whilst delivering inclusive and clean growth, that is manageable in the time frame that we have and available funding window.

Option 3 has been discounted based on the premise on which this FBC is built, for which emergent evidence is available and has been identified elsewhere. To achieve systemic change we need to ensure we maximise the senior buy-in of all interventions and achieve the mindset change that has been requested from Government and others.

Option 4 was discounted based on the principle, described previously in this FBC, that the benefits of implementing the package of interventions as a whole are more likely to provide both the short term and long-term impacts across the ‘long tail’ of productivity.

Option 5 could be adopted at the expense of accelerating delivery of impact. As we have declared a Climate Emergency, time is of the essence.

Option 6 was discounted because of the need to explore, test and design extension programmes in the first phase. It would be inappropriate to pre-empt what those pieces of work would produce.

Option 8 was discounted on the basis that the funding is available now, we can build in adaptability to ensure effectiveness and value for money, and that the LIS has committed us to deliver on this area of activity as quickly as possible.

Option 9 has been discounted on the basis that we are able to trust the UAs to define their specific, local needs and to deliver an ongoing programme in the same vein as they did the previous EWoe scheme, which has been proven successful. We will put appropriate constraints within the contract with the UAs to ensure, and assure, coherence to this programme’s objectives and principles.

Options 10-13 have been considered, and flexibility left within the proposed activities to find alternative providers and, by implication, revised methods of intervention. The methodology is guided by the Government-sponsored think-tank and accepted on that basis. We have built in appropriate ongoing monitoring and evaluation that will ensure we adapt, cease or increase the activity according to emerging best practice, funding available and performance of the proposed intervention.

1.7 Environmental Sustainability Considerations

It is important to understand that reducing environmental impact, within a business, is not only crucial to our aspiration and commitment to reducing climate impact, but is as likely to be a productivity boost as well – by reducing the cost of consumables and product manufacture and in recruitment and retention of the younger demographic workforce¹⁵. Core to this programme is a thread of board-level influencing that helps businesses understand and adopt best business practices, in terms of sustainability, with an approach that encourages decisions to be for the long-term, at the highest level in the organisation. This will include the promotion of B-Corporations that are certified to highest standards of verified social and environmental impact. The West of England has a disproportionately high number of B-Corps, within the UK¹⁶ and this propensity should be built on.

All aspects of business support provision will, wherever possible, include:

- the promotion of best environmental practice and signpost to expertise that can provide further support, be that provided by this programme or elsewhere,
- the promotion of adopting Environmental Management Systems,
- Delivering programmes digitally where appropriate,
- the encouragement of business leaders to understand and develop techniques in management of business risk associated with climate change.

Additionally, all business support will be delivered in a manner that minimises environmental impact and strives to be visibly exemplary in environmental sustainability.

1.8 Equality and Diversity Impact Assessment

Central to this programme is the promotion of diversity and inclusive practices being supportive of higher levels of productivity and thus business competitiveness. Communications around the work of this programme will propagate this message to encourage a more diverse workforce at all levels in organisations.

¹⁵ Willness, C. R., & Jones, D. A. 2013. Corporate Environmental Sustainability and Employee Recruitment: Leveraging “Green” Business Practices to Attract Talent. In A. H. Huffman & S. R. Klein (Eds.), *Green Organizations: Driving Change with I-O Psychology* (pp. 231-250). Routledge Academic.

¹⁶ As of 2018, there were 7 B-Corps in Bristol out of 175 in the UK. If WoE has a population of 1.1m out of a UK population of 66.4m, then we would expect 3 B-Corps, proportionally.

<https://www.bristol247.com/business/features-business/sector-spotlight-b-corps/>

This concept will be embedded into an Equal Opportunities Policy and Implementation Plan that will be prepared for this programme, which will be followed by WECA and all project partners, if partners do not have their own. As well as setting out how WECA will meet its statutory duties, the implementation plan will cover:

- How equality and diversity training will be delivered to the WECA project team.
- Monitoring of applicants by characteristics on award of grants – sex, race, disability, age (with a view to identifying any significant under-representation)
- Actions to help ensure that WECA staff have equality objectives in personal development and appraisal processes
- How the project(s) will monitor its performance in terms of representation of different groups and effectiveness in supporting different groups (results)
- Proactive support of under-represented communities
- Promotion of the value, and business benefits, of a diverse workforce, and
- Monitoring the increase in diversity of business boards and workforces.

In 2016, a report commissioned on behalf of the LEP entitled ‘Incorporating Diversity: Research into Women-led and BAME-led businesses across the West of England’ was published, incorporating a number of recommended interventions. This programme will help address some of these recommendations, namely:

- Ensuring opportunity of access for BAME and women-led businesses to procurement contracts and funding,
- Working with partners to establish a one-stop-shop for support around accelerated growth,
- Ensuring opportunity for skills development and capacity building in line with new trends and opportunities in the area.
- Providing open channels of communication between the LEP and BAME and women-led businesses.

Any SMEs that receive funding from this programme will be required to demonstrate that they:

- Know what the key equality and diversity (people) issues are in relation to the project and its objectives;
- Are clear about what they can and will do to proactively engage with these issues;
- Are clear about what the benefits of doing this will be and how these benefits will contribute to the WoE Vision and the LIS’ innovation objectives.

Equality and diversity are core principles of WECA and, in operating this programme, we will promote equality between all applicants, ensuring that businesses and projects led by minority groups are equally able to benefit from the programme. All marketing activity will be audited for unconscious bias with neutral language and imagery a default. Similarly, we will also specifically ensure that BAME-led businesses or other stakeholders from non-White British ethnic origin are able to access this programme, this will include making project information available in other languages.

2 Economic Case

2.1 Economic Appraisal

Economic case

The economic case for this programme is based on raising the productivity of the businesses supported. The outputs of the programme will consist of:

Investment Activity	No. of Interventions	No. businesses receiving meaningful intervention	No. distinct businesses receiving meaningful intervention	Businesses created	Jobs created
Growth Hub LEP Core Business Support offer	2,400	600	300		
IPO regional expert to support local business	1,080	120	60		
Improving resource Efficiency (IRE)	100	25	13		
Export Support Project (DIT)	1,080	100	100		
Universal Business Support	7,930	4,166	2,083	247	275
<i>Be the Business Strategic Alliance</i>					
Mentoring for Growth	300	300	150		
Tech Adoption Programme	100	25	13		
Productivity through People	45	45	23		
Benchmarking tool & business diagnostic tools	2,400	600	300		
Collaborative Networks / Peer to Peer Support offer	200	50	25		
	15,635	6,131	3,065	247	275

These targets are based on the knowledge and experience developed through the design, delivery and management of projects and initiatives in the sub region. These include Enterprising West of England* (EWoE), Improve your Resource Efficiency (IYRE), Growth Hub, SETSquared Business Acceleration Hubs, and additional ERDF programmes at a regional and national level.

The interventions are innovative and will be evolved as the programme develops. As a result, some outcomes will be long term and not immediately measurable. However, two approaches allow a range of impacts to be indicated. Firstly, experience from the South West Competitiveness ERDF programme provides a comparator of the benefits generated by enterprise support interventions. Secondly, an assessment has been made of the impact of raising the productivity growth rates of the

beneficiary businesses to target levels. We have allowed for, on average, each company being in receipt of two interventions.

The economic appraisal is based on intervention level anticipated impacts for each different activity. These were estimated based on prior experience and evaluation of similar interventions.

The 15,635 interventions identified in the business case are total low intensity business interactions. We have determined the definition of these interventions in line with the BEIS definition of a low intensity interaction of at least one hour of support. The number of actual beneficiary businesses is 6131, based on the anticipated impacts for each intervention.

We consider 3065 distinct businesses will have received enough interventions and have acted on them to qualify as having gained measurable impact – based on an assumption that, on average, each business has two interventions. This represents the upper limit of achievable outcomes. This provides an average conversion rate of intervention to unique meaningful intervention of 19.6%.

We will use the M&E process to learn from how our clients interact with the programme of interventions and revise the potential outcomes and impacts accordingly.

The following have been used in the derivation of these figures:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/772808/business-support-evaluation-framework.pdf

<https://www.gov.uk/government/publications/evaluating-business-support-interventions-a-productivity-based-approach>

The UBS outputs have used the present EWoE engagement, intervention rates and unit output costs as a base line, which has then been built upon. The intervention, business start-up and job creation targets have then been estimated by each UA, who have used their experience of commissioning business support services and projected their own strategic delivery aspirations to this base line, some having a greater focus on job creation, where others are more focussed on business start-up. These targets take into account the increases in time that can be spent by providers delivering interventions and not devoting disproportionate amounts of time completing ERDF paperwork and the increases in efficiency of delivery that has been built up in the delivery of EWoE.

Macroeconomic estimate: An assessment of economic indicators has been conducted for the West of England economy. This provides an approximate indication of the potential scale of productivity and GVA impacts that could be achieved through the programme. These are approximate figures based on reasonable but simplified assumptions and targets for the businesses taking part.

The estimate has been prepared by calculating the significance of the beneficiary businesses in the regional economy, based on employee numbers. This allows the effect of raising productivity in these firms on the economy as a whole to be estimated.

The calculations are based on applying the average productivity uplift to the number of businesses who will benefit from the programme, weighted by number of employees. As such, it should be viewed as an indicative estimate of the potential benefit, rather than a precise target. Measuring a

programme of this sort with precision is unlikely to be possible, given the complexity of the range of interventions, the innovative approach, and the adaptive/evolving approach taken with the mix of interventions.

Step 1: Target beneficiary numbers. The total average conversion rate of businesses receiving a meaningful intervention that will see a productivity benefit is 19.6%. With the output numbers indicated above, the businesses benefiting from growth in productivity will number 3,065. The economic appraisal is based on intervention level anticipated impacts across the number of businesses receiving interventions. The rationale is described above.

Step 2: Target productivity uplift. For these 3,065 distinct businesses benefiting from the programme, a target has been set for 80% to lift their individual (i.e. per firm) productivity by 1% per year, and 20% to lift by 2% per year. These figures compare with an average annual productivity growth rate in the West of England of 0.1% from 2010. However, they are believed to be realistic targets: the UK average growth rate since 2010 has been 0.5%, and the UK long-run average between 1960-2007 was 2.2%.

Step 3: Weighting the beneficiaries. The impact on the economy of these businesses achieving this improvement has been estimated based on the relative size of the businesses covered by the programme. It has been assumed that all businesses currently operate at the regional average level of productivity. Based on employment size, the beneficiary businesses are estimated to generate approximately 4.5% of the region's GVA.

Result: The increases in these businesses' productivity would increase the region's overall productivity growth rate from 0.1% to 0.15%, generating a GVA uplift of £8.35m per year, or £25.42m compounded over three years. In addition, an estimated 275 new jobs will be created, delivering a further £14.66m GVA, making a total of £40m GVA over 3 years.

Given the nature of these figures, they are presented as direct effects only, with no multiplied added to calculate indirect benefits.

***Case Study Enterprising West of England (EWOE)**

As a proxy for GVA impact the project review for EWOE recently undertaken by Wavehill, provides the basis of the potential impact of the Universal Business Support service. Among the resident respondents who had started a business the average turnover was £27,037 a year after the programme had completed. Given 47 per cent of individuals established businesses since engagement with the EWOE programme, scaling this to the population estimates that the increase in turnover amounts to £9.8 million.

Prior to the programme the average turnover of the supported established businesses was £241,594. Following the intervention of the programme, the total turnover among businesses was an estimated £350,729, an average growth rate of 45.2%. Total turnover among the beneficiary businesses increased from £108 million at the baseline to £152 million in year after the programme.

The survey respondents indicated that, on average, they would attribute 37 per cent of this to the support they received on the programme. Taking these figures and applying to the established

businesses on the programme estimates that an average of £27,815 in additional turnover was attributable to the programme. In total £11 million in turnover was attributed to the programme by the beneficiary businesses.

Using average turnover ratios to estimate the GVA, the established businesses on the programme were estimated to have contributed £43 million in GVA to the West of England CA area. Following programme intervention GVA increased with turnover to £56 million with an average increase of £30,000 in GVA per business. GVA attributed to the programme was estimated to be £13.5 million. GVA from the residents who started a business was estimated at £3.5 million across all those supported in the EWOE programme.

In GVA terms the total uplift for EWOE was in excess of £17m. The total programme cost including both ERDF and public/ private match came to £3.8m, this then provides a cost benefit of 4.47. Which is considered to represent strong value for money and return on public investment.

Evidence from the What Works Centre on the impact of business support interventions has been considered. The toolkit <https://whatworksgrowth.org/policy-reviews/business-advice/toolkit/> is a set of policy design guides to help make informed decisions when developing business advice policy. The design guides cover specific aspects of programme delivery and are intended to help understand cost effectiveness, and considerations on using specific approaches.

The Wavehill review is the 'Summative Assessment' required as part of the EWOE ERDF monitoring. The evaluation looked to provide insight on both the design and processes of the programme as well as the impacts and outcomes. To achieve this the evaluation team gathered data on the supported businesses to support the monitoring data from the programme, reviewed the programme literature and interviewed delivery providers and partners to provide a comprehensive understanding of the EWOE programme. Sample frames were created to ensure the survey captured a representative range of the businesses in the sample group.

Among the P11 respondents who had started a business the average turnover was £27,037 a year after the programme had completed. Given 47 per cent of P11 individuals established businesses since engagement with the EWOE programme, scaling this to the population estimates that the new businesses supported through the programme generate approximately £9.8 million in sales per annum.

Prior to the programme the average turnover of the supported C1 businesses was £241,594. Following the intervention of the programme, the total turnover among C1 beneficiary businesses was an estimated £350,729, an average growth rate of 45.2%. Total turnover among the beneficiary businesses increased from £108 million at the baseline to £152 million in year after the programme.

Using average turnover ratios to estimate the GVA, the C1 beneficiaries on the programme are estimated to have contributed £43 million in GVA to the West of England CA area. Following programme intervention GVA increased with turnover to £56 million with an average increase of £6,803 in GVA per business. GVA attributed to the programme is estimated to be £2.8 million.

GVA from the P11's who started a business is estimated at £3.5 million across all those supported in the EWOE programme.

The survey respondents indicated that, on average, they would attribute 25 per cent of this to the support they received on the programme. Taking these figures and applying to the C1 population on the programme estimates that an average of £18,868 in additional turnover was attributable to the programme. In total £8 million in turnover was attributed to the programme by the beneficiary C1 businesses. For every £1 of ERDF contribution spent on the programme generated £4.21 in increased turnover among supported businesses (£8 million/£1.9 million).

2.2 Value for Money Statement

<i>Total project cost</i>	<i>5,056,000</i>
<i>Grant sought (EDF/LGF/RIF)</i>	<i>2,737,000</i>
<i>Net Quantified Benefits</i>	<i>0.15% Regional Productivity increase, 247 new businesses, 275 new Jobs, £40m compound GVA increase</i>
<i>VfM indicator*</i>	<i>GVA per £ spent = 7.93</i>

* Benefit compared to total cost including match funding

Summary table of assumptions

<i>Criterion of assessment</i>	<i>Assumption</i>
Productivity	For the 3,065 businesses benefiting from the programme, a target has been set for 80% to lift their productivity by 1% per year, and 20% to lift by 2% per year. These figures compare with an average annual productivity growth rate in the West of England of 0.1% from 2010. However, they are believed to be realistic targets: the UK average growth rate since 2010 has been 0.5%, and the UK long-run average between 1960-2007 was 2.2%. The increases in businesses' productivity would increase the region's overall productivity growth rate from 0.1% to 0.15%. Each business in receipt of a low-level intervention will, on average, receive 2 medium-level interventions.
New Businesses	The target for new businesses is being delivered by the Universal Business Support Service, which is projected to be 495 across the life of the project. This is based on the partners experiences to date of EWoe programme and an assessment of the projects focus on resident start up. This is figure is felt to be realistic and achievable due to the increases in VfM that PC challenge presents in comparison to the ERDF funding used to support EWoe.

Jobs	The target for new jobs is being delivered by the Universal Business Support Service, which is projected to be 550 across the life of the project. This is based on the partners experiences to date of EWoE programme and an assessment of the projects focus on increasing the productivity and growth of micro and small enterprises. This is figure is felt to be realistic and achievable due to the increases in VFM that PC challenge presents in comparison to the ERDF funding used to support EWoE
GVA	This model is based on the GVA uplift due to productivity improvements of £8.35m per year, or £25.4m compounded over three years. The average, across geographies and sectors, GVA per new job, based on WoE 2017 data, is £53,302.

There are a range of additional benefits that will be associated with the productivity challenge in terms of additional inputs to the local economy. By increasing and coordinating the engagement and support of residents and businesses, additional products and services delivered by the WECA and its partners can be promoted. These include Future Bright, the Careers Enterprise Company, the Low Carbon Challenge Fund, Creative Scale Up programme and the planned Good Employers Standard.

The business case will also enable businesses and residents formalised and develop proposals for products and services that will lead to the generation of intellectual property and the commercialisation of these ideas.

There will be additional benefits derived through the programme such as IP, Patents, new products launched and jobs safeguarded that will be measured, although we are not setting targets on these metrics.

3 Financial Case

3.1 Chief Financial Officer sign off

A letter from the Head of Business and Skills which confirms the business case has been signed off and represents value for money, is attached as Appendix 1.

3.2 Scheme Cost

Revenue Elements

Cost Heading	Amount to be claimed	Amount of match	Total projected eligible expenditure
<i>Internal staff including overheads</i>	£1,251,000	£1,103,000	£2,354,000
<i>External consultants - procured by WECA</i>	£430,000	£0	£430,000
<i>Contracted to UAs</i>	£946,000	£1,106,000	£2,052,000
<i>Campaign Activity</i>	£110,000	£0	£110,000
<i>In kind support from IBB and Be the Business</i>	£0	£110,000	£110,000

3.3 Spend Profile and Funding Sources

Total Spend (£000s) - Revenue Only

	19/20	20/21	21/22	22/23	Total
WECA	£13	£1,334	£721	£669	£2,737
BEIS	£0	£328	£328	£328	£984
Be the Business	£0	£53	£18	£4	£75
IBB	£0	£30	£30	£30	£90
IPO	£0	£84	£0	£0	£84

Private sector match	<i>£0</i>	<i>£60</i>	<i>£75</i>	<i>£75</i>	<i>£210</i>
UAs	<i>£0</i>	<i>£292</i>	<i>£292</i>	<i>£292</i>	<i>£876</i>
Total	<i>£0</i>	<i>£2,194</i>	<i>£1,464</i>	<i>£1,398</i>	<i>£5,056</i>

The IBB match funding relates to the Export Support Project where we will be capitalising on the Inward Investment Campaign Programme to deliver a joint investment and trade activity. These are separate pieces of work being brought together and so there is no double accounting of IBB funding.

4 Commercial Case

4.1 Procurement

The programme will comply with all relevant WECA procurement requirements.

Procurement requirements fall in to four categories:

1. Significant contracts with UAs: local government procurement rules will be followed.
2. Hiring additional WECA staff: standard recruitment practices will be followed with appropriate contract terms to match timeframe of guaranteed funding.
3. Procuring specialist consultants, or consultant teams: within the relevant WECA procurement framework, appropriate tender processes will be followed to ensure best value, best quality, fair and socially valuable procurement whilst ensuring an appropriate level of expediency to fulfil the design needs of the programme.
4. Procuring work, ad-hoc or ongoing, from central Government agencies or projects: the relevant procurement framework will be used (such as with Be The Business, with whom an agreement is already in place with WECA) or not required for government provision (such as from the IPO).

4.2 Operation and Financial Viability

This programme comprises a number of design elements, totalling up to £470,000 which is necessary to bring in external advice that is rooted in the needs of the local business ecosystem, whilst bringing in national and international best practice. This work is time-bounded by its nature and so ongoing financial viability is not required. However, it is this work which will position this programme's 3-year interventions and interventions within the subsequent Extension phase, such that they build in business resilience and board-level understanding of productivity, inclusion and clean growth. This is designed to maximise the potential for businesses to procure the types of support in this programme, past the lifetime of this programme, from the private and third sectors. Thus, ongoing funding of this support is either not required or needed to a much lower extent. This also means that the potential 'cliff-edge' effect of the end of the funded programme is mitigated. That is an aspiration and is not guaranteed.

Furthermore, effective communications, as built into this programme, will encourage the private and third sectors to fill the increased market demand. This programme is thus setting a benchmark for good (inclusive, productive, resilient) business practice that businesses subsequently demand.

If the various sources of matched funding diminish – such as Growth Hub funding from BEIS – then the level of intervention will be reduced accordingly, focussing on where the most impact can be made. Effective governance and monitoring through the governance structure detailed below, will enable informed judgements to be made in this respect. Similarly, the Growth Hub management will continually seek, and be in tune to the availability of, additional relevant funds to secure or expand this programme.

It will be a condition of each of the design element instructions, that an analysis of the need for further funding or if not, what is required to ensure the need is met, should further funding not be forthcoming. Those findings will be published as appropriate and shared across WECA schemes.

4.3 Social Value Act

All delivery partners and contracted specialists will be local organisations as far as is reasonably practical. The outcomes of the project are anticipated to have social value by facilitating new and more sustainable jobs, bringing new products to market, establishing new networks and facilitating growth. Furthermore, interventions will be designed in a way that leads to market fulfilment of ongoing need by stimulating a market pull, and by building in diversity and inclusion at all levels, thus creating sustainable and inclusive local economic growth. Delivery of the project will be carried out in the spirit of the Act with a view to achieving the same outcomes.

5 Management Case

5.1 Promoter and Delivery Arrangements

The project will be led the Business & Skills Directorate of West of England Combined Authority, who already successfully lead the Growth Hub, working closely with delivery teams from Bristol, B&NES, South Gloucestershire and, when appropriate, North Somerset councils. WECA is well-placed to maximise uptake of the support available to residents through its longstanding relationships with these delivery teams and business support organisations across the region. The project team benefit from the support of other WECA teams and projects, as well as the CEO, Mayor, LEP and Scrutiny Committee.

A dedicated experienced project team, consisting of a project manager and project support officer, will run the programme within the Growth Hub brand over the three-year delivery period, including the identified, short-term ‘design’ activities. The project will operate from the WECA offices in central Bristol and will be delivered across the West of England area, including urban and rural areas.

The West of England’s Unitary Authorities are supportive of the project and their networks and contacts will also be utilised to build the pipeline of participants, including Local Authority teams and business and community organisations.

5.2 Project Governance and Delivery

How is the Project Governed?

Governance will be managed through the existing West of England Governance Structures. The ultimate owner will be the West of England Committee (or West of England Joint Committee, if North Somerset Council contribute to the programme) with detailed oversight delegated to the West of England Regional Business Board, comprising elected economic development leads in each Council.

The Service will present its annual plan with key activities outlined to the Regional Business Board for approval.

An Enterprise Advisory Panel will be evolved from the existing Growth Hub working group. The group will meet at least quarterly with a Chair invited from the LEP Board and strive to be representative of the constituencies we aim to support. It will report regularly to the LEP Board.

Ongoing partnership oversight will be provided through the regular Regional Economic Development Managers meetings run by the Head of Business & Skills. This forum will be used to provide regular, quarterly update reports on progress against targets and activity to each Council partner.

Day to day oversight will be delegated to the Service Lead for Enterprise, Trade and Investment in the Business & Skills Directorate in WECA.

How is the project to be delivered and by whom?

The project will be delivered by the established dedicated Enterprise, Trade and Investment team alongside the UA Economic Development Managers. The Growth Hub team sits within this and will be expanded as per this business case.

We will recruit a Programme Manager subject to confirmation of funding. Exactly how this fits into the current structure is being established and will be defined in due course.

Each UA has a business engagement/economic development team, who have a range of touch points with their local business community. This is commonly through both pro-active and reactive businesses visits where officers provide a client management role addressing business issues and signposting to growth and productivity services. This relationship enables officers to continue to remain in contact with these businesses enabling them to directly market business growth products and services as they become available. There are also a range of marketing and communication channels that are utilised to ensure that business and residents are informed and engaged to participate in support services. These include team specific social media channels, web sites and weekly/ monthly newsletters. Officers also occupy spaces at strategic locations such as rural hubs and business parks to enable more direct support. Additionally, each UA organise a range of business engagement events and business expos to promote specific programmes, products and services, which also provide opportunities to engage businesses and residents.

5.3 Programme Plan

Milestone completion dates	Baseline
Consultation with UA Economic Development Managers	October / November 2019
Full business case to WECA	November 2019
Full project plan to identify significant dates and timelines	January 2020
WECA Business Board review of Investment Fund application	November 2019
WECA Committee decision on funding through the Investment Fund	January 2020
Recruit Growth Hub Programme Manager (from which date eligible expenditure will be incurred)	February 2020
Draft UA and partner delivery funding contracts	March 2020
Start date of 3-year interventions	April 2020
Year 1 annual evaluation	June 2021
Year 2 annual evaluation	June 2022
Year 3 annual evaluation	March 2023
Final evaluation (3-year programmes)	April 2024
Start of procurement for Design projects	April 2020
Start date of Design projects	May 2020
Evaluation of Design Projects	October 2020
Activity end date (when all delivery activities in the funding agreement will be completed)	March 2023
Financial completion date	April 2024

Further detail on tasks for each intervention are included in Appendix 3.

5.4 Risks, Constraints and Dependencies

See Appendix 2.

5.5 Land Acquisition, Planning and Other Consents

Not applicable

5.6 Service Diversions

Not applicable

5.7 Engagement and Consultation

Extensive engagement (including “deep dives”) has taken place through the development of the West of England Local Industrial Strategy (“LIS”) and through discussions with the Government sponsored think-tank and promoter, *Be the Business* to determine the case for interventions to support the productivity challenge.

This programme has been co-produced with UA Economic Development Teams and included input from an expert adviser of economic growth activity, to position the proposed interventions in a coherent manner and for long-term benefit of the local economy.

In addition, three years of Growth Hub activity has provided a wealth of both user and management experience which has helped shape this programme.

By positioning all the proposed interventions within this Programme under the Growth Hub brand and with a common management, monitoring and evaluation model, there will be tight and timely monitoring of the effectiveness and ongoing engagement with end-users to assure effectiveness. Through timely user engagement, adjustments in style and method of delivery will be adapted to suit market failure as far as is reasonably practicable within this framework.

There will be regular reporting within the agreed governance model, notably with the UA Economic Development Managers and the LEP Board, as representatives of the private and third sectors.

There are a number of 'Design' elements within this Programme which will involve engaging external domain experts to develop the subsequent, Extension, phase of intervention, and inform the communications and details of some interventions within this Programme. These experts will be procured such that they bring extensive domain and end-user knowledge and provide opportunities for ongoing engagement in delivery of the Programme.

This programme is building on the 'deep dive' engagements during the development of the LIS and experience and engagement through EWoE.

5.8 Project Assurance

The evidencing of the delivery of meaningful and measurable outcomes will be critical to securing and retaining WECA funding and demonstrating programme success. The quality of the programme will be monitored regularly by WECA to ensure value for money and impact, with reference to the agreed governance structure outlined herein. Project assurance will also be provided through highlight reports, which will be produced on a quarterly basis by the project manager. External evaluators will provide input to delivery and annual reports. A comprehensive end of project evaluation process will also take place.

5.9 Monitoring and Evaluation

WECA will deliver monitoring & evaluation using the logic framework model. Grant funding agreements will also place a requirement on WECA to undertake quarterly monitoring and a summative assessment, which will be tailored to the outcomes and impacts the Productivity Challenge Implementation programme is seeking to achieve. The summative assessment will provide insights into project performance to enhance project implementation, reliable evidence of efficiency, effectiveness and value for money, as well as insights into what and why interventions work (or not), and lessons for the future. It will also provide project level evidence which, combined with national evidence of progress and impact (where available), will result in stronger evidence of the overall impact and effectiveness of the programme in relation to national productivity and growth indicators.

We are being encouraged to develop a ‘movement’ to lead systemic change. The implication of that is that there will be ‘spill over’ of higher regional productivity gains outside of the companies we intervene with. Nonetheless it will be important to distinguish the effects of different interventions where possible. A control group may not be the most appropriate mechanism for assessment given the complexity of the programme. We will engage with the What Works Centre for Local Economic Growth to gain input on how best to design the M&E approach to allow continuous improvement in the intervention mix and to identify where interventions are proving most effective.

The impact of incremental interventions that lead to systematic change and wider productivity gains can only really be measured at a regional level and over a longer period. Not least because data capture and analysis incur significant lag. This work to increase productivity is a key feature of the West of England Local Industrial Strategy. WECA tracks several indicators across the region that summarise the state of the region. These measures will illustrate positive change that we contribute to. WECA do not have full control over these measures because many other factors play a role.

	Indicator	Where we are now	Change in the last year	Change over 5 years & UK comparison	Source
Economic growth	Economic output (GVA)	£33.5bn	+2.0%	WofE: +18.1% UK: +20.1%	2017, ONS
	Productivity: output (GVA) per hour worked	£33.70	+1.8%	WofE: 11.1% UK: 11.1%	2017, ONS
Climate emergency	CO ₂ emissions (production)	5,230kt 27% business 29% households 44% transport	-3.3%	WofE: -23.6% per head from 2012 UK: - 25.2%	2017, BEIS
	Locally generated renewable electricity (& as a proportion of total regional electricity consumption)	477.7 GWh (9%†)	+17%	WofE: +110%* UK: +71%*	2018 (+2017), BEIS * changes over 4 years
Inclusive growth	Residents unemployed or inactive and want a job	47,800	+4%	WofE: -35% UK: -30%	2018, ONS
	Workers earning less than Real Living Wage	17%	-1.5 points	WofE: -4.3 points UK: -2.8 points (to 20%)	2019, ONS
	People aged	34%	+1.5 points	Wof: +4.9	2018, ONS

	16+ suffering with health conditions or illnesses 12 months+			points* UK: +1.9 points*	* changes over 4 years
	Gender pay gap	17% all workers 9% full time workers	-2.5 points (all) -2.9 points (FT)	WofE: -3 points (all); -4.2 points (FT) UK: -1.9 points (all); -0.7 points (FT)	2019, ONS
	Working people from ethnic minority backgrounds in management or professional roles	38% (34% of white workers)	-1.4 points	WofE: +1.7 points UK: +0.8 points	2019, ONS
Business	Business births as proportion of existing businesses	11%	No change	WofE: -2.3 points UK: -1.2 points	2018, ONS
	Business start-ups surviving five years	46%	No change	WofE: +1.1 points UK: +0.7 points (to 42%)	2018, ONS
	Trade in goods and services, as proportion of total output	28% of GVA	N/a	UK: 33% of GVA	2017, ONS & HMRC
	Foreign direct investment into region	[tbc]	[tbc]	[tbc]	2018-19
	Investment in Research and Development as proportion of output (GVA)	1.7%	N/a	N/a	2015, Smart Specialisation Hub
Skills	Employers with hard to fill vacancies	13%	N/a	UK: 8%	2017
	Qualifications: 16-64 year olds with	46%	-1.5 points	WofE: +8.4 points UK: +4.3	2018, ONS

	NVQ Level 4+ qualifications no qualification at NVQ Level 2 or higher			points (to 39.2%)	
		18%	No change	WofE: -4.5 points UK: -2.6 points (to 25%)	
	16-17 year olds not in education, employment, or training	6.6%	No change	WofE: +3.7 points England: +1.6 points (to 5.5%)	2018, DfE
	Learners completing an apprenticeship	5,057	+1%	WofE: +4.9%** England: +5.8%**	2017-18, DfE ** changes over 3 years

The cumulative impact of the application of the Local Industrial Strategy will be measured by WECA on an ongoing basis. Whilst every effort will be made to identify short term narrow focussed measures, it will be important to recognise the long-term regional impact. WECA have already established measures for reducing climate change which we can learn from through the Low Carbon Challenge Fund project.

In addition to the region wide measures identified above, the following measures have been identified that will be considered for each of the programme interventions:

Investment Activity	Type of output	Timing	Outcome
Growth Hub LEP Core Business Support offer	Number of website hits Website referrals Customer satisfaction Number of cross-referrals	Quarterly Quarterly Annual survey Annual review	Value to businesses measured through customer satisfaction
IPO regional expert to support local business	Number of 1-hour interventions Number of new products/designs/etc registered with appropriate IP	Quarterly Annual	Revenue increase / new jobs from new products
Improving resource Efficiency (IRE)	Number of interventions Number of businesses	Quarterly Annual	Cost saving / new revenue from new processes

	implementing new processes Carbon reduction	Annual	
Export Support Project (DIT)	Number of investment and trade missions supported to include trade activity Number of trade businesses engaging in Investment and Trade missions Number of 1-hour interventions	Annual Annual Quarterly	Number of businesses starting / increasing exporting Revenue value of new exports
Universal Business Support	Number of 1-hour interventions Number of medium-intensity interventions	Quarterly Quarterly	Productivity improvement New start-ups Direct jobs created
Mentoring for Growth	Number of mentors recruited Number of mentoring relationships established Number of mentoring relationships successfully finished	Annual Annual Annual	Revenue benefit of businesses changing practices
Tech Adoption Programme	Delivery of fully designed and costed Full Business Case proposal	Time based	Recognised way forward to implement tech adoption programme
Productivity through People	Number of places on Productivity through People programme provided and completed	Annually	Number of businesses & revenue benefit of changing practices
Benchmarking tool & business diagnostic tools	Number of businesses using Benchmark tool Number of referrals to support services originating from tool	Quarterly Quarterly	Uptake of subsequent support services. Number of businesses & revenue benefit of changing practices as a result
Collaborative Networks / Peer to Peer Support offer	Number of P2P networks supported Number of additional	Annual Annual	Number of businesses & revenue benefit of changing practices as a

	businesses involved in networking Business survey of satisfaction with networking /P2P opportunities	Annual	result Value to P2P networks measured through customer satisfaction
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Scheme: Productivity Challenge Delivery Programme

Short description of Scheme:

This scheme will deliver multiple business competitive interventions primarily aimed at tackling the productivity challenge, but also support other strands of the Local Industrial Strategy. Core objectives are to increase **productivity** across the regional economy; to enable and encourage long-term, sustainable and **inclusive growth**; and to reduce **climate impact**.

The productivity challenge delivery programme has the ambition to achieve systemic change in our economy by delivering a range of interventions that support enhancing the capacity and capability of business leadership of all sizes and types of enterprise, to drive good decision making, profitability and sustainability in businesses. This approach enables leaders of businesses of all sizes to make the best decisions to drive inclusion, innovation adoption, reduced carbon footprint and productivity within their business, holistically.

Milestone completion dates	Baseline	Actual Completion
Consultation with UA Economic Development Managers	October / November 2019	October / November 2019
Full business case to WECA	November 2019	
Full project plan to identify significant dates and timelines	January 2020	
WECA Business Board review of Investment Fund application	November 2019	November 2019
WECA Committee decision on funding through the Investment Fund	January 2020	
Draft UA and partner delivery funding contracts	March 2020	
Start date of 3-year interventions (from which date eligible expenditure will be incurred)	April 2020	
Year 1 annual evaluation	June 2021	
Year 2 annual evaluation	June 2022	

Year 3 annual evaluation	March 2023	
Final evaluation (3-year programmes)	April 2024	
Start of procurement for Design projects	April 2020	
Start date of Design projects	May 2020	
Evaluation of Design Projects	October 2020	
Activity end date (when all delivery activities in the funding agreement will be completed)	March 2023	
Financial completion date	April 2024	

Logic Model

Context and Rationale

Provide a brief description of the strategic and policy context (link to local and national strategy policy). Briefly describe the market failure rationale for the intervention.
 Drawing on the unique strengths of our region we seek to tackle the immediate environmental, economic and societal challenges that face us, by setting an ambitious plan to be a driving force for long-term, sustainable, clean and inclusive growth.

Our West of England strategy sets out how we will work with local and national partners to deliver activities under the themes: Cross-sectoral Innovation, Inclusive Growth, Business Competitiveness and Innovation in Infrastructure. This programme, with multiple interventions and two phases, delivers on Business Competitiveness (The Productivity Challenge) but includes themes which support the other strands.

Our core objectives are therefore:

- To increase **productivity** across the regional economy,
- Enable and encourage long-term, sustainable and **inclusive growth**, and
- Reduce **climate impact** - in response to the climate emergency.

The productivity challenge delivery programme has the ambition to achieve systemic change in our economy by delivering a number of interventions and creating an environment where the public, private and 3rd sector deliver supportive activities for long term resilience and growth without ongoing reliance on public sector funding. We will achieve this by strategically positioned, coherent interventions that support enhancing the capacity and competency of business leadership of all sizes and types of enterprise, to drive good decision making, profitability and sustainability in businesses. This approach enables leaders of businesses of all sizes to make the best decisions to drive inclusion, innovation adoption, reduced carbon footprint and productivity within their business, holistically. In the process they are more likely to demand more from the public and third sectors: we are enabling the demand so that the current market gap is filled in the longer term. We include social enterprises within the 'business' label.

To maximise the opportunity and impact we need to develop a set of interventions as a single package, and sustainability – of business and the environment in tandem – underpins this strategy.

This programme addresses the productivity challenge identified in the West of England Local Industrial Strategy. The strategy sets the ambition that *“businesses of all sizes in the West of England will fulfil their potential, improving performance, resilience and sustainability, and enabling them to grow and offer a wide range of good quality jobs.”*

The case for change is set out in the LIS: *“the growth of a large number of businesses in the region remains slow with gains held back by the slow uptake of technology and modern management practices. Challenges also remain in the diversity of entrepreneurship within the region. Businesses could do more to take the opportunities to lift their productivity, and to spread the benefits of growth to their employees. The national Industrial Strategy recognises that the country has some of the most productive businesses, people and places in the world but also a ‘long tail’ of underperformance, which is constraining productivity. This national challenge is particularly pronounced in the West of England.”*

Despite being home to some of the highest performing multinational corporations, the UK has a particularly high proportion of less productive companies – also known as the ‘long tail’ – when compared with our international peers (Ref. Mckinsey & Company). Moreover, research by the Office for National Statistics shows there is greater variation within, rather than between regions and sectors for business productivity¹⁷, which suggest there are intrinsic challenges facing this ‘long tail’. The top performing quartile of corporates are roughly between two to five times more productive than the bottom¹⁸ and, since the crisis, the gap between the leading and lagging performers appears to have widened more in the UK in comparison to peer nations¹⁹. These underperforming firms share several traits. They are typically smaller organisations²⁰, weak adopters of existing ‘best practice’ in management and technology²¹, and are less likely to engage in exporting and innovative activities²².

This provides a steer for us to focus on this long-tail – as that is where the opportunity to stimulate increased GVA exists – and win which areas to intervene. The inference is that smaller firms within this ‘long tail’ have not been able to help themselves and so interventions are required to both change the mindset and provide the support to those businesses. There is little or no broad awareness of the relationship between the competency and capacity of business boards within businesses, for adopting best practices in management and technology. Even less so, when it comes to inclusion within business and how that drives productivity²³.

This programme will, through a coherent series of activities, demonstrate to businesses that better practices, and the ability to make good business decisions around that, will lead to economic improvement in their own businesses, and

¹⁷ Office for National Statistics, Understanding firms in the bottom 10% of the labour productivity distribution in Great Britain: “the laggards”, July 2017

¹⁸ ibid

¹⁹ Bank of England, Andrew Haldane, The UK’ Productivity Problem: Hub No Spokes, June 2018

²⁰ Office for National Statistics, Understanding firms in the bottom 10% of the labour productivity distribution in Great Britain: “the laggards”, July 2017

²¹ Confederation of British Industry, From Ostrich to magpie, November 2017

²² Enterprise Research Centre, Goldman Sachs, & British Business Bank, Unlocking UK Productivity, November 2015

²³ Mckinsey & Company: <https://www.mckinsey.com/business-functions/organization/our-insights/why-diversity-matters>

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thus regional – and national – economic growth. If activities to improve productivity in the short or long term are not funded there will be no incentive to businesses within the ‘long tail’ to adopt new practices to improve their productivity.

Not only is this Business Case delivering against the LIS priority around productivity, but it will also influence other LIS priorities, and in particular, inclusive growth. Further, it aligns well with aspirations in the region’s adopted Employment & Skills Plan (ESP), particularly around how inclusion and leadership practices are important for improving productivity.

Direct intervention level evaluation will be carried out within the term of the programme and monitoring and evaluation of the regional impact of the project will continue after the end of the project by existing WECA infrastructure.

Objectives	Resources/ Input	Activities	Outputs	Direct & Indirect Outcomes	Impact
<p>The aims/ objectives of the scheme are: (Ensure that <u>all aims/objectives are SMART</u>)</p>	<p>In order to achieve the set of activities to fulfil these aims/objectives we need the following: (Resources should not be limited to money e.g. grant, match funding, in-kind, project team, specialist support, etc. The inputs define the scope of the project being considered in the logic model)</p>	<p>In order to address the aims and objectives we will accomplish the following activities: (What will the money be used for? e.g. construction, project management, equipment/fit out, etc):</p>	<p>We expect that, once accomplished these activities will produce the following deliverables: (Provide measurable outputs e.g. length of new road/cycle path, m² of space constructed/refurbished, number of businesses supported, learners engaged, etc)</p>	<p>We expect that if accomplished these outputs will lead to the following <u>change</u> e.g. new products or services, skills, behaviour, new business/contracts etc: (Ensure that <u>all outcomes are SMART and relevant</u> to the aims/objectives to allow for <u>attribution</u>; distinguish between direct and indirect outcomes)</p>	<p>We expect that if accomplished these activities will lead to the following changes in service, organisation or community: (quantitative economic impacts e.g. indirect jobs and/or GVA to be <u>cross-referenced</u> with FBC as appropriate)</p>
<p>• Increase the region’s overall productivity growth rate from 0.1% to 0.15%, generating a GVA uplift of £16.7m per year, or £50.8m compounded over three years.</p>	<ul style="list-style-type: none"> • WECA Investment Funding • Match funding BEIS, UAs, Private • SME participants • New (and existing) staff • Facilities for staff i.e. space, IT, etc. • Marketing and communications • Knowledge transfer • Consultants 	<ul style="list-style-type: none"> • Benchmarking and diagnostic tools • Board Development • Technology Adoption programme • Public procurement support • Improving Resource Efficiency • Good Employment standard • Equity Investment Activity • Mentoring for Growth • Productivity through People • Collaboration Networks • Enhanced Growth Hub • Universal Business Support • Active export support (DIT) project • IP Support for SMEs 	<ul style="list-style-type: none"> • Across the full range of activities 15,635 interventions will be delivered to businesses across the West of England • The number of businesses receiving meaningful interventions (as defined by BEIS as medium intensity) that will see a productivity benefit is 3065. 	<ul style="list-style-type: none"> • For these 3,065 businesses benefiting from the programme, a target has been set for 80% to lift their productivity by 1% per year, and 20% to lift by 2% per year. These figures compare with an average annual productivity growth rate in the West of England of 0.1% from 2010. However, they are believed to be realistic targets: the UK average growth rate since 2010 has been 0.5%, and the UK long-run average between 1960-2007 was 2.2%. • The increases in these businesses’ productivity would increase the region’s overall productivity growth rate from 0.1% to 0.15%, generating a GVA uplift of £40m compounded over three years. 	<ul style="list-style-type: none"> • The impact on the economy of these businesses achieving this improvement has been estimated based on the relative size of the businesses covered by the programme. It has been assumed that all businesses currently operate at the regional average level of productivity. Based on employment size, the beneficiary businesses are estimated to generate approximately 4% of the region’s GVA.

<ul style="list-style-type: none"> Respond to the Climate Emergency by reducing climate impact and supporting local electricity generation 	<ul style="list-style-type: none"> WECA Investment Funding Match funding BEIS, UAs, Private SME participants New (and existing) staff Facilities for staff i.e. space, IT, etc. Marketing and communications Knowledge transfer Consultants 	<ul style="list-style-type: none"> Benchmarking and diagnostic tools Board development Technology adoption programme Public procurement support Improving Resource Efficiency Good employment standard Mentoring for Growth Productivity through People Collaboration Networks Enhanced Growth Hub Universal Business Support 	<ul style="list-style-type: none"> Businesses receiving meaningful interventions that have considered climate impact. Businesses reporting a reduction in carbon emissions Locally generated renewable electricity 	<ul style="list-style-type: none"> Reduction in CO2 emissions (production) from 5,230kt Increase in locally generated renewable electricity (& as a proportion of total regional electricity consumption) 477.7 GWh 	<ul style="list-style-type: none"> Cleaner environment Reduction in climate change rate
<ul style="list-style-type: none"> Inclusive growth 	<ul style="list-style-type: none"> WECA Investment Funding Match funding BEIS, UAs, Private SME participants New (and existing) staff Facilities for staff i.e. space, IT, etc. Marketing and communications Knowledge transfer Consultants 	<ul style="list-style-type: none"> Benchmarking and diagnostic tools Board Development Public procurement support Good Employment standard Equity Investment Activity Mentoring for Growth Productivity through People Collaboration Networks Enhanced Growth Hub Universal Business Support 	<ul style="list-style-type: none"> Businesses receiving meaningful interventions that have considered the productivity implications of inclusivity. Businesses directly addressing inclusive growth 	<ul style="list-style-type: none"> Residents unemployed or inactive and want a job reduced from 47,800 Workers earning less than Real Living Wage down from 17% Gender pay gap reduced from 17% for all workers and 9% of full-time workers Working people from ethnic minority backgrounds in management or professional roles increased from 38% 	<ul style="list-style-type: none"> More inclusive economy Diversity at Board level Recognised benefits of diversity in business
<ul style="list-style-type: none"> Business 	<ul style="list-style-type: none"> WECA Investment Funding Match funding BEIS, UAs, Private SME participants New (and existing) staff Facilities for staff i.e. space, IT, etc. Marketing and communications Knowledge transfer Consultants 	<ul style="list-style-type: none"> Benchmarking and diagnostic tools Board Development Technology Adoption programme Public procurement support Improving Resource Efficiency Good Employment standard Equity Investment Activity Mentoring for Growth Productivity through People Collaboration Networks Enhanced Growth Hub Universal Business Support Active export support (DIT) project IP Support for SMEs 	<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> Business births as proportion of existing businesses up from 11% Business start-ups surviving five years up from 46% Trade in goods and services, as proportion of total output up from 28% of GVA Investment in Research and Development as proportion of output (GVA) up from 1.7% 	<ul style="list-style-type: none">

3. Evaluation design and methodologies

By positioning all the proposed interventions within this Programme under the Growth Hub brand and with a common management, monitoring and evaluation model, there will be tight and timely monitoring of the effectiveness and ongoing engagement with end-users to assure effectiveness. Through timely user engagement, adjustments in style and method of delivery will be adapted to suit market failure as far as is reasonably practicable within this framework.

There will be regular reporting within the agreed governance model, notably with the UA Economic Development Managers and the LEP Board, as representatives of the private and third sectors.

There are a number of 'Design' elements within this Programme which will involve engaging external domain experts to develop the subsequent, Extension, phase of intervention, and inform the communications and details of some interventions within this Programme. These experts will be procured such that they bring extensive domain and end-user knowledge and provide opportunities for ongoing engagement in delivery of the Programme.

The programme will incorporate an evaluation approach that enables ongoing assessment of the impact of the different interventions. This will include detailed questionnaires with businesses before and after intervention, to understand their financial position.

Tracking of beneficiaries will also be undertaken using business data tools such as Beauhurst. Data available from the Office of National Statistics and Government Departments (via the Inter Departmental Business Register) will also be used to derive macro-economic impacts

GVA impact will be calculated by applying standard WECA GVA formula.

Businesses engaging in a meaningful intervention will be asked to estimate and monitor job creation, turnover and cost of sales over a three-year period to enable granular recording of productivity gain.

Progress against initial targets including engagement and meaningful interventions will be recorded by each provider and monitored in the CRM (shared with the UAs).

4. Data requirements

4.1 For schemes fully or part-funded via the Local Growth Fund only

- *N/A - It is proposed that this scheme be funded by the WECA Investment Fund, not the Local Growth Fund.*

4.2 Data collection methods

Data at intervention level will be captured by the provider and fed into the CRM by the WECA core team or the representative Unitary Authority.

WECA is developing a data platform that will draw data from the existing CRM systems. A couple of CRM systems exist within the Business and Skills Directorate that utilise business data at their core. A project is underway to combine and update the IBB and Growth Hub databases that are both held on the Agile Chilli CRM platform.

Working with the WECA Economist, a suitable data collection process will be developed for each of the interventions. This might include eligibility criteria, and data capture required in order to enable effective evaluation. WECA, the UAs and providers can work with the recipient businesses to record and provide information required to a satisfactory standard. Data about the business will initially be captured at the commencement of an intervention and enhanced at the point that the intervention becomes meaningful. Data capture will then be on-going throughout the life of the project.

4.3 Data collection and establishing the baseline

- Refer to the scheme logic model to help structure the baseline data collection and reporting activities.

Metric (inc. Target)	Unit	Frequency	Data source (& Responsibility)	Baseline date	Reporting to?
Inputs					
Grant funding (WECA Investment Fund) - £3,196,000	£	Quarterly	Quarterly grant claims - Project/Finance Officer	FBC approval (July 2019)	Enterprise Advisory Panel; WECA
Outputs					
Interventions will be delivered to businesses across the West of England - 15,635	Number	Quarterly	Quarterly grant claims - Project/Finance Officer	Project Start (April 2020)	Enterprise Advisory Panel; WECA; Evaluation report (Yrs. 1-3 and final)
Medium Intensity interventions – 6,131	Number	Quarterly	Quarterly grant claims - Project/Finance Officer	Project Start (April 2020)	Enterprise Advisory Panel; WECA; Evaluation report (Yrs. 1-3 and final)
Outcomes and impacts					
or these 6,131 businesses, a target has been set for 80% to lift their productivity by 1% per year, and 20% to lift by % per year.	Percentage	Annually in arrears	Supported business' accounts and surveys	Project Start (April 2020)	Enterprise Advisory Panel; WECA; Evaluation report (Yrs. 1-3 and final)
The increases in these businesses' productivity would increase the region's overall productivity growth rate from 0.1% to 0.15%	Percentage	Annually in arrears	Supported business' accounts and surveys	Project Start (April 2020)	Enterprise Advisory Panel; WECA; Evaluation report (Yrs. 1-3 and final)

5. Delivery plan

Monitoring data will be collected from participating businesses when they initially engage in the programme. At the point the businesses take a meaningful intervention we will increase the intensity of data required. Follow up surveys will be issued in some circumstances. Funded Local Authority delivery partners will report on activity and outputs quarterly to accompany grant claims. WECA will also produce a quarterly report and reconcile internal expenditure quarterly with finance. Written and video case studies will be compiled throughout the project to evidence the impact of the project on individuals and participating businesses. The data, together with qualitative surveys, will inform an annual evaluation report, with a final report of full programme impact in April 2024.

6. Resourcing and Governance

Monitoring and maintaining the on-going data gathering and output monitoring will be the responsibility of the Growth Hub Manager and Project Support Officer. Robust and accurate data reporting at an intervention level will be an important requirement to ensure timely aggregate reporting. With support from WECA officers, an evaluation will focus on a review of programme and intervention successes, lessons learned, next steps and scalability options. Businesses participating in the programme will input into the evaluation, and the views of key project partners and stakeholders such as the UAs, will also be included.

Governance will be managed through the existing West of England Governance Structures. The ultimate owner will be the West of England Joint Committee with detailed oversight delegated to the West of England Regional Business Board, comprising elected economic development leads in each Council.

The Service will present its annual plan with key activities outlined to the Regional Business Board for approval. An Enterprise Advisory Panel will be evolved from the existing Growth Hub working group. The group will meet at least quarterly with a Chair invited from the LEP Board and strive to be representative of the constituencies we aim to support. It will report regularly to the LEP Board.

Ongoing partnership oversight will be provided through the regular Regional Economic Development Managers meetings run by the Head of Business & Skills. This forum will be used to provide regular, quarterly update reports on progress against targets and activity to each Council partner.

Day to day oversight will be delegated to the Head of Enterprise, Trade and Investment in the Business & Skills Directorate in WECA. Working closely with the Growth Hub core team the Head of Enterprise, Inward Investment and Trade will be responsible for reporting to the Enterprise Advisory Panel. Regular updates will also be provided as part of the usual WECA governance structure, including the Regional Business Boards (quarterly), SMT (quarterly), CEO's and Joint Committee (annual, but more regular if required).

A proportion of the staff and overhead allocation will be set aside for monitoring and evaluation.

The project will be delivered by the established dedicated Enterprise, Trade and Investment team alongside the UA Economic Development Managers. The Growth Hub team sits within this and will be expanded as per this business case.

A project plan and timeframe for data collection and reporting of monitoring and evaluation findings (i.e. when key activities will take place, including baseline work, interim and final findings) will be developed with A partners.

Continual feedback on performance in relation to partnership obligations and outcomes related to each UA and its priority activity will be gathered. Feedback and case studies will be developed throughout the programme to indicate performance and highlight trends or weaknesses in the programme and its interventions.

The Enterprise Advisory Panel will assess and approve quarterly reports to lead to annual reports to be assessed and approved by the Regional Business Board Annually. The Regional Business Board will also approve the annual forward plan to be developed by the service with input from the UA Economic Development Managers and the Enterprise Advisory Panel.

Risks will be continually monitored through the risk register and managed by the Service Lead with oversight by Head of Business & Skills. The risk register will be updated quarterly to be presented in the Quarterly Report and monitored by the Enterprise Advisory Board.

7. Dissemination

The evaluation will be used to review success, outputs achieved, lessons learned and scalability options for the Growth Hub, specifically informing the design and need (or not) of the follow-on interventions as outlined herein. Importantly, it will help influence the future direction and work of the key business support organisations.

The key audience for the evaluation will be WECA, LEP, business support organisations, the SME community and any other relevant stakeholders. Each of these will be sent a copy of the evaluation and it will also be presented to the Growth Hub Steering Board. Key findings and learning points from the evaluation can be put on the Growth Hub, WECA and LEP websites.

Appendices:

Appendix 1: Letter of Support from WECA Head of Business & Skills (attached)

Appendix 2: State Aid analysis (attached)

Appendix 3: Scheme objectives and procurement detail (attached)

Appendix 4: Scheme breakdown with costs and risk register (attached)

Appendix A

Universal Business Support Service – Overview of Full Business Case

1. Introduction

The Universal Business Support service builds on the extensive knowledge and experience built up through the ERDF match funded 'Enterprising West of England' (EWOE) programme, which will come to an end in March 2020.

Managed by Business West and delivered along with the four local authorities of the West of England, Princess Trust and YTKO, the Partnership provided a broad set of business support projects across the West of England (WoE). The project includes sector blind start up, growth and resilience services, innovation/ consultancy grants, community gateway outreach, resource efficiency IAG and specific tailored support for young people. To date this has enabled over 800 residents to be enterprise ready, over 400 business receiving no less than 12 hours of dedicated business support and 170 new employment opportunities created across the sub region.

EWOE was designed to deliver a set of specific business support interventions, with the aim of increasing business and employment growth in SMEs, across all sectors, in contrast to the majority of public sector funded projects, programmes and initiatives targeting high/ fast growth 'scale up' businesses. Recognising that one approach is not necessarily right for all businesses, the EWOE programme was able to provide a range of initiatives to businesses allowing flexibility and suitability by enabling all resident and SMEs access to a business support service, supporting an environment of entrepreneurship and business resilience that created a broad, sustainable business base generating employment and improving productivity in the local economy, helping to address the issues of inclusive growth highlighted in the WECAs Local Industrial Strategy.

2. Service Delivery

The proposal is to learn lessons from the EWOE programme and create a Universal Business Support service, delivered under the banner of the WECA Growth Hub. This will ensure coordination of existing and future Growth Hub products and services and work towards the single front door of support for businesses and residents. The experience and learning generated through the delivery of EWOE can be used to help improve the future delivery model and by removing the burden of ERDF project reporting requirements, greater time can be spent on delivering services, ensuring improved value for money.

The service will allow a broad range of complementary business support products to be delivered, meeting a diverse range of business needs. As businesses grow they can then be referred to further support within the partnership, the Growth Hub network and additional services provided locally and nationally. The partners will ensure that there is a strong communications network in place for service users, to ensure that residents and businesses can be sign posted to and take advantage of support available to them.

In order to deliver the objectives of sustainable, inclusive growth and the commitments made to support the Climate Emergency, each service will also embed information, advice and guidance on low carbon interventions, products, services and practices, which will act as an introduction and wider referral service to more in depth sustainability projects delivered locally and nationally. Additionally the service will also be able to work with a broader range of business types, now the constraints of ERDF finances are no longer an issue. This will

unlock the potential to be able to support social enterprises, community interest companies and where possible charities.

The model is set up to enable the Growth Hub to directly contract Partner to deliver against a specific set of services which are outlined in section 2. The four local authorities will each undertake a procurement exercise to engage the most locally appropriate provider, supporting each of their social value objectives.

3. Delivery Partnership Overview

The following table indicates the breakdown of Service Delivery via partner. All services will be universally available to residents of the West of England.

Partner	Service	Delivery
Bath&NE Somerset	Cross sector SME pre start, early growth and established business service. Inc up to 12 hours of support delivered via 1-2-1s and demand led workshops. The service will also work with established businesses on the delivery of the HR toolkit and act as a direct referral and promotions service for projects and initiatives delivered by Invest in Bath and Achieve B&NES.	To Be Procured
South Gloucs	Providing a range of responsive workshops with a guaranteed minimum of three hours face to face support - delivered by a variety of local business, training providers and other organisations. Targeting pre start, early growth and business resilience services.	To Be Procured
City of Bristol	Enterprise coaching, advice and support and grant schemes which promotes both private and social enterprise models and works in partnership with intermediary / community-based organisations to target socio-economically disadvantaged communities across North and East Bristol.	To Be Procured
North Somerset	Universal pre start, early growth and business resilience service, delivering a range of responsive workshops and guaranteed minimum of three hours face to face support. Focusses on delivering services in business convenient and socially inclusive settings.	To Be Procured

4. Programme Costs

	£m	
WECA Investment Programme Development Funding	1.67	
Anticipated Match Funding	1.742	Expected source(s) of match funding: Direct Partner match: 1.192 Business Match: 0.55
Total Cost	3.412	

5. WECA Spend Profile

	2020/2021	2021/2022	2022/2023	Total £ m
WECA Investment Fund	0.556	0.556	0.556	1.67

6. Estimated Outputs

	Pre / early start	Post start up / established	Business Created	Jobs Created
South Glos	600	996	150	230
City of Bristol	75	85	24	60
North Somerset	150	200	45	60
B&NES	750	750	186	200
Total	1575	2031	405	550

7. Bristol Project

The UBS in Bristol will focus on advice, support and grant schemes for start up entrepreneurs and early stage growing small businesses based in **disadvantaged communities** in the **North West, North East and East** of the City and from **under-represented groups in enterprise** – principally, young people, women, black and minority ethnic groups and disabled people. A similarly targeted, parallel project will focus on South Bristol co-funded by SUD ERDF, WECA Investment Fund, and private match sources.

The proposed budget is £900,000 in total over 3 years with co-funding as below:

	2020/2021	2021/2022	2022/2023	Total £ m
WECA Investment Fund	0.150	0.150	0.150	0.450
Bristol City Council	0.100	0.100	0.100	0.300
Private / SME beneficiary	0.050	0.050	0.050	0.150
Total	0.300	0.300	0.300	0.900

Outputs and Interventions

As stated above, the Bristol project will support 75 pre start up entrepreneurs and 85 post start up / early stage, growing businesses and social enterprises using a 'high intensity' support model of at least 12 hours per entrepreneur / business (comprising a mix of workshop and 1to1 methods) with the objective of creating 24 registered new businesses (private or socially owned) and 60 new jobs in new and existing businesses supported. Achievement of these outputs is expected to require a minimum of 720 low intensity but

'meaningful' interventions of at least 1 hour support (information, diagnostic and brokerage) with eligible clients / businesses from the target areas and groups, over the project duration.

On this basis, the deliver cost in Bristol is estimated to be £1,250 per entrepreneur / business supported and £333 per hour of support - somewhat higher than that of the other local authorities (£200-250 per hour) which are not opting to focus on high intensity support of disadvantaged entrepreneurs to the same extent. The cost per 'high intensity' (12 hour) support output is £5,625, which is closely comparable to that of the ERDF approved South Bristol Enterprise Support Project.

Commissioning Delivery

Within the context of the approved WECA framework for UBS within the Productivity Challenge FBC, it is proposed that BCC Economic Regeneration will commission either a single lead agency and / or a consortium of partner with a lead agency to deliver the North & East Bristol UBS project. The budget will be up to £0.9 m over a 3 year period, including the preparation and verification of quarterly claims against defrayed expenditure for the WECA 50% co-funding, which will be paid via BCC, and for the 33% BCC co-funding. The contractor / lead agency and partners, will be selected by public open tender, and required to have identified sources for the remainder 17% funding from private /charitable or SME beneficiary match funding, which must also be committed to spend prior to payment of claims. Selection criteria will prioritise successful prior experience of delivery of public-funded business and social enterprise support based on community outreach and engagement of entrepreneurs from disadvantaged areas and under-represented groups in a similar urban context, and the financial capacity to manage multiple funding sources.

8. Economic Impact Assessment

The exact outputs for the Universal Service are yet to be set, as the local authorities will need to be procured and each area's specific outputs will need to be negotiated separately in relation project budget.

As a proxy for GVA impact the project review for EWOE recently undertaken by Wavehill, provides the basis of the potential impact of the Universal Business Support service. Among the resident respondents who had started a business the average turnover was £27,037 a year after the programme had completed. Given 47 per cent of individuals established businesses since engagement with the EWOE programme, scaling this to the population estimates that the increase in turnover amounts to **£9.8 million**.

Prior to the programme the average turnover of the supported established businesses was £241,594. Following the intervention of the programme, the total turnover among businesses was an estimated £350,729, an average growth rate of 45.2%. Total turnover among the beneficiary businesses increased from £108 million at the baseline to £152 million in year after the programme.

The survey respondents indicated that, on average, they would attribute 37 per cent of this to the support they received on the programme. Taking these figures and applying to the established businesses on the programme estimates that an average of £27,815 in additional turnover was attributable to the programme. **In total £11 million in turnover was attributed to the programme by the beneficiary businesses.**

Using average turnover ratios to estimate the GVA, the established businesses on the programme are estimated to have contributed £43 million in GVA to the West of England CA area. Following programme intervention GVA increased with turnover to £56 million with an average increase of £30,000 in GVA per business. **GVA attributed to the programme is estimated to be £13.5 million.**

GVA from the residents who started a business is estimated at **£3.5 million** across all those supported in the EWOE programme.

In GVA terms the total uplift for EWoE was in excess of £17m. The total programme cost including both ERDF and public/ private match came to £3.8m, this then provides a cost benefit of 4.47, which is considered to represent strong value for money and return on public investment.

The beneficiaries will be individuals (potential entrepreneurs) and SME businesses eligible and qualifying for the programme. Individuals are not subject to State Aid, and any undertakings will be subject to the De Minimis approach to determine if they are in breach of State Aid legislation. These individuals and business beneficiaries are unknown at present, but will likely be sole traders, social enterprises and private limited companies (of micro, small and medium size).

9. Alignment with Local Industrial Strategy and Employment & Skills Strategy

This model of delivery will support the objectives of the WECA's Local Industrial Strategy (LIS) by:

- Ensuring that growth is inclusive, with a focus on opportunities for employment and progression for all
- Giving businesses the conditions for growth, including adopting new technology and management practices

The service directly supports the delivery of the LIS though its focus on supporting SMEs to start-up, grow, and innovate, and creating the right business environment and support networks to become more productive. The strategy looks to the Growth Hub to increase productivity in the business community and the packages of business support and advice delivered will include the promotion and uptake of modern technologies, innovation, management practices and cleaner business models, all of which are identified in the LIS as key components of tackling the long tail of productivity in the regions firms.

Although 72% of businesses in the West of England employ under 10 people and over 70% have a turnover of less than £200k, micro-businesses are often forgotten and left behind as the spotlight of publically funded support is focussed on rapid growth scale ups.¹ The service will therefore addresses a market failure in providing universal, face to face business support regardless of size, sector, balance sheet and background.

There is evidence that improved processes leads to increases in turnover and productivity for SMEs. In fact, research shows that increasing the effectiveness of management practices by one standard deviation generates a 3-7% increase in yearly sales growth (Scale-up UK: Growing Businesses, Growing our Economy, April 2016.) However management coaching and training is expensive, especially for an early stage SME with tight cash flow, but with the correct guidance, support and investment, micro and low-medium productivity businesses can achieve more.

The West of England is a region of high productivity, thriving industries and home to a wealth of opportunity. The region however experiences significant inequality, with sweeping pockets of poverty and deprivation embedded into local communities, with only 39 per cent of start-ups in 2018 being based in the 50 per cent most deprived areas of the West of England. In addition the LIS states that companies with a more diverse workforce are more likely to

¹ NOMIS 2019

produce strong financial results suggesting increased diversity can improve productivity. However challenges also remain in the diversity of entrepreneurship within the region

The project aims to challenge these issues by delivering in isolated areas to harder-to-reach groups improving access to services and supporting established businesses to grow, creating new employment opportunities through the delivery of targeted start up and growth services in community locations via 'pop-ups'. Experience has shown that fostering start-ups from a wider range of communities across the region will create more innovative businesses and employment opportunities

The Joseph Roundtree Foundation² estimates that the informal or gig economy in the UK is estimated to represent 12.3 per cent of GDP or around £270 billion³ and approximately 20 per cent of people of working age have done some sort of informal work during the last year in areas where Community Links has conducted research⁴.

By enabling residents to formalise what is often cash in hand work, a range of benefits are created including increases the opportunity to grow and increase earnings potential, through improving business practices and access to additional growth services, which in turn increases their contribution to the local economy and reduces benefit dependency.⁵

The service will address the strategic objectives of the Employment & Skills Plan by delivering the following outcomes:

SO2: Enabling all young people to achieve their potential

There are currently 15,290 people claiming out of work benefits in the West of England, of which 20% are aged 16-24, of which nearly half of these are in Bristol. The West of England also has lower rates of individuals in self-employment (14%), comparative to the rest of the UK (15%) and the South West of England (17%). (*Department of Education 2019*)

This disparity widens when comparing the rate of NEET young people across the South West. The West of England Combined Authority's Bristol (7.4%) and Bath & North East Somerset (7.3%) council wards possess two of the highest rates in the region, compared to 4.6% in Wiltshire, 3.5% in North Somerset, reflecting clear wealth and opportunity inequality. These poor outcomes from people from disadvantaged backgrounds are holding the region back from fully prospering. Data from EWoE also shows that 42% of the participants are aged between 16-24.

2

² JRF (2013) Supporting people to legitimise their informal businesses

³ Schneider and Ernste, 2002; Schneider, 2011

⁴ Community Links, 2006–2011

⁵ JRF (2013) Supporting people to legitimise their informal businesses

Options Appraisal

Option 1 – Do not extend the EWoE model to the Universal Business Support Service

This would see the end of the partnership and the loss of the learning amassed through the delivery of EWoE, which would impact on the employment and business growth potential of the bid.

Option 2 – Commission the service externally to the EWoE partners

Increases in employment and business growth could potentially be experienced, however this would incur additional set up time and costs reducing the value for money of the existing bid.

Option 3 – Extend the EWoE model to the Universal Business Support Service

There is greater opportunity to build on the existing learning of EWoE and develop an improved service able to deliver increased outputs.

Appendix E – Equalities Impact Assessment

Bristol City Council Equality Impact Assessment Form

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



Name of proposal	Universal Business Support
Directorate and Service Area	Growth and Regen, Economic Development
Name of Lead Officer	Robin McDowell

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?

Universal Business Support (UBS) is a three year programme (2020-2023) funded by WECA and BCC. The budget for the programme is £900k in total over the three years.

The programme will deliver advice, support and grant schemes for start-up entrepreneurs and early stage growing small businesses based in disadvantaged communities in the North West, North East and East of the City and from under-represented groups in enterprise – principally, **young people, women, black and minority ethnic groups and disabled people.**

The programme will support 75 pre start up entrepreneurs and 85 post start up / early stage, growing businesses and social enterprises using a 'high intensity' support model of at least 12 hours per entrepreneur / business (comprising a mix of workshop and 1to1 methods) with the objective of creating 24 registered new businesses (private or socially owned) and 60 new jobs in new and existing businesses supported.

The programme will focus on delivering support in isolated areas to harder-to-reach groups improving access to services and supporting established businesses to grow, creating new employment opportunities through the delivery of targeted start up and growth services in community locations via

‘pop-ups’. Experience has shown that fostering start-ups from a wider range of communities across the region will create more innovative businesses and employment opportunities

BCC Economic Regeneration will commission either a single lead agency and / or a consortium of partner with a lead agency to deliver the programme.

The contractor / lead agency and partners, will be selected by public open tender. Selection criteria will prioritise successful prior experience of delivery of public-funded business and social enterprise support based on community outreach and engagement of entrepreneurs from disadvantaged areas and under-represented groups in a similar urban context.

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 programme will be specifically targeting disadvantaged communities in the North West, North East and East of the city.

The Deprivation in Bristol report (2019) shows that ‘Bristol has 41 areas in the most deprived 10% in England, including 3 in the most deprived 1%. Much of central Eastern Bristol and the northern areas (W and E) have high levels of deprivation. Over half of Lawrence Hill ward is within the poorest 10% and none of this ward it is better off than the most deprived 30% in the country.

Avonmouth and Lawrence Weston, Southmead, Lockleaze and Henbury and Brentry have large areas housing people in the most disadvantaged 20% or 10% in the country. The other wards Ashley, , Easton, Eastville, Frome Vale, , Hillfields, Horfield, , St George Central, and St George West. are all majority deprived, with large proportions of their residents living in the poorest areas; whilst at the same time, as in St George Troopers Hill there are more wealthy areas directly adjacent, serving to emphasise the relative scale of disadvantage and inequality.

The UBS will target all these areas as a high proportion of residents will be subject to factors identified in the Index of Multiple Deprivation, including poor housing, education and health, which all contribute to a lack of equality in the workforce and in entrepreneurship.

Bearing in mind that early mortality is a reasonable proxy for health conditions limiting employment and entrepreneurship opportunity, premature mortality figures are considered. Wards in the N and E of the city that have significantly higher numbers of premature deaths (under the age of 75) per 100,000 population are in our targeted wards – they are: Lawrence Weston premature mortality (number of deaths under the age of 75 per 100,000 people) is significantly worse than the city average, at 636/100,000 compared with 380 /100,000 for the city. With Central (566/100,00), St. George Central (538/100,000), Easton (520/100,000) and Lockleaze (514/100,000) all being significantly higher than the city average (Ward Profiles 2019) These figures will in many cases reflect limiting long term illness, a proxy for disability.

According to BCC's ward profiles, of the targeted wards for purposes of this programme, the following have a higher percentage of the population by ethnicity than that of Bristol as a whole (16%): Lawrence Hill (59.6%); Easton (37.9%); Eastville (34.6%); Ashley (33.5%); Lockleaze (30.1%); Hillfields (22%); Horfield (19.6%); St George West (19.6%); Frome Vale (19%).

The Population of Bristol Report 2019 comments further on the geography of the BAME population in the city:

'The BAME population varies significantly across the city - in Lawrence Hill ward 60% of all people belong to a BAME group compared to 4% in Bishopsworth. This difference is emphasised even more when looking at areas smaller than wards (see Figure 16) – in 'St Pauls Grosvenor Road' 80% of all people belong to a BAME group whilst just 1.4% are BAME in 'The Coots' in Stockwood.

5.9 Since 2001, the distribution of the BAME population of Bristol has changed considerably (Figure 17). Whilst in 2001 the BAME population largely lived in the inner city wards of Ashley, Easton, Lawrence Hill and Eastville, in 2011 the distribution of the BAME population had extended out to the north east of the city. Now wards with a BAME population above 20% include Lawrence Hill, Easton, Eastville, Ashley, Lockleaze, Central and Hillfields.'

Joint research by the Centre on the Dynamics of Ethnicity (CoDE) and the University of Manchester reveals that Bristol is the seventh worst place in England and Wales to live as a member of a Minority Ethnic community, and shows a worsening situation of inequality for all Minority Ethnic groups between

2001 and 2011.

A number of long-standing issues that local organisations working closely with BME communities in the business support context such as Babassa Youth Empowerment Projects, the Black South West Network (BSWN) and the Centre for Capacity Building and Enterprise Development (CCBED) have identified include: the lack of a strategic brokerage function that brings together BME entrepreneurs and investors; the lack of appropriate BME business sector development policies and approaches; the lack of BME enterprise development functions at an appropriate scale; the lack of access to funding/investment by BME entrepreneurs, particularly social entrepreneurs; the lack of information and networking opportunities for aspiring entrepreneurs; and the lack of physical space/hubs for nurturing BME enterprises.

The Royal Society for the encouragement of Arts, Manufactures and Commerce (RSA) Inclusive Growth Commission asserts that: “In a world in which it is cities that are increasingly the primary drivers of growth, urban areas are also the places where people are most experiencing the downside of unbalanced growth. Too many people are being left behind and this is now the biggest economic challenge facing our society.”

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

There are no immediately obvious gaps in the data underpinning the rationale for the project, although it could potentially be the case that substantial data gaps of this nature are due to there being relatively little directly relevant local data – as opposed to more accessible data covering wider geographical areas – being readily available.

However, during its three year period the programme should afford the opportunity to contribute to the existing evidence base and help develop further understanding of the barriers to accessing business support of this nature faced by groups with protected characteristics – and to help develop mitigating actions.

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

A key component of project delivery is the intention to deliver as much provision as possible in appropriate community venues (access issues will of course be considered and mitigated against as appropriate). The procurement exercise the select the successful contractor/ lead agency and partners will prioritise successful prior experience of delivery of public-funded business and social enterprise support based on community outreach and engagement of

entrepreneurs from disadvantaged areas and under-represented groups in a similar urban context.

Also, in past projects BCC Economic Development officers have liaised with their colleagues in Equalities & Community Cohesion to ensure appropriate compliance in terms of commissioning practices and will be doing so again for this project.

Furthermore, ongoing monitoring of project activity will help ensure that the anticipated numbers of people from under-represented groups are actually engaging in project activity, so that corrective action can be taken if required. Case study material and feedback from those supported will also help inform any changes that should/could be made.

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?

No, although it is important to note that there is a finite budget available that precludes an even focus on all groups with protected characteristics, necessitating a certain emphasis on particular social or demographic groups, namely young people, women and people from BME communities. However, this is not to say that people with other protected characteristics such as the over 50s or people with disabilities will be overlooked. The intention is to be as inclusive as unavoidable parameters will allow.

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

Please see 3.1 above. Support will in no way be to the exclusion of groups outside those mentioned above as the main focus of support. Efforts will be made to mitigate any inadvertent adverse impacts on people with protected characteristics not deemed the main focus of the programme because of finite resources through regular engagement with appropriate representative groups, and drawing on the knowledge, support and expertise of partner organisations and the likes of BCC's Equalities & Community Cohesion team.

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

Yes

3.4 Can they be maximised? If so, how?

- As already stated the procurement exercise to select the delivery contractor/ lead agency and partners will prioritise successful prior experience of delivery of public-funded business and social enterprise support based on community outreach and engagement of entrepreneurs from disadvantaged areas and under-represented groups in a similar urban context.
- Through close monitoring – for example, given the nature of programme with elements of it specifically targeting under-represented groups, Equal Opportunities will be, as a matter of course, regularly discussed at project management meetings; and the procurement processes will require the successful contractor/ lead agency and partners to demonstrate their commitment and capacity to provide an effective and appropriate service to people from groups with protected characteristics
- Through the dissemination of case study material and best practice with a view to demonstrating to the peers of people with protected characteristics that participate in programme the benefits of doing so

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?

Given the nature of the programme, the impact on various groups with protected characteristics was considered throughout its development. Essential criteria for procurement of the project's lead agency and partners will include knowledge of groups with protected characteristics in North & East Bristol and proven experience of providing advice and support to equalities groups under-represented in enterprise, and use of appropriate communication channels for recruitment of project staff. A diversity adviser (internal or external) will also be identified to join the tenders appraisal panel.

4.2 What actions have been identified going forward?

Other than those already identified as part of the programme's pre-delivery development, none as yet.

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

Through close monitoring of project activity, including equalities data embedded throughout, revolving around a tightly structured and timetabled project management, reporting and claims process.

Service Director Sign-Off:
Nuala Gallagher

Equalities Officer Sign Off:
Simon Nelson

Date:

Date:
19/02/2020

Appendix F - Eco Impact Checklist

Title of report: North & East Bristol Universal Business Support Project				
Report author: Robin McDowell				
Anticipated date of key decision 3rd March 2020				
Summary of proposals: The report details the objectives and funding structure of the North and East Bristol Universal Business Support (NEB-UBS) Project over 2020-23. Cabinet approval is sought to commit £300,000 match revenue funding in total over 3 years and authorise the commissioning of the Project delivery in Bristol, following the £450,000 WECA grant funding being confirmed on 31 st January.				
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	Most new and existing businesses supported across sectors should minimise their operating emissions.	Advice, support, and grants will be given to adopt or increase EBRE measures. Positive policies and advocacy by Bristol City Council and its delivery partners. In order to deliver the objectives of sustainable, inclusive growth and the commitments made to support the Climate Emergency, each service will also embed information, advice and guidance on low carbon interventions, products, services and practices, which will act as an introduction and wider referral service to more in depth sustainability projects delivered locally and nationally.
		+ive / -ive	The energy efficiency and carbon emissions of workspaces provided may be good or poor. There are plans to provide new workspace aimed at start up and early stage business support (both private	Any new workplaces will need to meet planning requirements.

			and social enterprises) are under development, for example, by the Black South West Network for a BAME Enterprise Hub in St Paul's / Easton area. There have also been early discussions about small-scale co-working space projects at Southmead and Lockleaze. In addition the PCRf (Port Communities Resilience Fund) has invested around £500,000 capital in Avonmouth & Lawrence Weston ward to create a network of Jobs Training and Enterprise (JTE) hubs, by improving facilities at existing community centres or as part of a new build community facility (Lawrence Weston).	
Bristol's resilience to the effects of climate change?	Yes	+ive	New workplaces could be highly resilient, or not very resilient.	Encourage new workplaces provided to be made resilient to flooding (if in or very near flood risk areas), high winds, and extreme prolonged hot and cold weather conditions.
Consumption of non-renewable resources?	Yes	+ive	Most new and existing businesses supported should use resources more efficiently.	Advice, support, and grants will be given to adopt or increase EBRE measures. Positive policies and advocacy by Bristol City Council and its delivery partners.
Production, recycling or disposal of waste	Yes	+ive	Most new and existing businesses supported should minimise their	Advice, support, and grants will be given to adopt or increase EBRE

			production of waste and recycling.	measures. Positive policies and advocacy by Bristol City Council and its delivery partners.
The appearance of the city?	No			
Pollution to land, water, or air?	Yes	+ive	Most new and existing businesses should avoid or minimise pollution.	
Wildlife and habitats?	Yes	+ive	Most new and existing businesses should avoid or minimise harm to wildlife or habitats (where applicable).	Advice, support, and grants will be given to adopt or increase EBRE measures. Positive policies and advocacy by Bristol City Council and its delivery partners.
Consulted with: BCC Sustainability Service and the Project Delivery Partners				
Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u>				
<p>The significant impacts of this proposal: a substantial number of start-up entrepreneurs and existing businesses in North East Bristol will be assisted by the project and coached / supported to reduce their emissions and other harmful environmental practices. Workplaces will be provided for some, which may help keep operations lower carbon.</p> <p>Mitigation measures included in proposals: Inclusion of content on Environmental Business and Resource Efficiency measures and best practices in the enterprise advice / support workshop programme and on-line platforms, and positive policies and advocacy by BCC and partners to improve business practices.</p> <p>The net effects of the proposals are positive.</p>				
Checklist completed by:				
Name:			Robin McDowell	
Dept.:			Economic Regeneration	
Date:			10/02/2020	
Verified by Environmental Performance Team			Giles Liddell	

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 03 March 2020

TITLE	Extension to award of contract for provision of CCTV and Fibre		
Ward(s)	<i>All</i>		
Author: Peter Anderson		Job title: Head of Service, Connected City	
Cabinet lead: Cllr. Craig Cheney		Executive Director lead: Stephen Peacock	
Proposal origin: <i>BCC Staff</i>			
Decision maker: Cabinet Member Decision forum: <i>Cabinet</i>			
Purpose of Report:			
<ol style="list-style-type: none"> 1. To seek approval to increase the value of the contract award sum from £400k to up to £1,000,000 for the CCTV / Fibre installation, supply and maintenance contract. 2. To provide background information and rationale for the reason for the increase. 			
Evidence Base:			
<p>On the 5th February 2019, approval was granted by the Council’s Commissioning & Procurement Group to extend and align the CCTV and Fibre contract with Select Electrical Limited, to allow sufficient time for a competitive re-procurement to take place. The decision to competitively procure and award a new contract was taken via a Key Decision in June 2019. The Council is currently in a ‘live’ procurement process to award a new contract for the supply, installation and maintenance of CCTV and Fibre which is expected to be awarded in March 2020.</p> <p>The existing contract with Select Electrical Limited was therefore extended until April 2020, with an optional extension to 31st July 2020, to allow for any transition that may be required. This allowed for an associated increase in contract value of £400k, which was 10% of the contract value of £4 Million as per the previous approval on 20th July 2017.</p> <p>At the time that the extension was agreed, the expenditure that was expected to be necessary until the end of the current contract was £400k. However, a number of Authority-wide projects requiring fibre and CCTV works were not visible at the time and the volume of repairs and reactive maintenance has exceeded that of the original calculations. This has been compounded by the seasonal weather and large number of ‘fibre strikes (whereby ducting and fibre have been damaged due to civil engineering works in the footways and carriageways) resulting in urgent repairs to reinstate the critical infrastructure.</p> <p>This paper therefore requests an increase in the value of the current extension from £400K to up to £1,000K to cover the expenditure on necessary CCTV and fibre works that will be needed before the current competitive procurement activity has concluded and a new contract is in place. This paper also requests the ability to invoke the optional 3 month extension in the current contract out to 31st July 2020, if this is required to ensure continuity of service to the newly procured contract: this would not require an increase in the budget envelope outlined above.</p>			

Cabinet Member / Officer Recommendations:*That Cabinet*

1. Approve the increase in the value of the contract award sum from £400k to up to £1,000k for the period up to 31st July 2020.

Corporate Strategy alignment:

1. Corporate Strategy - Well Connected Theme – Make Progress Towards Being the UK’s Best Digitally Connected City – specifically inviting responses to the Prospectus to secure investment and partnerships that utilise our assets and deliver services to all.
2. One City Strategy - Being Well Connected – specifically - improve physical and geographical connectivity; tackling congestion and progressing towards a mass transit system and reduce social and economic isolation and help connect people to people, people to jobs and people to opportunity.

City Benefits:

1. This contract supports the Council’s fibre (BNet) network, which is a major and critical asset to the city. It supports services across the city including ICT, university, Metro-bus, public space CCTV, street lighting, and traffic signals. When changes, extensions or repairs are needed to our BNET network, this is the contract that is used to ensure they can be carried out to meet the requirements of the City and its citizens.
2. The BNet network is the foundation and infrastructure that enables the city to ‘keep moving, keep healthy and keep safe’ – the core service offer of the city’s Operations Centre. In addition, a reliable and functioning network enables the Council’s to fulfil its emergency planning and response functions under the Civil Contingencies Act 2004

Background Documents:

The following links provide details of the value and benefits of having a ‘connected city’ and what a functioning fibre network can provide above business as normal.

Connectivity is a key element of the One City plan as referenced above and will help shape the prospectus. See Link to One City Plan for further background information (<https://www.bristoloncity.com/one-city-plan>)

Connecting Bristol Strategy (<https://www.connectingbristol.org/strategy/>)

Revenue Cost	£0.11m	Source of Revenue Funding	10367, 15067 Maintenance Budgets
Capital Cost	Up to £1m	Source of Capital Funding	Operations Centre CCTV / Fibre
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

Finance Advice: The report seeks approval to increase the value of a contract award sum waiver to £1m to cover urgent works required, pending the award of a new contract which is imminent. These works have been through the normal approval channels, and some have already been procured (see Table 1 below). These works will be funded in the main from the existing current Capital Programme which includes a budget of c£1.86m for the Operations Centre CCTV / Fibre schemes in 2020/21 (item reference NH06A BOC Phase 2). In addition, there is c£110k Maintenance budget available within the Services revenue accounts to cover relevant works.

All of the works will be funded from these existing budgets.

Table 1

Committed Spend.	£515,539.82
Pipeline Activity	£125,000.00
Seasonal Forecast	£116,735.05
Total Forecast	£757,274.87

Finance Business Partner: Kayode Olagundoye, Interim Finance Business Partner, Growth and Regeneration, 07/02/2020

2. Legal Advice: It is recognised that the extension of the contract places the Council in a situation where it may breach the procurement regulations. The fact that the extension is required to allow time for the Council to follow a fully compliant procurement process, will 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: Husinara Jones, Team Leader/Solicitor, 4th February 2020

3. Implications on IT: There are no anticipated implications to IT Services in relation to the recommended changes

IT Team Leader: Simon Oliver, Director Digital Transformation - 21.01.2020

4. HR Advice: There are no HR implications anticipated

HR Partner: Celia Williams, G&R Business Partner – 21.01.20

5. Procurement Advice: It is recognised that the extension of the contract places the Council in a situation where it may breach the procurement regulations. However a new compliant procurement has been run and is about to enter standstill for CCTV/Fibre this approval is to cover the Mobilisation of the new contract

Category Manager: Spencer Penny 3/2/2020

EDM Sign-off	Stephen Peacock	22.01.20
Cabinet Member sign-off	Cllr. Craig Cheney	03.01.20
For Key Decisions - Mayor's Office sign-off	Mayor's Office	03.02.20

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

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 03 March 2020

TITLE	Management arrangements and investment opportunities for leisure centres and swimming pools.		
Ward(s)	Citywide		
Author: Guy Fishbourne	Job title: Sport & Physical Activity Manager		
Cabinet lead: Mayor	Executive Director lead: Jacqui Jensen		
Proposal origin: BCC Staff			
Decision maker: Mayor			
Decision forum: Cabinet			
Purpose of Report:			
<ol style="list-style-type: none"> 1. To update senior officers and members on the work which has been undertaken in preparation for the need to have new leisure management arrangements in place across in scope leisure centres and swimming pools by March 31st 2022, including: <ul style="list-style-type: none"> • a market valuation exercise (shadow bid) • management arrangement options appraisal and evaluation exercise • facility investment opportunities 2. To recommend a future management option for the delivery of leisure services across leisure centres and swimming pools currently operated by SLM. 			
Evidence Base:			
<ol style="list-style-type: none"> 1. In 2006 the Council entered a 10 plus 5 year leisure management contract with Sport and Leisure Management Limited (SLM) which provides leisure services across the following six facilities: Horfield Leisure centre, Easton LC, St Pauls Community Sports Academy, Kingsdown LC, Henbury LC and Bristol South Pool. This contract expires on March 31st 2022 and these facilities are all in scope for a new management arrangement. 2. The current leisure management contract with SLM delivers services at a zero-based subsidy plus profit share; however some emergency repair and maintenance costs are met through the Council’s Building Practice budget. The Council retains responsibility for the fabric of the building ie structure, major replacements. 3. The contract for Jubilee Swimming Pool also expires on March 31st 2022. Whilst this is separate to the SLM contract, a decision will be required on its management arrangements beyond March 2022. The Council does not pay a subsidy for this site however the incumbent contractor’s (Lex Leisure) maintenance liability is capped at a fixed amount per annum. Maintenance costs beyond this cap are the responsibility of the Council. 4. Jubilee Pool is subject to a competing facility clause within the Hengrove PFI contract and its inclusion in any future potential procurement exercise is not straight forward and not without wider financial risk. Therefore, this report does not recommend a preferred management arrangement for Jubilee pool as constraints related to the Council’s procurement regulations and wider contractual obligations need further consideration. A preferred management arrangement for this site will be recommended at a later date. 			
Management Options Appraisal and Shadow Bid			
<ol style="list-style-type: none"> 5. In preparation for the need to have new management arrangements in place, officers with support from specialist leisure consultants (SLC) have been exploring how the Council can optimise the impact of any future arrangements, linked to investment opportunities to ensure full alignment with its strategic approach. 6. As part of this work, an assessment of the core leisure management options (Appendix J) available to the 			

Council has been undertaken which included an assessment of the financial and non-financial implications of the following models:

- I. **In-house provision** including bringing the operation and staffing of the leisure centres back under the direct control of the Council
- II. **Local Authority Trading Company (LATC)**
- III. **Competitive procurement** of the leisure services to a multi-site trust or hybrid trust.

NB. A straight forward commercial leisure operator is not considered on the basis that:

- a) They are not subject to the same NNDR and tax efficiencies as the above options and would be uncompetitive / dis incentivised from bidding
 - b) A commercial operator would only want a lease and the Council wants a specification to protect price inflation, concessionary rates, inequalities etc.
7. Officers have sought to better understand the implications of the above potential operational management models including, pension and HR considerations, tax, VAT & NNDR implications, governance and set up of alternative delivery vehicles, financial implications and time implications.
 8. SLC has also identified Community Asset Transfer (CAT) as a potential option and this could realistically apply to some facilities. Core leisure centres for the Council however will need to be driven by a Services Specification and this is not possible under a CAT.
 9. To support the this process, SLC has developed “shadow bids” (estimate of the minimum base value of the contract) (**Appendix J**) based on income and expenditure information from the existing operators, SLM and Lex Leisure (Jubilee) and have integrated maintenance and lifecycle costs for each site over the next 10 years developed from recent condition surveys.
 10. SLC has produced models for each of the three management options for a 10 year period, which for the purposes of this exercise, are based on continuing the existing service portfolio without any investment or rationalisation.
 11. Key financial and non-financial criteria were agreed, weighted 60% financial and 40% non-financial (**Appendix A, Table 1**). This was based on the need for the Council to provide clarity and financial certainty for the Medium-Term Financial Plan but with a desire to retain and enhance the service through sustainable investments. To evaluate the three different management options against the set criteria, a panel was set up and included officers from Procurement, Finance, HR and Public Health. The evaluation process was facilitated by SLC and observed throughout by internal audit.
 12. Core assumptions have been made and the financial exercise has revealed that different management options are likely to produce different financial outcomes and an indication of the long-term cost of the service (**Appendix A, Table 3**).
 13. The shadow bid for the in-house option has included estimated support service costs of bringing the service back in-house or setting up a Local Authority Trading Company (LATC) as the Council would need to provide HR, payroll, facility management, health and safety, legal support etc

Summary of Management Options Appraisal and Evaluation (Appendix J)

14. The results of the management options appraisal show that based on the evaluation criteria and weightings agreed and a careful balanced and considered approach to scoring, the preferred option is Procurement.
15. The quantum of the highest scoring procurement option is significant, scoring 46 points more than the LATC option.
16. Key financial factors which were weighted at 60% include the significant additional costs of In-House or LATC to deliver the service, the inability to transfer asset risk and the lack of certainty from In-House or LATC options to provide the Council with financial certainty.
17. In terms of non-financial factors which were weighted at 40%, the different options scored more similarly, with In-House scoring 32 against Procurement which scored 28.
18. Taking into account whole life costs, the difference over 10 years between In-house and the Procurement option is significant, with Procurement being the most cost effective. Overall the main difference is financial certainty, value for money and risk transfer which for a non-statutory service is an important consideration. Although the difference is less, a Procurement route is also significantly more cost effective than setting up an LATC (**Appendix J**)

19. However, by today's standards the Council's subsidy is and will continue to be comparatively high based on the current mixed portfolio. This is in the context of most leisure contracts procured within the last three years (linked to investment) resulting in a payment to the local authority.
20. The analysis indicates that there is only a modest improvement in finances which can be expected from re-procuring the contract in its current format. This is as a result of the Operators having largely optimised the contract in the context of the ageing facilities at Easton, Bristol South, Jubilee and Kingsdown respectively.

Strategic Investment Opportunities

21. The Council is operating within an increasingly challenging financial environment and needs to explore efficiencies and creative approaches to service delivery potentially linked to capital investment options which will enable it to continue to deliver targeted services at a high standard within the existing or reduced revenue budget
22. Looking ahead to April 2022 and beyond and given the current age and dilapidated condition of a lot of the Council's leisure facilities within scope, this is the optimal time to consider investment into the portfolio. It is likely to create better interest in the leisure operator market if there is a package of investment linked to an upcoming procurement exercise.
23. To optimise the impact of any future arrangements and to help inform future decision making, SLC has undertaken supply and demand analysis and feasibility studies to explore facility development options for Easton Leisure Centre and Horfield Leisure Centre. Investment opportunities are also being considered across other facilities within the portfolio taking into account important influences such as:
 - Needs of residents and gaps in facility provision
 - The city's strategic outcomes
 - Consideration of the current condition of the Council's facility stock

and a number of facility investment opportunities are being modelled with a view to understanding the optimum level of investment required to enable the most cost effective and efficient delivery of services.

24. Financial due diligence is presently being undertaken by officers on various facility investment opportunities which have been modelled by SLC and it is the intention that officers will come back to cabinet in July 2020 with an outline business case for future investment together with an analysis of the impact on the contract subsidy and thereafter with a proposed procurement strategy in September/October 2020, allowing the Council time to shape its medium term financial plan.

Prior Information Notice (PIN)

25. As a result of the management options appraisal and the work being undertaken on facility investment opportunities, officers now wish to publish a Prior Information Notice (PIN) which will allow the Council to inform the market of some basic information regarding the leisure services to be procured. In publishing a PIN the Council can alert the market that there is an opportunity coming up, it will support officers with soft market testing, the development of the outline business case and ultimate procurement strategy, whilst working within the timescales required to have new management arrangements in place by April 2022.

To Note

26. Note the need to have a new management arrangement in place for the future operation of Jubilee Swimming Pool but that the preferred arrangement is yet decided.
27. Note that financial modelling continues to be undertaken on different facility investment opportunities with a view to informing the Councils forthcoming procurement strategy.

Officer Recommendations:

That Cabinet -

1. Approve the management option of competitive procurement of the leisure services to a multi-site trust or hybrid trust;
2. Approve the procurement of managers/operators for the leisure facilities in order for new management arrangements to be in place commencing 1st April 2022
3. Authorise the Executive Director People in consultation with the Mayor to take all steps necessary to procure and award the contract.

Corporate Strategy alignment:

This proposal aligns with the Corporate Principles - *developing people and places to improve outcomes, empower communities and reduce the need for council services: Maximise opportunities to work with partners and other stakeholders locally, nationally and globally.*

1. **Wellbeing:** is one of four themes in the corporate strategy and based upon creating healthier and more resilient communities where life expectancy is not determined by wealth or background.
2. One of the Mayors seven key commitments in the corporate plan is that Bristol will be a leading cultural city, making culture and sport accessible to all.
3. Embed health in all our policies to improve physical & mental health and wellbeing and reduce health inequalities reducing future demand pressures on health and social care services and helping to reduce costs.
4. Supporting preventative interventions and opportunities for physical activity amongst children and adults and creating a resilient, sustainable, clean and healthy city
5. Promoting opportunity, attracting funding and protecting investment in culture while also facilitating others
6. Continue to offer good quality services which attract visitors.

City Benefits:

1. Working in partnership to maximise opportunity and resources in order to deliver Bristol's leisure services across in scope leisure centres and swimming pools.
2. The intended outcome will be enhanced leisure provision that is operated as cost effectively and efficiently as possible, whilst providing for the needs of the local community and contributing towards the city's strategic outcomes.
3. The Council will optimise the impact of future management arrangements, and consider investment in facilities where sustainable business plans are agreed and will work in partnership to increase participation and realise maximum health and social benefits for local residents: increased family and community connectedness, improved community networks and social capital, reduced sense of isolation and loneliness, enhanced social skills and self-esteem.
4. Supporting people to be more physically active will impact on a range of public health and adult social care outcomes such as:
 - Obesity levels in adults and children
 - Social and health inequalities, increased healthy life expectancy
 - The number of falls and injuries in over 65s
 - Early death from cardiovascular diseases, cancer and respiratory diseases.

Consultation Details: This proposal has been discussed with members and colleagues in Procurement, Commercialisation, Finance and Property.

Revenue Cost	£65,000	Source of Revenue Funding	<i>Public Health: 10995</i>
Capital Cost	£0.00	Source of Capital Funding	<i>e.g. grant/ prudential borrowing etc.</i>
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. Finance Advice: Ensuring that suitably viable arrangements are put in place to operate the main leisure facilities across Bristol is not only important in delivering on the One City Plan and Health and Wellbeing strategy but operates within the financial assumptions as set out in the Bristol City Council medium term financial plan. That being the case the future management arrangements for management of the leisure centres has to at a minimum deliver a break even position in revenue budget terms. Having carefully considered the options available to deliver the management arrangements from April 2022 onwards continuing with an external operator of the leisure centres delivered through a competitive procurement approach is expected to deliver at a minimum a cost neutral financial position where other options is likely to lead to a level of financial subsidy. The leisure facilities remain in the

ownership of BCC and any building fabric, as well as mechanical and electrical lifecycle costs fall on the council to fund. To ensure that the leisure facilities continue to deliver high quality services, maintain and increase income levels as well as deal with increasing demand a level of investment will be required. This investment in the facilities will not only have to deal with backlog lifecycle repairs due to a low level of investment in recent years but take account of demand for activities, primarily swimming in developing options for remodelling and reshaping the existing buildings. The options for remodelling and reshaping the facilities is well advanced and will form an outline business case that will examine the investment opportunities and investment needs in the context of modelled financial performance of a future contract.

Finance Business Partner: Neil Sinclair - Finance Business Partner, 24th January 2020

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

Legal Team Leader: Eric Andrews, 24/01/20

3. Implications on ICT: No anticipated impact on IT Services

ICT Team Leader: Simon Oliver 20/01/20

4. HR Advice:

The purpose of the report is to update Senior Officers and Councillors on work undertaken to date and to recommend a future management option for the delivery of the service.

As the service is currently contracted, there will be no HR implications on any Bristol City Council employees. If, however, the contract was won by an organisation other than the one who currently runs the contract then the staff would be transferred to the new contractor, under the Transfer of Undertakings (Protection of Employment) Regulations (TUPE). Although it would not affect Bristol City Council employees directly, it is something that the new employer may ask for HR support with and which we would support them with. It may impact on previous Bristol City Council employees who were previously transferred under TUPE to the current operator.

HR Partner: Lorna Laing 11/02/20

EDM Sign-off	Jacqui Jensen	29/01/20
Cabinet Member sign-off	Clr Craig Cheney	03/02/20
For Key Decisions - Mayor's Office sign-off	Mayor's Office	03/02/20

Appendix A – Further essential background / detail on the proposal Management Options Appraisal	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	NO
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Combined Background papers Bristol: Sport and Physical Activity Strategy 2020-2025	Please list each paper
Appendix J – Exempt Information	YES
Appendix K – HR advice	NO
Appendix L – ICT	NO



BRIEFING PAPER

PROJECT:	Procurement Support	
SUBJECT:	BCC Leisure Management Options Appraisal and Evaluation Results	
DATE:	27 November 2019	
CONTACT	Duncan Wood-Allum, Managing Director, SLC	Tel:

1. Introduction

- 1.1 Bristol Council (BCC) has commissioned The Sport Leisure and Culture Consultancy (SLC) to assist in an independent assessment of the core leisure management options available to the Council. This includes an assessment of the financial and non-financial implications of the different management models.
- 1.2 The scope of this options appraisal includes the leisure centres relating to the SLM leisure management contract which expires on March 31st 2022 which includes:
 - St Pauls Community Sports Academy
 - Kingsdown Leisure Centre
 - Easton Leisure Centre
 - Bristol South Swimming Pool
 - Horfield Leisure Centre
 - Henbury Leisure Centre.
- 1.3 These facilities are all within scope for a new management arrangement and a potential forthcoming procurement exercise.
- 1.4 In addition, the contract for Jubilee Swimming Pool expires on March 31st 2022. This pool is operated by Parkwood Community Leisure and is subject to a competing facilities clause within the Hengrove PFI contract. Its inclusion in any future potential procurement exercise is therefore not without wider financial risk. Whilst this is a separate contract to the SLM contract, a decision will be required on its future beyond March 2022.
- 1.5 The SLM leisure management contract expires on March 31st 2022 and the Council must now explore how it can optimise the impact of any future arrangements and ensure full alignment with its strategic approach. This contract currently delivers services at a zero based subsidy plus profit share, but does not include some major elements of repairs and maintenance.
- 1.6 The Council is operating within an increasingly challenging financial environment. It needs to explore efficiencies and creative approaches to service delivery potentially linked to capital investment options which will enable it to continue to deliver targeted services at a high standard.



- 1.7 The Council is seeking a better understanding of the implications of the potential operational management models including:
- Pension and HR considerations
 - Tax
 - VAT and NNDR implications
 - Governance and set up of alternative delivery vehicles
 - Financial implications
 - Time implications
 - Relative merits and risks.
- 1.8 SLC has developed “shadow bids” (estimate of the minimum base value of the contract) based on income and expenditure information from the existing operators, SLM and Parkwood (Jubilee). They have integrated maintenance and lifecycle costs for each site over the next 10 years developed from recent condition surveys.
- 1.9 The shadow bid for the in-house option will include estimated support service costs of bringing the service back in-house or setting up a Local Authority Trading Company (LATC) as the Council would need to provide HR, payroll, facility management, health and safety, legal support etc.
- 1.10 SLC through consultation with the Council have concluded that due to the Council being close to its de minimis threshold on VAT exemption, it is very likely that claiming exemption for VAT on leisure centre income would have a detrimental effect on the Council’s overall VAT position. This would be further worsened if the Council decides to undertake any capital investment in the leisure portfolio (which is quite possible) and would to a degree tie its hands for the future. Therefore, it has been assumed that if the leisure centres are run in house the Council would not be able to yield VAT exemption in the same way as a leisure trust.
- 2. Operating Models**
- 2.1 The Options Appraisal looks at the following core management options further details of which are provided in Appendix 1:
- **In-house provision** including bringing the operation and staffing of the leisure centres back under the direct control of the Council
 - **Local Authority Trading Company (LATC)**
 - **Competitive procurement** of the leisure services to a multi-site trust or hybrid trust.
- 2.2 The option of a local trust managing the services has been excluded as the 2015 Public Procurement Regulations only enable authorities to implement this model if it has been fully market tested through a legally compliant competitive procurement process. To a large degree, this option (which has in the past been adopted by a number of authorities in the north of England) has been replaced by the LATC approach. However, there are currently a very limited number of LATC’s operating leisure services.
- 2.3 SLC has also identified Community Asset Transfer as a potential option and this could realistically apply to some non-core facilities. Other leisure centres are core services for the Council which will need to be driven by a Services Specification. This is not possible under a Community Asset Transfer. However, regardless of the outcome of this management options

appraisal the Council should further explore Community Asset Transfer. In the event that the Council re-lets the leisure centres contract and includes all sites as core facilities, it will effectively be committing itself and any subsidy (including related lifecycle costs) for the life of the new contract.

- 2.4 SLC has provided a detailed description of the operating models in Appendix 1 some elements of which are extracted from the soon to be published Sport England Leisure Services Delivery Guidance, developed by SLC with Sport England and the wider sector.

3. Developing Evaluation Criteria

- 3.1 SLC and BCC identified the key long list issues for Bristol City Council’s management options appraisal and to agree the weightings for financial and non-financial criteria on 8 November 2019.
- 3.2 SLC provided an Options Appraisal Guidance briefing paper on 28 September 2019 to assist officers in arriving at bespoke evaluation criteria for the Council informed by the new draft Sport and Physical Activity Strategy.
- 3.3 The overall weightings agreed are: **60% Financial** and **40% Non-Financial**. This was based on the need for the Council to provide clarity and financial certainty for the Medium-Term Financial Plan but with a desire to retain and enhance the service through sustainable investments.
- 3.4 The proposed evaluation criteria with associated sub-criteria are detailed in Table 1.

Table 1: Evaluation Criteria

BCC OPTIONS APPRAISAL			
		Weighting	Max % Points
FINANCIAL		%	
1	Maintaining or not deteriorating the current level of subsidy	50%	30%
2	Asset risk transfer	30%	18%
3	Medium term financial planning or degree of financial certainty	20%	12%
TOTAL FINANCIAL		100%	60%
NON FINANCIAL			
1	The extent to which there is a contribution to delivery of strategic priorities	50%	20%
2	The extent to which there is flexibility for future changes to be made to the service by the local authority in the short, medium and long-term	25%	10%
3	The extent to which there is retention of strategic control	25%	10%
TOTAL NON FINANCIAL		100%	40%
TOTAL SCORES			100%

3.5 Section 6 and Table 4 highlight key considerations and scoring for each management option against BCC's Evaluation Criteria to support officers undertaking the scoring exercise.

3.6 SLC facilitated a Management Options Appraisal workshop on 19 November and the results of the Options Appraisal are presented in Section 7.

4. Shadow Bids - Financial Assessment

4.1 SLC has produced models for each respective management option to be explored for 10 years. It should be noted that these models are designed to illustrate the potential differences between the management options and long-term service costs but should not be used for budgeting purposes. This is because they do not include a prediction of issues such as cost inflation or income fluctuations caused by changing economic conditions or competitor activity.

4.2 For the purposes of this exercise, the models are based on continuing the existing service portfolio without any investment or rationalisation.

4.3 All the financial assessments have the following core assumptions:

- Henbury Leisure Centre is operated under a PFI Contract and is subject to an annual unitary charge. It has therefore not been individually assessed as its costs are contractually fixed. The unitary charge that applied to Henbury Leisure Centre has been applied to the total costs for each option.
- Finance and depreciation charges have been excluded.
- NNDR (Rates) relief is assumed to be the same for models, as per the existing contract. In future it is likely councils will be responsible for collection and granting relief and that NNDR exemption. In effect NNDR relief is likely to become neutral in the future for all models.
- 10-year projections have been profiled for all three core models.
- The approach does not consider the ageing condition of the centres from a commercial attractiveness point of view, other commercial factors such as the local economy and competitor activity in the area.
- Condition survey information has been included on the basis of all identified works in the condition survey reports being included and applied consistently across all models. Fabric condition survey costs have been estimated based on an annual average applied over a 10-year period, taken from the condition surveys.
- A balanced approach to pricing and programming has been applied which enables some freedom for the operator with protected core pricing and concessions and protected bookings for priority groups and organisations.

4.4 In summary, the financial exercise will reveal whether different management options are likely to produce different financial outcomes and an indication of the long-term cost of the service.

SLM and Parkwood (Jubilee) – Status Quo

4.5 SLC has provided a model based on the status quo which essentially projects forward the Centre's average performance over 2017/18 (Jubilee) and 2018/19 (facilities in SLM contract) as a baseline.

Competitive Procurement and 'Shadow Bid, Key Assumptions

- 4.6 A key aspect of the financial assessment is the 'Shadow Bid'. A Shadow Bid is a forecasted minimum market value for the contract, based on current market bidding benchmarks which has the following functions:
- It is used as a check to assess whether the projected management fee for the new contract aligns with the Authority's Medium-Term Financial Strategy (MTFS)
 - It will reveal any potential for an improved revenue position for the services
 - The Council can use the Shadow Bid model to build in identified facility investment options and explore potential changes to the scope of services in order to see the effect upon the management fee.
- 4.7 Shadow Bids have been developed by SLC and used by local authority clients as;
- a pre-procurement tool to ensure that they have clear expectations of the minimum financial outcome of a procurement and;
 - a balanced approach to assess the relative financial performance of different management models.
- 4.8 In the event the Council wishes to procure an operator, this can then be used to set an affordability threshold to ensure all compliant bids meet or exceed the Authority's requirements.
- 4.9 Importantly, the Shadow Bid does not try to predict the *actual* management fee but provides an indication of how bidders will view the potential contract and the minimum financial performance that could be expected.
- 4.10 SLC has a strong recent track record of producing conservative Shadow Bids that are exceeded in the event of a subsequent procurement.
- 4.11 Despite a steady upward trend in management fee payments to clients, SLC believe that operators may be more cautious in the coming years, particularly on the second and third generation contracts where many of the savings have already been realised (this is the case in Bristol).
- 4.12 Some operators appear to have taken a step back from competitive tendering, preferring to focus upon consolidating existing contracts by extending them through negotiation with the client. Fusion Lifestyles, Places Leisure and 1Life Management Solutions are examples of this.
- 4.13 This approach is substantially more informative than undertaking traditional benchmarking which looks at historical data and compares on the basis of the facility mix as opposed to market potential. In a sense, Shadow Bids use forward benchmarking information.
- 4.14 SLC has made the following core assumptions based on benchmarks from recent bids:
- Support costs/overheads are calculated at 6% of sales/turnover. There have been recent bids where this has been lower than 4.5%
 - Retained operator surplus/profit is calculated at 6% of sales. Recent bids have been as low as 5%
 - The model assumes a fixed management fee payment by the Authority and is based on the average over the life of a 10-year contract

- No growth income or expenditure reductions in line with operator expectations of similar facilities and the fact that the centres will have been worked hard by SLM at this late stage of the SLM contract.

In-house delivery - Key Assumptions

- 4.15 The main assumption with regard to operational performance is that under an in-house management model, income levels will be reduced compared to current levels (17/18 for Jubilee, 18/19 for SLM contract facilities) by c. 5%. This is because an in-house operation would be less effective at driving income than an experienced leisure operator. Similarly, expenditure is projected to be c. 5-10% higher due to reduced economies of scale and higher procurement costs. Pension costs under an in-house management model would also be higher.
- 4.16 SLC has looked at the potential for VAT exemption through in-house delivery. This is in the context of the Council's aspirations to potentially re-model some of its leisure centres
- 4.17 The Council is close to its de minimis VAT exemption threshold and a combination of potentially claiming exemption on income plus additional capital expenditure would have detrimental effect on the Council's overall VAT position.
- 4.18 As a result, VAT exemption on activity income in leisure centres has not been included in the in-house model and it is assumed that prices remain the same thus there would be leakage in retained income.
- 4.19 The specific assumptions are:
- Support costs are based on typical authority run in-house services and are conservative at 17.5% of expenditure. This reflects the need for the Council to source ICT, HR, Finance, Facility Management, health and safety and other central functions
 - Income levels (excluding VAT) reduced by 5% from 2017/18 (Jubilee) and 2018/19 (SLM contract facilities) levels.
 - Expenditure on supplies and services would be higher than the current arrangement due to the loss of economies of scale, c. 5-10% increase
 - The leisure centre workforce would be eligible for the LG Pension scheme and SLC has therefore assumed that 75% of staff opt for LG pension with 14.5% employer contribution.

The Local Authority Trading Company Key Assumptions

- 4.20 The Local Authority Trading Company (LATC) would be run in a similar way to an in-house operation. However, there would be additional costs required for senior management of the LATC, specifically a Managing Director and Finance Manager. SLC has estimated this to be c. £250K per annum, including on costs.
- 4.21 A LATC typically does not yield the same VAT exemption as a Hybrid Trust (the model established by most large multi-site leisure operators). It has been assumed that the VAT recovery rate currently being achieved by SLM and Parkwood is c. 15% of income and that an LATC would be able to achieve a recovery rate of c. 10% of income.
- 4.22 The model for LATC also assumes:
- The same income performance as BCC in-house operation as an LATC operation would not be as effective at driving income as an experienced leisure operator



- A higher cost profile on supplies and services compared with a multi-site operator and the same as an in-house operation as a single service LATC would not benefit from economies of scale
- Higher support costs than a multi-site operator – SLC has assumed these to be 12% of sales
- Additional Management Costs of c. £250k per annum including on costs
- An LATC operation would not require profit or surplus.

5. Financial Summary and Shadow Bid details – See Appendix J

6. Key Considerations Against Evaluation Criteria

SLC has highlighted the key considerations of each option against the proposed evaluation criteria to support the options appraisal scoring exercise. See Table 4.

Table 4 Key Considerations and Scoring for each Management Option against BCC's Proposed Evaluation Criteria

Key: (Red is disbenefit / Green is benefit/ Black is neutral)

Financial Criteria	In-House	LATC	Competitive Procurement
Maintaining or not deteriorating the current level of subsidy	<p>No potential for savings based on current portfolio.</p> <p>Likely to require higher overhead/support costs than current arrangements.</p> <p>No economies of scale on procurement of supplies and services.</p> <p>Less certainty on any revenue savings compared to model that has a commercial contract (the Council takes all commercial risk).</p> <p>Less marketing and branding expertise to generate sales compared to outsourced options.</p> <p>Potentially higher management costs.</p> <p>Savings on operator profit compared to procurement option.</p>	<p>No potential for savings based on current portfolio.</p> <p>Likely to require higher overhead/support costs than current arrangements.</p> <p>No economies of scale on procurement of supplies and services.</p> <p>Less marketing and branding expertise to generate sales compared to outsourced options.</p> <p>Potentially higher management costs (need for MD and FD).</p> <p>Some transfer of commercial risk although the LATC will be underwritten by the Council</p> <p>Some VAT exemption possible.</p>	<p>Marginal potential for savings based on current portfolio. Operator will usually yield a profit (usually c. 6% of contract sales).</p> <p>Likely to deliver lower overhead/support costs than current arrangements based on recent operator bid benchmarks.</p> <p>Economies of scale on procurement of supplies and services likely to improve through a larger operator.</p> <p>Optimal VAT exemption.</p> <p>Certainty on any revenue savings. compared to other model – operator will provide fixed management fee for the life of the contract and take on the associated commercial risks.</p> <p>Market knowledge, skills and creativity with greater potential for innovation.</p> <p>Marketing and branding expertise to generate sales compared to other options, linked to a responsiveness to market trends.</p> <p>Low management costs as the contract is likely to benefit from existing regional management structures.</p> <p>-However, although savings likely, the service will still need a significant subsidy.</p>

Financial Criteria	In-House	LATC	Competitive Procurement
Asset risk transfer	<p>All asset management responsibilities and risks will be carried by the Council</p>	<p>The core asset risks and capital maintenance would lie with the Council as it would be underwriting the LATC.</p> <p>A LATC may be able to take on some asset management responsibilities such as reactive maintenance.</p>	<p>Leisure operators often price for risk when running older buildings through a full repair and maintenance contract.</p> <p>Could be costly to transfer full maintenance risk for older sites due to high forward maintenance costs.</p> <p>Multi-site leisure operators have the track record and capability for taking on all asset management responsibilities at a fixed cost.</p>
Medium Term Financial Planning or Degree of Financial Certainty	<p>The Council taking on all operational and commercial risk and its associated uncertainties.</p> <p>Impact of running leisure centres in-house on support services is uncertain.</p> <p>The Council could rationalise the service in future, this would be more difficult under a contract.</p>	<p>The LATC would be reliant on the Council's subsidy and as such the Council would take on the majority of operational and commercial risk.</p> <p>The LATC would have a contract with a specified financial outcome but would be reliant on the Council to underwrite their financial obligation.</p>	<p>Multi-site operator will take on all of the commercial risk and the bulk of operational risk.</p> <p>Through procurement the Council could set an affordability threshold in-line with its MTFP (subject to this being tested and it being realistic).</p> <p>Through procurement the successful operator will be contractually committed to their financial solution for the life of the contract (usually c. 10-years).</p>

Non-Financial Criteria	In-House	LATC	Competitive Procurement
<p>Contribution to delivery of key strategic priorities</p>	<p>Members/Officers are able to make immediate decisions to capitalise on any opportunities and implement any new strategy.</p> <p>The Council’s in-house service may be better placed to work with physical activity partners.</p> <p>There is no empirical evidence to suggest in-house management is better or worse at driving physical activity participation – this is very much driven by investment and programming specific to the needs of the local community.</p> <p>-In-house run services tend to be focused on the financials and commercial responsibility can distract officers and Members from focusing on non-financial outcomes.</p> <p>-The higher cost of the services is likely to result in less resources for physical activity interventions.</p>	<p>Members would be able to make immediate decisions to capitalise on any opportunities through the LATC Board.</p> <p>Services Specification and its contents will be crucial to driving participation.</p> <p>LATCs are comparatively new and not tried and tested.</p> <p>A weak Services Specification may result in the operator being able to focus on commercial aspects of the contract at the expense of disadvantaged groups.</p> <p>A small LATC is unlikely to have any additional capacity above the current in-house service.</p>	<p>The established multi-site operators have head office and regional resources for promoting Active Communities.</p> <p>A well-crafted and focused procurement can make participation a key aspect of the evaluation criteria encouraging innovative solutions from operators from which the successful bidder will contractually obliged to deliver.</p> <p>An established multi-site operator will be better placed to enhance Bristol’s national profile.</p> <p>Market knowledge, skills and creativity with greater potential for innovation.</p> <p>Services Specification and its contents will be crucial to driving participation.</p> <p>A weak Services Specification may result in the operator being able to focus on commercial aspects of the contract and not disadvantaged groups.</p>
<p>Flexibility for</p>	<p>Members/officers will have ongoing</p>	<p>The service will be driven by a Services</p>	<p>The service will be driven by a Services</p>

Non-Financial Criteria	In-House	LATC	Competitive Procurement
<p>future Changes to be made to the service by the local authority in the short, medium and long term</p>	<p>strategic and operational influence on the service.</p> <p>However, Members'/Officers' ability to invest in and change the service will be to a degree dependant on the financial performance which is uncertain.</p>	<p>Specification which Members/officers will be able to have a significant input.</p> <p>Members/Officers would have representation on the LATC Board.</p> <p>Significant changes to the service may require a contract variation.</p>	<p>Specification which Members/Officers will be able to have a significant input. Could have a Partnership Board for the contract with Member and Officer representation.</p> <p>Significant changes in the service would have to be through a contract variation which may need to be negotiated with the operator.</p> <p>Members/Officers may be able to focus more on strategic issues without the burden of commercial and operational responsibilities.</p>
<p>Retention of strategic control</p>	<p>Members/officers will have full ongoing strategic and operational influence on the service.</p>	<p>Members/officers will have a strong degree of ongoing strategic and operational influence on the service and it will be driven by a Services Specification which Members/officers will be able to have an input. Members/Officers would have representation on the LATC Board.</p>	<p>Members/Officers may be able to focus more on strategic issues without the burden of commercial and operational responsibilities.</p> <p>The service will be driven by a Services Specification which Members/Officers will be able to have a significant input.</p> <p>Could have a Partnership Board for the contract with Member and Officer representation.</p> <p>Significant changes in the service would have to be through a contract variation which may need to be negotiated with the operator.</p>

7. Management Options Workshop

Overall approach

- 7.1 A Management Options Workshop was held with a group of BCC Senior Officers and led by SLC on Tuesday, 19 November 2019.
- 7.2 The purpose of the workshop was to discuss the available management options to BCC and, through independent facilitation, move towards a preferred management option through a scoring exercise using the evaluation criteria and weightings presented in Table 1.
- 7.3 Following the workshop, it is recommended that Council Members are fully briefed on the outcomes of the workshop and the preferred management option through officer briefing papers and socialisation activities.

Scoring matrix

- 7.4 Following an introductory presentation to lead the group through the proposed approach, SLC presented the evaluation criteria again accompanied by the scoring mechanism for each management option. The scoring mechanisms is:
- 0 - Criteria not met at all
 - 1 - Criteria met to a very minor degree
 - 2 - Criteria met to a minor degree
 - 3 - Criteria met to some degree
 - 4 - Criteria met to a large degree
 - 5 - Criteria met fully.
- 7.5 Each Criteria with its separate weighting was scored to produce a raw score (0-5) (unweighted) and a weighted score (0-5 multiplied by the weighting).
- 7.6 Table 4 was used during the scoring exercise to help the group arrive at a consensus for the scoring of each option against the criteria, supported by SLC as and when some clarifications were required.
- 7.7 Table 5 shows the agreed raw scores for each of the management options along with rationale for each agreed score.

7.8 Table 5 shows the financial criteria raw scores for each of the management options appraised, followed by the rationale for those scores.

Table 5 – Raw scores – financial criteria

FINANCIAL			Max % Points	In-House	LATC	Procurement
				Raw Score	Raw Score	Raw Score
1	Maintaining or not deteriorating the current level of subsidy	30%	0	0	5	
2	Asset risk transfer	18%	0	1	3	
3	Medium term financial planning or degree of financial certainty	12%	0	2	4	
TOTAL FINANCIAL			60%	0	3	12

7.9 The rationale for the scores is as follows:

Maintaining or not deteriorating the level of subsidy

7.10 Based on the figures presented in the shadow bid, selecting an in-house operation or a LATC will not minimise revenue subsidy and nor will these options deliver necessary savings. Both these options therefore score 0. The procurement option scores a 5 because it will minimise the Council's revenue subsidy as shown by the shadow bid forecasts.

Asset Risk Transfer

7.11 An in-house management option does not transfer any proportion of risk so it is scored with a 0. A LATC will result in BCC retaining a majority of risk with some minor risks transferred so this option scores a 1. In a procurement option, bidders assess the risks and price them in financial terms in their proposal. Bidders will be required to adopt an open-book approach so the Council can scrutinise this through the contract. This option is scored a 3 based on this approach as there is a large degree of risk that an operator can take on that is appropriate to sit with the operator.

Medium term financial planning or degree of financial certainty

7.12 An in-house option gives no certainty to the Council as it takes full third-party income risk, so is scored a 0. A LATC, if it set up properly with an effective partnership and governance arrangements can offer a little more certainty so is given a score of 2. A procurement option provides significantly more certainty through the norm of charging or paying an agreed management fee payment, so is scored a 4. This score is not a 5 because there is still a risk of uncertain external market conditions affecting the operator's overall viability.

7.13 Table 6 shows the non-financial criteria raw scores for each of the management options appraised, followed by the rationale for those scores.

Table 6 – Raw scores – non-financial criteria

		Max % Points	In-House	LATC	Procurement
NON FINANCIAL					
1	The extent to which there is a contribution to delivery of strategic priorities	20%	4	3	4
2	The extent to which there is flexibility for future changes to be made to the service by the local authority in the short, medium and long-term	10%	4	3	3
3	The extent to which there is retention of strategic control	10%	4	3	3
TOTAL NON FINANCIAL		40%	12	9	10

7.14 The rationale for the scores is as follows:

The extent to which there is a contribution to delivery of strategic priorities

7.15 With an in-house operation there is a strong opportunity to ensure the management approach maximises the Council's strategic outcomes and so is scored a 4.

7.16 It has not scored a 5 because in reality, a significant proportion of the operating budget will have to be prioritised on facilities management rather than on concessions, outreach and interventions.

7.17 Most Councils with in-house operations do not have an Active Communities outreach service anymore because they cannot afford it.

7.18 A LATC will still offer the opportunity to maximise the Council's achievement of its strategic outcomes but the Council has less control of this and so is scored a 3.

7.19 In a procurement option, the operator will be contractually obliged, and monitored through KPIs, to deliver the Council's strategic outcomes or there will be financial penalties.

7.20 This will normally include concessions, outreach and interventions. Procurement option is therefore scored with a 4.

The extent to which there is flexibility for future changes to be made to the service by the local authority in the short, medium and long-term

7.21 With an in-house operation, there is a high degree of flexibility and so is scored a 4.

7.22 A LATC allows the Council some flexibility but to a lesser degree and so is scored a 3.

7.23 A procurement option also offers more constrained flexibility and is also scored a 3.

The extent to which there is retention of strategic control

7.24 With an in-house operation there is significant control over the service and so is scored a 4.

7.25 A LATC allows the Council some control but not compared to in-house so is scored a 3. A procurement option allows the Council some control through the specification, but this is less than an in-house option so scores a 3.

7.26 The weighted scores for both financial and non-financial criteria can be seen in Table 7.

Table 7 – Weighted scores

		Max % Points	In House	New LATC	Procurement
FINANCIAL					
1	Maintaining or not deteriorating the current level of subsidy	30%	0	0	30
2	Asset risk transfer	18%	0	3.6	10.8
3	Medium term financial planning or degree of financial certainty	12%	0	4.8	9.6
TOTAL FINANCIAL		60%	0	8.4	50.4
NON FINANCIAL					
1	The extent to which there is a contribution to delivery of strategic priorities	20%	16	12	16
2	The extent to which there is flexibility for future changes to be made to the service by the local authority in the short, medium and long-term	10%	8	6	6
3	The extent to which there is retention of strategic control	10%	8	6	6
TOTAL NON FINANCIAL		40%	32	24	28
TOTAL SCORES		100%	32	32.4	78.4

For Summary of Options Appraisal Workshop - See Appendix J

8. Appendix 1 Description of Management Models Considered by Bristol City Council

1) Competitive Procurement

8.1 If the local authority was to outsource the management of the service(s) through a procurement process, they are likely to contract with either:

- **A 'Hybrid' Non-Profit Distributing Organisation (NPDO)** management model which is a legal vehicle that has a private arm and 'not for profit' arm with charitable objectives. It can access discretionary National Non-Domestic Rates (NNDR) benefits and may access Value Added Tax (VAT) benefits from the sporting exemption. However, it is not a charitable company or Industrial Provident Society and not recognised by the Charity Commission; or
- **A charitable NPDO model** which can attract both mandatory rate relief and VAT benefits with regard to the sporting exemption on large proportions of their income.

- 8.2 Most of the established leisure management operators offer a 'Hybrid' NPDO management model. This model is a legal vehicle with charitable objectives, which can access discretionary NNDR benefits, but is not a charitable company or provident society and not recognised by the Charity Commission.
- 8.3 NPDO models can attract both mandatory rate relief and VAT benefits with regard to the sporting exemption on a large proportion of their income.
- 8.4 There are many existing charitable leisure trusts that have been set up by local authorities and once established, have started bidding for new contracts in other local authority areas. Many of these organisations also operate cultural facilities such as community halls and theatres. Some were specifically established to offer a full range of leisure, cultural and green space services. There have been a number of recent examples of charitable leisure trusts securing leisure contracts that have been tendered in the open market.
- 8.5 This option to use an existing charitable NPDO provides the benefit of sharing risks across other leisure contracts that the NPDO holds and their associated economies of scale (similar to the private management option, but often on a smaller scale). There are now several examples of successful NPDO's operating across a number of contracts.
- 8.6 The existing charitable NPDO is able to achieve VAT and NNDR savings. The ability for existing charitable NPDOs to generate significant capital funding, without a track record, is sometimes more limited and therefore capital funding from local authorities (for example prudential borrowing) is likely (and normally cheaper to finance) if major capital investment is required. It should be noted that the use of prudential borrowing for funding major works is a preferred option for many local authorities and their operator partners.
- 8.7 **In summary, under this option the local authority will retain control over the service through the contract and specification and is able to transfer some or all risk to the operator depending on where it best sits. Service improvements under this option can be delivered through the contract and an agreed, costed investment plan. Potential rationalisation of facilities or improvements in relation to income generation and control of expenditure can be identified through the contract. However, the one-off costs of making significant changes would typically need to be borne by the local authority. This solution will benefit from significant economies of scale.**
- 8.8 Importantly, this model can provide complete protection from likely cuts that will continue to face local government over the coming years. This is often enabled through upfront investment from the local authority to enable the contract to be zero cost or revenue positive. Key to a successful partnership will be having a well written contract supported by a sound approach to contract monitoring and performance management.

2) Setting up a New Organisation – Local Authority Trading Company

- 8.9 Bristol City Council could establish a new organisation to run the facilities and services on its behalf. There is now only one main form available – the Local Authority Trading Company (LATC).
- 8.10 The key characteristics of a LATC are as follows:
- LATCs can deliver a wider range of service offerings including sports development / outreach, health interventions, library services, cultural services and special events. The LATC will typically be based around the previous in-house operational team who would be transferred under TUPE.

- They tend to have less buying power than multi-site operators, and fewer economies of scale and bespoke systems of work. They are not able to take on external contracts with the freedom of NPDO Trusts. They are however, able to secure external commissions from partners such as Public Health.
 - They can be commercially and socially focused but typically cannot generate the same levels of income from leisure facilities, gyms, swimming lessons and classes compared to multi-site operators. Cost management may be more in line with an in-house management approach and thus not as efficient.
 - They can manage facilities and services that are not commercially attractive effectively as part of a broader portfolio of facilities and services.
 - LATC's are an option for those local authorities averse to outsourcing their services but wanting to provide some limited arm's length freedoms to the operational team whilst still retaining control over the operation.
- 8.11 The 2015 Public Contract Regulations preclude an authority handing over its leisure services to a new purpose-built organisation without competitive procurement except for a Local Authority Trading Company (LATC). Previously local authorities were able to create a new trust or not-for-profit organisation without any form of tendering.
- 8.12 The local authority must control all of the shares in the LATC and must also exercise effective day-to-day control over its affairs; in other words, the same as the relationship between the local authority and one of its internal directorates. This can be achieved through the governance structure. The company must be "inwardly and not outwardly focused". The directive requires that **at least 80%** of the activity of the LATC – that is, over 80% of its turnover – must be for its public-sector owners.
- 8.13 A LATC is available to local authorities looking to establish an arm's length model. Local authorities may, subject to certain statutory limitations, establish a company and undertake social and/or commercial activities.
- 8.14 The setting up of a LATC is outside the 2015 Regulations as it has an exemption subject to a number of tests that must be met. These tests relate firstly to 'control' similar to that which a local authority exercises over its own department in strategic policy terms. Secondly the 'function test' ensures that the LATC carries out the essential part of its activities under the control of the local authority – e.g. 80% of the activities should be ordered by the host local authority. Further details are available from the [Crown Commercial Service Guidance](#).
- 8.15 Recent examples of Leisure LATCs include Newark and Sherwood District Council, Hull City Council and Broxtowe Borough Council.
- 8.16 **In summary, under this option the local authority will retain control over the service and ultimately, carry all the risk. Improvements under this option can still be delivered via self-financing investment options and / or external grants. Potential rationalisation of facilities or improvements in relation to income generation and control of expenditure can be identified through an operational review albeit the one-off costs of making those changes would typically need to be borne by the local authority. However, this solution will not benefit from significant economies of scale or address risk transfer issues. This model cannot significantly scale and replicate its service beyond the borders of the local authority in the way that a NPDO Trust is able to do. Importantly, whilst this model will provide an additional layer of protection from likely cuts that will continue to face local government over the coming years, it will not be able to ringfence and protect a service to the degree an outsourced multi-site operator is able to through a contract. Key to a successful**

partnership will be having a well written contract supported by a sound approach to contract monitoring and performance management.

3) In-house Management

- 8.17 This option is familiar to many local authorities and is often the default starting position for local authorities considering the future management options for their leisure facilities. It involves the retention (or in some cases the transfer back to in-house management after a previous outsourcing arrangement) of the local authority's leisure facilities, potentially with a focus on operational efficiencies and improvements in order to generate financial savings and enhance performance.
- 8.18 The key characteristics of in-house management by the local authority are as follows:
- 8.19 In-house teams can deliver a wider range of service offerings including sports development / outreach, health interventions, library services, cultural services and special events.
- 8.20 In-house teams tend to have less buying power than multi-site operators, fewer economies of scale and bespoke systems of work. They are able to secure external commissions from partners such as Public Health.
- 8.21 They are sometimes less commercially focused and typically cannot generate the same levels of income from leisure facilities, gyms, swimming lessons and classes compared to multi-site operators. Cost management can be inhibited by having to use local authority systems and reporting and thus is often not as efficient as the multi-site operators.
- 8.22 In-house teams can manage facilities and services that are not commercially attractive effectively as part of a broader portfolio of facilities and services and often can invest greater levels of management time into these services.
- 8.23 In-house teams are the standard option for those local authorities averse to outsourcing their services, but whilst still wishing to retain full control over the operation and carrying all the risks.
- 8.24 The key features of an in-house operation are as follows:
- The local authority has direct responsibility for the management and operation of the facilities and services
 - Any staff employed in the operation of the facilities are employed by the local authority
 - The local authority takes all income generated by the facilities
 - The local authority is responsible for all expenditure incurred in the delivery of the services
 - The services use the central support services of the local authority
 - The operating risks of the services remain with the local authority – e.g. responsible for under performance
 - The service can be highly integrated linking Health, Adult Social Care, Children's Services etc.
 - The responsibility for maintenance of the assets remains with the local authority
 - In the event that the service is being taken back in-house after a previous outsourcing arrangement, there would be set up costs and timescale implications that would need to be established.

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	Leisure services re-procurement process
Please outline the proposal.	We are soon going to cabinet to recommend that the current leisure centre contract, which runs out in 2022, be re-procured with a tender process for the centres to be run by an external contractor. This will involve the continuation of an external provider running the leisure centres. Final details and any delivery changes have yet to be decided.
What savings will this proposal achieve?	No savings confirmed.
Name of Lead Officer	Guy Fishbourne/David Hudgell

Could your proposal impact citizens with protected characteristics? (This includes service users and the wider community)
Please outline where there may be significant opportunities or positive impacts, and for whom.
No impact identified at this stage.
Please outline where there may be significant negative impacts, and for whom.
No impact identified at this stage.

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.
No impact identified at this stage.
Please outline where there may be negative impacts, and for whom.
No impact identified at this stage.

Is a full Equality Impact Assessment required?
Does the proposal have the potential to impact on people with protected characteristics in the following ways: <ul style="list-style-type: none"> • 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) ?

<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. At this stage the proposal to re-procure leisure services from an external provider has no identified impact, as there are no anticipated changes to current service delivery or for BCC staff. Any subsequent proposal to change service delivery will be subject to a separate equalities relevance check and/or equality impact assessment.</p>
<p>Service Director sign-off and date: Christina Gray 28 January 2020</p>	<p>Equalities Officer sign-off and date: <i>Reviewed by Equality and Inclusion Team</i> <i>20/1/2020</i></p>

A Sport and Physical Activity Strategy for Bristol 2020 – 2025



**BRISTOL
ONE CITY**



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1

Introduction

Foreword



Sport and physical activity plays a big part in creating places where people can live healthy, fulfilling, and, productive lives. This is central to the city's physical health and wellbeing and is interwoven into community life and

contributes significantly to creating healthier and more resilient communities.

Supporting people to be more physically active has a positive impact on a range of public health and adult social care outcomes. Sport and physical activity can help raise educational attainment, reduce pupil absenteeism and provides excellent diversionary activities, especially for young people who are at risk of crime or antisocial behaviour.

A city that promotes and supports sport and physical will help its citizens thrive. I want all of Bristol to be given the opportunity and encouragement to enjoy and build it into everyday life. Whether we value most the benefit to our physical and or mental wellbeing, the social interaction we enjoy, or the sense of community we feel, sport and physical activity has the ability to transform lives.

No matter at what stage you are at in your life, your age or ability the benefits of being physically active should be there for everyone to enjoy. So when we think about sport and physical activity we must think of it in its broadest sense: from traditional sport to walking sport, keep fit, running, active travel and much more.

It is essential that all our organisations work across the city, and this strategy provides a citywide blueprint so we can work towards providing opportunities which contribute towards increasing physical activity. As well as highlighting the benefits of competitive sport through promoting major sporting events and opportunities for talented athletes, this new strategy also highlights the role of sustainable travel and the importance of using parks and open spaces.

I would like to thank members of the public, key partners and stakeholders who have contributed towards this strategy and accompanying action plan. I look forward to working together to deliver the ambitious plan so that all of Bristol can get active and flourish.

A handwritten signature in black ink, appearing to read 'M. Rees'.

Marvin Rees Mayor of Bristol



Background and vision

Bristol aspires to have a Sport and Physical Activity Strategy which brings together a wide group of partners with the shared objectives of creating, promoting and enhancing opportunities for sport and physical activity as a key means to help create a healthier, resilient and more prosperous city.

This strategy is intended to support the city's stakeholders in the planning and delivery of sport and physical activity investment, services and opportunities through a clearly defined set of strategic outcomes, objectives and a robust and measurable action plan. A new framework for the governance and implementation of the strategy will also be identified.

The strategy presents the new requirements and guidelines of the UK's Chief Medical Officer (published in September 2019) as well as the current state of the health and wellbeing of Bristolians and the physical activity levels in the city. This context and associated data will subsequently be used as a baseline for 2019 against which the impact of this strategy will be measured.

The role of competitive sport in helping the city to be healthy and prosperous is a key priority of this strategy. It will seek to ensure there are actions taking place which promote the opportunities for talented athletes to develop as well as ways in which major sporting events can be used to engage inactive audiences and have a wider social and economic impact.

The Vision for the strategy is:

"To ensure that all Bristol citizens have the encouragement, opportunity and environment they need to lead active, healthy and fulfilling lives. By working collaboratively and cooperatively, as a whole system, we will seek to transform attitudes and behaviours and make it easier for residents to enjoy sport and physical activity and embed it into their everyday lives."

This Vision is closely aligned to the Mayor's One City Plan – a Plan for Bristol 2050 and its vision for Health and Wellbeing for 2050 which aspires to creating a Bristol where:

- Citizens thrive in a city that supports their physical health and mental health equally
- Health inequalities are identified and acted-on through continually monitoring the health, social and economic landscape
- The city focuses on early help and prevention and its interventions are tailored and person-centred.





2

The need for the sport and physical activity strategy

Summary context for the strategy

- New guidelines from the UK Chief Medical Officer in 2019 recommend physical activity every day for adults between 19 and 64 years.
- The guidelines state children and young people should engage in MVPA for an average of at least 60 minutes per day across the week.
- Activity should include strength exercises and a mixture of moderate and vigorous intensity activity
- 25% of the population in England are inactive and, although levels of inactivity in Bristol compare favourably to national figures, inequalities exist across Bristol populations
- Amongst the most deprived of Bristol's population there are lower levels of activity and further variations depending on whether you are male or female, from BME communities, living with a disability or of an older age
- Further data and insight can be found in the strategy Appendix but in summary, target audiences for the strategy have therefore been identified as:
 - Children and Young People
 - Disabled Adults
 - Older Adults
 - Women and Girls
 - Those living in the most deprived areas.



3 A sport and physical activity strategy for Bristol

Approach and development of the strategy

The strategy is the result of examining the national and local context as outlined in Section 2 alongside the planning and delivery of three workshops led by SLC which involved over 30 stakeholders from a range of organisations and agencies across the city. These stakeholders all share core beliefs about the value of sport and physical activity for improving the health and prosperity of the city.

Some of these stakeholders are already members of the Bristol Sports Forum, but the work also involved a broader range of people from other organisations. The contributors to the strategy consisted of:

- Access Sport
- Adaptive Martial Arts
- Bristol and District Rugby Football Combination League
- Bristol City Council – Departments covering Leisure, Public Health, Parks, Children and Young People, Sustainable Transport and Schools
- Bristol Multi-Faith Forum
- Bristol Rovers Community Trust
- Bristol Sport Foundation
- British Cycling
- Empire Fighting Chance
- Gloucestershire County Cricket Club
- Lawn Tennis Association
- Southmead Development Trust
- Sport England
- Active Ageing Bristol
- University of Bristol
- Wellspring Healthy Living Centre
- Wesport.

Strategic Outcomes and Objectives

Workshop 1 focused on a facilitated discussion and group work regarding the current status of Bristol and where stakeholders envisage the city to be in the short, medium and long-term. From these discussions, the following core considerations for the strategy emerged:

- Health inequalities across the city are complex and nuanced which means that a locality and insight-led approach will be critical to success.
- Reach and access into the key priority communities with target groups could be improved
- Help Bristolians to change behaviour towards believing they can lead a healthier life involving regular physical activity and that this is sustained
- NHS Care pathways and social prescribing are mechanisms which can support delivery of the strategy
- A whole system approach should be developed further and defined clearly in a Bristol context
- Collaborative working across the public health system must be achieved in order to maximise the positive effects of physical activity on a range of health outcomes
- Collaborative working across other service areas such as community development, crime reduction, social care, education and lifelong learning to maximise the positive effects of physical activity on a range of social outcomes
- Facilities and infrastructure: consideration should be given to accessibility and affordability for priority groups
- Community empowerment should be a core principle, adopting an asset-based approach to improving health outcomes.

Overall, the ambition for the strategy is one that leads all resources towards 'the right action, in the right place, for the right audience and

communicated in the right way using a joined up, whole-system approach’.

The strategy presents objectives and actions that can help Bristol achieve this ambition. Achieving the ambition should, if the strategy is well-governed, monitored and refined on an ongoing basis, lead to the successful achievement of improved health outcomes for Bristol. Through the workshops, the following outcomes for the strategy have been proposed:

Outcome 1: Through physical activity, reduce health inequalities and the Healthy Life Expectancy gap by 10% between the most affluent wards and deprived wards by 2025.

Outcome 2: 50% more people living in wards where there are the greatest levels of socio-economic deprivation, are doing more than 30 minutes physical activity per week by 2025.

Outcome 3: Halt the rise in levels of childhood and adult obesity by 2025.

Outcome 4: Bristol will be the most active Core City in the country, with at least 65% of people in all parts of the city achieving the recommended amount of physical activity by 2025.

These outcomes will be measured using baseline data published by the Joint Strategic Needs Assessment (JSNA) produced on an annual basis by the Bristol Health and Wellbeing Board. More specific measures of the implementation of the action plan will be determined through the next stage of strategy development process.

In order to achieve the strategy outcomes, a set of strategy objectives have been defined which fit into four themed areas: Active People, Active Partnerships, Active Environments and Active Places.

Theme 1: Active People – Proposed Objectives

- 1** To increase physical activity levels amongst all adults but particularly those living in the least active and deprived areas of the city
- 2** To increase physical activity levels amongst all children but particularly those young people living in the least active and deprived areas of the city
- 3** To support schools in developing sport and physical activity opportunities for their school pupils, staff and local communities
- 4** To embed a robust talent development system to ensure children reach their full potential in sport and excel through the talent pathway
- 5** To increase physical activity levels amongst groups of people where inactivity inequalities are the greatest e.g. those with a disability, older people and women and girls
- 6** To adopt a resident-led and insight-led approach to developing, delivering and monitoring the impact of the strategy
- 7** To advocate a greater use of innovation and technology in interventions that are designed to increase physical activity
- 8** To develop new and sustainable local community programmes to get more people to adopt healthier lifestyles
- 9** To facilitate long-term behaviour change by improved marketing of existing physical activity and sport opportunities and a better understanding of the benefits.

Theme 2: Active Partnerships – Proposed Objectives

- 1 Identify the priority strategic partners, networks and trusted community champions required to create robust and impactful partnership working
- 2 To improve the reach and impact of Healthy Living Centres on increasing physical activity through a whole system approach
- 3 To apply a model of distributed leadership across sectors to increase physical activity
- 4 To ensure the voices of priority audiences and individuals are represented across all partnerships
- 5 To tackling inactivity using effective local networks which engage with and empower local people to increase their activity levels
- 6 To work in a coordinated way to ensure schools have equal access to a broad range of physical activity and sport opportunities for their students
- 7 To use relevant role models as a core method of changing attitudes towards physical activity.

Theme 3: Active Environments – Proposed Objectives

- 1 To design and implement a sustainable travel plan for all schools
- 2 To increase physical activity in all parks and open spaces
- 3 To positively influence planning developments to support increased physical activity
- 4 To provide safe places to engage in physical activity e.g. riding bikes for pleasure
- 5 To improve the quality and safety of streets and neighbourhood 'grey spaces' for healthy physical activity and play.

Theme 4: Active Places – Proposed Objectives

- 1 To better connect low socio-economic groups (LSEG) to accessible and affordable facilities
- 2 To maximise use of community assets by all sections of the community
- 3 To ensure leisure facilities are sustainable, efficient and effective at increasing participation by inactive people from the least active areas of the city
- 4 To create active places and active communities through active design to improve infrastructure necessary to enable greater use of existing assets for physical activity.

Each themed area and associated strategic objectives are presented with some example actions in Table 1. The Bristol Sports Forum will be accountable for finalising and agreeing the strategy action plan and will own and oversee the implementation of the strategy.





Active People

To increase physical activity levels amongst all adults but particularly those living in the least active and deprived areas of the city.

- Collate/gather further insight on inactive and less active residents and geographical (ward level) areas where health inequalities exist.
- Identify and agree a set of baseline primary health and physical activity indicators as well as a set of secondary linked indicators for broader social outcomes.

To increase physical activity levels amongst all children and young people but particularly those living in the least active and deprived areas of the city.

- Collate/gather further insight on inactive and less active children and young people and geographical (ward level) areas where health inequalities exist.
- Coordinate interventions and programmes targeted at Children and Young People to ensure equality of opportunity, particularly amongst children with Special Education Needs and Disabilities (SEND).
- Ensure 40% of participants in the Youth Games are from LSEG communities.
- Seek to establish a sports kit 'bank' to support families in reducing costs of clothing, footwear and sports equipment.
- Ensure all partners involved in a primary role to increase physical activity levels, are aware of the Bristol Children's Charter and are committed to its vision, particularly points 3, 5 and 10.

To work in a coordinated way to ensure schools have equal access to a broad range of physical activity and sport opportunities for their students.

- Establish a coordinated approach to use of Primary School Premium.
- Establish best practice guidance to support schools in commissioning quality coaching and sports participation leadership and specifically ensure that there are tailored sessions led by

suitably experienced coaches for SEND pupils.

To develop and embed a robust talent development system to ensure children reach their full potential in sport and excel through the talent pathway.

- Create a talent development working group to identify good practice in the city and develop a framework for a new talent development system.
- Identify key partners such as schools, clubs, Universities and National Governing Bodies of Sport (NGBs) to play a role in the new system.
- Ensure all partners involved in a primary role delivering this new system are aware of the Bristol Children's Charter and are committed to its vision, particularly points 3, 5 and 10.

To increase physical activity levels amongst groups of people where inactivity inequalities are the greatest e.g. those with a disability, older people and women and girls.

- Collate /gather continuous insight on inactive and less active residents (eg where they live) and where specific inequalities exist for certain demographic profiles of residents (eg people with a disability)
- Ensure this insight is used to identify target audiences where resources and interventions should be focused the most.
- Interventions should ensure that facilities are accessible, affordable and address key barriers including both the range of services offers and the provision of specialist support where necessary.

To adopt a resident-led and insight-led approach to developing, delivering and monitoring the impact of the strategy.

- Adopt co-design principles when developing new interventions and ensure this is resident-led.
- Create a monitoring and evaluation framework and consider partnerships with academic institutions to support the delivery of this framework.

To advocate a greater use of innovation and technology in interventions that are designed to increase physical activity.

- Review strengths and opportunities of UK and world-wide exemplars of innovate ways to engage people and create lifelong behaviour change.
- A specific focus of research will be on identifying successful uses of technology to increase physical activity.

To develop new and sustainable local community programmes to encourage more people to adopt healthier lifestyles.

- Utilising insight gathered for objectives 1 and 2, work with trusted community stakeholders and leaders to develop a range of sustainable and affordable community programmes designed by local people.
- Co-ordinate planning of interventions and programmes through the Bristol Sports Forum members on a cyclical basis.
- Produce and deliver a marketing and communications plan for the new strategy that effectively engages people at a local level.

To facilitate long-term behaviour change through improving the marketing of existing physical activity and sport opportunities and ensuring there is strong understanding of the benefits.

- Develop a marketing plan for the strategy which includes the promotion of the new CMO guidelines published in 2019.
- Identify and agree a method of ensuring insight regarding what works and what doesn't work in terms of behaviour change is gathered. Ensure learning through the delivery of the strategy is recorded and used in future planning and design of activity interventions.





Active Partnerships

Identify the priority strategic partners, networks and trusted community champions required to create robust and impactful partnership working.

- Review the strengths of, and areas for improvement for the Bristol Sports Forum as the main agency to govern the adoption and delivery of the strategy. This review leads to the identification of the right governance arrangements for the strategy.
- Undertake a mapping exercise to identify the key partners that can benefit from supporting the delivery of the strategy. This includes strategic partners at policy level and those working more closely with inactive and less active people on the ground. Prioritise working with those that have the most contact with less active residents or at most risk of developing poor health conditions.

To improve the reach and impact of Healthy Living Centres on increasing physical activity through a whole system approach.

- Examine the current successes and areas of improvement for Healthy Living Centres, particularly regarding the connections and methods of engagement with residents. This can be around awareness of the benefits of physical activity and how, through effective behaviour change, it can be built into daily lives.
- Using available insight, identify potential new places where new Healthy Living Centres and associated networks should be explored and established.

To encourage residents to take an active approach in their communities to promote the benefits of physical activity and create opportunities for physical activity.

- Consider models of delivery such as Distributed Leadership, Asset-based Community Development and place-based approaches to designing and delivering affordable and sustainable physical activity programmes.

- Identify and support trusted community champions or individuals who can more effectively engage with hard to reach community groups.

To ensure the voice of priority groups are represented across all partnerships.

- Ensure the future governance arrangements for the SPA Strategy include broad representation from all groups, particularly those target audiences from target locations across the city.
- Through the monitoring and evaluation undertaken annually, ensure that this is a key priority objective and that it has several measurable actions against it.

To tackling inactivity using effective local networks which engage with and empower local people to increase their activity levels.

- Identify good practice examples of community empowerment in the context of increasing physical activity such as the Birmingham Active Wellbeing Project where the use of 'Crowds' (groups of local citizens who want to see positive changes in their community) that feel confident enough to tell their stories and ideas to make their communities healthier and happier places to live.
- Provide support for people who want to set up and deliver sport and physical activity programmes/ clubs etc in their local areas.

To work in a coordinated way to ensure schools have equal access to a broad range of physical activity and sport opportunities for their students.

- Annual planning sessions from key Bristol Sports Forum partners to ensure a coordinated approach to providing school-based opportunities across the city, in particular in deprived areas.

To use relevant role models as a core method of changing attitudes towards physical activity.

- Gather evidence of when the use of role models has been successful and unsuccessful in the public health sector and seek support from Sport England /other agencies regarding types of approaches which have been tested and succeeded in other places.



Active Environments

To design and implement a sustainable travel plan for all schools.

- Identify examples of successful sustainability travel plans already in place at some schools and collate evidence of their impact in order to successfully engage schools in target locations in the city.

To increase physical activity in all parks and open spaces.

- Connect with the Future Parks programme being launched in Bristol following receipt of grant funding from National Trust and National Lottery Heritage Fund.
- Establish a clear vision for each of the different parks and open spaces in terms of their purpose, use and role in providing opportunities to be physically active and supporting the achievement of individual behaviour change.
- Identify key 'Active Partners for Parks' and support the coordination of interventions and programmes at a local level linking with friends and community groups.
- Support capacity building of community groups to take greater ownership of their parks and local interventions and programmes.

To positively influence planning developments to support increased physical activity.

- Liaise with Sport England to identify best practice design principles for confident, active travel and communicate this to strategic leaders, planners and developers.

To provide safer places to ride bikes for pleasure.

- Increase awareness, through a marketing campaign, of the top 5 safe cycling routes for residents to ride their bikes for pleasure.

To improve the quality and safety of streets and neighbourhood 'grey spaces' for healthy physical activity and play.

- In target locations where activity is lowest, identify opportunities where streets and grey spaces could be better utilised for physical activity.
- Explore and test the use of initiatives such as doorstep sports and free bootcamp activities in local streets.



Active Places

To better connect low socio-economic groups (LSEG) to accessible and affordable facilities.

- Ensure that all facility providers in the city and particularly those delivering activities from facilities in priority areas, are on board with the strategy.
- Facility providers involved in co-designing interventions which could be delivered from their facilities targeting these groups.
- Encourage all facility providers to make use of and increase their awareness of the barriers to inactivity which exist for low socio-economic groups through sharing knowledge collated by Sport England and published in their insight packs.

To maximise use of community assets, particularly in target locations by target audiences.

- Identify key community assets which exist in target geographical locations through an asset-mapping exercise.
- Identify ways which these assets could be improved (access, programming, awareness etc.) to be better utilised for physical activity.

To ensure leisure facilities are sustainable, efficient and effective at increasing participation by inactive people in the least active areas of the city.

- Through the city council's leisure management contracts, maximise the opportunity to improve leisure centres as a core place where inactive people go to start building more exercise into their daily lives.

To create active places and active communities through active design.

- Invite Sport England to run a briefing session to the Sports Forum and Themed Groups relating to active design principles and examples of where this has worked well elsewhere in increasing physical activity.
- Ensure this briefing session is supplemented by regular working group sessions to help collate a base of evidence of the impact of active design on increasing physical activity in Bristol.

To use relevant role models as a core method of changing attitudes towards physical activity.

- Gather evidence of when the use of role models has been successful and unsuccessful in the public health sector and seek support from Sport England/other agencies regarding types of approaches which have been tested and succeeded in other places.





Appendix A

Data, insight and strategic context

UK Chief Medical Officer's (CMO) Physical Activity Guidelines – update September 2019

For good physical and mental health, adults (19 to 64 years) should aim to be physically active every day. Adults should aim to minimise the amount of time spent being sedentary, and when physically possible should break up long periods of inactivity with at least light physical activity. Adults should do activities to develop or maintain strength in the major muscle groups. Each week, adults should accumulate at least:

- 150 minutes (2 1/2 hours) of moderate intensity activity (such as brisk walking or cycling)
- 75 minutes of vigorous intensity activity (such as running)
- even shorter durations of very vigorous intensity activity (such as sprinting or stair climbing)
- or a combination of moderate, vigorous and very vigorous intensity activity.

Children and young people (5–18 years) should engage in moderate-to-vigorous intensity physical activity for an average of at least 60 minutes per day across the week. This can include all forms of activity such as physical education, active travel, after-school activities, play and sports. Children and young people should engage in a variety of types and intensities of physical activity across the week to develop movement skills, muscular fitness, and bone strength. Children and young people should aim to minimise the amount of time spent being sedentary, and when physically possible should break up long periods of not moving with at least light physical activity.

Older adults (over 65 years) should participate in daily physical activity to gain health benefits, including maintenance of good physical and mental health, wellbeing, and social functioning. Some physical activity is better than none: even light activity brings some health benefits compared to being sedentary, while more daily physical activity provides greater health and social benefits.

Older adults should maintain or improve their physical function by undertaking activities aimed at improving or maintaining muscle strength, balance and flexibility on at least two days a week. Each week older adults should aim to accumulate 150 minutes (two and a half hours) of moderate intensity aerobic activity, building up gradually from current levels. Older adults should break up prolonged periods of being sedentary with light activity when physically possible, or at least with standing, as this has distinct health benefits for older people.

The new guidance also publishes the first-time recommendations for pregnant women and people with a disability:

- People with a disability – should try to undertake strength and balance exercise on two days a week as well as 150 minutes each week of moderate intensity activity
- Pregnant women – should try to do muscle-strengthening activities twice a week and undertake 150 minutes each week of moderate intensity activity.

Sport England Active Lives Survey 2017–2018

The annual survey of activity levels amongst adults over 16 helps National and Local Governments track the impact of their policies and interventions on helping people to be more active. The surveys also provide useful insight into the types of people and geographic locations where inactivity tends to be highest on a consistent basis. The latest report released in April 2019 for the period of November 2017 to November 2018 indicates the following consistent inequalities relating to regular participation in sport and physical activity:

- 25% of the population in England are inactive (not meeting any of the CMO's recommendations for physical activity)
- Men (65% or 14.2m) are more likely to be active than women (61% or 13.9m)

- Those in routine/semi-routine jobs and those who are long term unemployed or have never worked (NS-SEC 6–8), are the most likely to be inactive (33%)
- Inactivity levels generally increase with age, but the sharpest increase comes at ages 75–84 (to 47%) and age 85+ (to 70%)
- Inactivity is more common for disabled people or those with a long-term health condition* (42%) than those without (21%). Furthermore, it increases sharply as the number of impairments an individual has increases – 51% of those with three or more impairments are inactive
- Activity levels are highest for mixed race (72%) and ‘white other’ adults (67%), and lowest for South Asian (56%), other (56%) and black (57%) adults.

The Bristol Physical Activity Needs Assessment 2019

The Physical Activity Needs Assessment was undertaken by Bristol City Council Public Health Officers. The international, national and local policy context was considered, and quantitative data was analysed from sources such as the local Quality of Life survey, the Active Lives survey (Sport England 2018) and Joint Strategic Needs Assessment (JSNA) data profile. This intelligence was combined and analysed to offer an overview of physical activity in Bristol and recommendations for improvements.

Bristol’s population is increasing at a higher rate than other similar UK cities and there are many things that set Bristol apart and make it a place where an increasing number of people want to live, work and study. The city is home to a unique mix of cultures with at least 91 different languages spoken. It can also be a city of contrasts where some of the most affluent areas border some of the most deprived. New challenges are emerging such as travel congestion, environmental pollution and increasing house prices.

Deprivation in Bristol

The Indices of Deprivation 2015 combine several indicators covering a range of economic, social, environmental and housing issues, into a deprivation score for each small area (called lower-layer super output areas) in England. The Ministry of Housing, Communities and Local Government will publish new 2019 English Indices of Deprivation by the end of October 2019. Figure 1 illustrates the results of the 2015 Indices for Bristol.

Figure 1: Index of Multiple Deprivation 2015

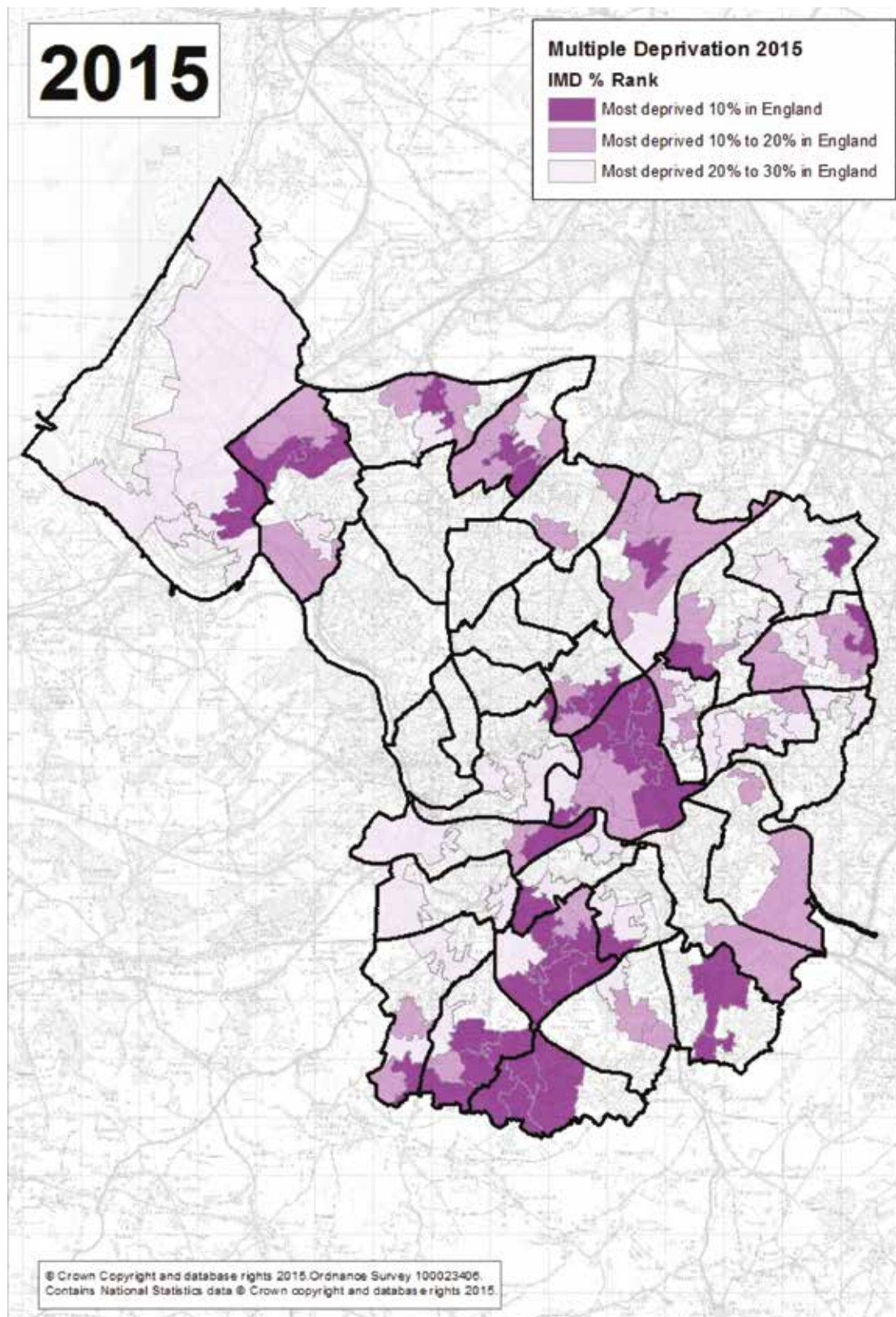


Figure 1 shows the areas of highest multiple deprivation. These areas are shown in the darkest colour on this map and correspond to areas within 17 wards: Ashley, Avonmouth and Lawrence Weston, Central, Filwood, Frome Vale, Hartcliffe and Withywood, Hengrove and Whitchurch Park, Hillfields, Knowle, Lawrence Hill, Lockleaze, Southmead, Southville, Stockwood, Windmill Hill.

Inactivity in Bristol

The following data on physical activity is taken from the following sources:

- Sport England Active Lives Survey 2017/18
- BCC's Quality of Life survey 2018/19.

Figure 2 shows Active Lives data for the percentage of inactive respondents in Bristol compared to those across England and the trend over the last few years. This data suggests that levels of inactivity compare favourably to national levels with Bristol consistently showing lower percentages of inactive respondents. However, inequalities exist across Bristol populations and examples of data which show this follow.

Figure 2: Percentage of inactive adults (aged 19+), Bristol vs England 2017/18

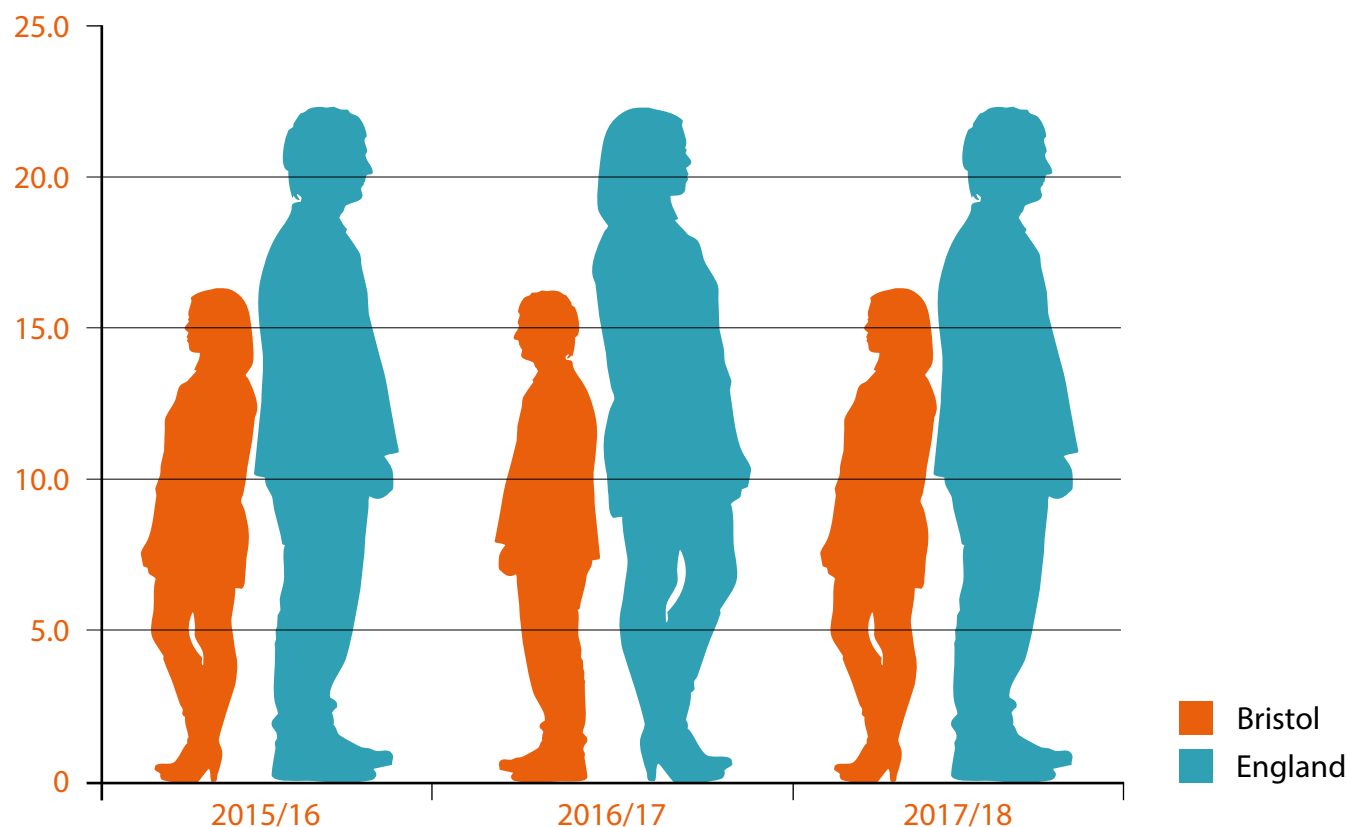


Figure 3: Percentage of inactive adults aged 16+ 2017/18

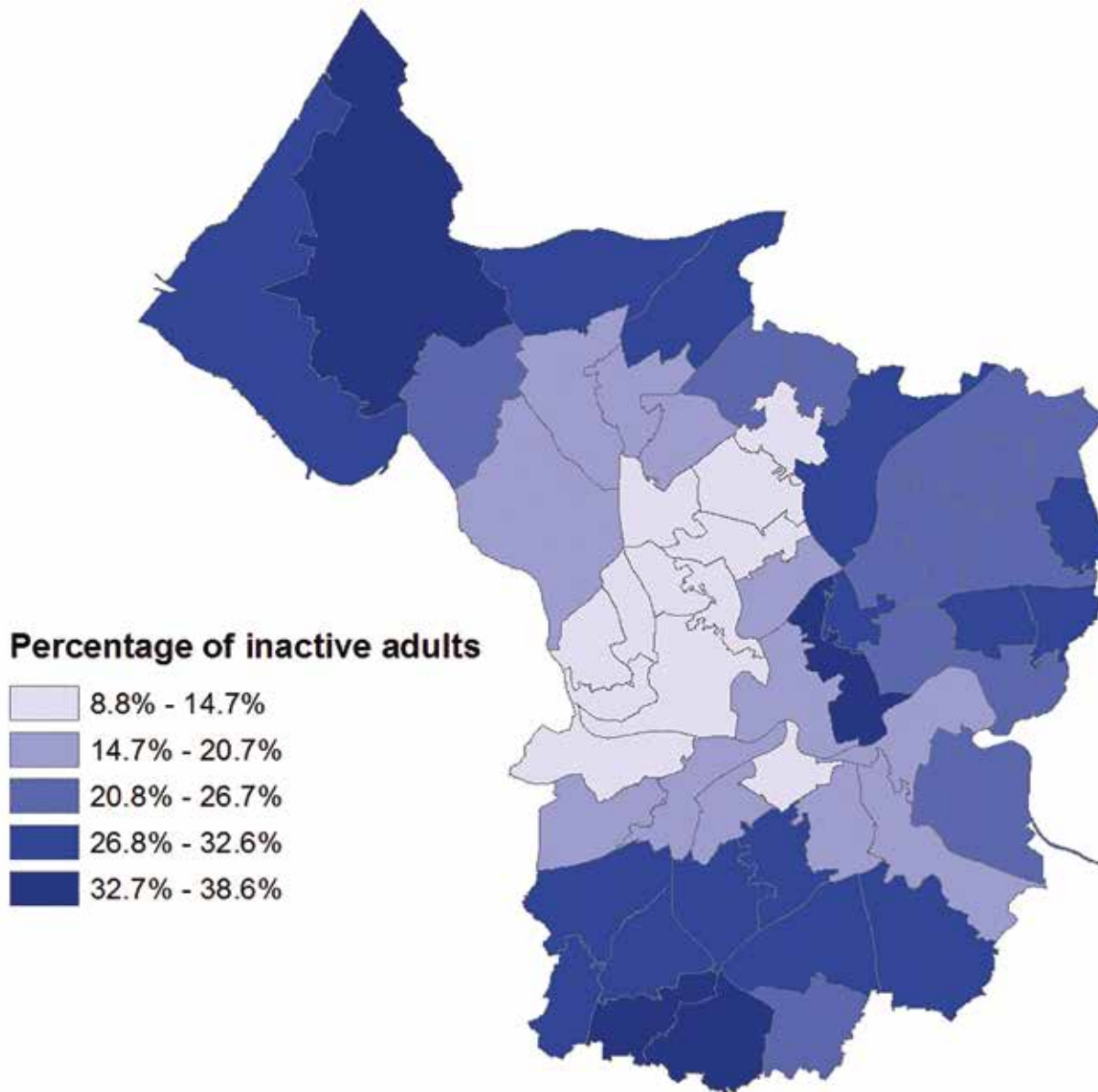
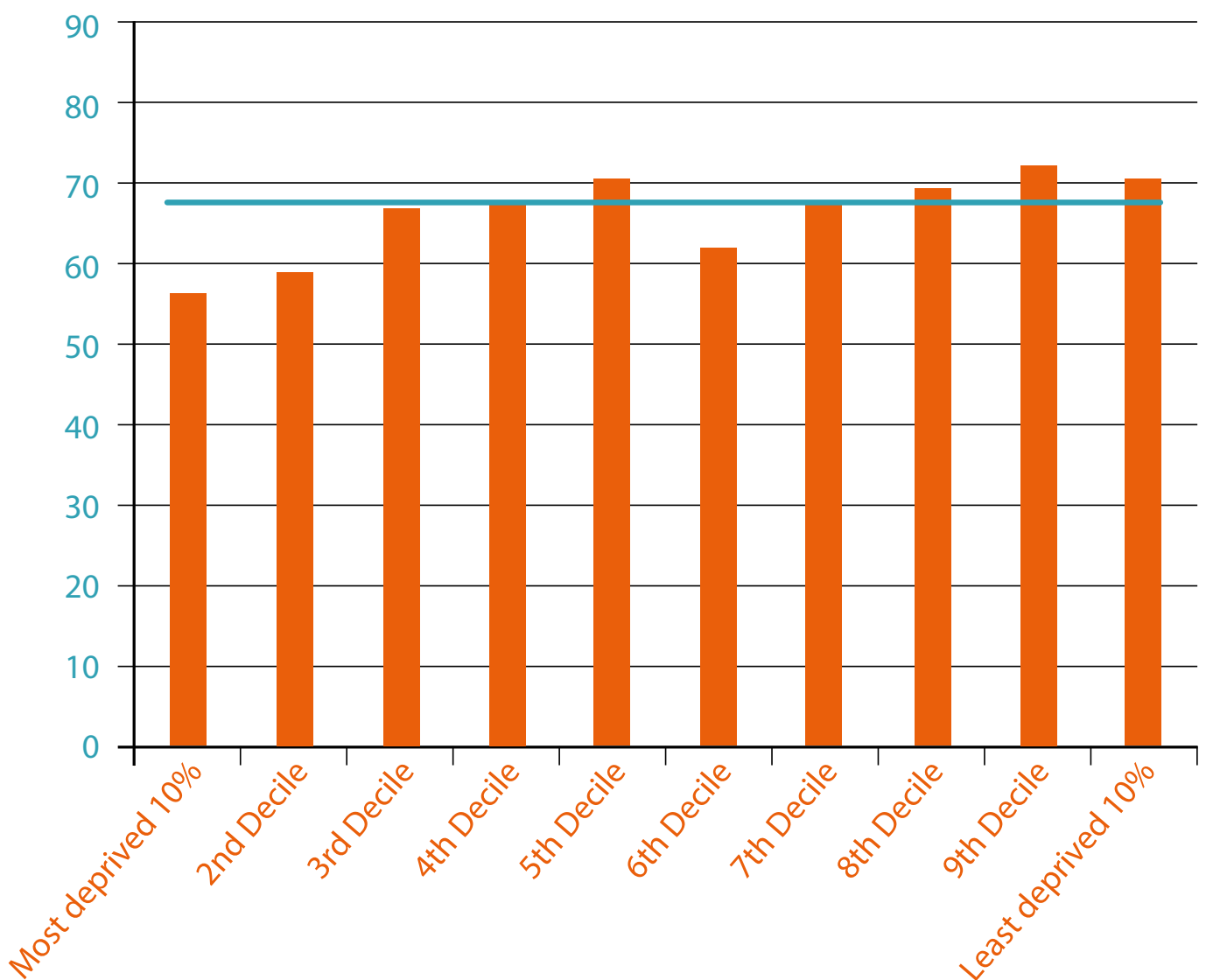


Figure 3 shows the areas which have the highest percentage of inactivity reported by respondents at Medium Super Output Area (MSOA) as surveyed through Sport England Active Lives. There is noticeable correspondence with the areas of highest deprivation in Bristol.

Data gathered through the local Quality of Life survey also shows this correlation between those in the most deprived 10% and lower levels of activity. The following graph in Figure 4 shows the percentage of respondents who reported they “do enough exercise” (and meet CMO

recommendations) with the Bristol average expressed as a dark line. The Bristol average from this data source is 66.1% with the percentage for those living in the most deprived areas significantly lower at 56.4%.

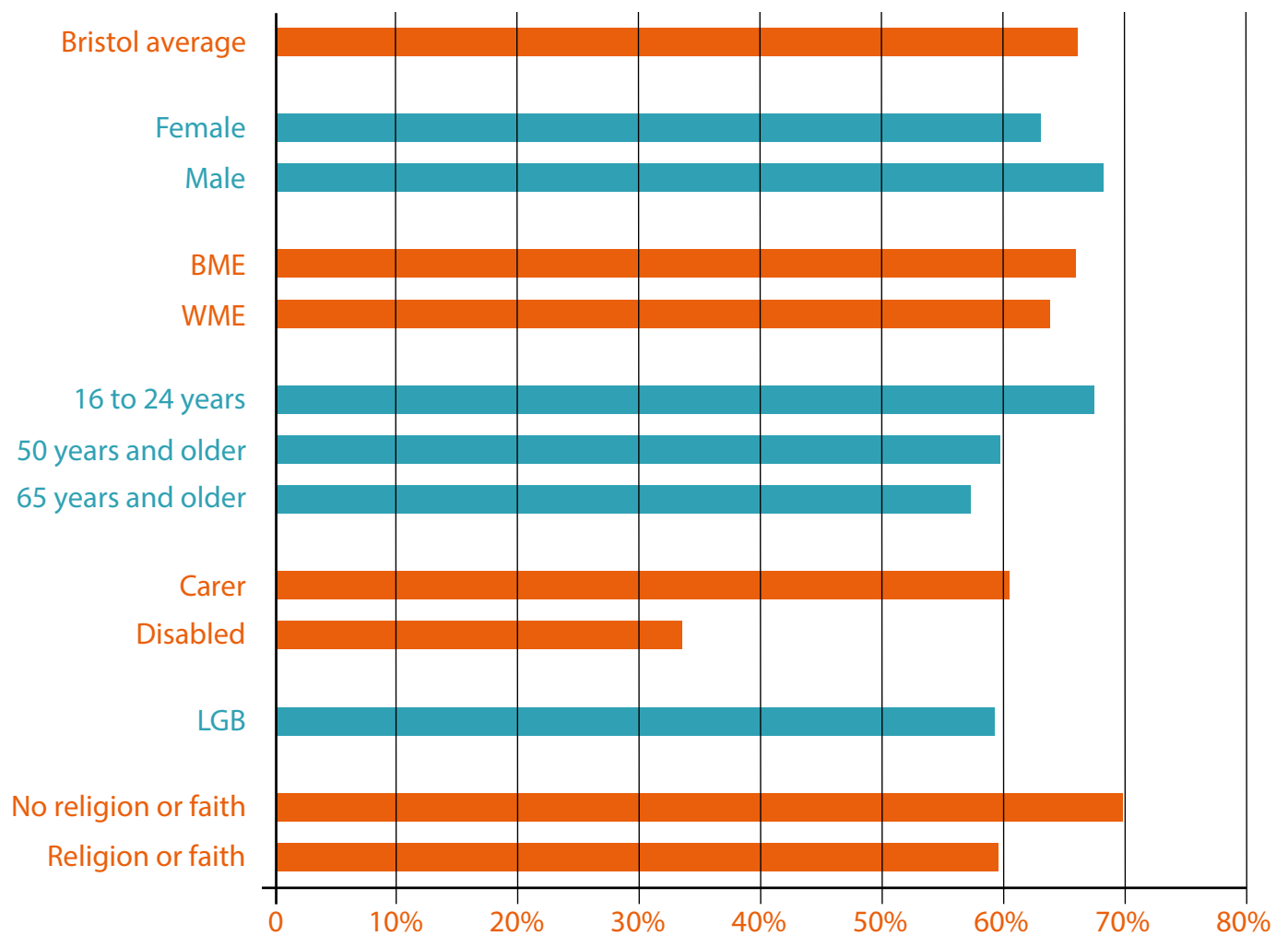
Figure 4: Quality of Life Bristol 2018/19 – Percentage of respondents who do enough regular exercise each week by deprivation decile



Further analysis of data from the Quality of Life survey reveals more variations of inactivity depending on whether you are male or female,

from BME communities, how old you are and other factors as shown below in Figure 5.

Figure 5: Percentage of respondents who do enough regular exercise each week by minority group



Conclusions of the Physical Activity Needs Assessment 2019

The data collated by the Needs Assessment suggests that many adults in Bristol are meeting the CMO guidelines and will be gaining the associated health benefits. **However, there are high levels of inactivity for people living in areas of deprivation and for some demographic groups.** Consequently, the many health benefits of physical activity are being disproportionately enjoyed more by those who already enjoy better health and thus adding to the gap in health inequalities in Bristol.

Target populations in Bristol have therefore been identified as:

- **Disabled Adults** – the data suggests that Disabled adults in Bristol are far less likely to report they engage in physical activity than the Bristol average including cycling or walking to work.
- **Older Adults** – national and local data suggests that physical activity levels are lower amongst older adults.
- **Women and Girls** – data across most activities suggested lower percentages of women and girls engaging in physical activity compared to men and boys.
- **Those living in the most deprived areas** – local data suggests that those living in the most deprived areas were less likely to report they do enough exercise, play sport once a week or cycle to work.

The Needs Assessment Report also highlights 12 areas of focus to be addressed in the Sport and Physical Activity Strategy:

- Active transport
- Campaigns and resources
- Children and young people
- Community empowerment
- Data and insight
- Families
- Facilities
- Leadership
- Policy and strategy
- Professional partnerships
- Research and guidance
- Technology.

This strategy has been written by The Sport, Leisure and Culture Consultancy (SLC). SLC was established in 2009 and advises organisations by developing effective strategies, planning sustainable facilities and procuring successful operational partnerships.

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 03 March 2020

TITLE	Refugee & Asylum Seeker Inclusion Strategy		
Ward(s)	<i>All Wards</i>		
Author:	David Barclay & Forward Maisokwadzo	Job title:	Mayor’s Advisors on Inclusion
Cabinet lead:	Asher Craig	Executive Director lead:	Mike Jackson
Proposal origin: <i>Mayor</i>			
Decision maker: Cabinet Member			
Decision forum: <i>Cabinet</i>			
Purpose of Report:			
<ol style="list-style-type: none"> 1. To approve the contents of the BCC Refugee & Asylum Seeker Strategy, which seeks to improve the interactions that refugees and asylum seekers have with different service areas of the Council 2. To note the resource requirements and the implications for the 2020-21 Budget 			
Evidence Base:			
<ol style="list-style-type: none"> 1. Refugees and asylum seekers face a range of challenges in Bristol, as detailed in the Needs Assessment undertaken in 2017 2. In response to this Needs Assessment, a ‘Welcoming Asylum Seekers and Refugees Strategy’ was drafted in 2017, but never finalised or implemented. 3. The Mayor and Deputy Mayor for Communities therefore instructed the Mayor’s Advisors on Inclusion to refresh the draft strategy in consultation with BCC colleagues and bring it to Cabinet for approval. 4. Refugees and asylum seekers are currently interacting with a variety of different service areas of the Council, but there is no mechanism for joined-up thinking or working to ensure that these interactions are as positive as possible 5. There have been several high-profile incidents involving refugees and asylum seekers in the city in the last few years, which highlighted areas where the Council’s practice was deficient. It is therefore imperative that we do all we can to improve our service offer for this vulnerable group, and that we do so in a transparent fashion. 6. The Refugee and Asylum Seeker Strategy sets out a range of practical actions which would improve the Council’s practices in a realistic and achievable manner. It will be delivered by a Working Group Chaired by the Mayor’s Advisor on Inclusion. 			
Cabinet Member / Officer Recommendations: <i>Cabinet are recommended to:</i>			
<ol style="list-style-type: none"> 1. Approve the Refugee and Asylum Seeker Inclusion Strategy 			
Corporate Strategy alignment:			
<ol style="list-style-type: none"> 1. The Refugee and Asylum Seeker strategy directly feeds into the Corporate Strategy vision to drive a “city of hope and aspiration where everyone can share in its success”. It touches on all 4 of the Strategy’s main themes (Empowering and Caring, Fair and Inclusive, Well Connected and Wellbeing). The Refugee and Asylum Seeker strategy also lives up to our designation as a City of Sanctuary which is specifically referenced in the Corporate Strategy. 			
City Benefits:			
<ol style="list-style-type: none"> 1. Implementing the Refugee and Asylum Seeker Strategy would have a wide range of benefits, of which the following are just a few examples. 2. Bristol City Council decision making and leadership becoming more inclusive of the voice of refugees and 			

- asylum seekers
3. Bristol City Council decision making and leadership becoming more inclusive of the voice of refugees and asylum seekers
 4. Wider city strategic plans and initiatives becoming more inclusive of the voice of refugees and asylum seekers
 5. Increasing awareness and expertise amongst BCC staff
 6. Decreasing hate crime and community tension
 7. Increasing access to affordable and sustainable housing solutions
 8. Increasing educational and employment outcomes for refugees and asylum seekers
 9. Increasing access to public services including healthcare
 10. Increasing social integration in the city

Consultation Details:

1. A wide range of individuals from across the Council were consulted in the initial draft stage
2. Draft versions of the Strategy were then discussed at People, Resources and Growth & Regeneration EDMs, as well as at a Housing & Landlords Service Leadership meeting, and at the Bristol Refugee Forum.
3. The original Needs Assessment and draft Strategy involved extensive consultation with the VCS and others in Bristol, as well as BCC staff.
4. The Strategy was welcomed by the Mayor and Cabinet under 'Mayor's Business' at the Cabinet Meeting of October 1st 2019.

Background Documents:

1. Refugee and Asylum Seeker Needs Assessment
2. Refugee & Asylum Seeker Inclusion Strategy
3. Refugee & Asylum Seeker Inclusion Strategy Resource Requirements Appendix

Revenue Cost	£15k	Source of Revenue Funding	General Fund Division 37 Housing and Landlord Services Budget
Capital Cost	£-	Source of Capital Funding	N/A
One off cost <input checked="" type="checkbox"/> Ongoing cost <input type="checkbox"/>		Saving Proposal <input type="checkbox"/> Income generation proposal <input type="checkbox"/>	

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

1. Finance Advice:

This report requests approval of BCC's Refugee & Asylum Seeker Strategy. Necessary actions, existing and proposed ways of working are outlined in Appendix A. Associated costs will be covered within current budgets. There will be £15k of new costs linked to the preparation of a report assessing the housing needs of refugees and asylum seekers. These new costs will be met from Housing's General Fund budget.

Finance Business Partner: Jemma Prince 12/2/20

2. Legal Advice:

There do not appear to be any legal implications arising from the actions proposed within the strategy. There are a number of areas in which the position in relation to the action outlined in the strategy remains 'to be assessed' and further legal advice will be provided as/when required in this regard.

Legal Team Leader: Husinara Jones, 4/2/20

3. Implications on IT:

IT Services do not see any direct impacts on our services as a result of this initiative. However, we will continue to champion technical solutions which promote inclusion and reduce barriers for those who do not have English as a first language both internally and via our citizen engagement platforms. We fully support this work.

IT Team Leader: Simon Oliver, 15/8/19

4. HR Advice:

The report is proposing to establish an Officers Group to take the Refugee and Asylum Seeker Inclusion Strategy

forward. This will not have any significant HR implications for Bristol City Council employees		
HR Partner: Lorna Laing, 29/8/19		
PR officer: John Smith, 23/8/19		
EDM Sign-off	Resources EDM	8 th January 2020
Cabinet Member sign-off	Cllr Craig CMB	23 rd January 2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	3 rd February 2020

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



Bristol City Council
**Refugee and Asylum Seeker
Inclusion Strategy**
2020

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Foreword

On the wall in the entrance lobby of City Hall hangs a plaque celebrating Bristol's status as a City of Sanctuary. We walk past this plaque every day, and it fills us with pride to lead and serve a city which prizes its ability to offer welcome and hospitality to those fleeing persecution and conflict around the globe. But it also stands as a challenge to Bristol City Council, to be proactive and vigilant in making this status real and tangible for asylum seekers and refugees in our city.

This strategy sets out how we will live up to this challenge. Refugees and asylum seekers often arrive in Bristol following traumatic experiences in their countries of origin and on their journeys to the UK. We want to ensure that these individuals are supported to rebuild their lives and make a full contribution to Bristol. We believe that the skills, experience and resilience of refugees and asylum seekers are powerful assets for our city and that their inclusion will enhance our communities. This strategy therefore sets out how the Council will do its utmost not just to meet the basic needs of asylum seekers and refugees, but also to support their full economic and social inclusion for the benefit of us all.

The experiences of those seeking sanctuary in Bristol are often shaped as much by national and international rules as they are by local policies and initiatives. Whilst we are rarely able to control these wider structures, we must play our part alongside others in seeking to shape and improve them, and this strategy also sets out our ambitions in this regard.

Working for the inclusion of asylum seekers and refugees is not the job of any one team in the Council on their own, and cannot happen in isolation from our wider efforts to lead and shape an inclusive city. That's why this strategy establishes a cross-departmental working group to share expertise and best practice from every area of the Council, and why this document has been designed to integrate with our Equality and Inclusion Strategy and the One City Plan.

We'd like to thank everyone who has been involved in the shaping of this strategy, which is the work of many hands over a long period of time. It has had input from many different elected officials and Council staff, as well as from our partner organisations across the city. Crucially, it has also been shaped by those within the Council and outside who have lived experience of coming to the UK as asylum seekers and refugees. This document has grown out of strong partnership working, and we are confident that this same spirit of collaboration will guide its implementation. For it is only by working together that we can uphold and pass on the mantle of being a true City of Sanctuary.



Marvin Rees
Mayor of Bristol



Councillor Asher Craig
Deputy Mayor of Bristol

Dedication

This strategy is dedicated to Lorraine Ayensu, who led Bristol City Council's strategic efforts with regards to refugees and asylum seekers for many years, and who passed away tragically in 2012. Her memory inspires our efforts.

Purpose

In 2010 Bristol City Council was officially recognised as a City of Sanctuary¹. There is much great work going on to co-ordinate activities supporting and empowering refugees and asylum seekers in the city, particularly through City of Sanctuary and the Bristol Refugee Forum, which bring together the numerous voluntary and community sector organisations providing services or campaigning in the field. More recently, Inclusive Cities and the One City Approach have added an additional dimension through the involvement of other stakeholders².

This strategy does not seek to duplicate or add to those cross-city, multi-stakeholder efforts.

Instead, its purpose is to ensure that the City Council fully inhabits its role in leading a City of Sanctuary, by systematically and strategically considering how it can support refugee and asylum seeker inclusion across all of its service areas and activities. It also provides a platform for increasing strategic coherence across the corporate body on refugee and asylum seeker issues.

Overall Objectives

A Local Authority on its own cannot guarantee that someone seeking sanctuary will be able to thrive in their new community. But we do have a corporate vision to “play a leading role in driving a city of hope and aspiration where everyone can share in its success”³. Making that real for refugees and asylum seekers requires the Council to play a number

of key roles, which together form the overall objectives that we will seek to achieve through the implementation of this strategy. The level and nature of support that the Council can provide to people is often dependent on their legal status. The definitions attached in the Appendix provide more information on the different statuses covered in this strategy.

1. <https://cityofsanctuary.org/2010/11/13/bristol-city-of-sanctuary>

2. See <https://www.compas.ox.ac.uk/project/inclusive-cities/> and <https://www.bristolonecity.com>

3. <https://www.bristol.gov.uk/documents/20182/33620/Bristol+City+Council+Corporate+Strategy+2018+to+2023.pdf/3e7d7377-ed1f-5d67-c6ab-af49b7159a5e>

1) Meeting Basic Needs

Asylum seekers and refugees are often some of the most vulnerable people in our community, and can have a range of different and complex needs⁴. Primary amongst these are housing, education, safety and health-care. In seeking to meet these needs the Council is of course bound by restrictions of funding and also by national laws and regulations, many of which are profoundly flawed. Nonetheless, in living out our Corporate Strategy themes of ‘empowering and caring’ and ‘wellbeing’ we should be constantly striving for excellence and best practice in our service delivery and partnership working, seeking to uphold the dignity and worth of every asylum seeker and refugee in the city. The tragic deaths of Kamil Ahmad and Bijan Ebrahimi⁵ give us an added determination to continually review and improve our practices across the organisation.

2) Promoting Economic Inclusion

This strategy is underpinned by the fundamental belief that refugees and asylum seekers are assets to the city, and catalysts of our future growth and success⁶. These groups are often viewed through the lens of the trauma and suffering they have endured in their home countries and on their journeys to Bristol, but we must never lose sight of the fact that refugees and asylum seekers also bring with them a range

of skills, talent, enterprise, and a desire to contribute to their new home. The Council has a key role then, in partnership with others, to break down the barriers that asylum seekers and refugees face in integration into the local labour market and applying their skills and experiences effectively in their new context.

3) Promoting Social Integration

As well as being assets to our economy, asylum seekers and refugees bring with them huge cultural diversity which enriches our society. However, they often face particular barriers to engagement either due to the trauma that led to their seeking sanctuary or due to the dehumanising experience of applying for asylum in the UK. Of course the Local Authority cannot ‘deliver’ social integration for asylum seekers and refugees, but through enacting our Corporate Strategy theme of creating a ‘well connected’ city we can work in partnership with others to help asylum seekers and refugees find opportunities to build relationships and engage positively in the life of their new communities.

4) Building Bristol as a Safe Haven

UNHCR estimates that there are now over 70 million forcibly displaced people around the world⁷. Bristol must play its part in welcoming its fair share of the world’s most vulnerable people, and the Local Authority can lead the way

4. See Refugee & Asylum Seeker Needs Assessment <https://democracy.bristol.gov.uk/documents/s16872/02%20Refugee%20and%20Asylum%20seekers%20Needs%20Assessment%20v4.pdf>

5. See <https://bristolsafeguarding.org/adults/safeguarding-adult-reviews/bristol-sars/kamil-ahmad-and-mr-x-june-2018/> and <https://www.bristol.gov.uk/documents/20182/35136/Multi-agency+learning+review+following+the+murder+of+Bijan+Ebrahimi>

6. This view is based on a raft of empirical evidence. For example, see <https://advances.sciencemag.org/content/4/6/eaq0883>, <https://www.rescue.org/sites/default/files/document/3987/reportrescueworksunlockingrefugeewomenspotential.pdf> and <https://www.centreforentrepreneurs.org/cfe-research/starting-afresh-how-entrepreneurship-is-transforming-the-lives-of-resettled-refugees/>

7. <https://www.unhcr.org/uk/news/stories/2019/6/5d08b6614/global-forced-displacement-tops-70-million.html>



in this. This means setting ambitious targets for our engagement with various resettlement programmes, as well as taking a strategic view on how best to welcome and support those claiming asylum after arrival in the UK. It also involves seeking to ensure that there is adequate legal support for those seeking to regularise their status.

5) Influencing the System

An individual's experience of Bristol is the result of multiple decisions and processes across a large number of organisations and systems. The Local Authority can play a proactive role in

engaging with key stakeholders across the city to ensure that the issues affecting asylum seekers and refugees are raised and addressed. It can also create opportunities for asylum seekers and refugees to have their voices heard, empowering them to make changes to the systems that affect them. In doing so, however, we also must recognise that we operate in a deeply hostile and flawed national and international policy environment for asylum seekers and refugees. Bristol City Council must therefore also work proactively to influence national and international decisions on these issues.

Taking the Strategy Forward

Whilst some of the above goals can be progressed within individual service areas of the Council, many of them require collaborative efforts across different departments and directorates. In order to make this strategy come to life, therefore, the Mayor's Office proposes to convene a Working Group made up of key representatives from various departments across the Council (including people with lived experience). The Working Group will be Chaired by the Mayor's Advisor on Inclusion, and will have the following key tasks:

- Assessing progress against the action plan and taking the necessary steps to move it forward
- Inviting and encouraging all Council Service Areas to consider how they could contribute to greater inclusion of refugees and asylum seekers

- Ensuring the views and priorities of asylum seekers and refugees are reflected in all Council policies and strategies
- Updating the action plan on a regular basis
- Communicating the contents of this strategy both internally and externally, and updating people on progress wherever relevant
- Ensuring that the Group's membership is sufficiently diverse and representative

One of the first tasks of the Working Group will be to establish baseline data and metrics across Council Service Areas which can then be built up over time to assess progress towards the overall objectives. The Working Group will also have the task of establishing the resourcing requirements for all new activities within the Action Plan.

Action Plan

The following Action Plan is an iterative list rather than a fixed one. That means it will evolve and develop over time, in response to ongoing feedback and as new opportunities or challenges arise. In order to ensure transparency and accountability, we will publish an Annual Review of progress against the Plan. At the same time we will also publish a new iteration of the Plan for the next year.



Meeting Basic Needs

Action	Who?	Output/ measurement	Ongoing or new activity?
Ensure plans to specifically address hate crime against asylum seekers and refugees are incorporated in our work to create a safer city.	Public Health	Lessons learned from hate crime against asylum seekers and refugees are acted on and evidence of how they have been acted on is gathered	Ongoing
Ensure that the needs of refugees and asylum seekers are adequately addressed within Public Health commissioned services and programmes.	Public Health	N/A	Ongoing
Incorporate the needs of refugees and asylum seekers into the Local Housing Strategy Implementation Plans and into the Homelessness Prevention Strategy.	Housing & Landlord Services	N/A	Ongoing
Conduct a housing needs assessment exercise in relation to asylum seekers and refugees.	Housing & Landlord Services	Housing needs assessment report	New
Work with providers of night shelter accommodation in the City to monitor numbers of refugee and asylum seeking individuals and families in emergency and homelessness provision and, if necessary, assess opportunities to create additional spaces.	Housing & Landlord Services	Number of refugees and asylum seekers in emergency housing/ hostels and street homeless	New

Action	Who?	Output/ measurement	Ongoing or new activity?
Support the development of joint protocols between Housing and the Asylum Team, ensuring a smooth transition into Housing Services when people change their legal status.	Housing & Landlord Services, Asylum Team	Joint Protocol Document	Ongoing
Work with the Race Equality in Education Group and HOPE Virtual School to explore opportunities to raise educational attainment and improve progress for refugees and asylum seekers.	Education and Skills (Education Partnership)	To be assessed by Education and Skills	New
Explore and develop the use of the FLASH academy app for UAS young people.	Education & Skills (Inclusive City)	App feedback	New
Work with Teaching Schools to support the development and sharing of best practice for EAL teaching	Education & Skills (Inclusive City)	To be assessed by Education and Skills	New
Ensure that those working in Social Care for the Council receive appropriate training on issues related to refugees and asylum seekers	Children & Families Services, Adult Social Care, Workforce and Change	Number of training/professional development opportunities, and take-up of these opportunities	Ongoing
Establish a Task Group to assess and improve the experience of disabled asylum seekers in the city	Adult Social Care	To be assessed	Ongoing
Ensure that all relevant actions are taken following Reviews of incidents involving refugees and asylum seekers, including those related to Bijan Ibrahim and Khamil Ahmed	Collective Responsibility	Actions taken following Reviews	Ongoing

Promoting Economic Inclusion

Action	Who?	Output/ measurement	Ongoing or new activity?
Support and encourage refugees and asylum seekers into paid roles in the City Council, including apprenticeships.	Workforce & Change, Education & Skills (Apprenticeship Service)	Number of people from a refugee background working in Bristol City Council	Ongoing
Ensure that Bristol City Council models good practice in the recruitment, employment, development and retention of refugees in its workforce and to influence its contractors to do the same.	Workforce & Change	Staff satisfaction survey results	Ongoing
Ensure that BCC-run Job Fairs are accessible for refugees, and to monitor their outcomes	Education and Skills (Employment Support)	Number of people with refugee background accessing Job Fairs and gaining employment	Ongoing
Ensure that the needs of refugees are embedded in the work of the Apprenticeships Diversity Hub	Education and Skills (Apprenticeship Service)	Number of people with refugee background taking up apprenticeships	Ongoing
Ensure that refugees and asylum seekers are included in the Council's work on economic inclusion, and in the work of the City Office and City Funds.	Economic Development, Mayor's Office	Number of projects promoting economic inclusion of refugees and asylum seekers, and outcomes of these projects	Ongoing

Promoting Social Integration

Action	Who?	Output/ measurement	Ongoing or new activity?
Encourage refugees and asylum seekers to take part in democratic processes.	Legal & Democratic Services	To be assessed by Legal & Democratic Services	Ongoing
Develop a toolkit and action plan to encourage volunteering, particularly amongst young refugees and asylum seekers	Children & Families Services	To be assessed	Ongoing
Work with the University of Bristol and partners on the Everyday Integration research project, leading to the development of an Integration Strategy for Bristol	Community Development, Economic Development, Mayors Office	Integration Strategy, public workshops, briefing papers	New
Work with partners to ensure that the ESOL website and common assessment process is developed and maintained	Education and Skills (Community Learning Team)	ESOL website and common assessment tool	Ongoing
Work with WECA (West of England Combined Authority) and the SW Councils to develop an ESOL strategy for the region that meets the needs of refugees and asylum seekers	Education and Skills (Community Learning Team)	ESOL strategy	Ongoing
Ensure the inclusion of refugees and asylum seekers in the Council's work on libraries, culture and the arts	Bristol Culture	To be assessed by Bristol Culture	Ongoing
Support the development of the Schools of Sanctuary initiative	Collective responsibility	Number of Schools of Sanctuary, levels of engagement from existing Schools of Sanctuary	Ongoing



Building Bristol as a Safe Haven

Action	Who?	Output/ measurement	Ongoing or new activity?
Work with stakeholders to seek a strategic approach to the numbers, location and integration of asylum seekers and refugees dispersed in the City through Home Office provided accommodation	Mayor's Office, Housing	N/A	New
Monitor the volume and levels of immigration and asylum advice needed in the city, and work to address gaps	Neighbourhoods & Communities Services	To be assessed by Neighbourhoods & Communities Services	Ongoing
Assess opportunities to better support Unaccompanied Asylum Seeking Children in terms of their legal status	Children and Families Services	N/A	New
Take every possible action to fulfil our commitments to resettle unaccompanied asylum seeking children (e.g. through the Dubs scheme)	Children and Families Services	Number of children resettled in Bristol through the Dubs scheme	Ongoing
Resettle 100 families from the Home Office Vulnerable Person's Resettlement scheme and vulnerable children's resettlement scheme by April 2020	Adult Social Care	Number of families resettled	Ongoing
Support and encourage community groups to sponsor refugees through the Community Sponsorship programme	Mayor's Office	Number of sponsor groups and families resettled through community sponsorship	Ongoing
Work with stakeholders to develop a more strategic approach to supporting people during the 'move-on' period immediately after they receive refugee status	Housing, Asylum Team, Mayor's Office	Number of people presenting as homeless/needing emergency accommodation at the end of their move- on period	New

Influencing the System

Action	Who?	Output/ measurement	Ongoing or new activity?
Lead the Inclusive Cities project in Bristol, convening key stakeholders in the city to make progress on the inclusion of newcomers	Mayor's Office	Inclusive Cities Action Plan	Ongoing
Ensure that the voice and needs of refugees and asylum seekers are included in key internal plans including the Corporate Strategy and the Equality and Inclusion Strategy.	Mayor's Office, Equality and Inclusion Team	Strategy documents	Ongoing
Ensure that the voice and needs of refugees and asylum seekers are included in wider city plans and activities, including the One City Plan, City Office and City Funds	Mayor's Office	N/A	Ongoing
Ensure that Council officers are represented on key VCSE provider forums to ensure joined up working with the refugee providers e.g. ESOL Network, UASC (Unaccompanied Asylum Seeking Children) Forum and Refugee Providers' Forum	Collective responsibility	N/A	Ongoing
Ensure the Council's continued engagement with City of Sanctuary, supporting their campaigns and contributing to taking their work forward	Collective responsibility	N/A	Ongoing

Action	Who?	Output/ measurement	Ongoing or new activity?
Keep the voluntary and community sector informed on progress and seek advice on where key services are not inclusive or informed, and facilitate training and learning opportunities for service improvement	Collective responsibility	N/A	New
Take positive action to ensure refugees are included in initiatives address representation at all levels of the Council (e.g. Stepping Up)	Workforce and Change	Number of people with refugee background taking part in Stepping Up and similar programmes	Ongoing
Seek to influence the Government to expand its refugee resettlement programme beyond 2020	Policy	Government resettlement targets	New
Work with Core Cities and others to promote campaigns for policy changes that will improve the experiences of asylum seekers and refugees (e.g. 'Lift the Ban')	Policy, Mayor's Office	N/A	Ongoing
Use Bristol's influence on the international stage to advocate for positive changes to policy for asylum seekers and refugees	Mayor's Office, International Team	N/A	Ongoing

Further Information

For further information, or if you have any feedback on this strategy, please contact David Barclay – David.barclay@bristol.gov.uk

Appendix - Definitions⁸

Refugees

The definition of a refugee according to The 1951 United Nations Convention Relating to the Status of Refugees is:

“A person who owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it.”

In the UK, a person becomes a refugee when government agrees that an individual who has applied for asylum meets the definition in the Refugee Convention. At this point they will ‘recognise’ that person as a refugee and issue them with refugee status documentation. Usually refugees in the UK are given five years’ leave to remain as a refugee. They must then must apply for further leave, although their status as a refugee is not limited to five years. For the purposes of this strategy, the definition of ‘refugee’ also covers those who have received refugee status in a country other than the UK and subsequently moved to Bristol.

Asylum Seeker

A person who has left their country of origin and formally applied for asylum in the UK but whose application has not yet been concluded.

Refused Asylum Seeker

A person whose asylum application has been unsuccessful and who has no other claim for protection awaiting a decision.

⁸. These definitions have been largely taken from those used by the Refugee Council - <https://www.refugeecouncil.org.uk/information-for-refugees/asylum-facts/the-truth-about-asylum>

Bristol City Council Equality Impact Assessment Form

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



Name of proposal	Refugee & Asylum Seeker Inclusion Strategy
Directorate and Service Area	Mayor's Office
Name of Lead Officer	David Barclay

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 adopt a new BCC Refugee & Asylum Seeker Inclusion Strategy. The Strategy will increase the strategic coherence of the Council, and improve the interactions that refugees and asylum seekers have with different service areas. The Strategy establishes a Working Group of Officers from across the Council to take forward the Action Plan.

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 Bristol Refugee & Asylum Seeker Needs Assessment – included as an appendix in the Cabinet decision paper.

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

The Needs Assessment has information on LGBT and age-related data, but diversity monitoring for other these and other protected characteristics within the refugee and asylum seeking populations is a challenge. We also don't have perfect data on the number of refugee children in schools in Bristol, which the Action Plan seeks to address.

2.3 How have we involved, or will we involve, communities and groups that

could be affected?

Refugee and asylum seeker groups were extensively consulted during the development of the Strategy, from the Needs Assessment in 2017 all the way to a draft version of the Strategy in summer 2019 which was presented to the Bristol Refugee Forum for feedback.

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 are not aware of any potential negative impact from approving this Strategy. However we need to ensure that the Refugee and Asylum Seeker Inclusion Strategy is used to inform good practice through the Council and that any recommended actions are implemented promptly.

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

Internal communications will be used to raise awareness of the Strategy in the workforce. Relevant actions will be integrated into service level Equality Action Plans from 2020-21 onwards.

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

Refugees and Asylum Seekers in Bristol represent a number of different protected characteristics, most notably race, age, religion and belief, disability and sex and sexual orientation. The proposal creates a number of benefits for them, which can be summarised by the 5 overarching objectives of the Strategy – meeting basic needs, economic inclusion, social integration, building Bristol as a place of Sanctuary and influencing the system.

3.4 Can they be maximised? If so, how?

To maximise the benefits for those with protected characteristics, we will seek to apply a 'joined-up' approach in delivering the Strategy – making connections both within the Council (e.g. including the Equality and Inclusion Team on the Working Group) and across the city (e.g. ensuring appropriate BCC representation at the Young People's Forum).

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?
In designing the Strategy, we have sought to be sensitive to the particular needs of those refugees and asylum seekers on the basis of their protected characteristics. For example, there is a specific action in the Action Plan in relation to refugees and asylum seekers with disabilities and ensuring that our Social Care team is fully equipped to demonstrate best practice in this area. We have also sought to ensure that the Strategy highlights the importance of refugee and asylum seeker voice within the Council and across the city, ensuring that people’s lived experience is taken seriously and built into Council plans and policies wherever possible.
4.2 What actions have been identified going forward?
The Working Group has now been established, with representation from the Equality and Inclusion Team. Service Areas have been asked to consider their role in relation to refugees and asylum seekers, and to build that into their equality and inclusion assessments and plans. The Working Group will be monitoring progress against the actions in the Action Plan, with a particular focus on ensuring those related to people with protected characteristics are advanced as swiftly as possible.
4.3 How will the impact of your proposal and actions be measured moving forward?
The Working Group will publish an annual review of progress made against the Action Plan in the Strategy, along with a refreshing of the Action Plan for the future.

Service Director Sign-Off: Tim Borrett	Equalities Officer Sign Off: <i>Reviewed by Equality and Inclusion Team</i>
Date: 18/02/2020	Date: 11/12/2019

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 03 March 2020

TITLE	Grant Funding for Information Advice and Guidance services		
Ward(s)	City wide		
Author: Penny Germon	Job title: Neighbourhoods & Communities Service Manager		
Cabinet lead: Asher Craig	Executive Director lead: Mike Jackson		
Proposal origin: BCC Staff			
Decision maker: Cabinet Member			
Decision forum: Cabinet			
Purpose of Report:			
To approve the extension of the Information Advice and Guidance (IAG) Grant for IAG services for one year from 1 st November 2020 to 30 th October 2021 with the option to extend for a further two and a half years to 30 th April 2024. The financial commitment will amount to a total of £1.96 million for the three and half year period.			
Evidence Base:			
<ul style="list-style-type: none"> • Bristol City Council has grant funded community information, advice and guidance services through an outcomes-based grants process, open to Bristol based voluntary sector providers since 2011-12. • These services currently support some of poorest and most excluded citizens in the city. Effective triage at advice centres ensures that advice is targeted to those who need it most. • 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 for advice provision. • With these challenges in mind, a new grant funding plan was developed for 2019-2020 (see Appendix A) for externally funded advice services. The time frame of the grant was 18 months in order to tie in with a wider corporate project and to test the approach. • This proposal is about building on the positive impact of the new model and providing stability to an important sector. Going forward the intention will be to ensure the work of VCSE advice organisations is part of the city council strategic approach to advice and ethical debt. It is therefore proposed there is the opportunity to review the grant arrangement to align with the strategic direction of the council. • The current IAG grant relates to advice provision around 5 main types of advice including: Welfare benefits, Housing, Employment, Money and Debt, Immigration, including specialist provision of disability and legal advice in relation to the categories above. • The grant period April 2019 to October 2020 provided a ‘step-change’ towards a ‘whole system’ model of integrated, referrer/citizen friendly system with: <ul style="list-style-type: none"> ○ Centralised and shared elements of advice service and delivery ○ A shared set of outcomes to describe the combined impact of the services ○ Exploration of up-skilling a wider network of informal, ‘first line’ providers to triage service The user 			

need accurately and provide a basic level of support as part of a three-tier model approach

- Exploration of options for information sharing across a more integrated system
- 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 funding model created a consortium with a strategic lead organisation.
- The current grant has been awarded to the Bristol Advice Partnership (See appendix A for details)

- Performance of current grant: Bristol Advice partnership has put considerable time and effort into the new arrangements, which are now delivering benefits to the sector and the citizens of Bristol. In the first 9 months of the grant there was a total of £2,393,364 financial gain for clients and for every £1 spent over the year, Citizen’s Advice calculates that clients benefit by £13¹. A breakdown of the impact in the first 9 months of the grant can be found in Appendix A.

- More strategically the partnership reports that the new grant arrangements are:
 - Driving improvement in the advice sector, providing stability, giving confidence to funders
 - Supporting the development of a more integrated approach to bidding for additional funding
 - Creating a stronger and more strategic approach to city wide provision resulting
 - More intelligent use of advice resources across the city

Recommendations:

That Cabinet:

1. Approves the extension of the grant funding plan using existing arrangements for Information, Advice and Guidance Services for a maximum annual grant of £560,000 from 1st November 2020 to 30th October 2021 with the option to extend for a further two and a half years to 30th April 2024.
2. Delegates authority to the Executive Director of Resources in consultation with the Cabinet Member with responsibility for Communities, to award the extended grant funding.

Corporate Strategy alignment:

1. **Empowering and caring:** Reduce the overall level of homelessness and rough sleeping, with no-one needing to spend a ‘second night out’
2. **Fair and Inclusive:** Help develop balanced communities which are inclusive and avoid negative impacts from gentrification.
3. **Well connected:** Reduce social and economic isolation and help connect people to people, people to jobs and people to opportunity.
4. **Wellbeing:** Tackle food and fuel poverty.

City Benefits:

- Maintain tenancies in social and private housing and preventing homelessness
- Support the poorest and most excluded individuals and families to maintain sustainable finances and maximise their income
- Support the poorest and most excluded people to achieve positive results at tribunals and appeals
- Reduce financial, food and fuel poverty
- Through the grant investment to the voluntary sector additional benefits to social and economic capital e.g. VCSE organisations are more likely to spend their money locally and invest in volunteer capacity.

Consultation Details:

A significant amount of consultation was done when the original grant fund was designed. The consultation ran from 28th June to 9th August 2018. Please see consultation report attached (appendix C)

Background Documents:

Advising in Austerity: The value of good advice; Professor Morag McDermont, University of Bristol
Ben Crawford, Knowledge Exchange Fellow, University of Bristol Sue Evans, Director, Bristol Citizens Advice
November 2017

[State of Bristol Key Facts 2019](#)

[Advice Needs Assessment 2017](#)

Revenue Cost	£560,000 p.a.	Source of Revenue Funding	£484,000 General Fund and £76,000 public health
Capital Cost	£	Source of Capital Funding	
One off cost <input type="checkbox"/>		Ongoing cost <input checked="" type="checkbox"/>	
		Saving Proposal <input type="checkbox"/>	
		Income generation proposal <input type="checkbox"/>	

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

Finance Advice: This report requests approval of an extension to the IAG grant for IAG services for 1 year plus option to extend for further 2.5years (3.5 years in total) from November 2020. The service aims to bring some stability to the scheme (reducing recommissioning activity) after the recent period of review and re-shaping and to encourage a longer term strategic approach with partners. It also requests approval for the Executive Director – Resources to approve the funding model and award planned grants.

This proposal would require up to £0.56m per annum (totalling up to £1.96m over the 3.5 years). The funding is confirmed as included in the relevant proposed Budgets for 20/21.

Finance Business Partner: Jemma Prince, Finance Business Partner 13/2/20

Legal Advice:Procurement

Provided these are genuine grant agreements and not contracts for services, they do not give rise to procurement issues under the Public Contracts Regulations 2015 or the Council’s own procurement rules. However the Council still requires a clear and fair policy on the selection of grant recipients. Client officers will also need to seek legal assistance to ensure the arrangements are grant agreements and incorporate the review arrangements proposed from May 2022.

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 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.

State Aid

Whenever the Council gives a benefit to a third party, there is a risk that benefit may constitute State aid, which is prohibited (unless it falls under one of the available exemptions). Legal advice will need to be sought to ensure that no part of the funding to any third parties constitutes State aid (or alternatively falls under one of the available exemptions, e.g. de minimis).

Legal Team Leader: Husinara Jones, Solicitor, 21/01/20

3. Implications on IT: No anticipated impact to IT Services

IT Team Leader: Simon Oliver, Director of IT, 14/01/20

4. HR Advice: There are no anticipated HR implications

HR Partner: Celia Williams, HR Consultancy Manager), 15/01/20

5. Procurement Advice: Provided these are genuine grant agreements and not contracts for services, then there are no procurement implications.

Category Manager: Gina Smalley, Procurement Manager , 23rd January 2020

EDM Sign-off	Mike Jackson	22/01/20
Cabinet Member sign-off	Asher Craig	23/01/20
For Key Decisions - Mayor's Office sign-off	Mayor's Office	03/02/20

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

Appendix A – Information, Advice and Guidance grant extension

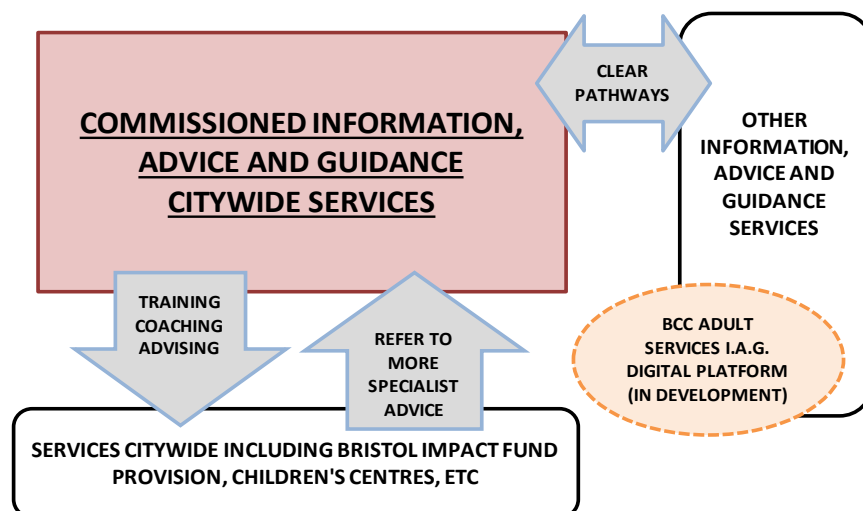
Introduction

- Bristol City Council (BCC) 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 and the introduction of Universal Credit 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, it was recognised in 2018 that when designing a new grant, the city needed to make best use of resources and move to a more integrated IAG system for the benefit of its citizens.
- 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.

April 2019- October 2020 grant plan

- With these challenges in mind, a large amount of work went into developing a new grant funding plan for the 2019- 2020 (see Appendix B) grant period including:
 - A series of structured conversations with IAG providers
 - An 8 week consultation with provider, community groups, members and internal BCC providers (See Appendix B for consultation report)
 - Commissioning a detailed needs assessment (See Appendix I)

- The grant plan identified some potential developments and structural re-shaping challenges to the existing service model using the current grant period to provide a 'step-change' towards an integrated 'whole system' model. This aims to:
 - Create an integrated, referrer/citizen friendly system
 - Centralise and share elements of advice service and delivery
 - Develop a shared, agreed set of outcomes to describe the combined impact of the services
 - 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
 - Explore options for information sharing across a more integrated system
 - 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 funding plan was for an 18 month funding period to develop this proposed model in the advice sector and to tie in with a larger co-operate project that looked at how to integrate internal BCC IAG services into the model
- The larger corporate project was postponed in 2019

Current grant

- The current IAG grant relates to advice provision around 5 main types of advice including:
 - Welfare benefit advice
 - Housing
 - Employment

- Money and Debt
- Immigration
- Including specialist provision of disability and legal advice in relation to the categories above.
- These services contribute to the following outcomes:
 - 1) Maintaining tenancies in social and private rented housing.
 - 2) Preventing homelessness
 - 3) Supporting the most vulnerable individuals to maintain sustainable income and maximise their income
 - 4) Reducing financial, food and fuel poverty
 - 5) Improving access to information services and opportunities in the city and increasing digital inclusion
- The funding plan model created a single lead organisation responsible for receiving and distributing grant funding to consortium partners - the newly formed Bristol Advice partnership
- The consortium comprises a number of advice organisations that collectively provide comprehensive information, advice and guidance services across the city.
- 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 includes community care, employment, housing, mental health, welfare benefits, immigration and asylum law.	Referrals from other organisations in order to get specialist legal advice for their clients. Eligible 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

Evidence of need

- A significant needs analysis was commissioned at the time of the last grant commissioning (see Appendix I) which still offers a good reflection of demand and need for advice provision in the city. However the State of Bristol report 2019 highlights areas of need¹:
 - **Deprivation**
 - Bristol has 41 areas in the most deprived 10% in England
 - Including 3 areas in the most deprived 1% (Hartcliffe and Witherwood, Filwood and Lawrence Hill).
 - 15% of residents – 70,400 people live in the most deprived areas including 18,900 children and 7,900 older people. (significantly higher than the national average 17.2%)
 - 20,700 households are estimated to live in fuel poverty (10.8%)
 - Almost 43,000 people are considered food insecure in Bristol (2016 estimate)
 - **Homelessness**
 - 82 people were found to be sleeping rough (on the streets) in November 2018 a rapid rise over the last 7 years (just 8 were found rough sleeping in November 2011)
 - As at 31st March 2019 there are:
 - 521 homeless households that Bristol city council has a statutory duty to house
 - 520 households living in temporary accommodation
 - **Welfare reform**

¹ State of Bristol Key facts 2019 <https://www.bristol.gov.uk/documents/20182/32947/State-of-Bristol+-Key+Facts+2018-19.PDF/263d5f0f-763e-9553-467d-c9704f307d7c>

- Bristol as of August 2019 has 13,320 Universal Credit (UC) claimants. 7,458n are receiving a housing element. At present UC only affects new claimants or those with a change of circumstance.
- Managed migration for those still on 'legacy' benefits is due to start in November 2020. The pilot shows that this will place significant demand on advice services
- As of May 2019 there were still 3,261 working age claimants in Bristol receiving Disability Living Allowance (DLA) due to be migrated to Personal Independence Payment. (PIP) This is still approximately ¼ of the total number of claimants getting DLA when PIP was introduced in 2013.

Current grant performance

- Information Advice and Guidance services currently support some of the most vulnerable citizens in the city, effective triage in place at advice centres ensures that advice is targeted to those who need it most.
- In the first 9 months of the new Bristol advice partnership they have:
 - Seen 1273 citizens regarding issues with Housing benefit or Council tax
 - Supported clients to access over a £0.5 million in unclaimed Housing benefit and Council tax benefits
 - Supported 1691 clients with Debt related to housing.
 - Prevented 133 evictions
 - Supported client to claim benefits to the value of £3,631,718
 - Supported citizens to have £5,490,479 of debt written off
 - 892 Immigration issues handled at OISC level 1
 - Issued 2725 food vouchers
 - Supported 621 Fuel Utility Debt cases
 - Made a total of £2,393,364 financial gains for clients
 - For every £1 spent over the year, Citizen's Advice calculates that clients benefit by £13²

More strategically the partnership reports that the new grant arrangements are :

- Driving improvement in the advice sector, providing stability, giving confidence to funders
- Supporting the development of a more integrated approach to bidding for additional funding

² Advising in Austerity: The value of good advice; Professor Morag McDermont, University of Bristol, Ben Crawford, Knowledge Exchange Fellow, University of Bristol, Sue Evans, Director, Bristol Citizens Advice November 2017

- Creating Stronger/ more strategic approach to city wide provision resulting
- More intelligent use of advice resources across the city

Leverage

- The advice sector uses Bristol City Council funding to leverage more money into the sector to support advice for citizens
- In 18/19 the total leverage for the benefit of Bristol was **£12,330,463** including:
 - Additional funding sources achieved: £1,764,321
 - The value of our volunteers: £689,249
 - Money raised for Bristol Citizens: £9,876,893

See Appendix I for a full report of outcomes and case studies from the Bristol Advice Partnership

Current funding

The current grant is for IAG services is £560,000 per annum:

- £484,000 of this is from BCC general fund
- £76,000 is from Public Health
- The grant has been cut considerably over the last 2 years:
 - A reduction of £300,000 made in 2017/18,
 - An additional reduction of £250,000 was agreed for 18/19.

These budget reductions have been made to both internally and externally funded services.

What should we do now- Options considered.

Options	Pro	Con
Option 1 (recommended)		
Extended current grant agreement by 3 and a half years.	New Grant funding arrangements are just beginning to bed in and deliver change. Extending the current arrangement will give it time to deliver real change.	Some IAG providers in the city felt they had been shut out of the process as we required a joint bid from several agencies. They felt this approach favoured agencies that

		<p>were already delivering BCC grant funded IAG service.</p> <p>Extending funding for a significant period may lead to complaints.</p>
	<p>Extending grant arrangements for a significant period will give current providers stability at a time of high demand.</p>	
	<p>Extending will give time for the new model to continue to develop and to attract external funding.</p>	
	<p>The current grant finishes in October 2020. Extending current arrangements will ensure that there is no disruption to services.</p>	
Option 2		
Extended current agreement by a shorter time period	<p>Shorter extension period may lead to less complaints</p>	<p>Short funding time periods makes it hard to attract additional funding. Threatening the sustainability of sector</p>
		<p>Short funding periods leaves the service area unstable at a time of high demand</p>
Option 3		
Run a new grant process	<p>This will allow new bidders to make an application for funding.</p>	<p>Resource intensive and won't be completed in time to prevent service disruption.</p>
	<p>A new grant process would allow us to change the model being developed</p>	<p>Places advice services in flux at a time of high demand</p>
		<p>The Bristol Advice Partnership has put in considerable effort and</p>

		resource to change to the new grant arrangements, to tie in with the corporate project. Changing the grant funding plan after a relatively short grant period would potentially damage BCC's relationship with the advice sector. Making it harder to build consensus for strategic change in the future.
Option 4		
Stop/ Cut funding advice provision	A general advice service is not a statutory duty and therefore provisions could be reduced to only meet statutory duties.	Advice services support some of the most vulnerable citizens in the city. Stopping or cutting Advice services would potentially leave them at risk and potentially leading to reliance on more expensive statutory services.
		Advice services use Council funding to leverage in funding from other sources. Any cuts to funding therefore have a cumulative impact on the sector.
		Authorities that have made cuts have seen damage to their reputation. In the case of Suffolk county council they had to reverse their initial decision due to public outcry.

Proposed way forward.

The preferred option is to extend the current grant agreement with a commitment to a further 3.5 years of funding.

Reasoning

- The funding gives the existing providers some long term stability and assurance of funding (though all funding is subject to budgets being available and Government funding etc
- Allows new grant arrangements to bed down and deliver real system change
- Gives time for the wider project looking at internal IAG spend to be completed
- Is realistic given current commitments and resource
- IAG services are still facing unprecedented demand due to Welfare reform and austerity policies

Timescales

Current grant funding runs till October 2020, new arrangements need to be in place by then to ensure no disruption to services.



Draft Grant Funding Plan for Information, Advice and Guidance

Purpose of this document

Bristol City Council has grant funded a network of community Information, advice and guidance (IAG) services since 2011-12 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 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 through 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 generic 'open door' offer for face-to-face advice will need 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.

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.

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 IAG provided 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

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 problems: '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.

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. 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. The table below sets out what we want to achieve and the issues we want to address.

We want to achieve	Existing issue we want to address
An integrated, clearly 'branded' user- and referrer- friendly way of communicating what services deliver, to whom and how to access them	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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.	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • There is no overall 'system' across the city and across agencies;

National context

The Low Commission- future of advice and legal support

The Low Commission was a national commission to investigate the future of advice and legal services in light of changes to the funding of legal aid. 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 following the changes to Legal Aid. 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; and
- 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 access to services, but face to face for those digitally excluded is still an essential element.
- 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.

Austerity and Welfare Reform

Austerity and welfare reform has had a significant impact on the advice sector. It has resulted in substantial reductions in public spending, primarily through budgetary cuts on departments and services, significantly affecting local government funding and levels of welfare support. In 2017 local government spending on public services will be 22% lower this year than in 2010¹.

At the same time there have been significant changes to the funding of advice services bought about by the changes to the scope of legal aid as a result of the Legal Aid, Sentencing and Punishment of Offenders Act 2012, threatening the provision of these types of services.

The government has set about an ambitious programme of welfare reform introducing Universal credit (UC) and freezing working age benefits (including housing benefit) for four years, impacting on the citizens of Bristol and increasing demand for advice services. 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 2) 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.

Local strategic context

Corporate strategy

Bristol City Council's Corporate Strategy 2018-23 outlines the challenges faced by the city. Despite economic success, 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

¹ Source: Institute for Fiscal Studies

reductions in government funding, leaving the council with an anticipated budget gap of around £108 million over the next five years. 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 are for Bristol 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 more for themselves

VCS Prospectus

The VCS Prospectus acknowledged that the success of our city is not shared with all of our citizens and aimed to use the Bristol Impact Fund (BIF) to work towards addressing the key issues of disadvantage and inequality facing some people in the city. The BIF priorities and the small medium and large grant funded projects from VCS organisations 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.

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, also 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:

Prevention: government funded projects

More recently, the city council homelessness services have restructured, building in more of a preventative approach to services. This has been supplemented by funding from the Ministry of Housing Communities and Local Government (MHCLG) to take a more preventative approach to both family homelessness and rough sleeping:

Trailblazer funding is being used to work much more closely with private landlords, the families of young people and debt and welfare advice organisations and an internal advice team to tackle the most common causes of homelessness, which intelligence tells us is private rental (assured) tenancies coming to an end and people being asked to leave the family home. Households are targeted after analysis of the routes into homelessness to prevent people at an earlier stage from becoming homeless. Households are also offered skills to help them to become more resilient and become more able to manage a tenancy

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 external, 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 go beyond pure collaboration 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.

Informal feedback from non-IAG services funded through our Bristol Impact Fund which work with citizens in our most deprived communities has stressed how concerns about income worries, rent and housing impinge of work to support physical and mental health and address isolation.

Our grant funding plan recognises these interdependencies and aims to create a whole-system approach to equipping the network of non IAG organisations in our most hard-pressed neighbourhoods.

Section C– Local demand and provision

Needs analysis for advice provision

In 2017 a detailed needs assessment was produced to map current advice provision and demand in the city (see appendix 2). In summary, it identified rising need, and a fragmented advice system in the city. It also warns 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 to:

- a) 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.
- b) 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.
- c) 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.
- d) 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.
- e) To widen opportunities for people in low paid intermittent work to access advice services, particularly for telephone and face-to-face advice.
- f) To identify how agencies will respond to and support the various initiatives instigated by the council.

Need in the city

The Needs analysis commissioned in 2017 was a detailed piece of work that illustrates demand on services in the city. Without updating the entire document some key statistics below illustrate demand in the city and the local impact of Austerity and welfare reform.

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 and increase of 14% 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 30th 2017).

Modelling shows that the costs to the council could be large (rent arrears, temporary accommodation, homelessness services) if investment in early intervention is taken away. The administration of each statutory homeless case costs £2,724, advice agencies and advice agencies prevented 217 cases of homelessness last year equating to potential savings of £591,108 (this is without factoring in temporary accommodation savings).

Service demand

Whilst we are aware that advice statistics from the current commissioned advice service doesn't reflect **absolute demand**. It does 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.

Current service use and type of advice

In 2017/18 20,305 individual people were assisted directly with their legal problems by being provided with advice or supported casework by the seven grant-funded independent advice agencies. Many more were provided with information by these agencies, so that they were able to resolve problems by themselves. Of these provided with advice and casework problems:

- 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'

Current 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.

Of the BCC budget for these activities, a reduction of £300,000 was made in 2017/18, with a further £250,000 delivered in 18/19; these reductions have been made from both internally-I and externally-focused budgets.

Current investment in Information Advice and Guidance activities in the City for 2018/19 is £560,000 to externally funded organisations and this will continue over the 2019/20 and 2020/21 period of 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 focused on include 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.

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 2) .

Section D – Our approach to IAG support delivery

How we developed our approach.

In 2017 a series of conversations were held with advice providers in the city with (internal and external). 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), 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 2)
- 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 included:

- 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 option/model

We have used the conversations that we have had with the advice sector and taken the recommendation of the Low Commission to develop the recommendations in this grant model. This grant is intending to support and drive forward the development of a Bristol model:

We want Bristol City Council's investment in the IAG sector to maximise the impact of advice for citizens by ensuring that citizens get the right advice at the right time.

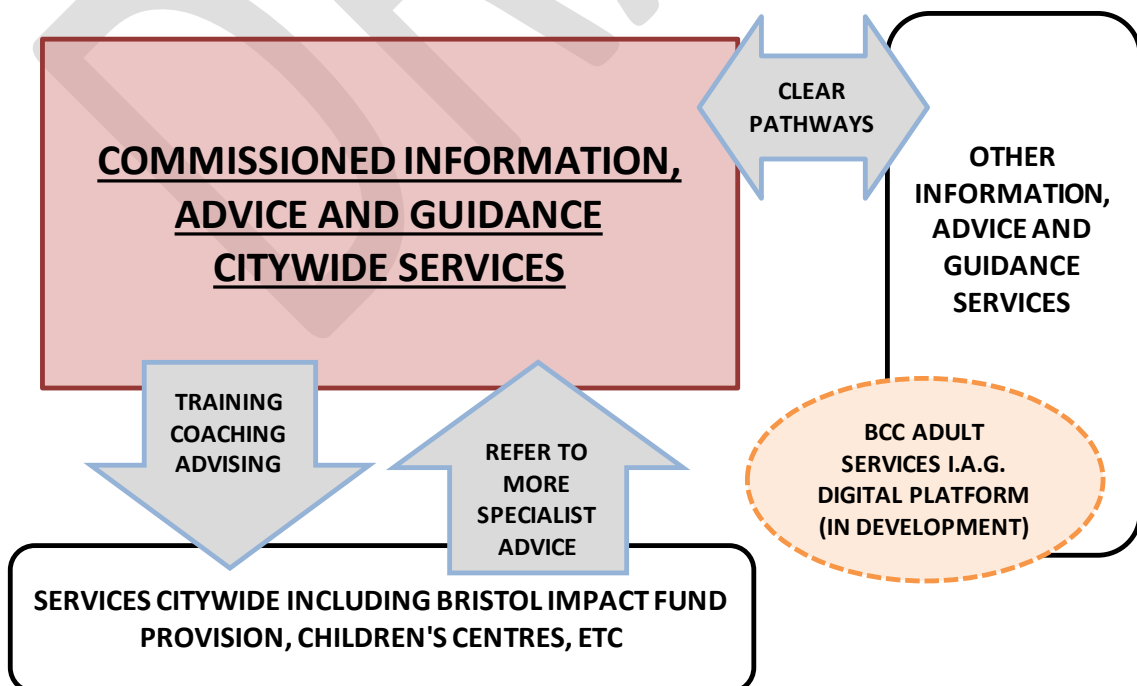
The Funding Plan proposes a new grant funding model for providers which we believe will support a more joined-up set of services in Bristol. It is our intention to make the following approaches to be part of the condition of funding. Funded organisations will be asked to

- Fit IAG services in the city around the 3-tier model currently used across Council Services, namely:
 - **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
- Focus support on prevention of crisis or quick resolution of crisis
- Develop activities that meet the following drivers and deliver a joined-up system:

Bristol City Council Funding Drivers	Characteristics of a joined-up system
Maximise co-ordinated, collaborative working	<ul style="list-style-type: none"> • Services are easy to understand clearly organised and easy to access • Clear ways for people get the right level of support for service users and service referrers. • Have a shared identity or brand
Localised delivery to key areas city	<ul style="list-style-type: none"> • Highest areas of need have local access
Maximise customer facing service delivery	<ul style="list-style-type: none"> • Develop ways to help people find information online • Explore how community organisations (that people use every day) can offer people good quality information (Tier 1)
Efficient use of resources, avoiding duplication where possible	<ul style="list-style-type: none"> • Customer facing service delivery is maximised • Make best use of funding by sharing elements of service delivery

Bristol City Council Funding Drivers	Characteristics of a joined-up system
Joint shared outcomes and systemised data collection	<ul style="list-style-type: none"> Describe the impacts of their work in the same way so it is easy to show what they are achieving together
Efficient information sharing	<ul style="list-style-type: none"> Where possible, share information to make record keeping efficient
Co-ordinated development and access to opportunities for funding from outside the council resources	
Efficient use of the council grant management capacity	

- Work with Bristol City Council and other providers in the city to influence and join up with any emerging ‘whole system’ design for services which may be developed across the period of the funding.
- The external IAG organisations should also work with BCC and other providers in the city to align themselves to any emerging ‘whole system’ design which may happen across the period of the funding (see illustration below)



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

The following outcomes are key for these services:

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

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

Proposed way forward

Commissioning & funding model -

Funding model

- The intention 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.

- 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, rather than tendered as a contract (see Funding Options, below). We will use the recent model in the VCS Prospectus for the Bristol Impact Fund, seeking applications which will deliver against outcomes informed through the consultation process, in order to ensure a whole system approach.

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

To achieve these drivers we have considered the following funding models through which we could make this grant available:

Model 1:

Lead Organisation/Lead body consortium: This model creates a single Funding Agreement for IAG provision; whereby one lead organisation works co-ordinates and manages the grant and delivery of the Funding agreement outcomes in partnership with other organisations. They would be responsible for co-ordination of the partners around a shared delivery model, distributing the grant funding, developing a common assessment framework and suite of collaborative practices to improve pathways and outcomes to deliver the service development goals of the grant.

**SINGLE CITYWIDE COMMISSIONED
INFORMATION, ADVICE AND GUIDANCE SERVICE**

**potentially delivered through collaborative
arrangements**

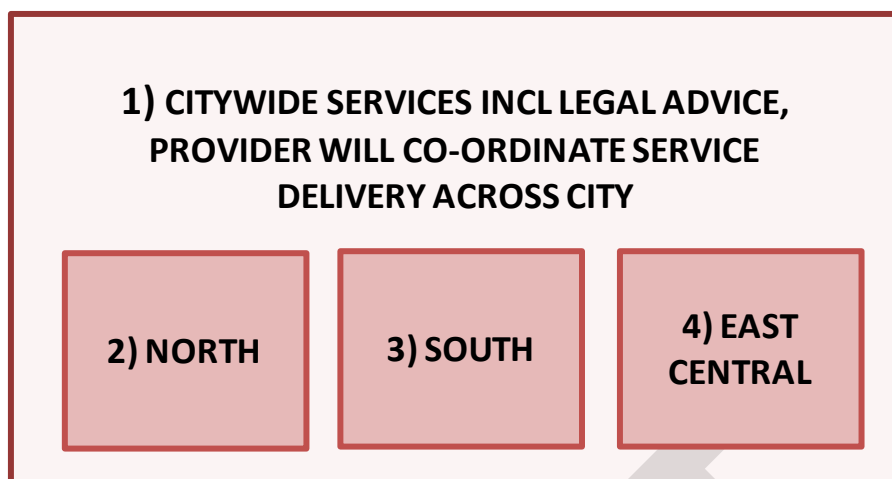
Drivers	Positives	Negatives	Risks
Maximise co-ordinated, collaborative working	Strong delivery through a single organisation	None	<ul style="list-style-type: none"> • Could reduce providers in the city not included in the funded service • could result in an 'official' set of services competing with 'unofficial' services outside the funded service • increasing confusion for service users and referrers • lead organisation could take the lion's share of the funding for themselves
Localised delivery to areas of highest need and city-wide specialist services	Can be achieved through this model by making it part of the application requirements to demonstrate delivery model to achieve this	Could struggle initially if replacing known providers or competing with existing providers	<ul style="list-style-type: none"> • Could disrupt existing trusted services delivering to communities if they aren't in the funded service • could result in services competing for service users
Maximise customer-facing service delivery	Strong delivery by potentially focusing resources on service delivery through efficient centralised administration	none	
Efficient use	Strong delivery	none	

Drivers	Positives	Negatives	Risks
of resources, avoiding duplication where possible	through single provider centralising service/admin functions		
Joint shared outcomes and systematised data collection	Strong delivery through single provider centralising outcomes and data collection	none	
Efficient information sharing	Strong delivery through single provider	none	
Co-ordinated development and access to opportunities for funding from outside Council resources	Strong co-ordinated development; clear co-ordinated service could be attractive to external funding sources	Could potentially reduce the diversity of funding coming into city	Could compete for funding with providers not part of the service, reducing the external funding coming into the city
Efficient use of the Council grant management capacity	Strong delivery to this driver – one funding agreement for BCC to manage	none	

Model 2.

Coalition or joint or partnership consortium: four separate Funding

Agreements This model emphasises city-wide co-ordination of the IAG services to deliver the service development goals of the grant and to deliver city-wide specialist IAG services as one grant and Funding Agreement; three other service delivery grants to support service delivery in the three areas of the city, based on evidence of need.



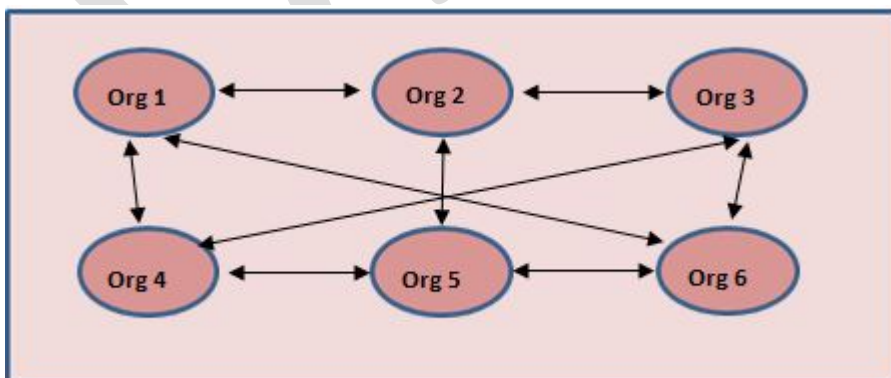
Drivers	Positives	Negatives	Risks
Maximise co-ordinated, collaborative working	Strong delivery as specific roles are explicit in this model	More negotiation required between co-ordinator organisation and other providers	Lead provider and area grant holders will be awarded grants by BCC and will have to work together collaboratively whether there is an established relationship or not.
Localised delivery to areas of highest need and city-wide specialist services	Strong delivery as explicit in the way this model is structured	none	
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		One provider could bid for all 4 grants and not co-operate with other local providers, effectively recreating the first model
Efficient use of resources, avoiding duplication where possible	Reasonably strong delivery with explicit co-ordination role, particularly in relation to securing additional funding and providing support to a wider network	Could require more use of resources to support partner organisations management and overheads	
Joint shared outcomes	Reasonably strong delivery with explicit	none	

Drivers	Positives	Negatives	Risks
and systematised data collection	co-ordination role, maintains locally based delivery		
Efficient information sharing	Reasonably strong delivery with explicit co-ordination role	none	
Co-ordinated development and access to opportunities for funding from outside Council resources	Strong delivery through co-ordination role; retains diversity of providers in city; clearly co-ordinated delivery could attract external funding to support this model	none	
Efficient use of the Council grant management capacity	Strong delivery to this driver – four funding agreements for BCC to manage	Slightly less strong than model 1 but still delivers to driver	

Model 3.

Coalition or joint or partnership consortium: separate funding agreements:

This model funds a coalition of delivery partners to join together to deliver the service development goals of the grant, negotiating the co-ordination amongst themselves to meet the conditions of the grant. They each have a separate Funding Agreement with the Council

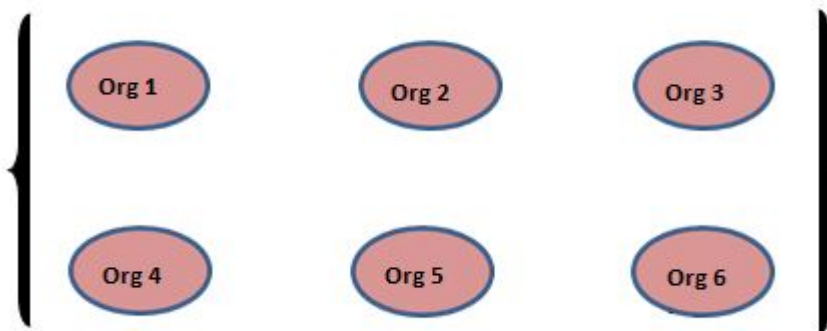


Drivers	Positives	Negatives	Risks
Maximise co-ordinated, collaborative working	Potential delivery through good negotiation and ongoing co-operation	Dependant on successful mutual working which could breakdown; co-ordination role not explicit	Breakdown of working relationships, particularly if new providers secure funding
Localised delivery to areas of highest need and city-wide specialist services	Strong delivery as explicit in the way this model is structured	Continues to deliver potentially fragmented services	
Maximise customer-facing service delivery	Strong delivery: retains existing expertise in range of partner organisations	Potentially waters down the services across a variety of organisations	Risks spreading small amount of funding too thinly across many organisations
Efficient use of resources, avoiding duplication where possible	Potential delivery by negotiation between partners	Less strong – model implies use of resources to support partner organisations management and overheads; more difficult to centralise core elements, relies on goodwill and effective working between the organisations	Dependent on successful negotiation between partners which may not deliver Need to consider how the funding is broken down across organisations and what they need to deliver for this to ensure BCC priorities are delivered and areas get suitable allocation according to need
Joint shared outcomes and systematised data collection	Potential delivery by negotiation between partners	Less strong than models 1 & 2: – requires successful negotiation	Dependent on successful negotiation between partners which may not deliver
Efficient information sharing	Potential delivery by negotiation between partners	Less strong than models 1 & 2: – requires successful negotiation	Dependent on successful negotiation between partners which may not deliver
Co-ordinated development and access to opportunities for funding from outside	Potentially delivers a partnership model and retains diversity of providers in city as long as all providers co-operate; clearly co-ordinated delivery	Tends to deliver a service where each provider will be bidding for their own funding, can be difficult to establish a collaborative	

Drivers	Positives	Negatives	Risks
Council resources	could attract external funding to support this model	approach to seeking additional funding as each organisation retains their own governance	
Efficient use of the Council grant management capacity	this is not the most efficient model for the Council to manage within a reduced resource	Less strong than models 1 & 2 – likely to involve more funding agreements	

Model 4

Solo bids and informal partnership working: This model funds individual proposals from a number of organisations and requires informal partnership working to deliver the development goals of the grant and good practice model on a voluntary basis



Drivers	Positives	Negatives	Risks
Maximise co-ordinated, collaborative working	Potential for co-ordinated delivery but reliant on good negotiation and ongoing co-operation	Very dependant on successful mutual working which could breakdown; no clear co-ordination role	Breakdown of working relationships
Localised delivery to areas of highest need and city-wide specialist services	Good delivery as explicit in the way this model is structured	Continues to deliver potentially fragmented services	
Maximise customer-facing service delivery	Good delivery across a variety of organisations that service users may access	More resources used to support each organisation management/overheads may reduce resources	

Drivers	Positives	Negatives	Risks
		on service delivery No common identify, potential fragmentation, may be lack of clarity where a service user should go for services	
Efficient use of resources, avoiding duplication where possible	Potential delivery by negotiation between partners	Less strong – model embeds use of resources to support partner organisations management and overheads; more difficult to centralise core elements	Dependent on successful negotiation between partners which may not deliver
Joint shared outcomes and systematised data collection	Potential delivery by negotiation between partners	Less strong than models 1 & 2: – requires successful negotiation	Dependent on successful negotiation between partners which may not deliver
Efficient information sharing	Potential delivery by negotiation between partners	Less strong than models 1 & 2: – requires successful negotiation	Dependent on successful negotiation between partners which may not deliver
Co-ordinated development and access to opportunities for funding from outside Council resources	Potential delivery from this model and retains diversity of providers in city; clearly co-ordinated delivery could attract external funding to support this model	Co-ordination more difficult to achieve through voluntary agreements but no explicit co-ordination. More likely that each organisation would continue to seek their own additional funding rather than collaborate	May not deliver a stronger model than currently exists so little change to existing ways of working
Efficient use of the Council grant management capacity	this is not the most efficient model for the Council to manage within a reduced resource	Less strong than models 1 & 2 – likely to involve more funding agreements	

The Council's preferred model:

The Council would prefer model 2 of the four set out above, because we consider it delivers most fully to the drivers with the least negatives and with the most manageable risks (see RAG rating analysis below):

Drivers	Model 1	Model 2	Model 3	Model 4
Maximise co-ordinated, collaborative working	Strong delivery but high risks	Strong delivery and some risk	Reasonable delivery and some risk	Potential delivery and some risks
Localised delivery to areas of highest need and city-wide specialist services	Reasonable delivery and some risk	Strong delivery	Strong delivery but some risks	Strong delivery
Maximise customer-facing service delivery	Strong delivery	Strong delivery but some risk	Strong delivery but several risks	Potential delivery but several risks
Efficient use of resources, avoiding duplication where possible	Strong delivery	Strong delivery But some risk	Less strong delivery	Least strong delivery
Joint shared outcomes and systematised data collection	Strong delivery	Strong delivery	Less strong delivery	Least strong delivery
Efficient information sharing	Strong delivery	Strong delivery	Less strong delivery	Least strong delivery
Co-ordinated development and access to opportunities for funding from outside Council resources	Strong delivery but high risks	Strong delivery	Less strong delivery	Less strong delivery
Efficient use of the Council grant management capacity	Strong delivery	Strong delivery	Less strong delivery	Least strong delivery

How do we move towards this?

Draft Timeline

We are aiming to put in place a set of services which will deliver a co-ordinated this model from **31st March 2019**. This Draft Commissioning Plan will be produced in May 2018 setting out the model proposed and the commissioning timescales based on the feedback from the consultation.

Consultation	June/July 2018
Production of Final Commissioning Plan and sign-off by Cabinet	October 2018
Application and guidance notes published on ProContract	October 2018
Closing date for applications	December 2018
Applicants informed of recommendation	January 2019
Decommissioning impact assessment undertaken as appropriate	February 2019
Negotiation of IAG Impact Fund Grant Funding Agreement(s).	February/ March 2019
IAG Grant Funding Agreements commence for successful	April 2019

applicants	
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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.

Appendix 1: definitions

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.

DRAFT

Appendix A - Bristol Advice Partnership – Interim Report

IAG Grant April 19 to October 20 – Interim Outcomes Report

1 Overview`

The Bristol Advice Partnership (BAP) started delivering services to meet the requirements of the Bristol City Council IAG Grant on 01/04/19. This report covers the work undertaken by the partnership in the first two quarters of the funding period, giving numerical outcomes for the whole partnership, and some illustrative case studies to better show the breadth and complexity of the issues the partners manage on behalf of citizens, and also describes a few of the additional services we run, funded by other organisations to show how these services and projects add value.

2 Using the IAG Grant to drive improvement

The IAG grant does more for BAP than simply fund the provision of service. It provides a level of stability, and importantly, gives confidence to other potential funders, enabling the partners to achieve additional sources of funding for additional projects and services which widen the service offer to citizens in Bristol. The partnerships combined leverage figures for 2018/2019 show the value achieved by the partnership in total as £12,330,463

Whilst we are only 9 months into the new partnership arrangements the new structure with a nominated agreed Lead Partner is proving to be beneficial. Key advantages to date are:

a - An integrated approach to bidding for additional sources of funding: For example, 3 of the partners recently made a joint bid to Access for Justice Foundation, and we have had exploratory talks with the Paul Hamlyn foundation about their potential future funding plans and have involved other agencies from outside the BAP in these discussions. Various added value initiatives are highlighted as bullet points in each outcome section throughout the report.

b - Stronger Partnership approach to city wide provision: We work as a coalition of agencies, giving support to one another to ensure that services remain available despite limited resources and occasional unforeseen circumstances; for example, one member of the partnership currently has a key member of their team away on extended leave, and other agencies in the partnership are helping to manage this situation by taking referrals to enable continuation of service provision.

Two agencies have shared learning and training opportunities with key staff to rework their internal systems and better meet what matters to their customers and are sharing learning with the wider partnership. We hope to use learning from these partners change journeys to inform future continuous improvement initiatives within the partnership and the wider sector.

c - Strategic activity is better coordinated: BAP partners now routinely work together on strategic development. In the first nine months of the new grant we have had a range of meetings with funders and decision makers which included the partnership as a whole, or pre-agreed nominated representatives. This ensures

better coordination and transparency around key developments and opportunities enabling better service provision and development in the long term.

A good example of this, is the development of **Bristol Pro Bono**, established in 2019 in partnership with the legal sector in the city to develop and build the reach and impact of Pro Bono legal support in Bristol for both citizens and VSCE groups. To date the group has delivered over 10,000 volunteering hours in the form of advice clinics, one to one interviews, and advice for litigants in person.

The Law Centre has led on the development and coordination for the group with funding from Legal Firms, Bristol University, and the Legal Education Foundation and has involved other partners in the collaboration.

The group plans to develop new programmes, increase Pro Bono hours, increase the number of legal firms engaged in the project, collaborate with City Funds in respect of advice and support to Bristol charities.

d - Operational developments are similarly coordinated; for example,

- Citizens Advice are delivering their Universal Credit Help to Claim Service for 1 and a half days a week from South Bristol Advice Services to better manage the demand for support with Universal Credit in the South of the City
- The partnership is supporting the development of a referral portal for Benefit Tribunal cases suggested by ACFA to enable a city wide response to the need for support in this area of advice that will make best use of the resource available across the city.

3 Outcomes

The figures provided throughout the outcomes section are partnership totals for the first 6 months of the project to 30/9/19

3.1 Maintaining tenancies in Social and Private Housing

Progress against agreed Indicators:

Indicator	Outcome at 30 September 2019
Numbers of HB and CTR cases	1273
Numbers of referrals to specialist providers (Tier 1)	569
Referrals for specialist advice within the partnership (Tier 3)	696
Value of Housing Benefit and CT negotiated	£529,000
Signposts to alternative sources of help	1767
Clients receiving advice on housing debt	1691

How we add value:

- The **Aashyana advice project** is funded by Clarion Housing and led by St Paul’s advice. Other partners are CHAS and Citizens Advice. The project delivers help and support to the south Asian community in the most deprived areas of the city to enable people to remain in their own homes.

3.2 Preventing homelessness

Progress against agreed Indicators:

Indicator	Outcome at 30 September 2019
Evictions prevented when client has been served N244	133
HAPI Codes	239

Cases Study:

Donna’s Story – Preventing Homelessness following relationship Breakdown:

A year after her relationship ended and her partner left, Donna came for advice when the bank threatened to repossess the family home. Despite working full time, a drop in family income meant Donna had built up substantial mortgage arrears. Her two teenage daughters, still upset about the departure of their dad, were finding it difficult to cope with the idea of moving to a new neighbourhood, home and school. Both were exhibiting signs of stress and anxiety through truancy and self-destructive behaviour.

We helped Donna petition and make fresh arrangements with her lender and identified additional financial entitlements to increase the family income. This enabled the family to remain in their home helping the girls feel more secure, leading to a better outlook for them all.

Very vulnerable and chaotic client successfully moved to a supported tenancy.

The Law Centre worked effectively with a care leaver aged 20, with historical substance misuse issues who had suffered negative experiences in her life and had high level support needs, and was leading a very chaotic life. She was evicted from a high support hostel, following incidents of drug abuse and had been in and out of hospital several times in a very short period.

The hostel considered the eviction was necessary to protect staff, but also seemed to think the accommodation was not suitable due to the client’s needs. The Local Authority discharged their duty on the basis of the hostel being “reasonable to continue to occupy”. This rendered the client intentionally homeless and a review was sought.

During the review period the client had multiple placements all of which broke down, either due to behaviour issues or proximity to a violent ex-partner. She ended up

sofa surfing with her mother. Ultimately, it was possible to argue following an OT report that a hostel setting wouldn't be the right thing for her.

The Law Centre were able to collect additional evidence showing hostel accommodation to be unsuitable, and were able to advocate for a top placing in band 1 which correctly recognised the clients high level of need for suitable housing. The client was advised not to complete the section 202 review as this decision being overturned ultimately wouldn't have produced the best outcome.

Client was successful in her band 1 bid and will have an introductory tenancy, with support from Places for People.

This work broke the client's cycle of homelessness, provided her with the best possible outcome. It prevented ongoing arguments about intentionality and prevented the risk of a County Court appeal.

3.3 Supporting most vulnerable individuals and families to maintain sustainable finances and maximise their income

Progress against agreed Indicators:

Indicator	Outcome at 30 September 2019
Number of benefit claims	3807
Value of Benefits Claimed	£3,631,718
Value of Debt Written Off / Managed	£5,490,479
Immigration issues handled at OISC level 1	892
Immigration issues handled at OISC level 3	35
Number of enquiries relating to BREXIT and Settled Status	340

Case Studies:

Jamal – Young man caring for his siblings in difficult circumstances

Since his father died three years ago, Jamal has been the sole carer for his 4 younger siblings. He is 25 years old. His mother still lives in Bangladesh but they cannot afford any visa for her and she does not have a British passport.

Jamal had been out of work since early 2017 despite engaging with a number of employment and work programmes and was finding looking after 4 children very

hard and his mental health was suffering. The family lived in a 2-bedroom property in temporary accommodation until 3 months ago.

We found that when asking for help there was very little support available from any statutory or charitable body available to him. He speaks little English which makes the whole process of engaging with benefit and housing agencies even more difficult. Talking Money worked with a project worker at Sari to help him engage with all of the necessary services to get his siblings into school and to get him moved to a larger property.

We ensured he claimed all the necessary benefits for looking after his siblings meaning that he was able to afford the basics for them all. We referred him to employment assistance programmes to try to find him part time work to improve his financial circumstances and his mental health.

Talking Money provided substantial ongoing support to move the family's circumstances forward:

- Transferring benefits and bills to the new property
- Making a claim to the water Assist scheme
- Help him Switch his Gas and electricity suppliers
- Successfully made 3 charity applications to carpet the majority of the house.
- Successfully applied for a discretionary housing payment to cover 6 months shortfall of rent (£69 weekly)
- Referred Jamal to an information workshop for anybody engaging with Council services at We the Curious which gave him and his siblings a years membership for free and enabled him to better entertain his siblings in the holidays.

Jamal has since found part time employment working 16 hours per week. We have contacted tax credits to claim Working Tax Credits as part of his ongoing award and have informed housing benefit that they can lift the benefit cap. This has resulted in an increase in his tax credit income and housing benefit income by over £100 per week, as well as now having additional earnings of over £130 per week.

We helped him set up a direct debit to pay his ongoing rent shortfall so that, including the work done previously, all of his bills are now being paid and Jamal will be able to focus on continuing to secure his employment and raising his 4 siblings.

Supporting a victim of modern slavery:

The Law Centre acted for a client who was a Lithuanian victim of modern slavery. He was considered not to have any rights to benefits or housing. We made representations on public law grounds and challenges to the complex eligibility rules to the DWP and the local authority, involving a potential judicial review, a County Court Appeal and the First Tier Tribunal in relation to the DWP, and considering which was the best and most strategic approach. This included a representation to the Local Authority who had concluded that the conditions of modern slavery or labour exploitation do not qualify a person for worker status. The DWP had also incorrectly assessed his work as not counting towards EEA regulations i.e. failed to

follow the case law. This also involved, as well as opening 5 files, applying to the Legal Aid Agency for 'exceptional funding'. We were successful all round for his very vulnerable client - the client has been offered accommodation and is in receipt of benefits

Couple struggling as a result of severe health issues:

Mrs B is 75 married and the carer to her husband who has several serious health conditions. They live in social housing that is suited to her husband's needs

Mrs B's husband had to take early retirement due to these health conditions and he was in receipt of his state pension and DLA. Mrs B was in receipt of her state pension and a very small occupational pension.

Mr & Mrs B were struggling to meet their essential expenditure and had accrued council tax arrears and non-priority debts of approximately £35,000 by trying to manage their day to day costs and to pay for a car that was suitable for her husband's needs.

We identified that Mrs B also had health issues and so we helped her claim Attendance Allowance, AA. Once the AA was in place, we helped the couple both claim their underlying entitlement for Carers Allowance for each other making them eligible for some pension credit, full housing benefit and Council tax reduction. These extra benefit changes nearly doubled the couple income and now means they can afford all their essential expenditure.

The client was adamant she did not want to consider any Insolvency options and so we helped set up payment arrangements that will clear her Council tax arrears in less than 8 months. We also helped set up payment arrangements for her other creditors that will be clear £35,000 of debt in approximately 5 years.

Mrs B explained that she has not been able to share any of this with her husband as she did not want to put further strain on him but she now reports that she is very happy as she will not have to struggle or worry about money anymore.

Financial Uncertainty following Bereavement:

An EU National whose husband had recently died contacted the Citizens Advice Help to Claim team. She was her husband's carer for 15 years in receipt of Carers Allowance and now faced financial uncertainty. She had already been turned down for Universal Credit after failing the Habitual Residence Test and needed help to submit a Mandatory Reconsideration and make a fresh UC claim. The Help to Claim Advisor completed an MR for the client, submitted a new UC claim – taking into account her own ongoing health issues – and booked her a Verification appointment at the Jobcentre. The client was also given comprehensive advice on a range of areas including her Right to Reside, claiming Support for Mortgage Interest (SMI),

the EU Settlement Scheme, pursuing contact with an estranged grandchild and the impact of her Bereavement Support Payment (BSP) on the UC award. The client has moved closer to financial stability and been given guidance to make informed decisions about her future.

Helping a vulnerable young Care Leaver navigate the system and manage her finances

M is a young single person living alone who suffers with severe anxiety, depression and epilepsy. She relies heavily on friends as her care givers and she does not have any family after coming through the care system. M rang Talking Money extremely distressed after her disability benefit Personal Independence Payment (PIP) was stopped after a reassessment, leaving her sole income as Employment & Support Allowance (ESA). Her overall benefits were cut by more than half when her PIP stopped and she didn't know how she was going to meet her ongoing bills whilst still being able to buy food and heat her house. When she contacted Talking Money she was over a week away from her next payment and had no money and nothing on her gas and electric prepayment meters so was without heating and lighting. Talking Money met the immediate crisis by applying to the Council's Local Crisis & Prevention Fund for an emergency payment for food and fuel. This gave her a voucher that could be used to pay partly for food and partly for her fuel to get the lights back on. We also gave her a food bank voucher and a further supermarket voucher after immediate success with a charity application. We then started the PIP appeal process and gathered medical evidence to support M's appeal. However, we were aware that current waiting times for first tier tribunals were 6 months so a medium term plan also needed to be put into place.

M was being chased for money from non-priority credit such as Littlewoods and Studio as well as having direct deductions from her ESA for her water costs. She told me that the stress of this making her constantly want to end her life as it was making her anxiety so extreme.

We successfully applied to Bristol Wessex Water's flexible payment plan assistance scheme to reduce her water costs from £46 per month to £1 per month pending the outcome of the appeal. We also wrote to M's non-priority creditors to get £1 token offers in place pending the outcome appeal, reducing her non-priority costs by £55 per month. We completed a number of other charity applications and M was awarded £120 to help with her ongoing costs as well as a new double mattress as hers was so old it was causing her problems sleeping. We also referred M to Bristol's Wellbeing services now provided by Vita Health to try and get talking therapy in place as she said counselling had helped her in the past.

M was referred to Bristol Law Centre to get representation at tribunal. She won her appeal and was awarded backdated PIP to cover what she had been missing over the previous 6 months. We continue working with her to ensure her finances remain stable and so that she can be more financially resilient if something similar happens in the future.

How our other services add value:

EU Settlement scheme: BAP Advice Partners have secured additional funding to provide support to Bristol residents with EUSS applications. The Law Centre is the only organisation in Bristol currently funded to provide support to vulnerable EU citizens with regard to complex settled status cases having received £57K from the Home Office this year to support this growing area of work.

Mental Health Additional Support Welfare Benefits project: South Bristol Advice are funded By Henry Smith (£43,000 this year.) to deliver this project which allows clients with mental health issues living in one of the most isolated areas of the city to gain addition intense support. Clients are identified at point of contact with SBAS or referred directly by mental health services. 130 clients this year to date have had additional support to deal with claiming / appealing Disability Benefit issues. 36 have required very in-depth help and support.

3.4 Supporting the most vulnerable individuals and families to achieve positive results at tribunal and appeals as a result of access to specialist advice

Progress against agreed Indicators:

Indicator	Outcome at 30 September 2019
% of appeals successful (all categories)	86%
Number of cases where help was given to prepare for a tribunal	839
Value of awards in cases where we represented	£1,679,392

Case Studies:

PIP decision overturned on Paper appeal (without physical tribunal attendance) for client with brain tumour:

Client is 47 year old male, diagnosed with a brain tumour which has impacted him extensively psychologically and physically including losing the ability to read, inability to control anger etc. The Citizens Advice Macmillan funded benefits team helped with the client's original PIP application which resulted in client awarded enhanced rate for both components.

In February, 2019 client handled his own PIP renewal which resulted in his award being reduced to SR care and 0 points for mobility. In monetary terms this is a reduction from £148.85 per week to £58 per week and the loss of his Motability vehicle.

Client returned for help to appeal decision and was extremely anxious at the prospect of having to attend a tribunal. Our caseworker submitted an appeal with additional evidence and the decision was overturned without the need for a face to face tribunal hearing.

In October 2019, Client was awarded enhanced rate for both components (original award) and back pay for the money had been underpaid during the appeals process.

Supporting a very vulnerable person at Tribunal:

Gail is 52 years old and suffers from significant physical disabilities following a near fatal brain aneurysm. Her mobility is severely restricted and she also suffers from incontinence and depression. She lives with her adult son, who has mental health problems.

When Gail was moved over from DLA to PIP, she was turned down following an assessment, as the assessor did not seem to understand the severity of her brain injury. In addition, Gail has a tendency to play down her disability and say that she can cope better than she can due to embarrassment. Her doctor confirmed this in her medical evidence. She completed a Mandatory Reconsideration which was refused. Due to the drop in income, debts accrued, including rent arrears, making her anxious. Gail came to North Bristol Advice Centre for help where the SHARP caseworker supported her through the appeal process, including gathering evidence and attending the tribunal hearing. Our debt adviser helped her to renegotiate her rent payment. Her rent arrears were written off in a DRO, along with her other debt, which the debt advisor facilitated, giving her a fresh start.

Gail's appeal was successful. She was awarded the enhanced rate of both components, earning her £148.85 per week and a backdate of £6757. She was also entitled to the Motability component, meaning she can get a mobility scooter, which will make her much more independent.

3.5 Reducing financial, Food and fuel poverty

Progress against agreed Indicators:

Indicator	Outcome at 30 September 2019
Value of financial gains for clients	£2,393,364
Number of warm homes discounts, heating or insulation grants claimed	309
Number of Fuel utility debt cases	621
Number of Food vouchers issued	2725

How our other services add value:

- Citizens Advice has secured funding from ASDA in partnership with East Bristol Foodbank for a caseworker to deliver benefits and debt advice across all three of the Foodbanks sites providing essential support to help foodbank users improve their situation. The caseworker is employed for 28 hours a week and the project runs initially for 3 years.
- An already successful partnership between CSE (Centre for Sustainable Energy), Bristol City Council, Bristol energy and Talking Money has been extended to include Citizens Advice. The funding enables a CSE caseworker to be co-located at Citizens Advice to provide warm homes and energy advice to clients.
- WECIL have a holistic range of services which all agencies can signpost to for clients who are experiencing long term health conditions or who are disabled. These include help with finding and retaining employment, social inclusion, support for families of disabled children and disabled children themselves, help with managing and advocating for a direct payment and general advice and support around disability.

3.6 Improving access to information, services and opportunities in the city and increasing digital inclusion

Progress against agreed Indicators:

Indicator	Outcome at 30 September 2019
Number of cases where information only was given (Tier 1)	5045
Number of clients supported to access online services	2655
Traffic on partner websites (where calculated)	83,215

Case studies:

John, 67, came to Get Online, a project run by North Bristol Advice Centre and funded by Henry Smith, to do a welfare benefits check as he was struggling to get by on his pension, most of which went on rent.

Using an online benefits calculator, we established that he was entitled to

Housing Benefit and Council Tax reduction. John revealed that he had been in receipt of both, but they had been stopped because he'd failed to respond to a letter asking for additional information. He was unable to read and there was no phone number on the letter he could call.

We helped John to submit a new application for both benefits online, and showed him how to check and organise the rest of his paperwork in a way he would find accessible. He was signposted to Read Easy, which provides a trained volunteer reading coach on a one to one basis, and signed up to the scheme. He returned to

Get Online a few weeks later with a letter requesting supporting information; we helped him to scan the paperwork and submit it online.

John's application was successful. He received a backdated award of £1377 and now receives £49.20 per week housing benefit, reducing his weekly rent to £28.47, leaving him with enough money from his pension to live on.

How other funding streams add value:

- The Citizens Advice Help to Claim contract has enabled the development of a bespoke response to digital access at the organisations office in the City Centre which enables clients to get on line either via the public access equipment or through safe Wi-Fi on their own devices making it possible for all clients to access any digital service they need as part of their advice journey and to receive help and support from trained staff.
- Quartet have funded South Bristol Advice to provide 3 public access computers and a telephone line for those who would not otherwise have access,

The partnership would welcome the opportunity to explain more about our work. A more comprehensive Impact Report is planned for later this year.

For further information:

Sue Evans, Director

Citizens Advice Bristol

director@bristolcab.org.uk

07931 698995

Information Advice and Guidance Grant Funding

Negative Risks that offer a threat to Externally funded Information Advice and Guidance Services 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	Current funding arrangements will end before new ones are in place.	Timescales	Current services could be disrupted. Could threaten sustainability of VCSE funded groups	Open		Operational	Community resource/Strategic commissioning	Time line mapped. Cabinet report submitted to extend current grant arrangements		1	5	5		1	4	4	Jan-20
R002	Cuts are made to current funding envelope	Budget Pressures	Would require consultation and therefore potentially mean services are disrupted. Could threaten sustainability of smaller advice organisations	Open		Operational	Community resource / Strategic Commissioning	Risk highlighted in Cabinet report		2	5	10		1	5	5	01/01/20
												0				0	

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	Information, Advice and Guidance grant
Please outline the proposal.	<p>In 2018, Bristol City Council redesigned its Information, Advice and Guidance (IAG) services. The initial grant was for 18 months, to allow BCC time to review its internal IAG offer with the aim to merge our internal and external IAG services. The internal review has been postponed indefinitely. This proposal is to secure future funding for our external IAG services. There are no planned significant changes to service design or funding. However, the proposal will need to be agreed by cabinet.</p> <p>The proposed funding is for £560,000 per annum for 3.5 years, a total of £1.9 million over the life of the grant.</p>
What savings will this proposal achieve?	This project is not looking to making savings. However, the funding plan will need to be agreed by Cabinet.
Name of Lead Officer	Katie Britten

Could your proposal impact citizens with protected characteristics? (This includes service users and the wider community)
Please outline where there may be significant opportunities or positive impacts, and for whom.
<p>Services were redesigned in 2018 to ensure ease of access and clarity as to who to seek advice from for which issues. This means individuals should receive a more efficient service, which gives them the right information at the right time. This should improve outcomes for all citizens, including those with protected characteristics.</p> <p>The funding will continue to target an element of resource at specialist provision for citizens with a disability. This in recognition of the unique barriers and increased complexity these citizens come up against when seeking advice.</p> <p>The new service has only been operational for 9 months, however the feedback that has been collected so far positive. An integrated delivery has led to a coordinated</p>

and strategic response to the challenges created by limited resources. Case studies highlight work being done to support seldom heard from communities, people with disabilities, and older people who are isolated.

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

These services served 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.

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.

The organisation/s that received funding may alter from the current grant recipients, which could have an impact on staff. This may provide employment opportunities for citizens with protected characteristics. However, this would be dependent on the organisation/s that received the grant and is not something that BCC would seek to influence.

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

The organisation/s that received funding may alter from the current grant recipients, which could have an impact on staff. This could result in reduction in posts and/or changes in working hours for employees with protected characteristics. However, this would be dependent on the organisation/s that received the grant and is not something that BCC would seek to influence.

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. A full EqIA was undertaken in August 2018, when the service was designed. The current proposals are to secure funding for the continuation of these services, and no significant changes are expected.

Service Director sign-off and date:29/01/2020

Equalities Officer sign-off and date:
Reviewed by Equality and Inclusion Team
20/1/2020

Eco Impact Checklist

Title of report: Grant Funding plan for external Information, Advice and Guidance services				
Report author: Louis Davies Meyer				
Anticipated date of key decision: 3 rd of March				
<p>Summary of proposals: Bristol City Council currently grant funds external Information Advice and Guidance (IAG) services. This proposal is to secure future funding for these services. Services are organised to deliver IAG on the following:</p> <ul style="list-style-type: none"> • Welfare benefit advice • Housing • Employment • Money and Debt • Immigration <p>* This includes specialist provision of disability and legal advice in relation to the categories above</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	+ive	People accessing these information, advice and guidance (IAG) services may also be interested in fuel poverty guidance. Signposting of the WHAM (Warmer Homes, Advice, and Money) Project through the IAG services will help them, and may lead to them qualifying for energy efficiency works, which should reduce climate changing gases emitted as a result of their energy consumption.	None needed.
Bristol's resilience to the effects of climate change?	Yes	+ive	People accessing these information, advice and guidance (IAG) services may also be interested in fuel poverty guidance. Signposting of the the	None needed.

			WHAM (Warmer Homes, Advice, and Money) Project through the IAG services will help them, and may lead to them qualifying for energy efficiency works, which should improve their resilience through reduced their energy consumption.	
Consumption of non-renewable resources?	Yes	+ive	<p>People accessing these information, advice and guidance (IAG) services may also be interested in fuel poverty guidance. Signposting of the the WHAM (Warmer Homes, Advice, and Money) Project through the IAG services will help them, and may lead to them qualifying for energy efficiency works, which should reduce their fossil fuel consumption.</p> <p>There will be very minor use of resources through office and travel (such as electricity, and fuel.</p>	None needed.
Production, recycling or disposal of waste	No			
The appearance of the city?	No			
Pollution to land, water, or air?	Yes	+ive	<p>People accessing these information, advice and guidance (IAG) services may also be interested in fuel poverty guidance. Signposting of the</p>	None needed.

			WHAM (Warmer Homes, Advice, and Money) Project through the IAG services will help them, and may lead to them qualifying for energy efficiency works, which should reduce pollution from their energy consumption.	
Wildlife and habitats?	No			
Consulted with:				
Summary of impacts and Mitigation				
<p>The service will use small amounts of resources associated with running an office and a small amount of travel. There is also some potential to provide a minor beneficial impact by signposting the WHAM Project, which could help service users manage energy efficiency, or qualify for works.</p> <p>No mitigation measures are required.</p> <p>It is likely that these proposals will have a slight beneficial environmental impact.</p>				
Checklist completed by:				
Name:		Louis Davies Meyer		
Dept.:		Children's Commissioning		
Extension:				
Date:		20/01/2020		
Verified by Environmental Performance Team		Giles Liddell		

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 03 March 2020

TITLE	The Future of Bristol’s Cemetery and Crematorium provision		
Ward(s)	All wards (South Bristol Cemetery is within Bishopsworth Ward)		
Author: Oliver Roberts/Andrea Vasconcelos	Job title: Senior Project Manager/Project Officer		
Cabinet lead: Cllr Craig	Executive Director lead: Stephen Peacock		
Proposal origin: <i>BCC Staff</i>			
Decision maker: Cabinet Member			
Decision forum: <i>Cabinet</i>			
Purpose of Report:			
<ol style="list-style-type: none"> 1. To update Cabinet on the strategic requirement in Cemeteries and Crematorium provision across the city to meet future demand and ensure the service provision sufficiently reflects the future trends in Bristol population. 2. To approve capital funding for expansion and improvements at South Bristol Cemetery and for undertaking feasibility work for the future cemetery and crematoria provision for the north of the city. 			
Evidence Base:			
<ol style="list-style-type: none"> 1. The Council owns eight cemeteries within Bristol, four of which no longer accept new burials. Within the four remaining operational sites there is a shortage of burial space, which is becoming critical. This includes provision at both South Bristol Cemetery and Canford Cemetery, which also house the Council’s two Crematoriums. 2. Investment at South Bristol Crematorium between 2012 and 2013 included refurbishment of facilities, extension of car parking, new cremators and installation of mercury abatement equipment. There has been no significant investment at Canford Crematorium, at which cremators are now over 30 years old and do not presently abate mercury emissions (The Council achieves minimum regulatory requirement of 50% mercury abatement through ‘burden sharing’ with South Bristol Cemetery, where 100% abatement is achieved). A significant amount of investment in the chapel and crematorium would be required to bring the provision up to the space, quality and technological requirements required of a modern bereavement service. 3. On the 26th February 2019 (at Full Council) a provision of £6m was allocated on the Capital Programme for future investment in Bristol’s Cemeteries and Crematoria provision. 4. The future provision is based on an average of 800 graves per acre and the rate of burials as 227 per year (based on 2016/17 figures) where 30% would be single depth plots. 5. Work is being undertaken to develop concept stage proposals to extend South Bristol Cemetery (which has a forecast of two years of remaining burial space available) into adjacent agricultural fields owned by the Council. The concept development look at opportunities to improve the quality of the provision across the existing cemetery site and opportunities for development of the overall bereavement services offered, within the £1.4m budget set against works at South Bristol Cemetery as part of the £6m Capital Programme provision. 6. The designs for South Bristol Cemetery will also explore further opportunities to improve the quality of the service currently provided and to increase the offer of commercial options, such as memorials and hospitality. This will consider any added value that can be delivered within the £1.4m allocation as well as opportunities and benefits that could be delivered through further investment, including raising the net income generated for the Council. 7. From a Planning Policy perspective the sites under consideration for the South Bristol cemetery expansion 			

are in the Green Belt. The provision of facilities for cemeteries are an acceptable use in Green Belt areas provided the facilities do not conflict with the purposes of including land within it.

8. Extension of cemetery provision in North Bristol is more complicated than at South Bristol Cemetery due to sites being land locked by adjacent uses; the provision of additional burial space needs to be considered in combination with the crematorium provision at Canford Cemetery to ensure that a best overall solution for providing bereavement services for this part of the city can be identified. This paper recommends that a budget of £300,000 is allocated as part of the approved Capital budget to undertake a detailed appraisal of feasibility options. The remaining £4.3m sum on the Capital Programme is an indicative allocation for the purposes of medium term financial planning and the feasibility work will determine the cost of works to deliver preferred option/s for meeting the future cemetery and crematoria requirements in North Bristol.
9. Further details are provided in Appendix A.

Cabinet Member / Officer Recommendations:

1. Approves a £1.7m Capital expenditure for Cemeteries and Crematoria, consisting of £1.4m for extension of burial provision and associated quality improvements at South Bristol Cemetery and £0.3m for undertaking feasibility and options appraisal work to inform a Business Case for future North Bristol and cemetery provision.
2. Delegates authority to the Strategic Director for Growth and Regeneration, in consultation with the Cabinet Member for Finance, Governance and Procurement and the Director of Finance:
 - a) to agree the Final option to be implemented at the South Bristol Cemetery once the concept stage proposals have been completed and accessed.
 - b) to take programme and financial decisions within the budget envelope and scheme of delegation as the project develops.
3. Notes that a further report will be brought back to Cabinet following completion of feasibility and Business Case Work on North Bristol Cemetery and Crematorium provision; and with details of opportunities for further investment at South Bristol Cemetery to improve the quality and provision of bereavement services offered.

Corporate Strategy alignment:

1. Well Connected – work with cultural partners to ensure the future provision of the service gives a good level of service and provision for Bristol’s diverse communities. Opportunities to contribute to other corporate priorities such as clean energy, diverse economy.

City Benefits:

1. Provision of burial space in the city to meet the long term population requirements. Provision of high quality bereavement services. Potential for increased income for the council for revenue budget.

Consultation Details:

1. It is proposed to undertake external consultation based on the development of design options at South Bristol Cemetery and feasibility work for North Bristol.

Background Documents: 26th February 2019 Full Council - Budget report 2019/20

Revenue Cost	£n/a	Source of Revenue Funding	n/a
Capital Cost	£1.7m	Source of Capital Funding	TBC
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. **Finance Advice:** The report seeks approval to spend up to £1.7m of the £6m budget allocated by full council (26th February 2019) towards future investments in Bristol’s Cemeteries and Crematoria provision.

Capital

The current Capital Programme (2019/20 to 2023/24) includes a budget of c£6m for the Cemeteries and Crematoria schemes (item reference NH03). This report seeks approval to allocate £1.4m towards expansion of

the South Bristol Cemetery, and £0.3m towards feasibility and options appraisal work to inform a Business Case for future North Bristol and cemetery provision.

Table 1 below provides the spending profile:

	2020/21	2021/22	Total
	£'000	£'000	£'000
A. South Bristol Cemetery			
Project Development Costs			
- The Council's Direct Management and other costs			
- Legal/Land Agreements			
- Statutory Fees	250	50	300
- Professional Fees			
- Surveys and Studies			
Construction Costs and Project Contingency	917	183	1,100
Total Cost - South Bristol Cemetery	1,167	233	1,400
B. North Bristol Cemetery			
Feasibility work, to include:			
- The Council's Direct Management and other costs			
- Designers – Architects, Landscape Architects and Engineers for Concept / Feasibility proposals for options;	300	-	300
- Consultant input for surveys, technical studies, planning and production of cost plan;			
Total Cost - North Bristol Cemetery	300	-	300
Total Cost - Approval sort	1,467	233	1,700

Revenue

The Cemeteries and Crematoria Service already have a revenue budget for operational costs and it is anticipated that these budgets will continue to meet all future revenue expenditure required to maintain the expanded site at south Bristol.

Finance Business Partner: Kayode Olagundoye, Interim Finance Business Partner, Growth and Regeneration, 12/02/2020

2. Legal Advice:

The Council has a general power under Section 214 of the Local Government Act 1972 to provide cemeteries and crematoria. As the land is currently used for agriculture, use as a cemetery will require planning permission. The Town and Country Planning General Regulations 1992 enables the Council - as local planning authority - to determine its own development proposals on land in which it has an interest.

Legal Team Leader: Joanne Mansfield, 27/01/2020

3. Implications on IT: No anticipated impact on IT Services

IT Team Leader: Simon Oliver, 19/12/2019

4. HR Advice: There are no immediate HR implications as the report seeks approval for capital funding to expand and improve cemetery and crematoria provision in the city. If the investment is approved additional and/or changed resource may be required to support the programme of change

HR Partner: Celia Williams, 18/12/2019

EDM Sign-off	Stephen Peacock	08/01/20
Cabinet Member sign-off	Cllr Craig	23/01/20
For Key Decisions - Mayor's Office sign-off	Mayor's Office	03/02/20

Appendix A – Further essential background / detail on the proposal	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO

Appendix D – Risk assessment	YES
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO



3rd March 2020 Cabinet

The Future of Bristol's Cemetery and Crematorium provision

Appendix A - Further essential background / detail on the proposal

Contents

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4. Programme	4

Additional documents:

Appendix A – Part 2 - Supporting Plan

1. Background

The Council's Cemetery and Crematoria provision offers an important service for Bristol, producing a net income of £2m per year (part of the parks income plan). The service provided and income generated is at risk due to little recent investment in the service, with it reaching a critical point:

- Of the eight burial sites owned by the Council, only four are operational and capacity for new burials is very limited, South Bristol Cemetery being the main site for new burials.
- The cremators at Canford Crematorium are over 30 years old and have now exceeded their economic life. Their age and condition creates an increased risk of critical failure, in part due to a more limited supply of replacement parts. The existing cremators do not abate any mercury emissions, so the Council presently offsets the regulatory minimum 50% mercury abatement requirement through 'burden sharing' with South Bristol Crematorium where 100% abatement is achieved. Installation of new Cremators would allow the Council to achieve 100% mercury abatement across both sites, in line with OSPAR Convention targets, which the UK is a signatory of. In addition new Cremators would allow the option to be

explored of moving towards a carbon neutral provision through use of electric (rather than gas) cremators, with the energy supplied via green electricity sources.

- If the Council does not improve the quality of services, including the range of bereavement products and hospitality options offered, it is likely that Bristol citizens will increasingly opt to use alternative provision outside Bristol.

1.1 Service Review

The Cemetery and Crematoria Service commissioned sector specialist consultants to undertake a Service Review, which considered the requirements for future burial space and cremation provision in Bristol. The report identified the potential for South Bristol Cemetery to be expanded to provide additional provision for the South of the City, with an estimated cost of £1.4m. For the North of the city, expansion is more complex, due to the constraints of the existing sites, in particular being land-locked by surrounding uses, more detailed feasibility work to explore options is required in order to identify a preferred solution.

2. South Bristol

2.1 Potential expansion land

The council owns the adjacent land to South Bristol Cemetery. The area is currently leased for agricultural purposes and negotiations will take place with the objective of agreeing a release of the area needed for the expansion, rather than a full termination of the lease. After initial studies plots 1, 3 and 4 (shown in Appendix A – Part 2) were selected as the most suitable for the proposed expansion.

Options of adjacent sites required for expanding burial plots

- Plot 1 – 1.48 ha (3.66 acre) (estimate provision for 22 years)*
- Plot 3 – 1.81 ha. (4.47 acre) (estimate provision for 27 years)*
- Plot 4 – 1.45 ha. (3.58 acre) (estimate provision for 21 years)*

* estimate assuming an average of 800 graves per acre and the rate of burials as 227 per year (based on 2016/17 figures) where 30% would be single depth plots.

Hydrological studies are taking place to monitor the suitability of the plots for burial and a report will be produced and submitted to the Environmental Agency in order to acquire the necessary permissions for progress with the development.

Plots 3 and 4 are within Colliter's Brook, designated as Sites of Nature Conservation Interest (SNCI) and the Council's internal ecological team identified the potential for lesser horseshoe bats in the area. Ecology Consultants are currently undertaking studies on the

sites and will work close with the landscape designers to identify measures which can minimise impacts and provide net gains for biodiversity.

The sites under consideration are in the Green Belt. The provision of facilities for cemeteries are an acceptable use in principle in Green Belt areas provided the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it (National Planning Policy Framework para 145).

The draft Local Plan (March 2019) is proposing to remove the land in this location from the Green Belt and re-designate most of it as 'Local Green Space'. If this approach is maintained in future versions of this emerging plan a similar approach to cemeteries would be applied in Local Green Space. Area 1 adjacent to Bridgwater Road is proposed to be removed from the Green Belt and given no specific policy designation. Cemetery use would be acceptable in principle there also.

2.2 South Bristol Cemetery Landscape Design

Cemetery Development Services have been appointed as landscape architects for the cemetery expansion. The brief is to look at both, the total site available for the expansion and the current site, and find a holistic solution to improve the current and future provision as a whole.

2.3 Office improvements and commercial opportunities

Architects have been appointed and are currently looking into three different refurbishment options (low, medium and high costs) for office/reception aiming to improve the customer and staff experience.

Commercialisation option such as Memorialisation products and a café provision are also being explored and will be added to the business case.

3. Project Cost

Overviews of estimated project costs are detailed below:

A. South Bristol Cemetery

Project Development Costs - £300k

- The Council's Direct Management and other costs
- Legal/Land Agreements
- Statutory Fees
- Professional Fees
- Surveys and Studies

Construction Costs and Project Contingency - £1,100,000

B. North Bristol Cemetery - £300k

Feasibility work, to include:

- The Council's Direct Management and other costs
- Designers – Architects, Landscape Architects and Engineers for Concept / Feasibility proposals for options;
- Consultant input for surveys, technical studies, planning and production of cost plan.

4. Programme

The below table outlines estimated milestones for the project, the dates are subject to design development and the outcomes of surveys, lease negotiations and applications for consents.

South Bristol Cemetery	Dates
Groundwater monitoring, ecological and other surveys, agricultural lease negotiations	January 2020 – Summer 2020
Outline Design development	January 2020 – Spring 2020
Consultation, Full Business Case, Design Development of preferred options	Spring – Summer 2020
Applications for Statutory Approvals	Summer 2020 – Autumn 2020
Detailed design and tender document production	Summer 2020 – Autumn 2020
Construction	Winter 2020 – Summer 2021
Commencement of operations of new provision	Summer 2021

North Bristol Feasibility Work	Dates
Appointment of consultant team	Spring 2020
Options Assessment	Spring 2020 - Summer 2020
Feasibility and concept design development	Summer 2020 – Autumn 2020
Report back to Cabinet	Autumn/Winter 2020

Appendix A – Part 2 - Supporting Plans

1st plan (page 2): Location of expansion land

2nd plan (page 3): Site ownership and designation



Legend

 South Bristol Cemetery - Likely Expansion

Bristol City Council


Parks and Green Space Service

South Bristol Cemetery

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Potential for grave areas

Page 301

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Parks and Green Space

Scale:

Date: 20/08/2017



NEIGHBOURHOODS DIRECTORATE

Parks and Green Spaces St Annes House St Annes Road Bristol BS4 4AB
Phone: 0117 9223719 Email: bristolparks@bristol.gov.uk Web: <http://www.bristol.gov.uk/>

Bristol City Council

Potential Expansion of South Bristol Cemetery Options

Legend

- South Bristol Cemetery Site Boundary
- Potential Expansion Areas
- SNCI - Colliiter's Brook
- BCC Ownership**
- Growth and Regeneration
- People
- Resources

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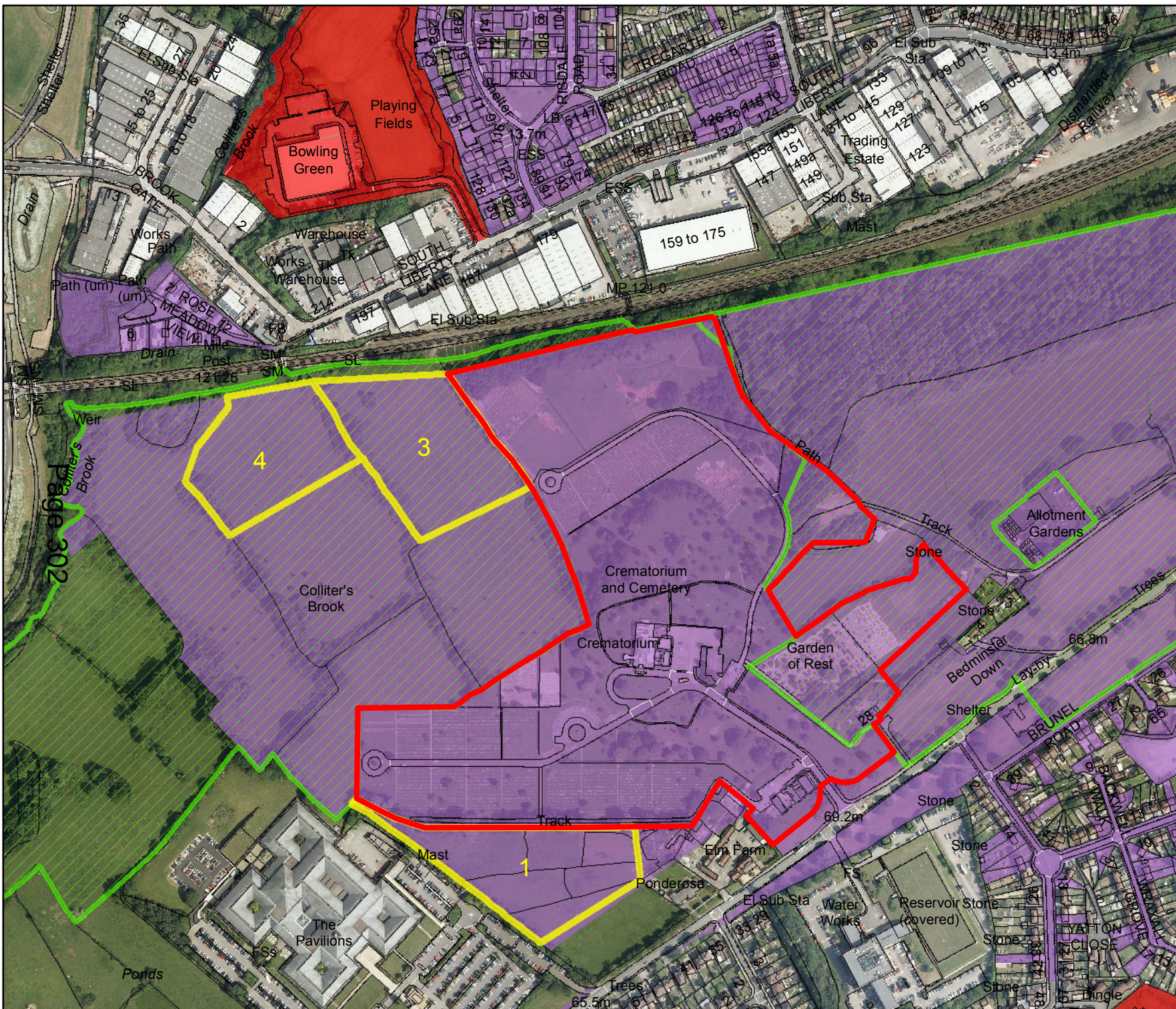
PARKS & GREEN SPACES

Scale : @A4 1:4,624
Date: 24/10/2019



GROWTH & REGENERATION DIRECTORATE
MANAGEMENT OF PLACE SERVICE

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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	South Bristol Cemetery Expansion
Directorate and Service Area	Growth & Regeneration
Name of Lead Officer	Ariaf Hussain

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>To provide burial land for the residents of Bristol to ensure adequate burial space is provided for the future that will meet the needs of an increased city population. Since 2008 the total population is estimated to have increased by 11.7% (48,600 people), this compares to an England and Wales increase of 7.8%.</p> <p>All the cemeteries in Bristol are close to capacity for new burials and failure to provide new land would mean that families from across the city or those who have chosen to cremate their loved ones and wish to bury them close to the crematorium would be unable to do so. In order to deliver additional burial space, land has been identified which will provide adequate burial land close to the existing site at South Bristol.</p> <p>This site will provide space for different kinds of burial requirements, including ashes from cremations.</p>

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.

<p>2.1 What data or evidence is there which tells us who is, or could be affected?</p> <p>Bristol is one of the fastest growing Cities in the UK with an increasing</p>
--

population, and as the population grows so does the death rate for the City. Whilst cremation is the preferred choice for the majority of people, around 20% of deaths still opt for burial for personal and religious reasons. As a Council responsible for a growing, diverse community it is essential that it provides the necessary infrastructure to accommodate all citizens who will encounter bereavement at some point and ensure it adequately plans for the long term future. At present, the Council operates eight burial sites of which South Bristol, Canford, Avonview and Greenbank cemeteries are the only current sites providing new graves. The provision at Canford, Avonview and Greenbank are in reality full and the service mapping new graves in-between existing older plots, which is creating and compounding issues of ongoing maintenance and accessibility. The other cemeteries Brislington, Ridgeway, Henbury and Shirehampton are all full for new burials.

Background:

South Bristol is the busiest site in the City dealing with around 300 burials a year and around 200 new graves including cremated remains plots. The site serves residents mainly in the south and east of the City.

South Bristol Cemetery was first opened in 1974 covering a total area of approx. six acres including the crematorium facility.

Based on the remaining space at the site and current usage, South Bristol Cemetery will not be able to provide any new graves after June 2021. The Council therefore needs to extend South Bristol to cater for the future needs of its residents.

Population:

Taking population figures from mid-2006 to mid-2016 the population has increased by 45,800, which is an increase of 11.2%. For England and Wales there was an increase of 8.2% from mid-2005 to mid-2015.

Whilst there have been increases in population across most wards in Bristol between 2005 and 2015, there have been exceptional increases in the central area of Bristol. The greatest increases have been in Central ward (49%), Lawrence Hill ward (46%) and Hotwells and Harbourside ward (38%). Over the decade, a quarter (25%) of the total increase in population in Bristol took place in Central and Lawrence Hill wards alone.

Other wards which have experienced an increase in population of 20% or more since 2005 are Bedminster (25%), St George West (23%) and Southville (22%). At the same time there has been a small decrease in the population of Stoke Bishop (-3%) and very little change in the population of Westbury-on-Trym and Henleaze, Clifton and Hengrove and Whitchurch Park.

The increase in the population, notably in the central areas of Bristol, appears to be due to large increases in net-migration caused to a great extent by the large number of students that attend the two large universities.

Population projections:

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%. Current data shows the change from 2008 to 2018 with the following wards having seen the largest increase in population (by percentage): Central (89.3%), Howells & Harbourside (51.9%), Lawrence Hill (37.5%), Bedminster (19.9%). Fully details are on Appendix E1

Population by age:

Bristol has a relatively young age profile. 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. However, the Bristol population continues to age gradually, this refers to both the increase in the average (median) age of the population and the increase in the number and proportion of older people in the population.

By 2039 there is projected to be 84,300 people aged 65 and over living in Bristol. In total there is projected to be an additional 25,600 older people between 2014 and 2039, an increase of 44%. Older people as a proportion of the total population is likely to increase from 13% to 15% of all people living in the city.

The age profile within each ward also varies significantly. The highest proportions of older people (aged 65 and over) are in Westbury-on-Trym & Henleaze (23%), Stockwood (22%) and Hengrove & Whitchurch Park (21%). More than a fifth of the total population in these wards is aged 65 and over.

Deaths:

The number of deaths is expected to remain steady between 3,100 and 3,500 per annum up to 2039.

From statistics of registered deaths and the number of cremations and burials, the numbers are roughly the same.

This most likely points to the fact that those that are registered dead in Bristol are buried or cremated in Bristol.

Race:

From 2011 figures, those wards with a BME population of above 14% include Lawrence Hill, Easton, Ashley, Eastville, Lockleaze, Cabot, Hillfields, St George West, Frome Vale, Horfield and Southmead.

There are at least 187 countries represented in Bristol. On Census Day, Poland was the most popular country of birth with 6,415 Polish-born residents, followed by 4,947 people who were born in Somalia – the latter is the 4th highest number of Somali-born of all local authorities after Birmingham (7,765), Brent (6,855) and Ealing (6,468).

The greatest number of migrants arrived between the years 2004 and 2009, when more than 24,000 people came to live in Bristol from outside of the UK. Of the people not born in the UK, 69% arrived in the UK when they were of working age and 30% arrived as children.

Whilst it is difficult to give exact numbers and predictions it is clear that the cemetery service needs to provide burial space for those whose religion permits only burial. This predominantly includes the Jewish and Islamic religious.

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

n/a

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

The Audit of Bristol Burial Provision (Cemetery Development Services, October 2017) identified the need for additional burial land as a high priority.

Consultation concerning the audit took place with stakeholders - Funeral Directors both mainstream and independent - who all agreed that the provision of additional burial land was a key driver in meeting both the needs of the citizens and their businesses.

The new site will also meet the needs of the bereaved by continuing to provide burial space adjacent to the original South Bristol site and Crematorium allowing families who have loved ones buried in the 'new' site to also visit family graves in the 'existing' cemetery.

As all communities could be affected, we will involve the local equalities groups to share the expansion proposal at the pre planning stage. These groups include:

- Voice & Influence Partnership
- Bristol Equality Charter Network
- Council of Bristol Mosques
- Bristol & West Progressive Jewish Congregation
- Bristol Mind Bereavement Service

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?

Failure to provide new burial ground would have a detrimental effect upon all people as the public would not be able to access burial land close to South Bristol cemetery and the crematorium.

Age

The provision of new burial land at South Bristol Cemetery will have no negative impact on service users. There is no discrimination against users in relation to age.

Disability

The provision of new burial land at South Bristol Cemetery will have no negative impact on service users. There is no discrimination against users in relation to disability.

Gender Reassignment

The provision of new burial land at South Bristol Cemetery will have no negative impact on service users. There is no discrimination against users in relation to gender reassignment.

Marriage and Civil Partnership

The provision of new burial land at South Bristol Cemetery will have no negative impact on service users. There is no discrimination against users in relation to marriage and civil partnership.

Pregnancy and Maternity

The provision of new burial land at South Bristol Cemetery will have no negative impact on service users. There is no discrimination against users in relation to pregnancy and maternity.

Race

The provision of new burial land at South Bristol Cemetery will have no negative impact on service users. There is no discrimination against users in relation to their race.

Religion, Belief or Non-Belief

The provision of new burial land at South Bristol Cemetery will have no negative impact on service users. There is no discrimination against users in relation to their religious or non-belief.

Sex

The provision of new burial land at South Bristol Cemetery will have no negative impact on service users. There is no discrimination against users in relation to their sex.

Sexual Orientation

The provision of new burial land at South Bristol Cemetery will have no negative impact on service users. There is no discrimination against users in relation to their sexual orientation.

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

n/a

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

- Benches provided throughout the site to provide seating for those having to walk any distance on the site.
- Existing site levels will be altered to reduce slopes and undulations so as to ensure the site and facilities are more accessible for visitors and staff.
- The number of toilets available for public use - unisex accessible toilets aimed at providing maximum flexibility of use.
- Each toilet cubicle will be enlarged to fully meet the accessibility requirements of disabled people and parents with prams
- The surface of parking bays designated for disabled people, in particular the area surrounding the bays, will allow the safe transfer of a passenger or driver to a wheelchair.

3.4 Can they be maximised? If so, how?

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?
--

No, however we will consultate with groups to determine this.

4.2 What actions have been identified going forward?
--

- | |
|--|
| <ul style="list-style-type: none"> • Benches provided throughout the site to provide seating for those having to walk any distance on the site. • Existing site levels will be altered to reduce slopes and undulations so as to ensure the site and facilities are more accessible for visitors and staff. • The number of toilets available for public use - unisex accessible toilets aimed at providing maximum flexibility of use. • Each toilet cubicle will be enlarged to 2000x2200mm to fully meet the equalities requirements • The surface of parking bays designated for disabled people, in particular the area surrounding the bays, will allow the safe transfer of a passenger or driver to a wheelchair. |
|--|

4.3 How will the impact of your proposal and actions be measured moving forward?
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The impact of the proposal of a new burial ground at South Bristol will be monitored and measured through the Project Board.
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Service Director Sign-Off: Pete Anderson	Equalities Officer Sign Off: Equalities Team
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Date: 23 January 2020	Date: 21 January 2020
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Population Change Mid-2008 to Mid-2018 by 2016 Ward

Source: Annual Small Area Population Estimates, Experimental Statistics, Office for National Statistics © Crown Copyright 2019

Note: These estimates have been calculated using 2011 Output Area population-weighted centroids best-fit to 2016 wards.

The population-weighted centroids are based on the population distribution in 2011.

2016 Ward	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	change 2008-18	% change 2008-18
Ashley	16,991	17,246	17,431	17,686	17,913	18,198	18,296	18,676	18,949	19,019	19,083	2,092	12.3
Avonmouth & Lawrence Weston	20,159	20,126	20,213	20,239	20,351	20,511	20,823	21,115	21,220	21,191	21,375	1,216	6.0
Bedminster	10,440	10,699	10,868	11,265	11,552	11,818	12,139	12,336	12,336	12,446	12,517	2,077	19.9
Bishopston & Ashley Down	11,575	11,909	11,926	12,057	12,136	12,393	12,469	12,985	13,116	13,280	13,415	1,840	15.9
Bishopsworth	10,741	10,847	10,875	10,841	10,870	11,010	11,154	11,431	11,553	11,463	11,425	684	6.4
Brislington East	11,105	11,256	11,177	11,312	11,433	11,451	11,725	11,765	11,850	11,837	11,892	787	7.1
Brislington West	10,635	10,726	10,781	10,832	10,856	10,902	10,993	11,117	11,212	11,235	11,336	701	6.6
Central	10,910	11,149	11,919	12,451	13,696	14,447	15,039	15,822	17,151	18,798	20,656	9,746	89.3
Clifton	13,324	13,100	13,146	13,001	13,106	13,004	13,244	13,504	13,233	13,552	13,581	257	1.9
Clifton Down	10,858	11,057	11,094	11,135	11,166	11,308	11,024	11,216	11,457	11,356	11,639	781	7.2
Cotham	11,759	11,618	11,688	11,715	11,522	11,799	11,642	11,858	11,880	11,756	12,110	351	3.0
Easton	12,885	13,029	13,329	13,508	13,773	13,801	14,002	14,061	14,105	14,026	14,169	1,284	10.0
Eastville	12,575	12,726	13,056	13,262	13,452	13,663	13,954	14,187	14,460	14,621	14,696	2,121	16.9
Filwood	12,842	13,006	12,994	13,078	13,185	13,315	13,560	13,681	13,830	13,801	13,750	908	7.1
Frome Vale	11,945	12,053	12,191	12,149	12,232	12,504	12,838	12,910	13,002	13,281	13,477	1,532	12.8
Hartcliffe & Withywood	17,857	17,768	17,738	17,920	17,968	18,093	18,379	18,562	18,866	19,030	19,005	1,148	6.4
Henbury & Brentry	11,321	11,409	11,508	11,782	11,823	11,859	11,919	12,075	12,275	12,360	12,473	1,152	10.2
Hengrove & Whitchurch Park	17,180	17,249	17,135	17,147	17,083	17,226	17,350	17,503	17,596	17,414	17,222	42	0.2
Hillfields	11,798	11,883	11,970	12,149	12,142	12,229	12,556	12,634	12,673	12,889	12,898	1,100	9.3
Horfield	11,482	11,509	11,592	11,848	12,161	12,390	12,646	13,048	13,435	13,347	13,415	1,933	16.8
Hotwells & Harbourside	3,988	4,324	4,491	4,700	4,778	4,993	5,051	5,310	5,543	6,006	6,056	2,068	51.9
Knowle	13,064	13,057	12,996	13,077	13,188	13,274	13,416	13,398	13,425	13,315	13,345	281	2.2
Lawrence Hill	14,165	14,682	15,688	16,482	17,249	17,525	17,969	18,499	18,884	19,003	19,473	5,308	37.5
Lockleaze	11,279	11,492	11,681	12,060	12,126	12,331	12,667	12,997	13,240	13,339	13,398	2,119	18.8
Redland	12,857	12,998	13,062	12,965	12,983	13,173	12,972	13,150	13,251	13,146	13,088	231	1.8
St George Central	11,985	12,096	12,238	12,287	12,381	12,320	12,641	12,678	12,955	12,931	12,902	917	7.7
St George Troopers Hill	5,620	5,694	5,748	5,796	5,741	5,701	5,826	5,863	5,891	5,826	5,834	214	3.8
St George West	5,504	5,662	5,728	5,968	6,179	6,361	6,403	6,477	6,588	6,520	6,518	1,014	18.4
Southmead	12,052	12,320	12,328	12,408	12,525	12,630	12,684	12,698	12,841	12,670	12,632	580	4.8
Southville	10,727	10,929	11,099	11,348	11,455	11,799	11,954	11,971	12,118	12,384	12,671	1,944	18.1
Stockwood	11,566	11,513	11,512	11,604	11,665	11,634	11,755	11,747	11,793	11,688	11,580	14	0.1
Stoke Bishop	12,403	12,121	11,854	11,873	11,927	12,051	11,809	12,336	12,103	12,195	12,068	-335	-2.7
Westbury-on-Trym & Henleaze	19,193	19,389	19,552	19,502	19,606	19,561	19,612	19,669	19,624	19,854	19,971	778	4.1
Windmill Hill	12,037	12,348	12,436	12,627	12,820	13,112	13,280	13,361	13,511	13,673	13,735	1,698	14.1
Bristol	414,822	418,990	423,044	428,074	433,043	438,386	443,791	450,640	455,966	459,252	463,405	48,583	11.7

Eco Impact Checklist

Title of report: The Future of Bristol’s Cemetery and Crematorium provision
Report author: Oliver Roberts/Andrea Vasconcelos
Anticipated date of key decision: 03.03.20
<p>Summary of proposals: The expansion and improvement for the Cemetery and Crematorium provision in Bristol. For this first phase the proposal is the expansion of the South Bristol Cemetery into adjacent land as well as improvements for the current burial site and office building.</p> <ol style="list-style-type: none"> 1. To update Cabinet on the strategic requirement in Cemeteries and Crematorium provision across the city to meet future demand and ensure the service provision sufficiently reflects the future trends in Bristol population. 2. To approve capital funding for expansion and improvements at South Bristol Cemetery and for undertaking feasibility work for the future cemetery and crematoria provision for the north of the city.

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	–	Construction material and machinery will be used as well as energy (e.g. fuel)	<p>Taking account of sustainability and long term maintenance requirements, including in the choice of materials, products and landscape design were added to the brief.</p> <p>Future works to improve cemetery and crematoria provision in the North of the city are likely to have significant environmental impacts. When a feasibility study is completed the environmental impacts will need to be considered and environmental teams within the council will need to have involvement during this process.</p> <p>There is an opportunity to ensure that efficient technologies are installed</p>
		+		

				as part of improvements made to the site office building, funding can be accessed for this through Salix and this should be used so improvements such as LED lighting can be made. As part of the planning process explore the possibly of extending the existing heat recovery system on site to the office building as well.
Bristol's resilience to the effects of climate change?	N			
Consumption of non-renewable resources?	Y	-	Construction material and machinery will be used as well as energy (e.g. fuel)	Taking account of sustainability and long term maintenance requirements, including in the choice of materials, products and landscape design were added to the brief.
Production, recycling or disposal of waste	Y	-	Construction activities will generate waste	Ensure all waste is disposed of according to waste legislation and the waste hierarchy is followed.
The appearance of the city?	Y		Extended burial site will change the current use of the land, in addition part of the land is within an SNCI	This will be addressed through planning process, and through an ecological consultant.
Pollution to land, water, or air?	Y	-	There will be some additional noise pollution during construction	The hours of construction will take into consideration other activities taking place at the site.
Wildlife and habitats?	Y	TBC	Part of the land available for expansion is within a SNCI, so the design could potentially impact on wildlife and habitats.	We have an ecological consultant undertaking the necessary surveys to inform the design. They will also advise on measures necessary to protect and potentially enhance the SNCI. An Ecologist is being

			appointed as part of the professional team to undertake appropriate ecological assessments and input into the design process, including identifying ecological enhancement measures and any mitigation if required to ensure there is no overall harm to the SNCI. Contact has been made with Dr Nick Michael, who will be engaged further as proposals are developed.
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Consulted with:

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

The significant impacts of this proposal are... part of the new burial land is within an SNCI, an Ecologist is being appointed as part of the professional team to undertake appropriate ecological assessments and input into the design process, including identifying ecological enhancement measures and any mitigation if required to ensure there is no overall harm to the SNCI.

There will be negative impacts linked to construction activities and waste generation. Opportunities will be explored to install energy efficient technology where possible, for example as part of improvement works to the office building.

Checklist completed by:

Name:	Oliver Roberts/Andrea Vasconcelos
Dept.:	Growth & Regeneration
Extension:	
Date:	02/01/2019
Verified by Environmental Performance Team	Nicola Hares

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 03 March 2020

TITLE	Commissioning of Rough Sleeping Services		
Ward(s)	City wide		
Author: Hywel Caddy	Job title: Commissioning Manager (Homelessness)		
Cabinet lead: Councillor Paul Smith	Executive Director lead: Stephen Peacock		
Proposal origin: BCC Staff			
Decision maker: Cabinet Member			
Decision forum: Cabinet			
Purpose of Report: To seek Cabinet approval for:			
<ol style="list-style-type: none"> 1. Authorise the Executive Director of Growth and Regeneration to accept the grant award of £2,814,768 MHCLG funding and to spend to reduce rough sleeping for 2020/21. 2. The draft Commissioning Plan for services to reduce and prevent rough sleeping, and to delegate the approval of the final commissioning plan, tendering recommendations and award of two and half year contracts from October 2020 (with break clauses, and options to extend on an annual basis for a further three years, subject to ongoing MHCLG funding) to the Executive Director of Growth and Regeneration and Head of Procurement in consultation with the Cabinet Member Housing. 			
Evidence Base:			
Background			
<p>The Rough Sleeper Service (RSS) is commissioned to reduce rough sleeping in the city. The current RSS started on October 1st 2014 for three years and has subsequently been extended - with Cabinet approval – to September 2020. The number of people sleeping rough in Bristol has increased markedly since 2013 coinciding with government reductions to local authority funding and freezing of Local Housing Allowance rates. The Government has provided additional funding to local authorities through the Ministry for Housing, Communities and Local Government (MHCLG) in order to fulfil the aims of the Rough Sleeping Strategy to halve rough sleeping by 2022 and to end it by 2027.</p> <p>Whilst this funding is welcomed by BCC, the MHCLG funding streams and bidding opportunities have short run in periods and are for short time periods creating difficulties in regard to strategically commissioning services to reduce rough sleeping – we have recently submitted a bid for 2020-21 for £2,984,230.</p> <p>The MHCLG bid for 2020/21 was made up of:</p> <ul style="list-style-type: none"> • Two 24 hour shelters £1,008,157 • Prison release & support for those leaving hospital £183,589 (from October 20 will be absorbed into new contracts) • Additional outreach and mental health support £149,635 (from October 20 will be absorbed into new contracts) • Prevention and new to the streets service enhanced capacity £847,138 (from October 20 will be absorbed into new contracts) • Improved access to private sector accommodation and supported lettings £416,300 			

- Navigators £307,411
- Overall coordination of programme £72,000

On the 28th January MHCLG confirmed that this bid had been successful and Bristol has been awarded £2,814,768 in 2020/21. This is slightly below the bid submission level but, due to some flexibility within the overall shelter programme, it will enable all the proposed interventions to be delivered in 2020/21. The MHCLG have only committed to one year funding, again in line with the 1 year spending review, to 2020-21. We anticipate there will be a 3 year Comprehensive Spending Review (CSR, for 2021/22 – 2023/24) giving greater clarity on overall Government funding to reduce rough sleeping. This may be known ahead of contract awards.

In order to create stability and improve effectiveness of services it is proposed to commission services from October 2020 for an initial period of two and half years. The first six months will be fully covered by the MHCLG funding for 2020-21, the cost of funding for the next two years is £1,468,000 p.a. (to deliver the two main contracts). If the MHCLG funding is less than this amount for years 2 or 3 then the contracts would be reviewed in line with break clauses and the funding reduction clauses and services reprioritised within the budget envelopes available to Housing Options, which may include use of earmarked reserves. Any reprioritisation of services or use of reserves would need to be agreed under delegated authority to Executive Director of Growth and Regeneration in conjunction with the Cabinet Member and the Section 151 officer.

The draft Needs Analysis and draft Commissioning Plan are attached as appendices to this report. We are asking for approval to progress with recommendations arising from the final commissioning plan and associated procurement processes, and subsequently award of contracts to be delegated to the Executive Director of Growth and Regeneration and Head of Procurement. Delegated approval is being sought because there will be no further Cabinet meetings after March 3rd until June 2020 due to local Mayoral and Councillor elections. It is important to note that the proposals in Recommendation 1 in the draft commissioning plan differ from the proposed funding timescales in this report.

The draft Commissioning Plan sets out the recommendations we are making for future services and this will be finalised once all responses have been received and analysed from the consultation on the draft plan (December 13th 2019 to January 31st 2020). We have also outlined an indicative minimum annual budget per year for the two main contracts.

Service proposed	Indicative minimum budget
<p>Recommendation 1 – Rough sleeping services (for further details see Appendix A) We are proposing to commission two main services that work directly with two different client groups and will also set out these details in the Prior Information Notice (PIN).</p> <p>(i). A Prevention/New to the streets Service. (ii). A longer term/returners service – n.b. this will be the service that we prioritise funding for as our ‘core’ service if subject to funding reductions in future years.</p> <p>We are proposing that any bidder can only be awarded one of the two lots – and are also exploring possible in-house provision of the prevention/new to the streets service.</p>	<p>(i) (to include minimum prevention/new to the streets and advice service). Elements could become in-house provision (ii) (to include additional outreach, mental health and elements of prison release work). Total £1,468,000 p.a.</p>
<p>Recommendation 2 – Ongoing resettlement support and /navigation framework A Framework of providers who are able to provide resettlement or navigator-type support services and also enable us to respond quickly to future opportunities. This could include one or more contracts for:</p> <p>(i) Floating support and resettlement to people moving into non-supported accommodation (ii) Navigation service that help engage with people who are rough sleeping and help to guide them through often complex and disparate services. This framework will also enable us to respond quickly to future funding</p>	<p>MHCLG funding availability will be dependent on outcome of CSR. The appropriate decision pathway will be sought for approval on this. This framework can also respond to other one-off</p>

<p>opportunities, for example:</p> <p>(iii) Services that can deliver longer term support when current programmes end e.g. Housing First & Street Impact Bristol.</p> <p>(iv) New initiatives/interventions for clients who require longer term support and facilitated access to specialist services – e.g. any future Housing First programmes.</p> <p>(v) Support services for longer term supported housing initiatives e.g. for those with enduring needs/end of life care.</p>	<p>funding opportunities.</p>
<p>Recommendation 3 - Accommodation Options framework</p> <p>A Framework of providers who are able to provide accommodation-type services and also enable us to respond quickly to future opportunities. This could include one or more contracts for the:</p> <p>(i) Provision of overnight or 24 hour shelter provision in the city whilst people have to wait to secure accommodation to move off the streets.</p> <p>(ii) Local lettings agency that secures access to private sector accommodation options.</p> <p>(iii) Securing accommodation within the social housing and Private Rental Sector for Housing First type schemes that require longer term accommodation and a tolerant approach from the landlord.</p> <p>(iv) Longer term supported accommodation for those with enduring needs</p> <p>(v) Developing effective shared housing models in the city in social housing either with Registered Providers or within Bristol City Council housing stock.</p>	<p>MHCLG funding availability will be dependent on outcome of CSR. The appropriate decision pathway will be sought for approval on this.</p> <p>This framework can also respond to other one-off funding opportunities.</p>

As stated above, when we go out to tender for these services/frameworks we will be ensuring that there are clauses included that allow for any reductions in funding from MHCLG in future years – in recognition that funding levels from the MHCLG for 2021/22 onwards will not be known. However, MHCLG have indicated that they are supportive of our longer term contracting approach.

There are also interventions required around the supply of accommodation and affordable move on options (aligned to the Accommodation Options framework) that are currently being developed into more robust proposals. When these proposals have been assessed for viability we will seek any further approvals.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Authorise the Executive Director of Growth and Regeneration to accept and spend the grant award from MHCLG for £2,814,768 to reduce rough sleeping for 2020/21.
2. Approves the draft Commissioning Plan and budget for services to reduce, and prevent rough sleeping in the city from October 2020.
3. Authorise the Executive Director of Growth and Regeneration and Head of Procurement, in consultation with the Cabinet Member for Housing, to approve the final commissioning plan, tendering recommendations, and to take all steps necessary to deliver, procure and award a contract from October 2020 for two and half years, with options to extend annually for a further three years subject to MHCLG funding.

Corporate Strategy alignment: Key commitment to reduce the overall level of homelessness and rough sleeping, with no-one needing to spend a 'second night out'.

City Benefits: The Draft Commissioning Plan and EQIA provide a useful overview. In brief the proposal will assist many rough sleepers to access accommodation and support improving their health and reducing the physical and mental health impact of living on the streets.

Consultation Details: Pre-consultation - Staff and client feedback - 17th October to 31st October 2019 35 staff and 70 service users, from a range of services for people rough sleeping, gave feedback in different ways. This informed the draft Commissioning Plan which is being consulted on from 13th December 2019 to the 31st March 2020:

https://bristol.citizenspace.com/housing-landlord-services/rough-sleeping-services-recommissioning/start_preview?token=888495c7610b959490b77251f8785b5cebeb4d61

Background Documents:

Rough Sleeping Strategy: <https://www.gov.uk/government/publications/the-rough-sleeping-strategy>

Delivery Plan: <https://www.gov.uk/government/publications/rough-sleeping-strategy-delivery-plan>

Homelessness and Rough Sleeping Strategy 2019-24 (Cabinet 3rd Sept 2019):

<https://democracy.bristol.gov.uk/ieListDocuments.aspx?CId=135&MId=3687&Ver=4>

Revenue Cost	£2,814,768 £557,600	Source of Revenue Funding	MHCLG grant for 2020/21 General fund budget
Capital Cost	£0	Source of Capital Funding	n.a.
One off cost <input type="checkbox"/>	Ongoing cost <input checked="" type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

Finance Advice: The Council has successfully bid for a grant from MHCLG for £2,814,768 for 2020/21. There is also a general fund budget for Housing Option of £557,600. Contracts are currently in place to provide a range of services to reduce rough sleeping up until the end of September 2020. The proposed new contracts would start in October 2020 and will have appropriate break clauses that could be applied if the level of MHCLG funding is reduced in years 2 and 3.

If the level of MHCLG funding is reduced in years 2 or 3, then an options paper would be developed to be considered by the Executive Director of Growth and Regeneration in conjunction with the Cabinet Member for Housing to ensure that service provision is reprioritised in line with Council strategy within the budget envelope available for that financial year. As a result, the level of services commissioned would either be reduced or the service may seek to utilise some earmarked reserves such as the Flexible Homelessness Support grant in order to continue some of the commissioned activities. Any proposals that seek to utilise reserves would be subject to Section 151 officer approval and would also be brought back to Cabinet for approval as it would require reprioritisation of the current planned activities for utilising the Housing Options' reserves.

Finance Business Partner: Wendy Welsh, Finance Manager, 5th February 2020

2. Legal Advice:Procurement

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 including provision for any reduction in funding from MCHLG during the contract period.

Consultation

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

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 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.

Legal Team Leader: Husinara Jones, Team Leader – Commercial & Governance Team, 11 February 2020

3. Implications on IT: n.a.

IT Team Leader: n.a.

4. HR Advice:

The Commissioning Plan details a number of options. HR implications will vary depending on the commissioning model which is adopted:

- Recommendation 1 (Commissioning Plan p 16) proposes BCC deliver some or all of the service in-house. As this work is currently undertaken by another organisation in this scenario it is likely that TUPE would apply (approximately 17 individuals would be in scope for the transfer). HR and Legal would provide TUPE advice to ensure if funding is obtained beyond 2020/21 the proposal would be to secure permanent posts to resource the in-house service.
- Recommendation 2 (p17) would retaining the existing in-house provision and implement a wider navigation service (floating support) utilising existing staff and additional staffing resource (3 FTE) if the MHCLG funding bid is successful, and again TUPE may apply.
- In Recommendation 3 the service are seeking funding for a post to set up the website for people looking for a room in a shared flat or a lodger. An application has been made to extend existing funding for this post.

HR Partner: Celia Williams, HRBP 08.01.2020

5. Procurement Advice:

A number of procurements are mentioned and will need to be tendered in line with the Council’s Procurement Rules and the Public Contracts Regulations. All contracts will need to have variation and termination clauses to allow for changes over time. The decision should provide delegated authority to the Executive Director of Growth and Regeneration or equivalent at the time of decision to be able to award contracts, as well as the freedom to change specified procurement routes with Procurements agreement without returning to Cabinet. The Contracts need to contain extension periods to allow for Council to be able to extend the contracts without going back out to tender as well as suitable break and variation clauses to allow for any changes in funding.

The two shelters mentioned in the background information section of this cabinet report will be grant awards and therefore not subject to the procurement rules.

Category Manager: Gina Smalley 7.2.2020

EDM Sign-off	Stephen Peacock	15th January 2020
Cabinet Member sign-off	Cllr Smith	21st January 2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	3rd February 2020

Appendix A – Further essential background / detail on the proposal Draft Commissioning Plan & Impact of proposals	YES
Appendix B – Details of consultation carried out - internal and external Pre-consultation document	YES
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	YES
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal There are no significant environmental impacts relating to this report and a full Eco IA is not required. There are small impacts linked to the energy use and waste from running an emergency shelter and additional homes, these buildings will be managed by a third party, there exists a potential to reduce existing impacts through the procurement process. The procurement process could make considerations towards: <ul style="list-style-type: none"> • Heat and power for the accommodation: quality of insulation, heating efficiency and lighting efficiency. • Travel impacts, such as location and access to public transport. • Provision of waste/ recycling facilities. Nicola Hares 31.12.19	NO
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO



Bristol City Council

Reducing Rough Sleeping

Draft Commissioning Plan

Dec 2019

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Section A – Introduction and context

Purpose of this document

This plan describes how we propose to commission services that prevent and reduce rough sleeping in the Bristol for the next 5-7 years and what these services will look like. We will use this document as part of the consultation with people who find themselves rough sleeping, providers of services and other stakeholders to inform our final commissioning plan.

These services will play a crucial role in working towards the Governments Rough Sleeping Strategy aims of halving rough sleeping by 2022 and ending it by 2027. To some extent we can commission services that can prevent and alleviate some of the personal circumstances of people who end up rough sleeping in Bristol; however, future government policy also needs to address structural factors to assist us in achieving this aim.

What we are trying to achieve

Aims of the commissioning process

This process seeks to deliver services that achieve the following:

- a. Effective, quality service, delivering good outcomes
- b. Value for money
- c. good procurement practice (including ability to flex service to meet changing needs/budget)
- d. Contributes to coherent system
- e. Enable a good mix of providers but with system leadership active across the services

In consulting on this document we are seeking to test the following areas derived from both the Needs Analysis and discussions with people using services, providers and stakeholders:

Person Centred approach

Throughout this commissioning process we have identified a '*golden thread*' – a greater focus on the needs of the individual - running throughout the process and influencing the final commissioned services. We will endeavour to maximise engagement with people using services to review their experiences and determine their priorities for change. This will also link to identifying system blockages for people and seek to ensure that co-production with people using the services can help mitigate blockages or improve access. We will also adopt any learning around this from the Golden Key programme.

We also recognise that there may be constraints in this approach and that it may not always be possible to effect all system changes identified. We are exploring integrating into this approach the greater use of *navigators* to assist people to access the services they need to assist in their recovery and seek to ensure that people only need to **tell their story once** encouraging services to overcome any communication barriers within the constraints of GDPR.

Trauma informed approach

It is now widely recognised that a significant number of people who end up sleeping rough in Bristol will have experienced significant trauma in their early lives as a result of adverse childhood experiences. Research has highlighted neurodevelopmental damage caused by ACEs, the connection with attachment theory (and resilience), the impact on physical and mental health and the risk behaviours in later life.

This research informed Menschner and Maul's (2016) trauma-informed model of care, this plan is seeking to adopt this approach into all services that support people who have slept rough, linking to the Psychologically Informed Approaches in our supported housing pathways. The benefits of this approach for people using services will be that they:

- feel safe and supported;
- increase their engagement;
- understand that symptoms may be linked to childhood trauma;
- receive support experiences that do not add to previous trauma;
- start on a recovery journey; and as a result have
- improved outcomes and build a level of stability and resilience.

Outcomes

The commissioning process will seek to achieve the following outcomes:

1. Reduces levels of people sleeping rough in the city – *measured through detailed analysis of the flow of people onto the streets and off the streets, not just reliant on 'snapshots' of information such as nightly counts.*
2. Minimises returners / increases resilience – *what is it that people need to sustain their accommodation and well-being, and avoid returning to street homelessness?*

We are looking to deliver a real change in outcomes for people who end up rough sleeping in the city. It is recognised that this can only be achieved through working in partnership with the wider community that is already concerned and involved in helping people sleeping in the city. This commissioning plan and the associated procurement processes can be a valuable tool - rather than barrier - to help achieve this and enable the selection of partners with skills, expertise and the desire to work collaboratively in order to deliver these outcomes together.

Prevention

In line with the aims of the Homeless Reduction Act 2017, the governments Rough Sleeping Strategy and Bristol City Council's Preventing Homelessness and Rough Sleeping Strategy 2019-24, we are seeking to put in place services that look 'up-stream' and seek to prevent people ending up sleeping on the streets.

As set out in the governments Rough Sleeping Strategy we will be aiming to halve the number of people sleeping rough by 2022 and end rough sleeping by 2027, but acknowledge that there will need to be

wider system changes that need to happen alongside this and future commissioning approaches in order to achieve this.

Increased Wellbeing

People who end up sleeping rough often experience barriers in accessing both health and care services and it is well documented that they experience poor health outcomes in comparison to the rest of society. Crisis have found that Homeless people are more likely to die young, with an average age of death of 47 years old and even lower for homeless women at 43, compared to 77 for the general population, 74 for men and 80 for women¹.

People who become street homeless often have high and complex support and treatment needs as a result of trauma experienced in their childhood. The Kings fund is currently undertaking a piece of work assessing the effectiveness of existing initiatives in achieving the following outcomes:

- that people sleeping rough can access health services of equal quality to others, and the impact of rough sleeping on health is minimised;
- that ill health does not prevent people moving off the streets or sustaining a settled lifestyle.

We will adopt learning from this study when it is published and incorporate local data and learning from BCC's Needs Analysis of the health needs of people sleeping rough through the Health and Wellbeing Working Group.

Those who experience rough sleeping can have high and complex support and treatment needs. Effective health and care services should address these needs but could also play an essential role in providing a solution to entrenched homelessness. This also links to building the **confidence and skills** of people who end up sleeping rough to strengthen their recovery and build resilience to prevent repeat homelessness.

Local & national strategic context

Corporate Strategy 2018-23² – The strategy contains a number of priorities relevant to this plan, including:

- Decent affordable homes, providing the springboard to achieving a high quality of life.
- Getting involved early to reduce risks later.
- Leading and championing learning and skills – keeping Bristol working and learning.
- Reducing health inequalities by focussing on prevention and early intervention and the causes of ill health.
- Promoting good mental health in the wider community, emphasising early intervention, especially for children and young people and those at greatest risk.
- Key commitment to reduce the overall level of homelessness and rough sleeping, with no-one needing to spend a 'second night out'.

¹ https://www.crisis.org.uk/media/236799/crisis_homelessness_kills_es2012.pdf

² <https://www.bristol.gov.uk/documents/20182/33620/Bristol+City+Council+Corporate+Strategy+2018+to+2023.pdf/3e7d7377-ed1f-5d67-c6ab-af49b7159a5e>

The National Rough Sleeper Strategy 2018³ was published in August 2018. A new feature of government policy has been the growth in collaboration and use of homelessness charities including Crisis, Homelessness Link and St Mungo's to adopt a new role particularly in terms of leading national homelessness policy and development. The action plan provides resources to halve rough sleeping by 2022 and eradicate it by 2027.

Homelessness and Rough Sleeping Strategy, 2019–24⁴ - The review noted that the annual rough sleeping count in November 2018 in Bristol reported 82 people sleeping rough, which is the fifth highest return nationally. Reducing rough sleeping is priority one in the strategy, **key objectives:**

- Will focus maximum efforts and resources to halve rough sleeping by 2022 and eradicate it by 2027.
- We will develop effective services to address rough sleeping, using evidence-based approaches that have been proven to work with existing and emerging client groups and specifically target clients with complex multiple needs.
- We will build on existing work with our partner organisations to develop a 'Housing First' approach for homeless people with the highest level of need.
- We will evaluate and adapt housing pathways (including supported housing) to ensure they meet the needs of those living with complex needs as well as new/emergent client groups.
- We will increase supply of move-on accommodation available to people who have slept rough.

More than a roof – Bristol Housing Strategy 2016-2020⁵ - Emphasises how good quality, suitable housing is essential in helping people to thrive and achieve a high quality of life.

Bristol's One City Plan outlines a shared vision for 'Homes and Communities' and by 2022 reiterates the govt rough sleeping target that:⁶ -

Rough sleeping in Bristol has decreased by 50% since 2018

The Homelessness Reduction Act 2017 - The Homelessness Reduction Act came into force in April 2018, key measures in the act include:

- An extension of the period 'threatened with homelessness' from 28 to 56 days.
- A new duty to prevent homelessness for all eligible applicants threatened with homelessness, regardless of priority need.
- A new duty to relieve homelessness for all eligible homeless applicants, regardless of priority need.
- A new 'duty to refer' - public services will need to notify a local authority if they come into contact with someone they think may be homeless or at risk of becoming homeless.

The Act has prompted a comprehensive review of how homelessness prevention services are delivered.

Budget

The Council's Corporate Strategy aims to make £92m savings, required because of a mixture of government cuts and increasing demands for services. Consequently, the level of funding available from Bristol City Council that funds the core Rough Sleeper Service was reduced by 10% in 2017 and is now £521,553 in 2019-20. For 2020-21 we have identified a slight up lift on the current level to bring it up to £557,680.

³ <https://www.gov.uk/government/publications/the-rough-sleeping-strategy>

⁴ <https://www.bristol.gov.uk/documents/20182/3719704/Homeless+Strategy+2019+to+2024.pdf/cd7349fe-ea02-7081-08ae-b2fc5bd31bc4>

⁵ <https://www.bristol.gov.uk/housing/housing-strategy-and-supporting-strategies>

⁶ <https://www.bristolonecity.com/one-city-plan/>

In addition Bristol City Council has been successful in applying for a number of different funding streams from the Ministry for Housing, Communities and Local Government (MHCLG). The overall spend on services that prevent or reduce rough sleeping are set out in the table below (this excludes for the Social Impact Bond for 125 rough sleepers with complex needs 2017-21):

Project	Funding 2019-20	Funding source
Rough Sleeper Service	£521,553	Bristol City Council
Rough Sleeper Initiative funded services	£517,000	MHCLG
Rapid Rehousing Pathway	£1,063, 501	MHCLG
Total	£2,102,054	

For 2020-21, MHCLG have indicated that the funding levels will be at the same level as 2019-20, with a share of an additional £54 million for English Local Authorities that the Government has made available to reduce rough sleeping in 2020-21. Therefore Funding for 2020-21 will be a **minimum of £2,138,181** (including the slight uplift for BCC funding).

The recent Government spending review was only for one year due to the impact of Brexit and uncertainty around who will be in government next year. Despite the commitment to reducing rough sleeping being endorsed by all the political parties, longer term spending commitments may not be announced in time to give certainty for our procurement timetable.

There may be an early longer term Spending Review in Spring 2020; or this thinking could change and may be held at the more usual time (late Autumn 2020); alternatively, a future government may announce another one year settlement. We are therefore proposing to recommission - but retain some flexibility to alter the contract part way through if funding necessitates this - rather than extending existing services beyond the agree contract period.

Methodology

Pre-consultation - Staff and client feedback - 17th October to 31st October 2019

We are keen to keep the client and staff voice at the heart of our recommissioning. We set-up an intensive pre-consultation process as well as the current consultation as we want to hear what staff and service users feel is working and what is not working, in relation to preventing and reducing rough sleeping in Bristol and to find out what does or could make a real difference to them.

Feedback methods and mechanisms

Over the course of two weeks in October the homelessness commissioning team carried out a range of group and 1-2-1 sessions with a variety of staff teams and service users in order to inform this draft commissioning plan. Service user sessions took the form of focus groups, drop-ins and prearranged 1-2-1s via phone call or in person. We spoke to staff at team meetings and through 1-2-1's. Overall in the region of 35 staff and 70 service users, from a range of services for people rough sleeping, gave feedback in different ways during the two weeks.

This is a summary of the responses received from people. The full staff and client feedback report can be found in Appendix 1.

Key Themes emerging from the pre-consultation that have informed our thinking

(i) Feedback from service users

Key reasons for rough sleeping

The responses to this broadly reflected the main reasons causing rough sleeping recorded from the Rough Sleeper Service clients, of which the top three were eviction, relationship breakdown and leaving prison/remand.

How to prevent returning to R/S when housed

Feedback focussed on the need to have longer term ongoing support that links to the proposal to commission navigators to guide people through services and to provide a person-centred focus rather than a one-size-fits-all approach. Other responses covered practical help to cover rents and benefit advice, as well as help to give up alcohol and drugs, establishing a support network and help to access education, training and employment opportunities.

What prevents people leaving the streets?

Again, the lack of a person-centred focus was raised here alongside access to the right services and time to engage and build trust with people that echoes the need to establish a cohesive navigator approach. Not feeling safe in shelters and hostels was also highlighted.

Which people/services stand out as important?

A wide range of services were mentioned here that reflect the wider partnership of organisations that work in the city of commissioned and voluntary services.

What hasn't worked well for people?

The responses again reflected the need for a person centred-approach and the need for navigators to help people through a complexity of services with more or longer access to day and night shelter services. Difficulty finding or having enough services for people with multiple issues and for women were also highlighted. "I need mental health supported housing, but often with a drink problem they don't want to take you on"

What matters most to those sleeping rough?

Again, feedback was for clear support planning and help to access services reflecting the person – centred approach and the need for navigation. Services that can aid recovery and improve confidence and self-esteem were highlighted: "Doing volunteering helps me a lot, I feel proud".

(ii) Feedback from staff

What's working?

Generally good staff teams, partnership work and the ability to offer flexible solutions to individuals.

Barriers and Challenges

On the downside access and affordability of accommodation is an issue. Other barriers were KPIs distracting from a wider system approach which is more person-centred, limited communication around

services available, high staff turnover, a lack of women specific services and need for improved training to work with clients.

Which services do staff feel are having the most impact?

Again as with service-users, no one service dominated responses. A wide range of services were mentioned here that reflect the wider partnership of organisations that work in the city of commissioned and voluntary services.

Where do we currently have gaps?

Summary of responses:

- Lack of preventative services,
- support and specialist support (especially around mental health),
- lack of access to housing (including accessible housing and for those people with pets).
- need for personalised support and
- ongoing support or navigation.

What one change in our services do you think would help to reduce rough sleeping?

- staff and clients to have more influence,
- better sharing of information about services,
- staff to have the right competencies, skills and behaviours,
- services to focus on the needs of the individual,
- review Pathways accommodation & create more guardianship accommodation,
- services to have a greater emphasis on prevention with longer term funding.

How to spend time more valuably?

A number of changes to improve the system were suggested (see Appendix 1)

What motivates and demotivates you?

Again, valuable insight was given by staff of system approaches and the approach to services provision (more info in Appendix 1).

Staff and wellbeing

Staff work in a difficult environment and resources are stretched; however there is clearly a significant amount of satisfaction in obtaining outcomes for the people they are supporting.

The information from the pre-consultation has given us a valuable insight from both people using services and staff supporting them. Further consultation on this draft commissioning plan with service users, staff, providers and stakeholders will be conducted from 13th December until 31st January 2020.

Content final version:

- 1. Details of pre-consultation**
- 2. Details of consultation mid Dec to Mid Jan**
- 3. Approval process for final plan**

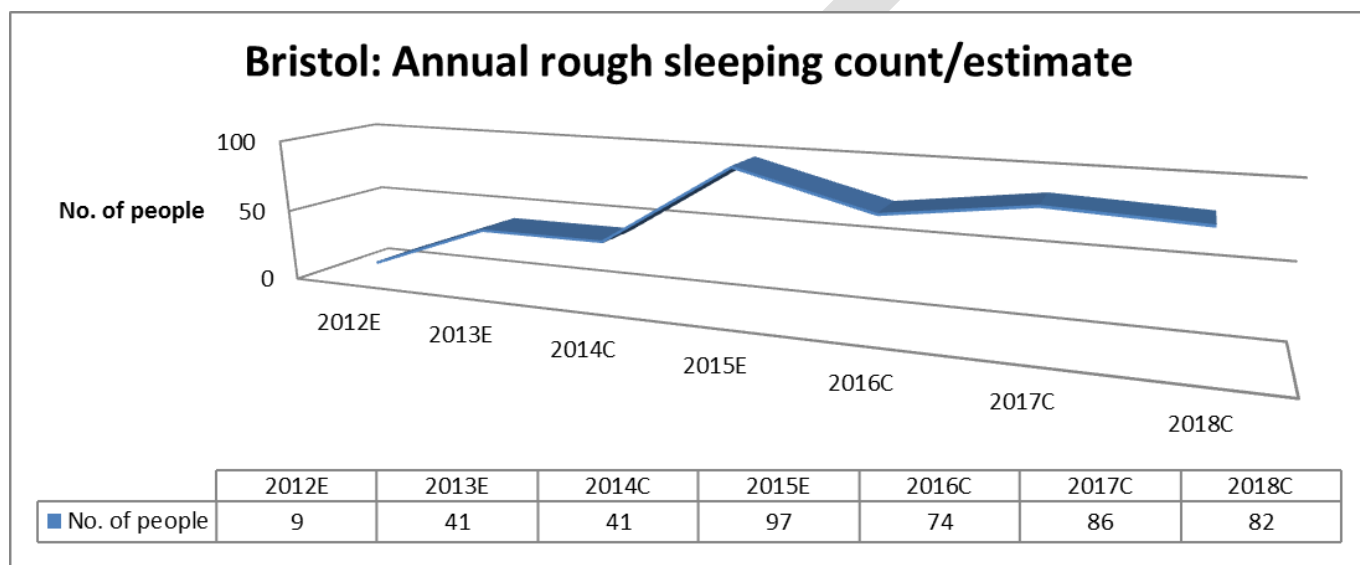
Section B - Analysis

This section sets out a synopsis of the findings from the draft Needs Analysis that is also available as part of the consultation for this commissioning plan.

The information below sets out the information we have on levels of rough sleeping in the city including information on the profile of people using the Rough Sleeper Service.

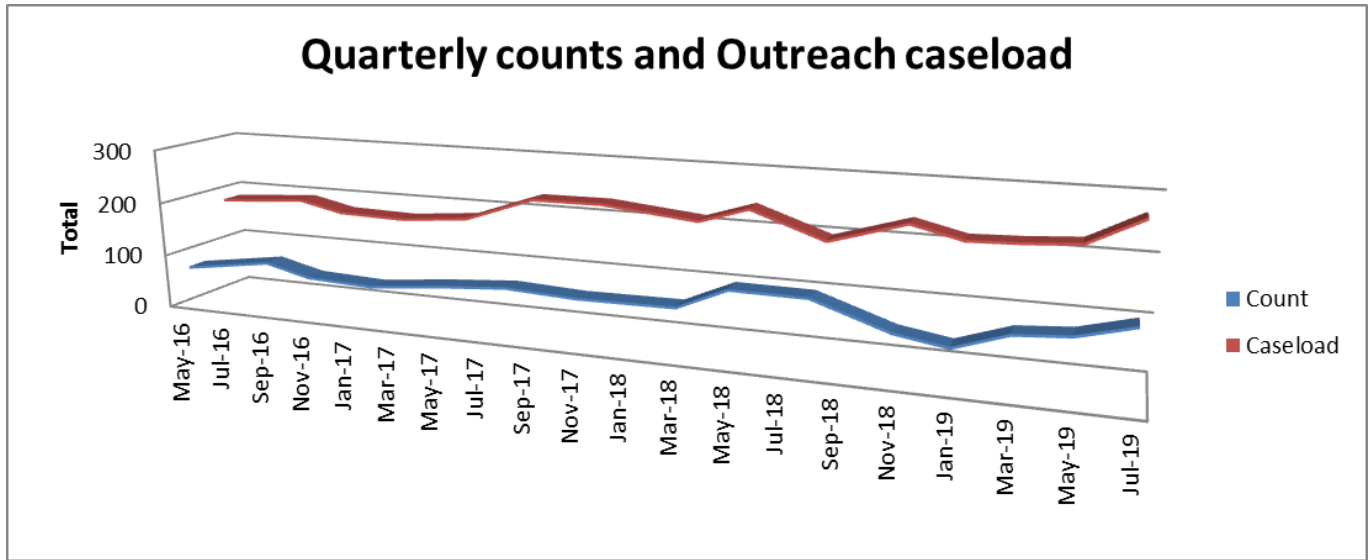
Demand/information on the extent of rough sleeping in the city

Annual rough sleeping counts/estimates

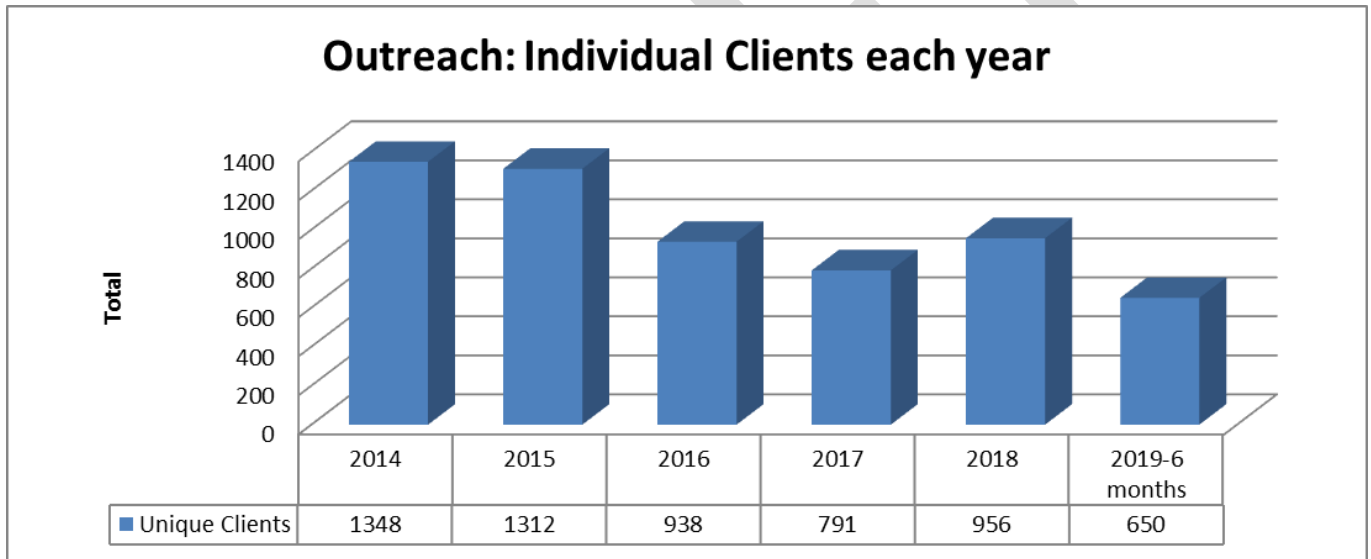


The number of people sleeping on the streets has risen significantly in Bristol since 2013 in a similar way to all parts of the country. The government has adopted annual 'snapshot' counts or estimates on any one given night in the autumn - prior to December - as their preferred methodology, but this does not give the full picture of the levels of people sleeping rough in the city.

Other data gives us a more accurate picture of the true scale of the number of people who end up rough sleeping in Bristol. Since May 2016, the Outreach team (Rough Sleeper Service) have conducted regular counts on a quarterly basis using the govt. count methodology. The graph below shows the information from these counts alongside the caseload of the Outreach team.



The information in the graph below shows the levels of individuals that have been worked with in each year since 2014. The overall figure began reducing after 2015 but has begun to increase again. It is anticipated that the Rough Sleeper Service will have contact with 1,300 people in 2019-20.



Needs of people sleeping rough in the city

This section summarises the key findings from the Needs Analysis.

Bristol Population (Background information)

- There is significant variance for life expectancy rates in different areas of the city reflecting lower life expectancy in the most deprived areas of the city.
- Significant population increases with further increases predicted particularly in central and Lawrence Hill wards.
- The city is increasingly diverse. Around 16% of the population are from BME backgrounds - but Inner City & East has a much larger proportion of BME population (31%) - however amongst children it is 28%.
- Almost 72,000 people in Bristol - 17% of the population - suffer from income deprivation.

Housing (Background information)

- There is a serious shortage of affordable housing in the city and rising homelessness.
- Between 2016 and 2036 the emerging target for Bristol is around 33,000 homes and the need for affordable homes in Bristol is projected to be an additional 18,800 between 2016 and 2036.
- In 2016 the cost of the cheapest homes in Bristol were over 9 times the annual earnings of lower income households
- The private rental sector is becoming particularly unaffordable to those on benefits or on low incomes.
- Social housing lets have reduced in the city to 1,800 per year, down from 3,000 per year 10 years ago.

Client profiles

- In 2018-19, 40% of people coming onto the streets were 'returners'⁷
- In 2018-19 the top 3 reasons for people rough sleeping were eviction, relationship breakdown and leaving prison/remand.
- 50% of people who have contact with the Outreach team have a verified local connection with Bristol between 2016-19.
- Mental health, drugs, alcohol, physical health and offending are the top five areas that people identified as needing support around in 2018-19.
- The majority of people (over 70%) who were sleeping on the streets and had contact with the Rough Sleeper Service were between the ages of 26-50.
- Women represent 18% of people rough sleeping in the city in 2018-19.
- There are higher levels of Black/African/Caribbean/Black British people and white other engaging with the service compared to the Bristol population.
- Aside from the UK, a significant number of people using the service in 2018-19 from Europe were from were from Poland, Romania and Portugal; there are high levels of people from Somalia.
- A significant number of people stated they had no religion, other or did not wish to disclose. 13% of people said they were Christian with 4% of people saying they were Muslim.
- The majority of people on entry to the service responded to say that they did not have a disability. There is clear evidence that the true level is likely to be in excess of 50% (see profiles of clients in Pathways and the Health Needs section).
- Information on sexual orientation does not reflect the level of 4% for Bristol Quality of life Survey 2016 and there is evidence that this level is likely to be higher.

Rough Sleeping and Single Homelessness (see section above on counts and estimates)

- The number of people sleeping rough in snapshot counts in Bristol has increased by 811% between 2010 and 2018 (from 9 to 82) and has risen by 165% nationally (from 1768 to 4677).
- It is estimated that there will be more than 1,300 people who end up rough sleeping in Bristol in 2019.
- The caseload for the Rough Sleeper Service is currently in excess of 250 people.

Health Needs

- People who end up sleeping rough often experience barriers in accessing both health and care services and experience poor health outcomes in comparison to the rest of society.
- The average age of death of men is 47 years old and even lower for homeless women at 43.
- *Lifestyle:* A national audit found that 77% of homeless people said they smoke, compared to 21% of the general population. 35% did not eat at least two meals a day.
- *Physical health:* 41% said that this was a long term problem, the most common longstanding physical health problems were musculoskeletal in nature, followed by respiratory and dental.

⁷ Defined as someone who has slept rough before but returned to the streets after a gap of at least 12 months

- *Sexually transmitted infections and blood borne viruses:* research that is available suggests that this patient group is at increased risk of acquiring STIs and BBVs compared to the general population.
- *Substance misuse:* Drug and alcohol addiction represent a significant health problem amongst homeless people, and it accounts for just over a third of deaths⁸. A national study found that 39% of homeless people said they take drugs, or are recovering from a drug problem and 27% said they have or are recovering from an alcohol problem⁹.
- *Mental Health:* 80% of homeless people report some form of mental health issue and 45% have a diagnosed mental health condition – compared with 25% for the general population.
- *Suicide:* Homeless people are over nine times more likely to commit suicide, and a report by the Salvation Army found that 53% of homeless women and 34% of homeless men had attempted suicide at least once.
- *Use of health services:* Homeless people are heavy users of health services. A&E visits and hospital admissions are four to eight times higher than for the general public at a cost of an estimated £85 million per year.

Client needs in accommodation Pathways

- *Mental Health:* 73% of adults and 43% of young people have mental health needs.
- *Physical Health:* 42% of adults and 9% of young people have physical health needs.
- *Drug and alcohol issues:* 60% of adults and 21% of young people have drug & alcohol needs.
- *Exploitation & violence:* 17% of adults & 14% of young people have support needs relating to domestic violence, sexual violence, child sexual exploitation or trafficking and forced marriage.
- *Sex work:* 6% of adults and 1% of young people have support needs relating to sex work.
- *Debt:* 35% of adults and 33% of young people raised having debts as a major issue.
- *Benefits & sanctions:* 12% of adults and 10% of young people have no income due to delays in benefit payments or sanctions at the time of entering the services.

Further detail is included in the Needs Analysis.

Current services

The current Rough Sleeper Service was commissioned during 2013/14 and began on the 1st October 2014. At that time the number of people who were sleeping on the streets in Bristol – although increasing – was far less than the level of people who currently end up on the streets today. St Mungo's were successful in being awarded the tender. The original service based at the Compass Centre (Jamaica St) and 1 New St, St Jude's consisted of the following elements:

- Outreach and engagement with rough sleepers;
- Lease and management of the ground floor of the Jamaica Street hostel;
- Education, training and employment activities (ETE), including volunteering;
- Direct access and additional support to clients in 16 Extra Support Beds (OABs);
- Coordination of the Severe Weather Emergency Protocol (SWEP).
- Lease and management of 1 New Street premises in St Judes;
- Delivering a No Second Night Out service;
- Delivering a pre-employment support programme.

⁸ Crisis 2011

⁹ <https://www.homeless.org.uk/sites/default/files/site-attachments/The%20unhealthy%20state%20of%20homelessness%20FINAL.pdf>

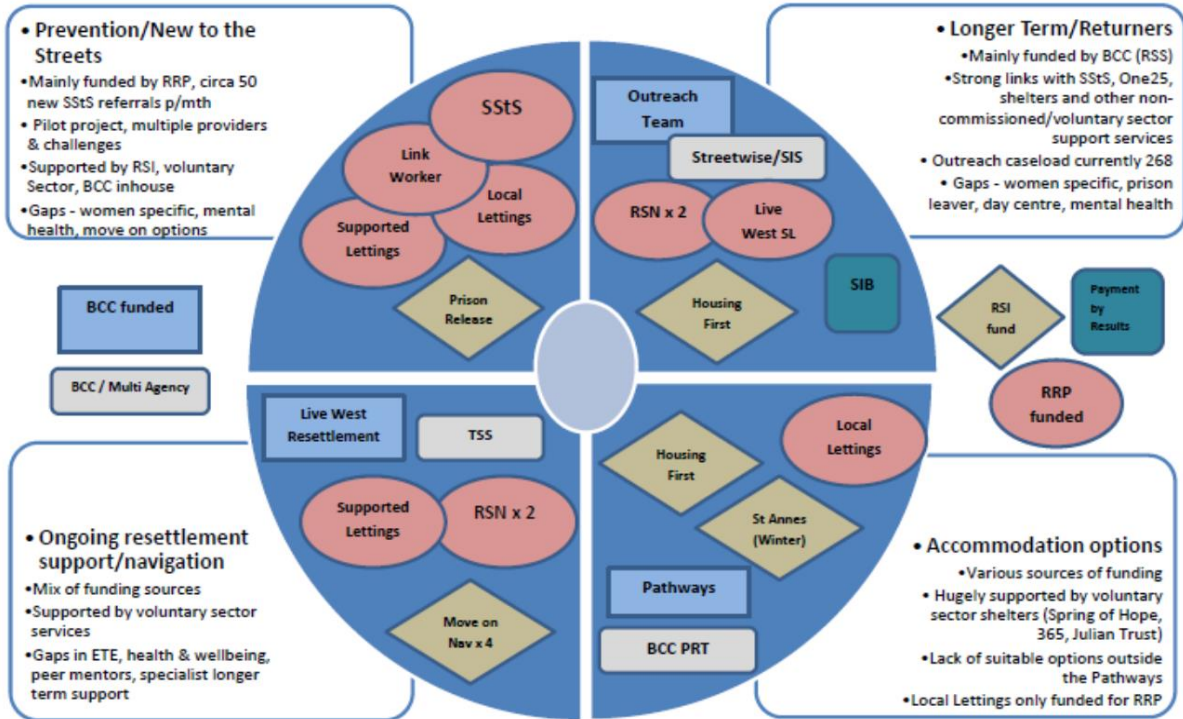
As the number of people rough sleeping in the city has increased and new funding streams from the Ministry for Housing Communities and Local Government and BCC have been introduced the service has reduced ETE resources and shifted to provide more street outreach and engagement. There has been little time to procure new services – so waivers and a range of variations to existing contracts across the sector have been necessary.

Additional services

- MHCLG Entrenched Rough Sleeping – Social Impact Bond 2017-21 (3.5 years)
- MCCLG Rough Sleeper Initiative Funding 2018-20 to fund the following projects in 2019-20:
 - 24 hour Winter Shelter in St Anne’s House;
 - Move-on team Supported Housing Pathways;
 - Psychological support to assist move-on from Supported Housing Pathways;
 - Extending the Golden Key Housing First programme (14 units);
 - Working with prison leavers to prevent rough sleeping;
- Rapid Rehousing Pathway 2019-20:
 - Somewhere Safe to Stay (SStS) service
 - Local lettings project
 - Supported lettings
 - Navigators

As part of this re-commissioning process we have set out a map of Bristol rough sleeping services which also includes links with the Distinct Accommodation Pathways for adults (supported housing) and other associated services not mentioned above:

Bristol Rough Sleeping Services – Current Service Model



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Section C – A new ‘whole system’ approach

Recommendation 1

We are proposing to commission two main services that work directly with two different client groups set out below and will also set out these details in the Prior Information Notice (PIN). We are proposing that any bidder can only be awarded one of the two lots below:

1. A Prevention/New to the streets Service.

This service will be aimed at preventing rough sleeping or working with those people who are new to the streets. It will include the provision of a Hub where people can stay for a short period of time until a route off the streets is found for them e.g. Reconnection, a room in a private sector property or where there are significant support needs into supported housing. Private sector properties will be sourced through a commissioned service and access to the BCC PRS private sector team.

Currently we consider that functions such as prison release work and coordination will be shared between the prevention/new to the streets service and the longer term/returners service.

We are also seeking to develop a more outward facing service – e.g. a regular engagement/presence in the prisons, queues for open access hostels, active links with hospital discharge alongside the Homelessness Prevention Team, not necessarily a 9-5 building-based assessment service that is the current model.

The current pilot for the Somewhere Safe to Stay (SSStS) Hub is at the Compass Centre at 1 Jamaica St. We are proposing to re-locate this service to 1 New St, St Judes (as the current preferred location).

There are currently two options regarding the Lease at 1 New St, St Judes (a property held in trust by Bristol City Council):

- (i) The lease is held by the successful provider of this contract for the duration of the contract.
- (ii) The lease is held by St Mungo’s who continue to base their Recovery College there and the Recovery College dove-tails with the element of this service that focusses on recovery, confidence and improving skills.

A further option is to consider whether Bristol City Council, in line with the new approach to preventing rough sleeping through the Homelessness Reduction Act 2017, could consider delivering some or all of this service in-house.

2. A longer term/returners service

The Longer term/returner services for those people who have spent many years rough sleeping, often moving in and out of accommodation and services or for people who return to rough sleeping after a gap of at least twelve months since they last left the streets.

Current thinking is that the service will have the following elements:

- Outreach and engagement with rough sleepers;

- Lease and management of the ground floor of the Jamaica Street hostel;
- Education, training and employment activities linked to the Bridge the Gap programme (subject to a review of the service);
- Direct access to Outreach Access beds;
- Some weekend 'day centre' provision to support and engage with those people waiting for supported accommodation;
- Coordination of the Severe Weather Emergency Protocol (SWEP);
- Coordination of quarterly and annual rough sleeper counts in the city;
- The provider of this service will take a lead in ensuring that all rough sleeper services work coherently and effectively and has strategic oversight of rough sleeping within the city.

This service is seen as our core service requirement and this would be prioritised in circumstances of reduced overall funding.

In recognition that a significant number of rough sleepers are known longer term rough sleepers/returners we are proposing to set bid evaluation criteria that reward a more personalised approach. This will entail agreeing outcome measures /monitoring that reflects this more person focussed service expectation.

TUPE

Work of a similar nature to the proposed new services is currently undertaken by another organisation on behalf of the Council. As a bidder can only be awarded one of the two lots in the new service it is possible that TUPE will apply. The Council will endeavour to provide the relevant staffing information with the bid documents. However it will be for each bidder to seek independent advice and to reach its own view on the application of TUPE.

Recommendation 2

Ongoing resettlement support/navigation

Flexible in house resettlement support/navigation – We currently fund some in house provision that we propose to retain and to consider whether there is also in-house involvement in delivery of a wider navigation service.

In addition/alternatively, we propose to develop a Framework of providers who are able to provide resettlement support/navigation services.

This will then lead to call offs for one or more contracts to include:

- (i) Floating support and resettlement to people moving into accommodation (private and social housing) outside of commissioned Pathways process.
- (ii) Navigation service that help engage with people who are rough sleeping and help to guide them through often complex and disparate services e.g. out of prison and into accommodation, from engagement on the streets and into accommodation. This service will also be involved in identifying system failures/gaps and blockages for both commissioners and strategic meeting groups to address. We are considering creating one navigation service/team which could potentially have TUPE implications.

This framework will also enable us to respond quickly to future funding opportunities, for example:

- (iii) Services that can deliver longer term support when current programmes end e.g. Housing First & Street Impact Bristol.
- (iv) New initiatives/interventions for clients who require longer term support and facilitated access to specialist services – e.g. any future Housing First programmes.
- (v) Support services for longer term supported housing initiatives e.g. for those with enduring needs/end of life care.

All the services above will use personal budgets with clients to assist people to move through systems and pathways towards recovery and unlock any blockages.

Recommendation 3

Accommodation Options

PRS coordination – We recognise that there is a need for coordination in the city in relation to access the private rental sector. Coordination of this will remain with Bristol City Council.

In addition, we propose to develop a Framework of providers who are able to provide accommodation-type services and also enable us to respond quickly to future opportunities. This could include one or more contracts for the:

- (i) Provision of overnight or 24 hour shelter provision in the city whilst people have to wait to secure accommodation to move off the streets.
- (ii) Local lettings agency that secures access to private sector accommodation options.
- (iii) Securing accommodation within the social housing and Private Rental Sector for Housing First type schemes that require longer term accommodation and a tolerant approach from the landlord.
- (iv) Longer term supported accommodation for those with enduring needs
- (v) Developing effective shared housing models in the city in social housing either with Registered Providers or within Bristol City Council housing stock.

Draft recommendations not included in this plan/whole system improvements

Access to health services

A continued focus on improving access to health services in the city – physical health, mental health and drug and alcohol services - building on the work of the Homeless Health Service and the Homeless Support Team (hospital discharge) and the ACE Team, as well as access to dental and optician services.

Prevention

Improve prevention of homelessness in the city by ensuring that services link into community based organisations and services throughout the city.

Seek to reduce evictions from all tenures, particularly focussing on social housing as an area that we can exert a certain amount of control over.

Welfare Benefit Advice

Improve access to welfare benefit advice for people who are in rough sleeping or are in services and in recovery to reduce the impact Universal Credit and other welfare reforms for those who are homeless or at risk of homelessness.

Section D – Recommissioning Intentions

What we are proposing to buy

The suggested proposals in this plan will lead to the following homelessness prevention and recovery services:

- A prevention/new to the streets service for people likely to end of sleeping rough or preventing a second night on the streets.
- A longer term/returner service for people sleeping rough (with outcome measures recognising a more person-centred approach) .
- A Framework for resettlement, longer term support and navigation
- A Framework to provide and source suitable accommodation such as night shelters, PRS, shared and longer term accommodation.

Process for recommissioning

Service	Process	Timescale
Prevention/new to the streets service	<p>This lot will be through a competitive tender.</p> <p>The current SStS service will be provided by St Mungo’s at the Compass Centre until the current contract comes to an end on 30th September 2020.</p> <p>Contracts are proposed to be for five years with the option to extend for up to a further two periods of one year each.</p>	<p>Competitive process – Spring /early summer 2020</p> <p>New service in place – 1st October 2020</p>
A longer term/returner service for people sleeping rough. Baseline contract if funding reduces	<p>This lot will be through a competitive tender.</p> <p>The current Rough Sleeper Service will be provided by St Mungo’s at 1 New St until the current contract comes to an end on 30th September 2020.</p> <p>Contracts are proposed to be for five years with the option to extend for up to a further two periods of one year each.</p>	<p>Competitive process – Spring /early summer 2020</p> <p>New service in place – 1st October 2020</p>
Resettlement, longer term support and navigation	<p>This will be a Framework of providers with competitive call-offs for the following services (and any similar types of services that may be needed):</p> <ul style="list-style-type: none"> • Floating support and resettlement • Navigation 	<p>Current services extended/varied potentially to 31st March 2021 (this could be earlier e.g. 31st December</p>

	<ul style="list-style-type: none"> • Longer term support <p>The Framework will be in place for five years with the option to extend for up to a further two periods of one year each. Contract lengths will be determined by the Framework.</p>	<p>2020)</p> <p>Framework established and call-offs – Autumn 2020</p> <p>New service in place at the latest – 1st April 2021 (this could be earlier e.g. 1st Jan 2021)</p>
<p>Accommodation Framework</p>	<p>This will be a Framework of providers with competitive call-offs for the following services (and any similar types of services that may be needed):</p> <ul style="list-style-type: none"> • Shelter provision • Local lettings agency • Longer term accommodation <p>The Framework will be in place for five years with the option to extend for up to a further two periods of one year each. Contract lengths will be determined by the Framework.</p>	<p>Current services likely to be extended/varied to 31st March 2021 (this could be earlier e.g. 31st December 2020)</p> <p>Framework established and call-offs – Autumn 2020</p> <p>New service in place – 1st April 2021 (this could be earlier e.g. 1st Jan 2021)</p>

All contracts will have variation and termination clauses which allow for changes over time.

Section E – Appendices

Appendix 1 – October Staff and Service User feedback Analysis

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Appendix A – Impact of proposals

A contract that focusses on people who are longer term rough sleepers and returners

This will have a new person-centred focus. We will measure success through work with named individuals with more personalised solutions (rather than judged on numbers and percentages) with support from navigators (to see them through pathway and help them maintain their accommodation).

Evidence from the impact of Housing First programmes and Navigation services have demonstrated that this method of working in a focussed way with individuals has resulted in improved and continued engagement in both maintaining accommodation and improvements in recovery from early life trauma. This also achieves better health outcomes for individuals linking to two of the four themes in the Corporate Strategy around Empowering and Caring and Wellbeing¹. We must acknowledge that affordability of housing is a major issue that can have an impact on reducing the levels of rough sleeping in the city.

A contract that focusses on prevention

The benefits of this proposal will be to:

- Focus on prevention and those people who are new to the streets - with less complex needs - with a focus on rapid solutions to help people off the streets.
- The current service is based on London model, the recommissioning aims to establish a service that is tailored to the needs of people sleeping rough in Bristol and establish a more effective service that prevents new people ending up on the street by improving:
 - Work with individuals to find alternative accommodation before they become homeless and in crisis.
 - Location, a quieter, more focussed location, away from other services that can cause disruption.
 - If people do need to stay in the Hub, there will be a greater focus on building skills to maintain a tenancy in the private rental sector and gain employment.

Why two separate contracts?

The intention to have two separate providers should help those who have disengaged with one provider – offering second option. This approach also develops the market, bringing in new skills and provider strengths, mitigating risk of provider failure, or change within an organisation if there is a merger or change of approach. This approach also opens more opportunities to develop new and innovative services with different providers.

Framework for resettlement and navigators support

Support and navigation is currently piecemeal (mainly due to short-term funding and different timelines of separate funding rounds). By creating a single co-ordinated navigator team and coherent resettlement and support service this should improve:

- Number of people that will have access to a navigator (in reducing the chance of someone returning to the streets).
- Ensuring there is resettlement support for all – particularly supporting those going into the private rented sector.
- Ability to respond quickly to new funding opportunities – fairer and should be more linked into existing services.

¹ <https://www.bristol.gov.uk/documents/20182/33620/Bristol+City+Council+Corporate+Strategy+2018+to+2023.pdf/3e7d7377-ed1f-5d67-c6ab-af49b7159a5e>

- Enhance the ability to respond to specific funding opportunities for other support areas e.g. services that improve health & wellbeing and services that help people to access training and employment opportunities.
- The proposed framework would also allow for potential to attract new providers, and better opportunities for providers to collaborate.
- Improved outcomes for people as a result of an effective and coordinated approach to peer mentoring.

Framework for accommodation options

This is a proposal to establish a list of providers who have capacity to deliver accommodation solutions. Currently, as above, this is piecemeal. There are currently limited alternative options other than supported temporary accommodation and social housing. The main perceived benefit of this new approach is to:

- Significantly increase the range of additional accommodation options, in particular in the private sector and shared accommodation options of all tenures.
- Encourage framework providers to pre-prepare for opportunities – e.g. identify potential shelter provision or units for Housing First.
- Also provides the ability to respond quickly to new funding opportunities – which gives more providers an opportunity to bid as they will be more prepared for opportunities.
- Keeps a priority focus on continuing to need additional move on accommodation.

The Impact for City

It is anticipated that there should be less people on the streets:

- Due to more focussed work with people who have slept on the streets for long periods and should help reduce anti-social behaviour and street based anti-social behaviour (leading to less pressure on police and impact on city centre businesses and tourism)
- Through increased shelter provision through the accommodation framework.
- As a result of improved prevention work that is more focussed on preventing people becoming homeless before it becomes a crisis.
- From reduced numbers returning to the streets through a coordinated team of navigators and a more person centred approach.
- Less pressure on emergency health services, the police and less of an impact on city centre businesses and tourism.



Bristol Rough Sleeping Services Recommissioning - Staff and Service User feedback 17th October – 31st October 2019

Background and Context

Bristol City Council is currently recommissioning its rough sleeping homelessness services – to enable us to have remodelled services in place by October 2020. We are keen to keep the service user and staff voice at the heart of our recommissioning. We want to hear what they feel is working and what is not, hear their ideas, and find out what does or could make a real difference to them – both in the context of *what* services we should be providing and also the way in we deliver those services. Over the course of two weeks in October, the homelessness commissioning team carried out a range of group and 1-2-1 sessions with a variety of staff teams and service users in order to gather their feedback.

Feedback methods and mechanisms

Overall, in the region of 35 staff and 70 service users from a range of our rough sleeping services gave feedback in different ways during the two weeks.

Service user sessions took the form of focus groups, drop-ins and prearranged 1-2-1's via phone call or in person. We spoke to staff at team meetings and through 1-2-1's.

There was also an online questionnaire for staff and service users to complete independently, or in the case of some service users, with the help of a support worker. Paper versions of the questionnaire were made available for those who preferred this method or who found the online version inaccessible to them in any way. The survey was sent to a wide range of commissioned and non-commissioned services/organisations who work with people in Bristol who are rough sleeping, are at risk of rough sleeping or who have formerly rough slept.

What did we ask?

A set of 6 questions for Service Users and 8 questions for staff were put together and these same questions formed the basis of the questionnaire and all 1-2-1 and group sessions.

See Appendix 1 to view the two sets of questions.



Group and 1-2-1 feedback sessions undertaken:

Staff: Outreach Team (team session), Somewhere Safe to Stay (team session and 1-2-1's with operational Service Manager and Deputy Manager).

Service Users: St Annes House (drop-in session), Somewhere Safe to Stay (focus group), Methodist Centre (drop-in session), Spring of Hope (drop-in session), One25 (drop-in session).

- 15 service users attended the focus group at Somewhere Safe to Stay/Compass Centre.
- 8 women attended the drop in at Spring of Hope.
- 10 service users attended the drop in at the Methodist Centre.

Other drop-ins (at One25 and St Annes) were less well attended, but still produced some quality feedback from a handful of services users.

Responses to the questionnaire

In total 53 service users completed feedback questionnaires, via a range of services as follows:

Service/Organisation	Number of returns
St Annes Shelter	3
Somewhere Safe to Stay/Compass Centre	4
Prison Release worker	8
Supported Lettings (BCC)	2
Supported Lettings (Live West)	2
Move On Navigator	3
365 Shelter	1
Methodist Centre	10
Recovery College	5
One25	3
Spring of Hope	8
Anonymous/Not known	4
Total	53

This feedback was given either by completion of the online questionnaire, completing a paper form with or without a support worker or completing a form with a member of the commissioning team at a drop-in session.

Bristol City Council Homelessness Commissioning team would like to thank all service users and staff who submitted feedback and to all staff and managers who supported us with obtaining service user feedback.



Findings based on feedback collected from Service Users

From analysis of the feedback collected from services users, we have been able to see there are consistent themes across the six questions asked, as highlighted in the table below.

Key reasons for rough sleeping	How to prevent returning to R/S when housed
<ul style="list-style-type: none"> • Eviction (hostels and PRS) • Relationship breakdown • Losing job • Rent Arrears • Benefits issues - new or escalating • Prison Release - nowhere to be released to or being recalled and losing accommodation • Old contacts or old way of life “pulling them back in” • Abandoning housing • Stress/Mental Health decline • Returning to substance misuse • Not knowing who to contact/turn to for help. Lack of information about services • Fleeing Domestic Violence relationship <p><i>Nb. In most cases the underlying reason was a combination of factors above</i></p>	<ul style="list-style-type: none"> • Ongoing support to maintain housing • Ongoing support to “stay on track” and keep moving forward • Not feeling or being alone • Someone to call when there are issues, struggles or when things go wrong • Someone to keep checking in and for this to be available longer term • Services “sticking with” clients rather than just evicting or discharging from the service • Support to manage rent/rent paid direct to landlord • Finding work, volunteering having structure and something to do • Support network, relationships and connections • Not returning to alcohol or drugs
What prevents people leaving the streets?	Which people/services stand out as important?
<ul style="list-style-type: none"> • Being “stuck in a rut” and not able or ready to engage immediately. Need more regular and consistent contact from services to build trust & break down barriers • Alcohol/drug dependency • Lack of good and easily accessible information about services and what to do/where to go • Lack of housing and accommodation options (speed of access and range) • Services don’t (or can’t) sufficiently take into account each person’s individual set of needs, circumstances and wants. • Too much “one size fits all” approach • No phone – difficulty in reaching or contacting/staying in contact with services 	<p><i>(Most commonly mentioned in feedback, no particular order)</i></p> <ul style="list-style-type: none"> • Resettlement/Supported Lettings • Rough Sleeping Navigator • Outreach • Prison Release Worker • One25 • Spring of Hope • ARA • BDP • SIB • ACE • Health Services, Homeless Health Centre • Friends and family • Places for daytime, shower, food, wet clinic, shelter: <ul style="list-style-type: none"> - Wild Goose - Julian Trust • Probation



<ul style="list-style-type: none"> • Feeling that our hostels & shelters generally negative and risky environment to be. Chaotic and noisy, especially Compass Centre, Level 1 hostels • Fear and past experience of services • It's where their 'friends and family' are 	<ul style="list-style-type: none"> • Soups and clothes runs • St Annes – things to do, 24hour • Somewhere Safe to Stay • Recovery College
<p>What hasn't worked well for people?</p>	<p>What matters most to those sleeping rough?</p>
<ul style="list-style-type: none"> • Lack of good and easily accessible information about services and what to do/where to go • Feeling alone and hopeless. Not enough regular and consistent (same person) contact from Outreach/other Rough Sleeping services • Not being able to find or contact Outreach worker (or to <i>be</i> found) • System is too complex. No one to guide people through it. • Nowhere for people to go in the day. No structure, routine. People are bored and feeling useless and unvalued • Not enough provision (or not aware of provision) for staying clean and well-dressed to able to maintain some pride • Lack of phones/ways to contact support, services, family, friends (phones get stolen a lot, lost chargers, nowhere to charge, no credit) • Unkindness/cruelty from public • Feeling that main focus is on those with highest needs and "who shouts loudest" • Sanctions/deductions from benefits when homeless and rough sleeping • Restrictive opening hours of shelters, late opening/early kick out • Nowhere for you if you need mental health support and are drinking or taking drugs at the same time • Not enough provision for "women only" e.g. SOH not 7days, One25 drop in not able to be open everyday 	<ul style="list-style-type: none"> • Finding and keeping housing • Stability and security "putting down roots" • Feeling like there is a clear plan. Knowing at each stage what's next and feeling like there is movement forward and hope. • "Getting and staying clean" – alcohol and drug recovery and abstinence • Relationships and connections (pets, establishing or re-establishing family relationships and friendships) • Keeping busy, having something to do to stop boredom • Getting some routine and structure • Feeling useful and valued • Finding and keeping work • Getting some proper help with mental and emotional health • To have more regular and consistent communication • To not feel so alone or disconnected. • Someone to be a "constant" and to guide through the services and system. • Support to see/have contact with children • Going to college and training • Being able to keep faith and "on the right path" when difficult times hit • Not having to rough sleep again • Feeling safe • To be able to feel proud • To feel important and noticed • To have somewhere to call home



Client Feedback - In their own words.....

“I need mental health supported housing, but often with a drink problem they don’t want to take you on”

“I came out of jail and there was no help quick enough for me on the outside”

“Being on the streets with your mate is like being home or being with your family”

“My main concern is my dog being alright, I have to make sure she is safe and secure. She means so much to me”

“I am worried about being in housing again as in the past people have found out where I am and beat me up”

“Doing volunteering helps me a lot, I feel proud”

“I still feel stressed from living on the streets; sometimes I sleep with the light on and am worried about noises I hear”

“everything works for me here in a hard way, because I am used to it. But I would rather be indoors”

“It’s important I keep a roof over my head, to keep my home”



Feedback from Staff

Whilst we are not able to list every single idea and piece of staff feedback here, we have been able to see there are consistent themes and feedback across the eight questions asked, as highlighted in the table below. All feedback however has been reviewed with a view to taking forward as many of staff ideas & feedback to the appropriate forums, in order to improve and develop existing services.

What's working?	Barriers and Challenges
<ul style="list-style-type: none"> • Good city wide recognition of the issue • Overall a good wide range of rough sleeping services, and linked support services, easier to be person centred • Good relationships, joint working and partnerships between rough sleeping services – particularly supports and facilitates client engagement • Multi-agency approach good and growing links with police, GP's, prison/probation, hospitals • Good team - morale and support • Good diversity of staff • Being able to be flexible and creative in the way we deliver services and work with clients • Services that have smaller caseloads per worker/team and are able to give more time and focus on clients • Having access to HSR as an information source and way to make referrals for housing • Having access to money for client welfare/personal budgets • Prompt assessment and response for people who are new to the streets • Appropriate referrals between services • Innovative solutions e.g. Doctor going out with Outreach Team • An increasing focus on the taking of services and support to where the client is at – Assertive Outreach • Regular and bigger street counts – missing less people and covering a wider area of the city • Changes to the way Outreach works. Not being based in compass centre means they are out more and more assertive 	<ul style="list-style-type: none"> • Not enough accommodation (temp or long term) • Cost and availability of Private Rented • Too much focus on meeting own service KPI's/targets. Not enough consideration of wider picture and impact • Mixed messages/unrealistic expectations given to clients by different services. • Criteria for entry into services too restrictive and generic. Is not always person centred, nor takes into account people with more complex needs. Same with clients being discharged or closed from services due to non-engagement. • Stretched resource everywhere. A lot of firefighting. No time to sit back and take time to consider what is best for the client. Can lead to poor decisions and more work later on • Too many evictions from supported housing pathways • Some inadequate communication and sharing of information about clients between organisations and services • Hard to keep up with all the services and resources available for clients – and not easy to find the information about what is available • Not having the right tools to aid effective & smart working (laptop, tablet, phone, systems) • High turnover of staff in sector. Impacts clients, communication, consistency • Lack of places to deliver women specific support. Not always being able to cater for or be flexible enough to meet needs of women • Knowledge, skills and confidence of



<p>outreach into services (e.g. Methodist Centre)</p> <ul style="list-style-type: none"> • Outreach Access Beds 	<p>some staff – particularly when working with harder to reach or more chaotic/complex needs clients</p> <ul style="list-style-type: none"> • Management/inter-agency politics and battles
<p>Which services do staff feel are having the most impact?</p>	<p>Where do we currently have gaps?</p>
<p><i>(A wide range of services were mentioned in the feedback. The following are the services that were mentioned a number of times so stand out as being the ones staff feel are most important out of everything available)</i></p> <ul style="list-style-type: none"> • SStS • Outreach • Recovery College • Night Shelters (e.g. 365, Julian Trust) • St Annes • Rough Sleeping Navigators • Housing First • SIB • Spring of Hope and One25 for women • Methodist Centre • Homeless Health Centre • Supported Lettings/Resettlement • BCC Private Rented Team 	<ul style="list-style-type: none"> • Prevention services. “Catching people before they fall” • Lack of specialist (and quick) support around mental and emotional health • Specific services for those with Learning Difficulties (and skills, knowledge, expertise) • Not enough resources in Outreach team • Affordable housing – not enough, limited range, not available quickly enough. • Lack of housing for people with pets and specific needs (e.g. prison leavers, MAPPA, vulnerable women, Asylum Seekers, Care Leavers) • Lack of immediate access housing (e.g. for people leaving hospital, prison, Rehab, NAS) • Training gaps – especially for frontline staff in relation to complex needs and trauma • Places for people to go in the day – that provides routine, structure and activities/things to do • Inadequate Resettlement and ongoing Tenancy Sustainment services. Current provision too generic, too short term • Support for clients on Outreach Team caseload who are in OAB’s • Personalised support for clients wanting to train to work and help for client to transition to work • Ongoing contact “keeping in touch” and monitoring of clients who leave our services. Both to see longer term impact and help prevent issues and people returning to rough sleeping • Wet clinics/safe injection sites



One change	How to spend time more valuably?
<ul style="list-style-type: none"> • Staff and clients voices to be at more of the strategic and partnership meetings so they have more influence on the way we do things as a city • Better sharing of information, updated and outcomes with staff. Often feel out of touch and “last to know” • The right people recruited into all roles- consistent attitudes, behaviours and competencies. Someone that oversees this or set guidelines for all services to meet when recruiting. One poor experience for a client can have a huge impact and unravel a lot of good work. • Base system and services on person’s individual needs rather than length of rough sleeping • Move SStS from Compass Centre • More Level 3 and 4 accommodation • Review Pathways model – is not working • Fewer large hostel sites (e.g. Logos/Ron Jones) in favour of more sites with smaller number units. • More money spent on and focus on prevention and ongoing resettlement and tenancy sustainment support • A de-concentration of services. Too much located in the same area of the city • Less reliance on volunteers, more focus on recruiting and maintaining a quality and consistent staff base • More use of empty buildings/guardianship scheme (but needs support and further move on element attached else will just fill up and block up) • Less short term funded services that come and go. Better to have fewer, longer term and consistent services than lots of temporary ones. • Spend some money on revamping and renovating our buildings and hostels to make them more uplifting and positive places for clients and staff to be 	<ul style="list-style-type: none"> • More resource/staff in service. Always stretched • Move SStS from Compass Centre • Less time having to deal with incidents and managing behaviour • More admin support roles in services • Being able to have more focussed 1-2-1 time with clients and lower caseload • Better systems and ways to share information across services and organisations. Less duplication of data input and recording. A one city, one system approach. • More regular review of staffing structure and processes. Letting staff lead more in the design or feed into staffing structures in services. Feel powerless to make changes that could have a huge impact. • Review and/or put in place a fair, clear and consistent policy and procedure regarding referrals and nominations on HSR. • Making sure all staff across all services have had sufficient training to work with our clients – someone to monitor this • More fast track ways into certain services and departments for those who are rough sleeping (or the person working with them) to quickly resolve key issues such as ID, benefits, bank accounts • Not spending so much time in meetings • A regularly updated resource to help determine exactly who to go to in each service and how to obtain the support you need for your client (or to be able to signpost them for the right support).



What motivates?	What demotivates?
<ul style="list-style-type: none"> • The cause – people should not be homeless and sleeping on our streets • Service Users – seeing positive changes and people’s lives moving forward • Making a difference • Feeling like (and knowing – i.e. having access to more stats and successful outcomes) the work is actually having an impact • Colleagues and having a great team around to work with and get support from. • Positive environments to work in • Giving people chances. Not giving up on someone too quickly and the moment you feel a breakthrough with someone, however small or large • Seeing a client housed and off the streets • Effective multi-agency working • Success and positive outcomes for clients – being able to get and see result for people • Feeling valued in the work • Feeling supported by manager and team • Feeling appreciated – when someone (client, colleague or manager) says thank you • Being and feeling trusted to make own decisions and not always having to ask permission or for authorisation • Being able to try new things • Being the service that sees positive outcomes happen for clients knowing other services have failed them in the past. Changing clients views of services • Seeing the commitment of the team and successes. As a manager it’s nice to be part of that and see people develop. 	<ul style="list-style-type: none"> • Decisions made by management which staff feel are not good for delivering services or for clients. Not being able to influence these decisions enough • Feeling that decisions are made for staff and clients not with. • Lack of housing and move on options • Too much admin and paperwork • Buildings that are run down, dated, not fit for purpose, depressing environments and atmospheres. Brings everyone down and impacts wellbeing service delivery/positive outcomes • Seeing/feeling we are letting clients down with poor and outdated provision, lack of communication, systems and policies that don’t yet properly provide enough flexibility for those with complex needs. • Too many evictions rather than a focus on resolve • Lack of funding and longer term/permanent roles for staff. Poor job security • Unreachable targets/KPI’s and/or impact of external factors out of control • Seeing great services start, get going, start having an impact and then disappear as not funded anymore • Poor salaries for front line staff who are taking the brunt of the impact of client work • Rushed way of services being set up. No time to plan, implement ideas, and improvements. Feeling on a back foot from the outset.



What do staff say about their wellbeing?

The majority of staff fed back that their feeling of wellbeing at work can range between 2 and 5 depending what is happening on any given day or week, the average score being 3.5.

The key things that were reported as driving wellbeing down were:

- Feeling stretched and under resourced
- Erratic or tiring shift work and work patterns
- Backlogs of work
- Stress and firefighting. Having to be reactive, not proactive
- Seeing managers stressed and/or not seeing managers and feeling unsupported
- Feeling that we are failing some clients
- Seeing how things could work better, but feeling powerless to make changes or not being involved in decision making
- Not feeling valued (both in a monetary sense but also being not thanked for work or feeling hard work is noticed)
- Seeing the issue (rough sleeping) get worse, feeling like we are not having an overall impact

The key things that were reported improving wellbeing were:

- Seeing successful and positive outcomes for clients
- Feeling of making a difference
- Positive work environment
- Feeling supported by managers and team
- Seeing staff develop and flourish
- Flexible working
- Time out – team socials, away days, being able to work from home
- Time off



Appendix - Client Feedback Questions

Sleeping on the streets	Why are we asking?
What led to you to sleep on the streets and do you think there is anything that could have been done either by you, support services or anyone else to prevent you from rough sleeping?	How can we better help prevent people from rough sleeping?
When you are housed or (or now you are housed) what do you think would help prevent you from returning to sleeping on the streets?	What helps or hinders people sustaining housing?
What prevents you or other people you know who are sleeping rough from wanting to or being able to leave the streets?	How can we better help prevent people from rough sleeping/leave the streets?
What has worked well/not so well?	
Are there any particular people or services that stand out for you as being really important to you right now? Who/what are they and why?	What is working? What services have most impact?
What didn't work/hasn't worked so well for you?	What is not working?
What's most important to you right now? Or what matters most to you right now? (this may not relate to housing)	What matters most to Service Users at different stages of their journey?

Staff Feedback Questions

Client work		What do we want to know?
Q1	What is working that enables you to do the right thing for the person you are trying to help?	What's working?
Q2	What are the barriers and challenges that prevent you?	What's not working?
Q3	Thinking about our range of services for people who are rough sleeping -which do you think are having the most positive impact?	Where are we getting it right?
Q4	Where do you think we currently have gaps in the services we provide?	Gaps in provision
Q5	What one change in our services do you think would help to reduce rough sleeping?	Creative ideas – 'right placement and support first time' ethos
Staff efficiency, wellbeing and morale		
Q6	What could be changed to enable you to spend more time on the things you feel are important and valuable to your role and your clients?	Valuable work versus non-valuable work
Q7	What motivates and demotivates you in your role?	Staff motivations and morale
Q8	How would you rate your wellbeing at work? (rate 1-5, 1 being low, 5 being high) Why?	Staff resilience and wellbeing to deliver our services.

Reducing Rough Sleeping Commissioning Risk Register

Negative Risks that offer a threat to RSS & RRP recommissioning and its Aims (Aim - Reduce Level of Risk)

Ref	Risk Description	Key Causes	Key Consequence	Status Open/ Closed	Strategic Theme	Risk Category	Risk Owner	Key Mitigations	Directio n of travel	Current Risk Level			Monetary Impact of Risk £k	Risk Tolerance			
										Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating	Date
2	Rise in rough sleeping if Government commitment to funding services to reduce rough sleeping reduces markedly	Impact of Brexit/financial squeeze /change in Government priorities.	Increase in rough sleeping and increase in deaths due to impact of rough sleeping/street lifestyle. Increased pressure on Homeless Prevention Services, Temporary Accommodation (TA). Increased pressure on wider emergency /street services (eg A&E, police, ASB team). Impact on local businesses.	Open	Empowering & Caring	Reputational loss with Bristol citizens and Impact on tourism.	Commissioning Manager	Clearly communicate risk early within BCC. Consider scaling down service to reduce cost but maintain 'prevention' element. Consider putting in growth bid at earliest opportunity.		~	7	14	See details below in Ref 4 & 5	2	5	10	Aug-20
3	Risk of providers not submitting tenders or applying to go onto frameworks without longer term certainty of funding from MHCLG.	Uncertainty of future funding from MHCLG.	Government changing tack on commitment to ending rough sleeping.	Open	Empowering & Caring	Reputational loss with Bristol citizens and Impact on tourism.	Commissioning Manager	No change in govt in election so would expect to know funding in January for 20/21. Liaise frequently with Govt Advisors on future funding.		2	5	10	Unknown	1	5	5	Apr-20
4	Funding ends completely from MHCLG in 2021-22	Impact of Brexit/financial squeeze /change in Government priorities.	Increase in rough sleeping and increase in deaths due to impact of rough sleeping/street lifestyle. Increased pressure on Homeless Prevention Services. Likely increase in TA costs. Increased pressure on wider emergency /street services (eg A&E, police, ASB team). Impact on local businesses.	Open	Empowering & Caring	Financial Risk	Commissioning Manager	Have reduced two main contract lengths to 2.5 years (from original five year recommendation). In the event of significantly reduced, or end of MHCLG funding in years two and three, the reduction of level of services commissioned will be considered or the reprioritisation of use of Housing Option Reserves. Only one year contracts from frameworks unless longer term funding confirmed. Temporary Accommodation spend likely to significantly increase.		1	8	8	Impact on TA budget calculated to be in the region of £337K per year from March 2023 if contracts end at that point	1	5	5	Aug-20
5	Housing Options reserves held to cover potential funding gap in event of end of MHCLG funding in 2012-22 (see mitigation risk 4)	Funding ends completely from MHCLG in 2021-22	Planned use of Housing Option reserve on hold - impact on ability to fund homelessness prevention of private rented sector initiatives, no funding available to support any additional shelter or high support accommodation provision,	Open	Empowering & Caring	Financial Risk	Housing Options Manager	Working to prioritise planned use of reserves and planned programme to be put in place to enable gradual use of funds as MHCLG funding becomes available and potential funding gap reduces.		2	5	10	Need to hold up to £1.8M in reserve to cover maximum gap in funding	1	5	5	Aug-20

Bristol City Council Equality Impact Assessment Form

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



Name of proposal	Reducing Rough Sleeping Commissioning
Directorate and Service Area	Growth and Regeneration
Name of Lead Officer	Hywel Caddy

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?

Commissioning services that will prevent and reduce rough sleeping in Bristol from October 2020 for the next 5 years with option to extend for 4 additional years. The draft commissioning plan (accompanying this document) sets out the services we are proposing to commission.

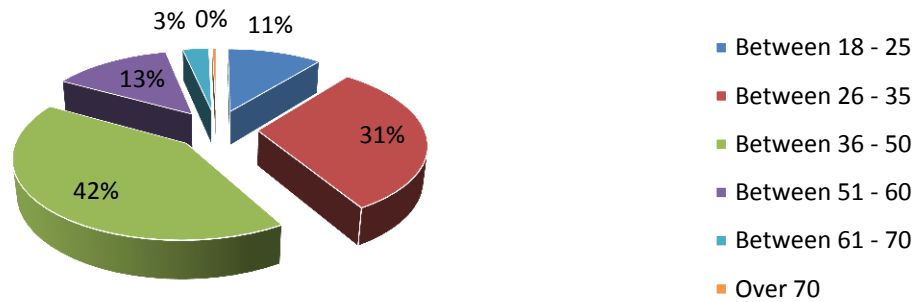
Step 2: What information do we have?

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?

Age profile

Age Profile 2016-19: 1,975 individuals

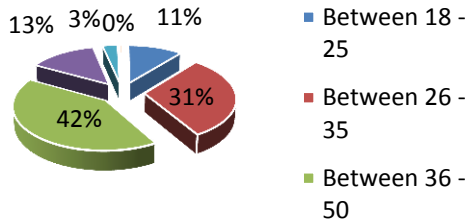


The majority of people (over 70%) who have accessed the current Rough Sleeper Service between 2016-19 are aged between 26 and 50 years old. The number of **young people (18 to 25)** is 11% of the client group. Young people (up to the age of 25) are offered accommodation in the young people's pathway as this is often more appropriate for their needs and prevents them being exposed to older people with more complex needs who may take advantage of their vulnerability. There are rarely any people who are under 18 who access the service as they are immediately referred into social services and accommodated immediately through the Emergency Duty Team.

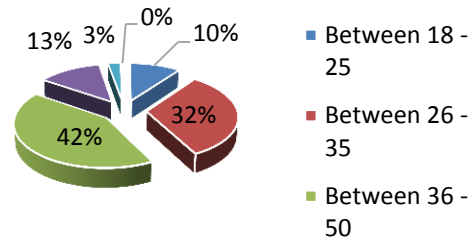
Only 3% of clients who have contact with the service are **61 years or older**. This partly reflects the vulnerability of people who end up sleeping on the streets and the complexity of their issues. The mean age at death was 45 years for men and 43 for women, far lower than for the general population, which is 76 years and 81 years for men and women respectively. This often reflects the impact of living on the streets and the trauma that many people experience in early life.

Gender

Age Profile 2016-19: 1,975 individuals



Age Profile 2018-19: 1,009 individuals



In the last year – compared to the average for the last three years - there has been a slight shift in the gender of people accessing the service with the number of female clients increasing to 18% of the total client group.

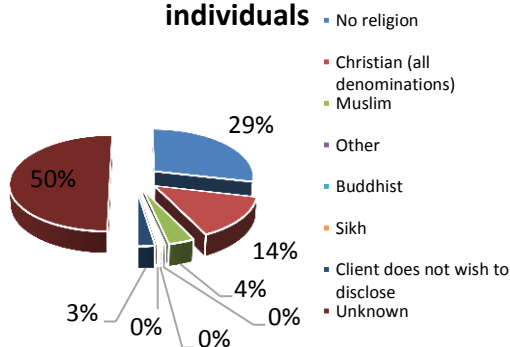
Ethnicity

Information from the Needs Analysis tells us that there are higher levels of Black/African/Caribbean/Black British people (11%), white other (13%) and lower levels of Asian/Asian British people engaging with the service compared to the Bristol population.

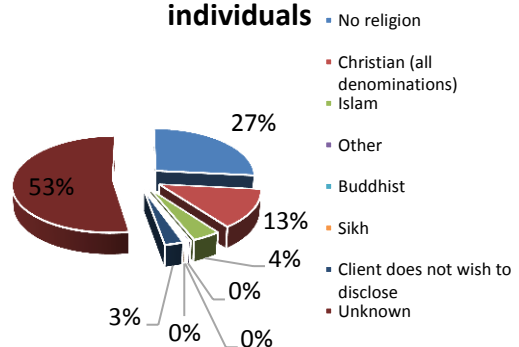
Religion

A significant number of people stated they had no religion, other or did not wish to disclose. In 2018-19 13% of people said they were Christian with 4% of people saying they were Muslim.

Religion Profile 2016-19: 1,975 individuals



Religion Profile 2018-19: 1,009 individuals



Disability

The majority of people on entry to the service responded to say that they did not have a disability; indeed only 9% clearly stated that they did have a disability. This may be partially explained by stigma in acknowledging a

disability but could also be related to people being unaware that mental health and learning disabilities are disabilities and many people may not be aware of this.

However, as noted above, this contrasts with a 2010 Health Needs Audit of 152 people in homelessness services or supported housing, whereby 59% said they experienced a long term physical health need or problem. We also know that in the adult supported accommodation pathways in 2018-19, 73% of people have mental health needs and 43% of people have physical health needs.

Sexual orientation

Information on sexual orientation does not reflect the level of 4% of LGBT* people in Bristol Quality of life Survey 2016¹. This reflects a need to assimilate in recommendations from Stonewall's 'Finding Safe Spaces' so that people feel safer in services in the city to feel confident to be open about their sexuality.

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

There is no data on marriage and civil partnership.

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

People who are using services have been asked about gaps in services or improving access to services in the pre-consultation. A wider consultation is being undertaken between the 13th December 2019 and the 31st January 2020.

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?

No, there is nothing in the proposals that has been identified as having an adverse impact on people because of their protected characteristics, although this will be further explored in the consultation.

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

¹ Sexual Orientation and gender - 2015/16 Bristol Quality of Life Survey adult population

Not applicable at this stage

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

The following are proposed in the consultation:

1. We will be seeking to increase services and staffing levels for women accessing services (dependent on government funding).
2. We are seeking to extend shelter provision in the city to enable people to move immediately off the streets which will be particularly beneficial to people who have a disability. Within shelters there will be women only areas.
3. Public Health and Safeguarding are undertaking a thematic review of deaths in homelessness services to see how services can better support people who are at risk, particularly people who have substance misuse issues.

3.4 Can they be maximised? If so, how?

Not applicable at this stage. We will use findings from the public consultation to maximise positive impact and inform the final commissioning plan.

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?

Information collected on sexual orientation is poor in the current service (although the current provider, St Mungo's is very proactive in supporting LGBTQ+ service users). We will ensure that commissioned providers assimilate recommendations from Stonewall's 'Finding Safe Spaces' so that people feel safer in services in the city and confident to be open about their sexuality.

4.2 What actions have been identified going forward?

We will continue to monitor data and ensure that all commissioned services produce an EQIA with an action plan each year to improve access to services for all protected characteristic groups.

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

The EQIAs and action plans will be an integral part of the annual reviews of services.

Service Director Sign-Off: Julian Higson	Equalities Officer Sign Off: <i>Reviewed by Equality and Inclusion Team</i>
Date: 11/12/2019	Date: 9/12/2019

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 03 March 2020

TITLE	Land Disposal at Bonnington Walk, Lockleaze		
Ward(s)	Lockleaze		
Author: Jon Feltham	Job title: Programme Director (Estate Regeneration)		
Cabinet lead: Cllr Smith	Executive Director lead: Stephen Peacock		
Proposal origin: BCC Staff			
Decision maker: Cabinet Member			
Decision forum: Cabinet			
<p>Purpose of Report: To seek Cabinet approval for the disposal of surplus land at Bonnington Walk, Lockleaze to Legal & General Homes Modular Limited (L&G Modular). This will be in accordance with Section 123 LGA 1972, and will be sold for the best consideration reasonably obtainable.</p> <p>This report sets out proposals for the development of the site for circa. 188 homes through a `non-binding` Memorandum of Understanding (MoU), and seeks approval to acquire the newly built affordable homes utilising the land receipt obtained from the site.</p>			
Evidence Base:			
<u>Background Information</u>			
<ol style="list-style-type: none"> 1. Coming out of the Bristol Housing Festival, it is recognised by the City that there is an appetite for imaginative approaches to address the shortage of housing in Bristol. Bristol City Council is committed to delivering 2,000 new homes a year by 2020, of which 800 will be affordable. Bristol Housing Festival is a five-year Festival, during which the organisers' stated ambition is to "test innovation in real life scenarios, to find out what works for people in our City, in order to see real and lasting positive change." Following on from an exhibition at the Bristol Housing Festival in October 2018, Bristol City Council committed to supporting the Festival and to making land available for innovative solutions to address the shortage of housing in Bristol. 2. L&G Modular has been identified as an innovative volumetric modular housing solution that could help the Council achieve this ambitious housing commitment and showcase innovation on a larger scale. L&G Modular is part of the Legal & General Group, which has a long history in housing – from retirement living to affordable housing, and traditional housebuilders CALA and L&G Homes. The company remains committed to bringing long-term institutional capital to the sector to increase provision and raise overall service standards. Institutional investors, such as pension funds, hold long-term patient capital and seek long-dated stable returns. Long-term capital is exactly the type of funding the sector needs to increase development activity whilst the affordable housing sector provides a long-term stable return - a natural and mutually beneficial fit. L&G Modular has built a 550,000 square foot factory outside Leeds – the largest of its type in Europe – capable of producing 3,500 homes a year once fully operational. https://www.bbc.co.uk/news/av/business-45672770/is-this-the-solution-to-the-uk-s-housing-problem 3. The site is located within the Lockleaze area of Bristol, about three miles to the north of the city centre. Lockleaze comprises an area on the western flank of Purdown, a hill situated within the Stoke Park Estate, which is separated from Horfield by a main railway line operated by Network Rail. The area is predominantly residential in character, but it includes a focal service and retail centre known as Gainsborough Square. The Square has received considerable investment in recent years with further investment and improvements to come. 4. The site itself is a former allotment gardens which is now disused, with the whole site suffering neglect (see Appendix Aa). The area is largely open grass and scrubland with pockets of dense vegetation and trees. To the 			

southern end of the site there is the Lockleaze Community Orchard that will be unaffected. The railway line and associated embankment sits at a lower level than the site.

5. The skyline is dominated by the two electricity pylons and overhead cables that run from north to south across the site. There are additional high voltage cables below ground that cannot be built over.
6. The site has a limited number of access points; however, an access lane adjacent to 57 Landseer Avenue was widened to provide a secondary access point for the wider site to compliment the proposed 'main' access into the site off Bonnington Walk.
7. The Concord Way cycle path also traverses the site from Bonnington Walk to Constable Road and is a key commuter cycle route as part of the Sustrans network.
8. The overall site area is approx. 6.19 hectares, with a developable site area of 3.69 hectares, reflecting a gross ratio of approximately 59.6% (normal 80-85%). This is quite low due to the 30m easement zone beneath the pylons and overhead cables being designated as a no-build-zone. A strip of land to the north west of the site, adjacent to the railway, has been designated as a Site of Nature Conservation Interest (SNCI), with a further strip designated as Important Open Space. Development will also be avoided within these zones.
9. The site sits largely within the Bristol City Council housing allocation ref: BSA0402 – Bonnington Walk former allotment site. The allocation forms part of the Site Allocations and Development Management Policies DPD document (adopted July 2014), which together with the Core Strategy form the Local Plan. The site in question has been allocated for housing in the Bristol local plan for over 20 years and was allocated in the 1997 Bristol Local Plan.
10. The HRA Development Team has spent the last 12-months undertaking development due-diligence checks on the site, and has been working-up residential proposals that are suitable for 'modular' housing.
11. The Planning pre-application submission currently proposes the redevelopment of the site to create 188 'modular' residential dwellings in a mix of 1, 2, 3 and 4 bed houses and apartments. The application would also include areas of open space/amenity space, together with new vehicular, cycle and pedestrian links to the surrounding neighbourhoods as well as the provision of new allotments. The proposal focusses on two storey houses with apartments set out in 4 storey blocks.
12. In terms of amenity space, the proposal includes the provision of open space within the site which provides 0.67ha of publicly accessible open space. There is also the existing open space to the west of the application site which residents will be able to enjoy through enhanced pedestrian links. In addition, all houses will also include private amenity spaces in the form of rear gardens.
13. Bristol City Council owns the freehold of the site and the majority is currently held in the Housing Revenue Account (HRA). Part of the land is held in the General Fund and it is proposed to appropriate this parcel of land to the HRA to align the entire holding. The land is registered under HM Land Registry Title No. BL103093, BL111593 and AV61469 (part).
14. In pursuance of his powers under section 8 of the Allotments Act 1925, the Secretary of State gave consent for the disposal of the allotment land at Lockleaze Allotments. This was confirmed in writing on 8th January 2020.

Key Issues for Consideration

1. Off-site manufacture has a key role to play in improving the performance of the UK construction industry. Moving the building process away from the physical site and into a controlled factory environment has multiple advantages. This includes speed of construction, greater certainty over cost and programme, higher quality, safety and a more sustainable approach to construction.
2. The main advantages of working with L&G on this site are that they have significant financial backing through institutional investment and that they have a dedicated factory setup to deliver at scale. They also acknowledge the importance of social value and have offered to commit to several opportunities to create social value on the site.
3. The site plan attached at **Appendix Aa** is for identification. The precise boundary of the land to be sold is to be agreed, but is largely as shown. Authority is therefore sought for the Executive Director of Growth and Regeneration to determine the precise boundary of the land to be sold in order to implement the recommendations.
4. The Council, through disposal of the land, will achieve the best consideration that can reasonably be obtained in accordance with its statutory obligations. This will be validated through an independent 'Red Book' RICS valuation.
5. Costs are currently being incurred to work up the scheme for Planning and to facilitate the sale. These are being

forward funded in advance of the capital receipt being generated.

6. The report seeks the decision to declare the Council's land identified as surplus to requirements and to dispose of the Freehold interest based on the terms summarised below:
- The sale is conditional on Cabinet approval.
 - Completion to take place on satisfactory receipt of Planning consent.
 - Each party to meet their own legal costs.
7. We also propose to enter into a 'non-binding' Memorandum of Understanding ('MOU') with L&G Modular, with the aim of working in partnership to work-up quality proposals for the timely delivery of new homes on the site (a statement of intent). This will include, as a minimum, a 'policy compliant' level of affordable housing (i.e. 30%), with aspirations for an additional 21%. The estimated cost of the following affordable housing provision on the site is £16.1m (gross), plus associated on-costs.

S.106 Affordable (30%)	56
Affordable Additionality (21%)	<u>40</u>
TOTAL	96

8. The Council has also introduced a number of measures to help secure delivery of the site, without creating an obligation to carry it out, which would have procurement implications. These are:
- Planning and sales overage.
 - Including a buy-back option for the Council to re-acquire its original Freehold interest if development has not commenced within a defined period.
9. If the development is delivered, the Council will have an option, which are equivalent to rights of first refusal, to:
- Purchase private residential units, which it will use as affordable housing, above the level secured through the Planning process, such that the resulting proportion of affordable is a maximum of 51% across the overall scheme.
 - To acquire the affordable housing units secured through the S.106 agreement or to nominate a HomesWest Bristol RP to do so. This option applies separately to the various component tenures and to the whole of the provision, subject to agreeing suitable terms that offer value for money.
10. In addition to the terms of sale, the S.106 agreement and Planning process will give the Council, in its role as Local Planning Authority, some control over the nature of the development and in particular the level of affordable housing on the site and is subject to agreeing suitable terms.
11. The eventual redevelopment of the site will generate resources through Section 106/Community Infrastructure Levy (CIL) obligations. These will be controlled by the Council. The Council and, therefore, the City, will also benefit directly from the generation of additional Council Tax and New Homes Bonus.
12. Due to the size of the site (thus requiring market sale homes) and a significant number of affordable homes already being developed in the area, it was felt that 'direct' delivery of the site was not the preferred route. Also, the HRA has limited financial capacity available to deliver new homes, and officers felt it not feasible (with other priorities) to tie up significant capital finance in delivery of the scheme.
13. Through disposal of the site we anticipate generating a sizeable land receipt that we propose recycling to help pay for the council's acquisition of the affordable homes on the site.

Cabinet Member / Officer Recommendations:

1. That Cabinet approves the disposal of land at Bonnington Walk, Lockleaze to L&G Modular Homes, on the principles set out in this report.
2. That Cabinet authorises the Executive Director of Growth and Regeneration (with appropriate legal and procurement advice) in consultation with the Cabinet Member for Housing, to make minor variations to the precise boundaries of the site.
3. That Cabinet authorises the Executive Director of Growth and Regeneration (in consultation with the Director of Finance, Director of legal and the Cabinet Member for Housing), to take all steps necessary to finalise the terms of the proposed disposal and conclude all associated agreements and contracts.
4. That Cabinet authorises the Executive Director of Growth and Regeneration (in consultation with the Director of Finance, Director of legal and the Cabinet Member for Housing), to negotiate and, subject to financial viability, acquire the affordable housing units to be provided within the scheme and a further 21% of the units provided, for use as additional affordable housing or to meet other housing objectives.

5. That Cabinet approves the land shown in **Appendix Ab** being appropriated from the General Fund (Parks) to the HRA, subject to the land being declared surplus to requirements; with the necessary capital financing adjustments made to General Fund and HRA accounts based on the valuation of the land appropriated.
6. That Cabinet authorises the use of the HRA land receipt (subject to financial viability and value for money), for acquiring affordable homes on the site.
7. That Cabinet authorises the Executive Director of Growth and Regeneration (with appropriate legal and procurement advice) in consultation with the Cabinet Member for Housing, to conclude a non-binding Memorandum of Understanding with L&G Modular, to work in partnership to deliver new homes on the site.

Corporate Strategy alignment: This proposal aligns with Corporate Strategy Commitment to creating a fairer more equal City for everyone. The Council is committed to building a better Bristol that includes everyone in the city's success. It is here to take care of the economic, social and environmental wellbeing of Bristol alongside many other key stakeholders. It also seeks to address inequalities, unemployment and poverty in the City through access to warm, secure affordable homes, to achieve a higher quality of life. A priority for the City is finding innovative ways of increasing the availability and affordability of a range of housing types and creating mixed and balanced communities where people want to live and work. The scheme will support the Strategy's target of making sure that 2,000 new homes – 800 affordable – are built in Bristol each year by 2020.

City Benefits: This proposal will facilitate the supply of additional affordable housing which will be of benefit to the whole City. Housing is at the heart of the Council's drive to improve the quality of life for residents and to create thriving communities and attractive places where people positively choose to live. Housing should provide a springboard to achieving a high quality of life and create the opportunity for all to thrive in mixed communities of their choice. Creating a mixed and balanced community with a strong sense of place and liveable environment, can help benefit mental and physical health, social interaction and security. It will also help create greater equality of opportunity and quality of life. The lack of affordable housing causes homelessness and the people who are owed a homelessness duty by the Council are disproportionately young people, disabled people, BAME people and lone parents who are mainly women. The increased use of modern, efficient factories will attract and retain a more diverse range of talent into the industry to help tackle the skills shortage.

Consultation Details: The HRA Development Team is in the throes of a pre-application engagement programme, which includes engagement with Officers at Bristol City Council; City Councillors; resident groups and the local community. Various meetings, drop-in sessions and events have been occurring with the community and Councillors since September 2019. These are on-going with a second round of publication due in January 2020. Statutory Public Consultation will take place as part of the Planning application process.

Background Documents: Bristol City Council Corporate Strategy 2018 – 2023.

Revenue Cost	N/A	Source of Revenue Funding	N/A
Capital Cost	£1.18m	Source of Capital Funding	HRA New Build Budget
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. Finance Advice:

It is proposed that the land as set out in Appendix Aa which has been allocated as a housing site for 23 years, is disposed of to L&G (subject to planning). The final plan of the site to be disposed is still to be finalised however based on the indicative area would mean an approximate value of c£7m (however this is an early high level indicative figure and an independent red book valuation will be undertaken closer to disposal)

General Fund (GF) and HRA (statutory ring fenced account) are separate Council accounts and there can be no cross-subsidy between the funds, although legitimate charges flow between the accounts. On disposal of the assets the Council has a statutory duty to obtain the best price reasonably obtainable in this instance, as outlined in the legal section below this must be in line with s123 of the Local Government Act 1972.

The Council will be responsible for obtaining planning consent and will meet all associated costs. The costs associated with securing planning is expected to be circa £1.5m. This can be attributed to the following; professional fees, surveys, consultation, internal costs and contingencies. These costs will be financed by the HRA capital development budget.

The assumption is that any associated fees after planning will not be the Council's liability and any future costs associated to maintaining the public realm should be included in the costs of future development.

General Fund – Land Disposal

The methodology for appropriation between the GF and HRA will need to be clear and ensure the true market value of the GF land is reflected. An independent valuation by a professionally qualified valuer applying the RICS valuation professional standards ("the Red Book") will be required and the value cannot be adjusted down for any special purchaser arrangements that benefit the HRA or deferred on terms that do not provide a prior agreed financial uplift to the GF. The approach and value must be agreed (with the s151 Officer) before a transfer to L&G is legally authorised.

Following transfer the Council will alter its Asset Register to move the land to the HRA, decrease the GF debt with a corresponding increase in the HRA debt and a reduction to the available borrowing headroom that will be agreed as part of the refreshed 30 year Business Plan for the HRA.

HRA – Land Disposal to L&G

There is no absolute requirement to market the land being disposed of. In the current market where housing developers are more cautious and finance more difficult to come by a competitive approach does not necessarily achieve the desired outcome of estate regeneration or additional homes. In some instances where land does change hands, it does not always lead to development, as the land is "banked" or attempts are made to sell on by speculators. This situation can also lead to neighbourhood issues as land can be left overgrown and can attract anti-social behaviour.

This direct negotiation arrangement should not be used as a blanket approach and is not appropriate for all sites. It tends to be more beneficial on more complicated sites, those which will require significant capital investment to unlock or when piloting innovative solutions not readily achievable by the wider market.

L&G are considered best placed in the market (by the Commissioners) to deliver an innovative modular approach which the Council would like to explore and as a result a direct arrangement with **upfront payment and coverage** is being proposed for the disposal of the land. Whilst it is recognised that this arrangement will carry no legal obligation to develop, it is anticipated that this arrangement should enable the site to be disposed of early and with the appropriate conditions should L&G decide to undertake the development outlined could lead to the accelerated delivery of homes.

Best consideration is still required and further work will be need to be undertaken prior to disposal to clearly demonstrate that best consideration is achieved if the site is disposed of on this basis. Formal Red Book valuation by a RICS Registered Valuer close to the time of completion (recognising the limited shelf life of such valuations) will be carried out to provide evidence of an appropriate value for the land transfer with consideration given to any other available and relevant information that should be taken account of in reaching the decision in view of value for money for the public purse and best consideration requirements.

Indicative Development Costs and Terms.

The development proposition from L&G is in its infancy, it is anticipated that c. 188 new homes will be delivered and an option available to the Council to buy sales units (subject to its assessment of financial viability and value for money) to achieve above policy compliant level of affordable homes (30% to 51%). However no financial details have been shared with the Council to assess in relation to the development, or price at which additional affordable units could be secured and the Heads of Terms based on which this agreement would be progressed are not yet drafted.

Other Benefits

Social Value (SV) - Utilising the Bristol SV framework and toolkit the additional commitment of SV to Bristol to be achieved from this arrangement by L & G is c. £11.8 million (to be independently verified for assurance and future measurement). This is attributed to social, economic and environmental impact. In addition to the above for any additional properties constructed the scheme also has the potential to deliver additional Council Tax revenue, CIL and New Homes Bonus (noting the current arrangements are subject to change) at this stage these cannot be quantified.

Risk

The Council must be mindful of state aid rules which prohibit the Council from using its resources to provide selective financial support to a third party operating in the market. Other risks may need to be explored as the proposition is further developed for example:

- A 30m easement zone beneath the pylons
- Overhead cables being designated as a no-build-zone
- A strip of land to the north west of the site, adjacent to the railway, has been designated as a Site of Nature Conservation Interest (SNCI), with a further strip designated as Important Open Space

We understand that development will need to be avoided within these zones adding further complexity to the project which may impact the value or result in additional cost being transferred to the Council.

Further review is required between now and legal agreements with appropriate technical, legal and financial input to finalise the deal to which those assigned with delegated authority can sign-off ensuring state aid compliance and best consideration.

Finance Business Partner:

2. Legal Advice:

Transfer of Bonnington Walk

The land can only be transferred directly to L&G Modular (without carrying out a procurement that complies with the Public Contracts Regulations 2015) if the transfer constitutes a land transaction with no public works elements. The transfer will only constitute such a transaction if the council does not impose any binding obligation to build on the site. The absence of any such contractual obligations means that the Council will be in no position to ensure the development proceeds in the form it wishes, or at all. It will be for the developer to determine this, subject to planning, in accordance with its own commercial interests. L&G Modular would of course be free to challenge planning requirements (e.g. affordable housing) in the same way as any other property developer. It is proposed however, that the transfer contains obligations to return the site to the Council if the development does not proceed to an agreed timetable. Accordingly, there will be commercial pressures on L&G Modular to deliver the scheme.

The Council land is being sold by direct negotiation with the developer, rather than on the open market. It must be ensured that best value under s123 Local Government Act 1972 is obtained. In the absence of competition, a valuation will be needed to ensure this is achieved. Furthermore, state aid exists if land is sold at an under-value. This is a separate requirement to securing best value under Section 123. The proposed disposal is to be at market value and in the absence of competition again an independent valuation is required supporting the proposed disposal terms (including price).

Housing disposals are further covered by s32 of the Housing Act 1985 which again requires consent from the Secretary of State. However such disposals are in turn covered by a General Consent issued by the Secretary of State, permitting disposals at "market value".

Procurement

Provided the developer does not have an obligation to carry out works, the disposal of the Bonnington Walk site is a land transfer, and does not amount to a public contract and no issues should arise under the Public Procurement Regulations 2015. However, disposing of a site without competition does raise the possibility of a challenge by way of judicial review, e.g. from other property developers, arguing that this approach was unreasonable/irrational etc., and that a competition would have delivered better value for the Council, particularly given the absence of any

development obligations. If the Council wishes to impose particular obligations on the developer, it could carry out an EU compliant procurement exercise (in connection with which L&G Modular would be free to take part).

Memorandum of Understanding (MoU)

The memorandum of understanding is proposed to be “non-binding”, which will mean it will be of no contractual effect. The terms of the MoU have not yet been finalised, other than that it relates to the “aim to deliver homes” on the site. Provided the MoU is a statement of intent (and contains no obligations on either side), it should not amount to a contract; which would expose it to the Procurement Regulations (either as a works or, services contract). So, for example, the MoU can’t contain any promise of payment by the Council in return for homes, or services (including the securing of planning permission).

Acquisition of Affordable Housing

Consideration is being given to the Council acquiring the affordable homes on the site. Careful thought needs to be given to the legal issues and implications associated with such an approach (procurement, state aid, housing management (including security, RTB etc.)). The Heads of Terms can provide for this option to be available should it prove feasible, albeit with the fall-back position being the transfer of the affordable homes to a Registered Provider.

It should be noted however that at this stage the Council is not committed to purchase these affordable housing units or any additional units. Any purchases will be subject to a detailed assessment of the financial viability of the properties and value for money and approval is sought for delegated authority to proceed as appropriate.

In addition to the affordable housing required by planning, it is proposed that the Council will have an option to purchase private residential units for use as affordable housing. This will mean that the proportion of affordable housing across the overall scheme might exceed 30%. Again the Council is not entering into any commitment at this stage, but seeks delegated authority to proceed as appropriate, subject to a detailed assessment of the financial viability of the properties and value for money.

Statutory Allotments

In pursuance of his powers under Section 8 of the Allotments Act 1925, The Secretary of State gave consent on 8th January 2020, to Bristol City Council for the disposal of the Lockleaze Allotments, Bonnington Walk.

Appropriation of Land

The Council has powers to appropriate land it holds where it is satisfied it is no longer required for the purpose for which it is held immediately before the appropriation (Section 120-122 of the Local Government Act 1972).

Open Space

Section 122(2A) requires that where land is existing open space, notice of the change of use must be advertised and any objections considered prior to the appropriation taking place.

Legal Team Leader: Andrew Jones /Eric Andrews, Team Leaders, Legal Services – 30th January 2020

3. Implications on IT: No expected impact on IT Services.

IT Team Leader: Simon Oliver, Director - Digital Transformation – 30th January 2020

4. HR Advice: There are no HR implications evident.

HR Partner: Celia Williams, HR Business Partner (Growth and Regeneration) – 6th February 2020

EDM Sign-off	Stephen Peacock	15 th January 2020
Cabinet Member sign-off	Cllr Paul Smith	21 st January 2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	3 rd February 2020

Appendix A – Further essential background / detail on the proposal Appendix Aa - Site Plan (Outlined Red) Appendix Ab – Land to be Appropriated	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	NO
Appendix F – Eco-impact screening/ impact assessment of proposal	NO
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO



KEY

	BOUNDARY OF SITE
	BOUNDARY OF ADJACENT DEVELOPMENT
	AREA OF PROPOSED DEVELOPMENT

REVISIONS

NO.	DATE	DESCRIPTION
1	15/08/2018	ISSUED FOR PERMIT
2	15/08/2018	ISSUED FOR PERMIT
3	15/08/2018	ISSUED FOR PERMIT
4	15/08/2018	ISSUED FOR PERMIT
5	15/08/2018	ISSUED FOR PERMIT

DATE: 15/08/2018
 DRAWN BY: [Name]
 CHECKED BY: [Name]
 SCALE: 1:1000
 PROJECT NO: 19008

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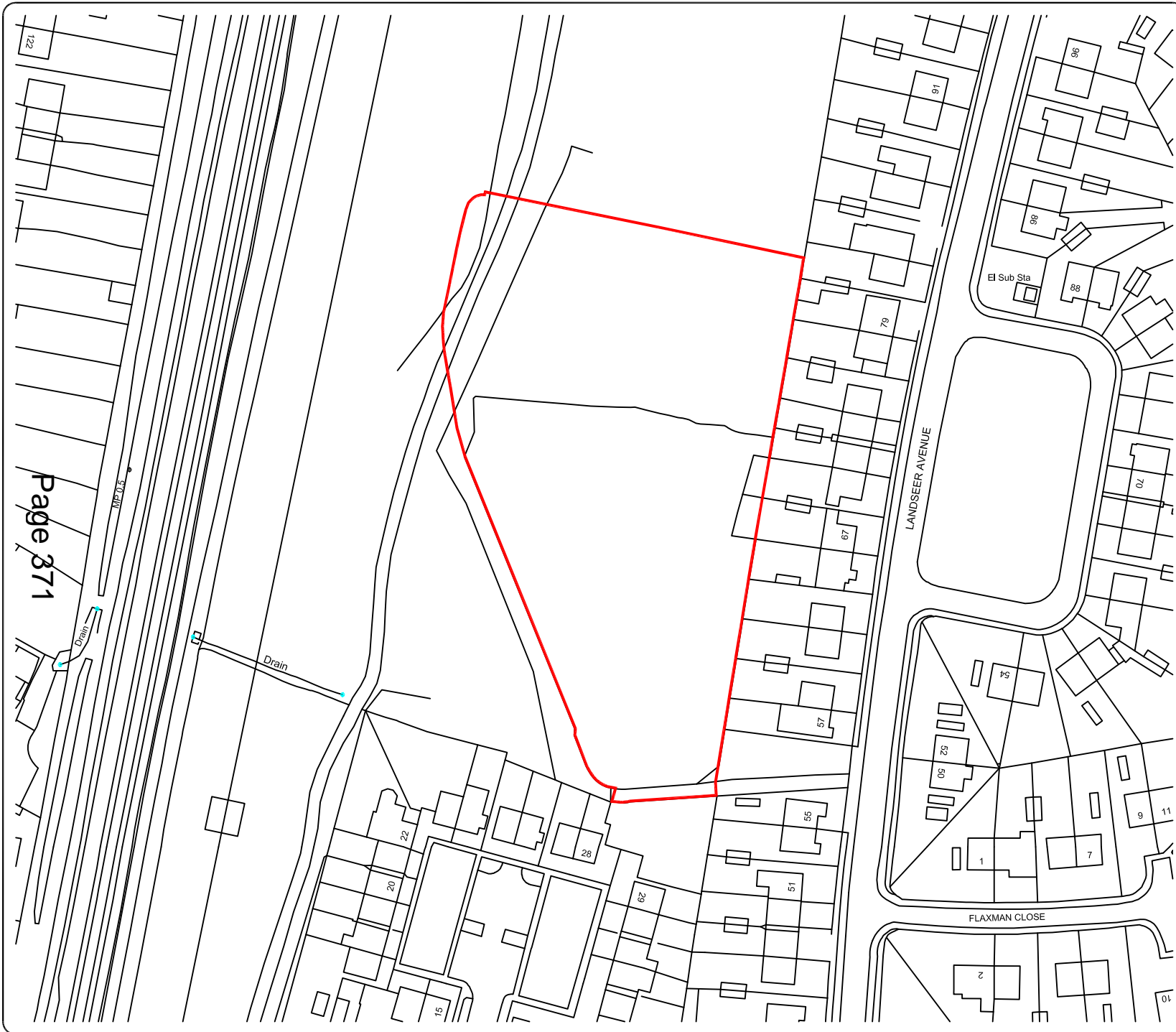
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Page 1 of 1



**Lockleaze Allotments,
Bonnington Walk,
Lockleaze,
Bristol.**

SITE PLAN : To ensure boundary accuracy, please refer to deeds.

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Ordnance Survey 100023406.

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Date	: 21/08/2019



CORPORATE PROPERTY
City Hall, PO Box 3399, Bristol. BS1 9NE

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Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 03 March 2020

TITLE	Bedminster and Temple Heat Networks	
Ward(s)	Southville, Bedminster, Lawrence Hill	
Author: Paul Barker	Job title: Energy Infrastructure Programme Manager	
Cabinet lead: Cllr Kye Dudd	Executive Director lead: Stephen Peacock	
Proposal origin: <i>BCC Staff</i>		
Decision maker: Cabinet Member Decision forum: <i>Cabinet</i>		
Purpose of Report:		
<p>Bristol City Council is installing heat networks to deliver affordable, low-carbon heat and energy to homes and businesses across the city in support of the 2030 net zero Carbon target. In order to achieve this target, the Bristol heat network needs to expand beyond central Bristol and utilise all the available sources of low and zero carbon heat the city has access to.</p> <p>This report seeks approval to:</p> <ol style="list-style-type: none"> 1. Develop and build phase 1 of the Temple heat network, supplying low carbon heat to new developments being built in the Temple and St Philips areas of the city. The network will make use of the waste heat generated from the new University of Bristol Temple Quarter campus cooling demands. 2. Design and develop Phase 1 of the Bedminster heat network, will initially supply low carbon heat to new developments being built in this area of the city as well as existing buildings including Bristol South Pool. An energy centre is being proposed that will utilise heat from the adjacent main sewer as well as potential waste heat from the former mineworkings in the area. 		
Evidence Base:		
<p>Bristol City Council has invested over £6m in its heat networks to date and supplies over 1,000 properties with low carbon heat. A comprehensive city wide heat network will be a crucial aspect of the action required if Bristol is to achieve its carbon neutral ambitions and also represents a significant investment opportunity as part of the City Leap programme. Prior to the City Leap Energy Partnership being in place, it is critically important that the council continues to support the build out of the heat network in order to: meet the connection timeframes of new developments; ensure long term financial viability of the network; and progress along the zero carbon pathway.</p> <p>The Bristol heat network must also be able to supply low or zero carbon heat to connected buildings at a cost equivalent to, or lower than, mains gas so that existing buildings are incentivised to connect to the heat network. For the Temple network, this is proposed in the first phase through the use of waste heat from the University’s new Temple Quarter campus building’s cooling system.</p> <p>The Bedminster network will potentially take advantage of two forms of zero carbon heat. Those from the sewer network and those from former mineworkings. Both options are being progressed in tandem as both technologies</p>		

will need to be developed in the city to provide zero carbon heat to the city.

The sewer heat is being taken forward in collaboration with Geneco/Wessex Water who own and operate the city's sewer system. Given the current timeframes of the networks, Bedminster is likely to be the first Bristol heat network to utilise this waste heat providing low cost, low carbon and emission free heat. In parallel, heat from mine workings is being progressed with the Coal Authority who are responsible for the UK's former mine workings.

The Bedminster Heat Network also provides an opportunity for nearby council housing blocks of flats that are currently heated using electric night storage heating to be connected by conversion to a wet heating system. The heat network will also have the ability to connect individual homes currently connected to gas for heating and hot water. The feasibility of these and associated options appraisals will form part of the Council's Heat Decarbonisation Delivery Plan being formulated following the development of the One City Climate Strategy, and will be part of the HRA Housing Investment Plans in future years, and are not part of this funding request.

All works described in this report and the Bristol Heat Network will be used as assets to support the City Leap offer from the Council except those fully funded by external parties (subject to ongoing discussions/agreements).

Approval is therefore sought to carry out the following capital projects:

1. Build Phase 1 of the Temple Network including installation of temporary gas boilers at a total cost of £5.64m.
2. Progress Phase 1 of the Bedminster heat network at an estimated total capital cost of £6.14m in conjunction with Wessex water/Geneco.
3. Progress a sewer and former mine working waste heat energy centre with Geneco and the Coal Authority to supply the Bedminster Heat Network.

To deliver these projects approval is sought for allocation of the remaining £4.9m of BCC Prudential borrowing which is allocated to energy service projects, subject to the acceptance of viable business cases

City Leap interactions: Given these networks are proposed to initially supply new developments with delivery timeframes outside of BCC's control, a significant portion of this capital expenditure could be met by a City Leap delivery partner.

1. The requested funding supports the delivery of the next phase of the council's heat network where:
 - o Connection to new developments are required
 - o Income generation targets and Government grant funding is at significant risk
 - o The integration of heat networks with digital (B-net) and/or highway infrastructure projects will take place
 - o Decarbonisation of the heat networks will continue in line with carbon neutrality targets
2. The Bedminster Energy Centre is likely to be delivered via a partnership with Geneco. Additionally, given the potential for use of the mines for the supply of heat, this will be progressed in tandem with the Coal Authority (owners of the mines). It is anticipated that Heat Network Investment Project (HNIP) grant funding will be applied for to finance the project in addition to the Renewable Heat Incentive (RHI). However, Innovate UK funding may also be an appropriate funding scheme.

Further Information

1. Heat networks are central to achieving the Mayor's goal for Bristol to be a carbon neutral city by 2030, in addition to helping to tackle fuel poverty by providing heat to residents at lower prices. The heat network will also provide the Council with a revenue stream from the sale of heat and power to connected residential and commercial buildings as part of its commercialisation agenda. The expansion of the heat network forms part of City Leap, which was approved by Cabinet in May 2018, with approval to procure a Joint venture partner given in April 2019.
2. Low carbon heat from the Sewers. To meet the 2030 carbon neutral goal, it is vital to decarbonise the heat

network using renewable and low carbon sources of which there are limited sources available within the City Centre. One such source of renewable heat is heat from Bristol's sewer network, owned & operated by Wessex Water. Through the use of sewer water heat pumps, which can extract heat from the sewers to supply the network. This is likely to be the first of many Sewer heat pumps that will be installed within the city to provide low carbon heat.

3. It is anticipated that Geneco, a subsidiary of Wessex water, will install own and operate the sewer heat pump.
4. Low Carbon heat from Bristol mine workings. Bristol has significant mine workings in the Bedminster area which is also a potential source of heat for the Bristol heat network. The Coal Authority are carrying out initial studies into Bristol's mine heat potential focusing on the Bedminster mine workings as a first potential heat source and as a possible interseasonal heat store.
5. Low carbon waste heat from UoB Temple Campus: University of Bristol's new Temple Quarter Campus has a significant cooling load that will produce waste heat throughout the year. As agreed with UoB as part of the Land Sale of the Cattlemarket Road site, UoB will install a heat pump to capture this heat for supply into the Temple heat network. This waste heat will be augmented by a BCC peak and reserve energy centre on Temple Island that will together provide very low carbon heat to the new developments connected to the network including UoB's residential developments on Temple Island.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Authorise the Executive Director for Growth and Regeneration, in consultation with the Cabinet Member for Energy, the Cabinet Member for Finance, and the s151 Officer, to apply for and accept revenue and capital grant funding from the Heat Network Investment Project (HNIP) to support the delivery of the council's heat network projects. Note that, if accepted, Heat Network Investment Project grant award must be held by a special purpose vehicle (SPV), which is subject to a separate Cabinet approval.
2. Subject to capital grant funding of £5.3m being award by the HNIP, Approve the allocation of up to £4.9m (funded from prudential borrowing) for the next phase of the Bristol heat networks as noted in this Cabinet report, to be deployed in line with the phasing of planned development as contained in Table 1 below (revisions to this will be subject to business cases being agreed with the s151 Officer).
3. Authorise the Executive Director for Growth and Regeneration in consultation with the Cabinet Member for Energy, to: a) agree terms and approve associated waste heat supply contracts with the University of Bristol; and b) agree terms and approve associated contracts for joint heat supply project(s) with Geneco/Wessex Water (sewer heat) and the Coal Authority (former mineworkings).
4. Authorise the Executive Director for Growth and Regeneration, in consultation with the Cabinet Member for Energy, to sign heat connection agreements with customers and procure and enter into contracts for delivery of all goods, works and services (including associated operation and maintenance contracts) referenced in Appendix A to this Cabinet Report to the value of the funding agreed.
5. Cabinet to note that BCC are in the process of setting up a City Leap Joint Venture that could be the actual capital fund source for this and other related schemes rather than BCC Prudential borrowing.

Corporate Strategy alignment:

1. This report supports the Key Commitment to 'Keep Bristol on course to be run entirely on clean energy whilst improving our environment to ensure people enjoy cleaner air, cleaner streets and access to parks and green spaces.'

City Benefits:

1. Keep Bristol on course to be run entirely on clean energy by supporting the build out of low carbon heat networks
2. Improve our environment to ensure people enjoy cleaner air through supporting the further deployment of renewable heat generation.
3. Improve physical and mental health and wellbeing by making residents' homes warmer and cheaper to heat, reducing inequalities and the demand for acute services.
4. Tackle food and fuel poverty by reducing energy bills.
5. Create jobs, contributing to a diverse economy that offers opportunity to all and makes quality work experience and apprenticeships available to every young person

6. Achieve the above benefits in addition to enabling the site to come forward for further development

Consultation Details:

1. **Discussions have commenced with Geneco and the Coal Authority**

Background Documents:

1. [1 July 2014 Cabinet Report 'District Heating Phase 1'](#)
2. 7 June 2016 Heat Networks Phase 2
3. 9th May 2018 City Leap Cabinet report
4. [4th September 2018 Bristol Heat Network](#)
5. [3 September 2019 Bristol Heat network](#)

Revenue Cost	£Nil	Source of Revenue Funding	<i>n/a</i>
Capital Cost	<i>Bedminster £6.2m Temple £5.4m Total: £11.6m</i>	Source of Capital Funding	<i>Allocate approved prudential borrowing: £4.9m (up to) Heat Network Investment Project (HNIP) grant funding: £5.2m Connection Charges: £1.7m (up to)</i>
One off cost <input type="checkbox"/> Ongoing cost <input type="checkbox"/>		Saving Proposal <input type="checkbox"/> Income generation proposal <input checked="" type="checkbox"/>	

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

1. Finance Advice

This report seeks approval to submit a bid for £5.3m of Grant funding to part fund the delivery of the Temple & Bedminster heat network as part of it strategic plan to meet it carbon neutral goal.

On successful award of this grant (and only once the full amount is secured), the report seeks conditional approval to carry out further Heat Network capital projects in two areas of the city:

- 1) Develop and build phase 1 of the Temple heat network, supplying low carbon heat to new developments being built in the Temple and St Philips areas of the city.
- 2) Design and develop Phase 1 of the Bedminster heat network, which will initially supply low carbon heat to new developments being built in this area of the city as well as existing buildings including Bristol South Pool.

To deliver these projects the report seeks:

- For **Phase 1 of the Temple heat network: Approval to spend £5.4m** of capital budget funded via a combination of Prudential Borrowing (PB), Government grant funding from “Heat Network Investment Project grants” (HNIP) and connection fee income from privately owned buildings and commercial properties that are connected to the network. Energy Service projects have £4.9m of earmarked P.B remaining as part of the approved PL19 capital programme. **The Temple heat network requires the allocation of £1.3m of the remaining P.B.**
- For the **Phase 1 of the Bedminster heat network: Approval to spend £6.2m** of capital budget funded via a combination of Prudential Borrowing (PB), Government grant funding from “Heat Network Investment Project grants” (HNIP) and connection fee income from privately owned buildings and commercial properties that are connected to the network. Energy Service projects have £4.9m of earmarked P.B remaining as part of the approved PL19 capital programme. **The Bedminster heat network requires the allocation of £3.3m of the remaining P.B.**

These two projects, involve total capital expenditure of £11.6m and will be funded from a mix of PB, grants and connection fee income, as illustrated in the following table:

Projects	Temple	Bedminster	Total
	£'m	£'m	£'m
Total CAPEX	£5.4	£6.2	£11.6
Funded By:			
Grant funding - HNIP	£2.4	£2.9	£5.3
Connection charges	£1.2	£0.5	£1.7
Prudential Borrowing (PL19)	£1.3	£3.3	£4.6
	£5.4	£6.2	£11.6

Opportunities, risks and mitigations from these projects:

- 1) The projects have an expected payback of six years and provide positive Net present values (NPV's). Anticipated income from the "planned developments" linked to these projects are estimated at c£15m and deliver an IRR of c16%, assuming a 25 years period.
- 2) Grants: The projects assume 47% grant funding contribution. The Energy team have worked closely with the government on heat network projects, previously being successful in obtaining Heat Network Delivery Unit (HNDU) funding; they are keen on work continuing, so there is confidence in that funding can be secured. However, there is also a risk that not all bids would be successful in securing the grant funding. The projects would require further viability assessments after the results of the grant funding bids are known, and progress to implementation therefore, not assumed to be automatic. Further prioritisation would be required taking into account funding available, the return on investment, net revenue implications and other non-financial implications. This may require a return to Cabinet, if the full grant funding is not obtained.
- 3) Delivery speed of the projects pose a risk to the connection fee income which is funding the two projects, to mitigate this, the team will only commit spend on the relevant "planned development" once it has secured their commitment and sign-up – This will ensure that there is no gap in funding any element of both schemes. The connection fee income will also provide ongoing revenue to the Council, any significant delays in these projects may jeopardise the fee income, resulting in permanent losses of connections to the network and the associated income.
- 4) These projects are important parts of the Bristol Heat Network system and will be important assets under the City Leap initiative. There is a high possibility that a significant portion of the Council's expenditure will be met by a City Leap partner, reducing the exposure to any financial risk and reducing the need for Prudential borrowing all together.
- 5) There are potential opportunities of extracting heat from mines and the sewer system in Bristol. The Coal Authority are carrying out initial studies which may or not be useable. This could be a risk if it isn't feasible. If however, this option and the sewer system proposal with Geneco/Wessex Water are possibly, managing any contract agreements and the associated costs, including compliance monitoring will need careful consideration to limit the risks.
- 6) There are opportunities for the Council to connect its housing stock in the respective Heat networks within both the Temple and Bedminster area. This will help accelerate the achievement of the Carbon neutral goal as well as provide another source of revenue for the Council.

Finance Business Partner: Kayode Olagundoye, Interim Finance Business Partner, Growth & Regeneration 30th January 2020

2. Legal Advice:

When procuring goods, works and services pursuant to this report, the client officers must ensure the all applicable procurement regulations (including utilities regulations if these apply), and all energy-sector regulations are complied with. Client officers will need to seek legal advice throughout the process of implementing the recommendations contained in this report.

Wherever the Council grants a benefit to any undertaking, that benefit may constitute State aid which is prohibited. Again, client officers will need to seek legal advice to ensure no state aid is granted when implementing the recommendations in this report, or if it is granted an exemption is available.

In accordance with Bristol City Council's Financial Regulations, the Council may not establish any entity (including an SPV) until it has obtained Cabinet approval which has been granted following Cabinet's consideration of an appropriately detailed business case. If any prudential borrowing is to be transferred to the entities set up, legal advice must be sought to ensure such entities are bodies governed by public law (who are the only bodies that can receive prudential borrowing).

We understand that such information will subsequently be presented to Cabinet. The SPV referred to above cannot be established until Cabinet has granted such approval.

Legal Team Leader: Sinead Willis, Commercial and Governance Team Leader 30th January 2020

3. Implications on IT:

No anticipated impact on IT Services

IT Team Leader: Simon Oliver, Digital Transformation Director 24th January 2020

4. HR Advice:

Staffing resource is required for the construction of the new energy centre, namely a Construction Manager and a project manager. There are no other HR implications evident at this stage but the position should be reviewed through the course of the project.

HR Partner: Celia Williams, HR Business Partner, Growth & Regeneration 29th January 2020

EDM Sign-off	Stephen Peacock	8 th January 2020
Cabinet Member sign-off	Clr Dudd	20 th January 2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	3 rd February 2020

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

Appendix A– Further essential background / detail on the proposal

1. This report is seeking additional funding and approvals to expand Bristol’s heat network and provides an update on heat network installation work carried out to date previously approved by Cabinet (see Cabinet report links below)

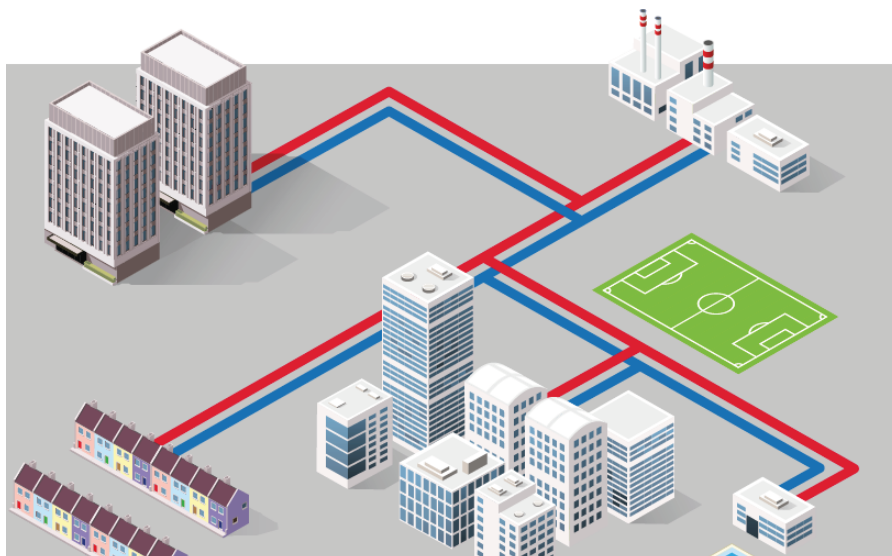
1. [1 July 2014 Cabinet Report ‘District Heating Phase 1’](#)
2. 7 June 2016 Heat Networks Phase 2
3. [4th September 2018 Bristol Heat Network](#)
4. [3rd September 2019 Bristol Heat Network – further expansion](#)

Contents

1. Rationale for installing heat networks in Bristol
2. Heat networks to date/in progress
3. New heat networks – seeking approval as part of this Cabinet paper:
 - a. Temple
 - b. Bedminster
4. Capital Investment Requirements and City Leap

Why heat networks are being installed

1. Heat networks, also known as district heating, are systems for distributing heat generated in a centralized location via a network of pipes for domestic and commercial space heating and water heating.
2. As the heat network is agnostic to the type of heat generation installed, it can supply heat from a variety of energy generation technologies from Gas combined heat and power (CHP) to water source heat pumps as well as biomass and waste heat from industrial processes. This ensures heat networks are a ‘no regrets’ technology able to deliver heat whatever the heat generation technology available.



3. Heat networks using low or zero carbon energy technologies are amongst the cheapest methods of cutting carbon emissions. In regards to the Bristol Heat network, various low and zero carbon heat sources are being incorporated including water source heat pumps (WSHP) supplying heat from the floating harbour as part of the Old Market Heat network.
4. The Temple and Bedminster networks will also be developed to take waste heat from data centres, Bristol's sewer network and potentially heat from mines through the installation of large heat pumps.
5. Heat Pumps use the same technology as that used in refrigerators. Just as a fridge extracts heat from the food and transfers it into the kitchen, so a water source heat pump extracts heat from the water and will transfer it to the heat network. For every unit of electricity used to power the heat pump, approximately 3-4 units of heat are captured and distributed.
6. At Castle Park Depot for example, the water will be abstracted from the floating harbour. A heat exchanger then extracts the heat from the water and transfers it to the heat pump which uses a fluid that evaporates at a very low temperature. This heat from the water abstracted from the harbour causes the fluid to evaporate and the subsequent gas is then condensed to increase the temperature further. From here the gas moves to a further heat exchanger to release this heat to the network.
7. Although only 2% of heat in the UK is currently supplied by heat networks, this is rapidly increasing, particularly in cities. They are supported by UK government who have recognised that around 20% of heat could be supplied by heat networks across all five future energy supply scenarios contained in the Clean Growth Strategy, which was published by Central Government in 2017. Major European cities like Vienna and Copenhagen have installed heat networks supplying over 95% of homes. Consequently, Copenhagen is on track to be carbon neutral by 2025.
8. In the UK, almost all cities have either installed or are looking to install heat networks. London currently has the greatest number of heat networks with London boroughs such as Enfield and Islington taking a lead. A number of large towns are also installing heat networks. For example, Gateshead has completed a £25 million heat and power network supplied from a Gas CHP energy centre and like Bristol are also installing water source heat pumps.
9. Heat networks are central to achieving the Mayor's goal for Bristol to be a carbon neutral city by 2030 as well as help to tackle fuel poverty by providing heat to residents at lower prices. In confined urban areas like central Bristol, it can be argued that heat networks provide the only financially and technically viable solution for zero carbon heat.
10. BCC's Sustainable City team appointed CSE to identify how Bristol could decarbonise its energy system. In regards to the decarbonisation of Bristol's heat this requires the end of mains gas as the prime heat supply to homes and business and for it to be replaced by either heat networks or individual heat pumps. While still in the review and consultation

phase, the CSE study identified where in the city these technologies should be adopted. This is needed to meet the Corporate Strategy commitment (2018-2023) to keep Bristol on course to be run entirely on clean energy by 2050, and to continue to reduce CO₂ emissions with the goal to be carbon neutral by 2050 (now brought forward to 2030), and to provide affordable and secure energy.

11. Installing heat networks will also support the following corporate strategy key commitments:

- a. Improve our environment to ensure people enjoy cleaner air through supporting the further deployment of renewable heat generation.
- b. Improve physical and mental health and wellbeing by making residents' homes warmer and cheaper to heat, reducing inequalities and the demand for acute services.
- c. Tackle food and fuel poverty by reducing energy bills.
- d. Create jobs, contributing to a diverse economy that offers opportunity to all and makes quality work experience and apprenticeships available to every young person.

12. Installing heat networks will also provide the following benefits for the City of Bristol:

- Provide an independent revenue stream to the Council from the sale of heat and power to connected buildings.
- Reduce fuel bills for businesses connected to the network through lower prices
- Provide an opportunity to build partnerships with other public sector bodies and the business community.
- Reduce energy consumption and operating costs for building occupiers, improving Bristol's competitiveness for attracting new businesses to the City.
- Reduce costs for developers as they no longer need to install and maintain expensive heat generation plant and equipment.
- Increase the City's energy security and resilience.
- Support the City Leap Prospectus

Work to date / in progress

a. Old Market Heat Network

13. The Old Market Network forms part of the overall Bristol Heat work and is a new district heat network in the east of the city bordered by Castle Park, Bristol Temple Meads the A4032 & A4320 and crosses the A4044 and A420. The network is designed to supply low carbon heat from an Energy Centre at Castle Park Depot. The Energy Centre will contain a Water Source Heat Pump which draws waste heat from the floating harbour along with peak and reserve gas boilers.
14. Following the completion of detailed feasibility and design studies Cabinet approval was given in September 2019 to install the Old Market Network and water source heat pump energy centre on the Castle Park depot site. The Old Market network will begin to supply heat to in the first phase to new developments currently under construction including Castle Park View and Linear Park with construction commencing in January 2020.

b. Redcliffe Heat Network

15. Completed in March 2016, Phase 1 of the Redcliffe heat network was completed which included the installation of a 1MWth biomass energy centre at Broughton House (Redcliffe) supplying low carbon heat via underground heat mains to 13 social housing blocks. This is currently saving around 1,000 tonnes of CO₂ per annum and a reduction in tenant heating bills by around 10%.

Image 1: Biomass energy Centre Broughton House and Laying of Rehau PEX pipe as part of Redcliffe Phase 1

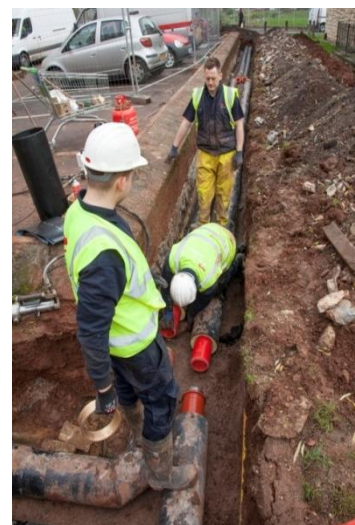
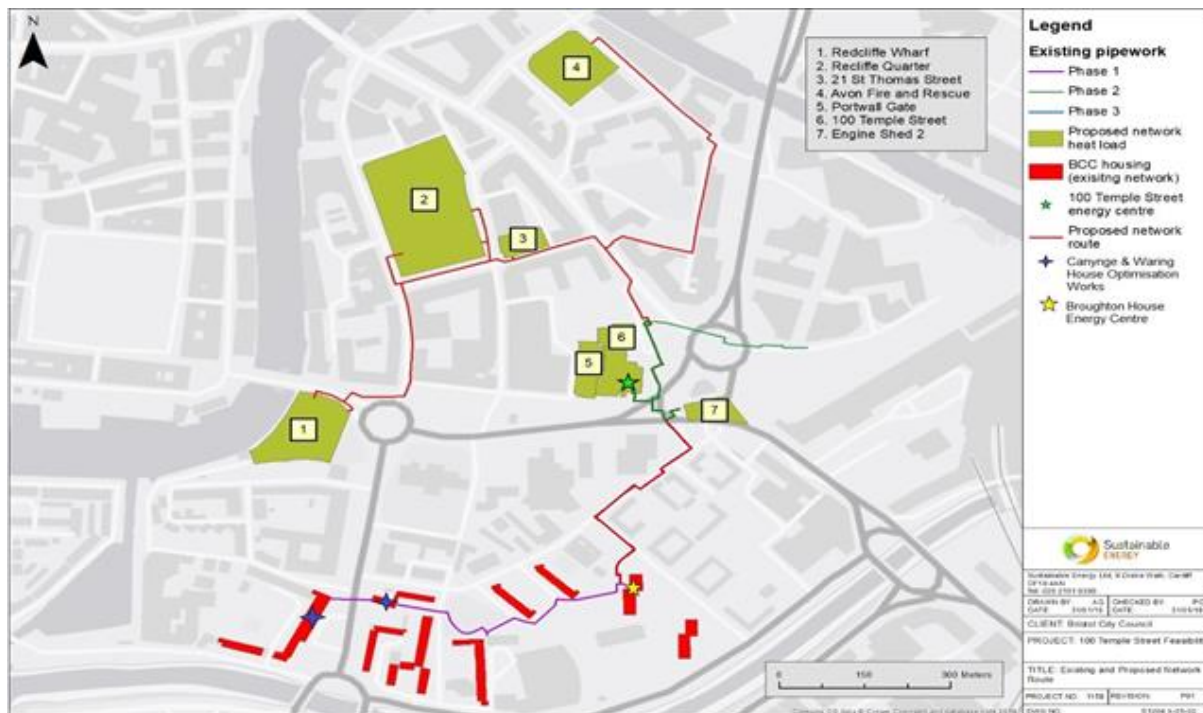


Figure 1: Redcliffe Heat Network Phases 1 - 3



- Heat network installation has also taken place as part of the Temple Gate highway works in order to enable the Redcliffe heat network to ultimately be connected to a city wide heat network that also includes buildings adjacent to Temple Meads.
- Redcliffe Phase 2. In September 2018 Cabinet approved the expansion of the Redcliffe heat network to supply a number of new commercial developments in the area and connection of BCC's 100 Temple St office. This project also included the installation of a 1 MW Gas CHP engine (subsequently reduced to 0.55MW following detailed design) which will provide low carbon heat to 100 Temple St and a number of new developments in Redcliffe such as Redcliffe Quarter, R Wharfe, and Engine Shed 2.
- The construction of this phase is currently underway with the energy centre at 100 Temple St set to be complete by February 2020. The heat network is currently being installed in phases depending on the heat requirements of new developments in the area but the majority is likely to be completed by the end of 2020.

New heat networks – seeking approval as part of this Cabinet paper

19. BCC’s Energy Service is seeking approval to begin the initial design and installation of the first phases of the **Temple** and **Bedminster** heat networks. Given that these networks focus on connecting new developments, the timeframe for capital investment is subject to rapid change that is outside BCC’s control.

20. Should Government HNIP grant funding applications be successful, it is also possible that the prudential borrowing allocation sought within this paper is not required until post City Leap (HNIP funding can be used first).

a. Temple Heat Network

21. The Temple Heat Network will provide zero carbon heat to new developments on the Temple and St Philips areas of Bristol. Construction for this network will begin in 2020 with the installation of pipework and peak and reserve gas boilers on Temple Island in time to supply heat to the new University of Bristol’s Temple Quarter Enterprise Campus and other new developments in the area.

Figure 2: Map showing Phases of Temple Network (Phase 1 – in blue)*

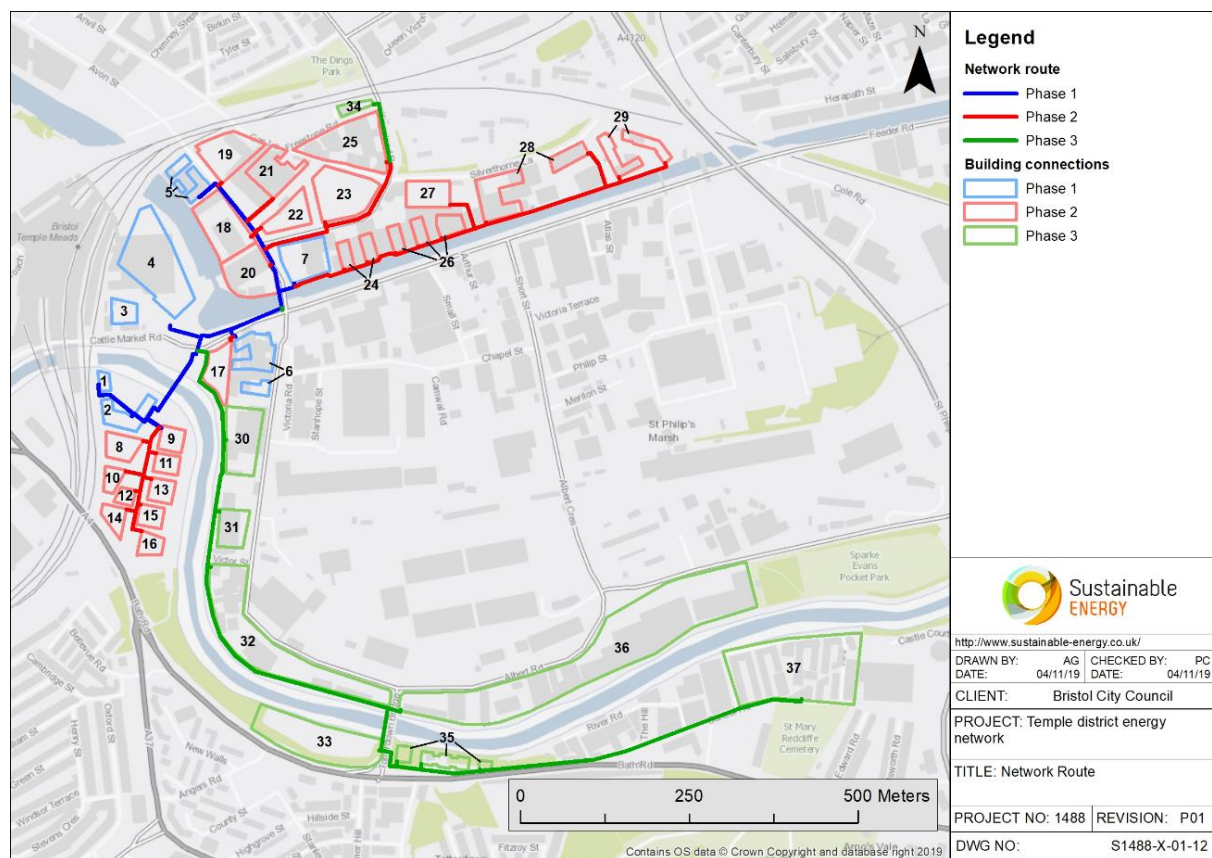


Table 2 - Summary of Financials – Temple Heat Network (Phase 1)

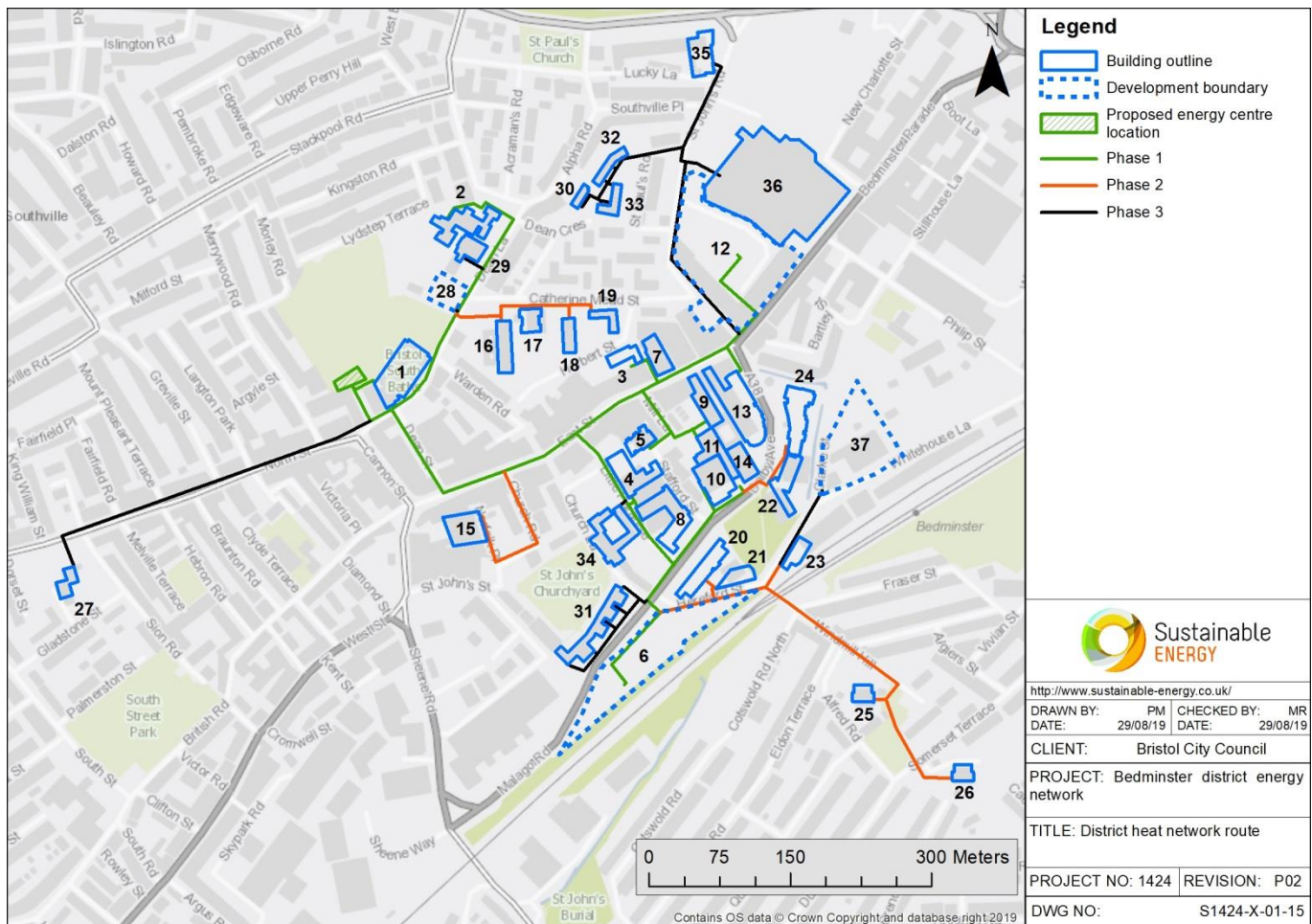
		Phase 1
Phase start year		2021
Network length		542 m
No. heat connections		5
Network heat demand		9,598 MWh
Network linear heat density		18 MWh/m
Heat pump capacity		1.5 MW
% network heat demand met by heat from UoB		34 %
% network heat demand supplied by WSHP		55 %
Phase capital costs		£5,634,631
Total capital costs (including previous phases)		
25 years	NPV (at 3.5%)	-£61,602
	Social IRR	8.3 %
	Carbon savings	42,847
	Indicative IRR with 30% HNIP grant funding	8.9 %

The heat network will initially be supplied from waste heat generated from the University of Bristol's TQEC cooling demand with further heat being supplied by an additional water source heat pump.

b. Bedminster Heat Network

The Bedminster heat network will initially supply new developments in the Bedminster area in addition to existing BCC heat loads including Bristol South Pool, Holy Cross Primary School and adjacent social housing blocks.

Further discussions are required with BCC Housing as to when the current electrically heated blocks could be converted to a wet heating system that would deliver significant savings to tenants as electric heating is often 3 times the cost of a wet heating system.



		Phase 12
Phase start year		2020/21
Network length		2,824 m
No. heat connections		1,588
Network heat demand		15,615 MWh
Network linear heat density		5.5 MWh/m
MWSHP capacity		1,446 kW
% network heat demand supplied by MWSHP		83%
Phase 1 capital cost		£6,141,000
25	IRR	2.1%

		Phase12
years	NPV (at 3.5%)	-£1,226,429
	Social IRR	5.8%
	Carbon savings	46,400
	Indicative IRR (dependant on grant funding and RHI income)	9-12%

High level assessment of the prioritised network phases indicates that they are unlikely to be economic without subsidy and / or grant funding.

The renewable heat incentive (RHI) scheme is due to close in March 2021. If it was to continue or an alternative heat pump subsidy was available, this would improve the economics of the network.

A HNIP grant funding application will therefore be taken forward whilst BCC await BEIS providing further details on what sort of RHI replacement or extension is likely to be available.

In addition, as waste heat from sewers is being investigated with Wessex Water, it is a possibility that some or all of the energy centre works are carried out by Wessex/Geneco and not BCC, hence cabinet approval is sought to negotiate with Wessex Water on a possible joint energy centre scheme.

Bedminster Green II

Bedminster Green II is a potential extension of the current Bedminster Green Framework Zone and has been assessed as a potential longer term connection i.e. phase 4. The plans for Bedminster Green II are currently very high level and therefore, the potential heat demand is unknown. An additional heat demand equal to that of the developments within the Bedminster Green Framework Zone has been assumed and the technology sizing has been reassessed. It has been assumed that Bedminster Green II connection date is 2028

Delivering Heat networks

Information relevant to all networks:

22. Following heat demand and master planning assessments, feasibility and design of the Bristol Heat network is currently focused on the following areas:
1. Areas of the city with a large heat demand (such as central Bristol),
 2. New development areas of a sufficient size that a heat network is financially viable (such as the TQEZ)
 3. Areas of the City within an acceptable distance from the proposed Strategic Heat main supplying waste heat from industrial processes at Avonmouth to the Bristol heat network.
 4. City Centre Renewable Energy Centres to provide low carbon heat onto the network (WSHP)
23. Whilst existing buildings are being investigated for connection, the attention is currently on connecting new private developments to the network through Bristol's planning policy requirements as they provide an upfront connection fee that helps the financing of the heat network whilst also avoiding the need for new developments to install costly and ultimately redundant fossil fuel heat generation equipment.
24. Heat network routing and associated timescales will be dependent on when new developments are constructed which is outside BCC's control. This requires a flexible approach to delivery to ensure newly completed developments are supplied by heat from the Bristol heat network in time. This may require temporary or interim energy centres to be installed in the short term until the build out of the heat network is sufficient for them to be removed or retained for resilience purposes only.
25. Bristol's Energy Service therefore require the ability to re-programme the installation of heat networks and associated energy centres to meet developer timeframes as well as work with BCC Transport teams to ensure disruption is minimised.

Capital Expenditure and Phasing

26. Capital expenditure is based on a combination of detailed feasibility or master planning and so is subject to change as projects progress into the detailed feasibility stage where this has yet to commence &/or procurement and construction. However, contingencies have been incorporated within the cost estimates based on appropriate risk levels. For example, heat network pipe work within a utility congested road includes a higher level of contingency.

Phasing of heat network & Energy Centre delivery

27. Given the high upfront capital cost and complexity of installing heat networks without a negative impact on traffic congestion, the Bristol heat network is proposed to be built out on a phase by phase basis, the ultimate end goal being a city wide heat network delivering low cost, zero carbon heat from a number of energy generation sources

including waste heat from Avonmouth.

28. Phasing of heat networks is typically carried out as below:

1. Networks that meet the net positive cash flow requirement
2. New development connections as required by planning
3. Highest CO₂ saved per £ of expenditure
4. Critical connection/future proof opportunity lost

Financial viability

29. BCC Energy Service has employed external consultants to produce a heat network financial model to ensure the Bristol Heat Network meets the BCC Finance requirement of generating a positive financial benefit to the Council once prudential borrowing repayments have been taken into consideration. Each of the different heat network phases and Energy Centres meet this requirement.

Heat networks revenue streams

30. Within Heat Priority Areas, new developments must connect to Bristol's heat network as part of planning requirements (once the financial and technical viability have been demonstrated). As well as providing an upfront connection fee, these new connections will provide long term revenue to BCC through heat sales but only if BCC can demonstrate its ability to connect a new development within the developers timeframe. Failure to do this not only increases the risk of lost revenue but the ability of the heat network to generate associated carbon savings.

Capital Investment Requirements and City Leap

31. The current areas of investigation are mostly confined to areas of high heat demand and new development within the city centre to enable the heat network to provide a net positive income to the council. The final capital cost of delivering these fully built out heat networks is likely to be in excess of £50 million. Given the limited BCC prudential borrowing funding available to finance this, ultimately this will need to be delivered as part of the City Leap programme.

32. However, early phases of the Bristol heat network will need to be commence prior to the completion of the City Leap programme for the following reasons:

- i. A number of new developments are currently under construction which will require heat in 2020/21. Delays in installing the heat network will result in BCC not achieving the required heat-on dates and these new developments having to install fossil fuel boilers instead. Not only will this prevent BCC from receiving a connection fee, it also makes the task of converting these buildings to a zero carbon heat source in the future much more difficult.

- ii. Through BCC signing connection agreements with new build developers and commencing the early phases of heat networks means that potential City Leap investors view City Leap much more favourably as their investment would be in part de-risked.
33. However, the CSE net zero study identified a much larger heat network that would need to be installed if Bristol were to achieve its 2030 ambition. Early findings of the study identify over 65,000 homes and businesses that would need to be connected to the Bristol Heat Network with a resulting capital cost of this likely to be in excess of £500 million.
34. A key reason for installing the Bristol Heat Network and renewable technologies, such as WSHPs, is to reduce the carbon emissions of the city and ultimately provide zero carbon heat as part of the Mayoral goal of carbon neutrality by 2030.
35. The Bristol heat network already provides low carbon heat due to the installation of a 1MW biomass boiler within the Broughton House energy centre, with water source heat pumps also providing significant low carbon heat generation as part of the Old Market heat network.
36. However, delivering a zero carbon heat network from Day 1 for all the proposed heat networks is currently not financially viable given the low cost of fossil fuels versus limited government grant funding and other financial incentives available to offset the installation of zero carbon energy installations. In the short term, parts of the Bristol heat network will therefore need to rely on mains gas to supply low cost peak and reserve energy centres which will need to be replaced as gas is removed from the City.
37. In the medium and long term, the Bristol Heat network will also be supplied from zero carbon heat generation sources as part of the installation of the Strategic Heat Main.

Bristol Heat Network Design Guidance and BCC Planning Policy

38. Bristol Planning Policy BCS14 expects new developments in the heat priority area to connect to a heat network where technically and financially feasible or where a heat network is not being installed to be 'DH ready' to enable connection at a later date. Where possible BCC are working with developers to provide a 'day 1' heat network connection to enable the benefits of heat networks to be realised sooner rather than later.
39. To ensure new developments connected to the Bristol Heat Network provide residents with low cost heat, the City Council has released a guide for developers, architects and building designers to ensure new developments connecting to the Bristol heat network are designed and operated in line with the latest CIBSE guidance

(<https://www.cibse.org/knowledge/knowledge-items/detail?id=a0q200000090MYHAA2>). The CIBSE guidance reduces the likelihood of high heat losses and associated higher energy bills for residents currently not addressed within Building regulations.

Figure 4 – Bristol Heat Network Design Guide



Notes

Heat Network Delivery Unit (HNDU)

40. The Heat Networks Delivery Unit provides grant funding and guidance to local authorities in England and Wales for heat network project development. In January 2019 Bristol City Council were successful in obtaining a further £500k of funding from this department to support the feasibility and design work to develop the Bristol Heat Networks.

Heat Network Investment Project (HNIP)

41. The Heat Networks Investment Project (HNIP) is a government funding programme that aims to:

- increase the number of heat networks being built
- deliver carbon savings
- help create the conditions necessary for a sustainable heat network market to develop

42. HNIP will provide £320 million of capital funding to gap fund heat network projects in England and Wales. This funding is available to support the commercialisation and construction stages of heat network projects. Bristol City Council has made two applications to date, one for Redcliffe network and one for the Old Market Network.

Heat Networks Cabinet Sept 2019 Risk Register

Negative Risks that offer a threat to the expansion of Bristol heat networks and its Aims (Aim - Reduce Level of Risk)

Ref	Risk Description	Key Causes	Key Consequence	Status Open / Closed	Risk Category	Risk Owner	Key Mitigations	Direction of travel	Current Risk Level			Monetary Impact of Risk £k	Risk Tolerance			
									Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating	Date
1	Increased project costs and/or reduced financial returns.	Underestimation of capital costs due to lack of feasibility work and due diligence.	Project capital costs could increase as the heat network scheme is designed in detail, resulting in a reduced financially viable scheme(s). Other external factors such as energy prices reducing further or borrowing costs increasing could also reduce the project's financial returns.	Open	Financial	BCC	BCC are carrying out further detailed design studies where required to ensure capital costs are as accurate as possible prior to installation. BCC have appointed external consultants to carry out outline and detailed feasibilities of heat networks that include techno economic models that can test the implications of higher capital costs on the financial returns. Contingencies are applied to costs to reduce the risk of going over budget. BCC will be applying for government (BEIS) HNIP grant funding to increase the financial return and/or security of the financial returns	Reducing	3	5	15		2	3	6	
2	Physical barriers to installing pipework	Areas of archaeological sensitivity create major barriers including city and castle walls. There are limited diversion opportunities within Bristol, and closing certain roads may be unacceptable.	Could prevent the implementation of scheme or lead to CAPEX increase and viability issues.	Open	Environmental Financial Programme/ Project Management	BCC	As part of the feasibility and design work, the main physical barriers, issues and constraints within the study area have been considered and, where possible, avoided during the network prioritisation process. GIS layers and utility maps have been reviewed and a route walkover at key points conducted. Following discussions it has been decided to use a client led design approach for the network installation which will identify risk upfront prior to tendering and construction of the network. As the project progresses, further liaison will be required with local highways, structures, archaeology and planning departments and utility companies.	Reducing	4	5	20		3	4	12	
3	Capital costs are significantly higher than estimated.	The lack of economic assessment to include robust project CAPEX, the likely financial benefits or sufficient information to secure funding.	Higher capital costs can have a significant impact on the viability of all network phases potentially causing the network plan to not progress.	Open	Financial	BCC	All project costs established within previous studies have been based on a combination of previous project experience and recent quotes for similar projects. The consultant team have a large database of the actual costs of installing district energy schemes including costs for equipment supply and installation, distribution pipework supply and installation, trench excavation and re-installation. Sensitivity analysis has also been undertaken for network options to show the effect of a variance in capital costs and contingency has been applied to all CAPEX items.	Reducing	4	5	20		3	4	12	
4	Heat networks need to support planning policy and BCC decarbonisation policies and therefore it is critical that the network decarbonises.	If the heat networks schemes do not proceed in time to support developments coming forward .	This will undermine BCC Planning Policy which requires connection to a low carbon heat network. Developments are expecting and need the network to decarbonise to meet their carbon standards for their planning requirements. Failure to deliver will damage BCC reputation and make it more difficult to sign new developments up to the network. Ultimately this will reduce BCC ability to work toward a carbon neutral city.	Open	Reputational	BCC	Working cross-departmental and with the experienced consultants to work through all risks and progress the projects as planned.	Reducing	3	5	15		2	5	10	

Heat Networks Cabinet Sept 2019 Risk Register

Negative Risks that offer a threat to the expansion of Bristol heat networks and its Aims (Aim - Reduce Level of Risk)

Ref	Risk Description	Key Causes	Key Consequence	Status Open / Closed	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
5	New developments do not connect to the Bristol Heat network	Conditions not set out during planning stage, design of buildings unsatisfactory and uncompetitive comparative costs.	Without buildings connected, the financial viability of the network is significantly impacted.	Open	Financial	BCC	New developments are required to connect to the Heat network as part of planning conditions. BCC Energy Services has established a strong working relationship with developers to ensure buy in from the developer community. A connection pack and standard legal documentation is also now complete and being used to provide developers with early information on what they are required to do to connect to the heat network	Reducing	2	5	10		1	3	3	
6	Existing buildings are not district heating ready.	Lack of future proofing of plant room equipment within existing buildings	High return temperatures can significantly impact on the performance of networks, Heating system upgrades may be required for existing buildings, to ensure lower network return temperatures.	Open	Financial	BCC	The Bedminster and Temple networks consists of planned developments and newly constructed sites that are likely to operate on lower secondary side temperatures. Secondary side heating systems have not been surveyed in detail as part of this study and costs for secondary side improvements have not been confirmed. Specific building return temperatures for existing sites should be further assessed at feasibility stage, once plant rooms and building surveys have been undertaken and costs for secondary side improvements considered where required.	Reducing	4	3	12		3	3	9	
7	Project delays occur	The initial installation and ultimate installation and operation of the scheme could be delayed due to a number of factors including: • Negotiating and signing of contracts • Procurement of detailed design and/or appointing consultants • Procurement of physical works and procurement of contractors • Drafting and signing of agreements between organisations (commercial agreements and energy supply contracts) • Installation of the network	Delays in project programmes could lead to financial loss and risk of being unable to supply heat to buildings within agreed timescales.	Open	Financial	BCC	The delivery timescales are partly linked to the developer 'heat on' requirements. Priority is given to networks where a heat on date is required for new developments. The Council's Energy Service is progressing temporary and interim energy centre options, that will supply a new development with heat if required prior to the heat network being completed.	Reducing	2	5	10		3	2	6	
8	Planning Policies on heat network connection are not enforced.	Lack of engagement with planning department internally and backing from senior BCC members.	Planning policy requirements for new developments to connect to Bristol's heat networks is crucial to their development. If these policies are not enforced the heat network is less likely to deliver a lower carbon city.	Open	Programme/ Project Management	BCC	BCC Energy Service has consulted planners and produced a simplified guide to heat networks for planning officers which could be rolled out to planning committee members if required. BCC Energy Service have engaged with Planning lawyers to draft robust S106 schedules enforcing heat network policy on connections from day 1 connection and future connections. Energy Service and Planning teams have engaged with developers through workshops to explain policy and how it will be enforced by the planning department.	No Change	1	3	3		1	3	3	
9	Air quality restrictions and considerations may restrict gas boiler options.	The energy centre locations for all prioritised network areas are within Air Quality Management Area's.	Emissions from auxiliary gas boilers will need to be considered.	Open	Environmental	BCC	BCC air quality staff will be consulted and their advice considered. Following confirmation of the final energy centre and technology sizing at the feasibility stage, emissions dispersion model, air quality impact and flue height assessment can be carried out at the detailed project development stage if required.	Reducing	4	3	12		1	3	3	

Heat Networks Cabinet Sept 2019 Risk Register

Negative Risks that offer a threat to the expansion of Bristol heat networks and its Aims (Aim - Reduce Level of Risk)

Ref	Risk Description	Key Causes	Key Consequence	Status Open / Closed	Risk Category	Risk Owner	Key Mitigations	Direction of travel	Current Risk Level			Monetary Impact of Risk £k	Risk Tolerance			
									Liability	Impact	Risk Rating		Liability	Impact	Risk Rating	Date
10	Variation in gas and electricity import tariffs significantly affects financial viability.	Insufficient or inadequate investigation into the financial affects of changes to variations in gas and electricity import tariffs.	Variation in gas and electricity import tariffs have a significant impact on the viability of network options.	Open	Financial	BCC	Current assumptions regarding Import tariffs have been based on current tariffs known for key buildings. Sensitivity analysis has also been undertaken to show the effect of gas and electricity import tariff variations. Working with Bristol Energy to ensure that tariffs are calculated in line with typical electric / gas markets.	Reducing	3	3	9		2	3	6	
11	Need support from multiple departments, for example highways to ensure the projects can be implemented to required timescales.	Lack of support from other departments can lead to delays or blockers to installing heat networks.	Depending on the department the impact will vary but will have in some situations impacts on project viability, for example if planning policy not enforced key building connections may be missed that affect project business case.	Open	Service Provision	BCC	Energy Services are working with relevant departments to ensure understanding of the heat networks and to where possible 'piggy back' on other projects, for example where roads are already have planned excavations, to reduce the impact of installation.	Reducing	2	3	6		1	3	3	
12	Planned developments are brought forward prior to network development.	Developers may install alternative heating systems within planned developments if DHNs are not in place prior to construction.	Infrastructure may not be in place to connect in time. Temporary boilers may be required to serve planned developments until networks are brought forward.	Open	Service Provision	BCC	Take a strategic decision to instruct on new developments becoming 'DH ready' as opposed to 'day 1 connections' should the network not be available. This puts the onus on the development to install a wet heating system which will connect to the heat network at a later stage when the network is available and ready for a heat connection.	Reducing	3	3	9		2	3	6	
13	Ground conditions may cause issues in construction.	Once further site analysis and construction start there could be further issues identified for example archaeological.	Depending on the issues that are discovered this could add to project cost or ultimately make the installation unviable.	Open	Financial	BCC	GPR surveys to be completed. We have engaged consultants that are progressing the development through the RIBA development stages which will assess these risks and highlight any issues as soon as is possible.	Reducing	2	6	12		1	5	5	

Bristol City Council Equality Impact Assessment Form

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



Name of proposal	Further Heat network expansion to Bedminster and Temple Heat Networks
Directorate and Service Area	Growth and Regeneration, Energy Services
Name of Lead Officer	Paul Barker

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?

Bristol Council are constructing heat networks to enable decarbonisation of heat across the city in support of the Council's Carbon neutrality aims. These work by installing pipes underground to transport heated water to buildings that then use this for heating and hot water. In order to heat the water energy centres are required where a combination of technologies are used with low/zero carbon being of highest importance. This cabinet request is specifically related to:

- Develop and build phase 1 of the Temple Heat Network
- Design and develop phase 1 of the Bedminster Heat Network

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?

Two of the key aims of our Business Plan 2019-20 are: 'Reducing our environmental impact by using clean energy, improving air quality and reducing waste and pollution'; and 'Tackling food and fuel poverty'.

Climate change and the risk it poses for the future resilience of our city (for example in terms of increased flood risk) affect all citizens and in particular people living in poverty and those experiencing multiple sources of inequality because of their protected characteristics.

The Bristol Quality of Life Survey indicates that young people, carers and people of White minority ethnicity are less likely to be satisfied with the cost of heating their home than average residents.

There is also a marked difference in the extent to which Tenants of Private Landlords (41.9%) compared to Council Tenants (49.4%) and Housing Association Tenants (49.3%) are satisfied with the cost of heating their home.

% satisfied with the cost of heating their home

Equalities Group	Percentage
16 to 24 years	42.4%
50 years and older	50.4%
65 years and older	58.3%
Female	46.7%
Male	46.8%
BME (Black and Minority Ethnicity)	45.8%
WME (White Minority Ethnicity)	36.9%
Carer	43.5%
Disabled	43.3%
LGB (Lesbian Gay Bisexual)	51.4%
No religion or faith	45.4%
Religion or faith	51.0%
Bristol Average	46.8%
Type of Tenancy	
Council Tenants	49.4%
Housing Association Tenants	49.3%
Owner Occupiers	48.7%
Tenants of Private Landlords	41.9%
Bristol Average	46.8%

*source: Quality of Life in Bristol survey
2018-19*

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.

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

All new construction will be subject to planning applications to start with pre-application, which will then be followed by a full planning application which will include public consultation. To this stage internal teams including; Culture, City Design, Housing, Parks and Property have been included in the design process.

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?

No significant negative impacts have been identified at this stage (before public consultation). However we need to ensure that the Heat Network expansion meets the different needs of Bristol's diverse population and that works are not disruptive to citizen's access to affected areas.

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

We will work with building designers and developers to ensure that equality impacts are considered throughout the process and minimise any disruption from Heat Network Expansion works.

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

Developments connected to the network will have lower energy costs for the provision of heat, therefore supporting people in fuel poverty.

3.4 Can they be maximised? If so, how?

The proposal provides a wider positive impact to reduce the effects of climate change.

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?
At this stage (pre-consultation) the EqIA has identified differences in the extent to which equalities groups are affected by fuel poverty and highlighted the need to minimize disruption to all citizens including disabled people throughout works.
4.2 What actions have been identified going forward?
A full planning process which will include public consultation
4.3 How will the impact of your proposal and actions be measured moving forward?
Reduction in the percentage of the population living in fuel poverty Reduction in the total CO2 emissions in Bristol

Service Director Sign-Off: Patsy Mellor	Equalities Officer Sign Off: <i>Reviewed by Equality and Inclusion Team</i>
Date:31/01/2020	Date: 28/1/2020

Eco Impact Checklist

Title of report: Further heat network expansion and utilisation of the floating harbour to provide zero carbon heat				
Report author: Paul Barker				
Anticipated date of key decision: 03/03/2020				
<p>Summary of proposals: This report seeks approval to progress further heat networks that build on the delivery of heat networks either already operating or under construction:</p> <p>1. Phase 1 of the Temple heat network which will supply low carbon heat to new developments being built in the Temple and St Philips areas of the city. The network will make use of the waste heat supplied from the new Temple Quarter campus cooling demands.</p> <p>2. Phase 1 of the Bedminster heat network. which will initially supply low carbon heat to new developments being built in this area of the city as well as existing buildings including Bristol South Pool. An energy centre is being proposed either adjacent to or within the free space available in the Pool building that will utilise heat from the adjacent main sewer as well as potential waste heat from the former mine workings in the area.</p> <p>3. Phase 1 of the Frome Gateway.</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	+ive	Heat networks can provide higher efficiencies and better pollution control than localised boilers. The Temple heat network will use waste heat from University campus datacentres, and a water source heat pump from the River Avon. There are also businesses in the St Philips area that produce significant waste heat (including three breweries) that may provide further opportunities for waste heat recovery.	
			The Bedminster heat network will use sewer heat recovery.	

			<p>The Frome Gateway heat network will use sewer and mine working heat recovery. There are also opportunities for recovering heat from warm air in the Frome culvert, and waste heat from a brewery.</p> <p>These heat networks will supply predominantly low carbon heat from waste heat recovery and renewable heat from other sources using heat pumps.</p>	
		-ive	Short term construction impacts, including potentially increasing traffic congestion.	See mitigation in the 'consumption of non-renewable resources' section.
Bristol's resilience to the effects of climate change?	Yes	+ive	Diversified energy supply increases resilience. The Bristol heat network must also be able to supply low or zero carbon heat to connected buildings at a cost equivalent to or lower than mains gas which helps reduce fuel poverty in the city.	Develop as diverse a portfolio of heat sources as possible, to maximise resilience.
		-ive	Some parts of the Temple and Frome Gateway heat networks areas are in flood risk zones.	Flood resilience may need to be built in to energy centres and other infrastructure.
Consumption of non-renewable resources?	Yes	+ive	In the medium and long term, the Bristol Heat network will be supplied from zero	

		-ive	<p>carbon heat generation sources as part of the installation of the Strategic Heat Main.</p> <p>In the short term construction will use resources.</p>	<p>Procure resources in a sustainable manner, consider re-use and recycling of construction materials, look at using local contractors and suppliers to reduce travel impacts, and link works to planned road works (where possible) to reduce the impact of trenching works.</p> <p>The positive overall effects of the heat networks when running will mitigate the impacts of the use of resources.</p>
Production, recycling or disposal of waste	Yes	-ive	In the short term construction will produce waste.	Ensure contractors provide a waste management plan and dispose of waste according to waste legislation and the waste hierarchy. Works will be programmed to take place alongside other essential highway works so overall waste may be reduced through this.
The appearance of the city?	Yes	+ive/-ive	Development of several new energy centres, with some being located near rivers and parks.	Any new construction is likely to be subject to Bristol Planning Policy.
Pollution to land, water, or air?	Yes	+ive	New boiler plant may generate emissions. This may be lower than standard gas fired boilers, reducing overall emissions.	Any new construction is likely to be subject to Bristol Planning Policy, which will consider air quality.
		-ive	Construction work	Linking works with other

			will have air quality impacts through contractor travel and traffic disruption.	necessary road works will reduce construction disruption and reduce the impacts of congestion and air quality. If the contractor employs local people, travel needs may be reduced.
Wildlife and habitats?	Yes	-ive	Construction work and building energy centres may damage habitats and affect wildlife.	<p>Ensure areas of construction do not affect any existing wildlife if being constructed in green spaces. Engage with BCC ecology officer to do an ecology survey. The urban environment means any impact is likely to be small.</p> <p>There is a need to comply with environmental permitting law, and any specific environmental legal and regulatory requirements concerning particular works in or near watercourses. These will include:</p> <ol style="list-style-type: none"> 1. An abstraction licence will be needed if more than 20 cubic metres of water will be pumped out of the Floating Harbour per day. 2. A Flood Risk Activity permit will be needed to carry out works near the bank. 3. A Water Discharge Activity permit will be needed if any of the abstracted water will be returned to the watercourse, regardless of whether it was used for heating or cooling. <p>https://www.gov.uk/guidance/open-loop-heat-pump-systems-permits-</p>

				<p>consents-and-licences#standard-rules-water-discharge-permits-for-surface-water-systems.</p> <p>Maintaining navigable waters, avoiding submerged obstacles, avoiding the disturbance of any contaminated river bed, and managing silting and invasive species causing clogging of intakes may be necessary for some works.</p>
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Consulted with:

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

The significant impacts of this proposal are:

- A reduction in greenhouse gas emissions (subject to number of connections)
- More resilience to heat supply in the city by using a diverse range of heat sources.
- Low carbon heat supply which will aid with achieving carbon neutrality
- Possible highways disruption during installation, leading to a temporary increase traffic congestion
- Waste from removal of existing plant and equipment
- Resources for the manufacture and installation of new plant and equipment.
- Works on or near water.

The proposals include the following measures to mitigate the impacts: Where possible, carry out works as part of BCC capital projects, ensure contractors are well managed and comply with relevant environmental legislation (such as waste legislation).

The net effects of the proposals are positive.

Checklist completed by:

Name:	Aimee Williams
Dept.:	Energy Service
Extension:	74364
Date:	21/01/2020
Verified by Environmental Performance Team	Giles Liddell

Decision Pathway – Report Template

PURPOSE: Key decision

MEETING: Cabinet

DATE: 3rd March 2020

TITLE	Bristol Heat Networks – Establishment of 2 Special Purpose Vehicles (SPVs)		
Ward(s)	All		
Author: Paul Barker	Job title: Energy Infrastructure Programme Manager		
Cabinet lead: Cllr Kye Dudd	Executive Director lead: Stephen Peacock		
Proposal origin: <i>BCC Staff</i>			
Decision maker: Cabinet Member			
Decision forum: <i>Cabinet</i>			
Purpose of Report:			
<p>To seek approval for the creation of Special Purpose Vehicle companies (SPV's) required to receive grant funding from the Heat Network Investment Project (HNIP), for the continued development of the Bristol heat network programme.</p> <p>The case for the continued development of heat networks has been made previously and in September 2019 Cabinet (see background documents) approved funding for the Old Market and Redcliffe Heat networks and support for the application for grant funding from HNIP. That Cabinet report noted the need for the creation of SPV's to hold HNIP grants.</p> <p>The creation of the SPV's also facilitates the creation of a competitive heat market consistent with the City Leap heat strategy.</p>			
Evidence Base:			
HNIP Grant Funding and the requirement to establish an SPV			
<p>Heat networks are central to achieving the Mayor's commitment to Bristol being a carbon neutral city by 2030 as well as helping to tackle fuel poverty by providing heat to residents at lower prices. However, as heat networks are relatively capital intensive, to deliver on these objectives requires the council to apply for appropriate grant funding when available.</p> <p>The Energy Service has been successful in being awarded HNIP (Heat Network Investment Project) government grant funding for the Redcliffe heat network and the Old Market heat network of £10.2m in total. The grant funding will help deliver a financially viable heat network and support Bristol becoming a carbon neutral city by 2030.</p> <p>BEIS (Business, Energy & Industry Strategy), the UK government Dept. responsible for the funding, require BCC to set-up a Special Purpose Vehicle (SPV – a limited company) prior to the City Council drawing down the funding. Any successful HNIP grant award will have the same requirement for funding to be drawn down by an SPV.</p>			
City Leap, competitive heat and Multiple SPVs			
<p>In order to ensure that residents of Bristol pay fair prices for the heat supplied by the district heating network, City Leap wishes to implement competitive heat retail and competitive heat generation across the heat network. The competitive heat commercial model is described in more detail in the Business Case Document in Appendix I (exempt).</p> <p>There is now an opportunity to use the HNIP requirement to set up an SPV/s as the basis for setting up the first</p>			

example of the competitive heat model in action. The set up of the competitive heat model requires us to separate what would ordinarily be contained in one SPV into two SPVs: a 'Generation Company' and a 'Pipe Company'. For future successful HNIP grants we seek approval to establish further 'Generation Companies' around each generator, as required, on the same basis as the first.

Further financial details on these companies, their revenues, costs, operations, is contained in Appendix I (exempt).

The first two (2) SPV's will sit under Bristol Holdings Limited (BHL). BHL have been fully briefed on the new structure, and we continue to work with them on establishing the operational and governance aspects.

Considerations and conclusions with regard to the set-up, operation and eventual sale of the SPV's are highlighted in the below financial and legal sections and supported by opinions from the City Leap financial and legal advisors.

Cabinet Member / Officer Recommendations:

In accordance with Bristol City Council's Financial Regulations:

1. Authorise the Executive Director for Growth and Regeneration, in consultation with the Cabinet Member for Transport and Energy and the Green New Deal, the Cabinet Member for Finance, Governance and Performance the Chief Finance Officer to
 - a) establish and operate two (2) special purpose vehicles in order to accept the HNIP capital grant funding and establish the competitive heat commercial model in action; and
 - b) transfer to the SPVs the following heat network assets in line with HNIP grant funding applications:
 - i. Redcliffe heat network Phase 2
 - ii. Old Market heat network Phase 1
2. Authority is delegated to the Chief Finance Officer (S.151 Officer) in consultation with the Cabinet Member for Finance, Governance and Performance to transfer and agree the terms of the previously approved Prudential funding, to the SPVs, via onward lending loan agreement (in the region of £6.21m).

Corporate Strategy alignment:

1. This report supports the Key commitment to 'Keep Bristol on course to be run entirely on clean energy whilst improving our environment to ensure people enjoy cleaner air, cleaner streets and access to parks and green spaces.'

City Benefits:

1. Keep Bristol on course to be run entirely on clean energy by supporting the build out of low carbon heat networks
2. Improve our environment to ensure people enjoy cleaner air through supporting the further deployment of renewable heat generation.
3. Improve physical and mental health and wellbeing by making residents' homes warmer and cheaper to heat, reducing inequalities and the demand for acute services.
4. Tackle food and fuel poverty by reducing energy bills.
5. Create jobs, contributing to a diverse economy that offers opportunity to all and makes quality work experience and apprenticeships available to every young person

Consultation Details:

As the SPV's will be separate legal entities to the council the following forums have been consulted:

- The councils Shareholder Group, an advisory group which advises the council in its role as a Shareholder.
- The Board of Bristol Holding Ltd which is intended to be the parent company of the SPV's.

Background Documents:

1. [Bristol Heat Networks – September 2018 Cabinet Report](#)
2. [Bristol Heat Networks – September 2019 Cabinet Report](#)
3. [2nd April 2019 City Leap Cabinet report](#)

Revenue Cost	£ N/A	Source of Revenue Funding	N/A
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Capital Cost	Zero as covered by the Grant	Source of Capital Funding	<i>HNIP Grant Funding + already approved Prudential Borrowing</i>
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input checked="" type="checkbox"/>

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

1. Finance Advice:
The Financial elements of the Business Plan have been reviewed, and no major items have been noted, other than the regular monitoring and control of the Capital Investment Program, in line with the Authority's code of practice and financial governance arrangements.

It is hereby noted that the original Business Case, approved by Cabinet in September 2019, has not altered to any material effect.

Finance Business Partner: Paul Keegan, Interim Finance Business Partner, Resources 29th January 2020

2. Legal Advice:
PWLB funding
Public Works Loan Board funding can only be given to bodies that governed by public law (BGPLs). BCC is a BGPL, and has used PWLB lending to fund the heat network, including the assets to be transferred to the SPVs to be established. BCC intends to either transfer these loans to the SPVs.

As such, the SPVs will (in order to receive PWLB funding) need to be BGPLs. A body will only be governed by public law if it established for the purpose of meeting needs in the general interest, does not have an industrial or commercial character (which is often dependent on whether it competes in a market) and is either funder or managed by the State. It is arguable that the SPVs, until they commence competing with others, will meet this test. However, this test will need to be carefully reviewed on an ongoing basis. Further, before the SPVs are transferred to City Leap, any PWLB funding will need to be repaid as the final limb of this test (being mainly funded/managed by the State) will no longer be met.

Procurement
As it is likely that the SPVs will be BGPLs, they will when procuring goods, works or services over certain thresholds need to comply with the Public Contracts Regulations or the Utilities Contracts Regulations.

It should also be noted that despite the SPVs being BGPLs, the Council cannot directly award contracts for goods, works or services to the SPVs unless this is done in compliance with the Public Contracts Regulations and its own procurement rules.

State Aid
Whenever the Council grants a benefit, in any form, which may afford the recipient an advantage that has the potential to distort competition, there is a risk of State Aid (which is prohibited under the Treaty on the Functioning of the European Union). Provided that any assets/loans etc which are transferred to the SPVs are transferred on the same terms as would be available in the market, no State Aid will be present. Legal and financial advice will need to be taken throughout the transaction to ensure this remains the case.

Electricity Market Act
If there is a supply of electricity (which would be minimal through this provision) this will be under 5 MW of electricity (or not supplying domestic properties more than 2.5 MW) then we can operate under a license exemption. If not we would have to involve a licensed supplier who are compliant with the Electricity Act.

Legal Team Leader: Sinead Willis, Commercial and Governance Team Leader 28th January 2020

3. Implications on IT:
No anticipated impact on IT Services, unless the new limited company needs IT equipment or identity (website/email) or will formally transfer data between itself and the Council.

IT Team Leader: Simon Oliver, Digital Transformation Director 21st December 2019

4. HR Advice:

There are no HR implications evident.

HR Partner: Celia Williams, HR Business Partner, Growth & Regeneration 14th January 2020

EDM Sign-off	Stephen Peacock	8 th January '20
Cabinet Member sign-off	Cllr Dudd & Cllr Cheney	8 th and 14 th October '19, 13 th & 15 th Jan '20
For Key Decisions - Mayor's Office sign-off	Mayor's Office	3 rd February '20

Appendix A – Further essential background / detail on the proposal	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny <i>Planned briefing scheduled for 2nd March 2020</i>	NO
Appendix D – Risk assessment <i>Contained within Appendix I – Exempt Information</i>	YES
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	YES
Appendix J – HR advice	NO
Appendix K – ICT	NO



Appendix A

Business Case for the creation of 2 Heat Networks – Special Purpose Vehicles (Limited Companies)

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1. Executive Summary

Bristol is a leading UK city in the journey to Net Zero with a declared goal of achieving Net Zero by 2030. Reducing the city's carbon emissions to virtually zero will require the eradication of the use of fossil fuel gas ('natural gas'), oil and coal for heating, cooking or industrial processes across the city.

To help achieve this, it is essential that Bristol City Council (BCC) commits to further expansions of its existing heat networks to serve new commercial and residential developments across the city with low carbon heat, whilst continuing to offer the benefits of connections to its own housing stock and property portfolio.

BCC has already completed Redcliffe Phase 1, supplying 700+ social housing homes with heat from a heat network. In Sep 18 and Sep 19 BCC Cabinet approved the continued development of the Bristol Heat Network, including expansion of the Redcliffe network and installation of the Old Market heat network and associated applications for Heat Network Investment Project (HNIP) grant funding from central government. This Cabinet approval included de facto approval for the creation of a Special Purpose Vehicle (SPV) to hold the funds subject to this Business Case. The Cabinet document is included in the appendix.

BCC has now been awarded £10.2m of HNIP/Department for Business, Energy and Industrial Strategy (BEIS) funding which needs to be drawn down by 31st March 2020 but to do this a BEIS requirement is for receiving BCC to set up an SPV to receive and spend the funds.

Alongside this work, City Leap and the Energy Service has developed a new heat network strategy to deliver savings to customers through disaggregating heat generation, pipework and retail into separate entities in order to create competition in heat retail and heat generation. To realise this strategy Cabinet is requested to support the formation of two SPVs.

Both SPV entities are intended to be financially viable without City Leap progressing and will be set up on a 'thin' SPV basis, with no direct employees and all operations and management undertaken by the existing BCC Energy Services team. The financial model remains consistent with the numbers presented in the Sept 19 Cabinet paper.

Limited operational risks will sit with BHL as a result of the creation of the SPVs as all management, funding and operational performance management will be undertaken by BCC via a Management and Operations Agreement.

2. Business Case Introduction

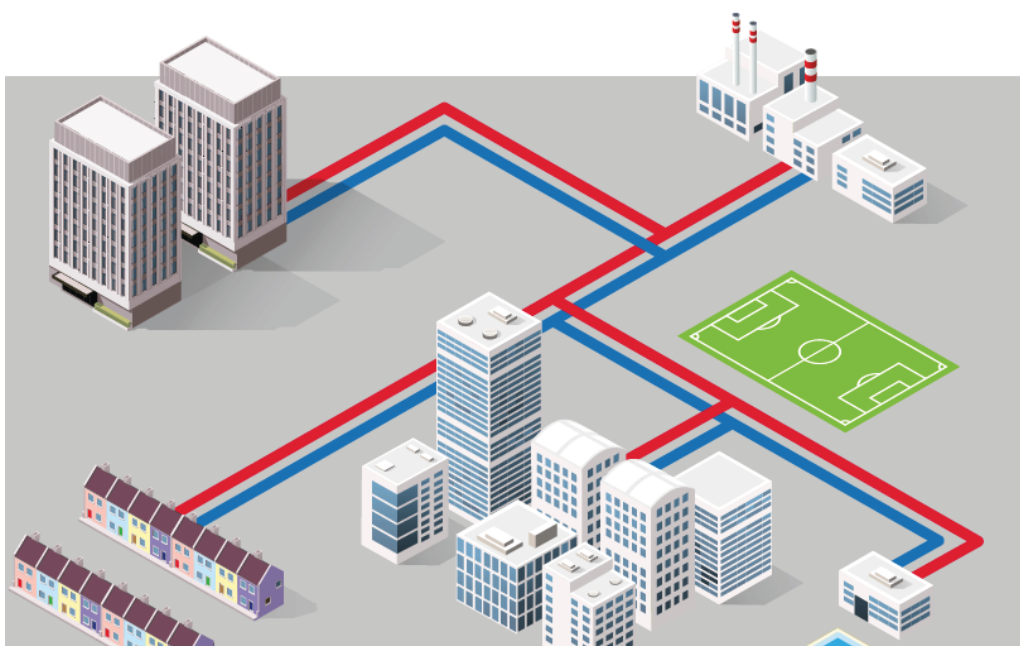
The purpose of this document is to set out the business case for the creation of 2 SPV's, by the 31st March 2020 in order to support the development of BCC and City Leap's Heat Network strategy. This document will recap on the rationale for Heat Networks, the City Leap Heat Network commercial strategy and case for the creation of the SPV's.

This document is the follow on from the September 19 Cabinet approval for the continued development of the Heat Network Programme and the HNIP grant application. The Cabinet paper stated: *'Note that, if accepted, the Heat Network Investment Project grant award must be held by a special purpose vehicle rather than the Council, and that a further report will come back to Cabinet for approval to establish such special purpose vehicle.'*

2.1 The background

Heat networks, also known as district heating, are systems for distributing heat generated in a centralised location via a network of pipes for domestic and commercial space heating and water heating.

As the heat network is agnostic to the type of heat generation installed, it can supply heat from a variety of energy generation technologies from Gas combined heat and power (CHP) to water source heat pumps as well as biomass and waste heat from industrial processes. This ensures heat networks are a 'no regrets' infrastructure able to deliver heat whatever the heat generation technology available.



Heat networks using low or zero carbon energy technologies are amongst the cheapest methods of cutting carbon emissions. With regards to the Bristol Heat network, various low and zero carbon heat sources will be incorporated including water source heat pumps (WSHP) supplying heat from the floating harbour, Gas CHP and the currently operating biomass boiler as part of the operating Redcliffe Phase 1 heat network. The wider network will also be investigating other heat sources such as heat from mines and sewers.

BCC is developing heat networks across the city to deliver affordable, low-carbon heat and energy across the city. The Heat Network will eventually cover central Bristol and other areas across the city, powered by low and ultimately zero carbon energy centres.

BCC has invested over £6m in its heat networks to date and supplies over 1,000 properties with low carbon heat. A comprehensive city-centre heat network will be a crucial aspect of the action required if Bristol is to achieve its carbon neutral ambitions and also represents a significant investment opportunity as part of the City Leap programme.

Prior to the City Leap Energy Partnership being in place, it is critically important that the council continues to support the build out of the heat network in order to meet the connection timeframes of new developments, ensure long term financial viability of the network and progress along the zero carbon pathway.

The Bristol heat network must also be able to supply low or zero carbon heat to connected buildings at a cost equivalent to, or lower than, mains gas so that existing buildings are incentivised to connect to the heat network.

Although only 2% of heat in the UK is currently supplied by heat networks, this is rapidly increasing, particularly in cities. They are supported by UK government who have recognised that around 20% of heat could be supplied by heat networks across all five future energy supply scenarios contained in the Clean Growth Strategy, which was published by Central Government in 2017. Major European cities like Vienna and Copenhagen have installed heat networks supplying over 95% of homes. Consequently, Copenhagen is on track to be carbon neutral by 2025.

In the UK, many cities have either installed or are looking to install heat networks. London currently has the greatest number of heat networks with London boroughs such as Enfield and Islington taking a lead. A number of large towns are also installing heat networks. For example, Gateshead has completed a £25 million heat and power network supplied from a Gas CHP energy centre.

2.2 The Heat Commercialisation Strategy

Commercially sensitive information in exempt Appendix I

3. The Business Case Request

This business case requests the formation of 2 SPV's described above. These SPV's will initially sit under Bristol HoldCo and hold the assets associated with the development of the Old Market and Redcliffe heat networks and associated energy centres.

3.1 SPV operating strategy

The SPV's will operate as asset holding structures and will not have any employees. All operational management of the SPV's will be undertaken via a management and operations services contract with the BCC Energy Services team.

As a minimum, the management services contract will cover the provision of project management services to construct the assets, operational services to operate and maintain the assets, commercial, financial and administration services to hedge, meter, bill, collect and generally administer the SPV.

See Management Case section below for more details.

3.2 Commercial Structure

Commercially sensitive information in exempt Appendix I

3.3 Heat Network delivery to date

The Energy Services team has already delivered the first phase of the Redcliffe Heat Network which has been in operation since 2016, supplying over 700 social housing flats. The next phase of the

Redcliffe network is now in the delivery phase, which will include the supply of heat to a number of commercial buildings.

Heat network pipes have also been installed on key infrastructure as part of the Temple heat network build out, in order to supply heat to new developments within Bristol's Temple Quarter Enterprise Zone (TQEZ). This includes the University of Bristol's new flagship Temple Quarter campus.

The Energy Services team are also implementing further feasibility and design work across a number of heat networks in the city, including the strategic heat main which will enable zero carbon heat from 'energy from waste plants' to be connected to the city centre heat network.



Each of the heat networks has been funded by a combination of BCC prudential borrowing, connection fees charged to new developments that are required to connect to the heat network and the HNIP grant funding.

3.4 Key Benefits

The fundamental reason for developing the Bristol heat network is to ensure Bristol meets the Mayor's net zero carbon target as part of the Council's response to the Climate Emergency

Setting the SPV's will enable the Bristol Heat Network to receive grant funding of £10.2 million to make the initial development of the networks financially viable.

Implementing the commercialisation strategy allows each of the entities in the new commercial model to have a different risk profiles, facilitating external investment.

The commercial strategy thus makes the investment opportunity more attractive to the type of private sector finance required to scale up the deployment of heat infrastructure and relieve the pressure on Government (ultimately the tax payer) to fund the decarbonisation of heat.

Other benefits. Installing heat networks can also support the following corporate strategy key commitments:

- Improve our environment to ensure people enjoy cleaner air through supporting the further deployment of renewable heat generation.
- Improve physical and mental health and wellbeing by making residents' homes warmer and cheaper to heat, reducing inequalities and the demand for acute services.

- Tackle food and fuel poverty by reducing energy bills.
- Create jobs, contributing to a diverse economy that offers opportunity to all and makes quality work experience and apprenticeships available to every young person.

Installing heat networks can also provide the following benefits for the City of Bristol:

- Reducing heating costs for all those connected to the heat network compared to alternates, addressing fuel poverty
- Reduce fuel bills for businesses connected to the network through lower prices
- Reduce energy consumption and operating costs for building occupiers, improving Bristol's competitiveness for attracting new businesses to the City.
- Increase the City's energy security and resilience.

4. The Financial Case

The sections below provide the P&L/Cashflow for the first 10 years of each SPV and the totals for years 11 to 40. The numbers are extracted from 40 year models used with the City Leap process and represent Phase 1 of the Old Market and Redcliffe networks.

The models demonstrate financial viability for both SPV's and in total cabinet has approved £12.7m of Prudential borrowing which along with the £10.2m HNIP Grant funding will cover the capital required for this stage of delivery.

The September 2019 Cabinet report stated *'The total capital expenditure (£26.2m) is partly funded from potential government grants (£11.8m). Government grant funding "Heat Network Investment Project grants" (HNIP) and "Renewable Heat Incentive" (RHI) income for the WSHP in the Old Market Heat Network will be applied for and connection fee income from privately owned buildings and commercial properties will be generated (£1.8m).'*

The numbers below reflect the latest view but remain substantially the same as the September Cabinet paper.

Commercially sensitive information in exempt Appendix I

4.1 Future expansion

The numbers above for the two SPV's are based on phase 1 of the Heat Programme. The wider ambition and opportunity set out in the City Leap prospectus includes further expansion of Old Market and Redcliffe network plus 4 additional networks and then expansion via a strategic heat main to potentially connect 1.5 TWh of annual demand.

This level of growth will require significant further capital investment from the City Leap programme. The economics unpinning the numbers for phase 1 are scalable with return increasing due to economies of scale and operational efficiencies.

4.2 Risk and Mitigations

Risk	Mitigations
BHL Risks	
- Performance Risk: <i>Risk that the SPVs under perform operationally and BHL directors need to step in to resolve</i>	All operational risk transferred to BCC Energy Services team via the Management and Operations Agreement
- Funding Risk: <i>Risk that the SPV runs out of capital or operational funds</i>	Before the need for the SPV arose, this risk sat with BCC and through the Management and Operations Agreement this risk will remain with BCC. BCC holds the risk of financial underperformance.

Commercially sensitive information in exempt Appendix I

5. Management case

5.1 Programme and project management plans

Below is an extract from the delivery programme. This programme is managed by the BCC Energy Services team and this will not change as a result of the SPV formation.

Commercially sensitive information in exempt Appendix I

5.2 Governance and management Structure

Current governance

The SRO for Heat Networks is Patsy Mellor as BCC Director for Management of Place who reports directly to the Executive Director for Growth & Regeneration.

In line with other BCC capital projects, exception highlight reports are provided to senior management on a monthly basis. In addition capital and revenue forecasting is provided on a monthly basis to the senior leadership team (CLB) for review.

Proposed additional governance

Following the setting up of the SPVs additional levels of governance will be required to ensure the SPVs are operating correctly and that BCC in-house delivery of the heat networks is being carried out correctly.

Directors will be appointed to each SPV who will bring industry expertise in the construction and operation of heat generation and distribution assets.

The SPV governance will need to have appropriate touch points with the inhouse delivery team whilst providing a level of scrutiny to the delivery, operation and management of the heat network.

The table below lists the current team structure and support services required to deliver the heat networks.

Role/Position	Name	Description/Responsibilities
Management/Senior Management		
Executive Director Growth & Regeneration	Stephen Peacock	Sign off of contracts as per delegated authorities
Director Management of Place	Patsy Mellor	Senior Responsible Officer + Sign off of contracts as per delegated authorities
Head of Energy Service	Steve Ransom	
Energy Infrastructure team roles (delivery)		
Programme Manager Energy Infrastructure		Team manager and heat network programme manager
Project Manager		PM responsible for individual heat network delivery
Technical Manager		Review and sign off of technical designs
Construction Manager		Heat network construction - procurement, management and delivery (including health & safety)
Asset Manager		Operation & Maintenance - O&M contract management
External Support (not BCC)		
Commercial & Financial Advisor (Strategic)		Support with new commercial model including detailed financial modelling
Commercial Advisor (Connection contracts)		Connection agreement negotiations
Heat network design & PM		Design of heat network pipe install and NEC4 Construction contract Project Manager
Feasibility/Design/Techno economic modelling		Feasibility and design of heat network
BCC Support (non Energy Service)		
BCC Legal		General heat network legals
BCC Legal (Property)		Property lease agreements
BCC Legal (Construction)		Review of procurement and construction activities
BCC Finance		Review of project revenues and capital expenditure. Management accounts

Communications & PR		
Other		ICT, HR and other support services

Names of officers below third tier have been removed from the second column of the above table as personal data and are contained in exempt Appendix I

Additional SPV Governance

As a result of the creation of the SPV the main change required to the above is for the inclusion of the SPV director in the signatory list, this should be the last signatory and as described below the role of the director will be to ensure that the Energy Services team are fulfilling their duties in accordance with the Management and Operations Agreement.

5.3 Performance management

Within the BCC Energy Service projects are managed as follows:

Individual project managers within the EI team are responsible for project management of heat networks. The PM is responsible for general delivery and also building connection agreements, feasibility and design of the network. Once the project moves to the delivery phase, the works are handed over to the Construction Manager to manage appointment of appropriate contractors and construction contract project management resource (NEC4 Construction contracts) with the PM retaining responsibilities for connection liaison.

Project Managers carry out a combination of Agile and Prince2 project management practices with Gantt Chart and RAID logs being provided to the Programme Manager on a monthly basis for review. The Programme manager is responsible for reviewing project highlight reports and RAID logs and where projects are beyond tolerance these are raised at monthly Energy Service management meetings (capital and revenue forecasting) with the Head of Energy Services. Where tolerances are outside of energy service limits these are then raised with the Service Director for Management of Place for potential escalation to the Director of Growth and Regeneration.

In addition, capital and revenue financial forecasting is also carried out on a monthly basis. Responsibility for this forecasting lies with the Programme Manager which is uploaded for review by the Head of Energy Services, Management of Place leadership team and ultimately BCC Senior leadership team.

None of this will change as a result of the SPV creation as the Energy Services team will continue to undertake full operation and management responsibilities on behalf of the SPV via the Management and Operations Agreement.

5.4 Role of Directors

The SPVs are asset holding entities and the substantive work in managing and operating the generation assets and heat network, and related risks, is outsourced to BCC, pursuant to the relevant contracts.

As a result, the role of BHL and the SPV directors will be to monitor the overall performance of the BCC energy services team performing the relevant services.

However, as it is not possible to contract out all directors' duties, the directors would need to be able to demonstrate that they had sought advice on the contracts monitored their implementation to a relevant degree and considered the SPV's financial position at relevant points. This should all be recorded in an appropriate paper trail on an ongoing basis. By way of protection offered to those directors, typically, the articles would include an indemnity, and the SPV take out D&O insurance to cover that Director.

5.5 Other considerations

5.5.1 City Leap Cessation

If the City Leap programme does not proceed there are no implications associated with this business case.

5.5.2 TUPE Implications

There are no TUPE implications associated with these SPV's.

5.5.3 Communication and Publicity aspects

There are no communication or publicity aspects associated with these SPV's.

Appendices



Sep 2019 Cabinet
Decision Pathway - Hk

September 2019 Cabinet paper:

Decision Pathway – Report



PURPOSE: For reference

MEETING: Cabinet

DATE: 03 September 2019

TITLE	Bristol Heat Networks (heat network expansion and utilisation of the floating harbour to provide low carbon heat).		
Ward(s)	Central and Lawrence Hill		
Author: Paul Barker	Job title: Energy Infrastructure Programme Manager		
Cabinet lead: Cllr Kye Dudd	Executive Director lead: Colin Molton		
Proposal origin: <i>BCC Staff</i>			
Decision maker: Cabinet Member Decision forum: <i>Cabinet</i>			
Purpose of Report: Bristol City Council is developing heat networks across the city to deliver affordable, low-carbon heat and energy across the city. The Heat Network will eventually cover central Bristol and other areas across the city, powered by low carbon energy centres. This report seeks to progress two city centre heat networks; <ol style="list-style-type: none"> 1. The Old Market Network- for this, additional funds are sought to enable the completion of the network and in particular the installation of a Water Source Heat Pump at the current Castle Park Depot site. This will supply low carbon heat to the network in support of the goal to achieve carbon neutrality by 2030. 2. Redcliffe Network- additional funds (to those approved September 2018) to extend the Redcliffe Network to enable new connections that have come forward since the original approval was sought. 			
Evidence Base: Bristol City Council has invested over £6m in its heat networks to date and supplies over 1,000 properties with low carbon heat. A comprehensive city-centre heat network will be a crucial aspect of the action required if Bristol is to achieve its carbon neutral ambitions and also represents a significant investment opportunity as part of the City Leap programme. Prior to the City Leap Energy Partnership being in place, it is critically important that the council continues to support the build out of the heat network in order to: meet the connection timeframes of new developments; ensure long term financial viability of the network; and progress along the zero carbon pathway. The BCC Energy Service is therefore seeking £6.21 million of prudential borrowing to match grant funding and development connection fees in order that the Bristol Heat Network can achieve this. The Bristol heat network must also be able to supply low or zero carbon heat to connected buildings at a cost equivalent to, or lower than, mains gas so that existing buildings are incentivised to connect to the heat network. For the Old Market network, this is proposed in the first phase through the installation of a 3MW Water Source Heat Pump (WSHP) utilising heat from the floating harbour as part of a energy centre/mixed use development on the current Castle Park Depot site. The WSHP would receive government Renewable Heat Incentive (RHI) income guaranteed for 20 years totalling £12.5 million. However, as the RHI is due to close in March 2021, the WSHP requires			

installation & commissioning before this date. (The site for the heat pump is also of interest for wider development, BCC Energy Services are working across a number of departments to ensure that the installation of the energy centre can be future proofed to allow for this).

All works described in this report and the Bristol Heat Network will be used as assets to support the City Leap offer from the Council.

Approval is therefore sought to carry out the following capital projects:

1. Progress Phase 1 of Old Market Network including installation of a WSHP Energy Centre at Castle Park Depot at a total capital cost of £18.18m (see breakdown in Finance section).
2. Expand the Redcliffe heat network to connect additional buildings at a total capital cost of £8.06m.

To deliver these projects approval is sought for allocation of £6.21m from BCC funding for the scheme which currently stands at £11.25m in the Capital programme. This funding is from Prudential Borrowing (PB) and includes the reallocation of £1.55m previously allocated to the St Paul's heat network scheme which has been significantly delayed (this is also PB).

1. This approval, along with previous approvals will enable the delivery of £26.23m of investment in the council's heat networks with the remaining £13.6m coming from government grant funding, Heat Network Investment Programme (HNIP), and connection fees.
2. The requested funding supports the delivery of the next phase of the council's heat network where:
 - o Connection to new developments are required
 - o Income generation targets and Government grant funding is at significant risk
 - o The integration of heat networks with digital (B-net) and/or highway infrastructure projects will take place
 - o Decarbonisation of the heat networks will continue in line with carbon neutrality targets

Grant Funding Status

- a. **Old Market Network** In addition to BCC funding from PB and the connection charges, the remaining funding will come from government grant funding (HNIP). Important note,
 - i. We will apply for HNIP grant funding for the Old Market Network
 - ii. The Castle Park WSHP will receive RHI subsidy (you cannot apply for both and the RHI revenue provides a significant financial benefit over HNIP).
- b. **Redcliffe Heat Network:** In addition to BCC funding from PB and the connection charges, the remaining funding will come from government grant funding (HNIP).

Further Information

1. Heat networks are central to achieving the Mayor's goal for Bristol to be a carbon neutral city by 2030, in addition to helping to tackle fuel poverty by providing heat to residents at lower prices. The heat network will also provide the Council with a revenue stream from the sale of heat and power to connected residential and commercial buildings as part of its commercialisation agenda. The expansion of the heat network forms part of City Leap, which was approved by Cabinet in May 2018, with approval to procure a Joint venture partner given in April 2019.
2. **Water Source Heat Pump (WSHP) installation.** To meet the 2030 carbon neutral goal, it is vital to decarbonise the heat network using renewable and low carbon sources of which there are limited sources available within the City Centre. One such source of renewable heat is the floating harbour through the use of water source heat pumps (WSHP), which can extract heat from the water to supply the network. This is likely to be the first of many WSHPs that will be installed within the City centre to provide low carbon heat.
3. Through this investment BCC will receive revenue through the Renewable Heat Incentive (RHI) in the region of £12.5m over 20 years. To obtain this revenue the WSHP must be commissioned by March 2021, therefore there is a critical need to progress this development. If the deadline is not met, the IRR for the Old Market

heat network will be significantly impacted.

4. For WSHP projects of this size, the lead times for manufacture can be long (up to 12 months); therefore there is an urgent need to place the order as soon as possible, to enable installation ahead of the RHI deadline. The procurement for the heat pump is being carried out so that it will be ready to award as soon as possible following approval from Cabinet to proceed.
5. This Energy Centre is required to supply heat to the Old Market Heat Network which includes the Castle Park View development. Castle Park View will initially be supplied by a temporary gas boiler solution on this site. However, this will need to be replaced by this Energy Centre to ensure BCC meets its carbon targets in addition to maintaining the schemes reputation, including giving credibility to BCC's Planning policy that requires connection to a low carbon heat network.
6. Castle Park Depot is currently operated by Parks who are planning to move to alternative locations in order to release the depot site, as it has been identified for its development potential. The BCC Energy Service have been working with Property, Planning services, Housing, Parks, Culture and City Design in order that an Energy Centre (ground floor) and office/residential development (upper floors) can be accommodated on this site. A consultant has been procured to assess the options of combining an energy centre with wider development; these have been presented to the Growth and Regeneration EDM/Board. Throughout the process, BCC Energy Services will work collaboratively to ensure the energy centre build is future proofed to enable a mixed use development, in line with the findings of the appraisal in order to maximise the use of the site.
7. In order to meet the deadline above we need to progress with procuring the design, build and commissioning of the energy centre prior to the details of the wider development being confirmed, this may mean that the Energy Centre makes use of the existing Parks depot building/confines and is then moved to its desired location within the development as this progresses.
8. **Redcliffe Network – Further expansion:** The additional funding is required to extend the Redcliffe Network to meet the timescales of developments coming forward. This provides backing to the Council's planning policy for new developments to connect and also supports the business case for the network.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Authorise the Executive Director for Growth and Regeneration in consultation with the Cabinet Member for Energy, to procure the purchase of and enter into contracts for the delivery of a Water source heat pump led energy centre at Castle Park Depot.
2. Approve the allocation of £6.21m (funded from prudential borrowing) for the next phase of the works, along with the re-allocation of £1.55m from the St Paul's Heat Network Scheme (prudential borrowing).
3. Authorise the Executive Director for Growth and Regeneration, in consultation with the Cabinet Member for Energy, the Cabinet Member for Finance, and the Chief Finance Officer, to apply for and accept government revenue and capital grant funding of up to (but not limited to) £11.8m including Renewable Heat Incentive funding, and Heat Network Investment Project capital grant funding from the Department of Business, Energy & Industrial Strategy.
4. Authorise the Executive Director for Growth and Regeneration, in consultation with the Cabinet Member for Energy, to procure and enter into contracts for delivery of all goods, works and services (including associated operation and maintenance contracts) referenced in Appendix A to this Cabinet Report to the value of £26.23 million.
5. Note that, if accepted, the Heat Network Investment Project grant award must be held by a special purpose vehicle rather than the Council, and that a further report will come back to Cabinet for approval to establish such special purpose vehicle. This report is planned for November 2019.
6. Note that the total value of the delegated authority from this and previous cabinet reports, which including Grant funding (if awarded) and prudential borrowing and connection charges total £26.23m. This increase is due to additional grant funding being sought in addition to an increase in connection fees expected.

Corporate Strategy alignment:

1. This report supports the Key Commitment to 'Keep Bristol on course to be run entirely on clean energy whilst improving our environment to ensure people enjoy cleaner air, cleaner streets and access to parks and green spaces.'

City Benefits:

1. Keep Bristol on course to be run entirely on clean energy by supporting the build out of low carbon heat networks
2. Improve our environment to ensure people enjoy cleaner air through supporting the further deployment of renewable heat generation.
3. Improve physical and mental health and wellbeing by making residents' homes warmer and cheaper to heat, reducing inequalities and the demand for acute services.
4. Tackle food and fuel poverty by reducing energy bills.
5. Create jobs, contributing to a diverse economy that offers opportunity to all and makes quality work experience and apprenticeships available to every young person
6. Achieve the above benefits in addition to enabling the site to come forward for further development

Consultation Details:

1. WSHP energy centre - Alternative sites have been explored with Property, however due to the amount of space needed and the requirement for the WSHP to be in close proximity to the floating harbour Castle Park Depot is a priority site.
2. WSHP energy centre – discussion has been had with the harbour master and Environment Agency who are happy at this stage with the proposal of a WSHP and associated abstraction requirements in this location

Background Documents:

1. [1 July 2014 Cabinet Report 'District Heating Phase 1'](#)
2. 7 June 2016 Heat Networks Phase 2
3. 9th May 2018 City Leap Cabinet report
4. [4th September 2018 Bristol Heat Network](#)
5. Old Market Feasibility Report

Revenue Cost	£Nil	Source of Revenue Funding	n/a
Capital Cost	Old Market and Redcliffe: £26.23m	Source of Capital Funding	<i>Previously approved prudential borrowing: £4,864,058</i> <i>Requested Prudential borrowing Old Market and Redcliffe: £6,213,558</i> <i>Total Heat Network Investment Project (HNIP) grant funding: £11,804,829</i> <i>Total Connection fees: £1,795,516</i> <i>Re-allocation from St Pauls: £1,554,993 (also prudential borrowing)</i>
One off cost <input type="checkbox"/> Ongoing cost <input type="checkbox"/>		Saving Proposal <input type="checkbox"/> Income generation proposal <input checked="" type="checkbox"/>	

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

This report seeks approval to carry out further Heat Network capital projects in two areas of the city:

- 1) Old Market Network phase 1 progressed including installation of a Water Source Heat Pump (WSHP) Energy Centre at Castle Park Depot.
- 2) Expand the Redcliffe heat network to connect additional buildings.

To deliver these projects the report seeks approval to:

- For the **Old Market Network: Draw down and allocate £5.4m** of capital budget via Prudential Borrowing (PB). Energy Service projects have been earmarked £11.2m of PB as part of the approved PL19 capital programme.
- Also for the **Old Market Network: Redirect £1.6m** available funds previously allocated to the St Paul's heat network scheme (which originally had Cabinet approval in September 2018). This was also to be funded from prudential borrowing.

- For the **Redcliffe Heat Network: Draw down and allocate £0.8m** of capital budget via Prudential Borrowing (PB). Energy Service projects have been earmarked £11.2m of PB as part of the approved PL19 capital programme.

The two projects, including the WSHP, will involve total capital expenditure of £26.2m and will be funded from a mix of PB, grants and connection fee income, as illustrated in the following table:

Project	Old Market	Redcliffe	Total
	£'m	£'m	£'m
Total CAPEX	£18.2	£8.1	£26.2
Funded By:			
Grant funding - HNIP	£8.2	£3.6	£11.8
Connection charges	£0.6	£1.2	£1.8
PB - Approved by Cabinet - Sept 18	£2.4	£2.4	£4.9
PB - New Approval sought	£5.4	£0.8	£6.2
PB - New Approval (Re-allocation of funding for St Pauls)	£1.6	£0.0	£1.6
	£18.2	£8.1	£26.2

The total capital expenditure (£26.2m) is partly funded from potential government grants (£11.8m). Government grant funding “Heat Network Investment Project grants” (HNIP) and “Renewable Heat Incentive” (RHI) income for the WSHP in the Old Market Heat Network will be applied for and connection fee income from privately owned buildings and commercial properties will be generated (£1.8m).

In appendix A, table 2 and table 3 sets out in more detail a summary of the key financial details of the two projects. The financial modelling ensures the heat networks meet the Councils finance requirements and both projects as they stand meet this requirement, generating positive financial benefits.

Opportunities, risks and mitigations from these projects:

- 1) Grants: The projects assume 45% grant funding contribution. The Energy team have worked closely with the government on heat network projects, previously being successful in obtaining Heat Network Delivery Unit (HNDU) funding; they are keen on work continuing, so there is confidence in that funding can be secured. However there is also a risk that not all bids would be successful in securing the grant funding. The projects would require further viability assessments after the results of the grant funding bids are known. Further prioritisation would be required taking into account funding available, the return on investment, net revenue implications and other non-financial implications. Other possible funding streams may be available, including government loans and Salix funding, but only if they are financial viable, fully assess and delegated authority is given to explore these other financial mechanisms.
- 2) Delivery speed of the projects pose a risk to the £12.5m RHI funding for the WSHP (where applications to obtain funding is due to close March 2021) and the connection fee income which is funding the two projects. The connection fee income will also provide ongoing revenue to the Council, any significant delays in these projects may jeopardise the fee income, resulting in permanent losses of connections to the network and the associated income.
- 3) These projects are important parts of the Bristol Heat Network system and will be important assets under the City Leap initiative.

Finance Business Partner: Kayode Olagundoye, Interim Finance Business Partner, Growth and Regeneration, date 08/08/19

2. Legal Advice: When procuring goods, works and services pursuant to this report, the client officers must ensure the all applicable procurement regulations (including utilities regulations if these apply), and all energy-sector regulations are complied with. Client officers will need to seek legal advice throughout the process of implementing the recommendations contained in this report.

Wherever the Council grants a benefit to any undertaking, that benefit may constitute State aid which is prohibited. Again, client officers will need to seek legal advice to ensure no state aid is granted when implementing the recommendations in this report, or if it is granted an exemption is available.

In accordance with Bristol City Council’s Financial Regulations, the Council may not establish any entity (including an SPV) until it has obtained Cabinet approval which has been granted following Cabinet’s consideration of an appropriately detailed business case.

We understand that such information will subsequently be presented to Cabinet. The SPV referred to above cannot be established until Cabinet has granted such approval.

Legal Team Leader: Eric Andrews, Commercial and Governance Team, 14 August 2019

3. Implications on IT: There are no immediately identifiable IT implications in this proposal at this stage. As the development of the network progresses, there will be opportunities and requirements for management systems and data collection. These will be need to be developed and implemented at the appropriate time and in ways that help maximise the utilisation and effectiveness of the network and the accompanying infrastructure.

IT Team Leader: Ian Gale, 6th July 2019

4. HR Advice: “Staffing resource is required for the construction of the new energy centre, namely a Construction Manager and a project manager. There are no other HR implications evident at this stage but the position should be reviewed through the course of the project.”

HR Partner: Celia Williams, 25th July 2019

EDM Sign-off	Patsy Mellor	19 th June 2019
Cabinet Member sign-off	Cllr Dudd	1 st July 2019
For Key Decisions - Mayor’s Office sign-off	Mayor’s Office	5 th August 2019

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

Bristol City Council Equality Impact Assessment Form

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



Name of proposal	Bristol Heat Networks - Special Purpose Vehicle (SPV)
Directorate and Service Area	Growth and Regeneration, Energy Services
Name of Lead Officer	Paul Barker

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?

Bristol City Council are constructing heat networks to enable decarbonisation of heat across the city in support of the Council's Carbon neutrality aims. These work by installing pipes underground to transport heated water to buildings that then use this for heating and hot water. In order to heat the water energy centres are required where a combination of technologies are used with low/zero carbon being of highest importance.

In order to fund the construction of the heat networks, Bristol City Council applied for Heat Network Investment Project government grant funding for the Redcliffe and Old Market networks. Bristol City Council has been awarded funding and a condition is that the money be held off National Accounts. Therefore, this cabinet request is specifically related to the set-up and structure of Special Purpose Vehicles.

The Special Purpose Vehicles will be set up under Bristol Holdings Ltd utilising existing governance structures.

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?

Two of the key aims of our Business Plan 2019-20 are: ‘Reducing our environmental impact by using clean energy, improving air quality and reducing waste and pollution’; and ‘Tackling food and fuel poverty’.

Climate change and the risk it poses for the future resilience of our city (for example in terms of increased flood risk) affect all citizens and in particular people living in poverty and those experiencing multiple sources of inequality because of their protected characteristics.

The Bristol Quality of Life Survey indicates that young people, carers and people of White minority ethnicity are less likely to be satisfied with the cost of heating their home than average residents.

There is also a marked difference in the extent to which Tenants of Private Landlords (41.9%) compared to Council Tenants (49.4%) and Housing Association Tenants (49.3%) are satisfied with the cost of heating their home.

% satisfied with the cost of heating their home

Equalities Group	Percentage
16 to 24 years	42.4%
50 years and older	50.4%
65 years and older	58.3%
Female	46.7%
Male	46.8%
BME (Black and Minority Ethnicity)	45.8%
WME (White Minority Ethnicity)	36.9%
Carer	43.5%
Disabled	43.3%
LGB (Lesbian Gay Bisexual)	51.4%
No religion or faith	45.4%
Religion or faith	51.0%
Bristol Average	46.8%

source: Quality of Life in Bristol survey 2018-19

Type of Tenancy	Percentage
Council Tenants	49.4%
Housing Association Tenants	49.3%
Owner Occupiers	48.7%
Tenants of Private Landlords	41.9%
Bristol Average	46.8%

*source: Quality of Life in Bristol survey
2018-19*

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.

Bristol City Council workforce diversity monitoring is limited to: Age Group, Disabled Employees, Ethnicity, Gender, Religion/Belief and Sexual Orientation – we do not have reportable diversity statistics at a service area level for Pregnancy/Maternity or Gender Reassignment.

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

We have consulted with internal subject-matter experts. We will involve and consult with any affected staff in Energy Services about subsequent changes in processes.

Separately from this proposal there has been / will be wider public engagement and consultation about the City Leap Prospectus and Bristol Heat Networks.

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?

No significant negative impacts of setting up Special Purpose Vehicles have been identified at this stage. However we need to ensure that the Heat Network expansion meets the different needs of Bristol’s diverse population and that works are not disruptive to citizen’s access to affected areas.

The set-up of the Special Purpose Vehicles is unlikely to have an impact on citizens of Bristol. However, there may be an impact on existing Council staff due to different reporting structures (a Director will need to be appointed). There will be no significant change to anyone's job role as the structure is intended to continue 'business as usual' with all existing risks sitting within the Energy Services. In addition, the Special Purpose Vehicle will be set-up with no employees therefore no impact to staff contracts.

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

We will continue to work with building designers and developers to ensure that equality impacts are considered throughout the process and minimise any disruption from Heat Network Expansion works.

Although we do not anticipate any significant changes to job roles within Energy Services, we will ensure that staff are informed and consulted on any changes in processes, and where appropriate any reasonable adjustments are implemented.

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

Developments connected to the network will have lower energy costs for the provision of heat, therefore supporting people in fuel poverty. The set-up of the Special Purpose Vehicles will facilitate this.

3.4 Can they be maximised? If so, how?

The Special Purpose Vehicles allows Bristol City Council to continue to provide a wider positive impact to reduce the effects of climate change.

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 EqIA has identified that even though the proposed structure of the Special Purpose Vehicles are to continue "business as usual" there will be changes to existing Energy Services staff current way of working which will need to be identified and communicated prior.

4.2 What actions have been identified going forward?

Managers will ensure that Council staff are informed and consulted on any changes in processes.

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

- Reduction in the percentage of the population living in fuel poverty
- Reduction in the total CO2 emissions in Bristol

Service Director Sign-Off:

Patsy Mellor

Equalities Officer Sign Off:

Reviewed by Equality and Inclusion Team

Date: 16/01/2020

Date: 15/1/2020

Eco Impact Checklist

Title of report: Bristol Heat Networks - Special Purpose Vehicle (SPV)				
Report author: Paul Barker				
Anticipated date of key decision: 03/03/2020				
<p>Summary of proposals: The purpose of this report is to gain approval for the creation of Special Purpose Vehicle companies (SPV's) required to receive grant funding from the Heat Network Investment Project (HNIP), for the continued development of the Bristol heat network programme.</p> <p>The case for the continued development of heat networks has been made previously and in September 2019 Cabinet (see background documents) approved funding for the Old Market and Redcliffe Heat networks including the application for grant funding from HNIP. That Cabinet report noted the need for the creation of SPV's to hold HNIP grants.</p> <p>The creation of the SPV's also facilitates the creation of a competitive heat market consistent with the City Leap heat strategy.</p> <p>Cabinet Approval is sought to:</p> <ol style="list-style-type: none"> 1) Establish two (2) Special Purpose Vehicle (SPV) companies under Bristol Holding Limited (BHL) in order to draw down HNIP (Heat Network Investment Project) grant funding awarded to BCC (Cabinet approval previously received for the grant application) 2) Establish further SPVs to receive future HNIP funding on the same basis as above without the need to return to Cabinet following each successful funding bid. 				
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	While the structure of the companies set out in the report has no direct environmental impact, the use of grant funding in excess of £10m will have significant impact on the development of the heat network, which will deliver energy efficiency and low carbon heat to customers.	
Bristol's resilience to the effects of climate change?	Yes	+ive	While the structure of the companies set out in the report has no direct environmental impact, the use of	

			grant funding in excess of £10m will have significant impact on the development of the heat network, which will improve the energy security and climate resilience of the city by generating heat from a diverse range of low and zero carbon sources at various locations within the city.	
Consumption of non-renewable resources?	Yes	+ive	While the structure of the companies set out in the report has no direct environmental impact, the use of grant funding in excess of £10m will have significant impact on the development of the heat network, which will reduce the use of mains gas (a non-renewable fossil fuel) by generating heat from a diverse range of low and zero carbon sources.	
Production, recycling or disposal of waste	Yes	-ive	While the structure of the companies set out in the report has no direct environmental impact, the use of grant funding in excess of £10m will have significant impact on the development of the heat network, which will create waste during the initial installation of pipes and energy centres.	Contractors will provide waste management plans and dispose of waste according to waste legislation and the waste hierarchy. Works will be programmed to take place alongside other essential highway works to reduce overall waste.

The appearance of the city?	Yes	+ive/-ive	While the structure of the companies set out in the report has no direct environmental impact, the use of grant funding in excess of £10m will have significant impact on the development of the heat network, which will involve some construction works during the initial installation of pipes and energy centres. The completed energy centres will slightly change the appearance of the city, but it may be a positive or negative impact.	Any new construction is likely to be subject to Bristol Planning Policy.
Pollution to land, water, or air?	Yes	+ive	While the structure of the companies set out in the report has no direct environmental impact, the use of grant funding in excess of £10m will have significant impact on the development of the heat network, which will reduce the amount of gas burnt to produce heat by generating heat from a diverse range of low and zero carbon sources.	
Wildlife and habitats?	Yes	-ive	While the structure of the companies set out in the report has no direct environmental impact, the use of grant funding in	Ensure areas of construction do not affect any existing wildlife if being constructed in green spaces. Engage with BCC ecology officer to do an ecology survey.

			<p>excess of £10m will have significant impact on the development of the heat network, which will involve some construction works during the initial installation of pipes and energy centres. This may damage habitats and affect wildlife.</p>	<p>The urban environment means any impact is likely to be small.</p> <p>There is a need to comply with environmental permitting law, and any specific environmental legal and regulatory requirements concerning particular works in or near watercourses.</p> <p>Avoiding the disturbance of any contaminated river bed, and managing any invasive species present may be necessary for some works.</p>
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Consulted with:

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

The significant impacts of this proposal are indirect, but include:

- A reduction in greenhouse gas emissions
- More resilience to heat supply in the city by using a diverse range of heat sources.
- Low carbon heat supply which will aid with achieving carbon neutrality
- Possible highways disruption during installation, leading to a temporary increase traffic congestion
- Waste from removal of existing plant and equipment
- Resources for the manufacture and installation of new plant and equipment.
- Works on or near water.

The proposals include the following measures to mitigate the impacts: Where possible, carry out works as part of BCC capital projects, ensure contractors are well managed and comply with relevant environmental legislation (such as waste legislation).

The net effects of the proposals are positive.

Checklist completed by:

Name:	Aimee Williams
Dept.:	Energy Service
Extension:	74364
Date:	24/01/2020
Verified by	Giles Liddell

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 03 March 2020

TITLE	2019/20 Period 10 Forecast Outturn Report		
Ward(s)	n/a		
Author: Tian Ze Hao	Job title: Senior Finance Business Partner		
Cabinet lead: Cllr Craig Cheney	Statutory Officer lead: Denise Murray		
Proposal origin: Other			
Decision maker: Cabinet Member			
Decision forum: Cabinet			
<p>Purpose of Report: This report provides the update on the Council’s financial performance and forecast use of resources for the financial year 2019/20 at Period 10. The Council’s budget for 2019/20 was agreed by Council on 26 February 2019 and this report focuses on the forecast position against the latest budget.</p>			
<p>Evidence Base: The Council’s overall annual revenue spend for 2019/20 covers a number of areas:</p> <ul style="list-style-type: none"> • The General Fund net budget of £376.3m, with a forecast overspend of £6.6m at P10, providing revenue funding for the majority of the Council services. <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 the budget scrutiny process will be triggered and a request may be made for the Executive to consider granting a supplementary estimate redirecting funds from an alternative source.</p> <p>The budget report 2020/21 to Full Council includes recommendation to drawdown up to £6.1m from general reserves to balance the 2019/20 position (repaid by one-off income next financial year). Comparing to the forecast P10 position, this represents an additional £0.5m gap. Mitigations must be found to close this additional gap before year-end, and it is for each of these Directorates where variation had occurred to find mitigations and to contain the additional overspend within the 2019/20 budget.</p>			
<p>Ring Fenced Accounts:</p> <ul style="list-style-type: none"> • The Housing Revenue Account (HRA) of £160.0m gross spend (£2m underspend forecast at P10), is ring-fenced, money received in rent in order to plan and provide services to current and future tenants, and the balanced will be managed through the HRA ring fenced reserves. • Dedicated Schools Grant (DSG) is a ring-fenced grant that must be used in support of the schools budget and is managed within the People Directorate. The total Dedicated Schools Grant (DSG) budget, including amounts recouped by the Education and Skills Funding Agency for Academies is £357.1m for 2019/20 and this includes accelerated funding of £ 2.407m from 2020/21. The DSG is currently forecasting a £1.1m in year overspend against this approved budget (consists of £0.1m underspend in Early Years, £1.5m overspend in High Needs and a £0.2m underspend in the Schools Block), this net overspend is proposed to be managed through the ring-fenced reserves. • Public Health, a ring-fenced grant of £31.6m (with a forecast variation of £0.1m at P10 to be met from PH 			

reserve), must be spent to support the delivery of the Public Health Outcomes Framework exclusively for all ages and is managed within the People Directorate.

Full detail for each of these areas is provided in the main monitoring report, Appendix A.

Capital Programme:

- Revised capital Programme budget of £159.5m, with a forecast breakeven position at P10, fully funded through the use of external funding, capital receipts and borrowing.

Recommendations:

That Cabinet note,

- A risk of overspend on General fund services of £6.6m for 19/20 representing 1.8% of the approved budget (Appendix A), supplementary estimates requests will be expected to balance the 2019/20 in-year position.
- A forecast £2m underspend position with regard to the Housing Revenue Account and any underspend at year-end will be carried forward and built into the future programme.
- A forecast £1.1m overspend for the Dedicated Schools Grant against approved budget.
- Risks of £0.1m overspend to be covered by ring-fenced reserves on Public health, which is being monitored.
- The Sundry Debt position of £21.6m over 90 days as at Period 10, increased from £20.8m since P9. Individual directorate detail included under Appendix A1-6.

Corporate Strategy alignment: This report sets out progress against our budget, part of delivering the financial plan described in the Corporate Strategy 2018-23 (p4) and acting in line with our organisational priority to 'Be responsible financial managers' (p11).

City Benefits: Cross priority report that covers whole of Council's business.

Consultation Details: n/a

Revenue Cost	See Above	Source of Revenue Funding	Various
Capital Cost	See Above	Source of Capital Funding	Various
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. Finance Advice: The resource and financial implications are set out in the report.

Finance Business Partner: Michael Pilcher (Chief Accountant)

2. Legal Advice: The report, including the detail in Appendix A&B, 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 Legal Service

3. Implications on IT: There are no IT implications arising from production of this report.

IT Team Leader : Simon Oliver, ICT

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 2019/20.

HR Partner: Mark Williams, Head of Human Resources

EDM Sign-off	Denise Murray	24/02/2020
Cabinet Member sign-off	Cllr Cheney	24/02/2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	24/02/2020

Appendix A – P10 Revenue Budget Monitoring Report	YES
Appendix B – P10 Capital Budget Monitoring Report	YES
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	NO
Appendix F – Eco-impact screening/ impact assessment of proposal	NO
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Combined Background papers	NO
Appendix J – Exempt Information	NO
Appendix K – HR advice	NO
Appendix L – ICT	NO

1. General Fund

- 1.1. The Council is currently forecasting a £6.6m overspend on the approved general fund budget (£376.3m) which is an increase of £0.5m since P9. The budget report 2020/21 to Full Council requests drawdown of up to £6.1m from General reserves to mitigate the position which will be repaid by one-off income next financial year. Therefore mitigations must be found to close this additional £0.5m gap before year-end, and it is for each of the Directorates where variation had occurred to find mitigations and to contain these within the 2019/20 budget as a matter of urgency.
- 1.2. The table below provides a summary of the current 2019/20 forecast position by directorate. Additional service details are provided for each Directorate in individual appendices.

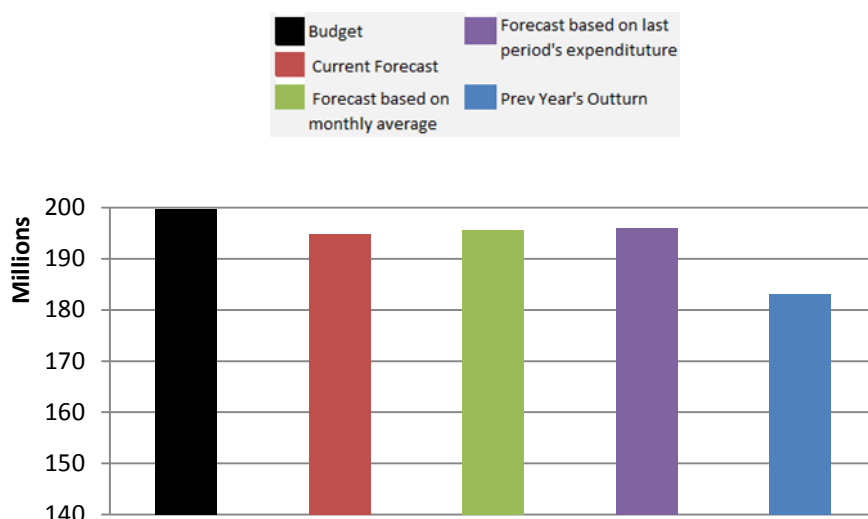
Figure 1: General Fund Forecast Net Expenditure

Approved Budget*	Directorate	Revised Budget	Outturn	Variance	Variance as % of Net Budget
£m		£m	£m	£m	
226.3	People	226.9	233.4	6.5	2.8%
53.9	Resources	53.6	54.4	0.8	1.5%
61.1	Growth and Regeneration	59.5	58.8	-0.7	(1.2%)
341.3	Sub-total	340.0	346.6	6.6	2.0%
35.0	Other Budgets**	36.3	36.3	0.0	(0.1%)
376.3	Net Expenditure Total	376.3	382.9	6.6	1.8%

*Other Budgets includes capital financing and borrowing costs, and non-apportioned central overheads.

- 1.3. The adult social care overspend has increased by of £0.3m comparing to P9, and is currently reporting an overspend of £5.7m. The change mainly relates to increases in Reablement, Intermediate Care, Regulated Services and Early Intervention as part of the response to winter pressures. Please see Appendix A1 for further detail.
- 1.4. As previously reported the service has undertaken a review of the impact of changes in demand and market capacity which hindered the delivery of the £4.3m savings originally planned in 2019/20 and concluded the delay in achieving these savings. A supplementary estimate will be required in 2019/20 to balance the in-year position.
- 1.5. The Resources Directorate's forecast overspend has increased by £0.7m from £0.1m in P9 to £0.8m in P10. The main reason for the increase on overspend relates to mitigations and savings planned in Facility Management services not been delivered. This has been reported as a risk within the Resources directorate throughout the year.
- 1.6. The Growth and Regeneration Directorate has increased its forecast underspend by £0.6m to £0.7m in P10. This mainly relates to additional one-off income from street works overrun charges to other companies and an underspend in Concessionary Travel expenditure based on patronage.
- 1.7. Figure 2 below illustrates the difference between the budget holders' forecasts on employees spend and the extrapolated positions. Note that the forecast based on the last period expenditure appear to be higher than the monthly average, this is due to backdated administration charges being applied to agency costs during P10.

Figure 2: Employee cost run-rate comparison to management forecast



2. Ring-Fenced Accounts

Housing Revenue Account

- 2.1. The HRA has reduced the forecast underspend to £2m against the approved budget (£2.6m in P9). The underspend relates to the recruitment and retention issues in the Construction industry generally, and the service is seeking to fill vacancies and bring works forward where possible in order to ensure maximum deliverability of the planned programme. As year-end is fast approaching, it is anticipated that the budgeted new borrowing of £4.8m for 2019/20 will not be required this financial year mainly due to the underspend.

Dedicated Schools Grant

- 2.2. The High Needs budget includes transfers from other blocks of £2.57m and the accelerated funding of £2.41m from 2020/21, giving a total budget of £58.9m. This block is forecasting an overspend of £1.46m, slightly increased from last month. The funding for this block is confirmed to be increased in 2020/21 and Schools Forum have agreed movements between blocks for 2020/21 to cover demand and to contribute towards the cost of the Education Transformation Programme.
- 2.3. The Early Years forecast underspend has reduced since last month due to a £0.46m increase in Early Years High Needs expenditure. Early years DSG expenditure is based on actual take up of places and measured at three census points during the year. The first two of these are available and the forecast is based on these participation levels, along with an estimate of future levels. The position on this block will move again once the January census figures are available as this will determine one third of the expenditure and over half of the income.
- 2.4. The Schools Block is also showing a variance for the first time in the year and this is due to the actual commitments against the Growth Fund being known to be £0.24m less than the available budget.

Public Health

- 2.5. Public Health is forecasting to deliver a balanced budget in 2019/20 with c£0.1m draw-down from ring-fenced reserves which remains consistent with P9. The total grant receipt of £31.6m included a 2.5% reduction (£0.9m) this year. Please see Appendix A6 for further detail.

3. Savings Programme

- 3.1. The savings / efficiency programme agreed by Council in 2018 included savings totalling £11.7m for 2019/20. In addition, £6.1m of savings were carried forward from 2018/19 to 2019/20 which still requires recurrent delivery and mitigation in 2019/20. Therefore the total savings delivery target for 2019/20 is £17.8m.
- 3.2. At P10 £5m of £17.8m savings are reported to be at risk where further work / mitigating actions may be required in order to deliver, of which £4.3m relates to the Adult Social Care Better Lives Programme and the remainder relates to Council-wide cross-cutting savings initiatives and schemes.

Figure 3: Summary of Delivery of Savings by Directorate

Directorate	2019/20 Savings £m	2019/20 Savings reported as safe	2019/20 Savings reported as at risk	
		£m	£m	%
People	8.98	4.90	4.09	45%
Resources & Cross-Cutting	4.52	3.52	0.99	22%
Growth and Regeneration	4.29	4.29	0.00	0%
Total	17.79	12.71	5.08	29%

Period 10 Budget Monitoring - Summary

2019/20 - Full Year				
Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance	
£000s				
People				
Adult Social Care	148,718	149,021	154,745	5,724
Children and Families Services	62,439	62,800	62,847	46
Educational Improvement	11,915	11,831	12,635	804
Public Health - General Fund	3,237	3,238	3,222	(16)
Total People	226,309	226,890	233,449	6,558
Resources				
Digital Transformation	11,528	11,689	11,416	(273)
Legal and Democratic Services	6,898	6,840	6,356	(484)
Finance	11,500	11,639	11,624	(16)
HR, Workplace & Organisational Design	10,568	10,412	10,016	(396)
Policy, Strategy & Partnerships	2,939	3,052	2,902	(150)
Commercialisation & Citizens	10,446	9,954	12,059	2,104
Total Resources	53,879	53,586	54,373	785
Growth & Regeneration				
Housing & Landlord Services	11,649	11,634	11,274	(359)
Development of Place	1,277	1,313	1,172	(141)
Economy of Place	2,678	3,464	3,922	458
Management of Place	45,476	43,120	42,449	(670)
Total Growth & Regeneration	61,080	59,531	58,817	(712)
SERVICE NET EXPENDITURE	341,268	340,007	346,639	6,631
Levies				
Levies	857	857	860	3
Corporate Expenditure	34,174	31,567	31,533	(34)
Capital Financing	0	3,867	3,867	0
Corporate Revenue Funding	(376,299)	(376,299)	(376,299)	0
RELEASED FROM RESERVES	0	0	0	0
TOTAL REVENUE NET EXPENDITURE	0	(1)	6,600	6,600

Appendix A1 Bristol City Council – People 2019/20 – Budget Monitor Report

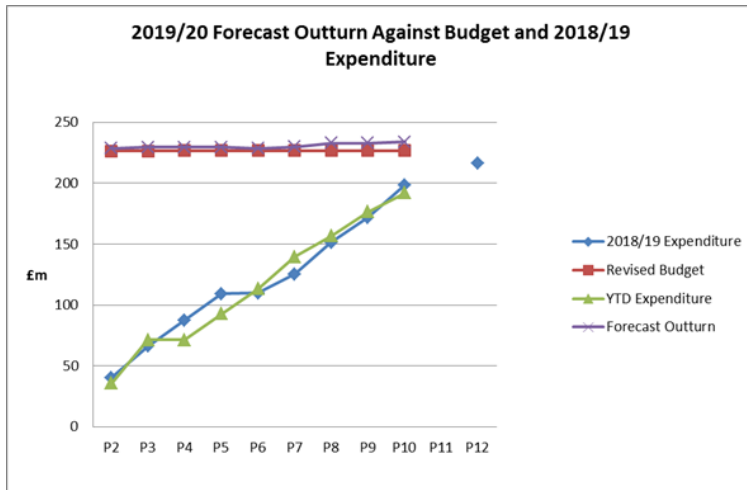
P10

a: 2019/20 Summary Headlines

	Revised Budget	Forecast Outturn	Outturn Variance
P10	£226.9m	£233.4m	£6.5m overspend

b: Budget Monitor

1. Overall Position and Movement

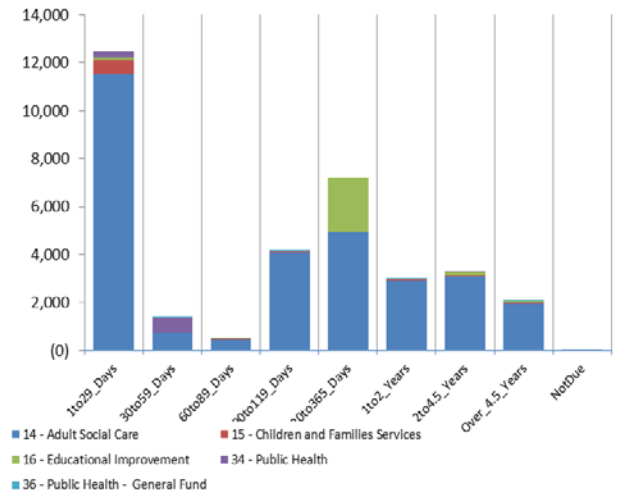


Forecast Outturn Variance 2019/20											
	£m										
Revised budget	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
£226.7m	2.3	2.8	2.8	2.7	2.8	3.1	6.2	6.2	6.5		
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2. Revenue Position by Division

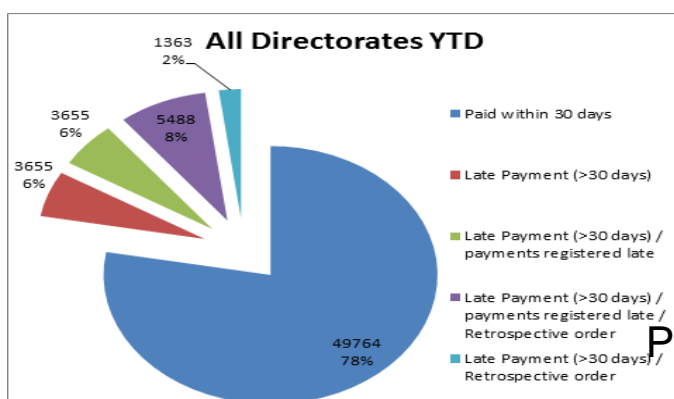
Revenue Position by Division	2019/20 - Full Year			
	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance
	£m			
Adult Social Care	148.7	149.0	154.7	5.7
Children and Family Services	62.4	62.8	62.8	0.0
Educational Improvement	11.9	11.8	12.6	0.8
Public Health - General Fund	3.2	3.2	3.2	(0.0)
Total	226.3	226.9	233.4	6.5

3. Aged Debt Analysis



4. Payment Statistics

Division	Amount Paid (£)	Number of invoices paid	Average days to pay	Late Payment (>30 days)	Invoice registered late (>30 days after invoice date)	% of late payments registered late	Invoices paid without order	Retrospective order
1 - People								
14 Adult Social Care	6,949,105	5,138	35	1,083	21%	64%	42	809
15 Children and Families Services	24,046,988	8,068	41	2,643	33%	65%	18	3,227
16 Educational Improvement	32,142,529	2,680	30	442	16%	61%	16	398
1Y Capital - People	11,836,062	257	38	84	33%	61%	0	53
34 Public Health	17,371,053	2,147	47	779	36%	74%	1	394
36 Public Health - General Fund	10,310,990	379	35	84	22%	52%	0	61
1 - People Total	102,656,727	18,669	38	5,115	27%	66%	77	4,942



5. Key Messages

5.1 Adult Social Care

Outturn 2018/19 £'000s	Financial Year 2019/20	Revised Budget 2019/20 £'000s	2019/20 Forecast @ P10 £'000s	Forecast Variance @P10 £'000s	Change in forecast Variance £'000s
72,705	Older Adults 65+	65,681	74,177	8,496	-19
66,054	Working Age Adults 18 - 64	63,533	69,694	6,161	13
8,954	Preparing for Adulthood 0 - 25	8,228	9,763	1,535	141
2,487	Social Care Support	1,877	-1,899	-3,776	162
30,118	Staffing & other costs	35,091	31,116	-3,975	58
-29,542	Income	-25,389	-31,766	-6,377	39
	iBCF Inflation Provision		-640	-640	0
	Saving Target not Delivered		4,300	4,300	0
150,776	Totals per budget report	149,021	154,745	5,724	394

The current forecast outturn at P10 (January 2020) for Adult Social Care on a current net budget of £149.0m is £155.3m an overspend of £5.7m (3.8%).

As previously reported the service was undertaking a critical review of the risk to delivery of the savings target of £4.3m. The review concluded that the saving will not be achieved in this financial year primarily due to:

- Pressures from hospital discharges throughout the summer at unprecedented levels
- Lack of Home Care supply (severe workforce challenges)

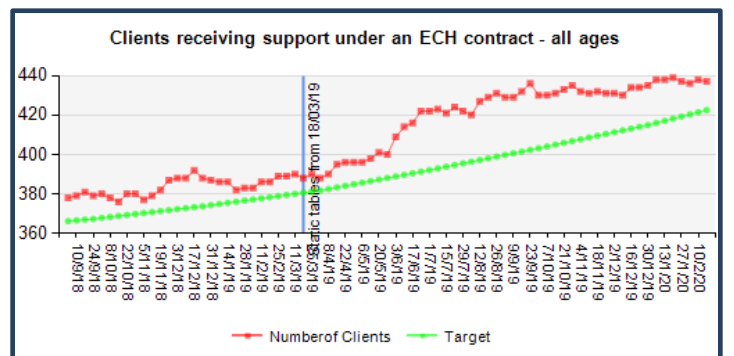
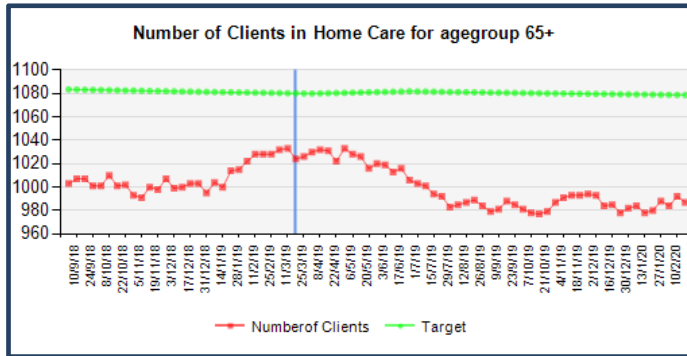
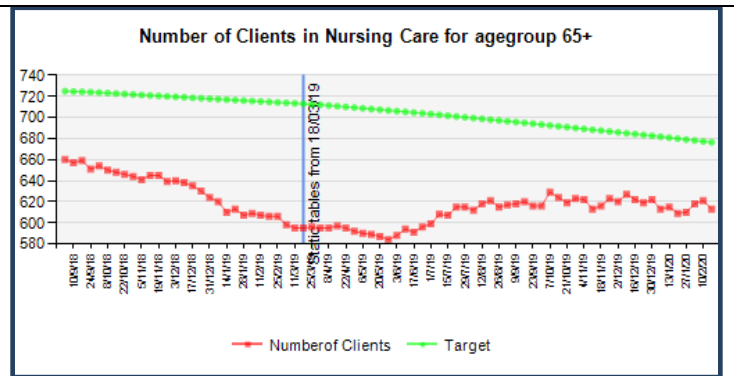
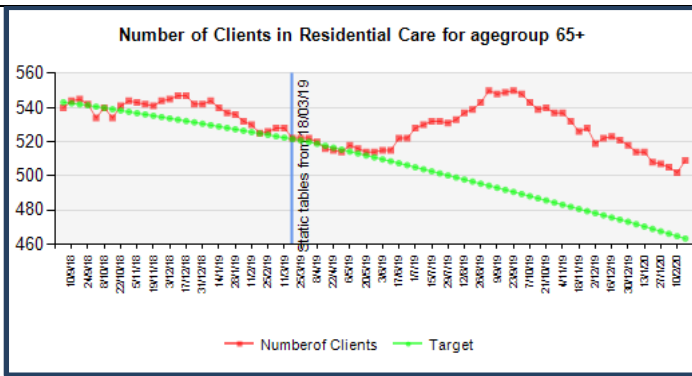
To address this in the short term the service has had to revert to placements in higher cost Nursing and Residential Care.

The forecast overspend of £5.7m includes the effect of the saving target not being delivered in this year. It shows an increase in the overspend of £394k during January which is primarily due to:

- Increase in Reablement, Intermediate Care, Regulated Services and Early Intervention as part of the response to winter pressures and a significant increase in activity.
- Increase in Preparing for Adulthood due to a combination of new placements and more complex care costs

The key movements between the period 9 and period 10 forecasts include:

- The revision to the Adult Social Care Budget through the transfer of Careline (Piper) service which currently shows a net forecast Income of £87k. It is understood however that there is a high risk that the service will not achieve the £0.150m Income target and as a consequence will possibly suffer an overspend. This is currently under review with Housing.
- Support for Older Adults Forecast shows a slight reduction in the month. By contrast placements for Home Care and Extra Care Housing are showing a small downward trend.
- There remains the risk due to winter pressures that the demand on care home placements will increase if homecare supply remains at current levels. The following graphs set out the up to date position on placements for Older Adults.



5.2 Public Health - General Fund

The current forecast at P10 for Public Health General Fund service is Forecasting a break even position on a gross budget before Income £3.237m.

5.3 Children and Family Services

At this stage in the year, the service is forecasting an overspend of £47k, which has been consistent for a number of months. The placements forecast (as per the table below) is indicating a budget pressure of £0.452m, this pressure is offset by forecast underspends of £0.405m elsewhere in the service.

Within the budget for 2019/20 there were savings targets of £1.6m, and current forecasts indicate that these will be met, following service changes arising from Strengthening Families Programme. These include assumptions about costs of out-of-authority placements being replaced with the introduction of 2 and 3 bed homes.

The major pressures in the service arise from the following areas;

1. delays in opening Bristol's first new CH as the BCC arranged contractor entered liquidation without completing refurbishment work. This means a delay in opening of two months.
2. Escalating contextual risk, particularly serious youth violence, resulting in the death of a child in care and court ordered remand for others.
3. Extended use of Agency as SW England delays registration of NQSWs
4. Agency support costs / placement costs for children moved from St Christophers.

5.4 Educational Improvement

The main budget issue continues to be Home-School Transport. There have been underlying budget pressures in this service for some time; during 2018/19, they were offset by the temporary supplementary estimate. For 2019/20 budget setting, some inflationary provision (£0.3m) and some unallocated funding (£0.3m) has helped limit the pressure, but demand and cost pressures remain with a £0.6m overspend forecast. There has been a 13% increase in children eligible through SEN code so far this year. Numbers are predicted to increase by a further 20, representing a 16% increase on last year. Other pressures include the cost of Service Level Agreements and costs arising from the new Transport Framework.

CHILDREN & FAMILY SERVICES						
Placement Category			Financials			
Placement Category	Cost Centre name	AVERAGE APR TO JAN:	ANNUAL BUDGET £000	ANNUAL FORECAST £000	FORECAST VARIATION £000	ACTUAL AVERAGE WEEKLY COST
Bristol Residential	Inhouse Supported Accom - Looked after (Pre 18)	6	84	232	147	138
	Inhouse Supported Accom - (Post 18)	26				
	Childrens Residential Homes	11	3,093	2,496	-597	4,410
Bristol Residential Total		42	43	3,177	2,728	-449
Foster Care	In house Foster care - Looked after (Pre 18)	400	6,226	5,959	-267	260
	In house Foster care - (Post 18)	41				
	Independent Fostering Agencies - Looked After (Pre 18)	158	5,522	5,633	110	605
	Independent Fostering Agencies - (Post 18)	21				
	Adoption - Looked after (pre 18)	51	482	397	-85	147
	Adoption - (Post 18)	1				
Foster Care Total		671	12,230	11,988	-242	1,012
Non-Bristol Residential	Out of Authority	28	5,032	5,360	328	3,721
	Parent & Baby Unit	5	505	427	-77	1,580
	ESA - Looked after (Pre 18)	10	1,137	1,211	74	1,834
	ESA- (Post 18)	3				
Non-Bristol Residential Total		46	6,673	6,998	325	7,134
Other	Secure Unit	0	151	42	-109	
Other Total		0	151	42	-109	
Permanency	SGO/RO/CAO - (Pre 18)	537	4,121	5,048	927	180
	RO/SGO/CAO (Post 18)	2				
Permanency Total		539	4,121	5,048	927	180
Grand Total of all placements		1,299	26,352	26,804	452	
Total for Teams and Other Services			36,448	36,043	-405	
Childrens Totals			62,800	62,847	47	

c: Risks and Opportunities

6. Savings Delivery RAG Status

19/20 People Directorate Savings Target (£'000s):						8,980
	This month			Last month		
	Total value of savings (£'000s)	Value at risk (£'000s)	Proportion at risk	Total value of savings (£'000s)	Value at risk (£'000s)	Proportion at risk
No - savings are at risk	5,747	4,085	71%	5,747	4,085	71%
Yes - savings are safe	1,160	0	0%	1,160	0	0%
SAVING CLOSED - CONFIRMED AS 'SECURED & DELIVERED'	2,073	0	0%	2,073	0	0%
NO RAG PROVIDED	0	0	n/a	0	0	n/a
Grand Total	8,980	4,085	45%	8,980	4,085	45%
n/a - represents one off savings or mitigations in previous year	-3,206	0	0%	-3,206	0	0%
Accelerated efficiencies (balancing line)	0	0	n/a	0	0	n/a
WRITTEN OFF	0	0	n/a	0	0	n/a
Grand Total	5,774	4,085	71%	5,774	4,085	71%

Top 5 largest savings at risk in (ordered by size of saving at risk)		
ID	Name of Proposal	Value at Risk in 19/20 (£'000)
FP33	Introduce Better Lives Programme (Improving outcomes for adults in Bristol) (incl. partial 18/19 rollover)	£ 4,000
FP18-2	*17/18 rollover* More efficient home to school travel	£ 45
BET-2	18/19 Rollover - Organisational redesign including the council's senior management structures (Mitigation for Education Post)	£ 40

Mitigated savings from previous years' that remain 'due' for delivery this year (£'000)		
Amount due from previous year(s):	£	3,334
Amount reported at risk:	£	85

Key Changes since last month:

1. There has been no change to the 19/20 savings profile for the People Directorate in P10, with FP33 Introduce Better Lives Programme (improving outcomes for adults in Bristol) (incl. partial 18/19 rollover) continuing to report £4m at risk for 19/20.

Key messages/Comments:

1. **FP33: Introduce Better Lives Programme** - Demand on the system remains at an unprecedented level and this has made it extremely problematic to address the savings target. At present, the shortfall in the saving would roll into 20/21 raising in to question the deliverability of the 20/21 savings target. Work is underway to consider an appropriate re-profiling of the saving.

2. **FP18-2: *17/18 rollover* More efficient home to school travel** - Although the reduced target of £45k continues to report as at risk, the Logical Transport project is in progress with likely savings attached associated with the restructure of the service.

d: Capital

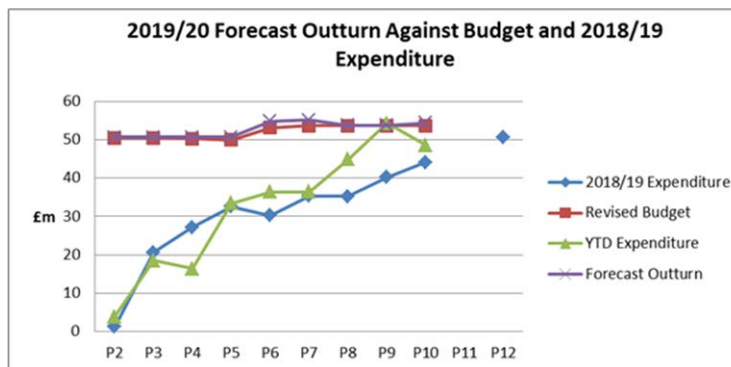
Approved Budget	Revised Budget	Expenditure to Date	Forecast Outturn	Outturn Variance
£25.8m	£22m	£14m	£18.5m	£3.5m
		63% of Budget	84% of budget	
1. The budget for the Better Lives at Home funding has been reprofiled for delays in progressing the development of Sea Mills and acquiring properties which is now planned to be delivered in 2020/21				

a: 2019/20 Summary Headlines

Revised Budget	Forecast Outturn	Outturn Variance
P10 £53.6m	£54.4m	£0.8m overspend

b: Budget Monitor

1. Overall Position and Movement

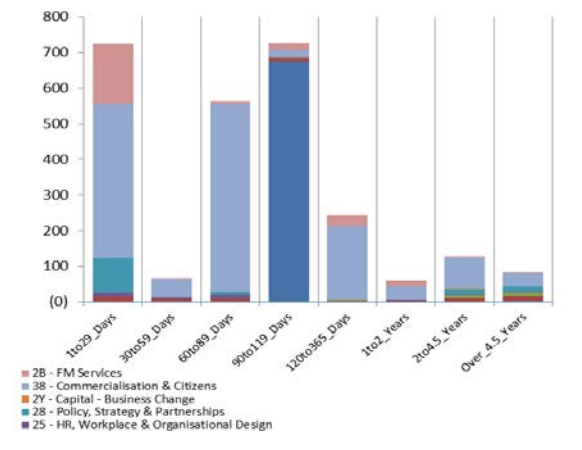


Forecast Outturn Variance 2019/20											
£m											
Revised budget	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
53.6	0.2	0.3	0.5	0.7	1.7	1.5	0.1	0.1	0.8		
	▲	▲	▲	▲	▲	▼	▼	▲	▲		

2. Revenue Position by Division

Revenue Position by Division	2019/20 - Full Year			
	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance
	£m			
Digital Transformation	11.5	11.7	11.4	(0.3)
Legal and Democratic Services	6.9	6.8	6.3	(0.5)
Finance	11.5	11.6	11.6	(0.0)
HR, Workplace & Organisational Design	10.6	10.4	10.1	(0.3)
Policy, Strategy and Partnerships	2.9	3.1	2.9	(0.2)
Commercialisation and Citizens	10.4	10.0	12.1	2.1
Total	53.9	53.6	54.4	0.8

3. Aged Debt Analysis



Key Messages:

The forecast total outturn has deteriorated by £0.7m this month so that latest indication shows a £0.8m overspend for the full year.

The £0.7m net move in P10 is due to:

- Digital Transformation – where £0.1m underspend in IT’s security expenditure budget has been identified.
- Legal and Democratic Services – where £0.2m of increased Registrars’ income has been assessed.
Offset by:
- HR, Workplace and Organisational Design – where there is a £0.2m revised increase in payroll costs.
- Commercialisation and Citizens – where the £0.7m of previously declared budget risk within Facilities Management is now forecast to materialise alongside a newly identified costs of £0.2m within Print and Mail.

6. Revenue Risks and Opportunities

Directorate	Division	Risk or Opportunity	Which may impact on costs	Risk/(Opportunity) £	Likelihood (%)	Net Risk /(Opportunity) £
Resources	Policy, Strategy and Partnerships	Risk	Non-recovery of Q3 & Q4 forecast internal trading income for staff time	583,000	25%	145,750
Resources	Policy, Strategy and Partnerships	Opportunity	Recharge Q3 and Q4 internal trading income for staff time (40% recovered as at P10)	(583,000)	25%	(145,750)
Resources	Finance	Risk	Risk if the actual net HB payments are 0.2% higher than forecast	289,000	25%	72,250
Resources	Finance	Opportunity	Opportunity if the actual net HB payments are 0.2% lower than forecast	(289,000)	75%	(216,750)
Resources	Commercialisation and Citizens	Risk	Trading With Schools	300,000	50%	150,000
						5,500

7. Capital

Approved Budget	Revised Budget	Expenditure to Date	Forecast Outturn	Outturn Variance
£18.7m	£16.0m	£9.2m	£14.2m	£1.8m under
		58% of budget	89% of budget	

Capital Budget Monitor Report for period 201910 - Summary by Programme

Report date 14/02/2020 14:29:46

Gross expenditure by Programme

Ref	Scheme	Current Year (FY2019) - Period 10				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
						%	
£000s						%	
NH08	Omni Channel Contact Centre (ICT System development)	0	(44)	(44)	(44)		
PL21	Building Practice Service - Essential H&S	3,207	1,960	2,465	(742)	61%	77%
PL27	Vehicle Fleet Replacement Programme	2,560	2,112	2,560	0	82%	100%
PL36	Investment in Markets infrastructure & buildings	90	38	87	(3)	43%	97%
RE01	ICT Refresh Programme	1,620	99	1,620	0	6%	100%
RE02	ICT Development - HR/Finance	1,317	958	1,127	(190)	73%	86%
RE03	ITTP – IT Transformation Programme	6,399	4,024	6,235	(165)	63%	97%
RE05	Mobile Working for Social Care (Adults & Children)	781	113	111	(670)	14%	14%
Total Resources		15,975	9,260	14,161	(1,813)	58%	89%

- PL21 The phasing of essential H&S across 20+ sites has been revised this month resulting in a £0.7m reduction to forecast spend this year.
- RE01 The ICT Refresh Programme includes c.£1m of capital spend before this financial year close for the provision and support of a Storage Area Network (SAN) using Server/Storage Solutions (as approved by Cabinet 21/1/20 – ref. 15).
- RE03 The IT Transformation Programme Phase 1 is on track against its key milestones to completion and which set out a further £1.2m of spend before this financial year close.
- RE05 This project is expected to be consolidated in to project RE03 above and its accompanying budget rephrased in to future years.

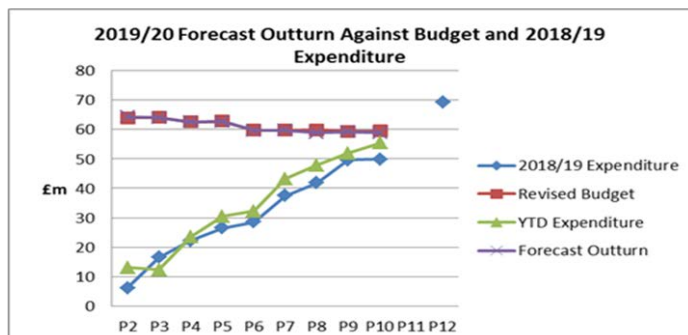
a: 2019/20 Summary Headlines

Revised Budget	Forecast Outturn	Outturn Variance
P10 £59.5m	£58.8m	£0.7m underspend

b: Budget Monitor

1. Overall Position and Movement

Forecast Outturn Variance 2019/20											
£m											
Revised budget	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
59.3	0.0	0.0	(0.1)	(0.1)	(0.0)	(0.1)	0.3	(0.1)	(0.7)		
	▼	▼	▼	▼	▲	▼	▲	▼	▼		



2. Revenue Position by Division

Revenue Position by Division	2019/20 - Full Year			
	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance
	£m			
Housing and Landlord Services	11.6	11.6	11.3	(0.4)
Development of Place	1.3	1.3	1.2	(0.1)
Economy of Place	2.7	3.5	3.9	0.5
Management of Place	45.5	43.1	42.4	(0.7)
Total	61.1	59.5	58.8	-0.7

Key Messages:

The G&R revenue budget is currently reporting a £0.7m underspend as at Period 10.

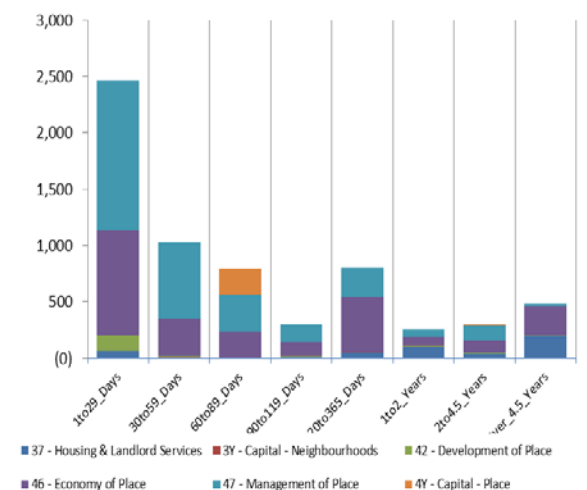
Housing & Landlord Services - £0.4m underspend forecast due to additional costs being able to be capitalised.

Development of Place – £0.1m underspend forecast due to slippage in Strategic Planning spend & Housing Delivery salary savings.

Economy of Place – £0.5m overspend forecast due to one-off compensation payments (£0.6m), partly offset by additional income from it's property & bottleyard services.

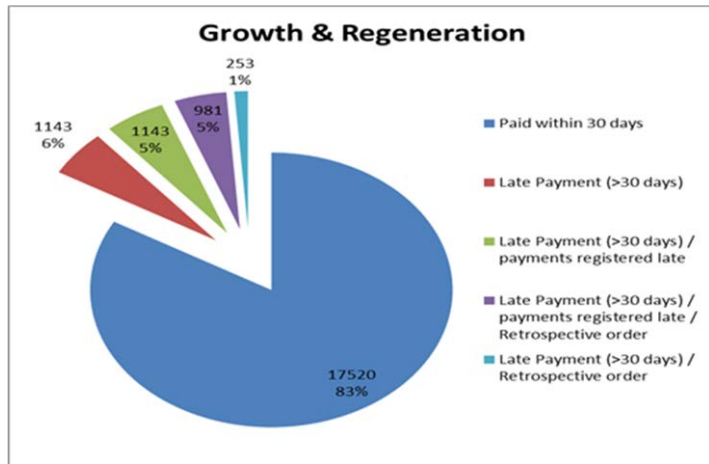
Management of Place – £0.7m underspend forecast mainly due to additional Section 74 income (street works overrun charges), as well as underspend in Concessionary Travel expenditure.

3. Aged Debt Analysis



4. Payment Statistics

Division	Amount Paid (£)	Number of invoices paid	Average days to pay	Late Payment (>30 days)		Invoice registered late (>30 days after invoice date)		% of late payments registered late	Invoices paid without order	Retrospective order		
4 - Growth & Regeneration												
37 Housing & Landlord Services	8,544,205	5,311	22	264	5%	83	2%	31%	11	0%	217	4%
3Y Capital - Neighbourhoods	5,553,140	510	34	103	20%	53	10%	51%	1	0%	70	14%
42 Development of Place	1,726,997	605	30	79	13%	47	8%	59%	2	0%	41	7%
46 Economy of Place	9,027,854	4,816	39	1,111	23%	773	16%	70%	49	1%	774	16%
47 Management of Place	72,980,843	7,937	32	1,440	18%	826	10%	57%	55	1%	1,146	14%
4Y Capital - Place	41,811,606	1,701	36	363	21%	186	11%	51%	1	0%	179	11%
4 - Growth & Regeneration Total	139,644,644	20,880	32	3,360	16%	1,968	9%	59%	119	1%	2,427	12%



5. Savings Delivery RAG Status

19/20 G&R Directorate Savings Target (£'000s):							4,290		
	This month			Last month			Top 5 largest savings at risk in (ordered by size of saving at risk)		
	Total value of savings (£'000s)	Value at risk (£'000s)	Proportion at risk	Total value of savings (£'000s)	Value at risk (£'000s)	Proportion at risk	ID	Name of Proposal	Value at Risk in 19/20 (£'000)
No - savings are at risk	0	0	n/a	32	0	0%			
Yes - savings are safe	3,445	0	0%	3,413	0	0%			
SAVING CLOSED - CONFIRMED AS 'SECURED & DELIVERED'	845	0	0%	845	0	0%			
NO RAG PROVIDED	0	0	n/a	0	0	n/a			
Grand Total	4,290	0	0%	4,290	0	0%			
n/a - represents one off savings or mitigations in previous year Accelerated efficiencies (balancing line)	-533	0	0%	-533	0	0%			
WRITTEN OFF	0	0	n/a	0	0	n/a			
Grand Total	3,757	0	0%	3,757	0	0%			
							Mitigated savings from previous years' that remain 'due' for delivery this year (£'000)		
							Amount due from previous year(s):		£ 322
							Amount reported at risk:		£ -
Key Changes since last month:									
1. There has been no change to the 19/20 savings profile for the G&R Directorate in P10									
Key messages/ Comments:									
1. Following a review by G&R Directors of all savings, it was identified that there are some other savings that are partially at risk in 19/20 (SMART city initiatives, Operations Centre income) however these are being mitigated within the service area. Change requests will be needed for these also to reflect how the saving is being mitigated and how future years will be delivered.									
2. As we approach the end of the financial year, there is a requirement to prioritise effort on closing down savings that have been delivered via the 'secured and delivered' process. All Directors are asked to review and progress these with their teams. If a secured and delivered can't be shaped up, then it's likely a change request is needed to roll this saving over into 20/21.									

c: Risks and Opportunities

Division Name	Service Name	Description	Risk / Opportunity v £'000
Management of Place	Energy Services	Net Income shortfall	150
Management of Place	NH Communities / Reg Services	Litter Enforcement shortfall of income / unrealistic target	125
Management of Place	Traffic & Highways Maintenance	Street works delivery overrun	851
Management of Place	Cems & Crems / Parks	Unplanned R&M / Reduced revenue from Catering services in Parks due to poor weather	90
Management of Place	Waste Services	Balance left following the use of payment credit of c.£400k	175
			1,391

This represents the net position after allowing for drawdowns from reserves. It is assumed that all forecast reserves will be approved, however as the Directorate is forecasting an underspend, this could be utilised to address any risks that materialise or to substitute for reserves no longer needed.

d: Capital

Approved Budget	Revised Budget	Expenditure to Date	Forecast Outturn	Outturn Variance
£133.5m	£56.4m	£47m 93% of R. budget	£63.4m 112% of R. budget	£7m overspend
<i>2018/19 Comparator</i>				
£142.5m	£80.9m	£42.9m	£70.8m	(£10.1m)

Key Messages

The year to date spend is £47m of budget (93% delivery) against a revised budget of £56.4m, this represents a £4.1m increase on same time last year. £5.7m was the actual spend for P10 (down £0.6m on P9) while the average spend for the year to date has been £4.7m per month. The forecast for the year is £63.4m and reflects a £7m overspend against the Revised Budget. This will require an average spend of £8.2m, however managers are requesting an adjustment to their budget as they are confident that this higher level of spend (including outstanding invoices for work already completed) will be achieved. This now reflects a realistic level of delivery for the rest of 2019/20 and Senior officers continue to explore the strategic partner model to improve overall delivery of the Councils Capital programme. The table below highlights the key areas that make up the £7m additional spend requiring budget adjustments:

Gross expenditure by Programme

Ref	Scheme	Current Year (FY2019) - Period 10				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
Growth & Regeneration							
PL18A	Energy Services – Bristol Heat Networks expansion	2,544	2,485	4,528	1,985	98%	178%
PL30	Housing Strategy and Commissioning	8,708	7,946	10,401	1,693	91%	119%
PL18	Energy services - Renewable energy investment scheme	350	1,123	1,280	930	321%	366%
GR06	Innovation & Sustainability - OPCR 2	819	1,279	1,640	821	156%	200%
PL04	Strategic Transport	4,199	3,492	4,793	594	83%	114%
PL08	Highways & Drainage Enhancements	165	202	665	500	122%	402%
NH02	Investment in parks and green spaces	1,346	1,003	1,696	350	75%	126%
PL09A	Highways infrastructure - Chocolate Path	682	638	926	244	93%	136%
Total - Area's requesting Budget adjustment		18,813	18,170	25,929	7,116	97%	138%

a: 2019/20 Summary Headlines

P9	Revised Budget £0m	Forecast Outturn (£2.6m)	Outturn Variance (£2.6m)
P10	£0m	(£2.0m)	(£2.0m)

b: Budget Monitor

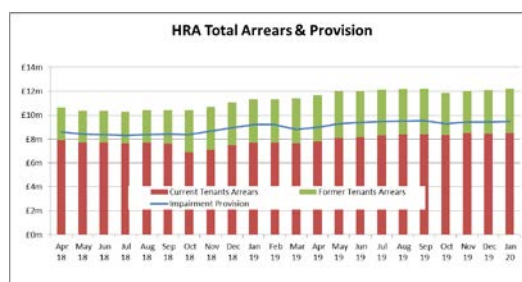
1. Overall Position and Movement

Forecast Outturn Variance 2019/20 £(2.0)m											
Revised Budget	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
£0m	(2.4)	(0.2)	0.0	0.0	(1.4)	(1.7)	(2.1)	(2.6)	(2.0)		
	▼	▼	▼	▼	▼	▼	▼	▼	▼		

2. Revenue Position – Income and Expenditure

Revenue Position by Category	2019/20 Revised Budget £m	Forecast Outturn P10 £m	Forecast Variance P10 £m	Forecast Movement P9 to P10 £m
Income	(122.7)	(120.7)	2.0	0.8
Repairs and maintenance	31.7	31.1	(0.6)	0.8
Supervision and Management	30.0	28.4	(1.6)	(0.4)
Special Services (Rechargeable)	9.2	8.3	(0.9)	(0.3)
Rents, Rates, Taxes and other charges	0.8	0.9	0.1	0.2
Depreciation, Revenue funded capital, Interest payable and bad debt provision	51.0	50.0	(1.0)	(0.5)
(Surplus)/Deficit on HRA	0.0	(2.0)	(2.0)	0.6

3. Debt Position



There is a continual focus on reducing the level of bad debt for 2019/20 through to 2020/21. An action plan is in place to reduce overall arrears, prioritising rent payments, improving performance, improving support methods and reviewing our rents policy. Third Party software is to be procured which uses insight to focus action and resource for income recovery where it will have the biggest impact on tackling arrears through 2020/21.

4. Key Messages

- The forecast outturn underspend is anticipated to be transferred to the HRA ring-fenced reserve at the year-end, subject to the appropriate approval.
- There are recruitment and retention issues in the Construction industry generally, and the service is seeking to fill vacancies in order to ensure maximum delivery of the planned programme. If there continues to be a significant level of vacancies this may contribute to a surplus position at the year end as there is no turnover provision within the budget. The service will look to use consultants and other frameworks to deliver if necessary to mitigate against this.
- In order to maximise delivery of the HRA Housing Investment Programme during 2019/20, the service will overprogramme, reduce contingencies and seek to avoid delays in procurement processes where possible. However, during the year the service has had to lose two major contractors due to their failure to provide which has had an impact on the delivery of relets and the movement in forecast from P7.
- During the final quarter the financing of HRA expenditure will be determined based on updated Right to Buy figures and it is not anticipated that new borrowing of £4.8m that was originally budgeted for 2019/20 will be required this year.

c: Risks and Opportunities

Risk	Key Causes	Key Consequence	Key Mitigations
Implementation of Universal Credit (UC)	UC continues to be a risk with increased monthly migrations increasing by around 200	Arrears for this group increasing- increase in claimants over 9 months from 31 March 2019 by 1400 with a £1m increase in UC arrears	New UC Team Leader role Focussed day to day case work Use of Managed Payments All team training on UC management Closer working with DWP and issue log developed
Impact of Grenfell enquiry outcomes	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.	This could cost up to £25m if a complete programme is required.	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.
Zero Carbon Target		May be required to retro fit and ensure compliance for new builds.	City Leap may enable innovative solutions and funding to be identified.
Employees	Due to current market conditions it is difficult to fill vacancies.	If vacancies are not filled then this may impact on the delivery of the programme and result in further underspend against salary budgets.	The service will use consultants and frameworks to maintain delivery of works.
Paint Programme and Electrical Works	Some tenders are greater than originally estimated and additional costs are forecast.	There is a potential overspend of £0.5m for 2019/20.	It is anticipated that this will be offset by underspends in other areas.

d: Capital

Approved Budget	Revised Budget	Expenditure to Date	Forecast Outturn	Outturn Variance
£51.8m	£49.5m	£35.2m	£48.0m	(£1.7m)
P10 2018/19 figures	Budget £39.2m	71% of budget Expenditure £25.0m 64%	97% of revised budget Outturn £39.2m	

Project	Current Year (2019)			
	Budget	Expenditure to Date	Forecast	Variance
	£000s			
Total for HRA1 - Planned Programme - Major Projects	9,558	6,627	9,495	(63)
Total for HRA2 - New Build and Land Enabling	22,164	16,349	20,422	(1,741)
Total for HRA3 - Building Maintenance and Improvements	17,762	12,245	17,875	113
Total Housing Services Capital - Housing Revenue Account	49,484	35,222	47,792	(1,692)

Key messages: The HRA has a 30 year business plan and any planned capital works which are delayed, such as those due to the failure of two major contractors late in 2018/19, will still be required to be delivered in later years.

The service successfully mitigated the collapse of a kitchen contractor by arranging a contract with Mispac in order to minimise delay in the planned programme.

Following the termination of the Void North Contract with Jeff Way Group, we have now secured the services of CLC Group who are due to mobilise a new contract from early 2020.

SUMMARY HEADLINES

1. Overall Position and Movement

Revised Budget	Forecast Outturn	Outturn Variance	Transfer from reserves
£0m	£0m	£0m	£1.1m

2. Revenue Position by Division

Summary DSG position 2019/20 Period 10 (all figures in £000s)

	DSG funding/budget 2019/20	Forecast outturn Period 10 2019/20	Forecast Variance	Forecast outturn Period 09 2019/20	Movement in Forecast P09 to P10
Schools Block	259,445	259,205	(240)	259,445	(240)
De-delegation	0	0	0	0	0
Schools Central Block	2,329	2,329	0	2,329	0
Early Years	36,461	36,354	(107)	35,900	454
High Needs Block	58,904	60,359	1,455	60,269	90
Total	357,139	358,247	1,108	357,943	304

(NB Budgeted spend includes funding for academies, Free Schools and Colleges which is recouped by the Education and Skills Funding Agency from the Dedicated Schools Grant before the Local Authority receives it).

3. Latest Financial Position

The approved budget for 2019/20 included use of funding for High Needs in advance (from 2020/21). The forecast position against the latest known DSG funding and the approved additional budget is an overall overspend of £1.108m.

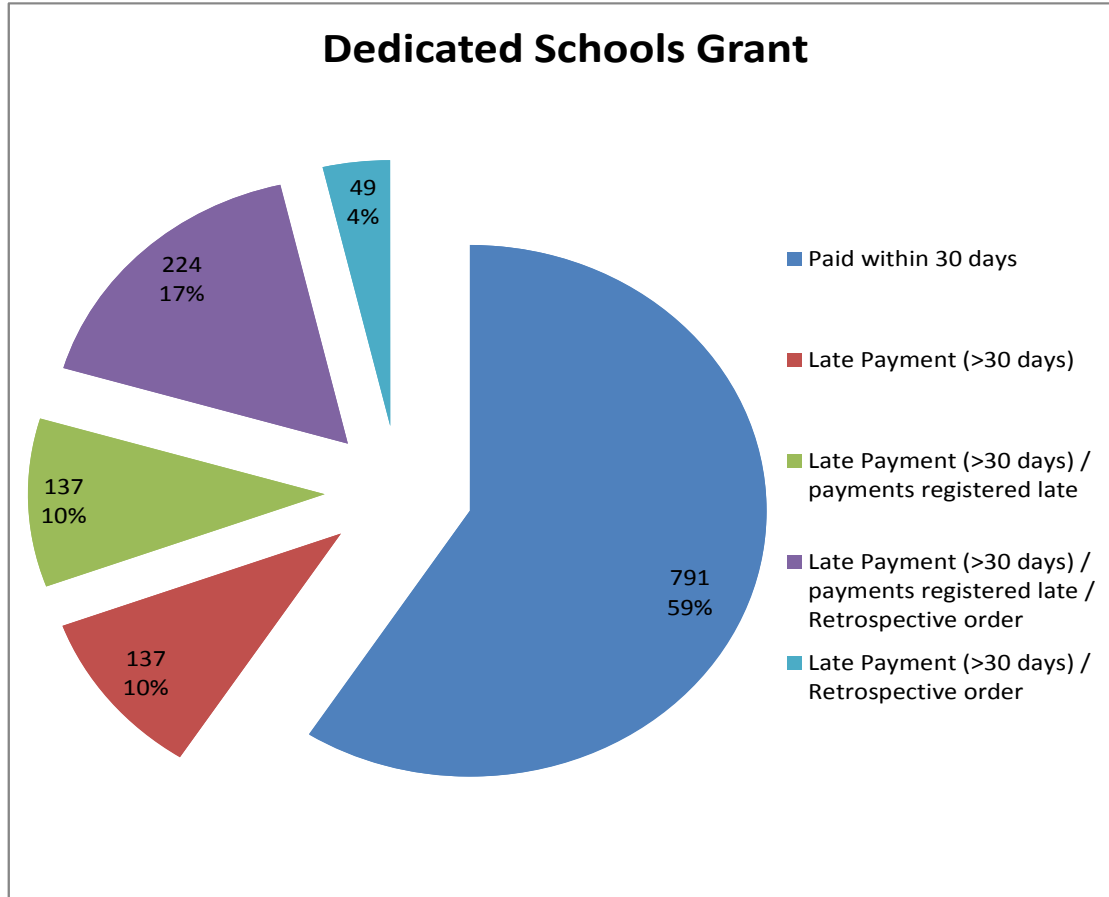
The Schools Block is now showing an underspend of £0.240m, this is due to lower than estimated actual allocations from the Growth Fund.

The Early Years DSG income is based on 5/12ths of the January 2019 census and 7/12ths of the January 2020 census, the January 2020 figure is still not known so the position in this block will change before the end of the year. Expenditure is based on 3 census positions through the year, the first two of these May and October 2019 are known and the forecast is based on these participation levels. The movement in the forecast is the result of an increase of £0.464m in High Needs expenditure for Early Years settings.

The High Needs budget approvals for 2019/20 included transfers of £2.566m from other areas of the DSG and £2.407m more funding drawn in advance from 2020/21. Both of these actions boosted the original HNB allocation by £4.973m. There are DSG reserves available to cover this forecast overspend but these have been built up across the funding blocks so Schools Forum will need to agree movements between blocks at year end or agree to carry a deficit balance into future years. This position is expected to continue into next financial year so we will need to explore opportunities to transfer funding from other blocks within the DSG budget to best meet our need or look at a longer term recovery plan.

4. Payment Statistics

Division	Amount Paid (£)	Number of invoices paid	Average days to pay	Late Payment (>30 days)		Invoice registered late (>30 days after invoice date)		% of late payments registered late	Invoices paid without order		Retrospective order	
7 - Dedicated Schools Grant												
17 Dedicated Schools Grant	8,743,465	1,324	43	533	40%	347	26%	65%	9	1%	360	27%
7 -Dedicated Schools GrantTotal	8,743,465	1,324	43	533	40%	347	26%	65%	9	1%	360	27%



a: Budget Monitor

- Public Health (PH) Grant of £31.628m was awarded for 2019/20.
- The PH grant was reduced by 2.6% in this financial year.
- To date we have received no confirmation of the settlement amount for next year, 2020/21.
- The Forecast for Period 10 is unchanged and includes a one-off drawdown of £0.192m. This is due to a break in transferring the IDVAS service from the current provider, University Hospitals Bristol to Next Link.
- The investment will focus on developing commissioning strategies and plans for the key services including Domestic Abuse, Drugs and Alcohol, Sexual Health and child health.

The tables below provide a breakdown of:

- The Public Health Grant Budget, Forecast and Variance in spend for Period 10 (Table 1, January 2020) and summary of the balance in Reserve
- Detailed make-up of the spend on External (Table 2) and Internal (Table 3) Commissioned Services:

Table 1: Summary of Spend

Outturn 2018/19	Budget Projection	2019/20 Budget	Previous Forecast	Current Forecast
£'m		£'m	£'m	£'m
3,038	Salaries	2,832	2,519	2,447
1,082	Corproate overheads and establishment costs	1,200	1,169	1,181
5,948	Internal Commissioned Services	5,948	5,948	6,159
27,454	External Commissioned Services	27,165	26,750	26,706
37,522	Gross Cost	37,145	36,386	36,493
	Funding:			
-32,486	Public Health Grant	-31,631	-31,631	-31,631
-4,305	Other Income	-4,694	-4,662	-4,670
-731	Use of Reserve	-820	-93	192
-37,522	Total Funding	-37,145	-36,386	-36,109
0	Net Spend	0	0	0

Table 2: Public Health – External Commissioned Services: Plan 2019/20

Public Health - Commissioning Intentions	2019/20
	£'m
Substance Misuse	7,703
Sexual Health	7,018
Community Child Health Partnership	8,633
Family & Children - Domestic Abuse	1,530
Community Safety	161
Healthwatch	141
Healthy Weight	133
Mental Health	10
NHS Healthchecks	306
Sports	362
Tobacco	563
Support	77
Bristol health Partners	70
Grand Total	26,706

Table 3: Public Health – Internal Commissioned Services, 2019/20

Internal Services	Directorate	2019/20 £'000
Breast Feeding Support Team	CYP	83
Safety Fitting Equipment	CYP	20
Children's Centres	CYP	1,220
Community Use of school sports facilities	CYP	603
Children and Young People Substance Misuse	CYP	146
Advice Grants	Communities	76
Impact Grant	Communities	597
Community Development Team	Communities	809
Gypsy and Traveller Health	Housing	12
Housing Officers	Housing	70
JSNA Manager	Central Services	15
QOL Survey - Health Questions	Central Services	10
Prevention Homelessness - Substance Misuse Pathway	Housing	750
Substance Misuse	Public Health	1,117
Domestic Abuse	Public Protection	631
Total - Internal Commissioned Services		6,159

1. Capital Programme

- 1.1. The following table below (Figure 1) sets out the forecast Capital Outturn position for 2019/20 by Directorate, with further detail provided in Directorate appendices and a full programme summary at the end of this report.
- 1.2. During the year various capital projects have been delayed and expenditure has slipped into future years. The profile of spend is regularly updated to reflect the latest position. Since the last budget monitoring report £7m of expenditure within Growth and Regeneration which was expected to be delayed until after April has been accelerated to be paid this financial year. This is offset against further delays to projects within People and Resources meaning a net acceleration of spend of £1.7m.
- 1.3. There has been further slippage since last month of £1.7m within the HRA capital programme.
- 1.4. The overall programme for 2019/20 has slipped from the original planned £236.4m to a forecast of £161.9m. The slippage has been re-profiled into future years as set out in the 2020/21 budget report to Full Council.

Approved Budget	Previous Period Reported Budget	Directorate	Revised Budget	Actual Spend to date	Budget Spend to date %	Indicative Forecast Outturn	Variance
£m	£m		£m	£m	%	£m	£m
25.8	22.0	People	22.0	14.0	64%	18.5	(3.5)
17.7	16.1	Resources	16.0	9.3	58%	14.2	(1.8)
130.4	55.8	Growth and Regeneration	56.4	47.0	83%	63.4	7.0
173.9	93.9	Sub-total	94.4	70.3	74%	96.1	1.7
10.7	0.0	Corporate	0.0	0.0	0%	0.0	0.0
51.8	49.5	Housing Revenue Account	49.5	35.2	71%	47.8	(1.7)
236.4	143.4	Total Core Capital Programme	143.9	105.5	73%	143.9	(0.0)
	15.0	Commercial Investments	18.0	16.3	91%	18.0	0.0
236.4	158.4	Total Capital & Investments	161.9	121.8	75%	161.9	(0.0)

- 1.5. The Commercial Investments are in relation to our investments with our wholly owned companies, City Funds LP, Bristol Credit Union, and the Avon Mutual Regional Community bank. During January an investment payment to the Energy Company of £2.4m was paid in line with the current approved business plan.
- 1.6. To note the re-organisation reporting adjustment of the Housing Company working capital is reported within Commercial Investments and operational delivery costs will be reported through Growth and Regeneration directorate therefore, minor change of £0.2m on previous reported budget position at Period 9.
- 1.7. The 2019/20 budget has increased by £1.1m from Period 9 to the revised Period 10 budget of £160m, of which the main change is from corporate investment payments as seen in Table 1 below.

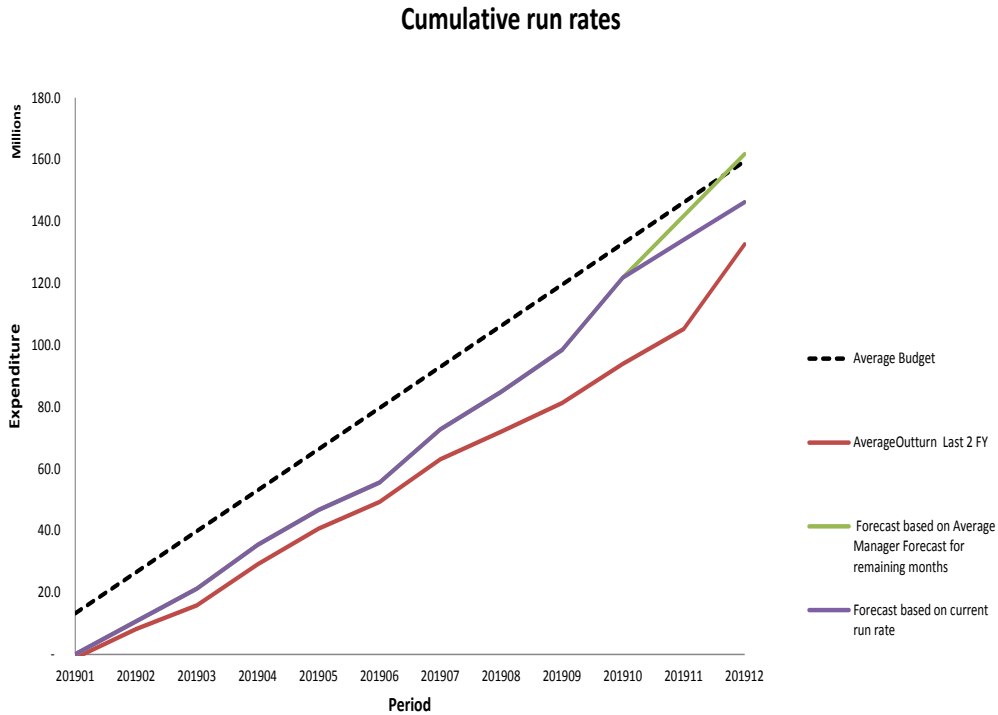
Table 1 - Period 10 Capital budget movements

Prog ref	Directorate	Service	Reported Decision	Change Requested	Change Request Description	2019/20 Impact £m
ZZ01	Commercial Investments	Corporate Treasury Management	Cabinet 2nd July 2019	Add New funding	Investment in Bristol Credit Union and Avon Mutual Regional Community Bank	0.9
PL10	Growth & Regeneration	Transport	Executive Decision	Add New funding	Highways transport minor works	0.2
Totals						1.1

- 1.8. The current forecast assumes that the average monthly spend for the remainder of the year will

increase from the current spend run-rate. Given the level of spend to date (£122m) as indicated in (Figure 1) and the current run rate table along with making comparisons with previous years expenditure (Figure 2) the outturn is projected to be region of £146m based on current and previous spend trends. This is marginally below the current forecast of £162m.

Figure 2 – Period 10 Capital Forecast and Run-Rate Comparison



Gross Expenditure by Programme

Ref	Scheme	Current Year (FY2019) - Period 10				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
		£000s				%	
People							
PE01	School Organisation/ Children's Services Capital Programme	14,849	10,723	13,763	(1,086)	72%	93%
PE03	Schools Devolved Capital Programme	1,900	2,136	2,500	600	112%	132%
PE04	Non Schools Capital Programme	279	324	279	0	116%	100%
PE05	Children & Families - Aids and Adaptations	170	30	157	(13)	18%	92%
PE06	Children Social Care Services	745	107	261	(484)	14%	35%
PE06B	Adult Social Care – Better Lives at Home Programme	3,727	512	1,190	(2,537)	14%	32%
PE08	Care Management/Care Services	228	137	228	0	60%	100%
PE10	Sports Capital Investment	120	12	80	(40)	10%	67%
Total People		22,018	13,980	18,458	(3,560)	64%	84%
Resources							
NH08	Omni Channel Contact Centre (ICT System development)	0	(44)	(44)	(44)		
PL21	Building Practice Service - Essential H&S	3,207	1,960	2,465	(742)	61%	77%
PL27	Vehicle Fleet Replacement Programme	2,560	2,112	2,560	0	82%	100%
PL36	Investment in Markets infrastructure & buildings	90	38	87	(3)	43%	97%
RE01	ICT Refresh Programme	1,620	99	1,620	0	6%	100%
RE02	ICT Development - HR/Finance	1,317	958	1,127	(190)	73%	86%
RE03	ITTP – IT Transformation Programme	6,399	4,024	6,235	(165)	63%	97%
RE05	Mobile Working for Social Care (Adults & Children)	781	113	111	(670)	14%	14%
Total Resources		15,975	9,260	14,161	(1,813)	58%	89%
Growth & Regeneration							
GR01	Strategic Property – Temple Meads Development	1,898	1,447	1,898	0	76%	100%
GR03	Economy Development - ASEA 2 Flood Defences	2,357	693	2,500	143	29%	106%
GR06	Innovation & Sustainability - OPCR 2	819	1,279	1,640	821	156%	200%
NH01	Libraries for the Future	73	4	43	(30)	6%	58%
NH02	Investment in parks and green spaces	1,346	1,003	1,696	350	75%	126%
NH03	Cemeteries & Crematoria - Pending Business Case Development	100	12	100	0	12%	100%
NH04	Third Household Waste Recycling and Re-use Centre	304	96	304	0	32%	100%
NH06	Bristol Operations Centre - Phase 1	280	110	280	0	39%	100%
NH06A	Bristol Operations Centre - Phase 2	564	495	414	(150)	88%	73%
NH07	Private Housing	3,267	2,823	3,279	12	86%	100%
PL01	Metrobus	(411)	353	22	433	-86%	-5%
PL02	Passenger Transport	985	618	852	(133)	63%	86%
PL03	Residents Parking Schemes	103	63	103	0	61%	100%
PL04	Strategic Transport	4,199	3,492	4,793	594	83%	114%
PL05	Sustainable Transport	4,530	3,735	4,367	(163)	82%	96%
PL06	Portway Park & Ride Rail Platform	885	0	337	(548)	0%	38%
PL08	Highways & Drainage Enhancements	165	202	665	500	122%	402%
PL09	Highways infrastructure - bridge investment	295	288	365	70	98%	124%
PL09A	Highways infrastructure - Cumberland Road Stabilisation	682	638	926	244	93%	136%
PL10	Highways & Traffic Infrastructure - General	7,718	5,774	7,817	99	75%	101%
PL10B	Highways & Traffic - Street Lighting	146	80	146	0	55%	100%
PL10C	Transport Parking Services	50	0	203	153	0%	407%
PL11A	Cattle Market Road site re-development	1,491	1,184	1,451	(39)	79%	97%
PL13	Filwood Green Business Park	158	0	0	(158)	0%	0%
PL14	Bristol Legible City Scheme	194	124	194	0	64%	100%
PL15	Environmental Improvements Programme	173	76	148	(25)	44%	86%
PL16	Economy Development - ASEA 1 Flood Defences	41	1	41	0	4%	100%
PL17	Resilience Fund (£1m of the £10m Port Sale)	312	315	493	181	101%	158%
PL18	Energy services - Renewable energy investment scheme	350	1,123	1,280	930	321%	366%
PL18A	Energy Services – Bristol Heat Networks expansion	2,544	2,485	4,528	1,985	98%	178%
PL18B	Energy Services - School Efficiencies	390	324	439	49	83%	113%
PL18D	Energy Services - EU Replicate Grant	461	659	541	81	143%	118%
PL20	Strategic Property	327	307	341	14	94%	104%

Gross Expenditure by Programme		Current Year (FY2019) - Period 10				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
		£000s				%	
PL22	Strategic Property - Investment in existing waste facilities	8	8	8	0	100%	100%
PL23	Strategic Property - Temple St	195	173	195	0	89%	100%
PL24	Colston Hall	10,292	9,038	10,295	3	88%	100%
PL28	Bottleyard Studios	134	63	63	(70)	47%	47%
PL30	Housing Strategy and Commissioning	8,708	7,946	10,401	1,693	91%	119%
PL30A	Housing Programme delivered through Housing Company	225	2	225	0	1%	100%
Total Growth & Regeneration		56,358	47,035	63,394	7,037	83%	112%
Total Capital Expenditure excl HRA		94,351	70,275	96,014	1,663	74%	102%
Housing Revenue Account							
HRA1	Planned Programme - Major Projects	9,558	6,627	9,495	(63)	69%	99%
HRA2	New Build and Land Enabling	22,164	16,349	20,422	(1,741)	74%	92%
HRA3	Building Maintenance and Improvements	17,762	12,245	17,875	113	69%	101%
Total Housing Revenue Account		49,484	35,222	47,792	(1,692)	71%	97%
Commercial Investments							
ZZ01	Commercial Investments - Funding	18,041	16,292	18,041	0	90%	100%
Total Commercial Investments		18,041	16,292	18,041	0	90%	100%
Total Capital Programme and Commercial Investments		161,876	121,789	161,847	(28)	75%	100%

Decision Pathway – Report

PURPOSE: For reference

MEETING: Cabinet

DATE: 03 March 2020

TITLE	Council Homes Regeneration (<i>Strategic delivery approach to emerging programme</i>)		
Ward(s)	City Wide (All Wards)		
Author: Jon Feltham	Job title: Programme Director (Estate Regeneration)		
Cabinet lead: Cllr Smith	Executive Director lead: Stephen Peacock		
Proposal origin: BCC Staff			
Decision maker: Cabinet Member			
Decision forum: Cabinet			
Purpose of Report:			
<ol style="list-style-type: none"> 1. The purpose of this report is to set out the proposed strategic delivery approach to the Council’s emerging Estate Regeneration Programme. Estate regeneration will target some of the City’s most challenging housing stock and where possible use Council owned assets to bring about positive transformational change that will benefit all residents. 2. To help to address these challenges around housing supply and quality of housing, Bristol intends to embark upon an estate regeneration programme to provide more and better homes for the residents of Bristol. The proposed estate regeneration programme can deliver better homes for existing residents and additional new homes for those on the waiting list. 3. This report makes recommendations for the approach the Council should take when considering estate regeneration projects. It highlights the methodology used to select estates (see Appendix Aa), and sets out a statement of strategic intent covering the Council’s proposed commitments and offers to residents on estates where regeneration may be considered by the Council (see Appendix Ab). 			
Evidence Base:			
<u>Background Information</u>			
<ol style="list-style-type: none"> 1. Housing is at the heart of the Council’s drive to improve the quality of life for residents and to create thriving communities and attractive places where people positively choose to live. The Council is committed to delivering high quality environmentally sustainable homes, including more affordable homes for local people. 2. Affordable housing is the fundamental enabler to the future health and vitality of the City, and the Council is committed to working with and enhancing existing communities and redevelopment of our poorly performing housing estates can be part of the solution to increasing housing supply. 3. Recent Government announcements and changes to national housing policy have resulted in a significant shift in the landscape of social housing provision, with local authorities receiving more freedom and flexibilities over how they invest in their housing stock. The lifting of the HRA borrowing cap has provided more scope for councils to deliver more and better housing. 4. The Council remains, by a considerable distance, the largest social landlord in Bristol providing approx. 28,770 homes to tenants and leaseholders located across the City. 5. On the supply side the Council has been a leading local authority in delivering new council housing - we have already built 146 homes across twenty sites, and are currently on-site with our largest single development of 133 homes. This new build programme will continue on brownfield sites in addition to any estate regeneration proposals. 6. As a stock-holding Council, Bristol is intending to embark on an ambitious council-led estate regeneration programme, which has an essential part in the wider commitment of delivering growth and tackling economic deprivation and social disadvantage on Bristol’s Council estates. This will provide additional much needed 			

affordable housing for local residents and will help us bring forward the largest Council homebuilding programme seen in the City for a generation.

7. The Council has not embarked on an estate regeneration programme for a number of years, with the last two being initiated between 15 and 20-years ago:
 - In the late 1990's the Council was involved in the replacement of 630 defective Parkinson Reinforced Concrete houses on the Upper Horfield Estate (40 acres) in north Bristol, by forming an innovative partnership with Bristol Community housing Foundation (now United Communities) and Bovis Homes. The estate renewal programme provided 925 new homes across the estate (401 social rent and 524 market homes) and the last homes were successfully completed in 2008.
 - The Prefab Redevelopment Project (2004 to 2012) involved demolition and replacement of 330 no. prefab's across fifteen sites. 1,176 new homes were built, of which 321 no. were new council homes. The areas were, Brislington, Horfield, St George, Shirehampton, Ashton Vale and Hengrove. A further 151 homes were built by the council, but were sold to Sovereign HA as affordable units on the Blackswarth and Mallard sites.
8. Estate regeneration is a long-term process tackling multiple complex social and economic issues from inclusivity, economic growth, health and well-being and crime-reduction. It can be an incredibly complex and often protracted process that requires commitment, engagement and partnership that bring people together to deliver transformational change and improved outcomes for communities.
9. Our definition of "estates" is not a geographical area within the City, but is a group of homes and other buildings built together as a single development solely for council tenants. They are likely to have been built by a single contractor, with only a few styles of house or building design, so they tend to be uniform in appearance.
10. The proposed programme would primarily focus on improving the quality of housing on some of our largest and most challenging estates sat within the Housing Revenue Account (HRA). This transformational change would aim to address some of the key existing issues some of our estates face such as poor-quality accommodation, lack of permeability, accessibility, insufficient legibility, security, anti-social behaviour and poor-quality public realm/open space.
11. When undertaken successful, estate regeneration can bring genuine benefits to local people, with better homes for people living on the estate, more homes of all tenures, improvements to neighbourhoods, new opportunities for training and employment, and new community facilities.
12. The renewal programme aims to take further advantage of the opportunity for the Council to build more homes by regenerating and re-invigorating "underperforming" Council owned estates. The locations that will be under consideration are where the existing homes are uneconomical to maintain, where the homes/estate is unpopular or faces significant socio-economic issues, where there is potential for additional homes by optimising land use (densification); or where other challenges exist such as: high concentrations of poor quality one and two-bedroom social rented homes; or areas where it is not practical to significantly improve the surroundings without large-scale change.
13. The proposed programme gives the Council the opportunity to improve the quality of housing, the quality of the local environment and the quality of life for Bristol residents. It has the potential to provide residents with safe, new, modern homes which meet their housing needs in cohesive and healthy neighbourhoods.

Key Issues for Consideration

1. To note that no decisions have been taken on the future of our estates. At this stage the Council is setting out a statement of strategic intent rather than a decision to regenerate a particular estate. Any site specific estate proposals would need to come back to Cabinet for consideration and approval.
2. The Mayor is keen to provide inclusive growth opportunities for disadvantaged citizens of the City. Through a housing-led regeneration initiative there is the opportunity to address both socio-economic and environmental issues, and deliver significant benefits for the local community and the wider Bristol economy.
3. The proposed programme will help ensure that Bristol has housing that is the best it can be for all its residents; this includes good quality, energy efficient homes they can afford.
4. The Council has to consider how best to use a constrained budget for stock investment across all Council-owned homes in Bristol. There's now a greater need to demonstrate the value delivered by housing assets to the business, the value for money achieved in their repair, maintenance and improvement and the value delivered to residents. There is a need for more robust strategic planning so asset management can better contribute to effective business planning. The recently procured Savills Housing Asset Performance Evaluation (SHAPE) tool procured by Housing and Landlord Services provides the Council with a clear objective methodology as to how

estates can be identified for more detailed options appraisal.

5. An initial SHAPE assessment of our major estates will determine their condition and performance, and identify those that could benefit from some form of regeneration. Poorly performing properties essential drain money out of the HRA, as they cost more to maintain than the income provided through the use of the asset. The worst performing properties are proposed to be considered under this programme through an “all options considered” options appraisal.
6. To achieve housing targets and ensure large sites are financially viable within constrained Council finances, cross-subsidisation will be necessary. This means there will need to be some full market rent and sale homes to help pay for redevelopment, as it will allow the Council to reinvest the 15-20% development profit that private developers normally make in the City.
7. If full redevelopment (by replacing all of the existing buildings) is chosen as a way to proceed, then affordable homes should at least be replaced on a like-for-like basis (i.e. no net loss), and our ambition is to increase the level of social housing wherever possible.
8. Homes across the City must be made low-carbon, low energy and resilient to a changing climate. Bristol is leading by example in taking action on climate change. We were the first UK city to declare a climate emergency and have committed to being a carbon neutral city by 2030. We bear a significant responsibility for reducing our CO2 emissions - given that about 36% of carbon emissions in Bristol are estimated to come from domestic energy use, and with 15% of the city’s stock being Council homes, investment in energy efficiency measures and encouraging residents to cut their energy use helps tackle fuel poverty as well as contributing to carbon reduction in the City.
9. The estate regeneration process will be resource intensive and therefore the number of estates to be progressed at any one time will need to be limited to ensure that the Council has the capacity to adequately take forward each one. This means that those estates facing the most significant and pressing issues using the criteria above will be prioritised.
10. Regeneration will not succeed without broad support from local residents. Invariably, local people have in-depth knowledge of their neighbourhood, both factual and anecdotal, which will help build the bigger picture of what is needed. Just as important is clear articulation of what is possible. For a project to be a long-term success a wide variety of stakeholders must come together to form a consensus across a range of issues including the key estate regeneration objectives and how best to achieve them.
11. Tested resident opinion in support of estate regeneration proposals will be required before any existing social homes on estates are demolished and replaced (i.e. evidence of full engagement and support).
12. The proposed Estate Regeneration Programme has the potential to see neighbourhoods across the City transformed; not purely in terms of the condition of the housing, but in terms of the quality of the places; promoting vibrant and sustainable communities where people are proud to live and work. It will also enable the Council to make sensible investment decisions and get best value out of its investments.
13. Whilst regeneration and renewal can secure significant benefits for residents, the process can also be worrying and stressful for residents. We particularly support an emphasis placed on engaging with local people as this will help. We want to ensure that residents are able to fully participate in the planning, development and delivery of future options which will benefit all current and future Bristol residents on estates where regeneration may be considered. Building support and brokering engagement is essential for effective regeneration – not just because it helps speed up the process – but because it leads to better outcomes for the community, and has wider, long term social and economic benefits.
14. It is clear that if redevelopment proposals go ahead, there will be a degree of disruption for the community throughout the construction period. Therefore, it is important that the proposals are shaped in a way that they genuinely benefit the existing community. Any new development will aim to create a number of significant positive outcomes that can be delivered in terms of high-quality new housing, a significant number of new council-owned homes and wider place-making benefits.
15. A further report to Cabinet will be submitted (in the autumn of 2020) setting out our full Estate Regeneration Strategy.

Cabinet Member / Officer Recommendations:

1. That Cabinet approves the development of a Bristol Estate Regeneration Programme (Council Homes).
2. That Cabinet notes the commitment to work with residents in an open and transparent way that reflect the values of the Council. This includes honest conversations with residents about the stock issues not likely to be resolved by one off investments.
3. That Cabinet approves the proposed commitments and offers (principles at this stage) set out in this report, as a

- basis for preliminary discussion with residents on estates where regeneration may be considered by the Council.
4. That Cabinet authorises the Executive Director of Growth and Regeneration in consultation with the Section 151 Officer, to apply for and accept external 'capacity' funding to help support the delivery of this programme.
 5. That Cabinet notes the methodology used to select estates that will be considered as part of the Estate Regeneration Programme.
 6. That Cabinet authorises the Executive Director of Growth and Regeneration in consultation with the Cabinet Member for Housing, to agree to proceed to consult on selected estates as part of the Estate Regeneration Programme.

Corporate Strategy alignment: This proposal aligns with Corporate Strategy Commitment to creating a fairer more equal City for everyone. The Council is committed to building a better Bristol that includes everyone in the city's success. It is here to take care of the economic, social and environmental wellbeing of Bristol alongside many other key stakeholders. It also seeks to address inequalities, unemployment and poverty in the City through access to warm, secure affordable homes, to achieve a higher quality of life. A priority for the City is finding innovative ways of increasing the availability and affordability of a range of housing types and creating mixed and balanced communities where people want to live and work. The scheme will support the Strategy's target of making sure that 2,000 new homes – 800 affordable – are built in Bristol each year by 2020.

City Benefits: The proposal will facilitate the supply of additional affordable housing which will be of benefit to the whole City. Housing is at the heart of the Council's drive to improve the quality of life for residents and to create thriving communities and attractive places where people positively choose to live. Housing should provide a springboard to achieving a high quality of life and create the opportunity for all to thrive in mixed communities of their choice. Creating a mixed and balanced community with a strong sense of place and liveable environment, can help benefit mental and physical health, social interaction and security. It will also help create greater equality of opportunity and quality of life. The lack of affordable housing causes homelessness and the people who are owed a homelessness duty by the Council are disproportionately young people, disabled people, BAME people and lone parents who are mainly women. Effective land use helps relieve pressure on the development of green and open space in the City.

Consultation Details: A Stakeholder Management Plan is being prepared with the support of the External Communications and Consultation Team.

Background Documents:

Bristol City Council Corporate Strategy 2018 – 2023.

Revenue Cost	N/A	Source of Revenue Funding	N/A
Capital Cost	N/A	Source of Capital Funding	N/A
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. Finance Advice: There are no specific finance implications arising directly from this report. Any proposed regeneration investment must be sustainable within the HRA Business Plan, and would be incorporated within the annual budget setting process and the capital programme.

The HRA is required to have a sustainable 30-year Business Plan which will be refreshed later in the year in line with the Medium Term Financial Plan update to determine the potential borrowing capacity. Estate regeneration evaluates individual estates taking into account their financial performance in terms of anticipated costs and rental income. This information can be used to evaluate the financial sustainability of the Business Plan based on stock maintenance requirements.

Finance Business Partner: Wendy Welsh, Finance Business Manager – 18th February 2020

2. Legal Advice: There are no specific legal implications arising directly from this report. Legal advice concerning individual projects should be sought to ensure compliance with the public sector equality duty and Section 105 of the Housing Act 1985, which requires consultation with secure tenants who are likely to be substantially affected by improvement programmes or changes to services and amenities. In the event of grant applications being successful

care will need to be taken to ensure compliance with grant conditions when making use if these funds.
Legal Team Leader: Sarah Sharland, Team Leader Litigation Regulatory and Community Team - 6 th February 2020
3. Implications on IT: No expected impact on IT Services.
IT Team Leader: Simon Oliver, Director - Digital Transformation – 30 th January 2020
4. HR Advice: There are no anticipated HR implications evident.
HR Partner: Celia Williams, HR Business Partner (Growth and Regeneration) – 6 th February 2020

EDM Sign-off	Stephen Peacock	15 th January 2020
Cabinet Member sign-off	Cllr Paul Smith	21 st January 2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	3 rd February 2019

Appendix A – Further essential background / detail on the proposal Appendix Aa - Commitment to our Residents Appendix Ab - Eligibility for Inclusion of Estates	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	NO
Appendix F – Eco-impact screening/ impact assessment of proposal	NO
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information By virtue of paragraph 3 of Part 1 of schedule 12A of the Local Government Act 1972.	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO

Commitment to our Residents

The Council is aware that whilst regeneration and renewal can secure significant benefits for residents, the process can cause concern for residents and therefore certain commitments will need to be made to address these concerns. These commitments will act as the basis for preliminary discussion with residents on estates where regeneration is being considered, and will help ensure established communities remain in the area and benefit from the estate renewal.

The following commitments will be made to residents living on estates affected by the proposed estate regeneration programme:

1. Local residents will be at the heart of any regeneration proposals;
2. New homes will be better designed, safer and more energy efficient (e.g. with significantly reduced energy bills), with an improved local environment;
3. Residents will be given choices in the design of their new homes, including over the internal fit out options of kitchens and bathrooms;
4. Tenancy conditions and rights will not change for existing secure council tenants;
5. We will protect rents and any secure council tenant will have their rent levels maintained at social rent levels.
6. We will seek to ensure that there is no net loss of social rented homes;
7. Secure council tenants and resident homeowners will be guaranteed a right to return to a new home on the same estate;
8. There will be no more than two moves for Council tenants during the re-housing process;
9. Secure council tenants will not be financially worse off as a result of the renewal scheme, and will be compensated where appropriate - receiving both Home Loss and Disturbance payments (e.g. removal costs, fees);
10. An attractive and fair deal will be offered to leaseholders and freeholders affected; and
11. Additional help and support will be available through dedicated officers providing tailored advice.

Our commitments will represent a benchmark – the guaranteed minimum for all tenants, leaseholders and freeholders on our renewal schemes. These can be expanded where this can be accommodated within, and is appropriate for, any particular scheme. But the above sets out a clear set of minimum commitments to ensure all existing residents on the estate benefit from regeneration in Bristol.

Point 9, will not apply to private tenants; people who are subletting from Council leaseholders or freeholders; or commercial tenants who are required to move because of an estate renewal scheme. However, the Council will provide advice and help these residents to find alternative accommodation.

Nothing in our proposed commitments will affect the statutory rights of our residents.

Each estate will then have its own 'Residents' Charter' stating the Council's commitments and offer to residents on a particular estate where regeneration is being considered. These should be clear, specific and deliverable, and written in accessible and non-technical language. They will set out the rights of residents and those affected by any redevelopment proposals, as well as the council's obligations and commitments. The main principles of the Charter are:

- the provision of information, facts and figures to enable residents to make informed decisions about their future;
- specific commitments to council tenants, leaseholders and freeholders and the options available to them;
- the right for all residents to have access to independent advice throughout the regeneration project; and
- the requirement for the Council to support a Residents' Group to act as a body for consultation.

Eligibility for Inclusion of Estates

Asset Performance Evaluation

It is essential the Council routinely challenges and reviews the use, provision and performance of its assets, and active management of the Council's existing HRA assets is required to maximise opportunities across the portfolio.

We recently commissioned Savills to undertake an Asset Performance Evaluation (SHAPE) of all the housing stock in the Housing Revenue Account (HRA). This will enable us to understand the performance of our assets, measured against our own financial and social objectives. Active asset management means using the results of the SHAPE tool to drive investment decisions. The tool will enable the Council to take action to strengthen our business planning, investment planning and growth strategies. Going forward, it will form a key element of the asset management strategy and can inform prioritisation of regeneration actions.

For estates being considered for intervention there will be a viability outcome that suggests significant opportunity exists to achieve one or more of the following: replace uneconomical or poor quality properties; maximise the use of existing assets; improve the living environment for residents; assist in developing mixed and balanced communities.

Options appraisal is the next step after the performance of assets has been ascertained and is central to active asset management. It is a consideration of ways to address poor financial and social performance of an asset, carried out because action can reduce long-term pressure on the business plan and free up financial capacity to invest in more sustainable existing stock, new stock, or other priorities. It can also reduce vulnerability to further income shocks such as rent reductions, increased bad debts etc.

Each estate is different, and a thorough options appraisal process will lead to the most financially deliverable solution. This must be measured against a "do nothing" option to demonstrate the true benefits of the preferred approach over the long term. This may lead to a variety of approaches, including re-use of existing buildings and remodelling, infill and densification, or full redevelopment or a hybrid.

Decision Pathway – Report Template

PURPOSE: For reference

MEETING: Cabinet

DATE: 03 March 2020

TITLE	Joint Local Transport Plan 4 (JLTP4)		
Ward(s)	City wide		
Author: Jacob Pryor		Job title: Interim Transport Policy and Strategy Manager	
Cabinet lead: Cllr Kye Dudd		Executive Director lead: Stephen Peacock	
Proposal origin: BCC Staff			
Decision maker: Cabinet Member			
Decision forum: Cabinet			
Purpose of Report:			
<ol style="list-style-type: none"> 1. This report is to note the JLTP4 prior to adoption by the West of England Joint Committee on 20th March 2020. 			
Evidence Base:			
<ol style="list-style-type: none"> 1. The JLTP4 is the statutory transport plan for the West of England. 2. The full plan is available here with supporting appendices: https://travelwest.info/projects/joint-local-transport-plan 3. The BCC Cabinet Member for transport and the Mayor’s office signed off the draft plan to go out to public consultation in February and March 2019. 4. The plan has been edited following engagement and public consultation. 5. Key edits that have been made are (full details as part of Appendix A1): <ol style="list-style-type: none"> a. Commitments for action on climate change, following declaration of climate emergency from all authorities b. Reference to how JLTP4 aligns with the 17 UN Sustainable Development Goals c. Wording amendments to demand management elements d. Wording amendments to reallocating road space elements e. Wording amendments relating to the Joint Spatial Plan and Joint Transport Study f. Amendments to categorisation of the major transport scheme programme as a result of the Joint Spatial Plan outcome g. Scheme/area specific amendments as a result of progress since draft document and to respond to public consultation 			
Cabinet Member / Officer Recommendations:			
That Cabinet			
<ol style="list-style-type: none"> 1. Note the JLTP4 prior to adoption by by the West of England Joint Committee on 20th March 2020. 			
Corporate Strategy alignment: All of the themes in the Corporate Strategy are met through this exercise: the plan seeks to improve transport connections across the region. We have carried out extensive public consultation and have edited the plan as a result of the input from our citizens and stakeholders, which has empowered communities to get involved in shaping the plan. We have taken additional steps to ensure the consultation process is very accessible to all with the aim of reaching under-represented voices to get involved in shaping transport proposals.			
City Benefits: The JLTP4 sets out our objectives and ambitions for transport in the region up to 2036. Over the lifetime of the plan, the West of England will see an increase of housing by around 105,000 new homes and around 82,000 new jobs, many of which will be located in Bristol. The measures outlined in the JLTP4 will offer improvements to transport to accommodate this growth and tackle congestion in the city.			

Consultation Details: Public consultation was held in February and March 2019. This consisted of the following methods:

1. Public consultation hosted on travelwest.info (West of England wide website)
2. Adapted 'budget simulator' tool that allowed citizens to identify priorities in transport measures and learn more about their choices
3. Stakeholder event that included members of the Bristol Transport Board and an advisory group that was set up to inform the content of the JLTP4
4. Short video on travelwest.info that explained the plan and pointed to the consultation tools
5. Materials put in libraries and public centres that directed people to consultation website
6. Social media toolkit was created that allowed Members and stakeholders to push out link to consultation through existing channels

Over 4,200 responses were received and analysed individually by the JLTP4 Project Team (officers from all five authorities). A consultation report summarising the response has been produced and is provided in Appendix B.

Background Documents: The final JLTP4 to be agreed by Cabinet to be adopted by West of England Joint Committee in March 2020 is provided here: <https://travelwest.info/projects/joint-local-transport-plan>. A summary of the edits made from the consultation document is also part of Appendix A.

Revenue Cost	N/A	Source of Revenue Funding	N/A
Capital Cost	N/A	Source of Capital Funding	N/A
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. **Finance Advice:** There are no direct financial implications expected as a direct consequence of approving the New JLTP4, other than any costs of publishing and communicating the details of the new policy, which will be met from existing Strategic Transport Service budgets.
2. The draft JLTP demonstrates the challenges facing the sub-region and proposes a number of mitigating actions to support housing, employment and economic growth which would lead to significant scale of transport capital and revenue investments. These have not yet been quantified and included in the current MTFP. They will form the subject of future Cabinet report.

Finance Business Partner: Kayode Olagundoye, Interim Finance Business Partner, Growth and Regeneration, 06/02/2020

Legal Advice: Local Authorities are required to produce Local Transport Plans under the Transport Act 2000 (as amended by the Transport Act 2008). The production and adoption of this Joint Local Transport Plan meets that statutory obligation.

Legal Team Leader: Joanne Mansfield, Team Leader, 10/01/20

3. **Implications on IT:** There appear to be no direct IT implications in this initiative. However, the digital services team may need to be engaged in a timely manner regarding any required changes to the BCC website.

IT Team Leader: Simon Oliver, Director Digital Transformation, 06/11/2020

4. **HR Advice:** There are no HR implications evident

HR Partner: Celia Williams, HR Business Partner G&R, 07/01/2020

EDM Sign-off	Stephen Peacock	15/01/2020
Cabinet Member sign-off	Cllr Kye Dudd	20/01/2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	03/02/2020

Appendix A – Further essential background / detail on the proposal	YES
Appendix B – Details of consultation carried out - internal and external	YES

Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO

Appendix 1 – Substantive JLTP changes

Joint Local Transport Plan 4 Summary of Changes

January 2020

The main changes to the Joint Local Transport Plan 4 (JLTP4) are set out below.

New climate change frontispiece

Added to reflect the climate emergencies declared by all five local authorities and requests to bring climate change up front – see below.

Climate Emergency – the challenge ahead

Making a difference

Transport is on the up in the West of England. Since the first Joint Local Transport Plan (JLTP) back in 2006 much has changed for the better in our area. The arrival of metrobus and the Greater Bristol Bus Network has transformed local bus services whilst transport packages in Bath and Weston-super-Mare and investment through the Local Sustainable Transport Fund, Cycling Ambition Grant and the Local Growth Fund has improved conditions for cycling and walking. The number of cycling trips has more than doubled whilst against the national trend of decline bus patronage has grown. Rail passengers too have doubled in number since 2008. Looking ahead MetroWest, our rail project for enhanced services, new station and reopened lines, is on the point of delivery. The Local Cycling and Walking Infrastructure Plan will provide a prioritised list of improvements across the West of England. Thanks to Go Ultra Low West and enhanced infrastructure, every year more and more car trips are made by electric vehicles. Meanwhile work is starting on a transformational mass transit network for the West of England and with technology changing at a rapid pace we will embrace this change and look forward to enabling new innovative and low carbon ways to travel.

The challenge

All of the above is great news for transport. But we recognise the very real challenge of climate change, the emergency we face and its impact on the health, safety and wellbeing of our residents and people around the world. The UN Intergovernmental Panel on Climate Change (IPCC) have warned that a rise in temperatures of just 1.5 degrees could lead to ecological, environmental and humanitarian disaster. The Panel concludes we will require rapid, far reaching and unprecedented changes in all aspects of society to avoid this occurring. This is especially true for the transport sector at 32% the largest single source of carbon emissions contributing to climate change in the South West. For the West of England transport CO2 emissions will rise by a further 22% by 2036 if we don't act increasing the risk of droughts, floods and extreme heat not just globally but also for the south west region. Consequently, all four local authorities and WECA have now declared climate emergencies. Encouraging modal shift

Our Joint Local Transport Plan aim is to ensure transport is carbon neutral by 2030. To do this there has to be a substantial modal shift towards cleaner and greener and more sustainable forms of transport. We will need to maximise every opportunity and work in close partnership with sustainable transport organisations, bus and rail operators to encourage and help people to switch from using their cars to cycling, walking and public transport. We realise for some of us driving a car is essential and is likely to remain so. This may be due to mobility impairments, the nature of work patterns or having to transport bulky or heavy items. For the majority of society, however, the car is often seen as the most convenient personal choice. We will need to provide the transformational alternatives such as a new mass transit network to enable people to switch.

This may not be enough so we will consider ways to manage demand through possible congestion charging, emissions charging and workplace parking levy type schemes. Fellow cities such as Oxford, Leicester and Birmingham are actively looking at these to reduce demand and overall carbon emissions. Revenue raised from demand management measures, which could be significant, would be re-invested in public transport, cycling and walking. London of course already has its congestion charging scheme whilst Nottingham has work place parking levies which has raised over £61m since it was introduced in 2019. For Nottingham these levies have helped the city to fund its second tram route.

JLTP4 and ongoing review

This Joint Local Transport Plan (JLTP4) sets out to decarbonise and promote and transform cleaner and greener and sustainable forms of transport – cycling, walking and public transport but it is unlikely to be enough to be transport carbon neutral by 2030. It is nonetheless a good starting point. We will need to be flexible, agile and brave in our approach to the climate emergency as technologies evolve and lifestyles and future strategic and local development planning change so the JLTP4 will not be set in stone. For these reasons the JLTP4 will remain under review. We will undertake an immediate review which will include further work to build up the evidence base and establish what will be required to reach the 2030 target and this will set the basis for the next JLTP.

The review will also include:

- Reinventing public transport through mass transit, smart ticketing and making it more user friendly, convenient, safe, direct and attractive linking key destinations to enable everyone to use it.
- Rethinking how we use our existing transport corridors including reallocating more and more road space to buses, pedestrians and cyclists.
- Demand management measures to influence travel choice and raise revenue to reinvest in alternatives.
- First and last mile type solutions to provide a linked-up transport network.
- Explore new ways to run and fund our transport networks to provide unprecedented investment in cycling, walking and public transport.
- Promote zero carbon development that does not need to be retrofitted.

In the meantime, regular reviews and progress reports will ensure the JLTP4 remains relevant and decisive.

Government role

The JLTP4 and its successor Plan will not be able to achieve everything on their own. Central Government will have an increasingly large role to play on issues such as the price of fuel, tightening emission standards, incentives to switch to electric vehicles and funding for mass transit. As an example the October 2019 IMF report 'How to mitigate climate change' concluded that of the various mitigation strategies to reduce fossil fuel CO2 emissions, carbon taxes levied on the supply of fossil fuels are the most powerful and efficient because they allow firms and households to find the lowest-cost ways of reducing energy use and shifting toward cleaner alternatives. Only the Government can lead on carbon taxes.

We will lobby and push central Government to play its part and enable the legislation and funding necessary to deliver the JLTP.

Where we want to be in 2036

By 2036 at the completion of the JLTP4 the West of England will be a carbon neutral community where walking and cycling are the preferred choice for shorter journeys, and the vast majority of vehicles on the road are decarbonised and no longer powered by fossil fuels. People will have the opportunity to move around the region using affordable, high quality and frequent public transport to access their jobs and leisure activities and for vehicles delivering goods. Public spaces will be greener, cleaner, people focused places that are no longer dominated by vehicles.

Ultimately our transport vision is:

'Connecting people and places for a vibrant, inclusive and carbon neutral West of England.'

Read on for how we aim to achieve this.

JLTP4 and the Local Industrial Strategy

Launched in the summer of 2019 the West of England's Local Industrial Strategy sets the region's overarching strategic approach to how we will develop our regional economy through supporting innovation, skills development, enhancing productivity and infrastructure development. The JLTP sets out more detail about how we will develop transport in the region and address our priorities to reduce energy demands, lower carbon emissions and meet our climate emergency targets. Central to our Local Industrial Strategy and JLTP are the objectives of clean and inclusive growth and these are very much aligned to the United Nations 17 sustainable development goals. JLTP priorities include supporting sustainable economic growth, equality and accessibility, creating better places and embracing new technology.

Sustainable Development Goals

Complementing the Local Industrial Strategy and the JLTP are the 17 United Nations Sustainable Development Goals (SDG) which are recognised across the world as collective goals and aim, by 2030, to address challenges related to poverty, inequality, environment, prosperity, climate action and peace and justice.

Although transport may not have a direct impact on every goal, there are indirect ways that most of the 17 goals can be met through implementing the measures of the JLTP4 including creating better places and supporting sustainable and inclusive economic growth. Indirectly, other goals are positively benefitted, such as life on land and life below water, through consideration of species in our Habitats Regulations Assessment.



Section 2: Transport challenges in the West of England

In Section 2: Transport Challenges text has been added at the request of Directors on what happens if no action is taken – see below.

From Section 2:

If we don't deliver on these actions the most likely local outcomes by 2036 are:

- CO2 emissions up 22%
- Congestion costs £800m a year
- Delays up 40%
- Vehicle trips up 26%
- Time spent queuing in traffic 74%
- Journey time up 9%

And nationally:

- Summer temperatures in the UK will regularly reach 38.50C by the 2040s
- Heat related deaths in the UK projected to rise from 2,000 a year at present to 7,000 by 2050
- Heavier rainfall impact on drainage and sewage systems especially in urban areas

And globally:

- Higher temperatures - almost 400 all-time high temperatures were set in the northern hemisphere over the summer of 2019 with records broke in 29 countries
- More droughts and flooding
- More extreme weather events
- Retreating ice sheets - Arctic, Antarctic and Greenland
- Gulf stream continues to slow – 15% drop since the mid twentieth century
- Areas on Earth that are no longer habitable by people

Section 3: Vision and Objectives

In Section 3: Vision and Objectives new text at the request of Directors has been added covering where we need to be in 2030, where we want to be in 2036 and where we will go next – see below.

Where we need to be in 2030

To achieve carbon neutral transport by 2030 requires a substantial modal shift away from cars to public transport, cycling and walking. It is likely that a significant daily road pricing charge, and the return of the fuel tax escalator alongside further engine efficiency improvements will be needed to decarbonise transport. See Section 11 and Modal Target Shift for what this could look like.

Where we want to be in 2036

By 2036 at the completion of the JLTP4 the West of England will be a carbon neutral community where the vast majority of vehicles on the road are decarbonised and no longer fueled by fossil fuels. More people will have the opportunity to move around the region using affordable, high quality and frequent public transport accessing their jobs and leisure activities and delivering freight. People's choice of mode will be reflected by the real cost in environmental terms and consequently our streets and roads will no longer be dominated by the private car. More of us will cycle and walk short distances more frequently rather than deciding to travel by car. Some of us will be travelling by connected and autonomous vehicles whilst overall the number and distance of journeys to work will decrease as more of us choose to work from home.

And where we will go next

Significant changes are taking place in society and mobility as the digital age has collided with, and is disrupting, the motor age. Social, technological, economic, environmental and political drivers are at play, creating deep uncertainty over what the future might look like. We want the West of England to be a world leader in transport provision. We want to be at the forefront of technology not just ready for technology change but actively pursuing, planning and harnessing it and in the process pushing central government to enable the legislation and provide the funding necessary to realise this level of ambition.

Reallocation of road space

The latest version of the text on reallocating road space under Policy W3 is shown below. This seeks to strike a balance and be acceptable to all five local authorities.

From Section 7: Connectivity within the West of England

The JLTP4 sets out objectives that seek to address poor air quality and take action against climate change yet the presence in the document of some major schemes that involved constructing new road infrastructure could be seen as contradictory to this. As such, it is important to clarify the principles for new road construction as part of a wider package of measures to improve efficient movement around the West of England and manages growth.

We know that the levels of car traffic and freight are high and that current travel habits need to change in order to accommodate the growth that will be seen across our region. We also know that this growth is needed to continue to support our economy and that even the most sustainable growth may create some car and freight trips.

We must start planning how we can move more people in more efficient ways in order to help tackle congestion and therefore meet our objective to address air quality and take action on the climate emergencies we have declared. Public transport and bikes carry more people with less demand on road space than cars carrying individual people. But in order to ensure cycling is safe and buses are not caught in congestion, we need to provide infrastructure for this, and existing road space is not enough.

Our approach for new infrastructure in the West of England is to balance the needs of the environment, our existing communities' health, inequalities and their need to travel, and the economy. This will require developers to mitigate the traffic impact from developments and will enable significant progress to be made in combatting poor air quality and addressing our climate emergencies.

This approach will also help us to manage congestion and work towards reallocating space on existing roads to more sustainable modes of transport. Road space is finite and we must make the most efficient use of it as possible in order to improve accessibility around the West of England.

JLTP4 promotes a balanced transport network where each mode of transport plays a role in providing connectivity. That is why constructing new multi-modal links forms part of our overall package of transport measures, enabling the reallocation of roadspace to more efficient travel choices wherever possible and ensuring that people are able to move around the network safely, efficiently and as sustainably as possible.

Bristol Airport

In Section 6: Connectivity beyond the West of England the section on Bristol Airport has been revised to avoid prejudicing the airport's planning application with the focus more on connectivity to the airport. Revised text below.

Work with Bristol Airport to maximise the airport's transport connectivity as a local, sub-regional and regional transport hub

Bristol Airport is the ninth busiest airport in the UK and carried over 8 million passengers in 2017. It has applied for expansion, which if approved would cater for 12 million passengers per annum by the mid-2020s. Significant further expansion is proposed by Bristol Airport, which, if approved, would will enable the airport to cater for 12 million passengers per annum by the mid-2020s.

Regardless of expansion plans, improving connectivity to Bristol Airport is crucial. There has been significant investment in improving accessibility in recent years, including the South Bristol Link and improvements to the Airport Flyer frequent bus service. However, further and more significant improvements are needed, such as mass transit on the corridor linking the airport with Bristol city centre, to enable the more efficient use of transport space and provide the improved connectivity needed.

Enhanced connectivity is also required between the growing town of Weston-super-Mare, the J21 Enterprise Area, the Weston Villages developments and the M5. Connectivity will improve onwards to Banwell, through realising development opportunities and improvements to transport and the quality of life both bypassing and within the sensitive village centre.

The proposed expansion of Bristol Airport would, if approved also offer the potential for business growth for functions necessary for airport operations. There is potential for further




























business clustering along the Bristol South West Economic Link (BSWEL) strategic corridor including opportunities for unlocking development.

Targets

A summary of the revised range of targets is shown in Table 12.1 below (note this table is to be reformatted).

Table 12.1: Indicators against JLTP4 Objectives

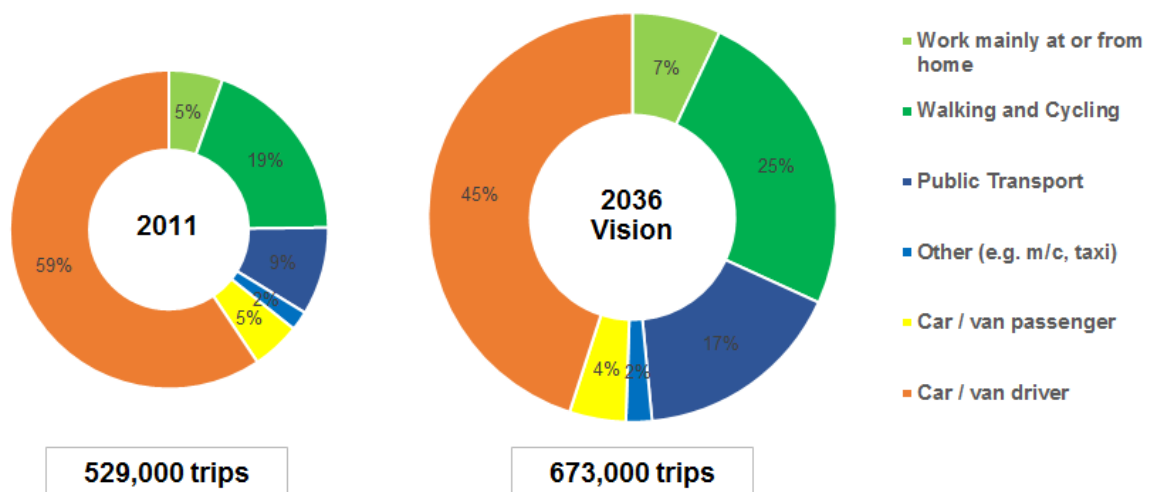
 = direct impact  = indirect impact

Indicators	Climate change & air quality	Sustainable & inclusive economic growth	Equality & accessibility	Health, wellbeing, safety & security	Better places
Road congestion					
Bus satisfaction					
Air quality					
Carbon emissions					
Electric Vehicles					
Road safety					
Modal share					

For modal share see the new section below.

Modal shift target

The JTS set out how modal share is forecast to change by 2036 if all of the transport vision schemes were implemented. This is shown below and forms the JLTP4's initial modal share target. Car commuting is forecast to reduce from 59% to 45% (single occupancy), against a backdrop of forecast growth in housing and employment.



Early indications are that to become carbon neutral by 2030 a substantially greater modal shift will be required. To achieve this is likely to require a shift in national Government policy, far higher take up rates for electric vehicles, further engine efficiency improvements, carbon offsetting and potentially some form of congestion charge alongside our £9 billion programme of transport investment. Technical work will be undertaken to refine the level of modal shift and interventions required.

Major Schemes

The list of major schemes in Section 11 is with the exception of the Churchill Sandford bypass which has been replaced with a reference to potential highway improvements at the request of North Somerset Council. Joint Spatial Plan schemes are now described as Joint Transport Study schemes.

Other updates and changes

Parts of the draft JLTP4 were prepared up to 18 months ago and in that time issues, schemes, local and national policies have changed. Consequently, the following areas have been updated:

- Mass Transit
- Bus Strategy
- Rail
- Local Cycling and Walking Infrastructure Plan (LCWIP)
- Key Route Network
- Future Mobility Zones
- Funding
- Western Gateway
- Community transport
- Environment Report – Strategic Environment Assessment, Equalities Impact Assessment, Habitats Regulations Assessment and Health Impact Assessment recommendations incorporate.

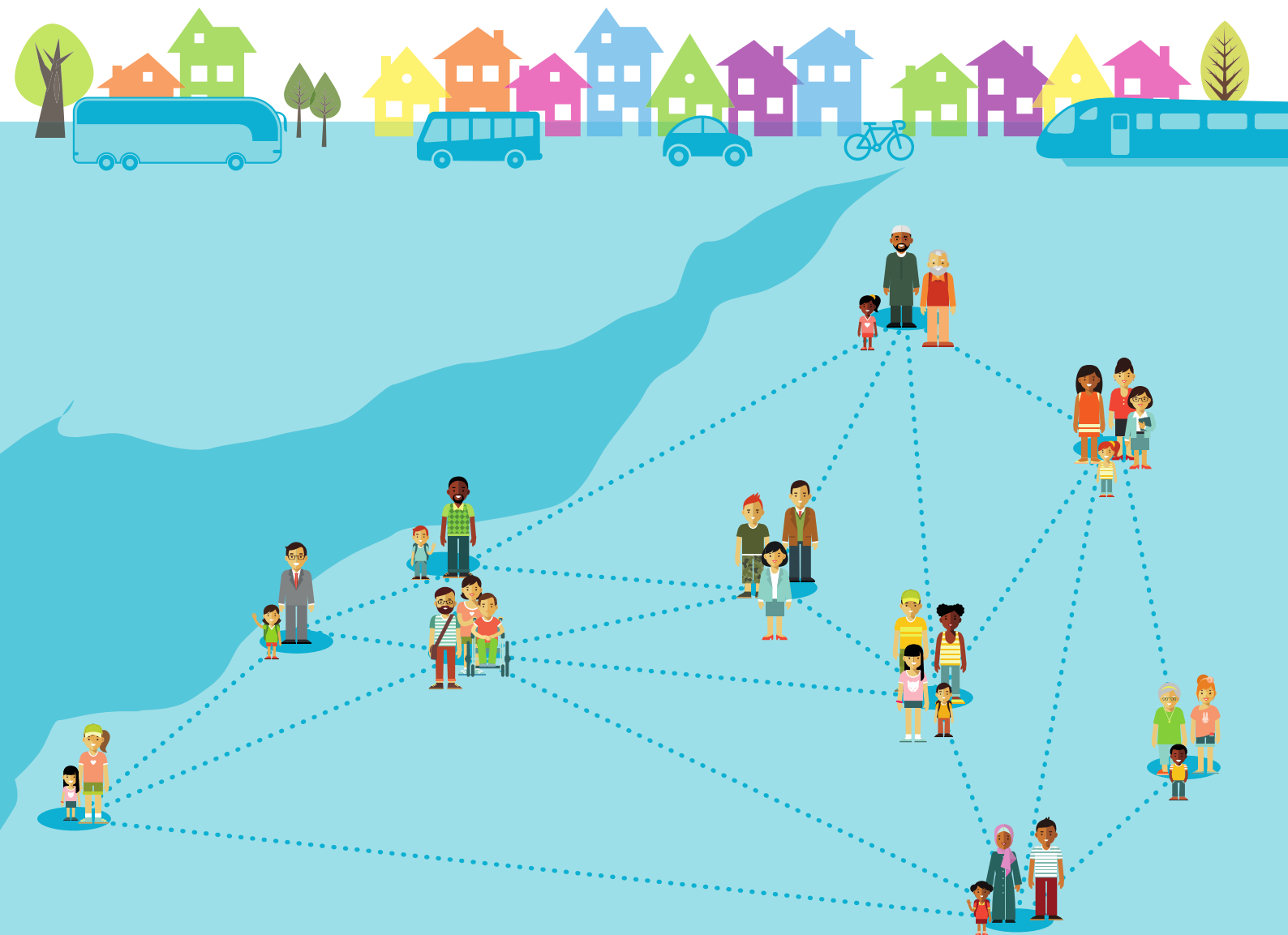
Responses to the public consultation February to March 2019 which generated over 4,200 response highlighted the need to strengthen and clarify various sections including:

- Re-allocation of road space
- Targets
- Delivery and governance
- Road safety
- Community transport
- Joint Transport Study evidence base
- Equalities Impact Assessment

08/01/2020

Draft Joint Local Transport Plan 4 Consultation Report

January 2020



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Introduction to JLTP4

Welcome to the consultation report on the West of England's draft Joint Local Transport Plan 4.

We took the draft JLTP4 out to public consultation between 6 February and 20 March 2019 and received around 4,200 responses.

This document looks at the feedback we received; sets out what people in the region think and looks at next steps.

Thank you to everyone who responded. We appreciate the time people took to respond, and the wide range of views expressed. Your views will help ensure that a stronger and more collaborative JLTP4 emerges as a result.

What is JLTP4?

The Joint Local Transport Plan sets out the approach to the way transport will develop up to 2036 in the West of England, addressing existing and future transport challenges.

It's our fourth transport plan and it sets out our aims to support clean and sustainable economic growth, address poor air quality and take action against climate change, enable quality public services and improve accessibility, create better places, and contribute to better health and wellbeing.

The plan is led by the West of England Combined Authority, working with Bath & North East Somerset, Bristol, North Somerset and South Gloucestershire councils. It builds on previous work done in the West of England and involved collaboration with the Department of Transport, Highways England, Network Rail, public transport operators and other organisations.

It considers a wide range of options which could support sustainable and greener travel including cycling, walking, bus, rail, mass and rapid transit, and electric/autonomous vehicles. To do this the JLTP4 sets out to provide a well-connected sustainable transport network that offers greater, realistic travel choices and makes walking, cycling and public transport the natural way to travel. Trips into and within the West of England will be seamless, faster, cheaper, cleaner and safer. That's our goal.

An advisory group, comprising representatives from around 20 transport operators and user groups, was set up to provide technical and professional advice.

The alignment and locations of schemes shown on this plan are purely indicative. Any schemes identified in JLTP4 would be subject to further detailed feasibility work and consultation, as well as requiring planning permission.

What you said

- 79% of respondents agreed with the challenges identified by JLTP4
- 65% of respondents agreed with JLTP4's vision and objectives
- You told us you want to see new and improved railways stations and services

- You told us you want more priority for active and sustainable travel, creating a comprehensive and safe network to support active travel for shorter trips
- To help tackle congestion and air quality, you told us that you were supportive of reallocating road space for public transport, walking and cycling
- You told us you want to see a mass transit option developed for our region

We also asked you how you think transport improvements should be funded in future. Road User Charging or a Workplace Parking Levy were roughly two times more likely to be favoured than Council Tax or Business Rate increases.

You told us that you want to see bus services improved across our region.

Whilst the Transport Focus survey tells us that 85% of bus passengers services are satisfied with bus services, in this consultation it became clear that you don't find services easy to plan, value for money and are concerned about their reliability. This is why we are doing more work on this through our Bus Strategy.

In the free text comments a number of people used the opportunity to highlight concerns about specific schemes – in particular the need identified in our draft plan for an orbital corridor to the south east of Bristol. The alignment and locations of schemes shown on this plan are purely indicative. Any schemes identified in JLTP4 would be subject to further feasibility work and consultation, as well as requiring planning permission.

Many of the free text comments reiterated support for the challenges and objectives identified by JLTP4.

This feedback will be used to help shape the final JLTP4, which will be considered by our West of England Joint Committee later in the year.

Next consultation steps

Following on from what you told us, we are also now running another two consultations which look in more detail at bus services, walking and cycling.

Bus services

We asked some questions about bus services as part of this consultation; following on from this we want your views on our Bus Strategy in later in the year. This will consider options to improve the performance of the bus network across the region and set out how further growth in bus usage can be encouraged, including proposals to create better, faster, more reliable and more accessible services.

Walking and cycling

We will also be running a consultation on our Cycling and Walking Plan – this is a more detailed plan which proposes investment in cycling and walking routes of £411 million over the next 16 years. It aims to provide high quality infrastructure to support our transition to a region where cycling and walking are the preferred choice for shorter trips.

Consultation approach

Given this is the most ambitious JLTP that has been produced by the West of England we wanted to ensure that as many people as possible had a chance to respond to the consultation on the document. As such, we were keen to explore new ways of engaging with the public to try to encourage those who do not usually take part in public consultations.

Priority simulator tool

We were aware of previous consultations that had been carried out in the region that had used a simulator tool to allow people to respond by allocating points to a set of policies and measures. This approach allowed those policies and measures to be prioritised in a meaningful way whilst at the same time helping to inform those people of the consequences of their selections.

This method was adapted for the JLTP4 consultation with the creation of a simulator tool that allowed people to have a 'budget' of 20 points and a maximum allocation of up to five points for each transport measure featured in the JLTP4 to identify what transport measures they would like to see prioritised. More points could be 'earned' by selecting any of the proposed funding measures that feature in the JLTP4, which in turn could be allocated to more transport measures. Through this simulator approach, people were given an insight into the challenge of prioritising transport improvements in the region with a limited budget and highlighted that in order to achieve more we would have to identify new ways to fund them. The simulator was used to gather responses on the types of measures that our people want to see prioritised as well as the level of support for measures to fund them.

Questionnaire

Accompanying the simulator, we were interested in capturing views on the proposed objectives and approaches as set out in the draft JLTP4. As such, a questionnaire was created, asking how strongly people agreed with the vision, objectives and approaches set out in the draft JLTP4. The questionnaire was available both online and in paper format (available at libraries) and allowed respondents to provide any additional comments in a free text section.

Webpage and video

We created a short video that summarised the JLTP4 and explained what it seeks to do, how the consultation works and what the next steps will be following the consultation. A dedicated consultation webpage was included on the Travelwest website. The webpage included links to the draft of the full JLTP4, a summary of the JLTP4, and an easy read version for accessibility purposes, as well as other key documents such as environmental and habitat reports and the previous JLTP4.

Digital campaign

Use of social media has the potential to engage with a considerably wider audience than traditional methods alone. At the time of the consultation, West of England authorities' Twitter accounts had over 140,000 followers. Given the potential reach of our social media, the West of England

Combined Authority's communications team led the social media activity/advertising via the Travelwest Twitter and Facebook accounts and drafted a social media toolkit for the West of England councils to coordinate their accounts. Over the course of the consultation, the social media activity exceeded over half a million views.

Materials

Posters, postcards and hard copies of the JLTP4 summary and the questionnaire were sent to the larger libraries and customer service points around the region. The posters and postcards contained the web address, encouraging people to complete the consultation online. The paper copies of the questionnaire were made available for anyone for whom accessing online information is difficult.

Summary

A summary of the draft JLTP4 was also created to make it easier for people to engage with the content. The document made available on the Travelwest website and hard copy by request.

Easy-Read version

Throughout the consultation process we engaged very closely with equalities groups and subsequently an easy read version of the draft JLTP4 document was created for people with a learning disability who like clearly written words with pictures to help them understand. These were made available on the Travelwest website, with hard copies available on request.

Advisory Group

To build upon the success of the JLTP3 an Advisory Group was established to provide technical and professional advice and guide the development of JLTP4. Comprising of key transport operators and providers, transport user groups, delivery partners and discipline experts two workshops took place. These provided the West of England authorities with advice on issues, challenges, types of interventions, areas of focus, and innovation and helped build on existing partnerships to continue improving the region.

Stakeholder workshop

The draft JLTP4 was launched to stakeholders in February 2019 at the Somerdale Pavilion in Keynsham. The event was attended by approximately 100 stakeholders from a range of organisations including transport operators, user groups, statutory bodies, campaign groups, health professionals, environmental organisations and academia. The purpose of the event was to:

- Provide an overview of the draft JLTP4 document, strategy and transport measures
- Explain the consultation and how feedback will guide the development of the final plan
- Stimulate discussion about the plan and gain some initial feedback
- Encourage people to spread the word about the consultation, including the priority simulator tool and questionnaire

Consultation results

Summary statistics

- 539, 536 views on social media
- 67,443 views of our engagement video
- 11,200 website views
- 4,090 document downloads
- 4,192 responses, including:
 - Letters/emails: 1,979
 - Online questionnaire responses: 1,317
 - Paper questionnaire responses: 28
 - Priority simulator tool responses: 868

Questionnaire and priority simulator tool: overview

Respondents could complete the questionnaire (online or offline), the priority simulator tool (online only), or both. The simulator asked respondents to identify their priorities for specific measures, whereas the questionnaire asked respondents their views on the content of the Joint Local Transport Plan. The questionnaire included sections of the strategy and asked respondents how far they agree with each section

Demographic information

The priority simulator tool attracted a significantly younger demographic and was slightly more popular with female participants as illustrated in the figures below.

Figure 1: Age of participants completing Questionnaire and Priority Simulator Tool

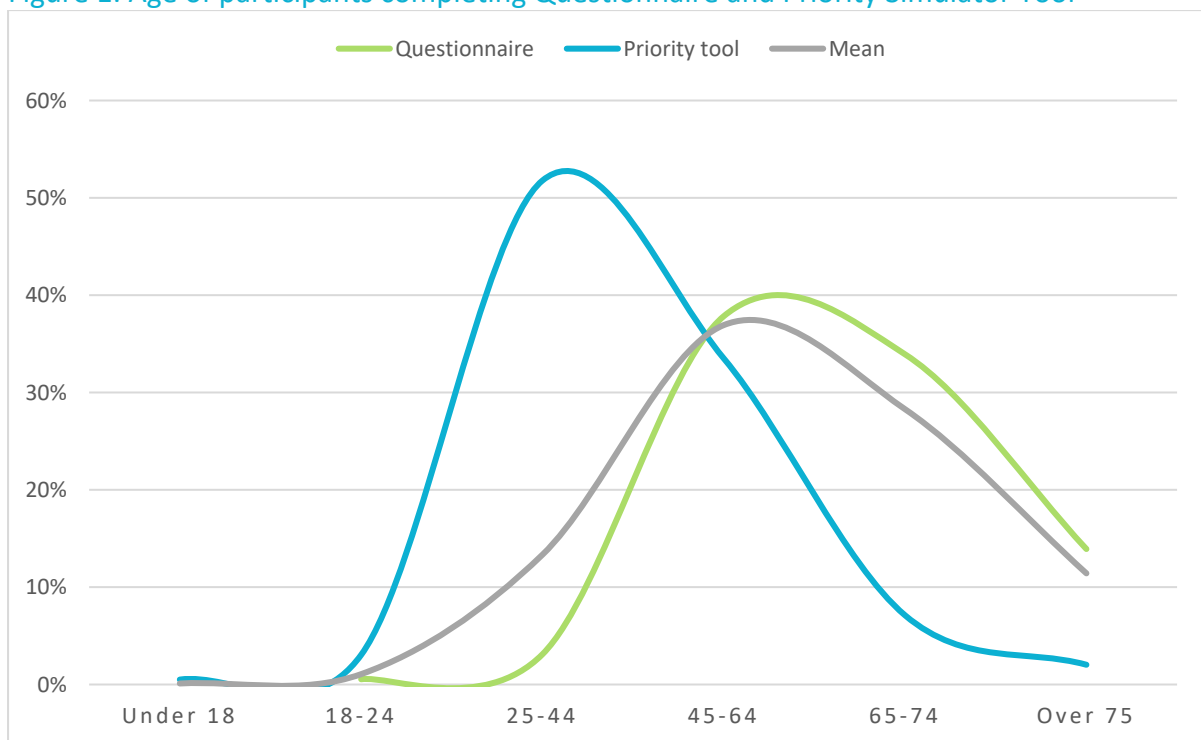
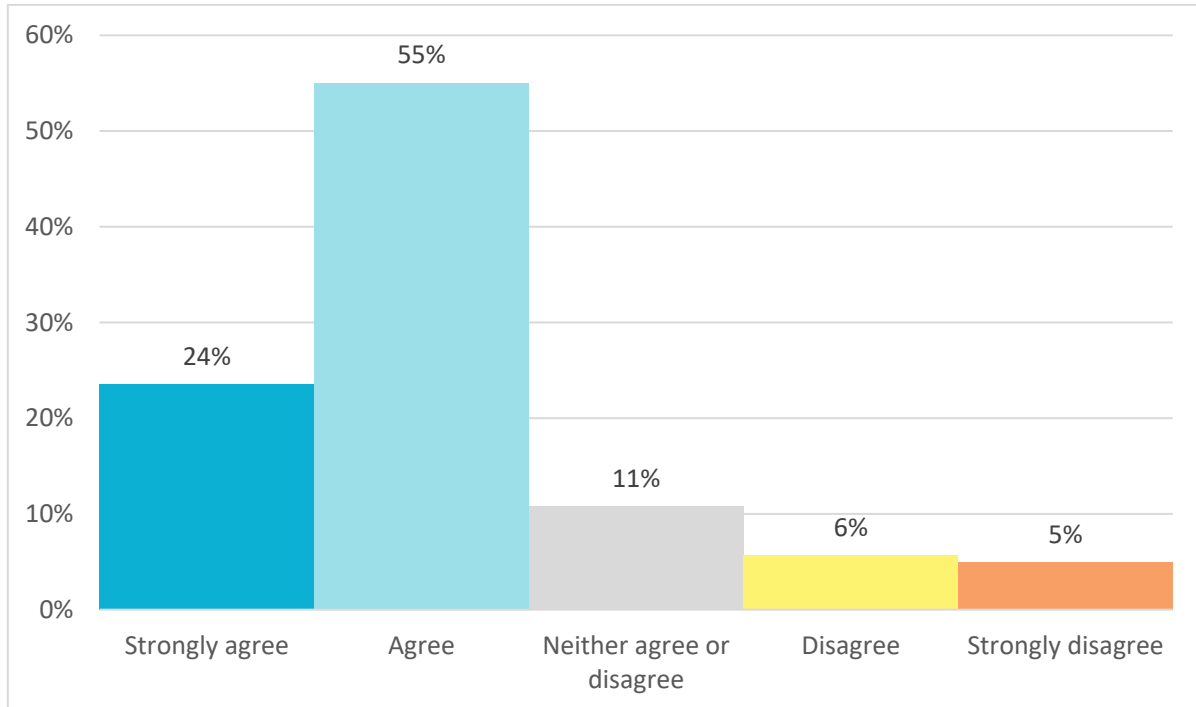


Figure 2: Gender of participants completing Questionnaire and Priority Simulator Tool

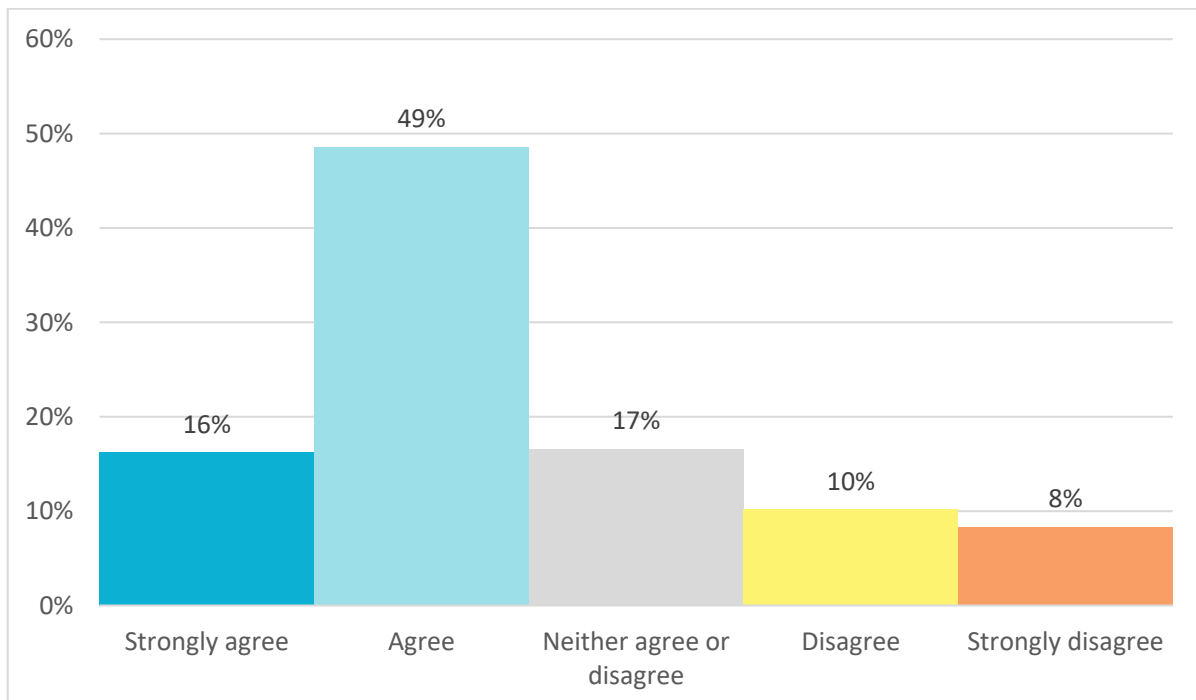


Questionnaire: multiple choice

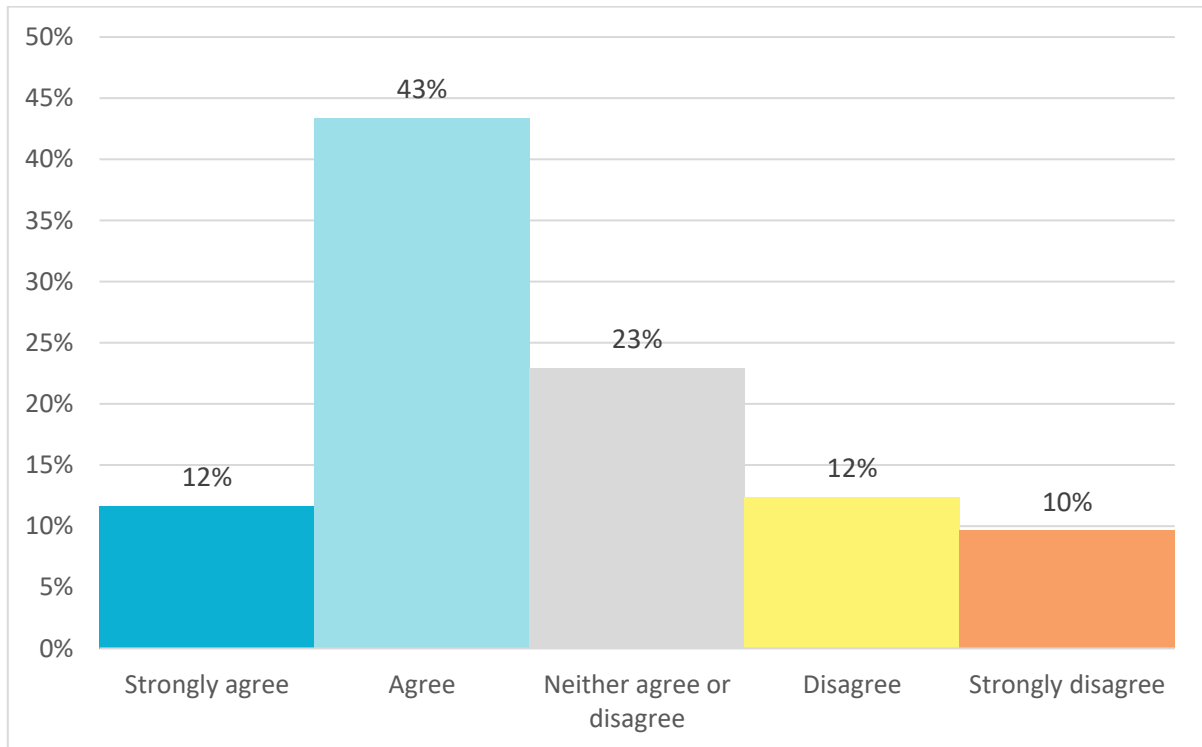
How far do you agree with the **challenges** identified in the West of England JLTP4?



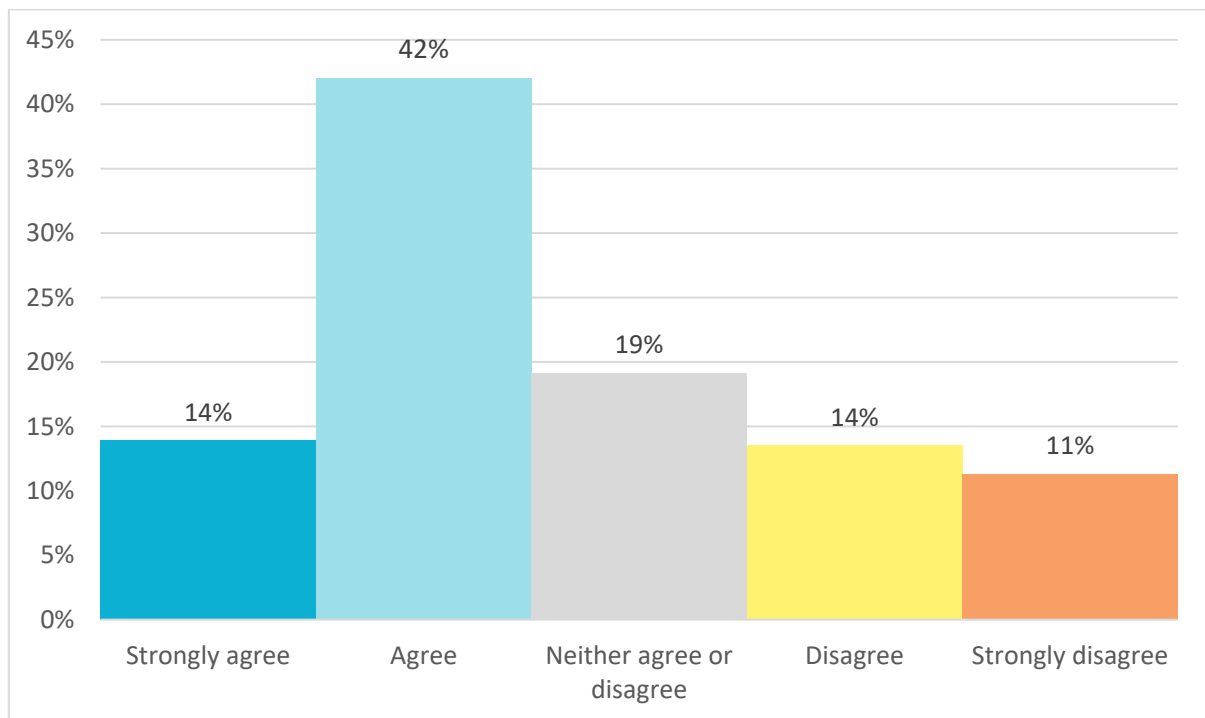
How far do you agree with the **vision and objectives** identified in the West of England JLTP4?



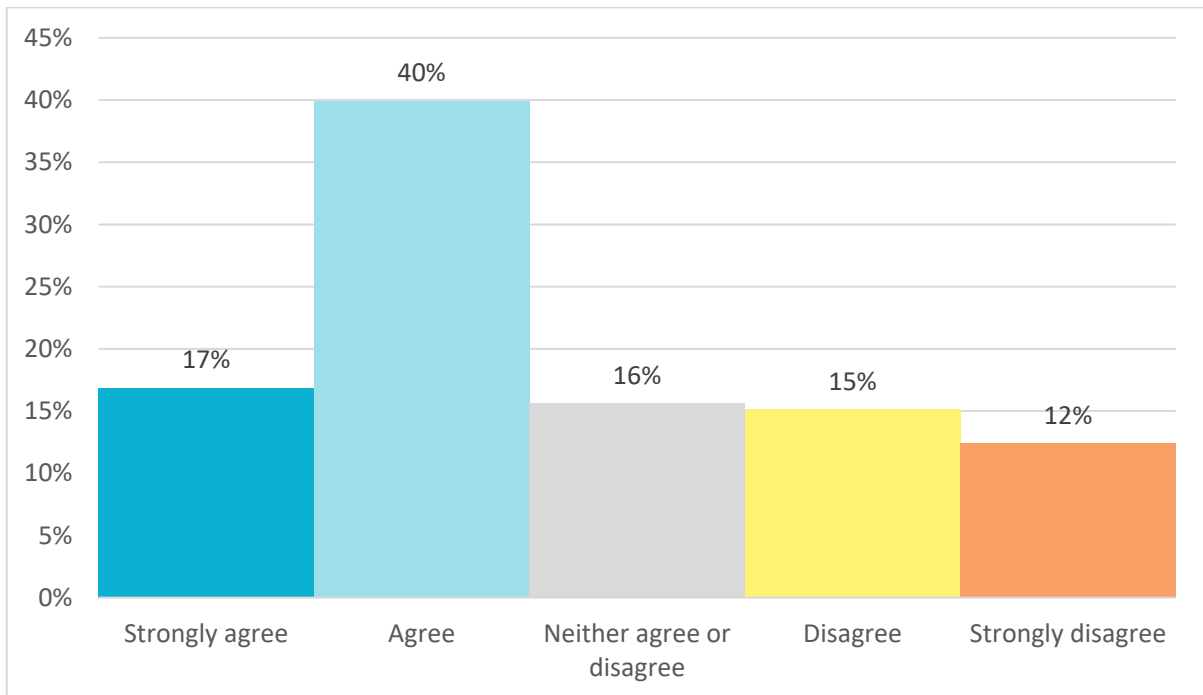
How far do you agree with our approach for improving connectivity for trips **beyond** the West of England?



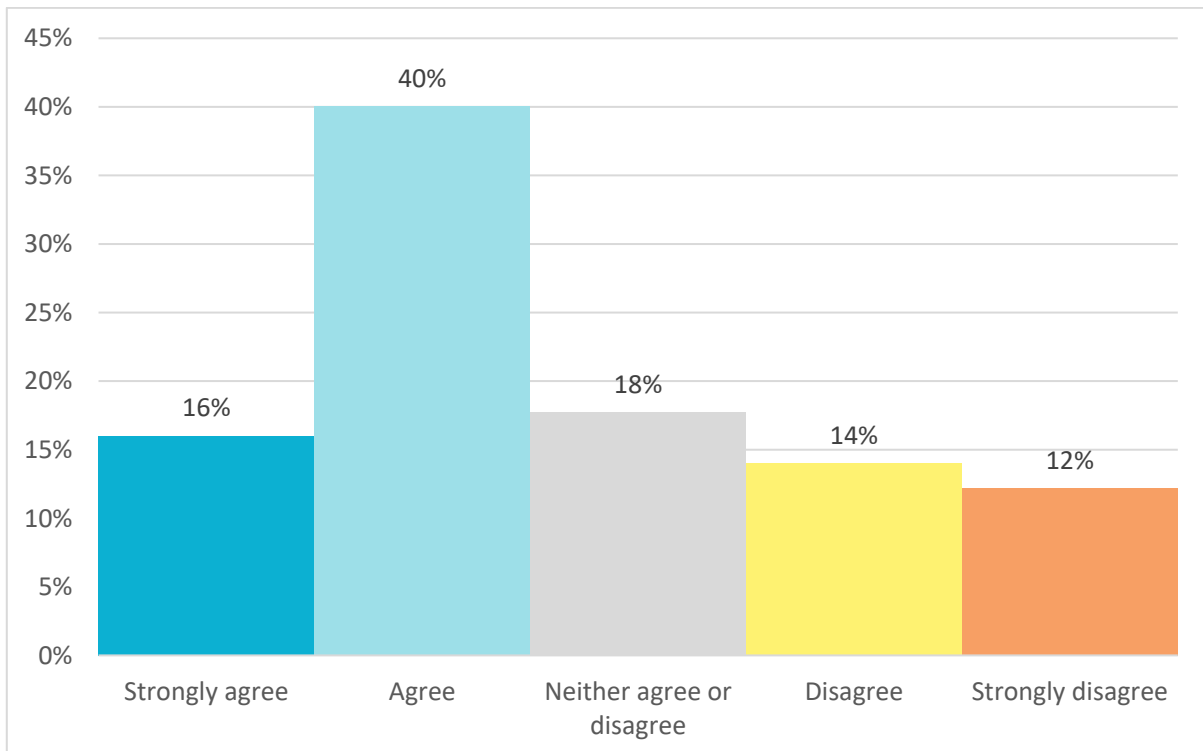
How far do you agree with our approach for improving connectivity for trips **within** in the West of England?



How far do you agree with our approach for improving connectivity for **local trips** in the West of England?

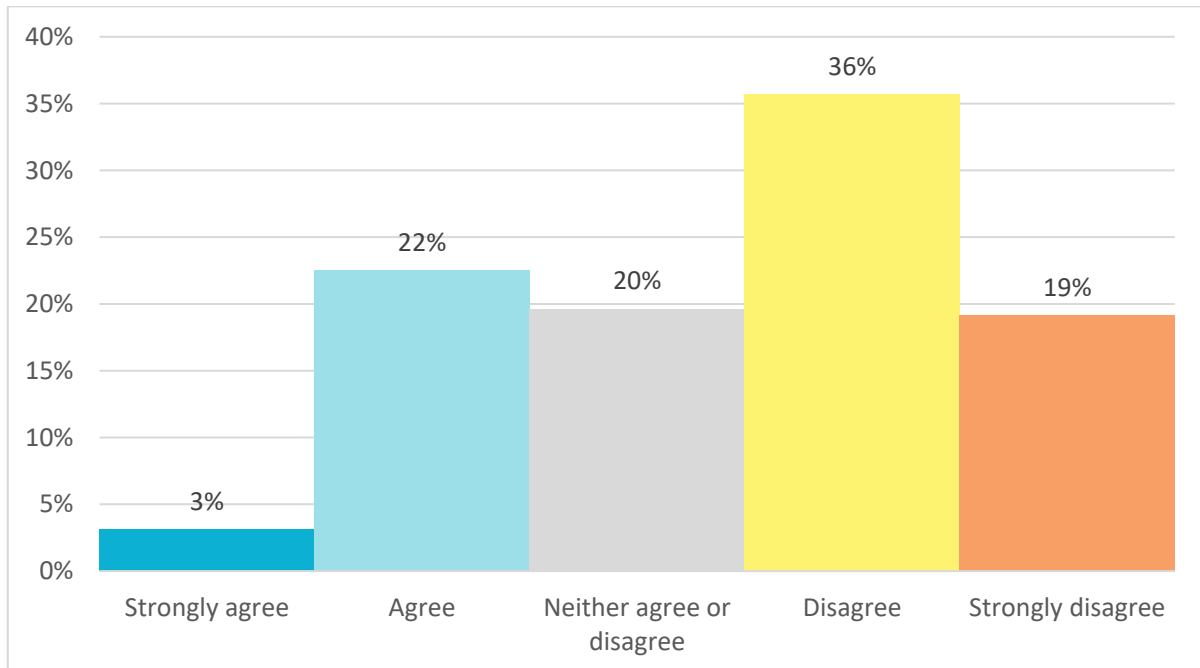


How far do you agree with our approach for improving connectivity for **neighbourhood trips** in the West of England?

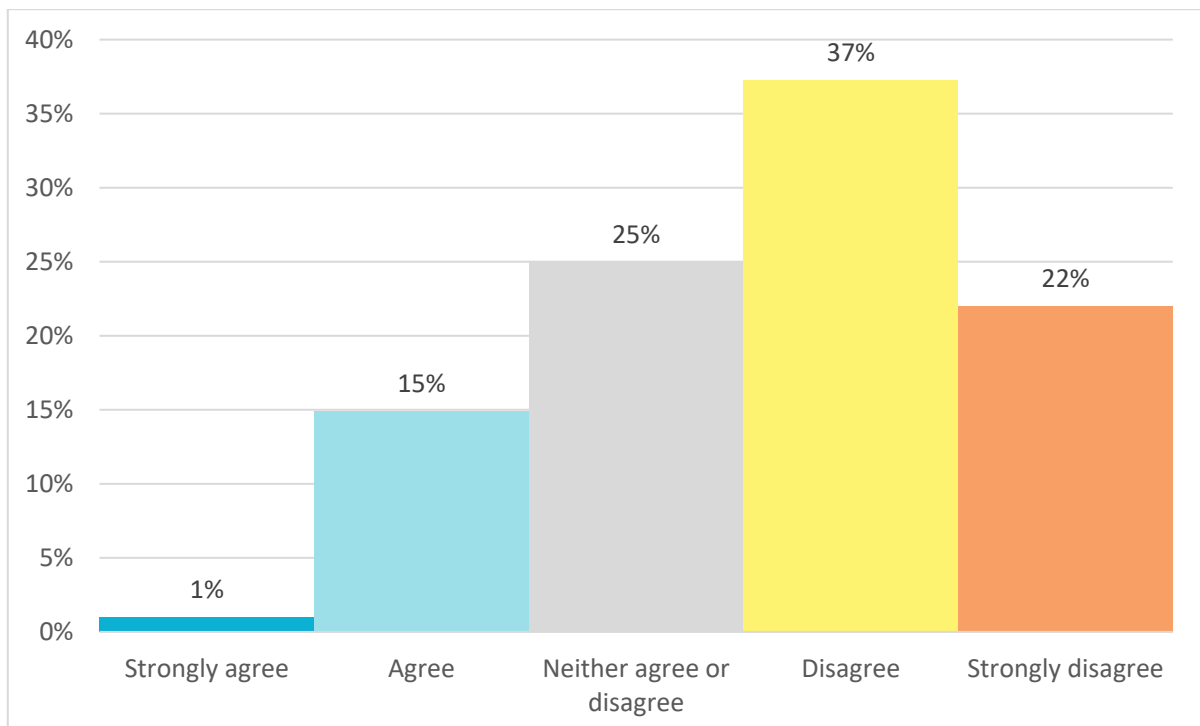


To support the development of the Bus Strategy, we asked three questions about buses in the West of England:

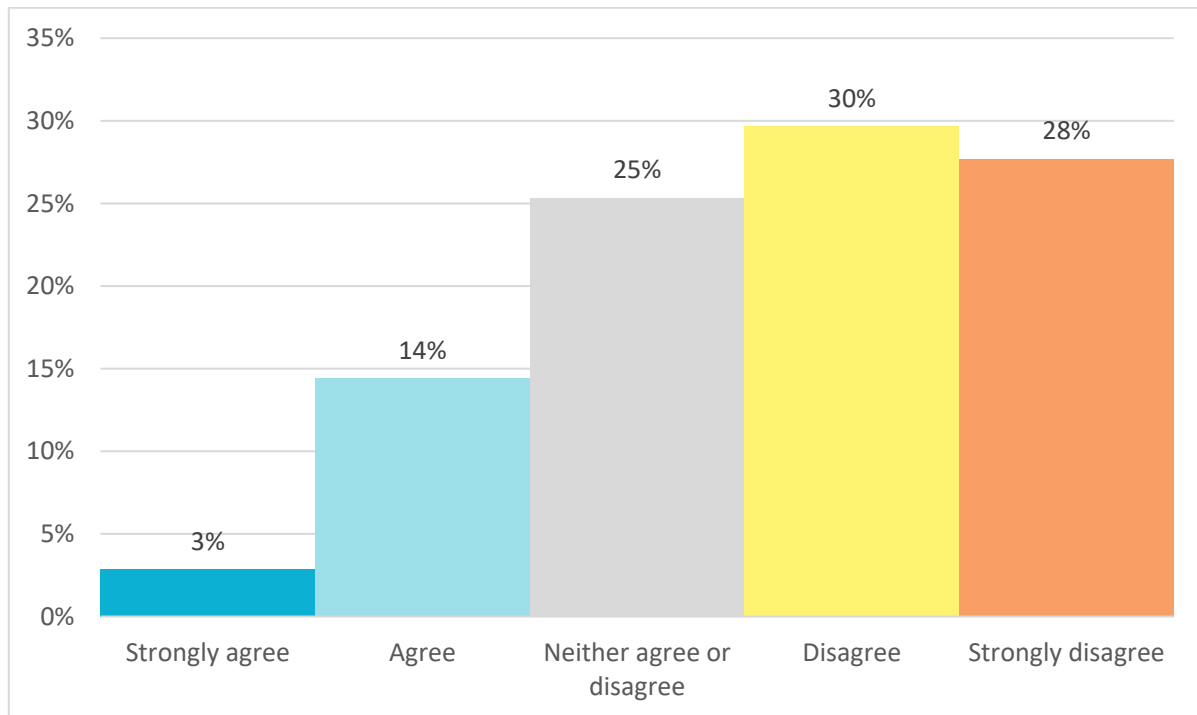
How far do you agree that it is **easy to plan** and make a journey by bus in the West of England?



How far do you agree that bus services in the West of England are **reliable**?

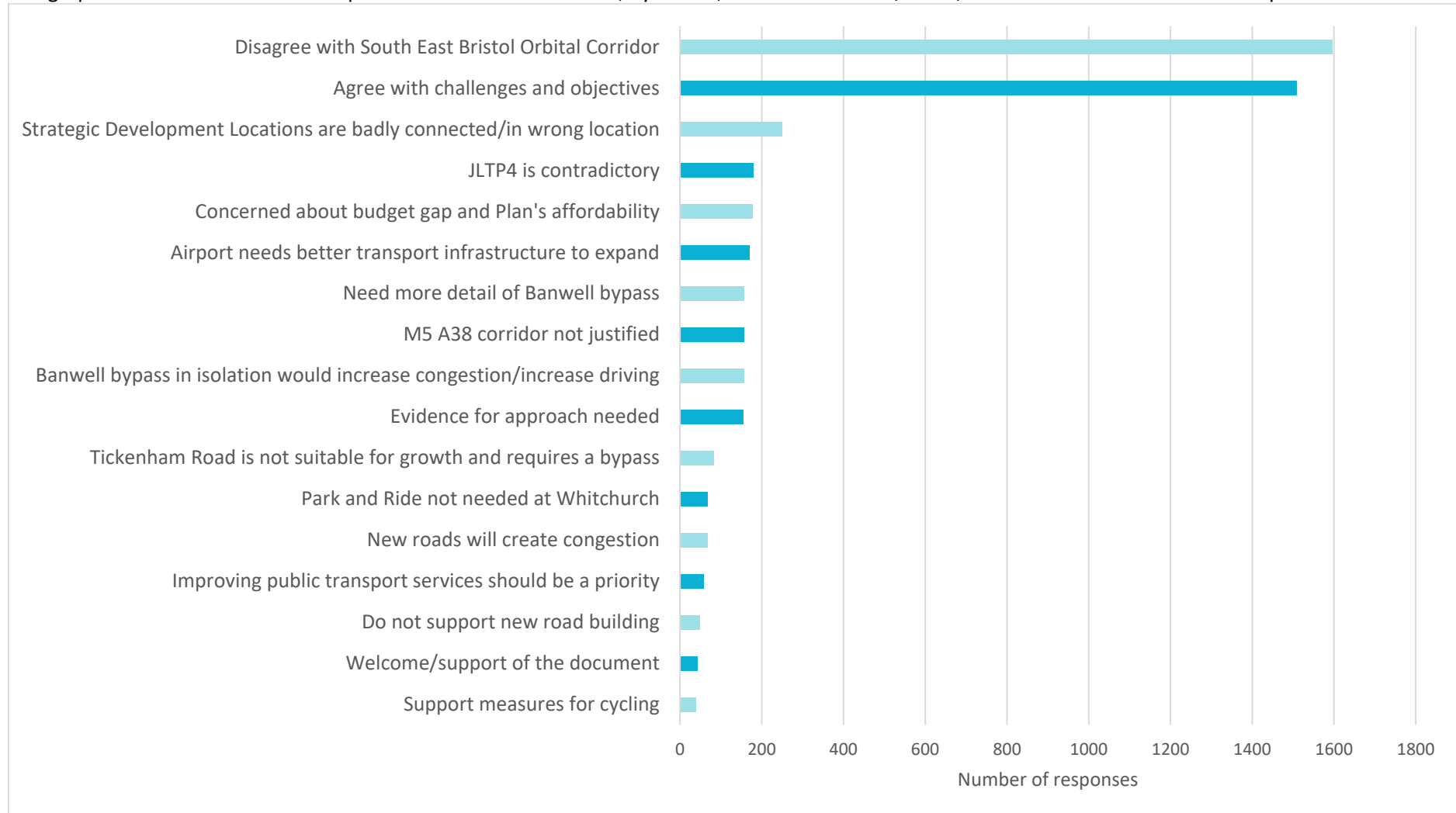


How far do you agree that travelling by bus in the West of England is **good value for money**?



Questionnaire: free text box, email and letter

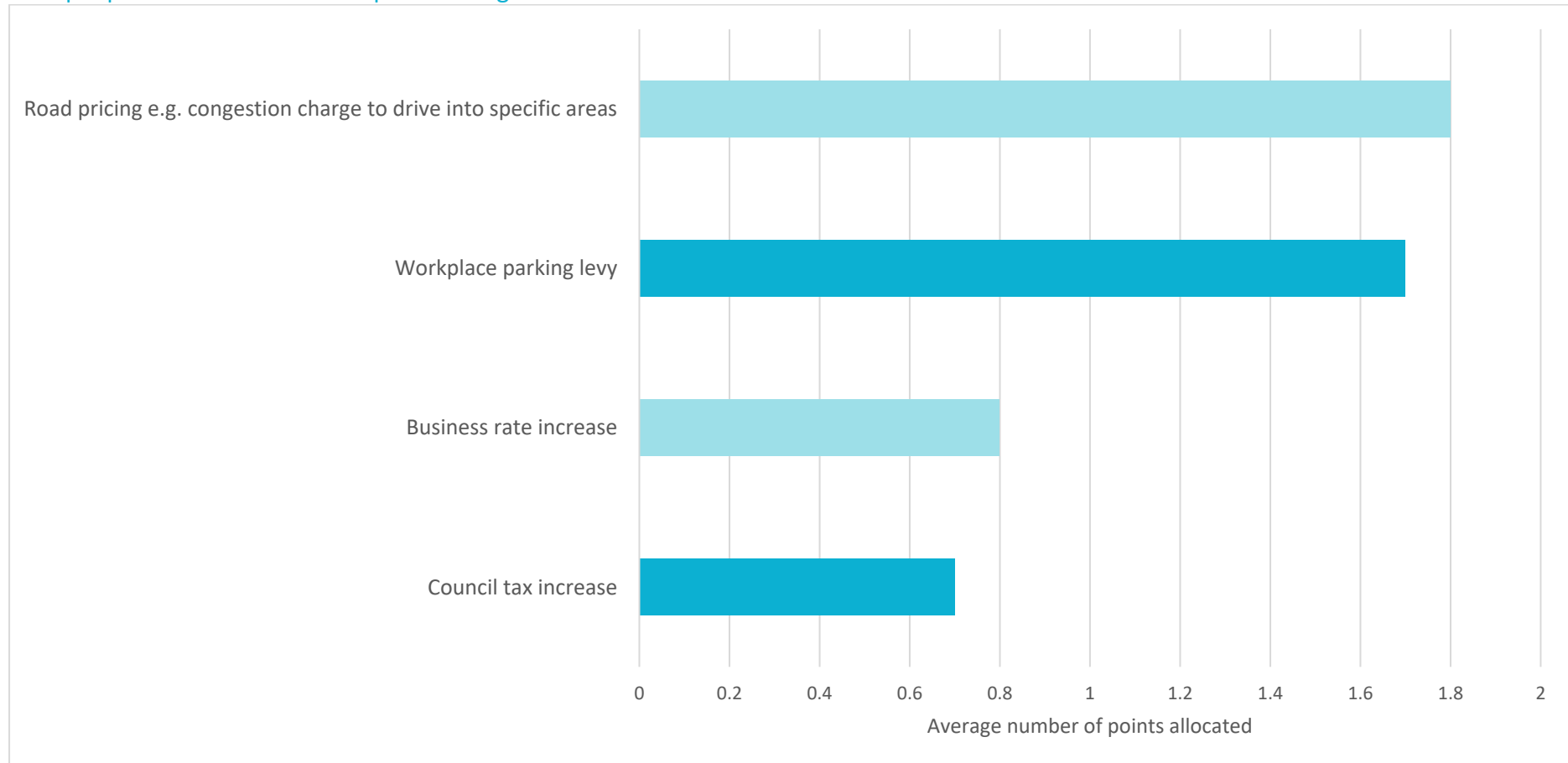
The graph below shows the most responded to issues in the JLTP4, by theme, received via email, letter, and the free-text section of the questionnaire.



Priority simulator tool: prioritising transport measures

Respondents to the simulator allocated up to five points to the transport measures they would like to prioritise in the West of England. The charts below show the average points allocated to each funding measure and each transport measure from most popular to least.

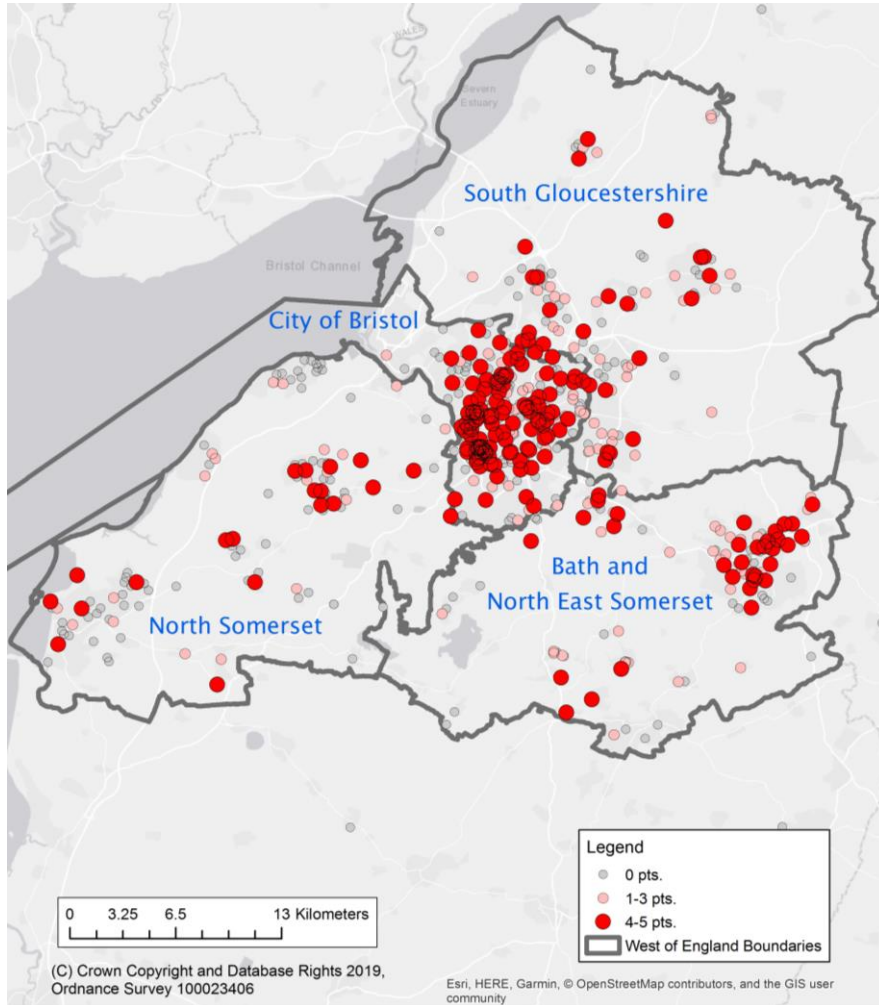
How people would increase transport funding



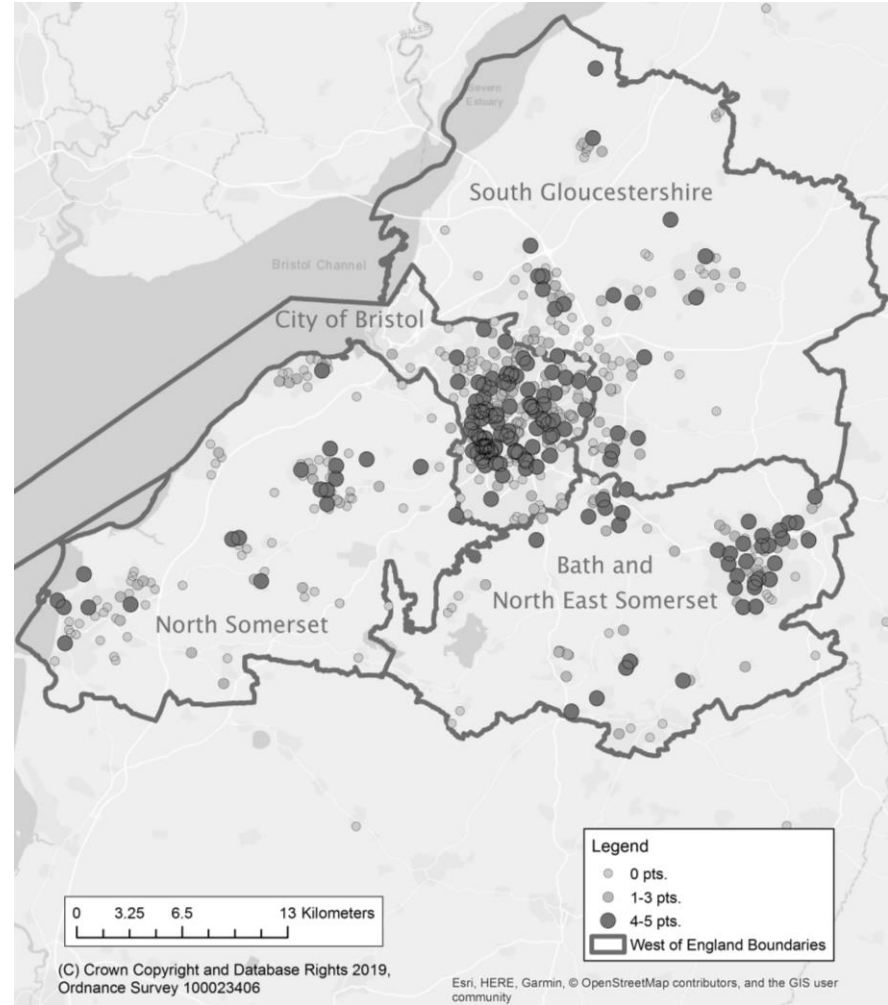
Where people responded from

We were keen to explore where people who responded to the consultation live to get a better understanding of the issues or priorities people face in different parts of the region. The maps below show how people would increase transport funding and where people responded from in the region.

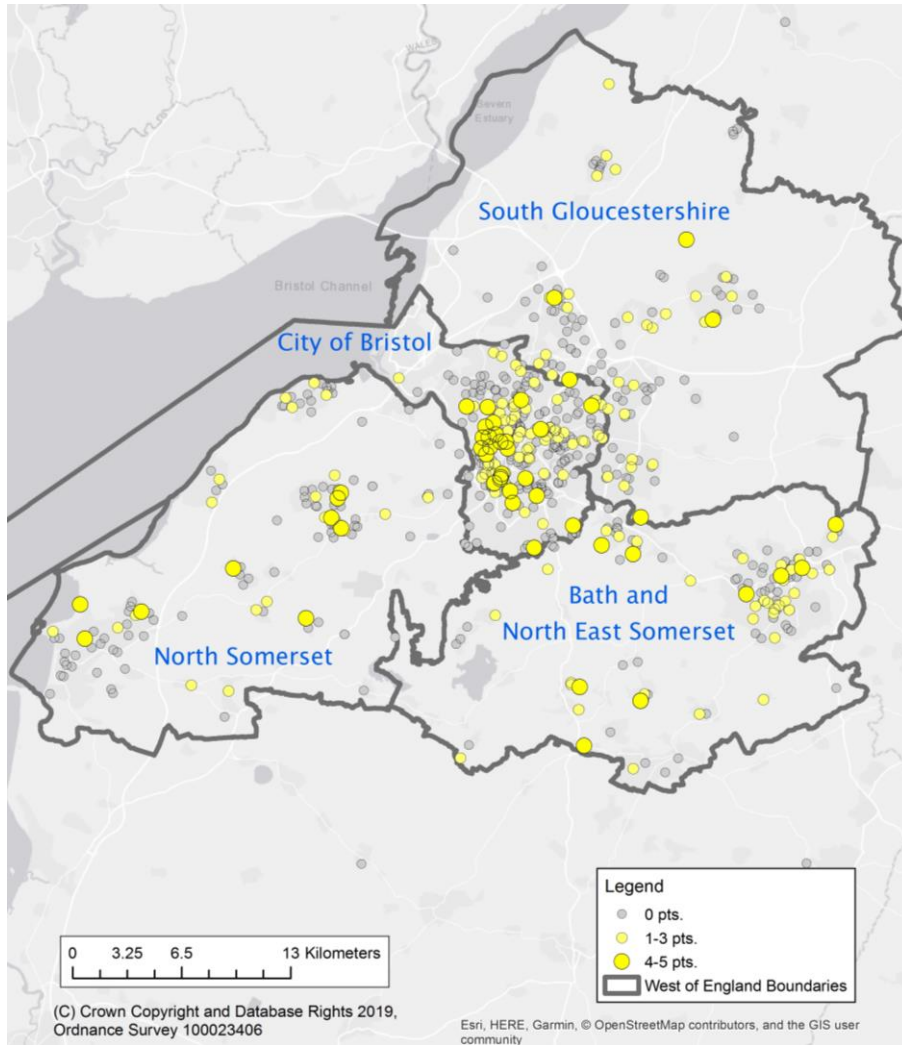
Road pricing eg. congestion charge to drive into specific areas



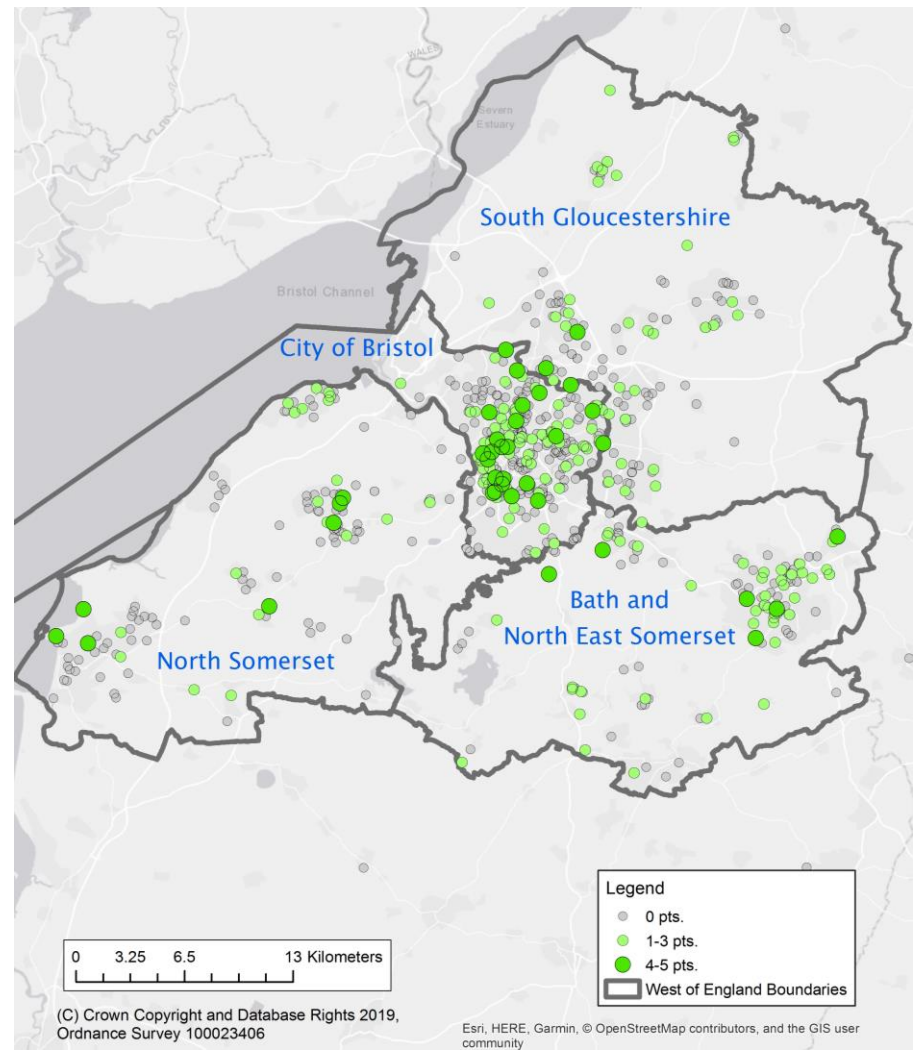
Workplace parking levy



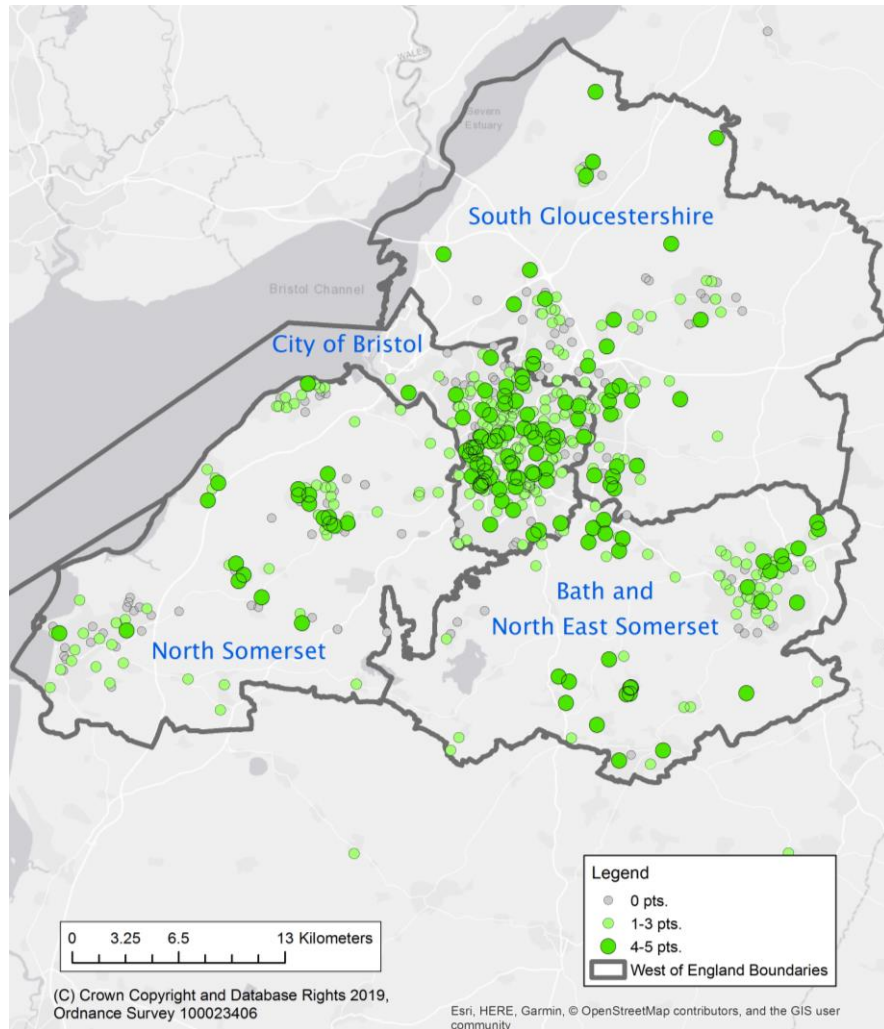
Business rate increase



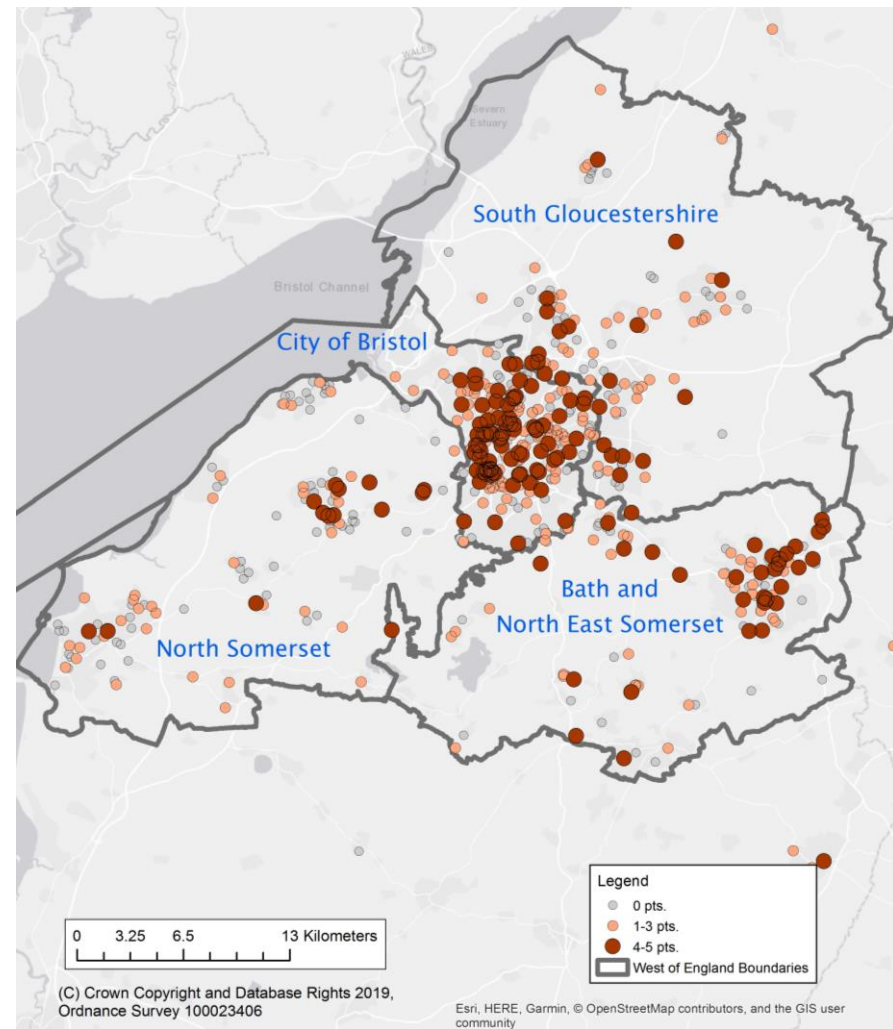
Council tax increase



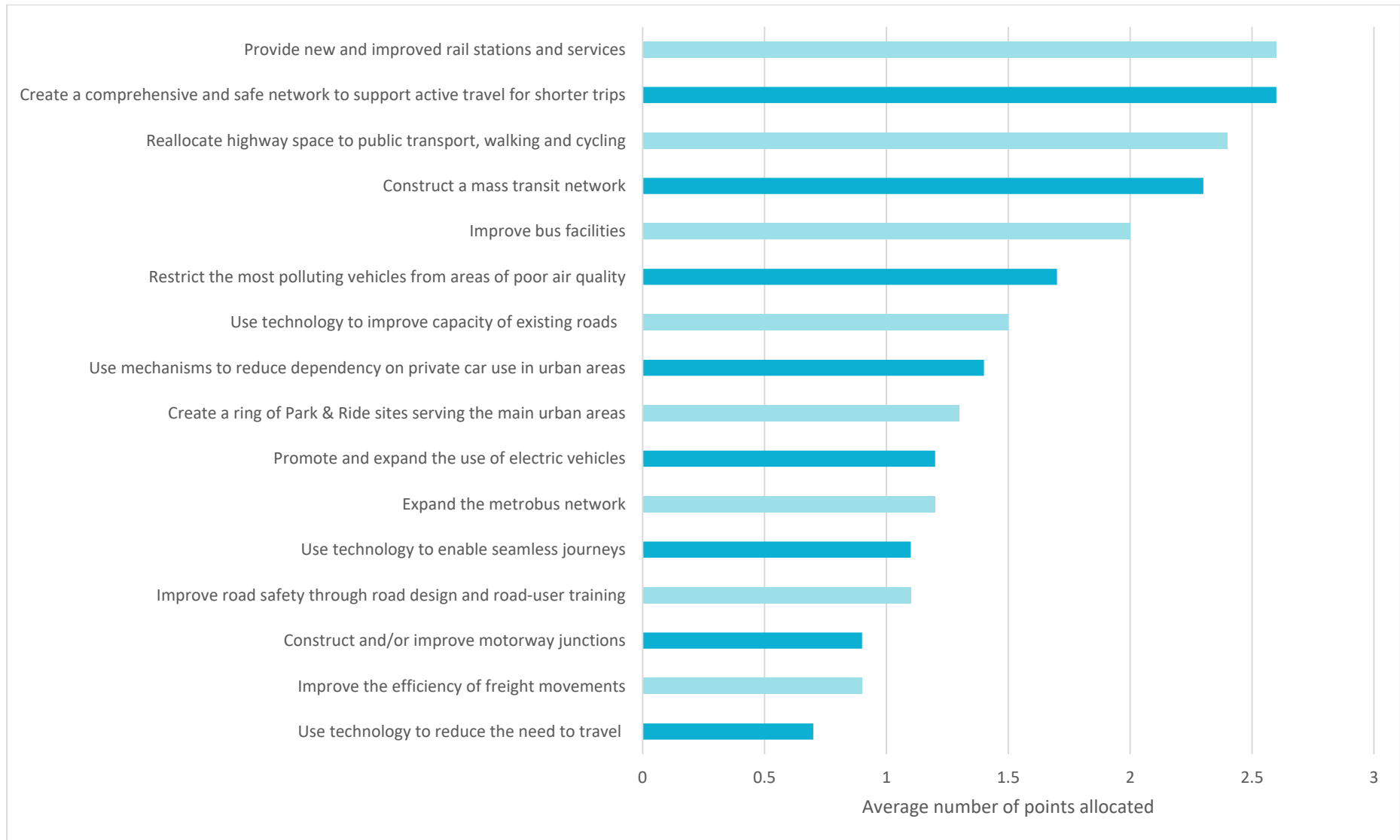
Improve bus facilities



Restrict polluting vehicles



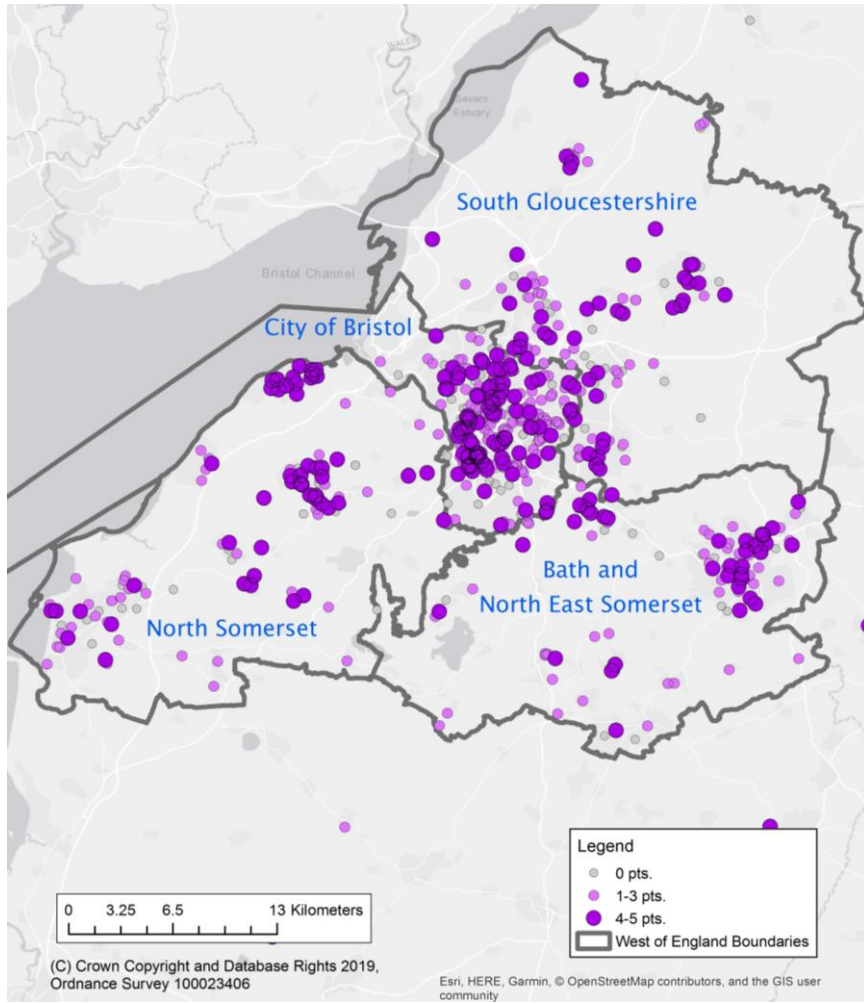
How people would prioritise transport spending



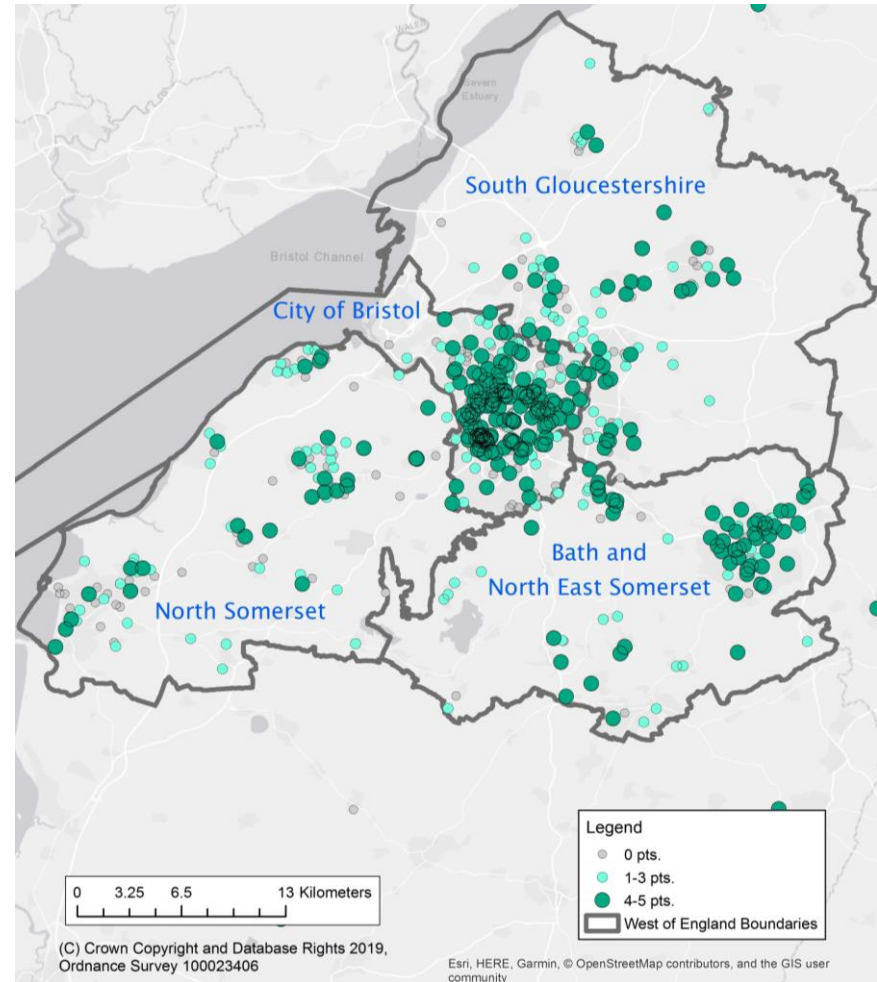
Where people responded from

We were keen to explore where people who responded to the consultation live to get a better understanding of the issues or priorities people face in different parts of the region. The maps below show how people would prioritise transport spending and where people responded from in the region.

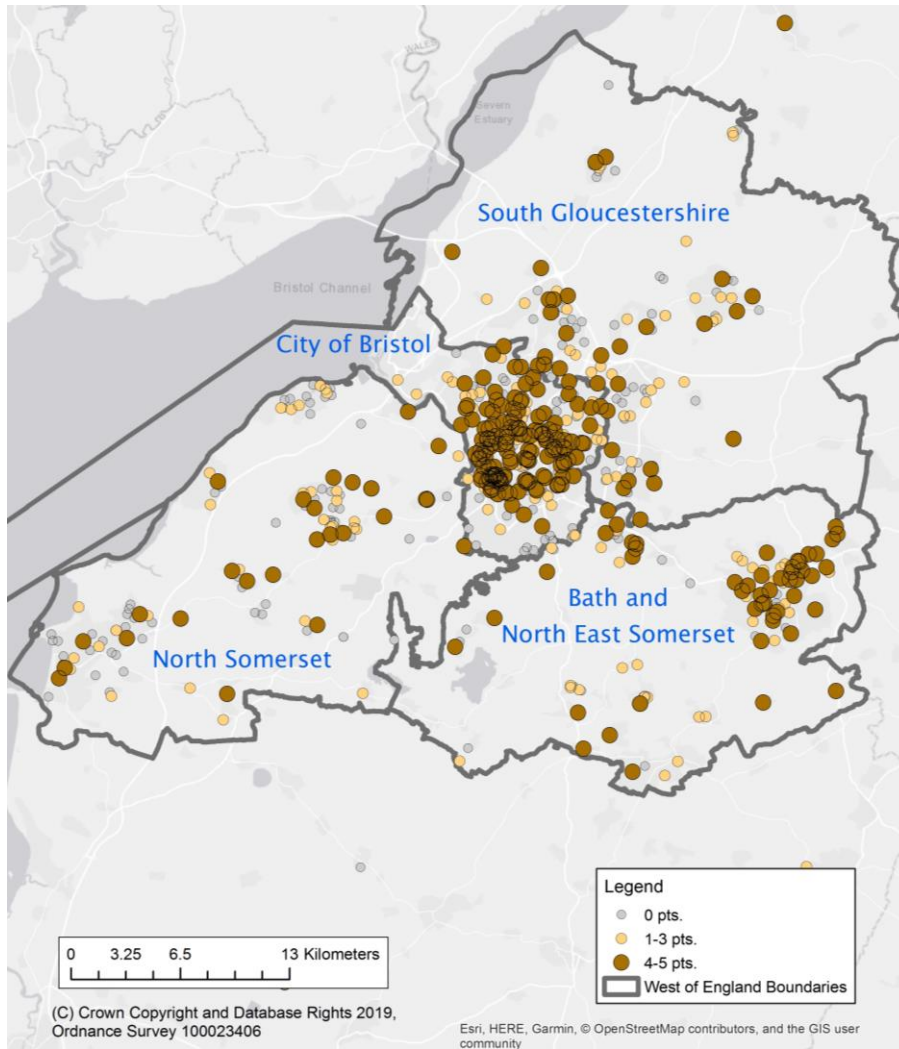
Provide new and improved rail services



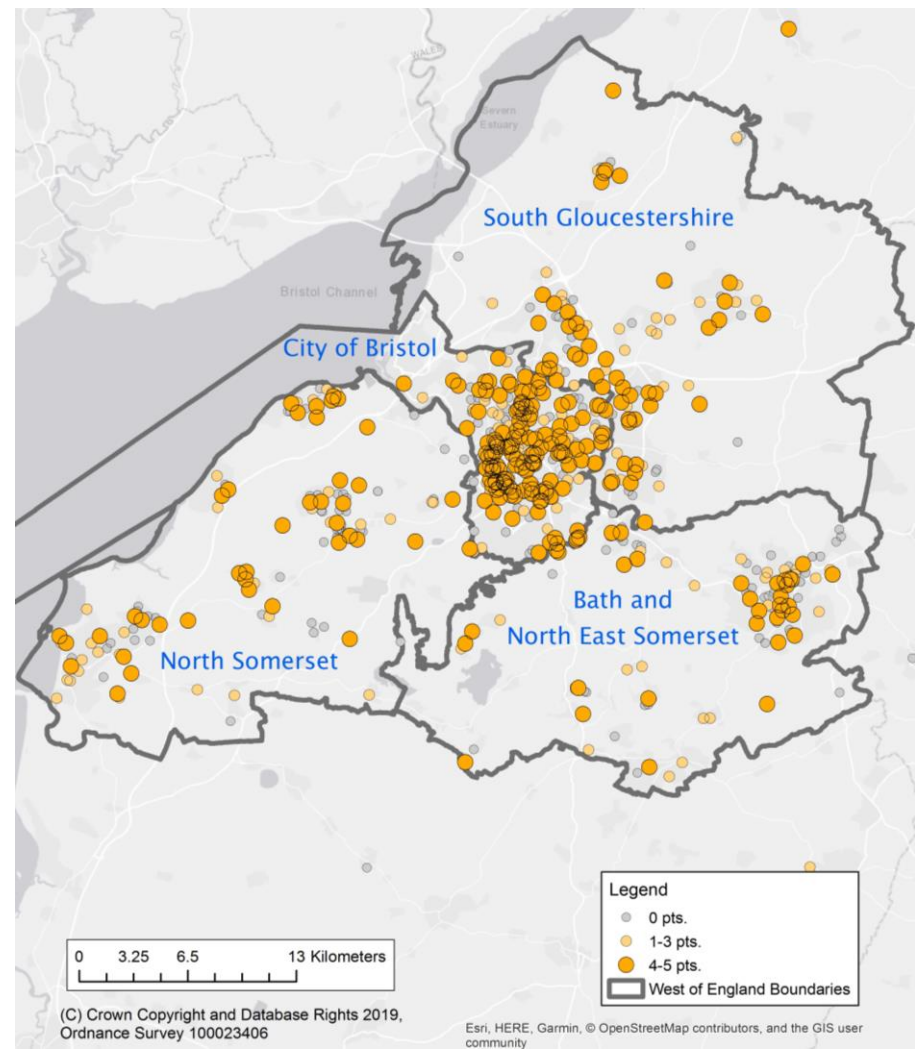
Create a comprehensive and safe network to support active travel for shorter trips



Reallocate highway space to public transport, walking and cycling

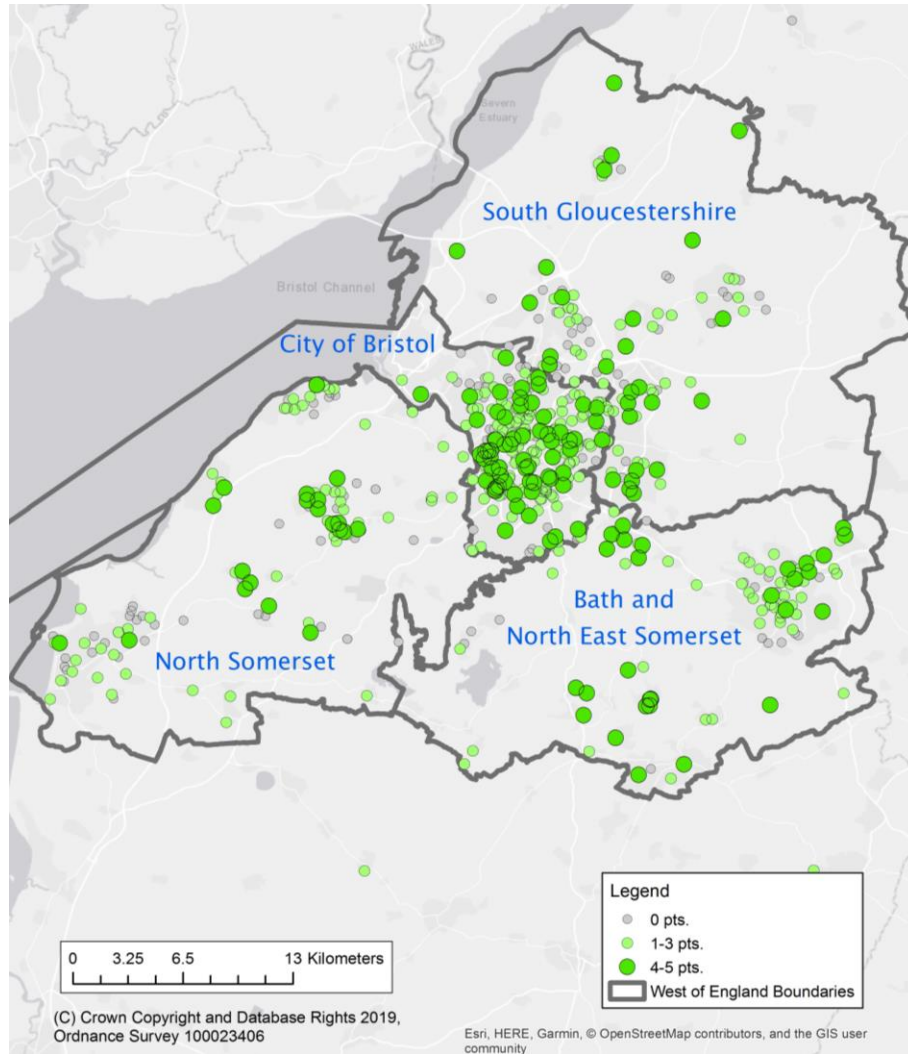


Construct a mass transit network



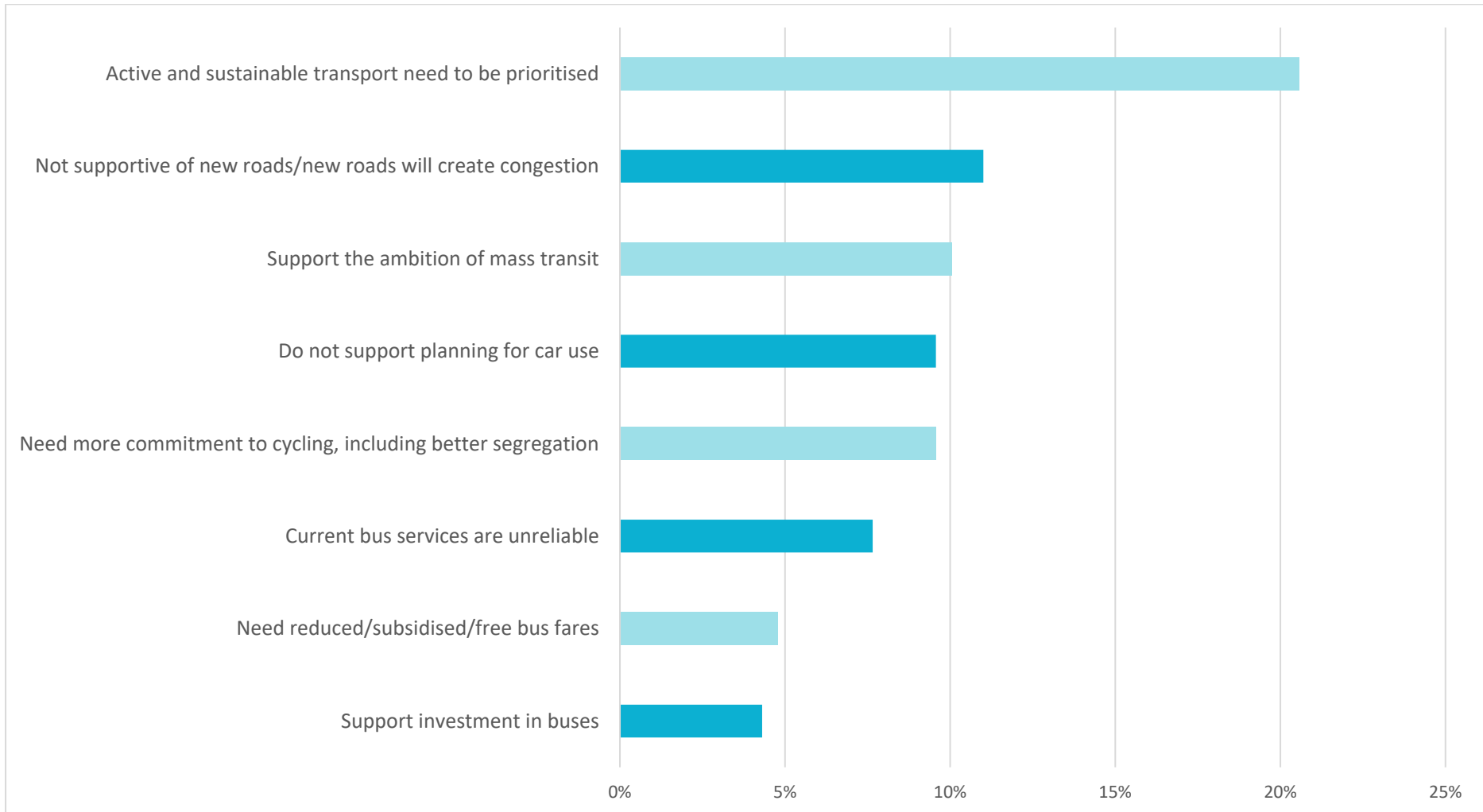
Improve bus facilities

Page 525



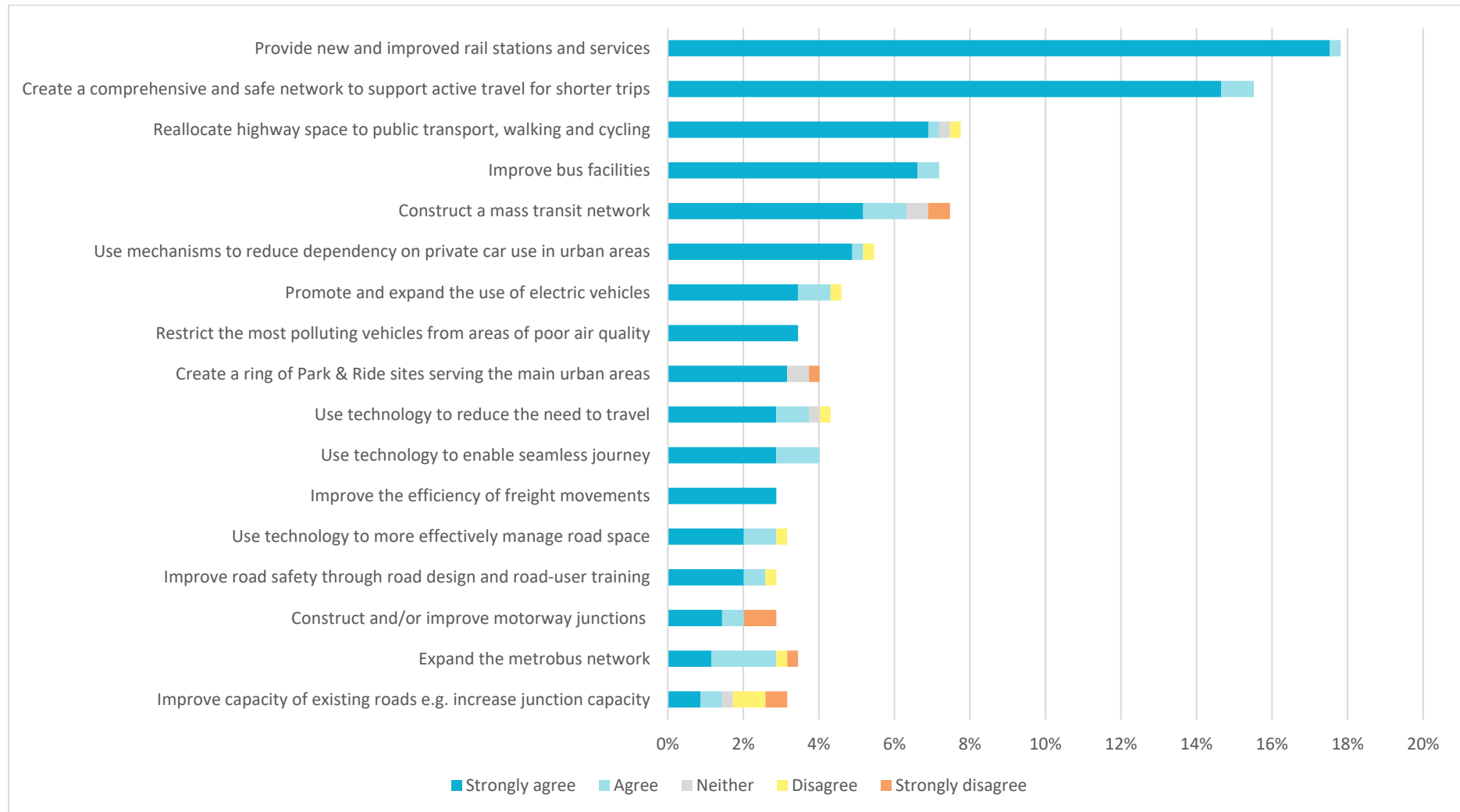
Priority simulator tool: free text box

The graph below shows the issues most frequently raised by people in the free-text section of the priority simulator tool.



Stakeholder event: prioritising transport measures

We ran an adapted offline version of the priority simulator tool at the stakeholder event. Attendees were each given stickers and asked to allocate them against which transport measures they supported or opposed on a chart. 348 stickers were allocated, and their distribution is shown below.



Stakeholder event: facilitated discussions

Stakeholders were invited to provide feedback on the various aspects of the plan including the vision, objectives and challenges as well as the concept of the four connectivity levels and the policies, interventions and actions that were being proposed as part of these.

The facilitated discussions covered a wide range of issues which were grouped into three main themes:

Interchange and connectivity

- Most modes of transport (walking, bus, rail, e-bikes) cover multiple levels of connectivity to some degree, and all play a role in contributing to multi stage journeys.
- Facilitation of multimodal journeys requires the development of high-quality and attractive infrastructure including new rail stations and rail services, safe cycle routes, prioritised bus lanes and user-friendly and inter-modal transport hubs which also recognise the role of the taxi.
- Rural locations require some form of non-car transport provision
- Demand for orbital bus routes
- Public transport needs to be attractively priced with an easy to understand fare structure

Environment

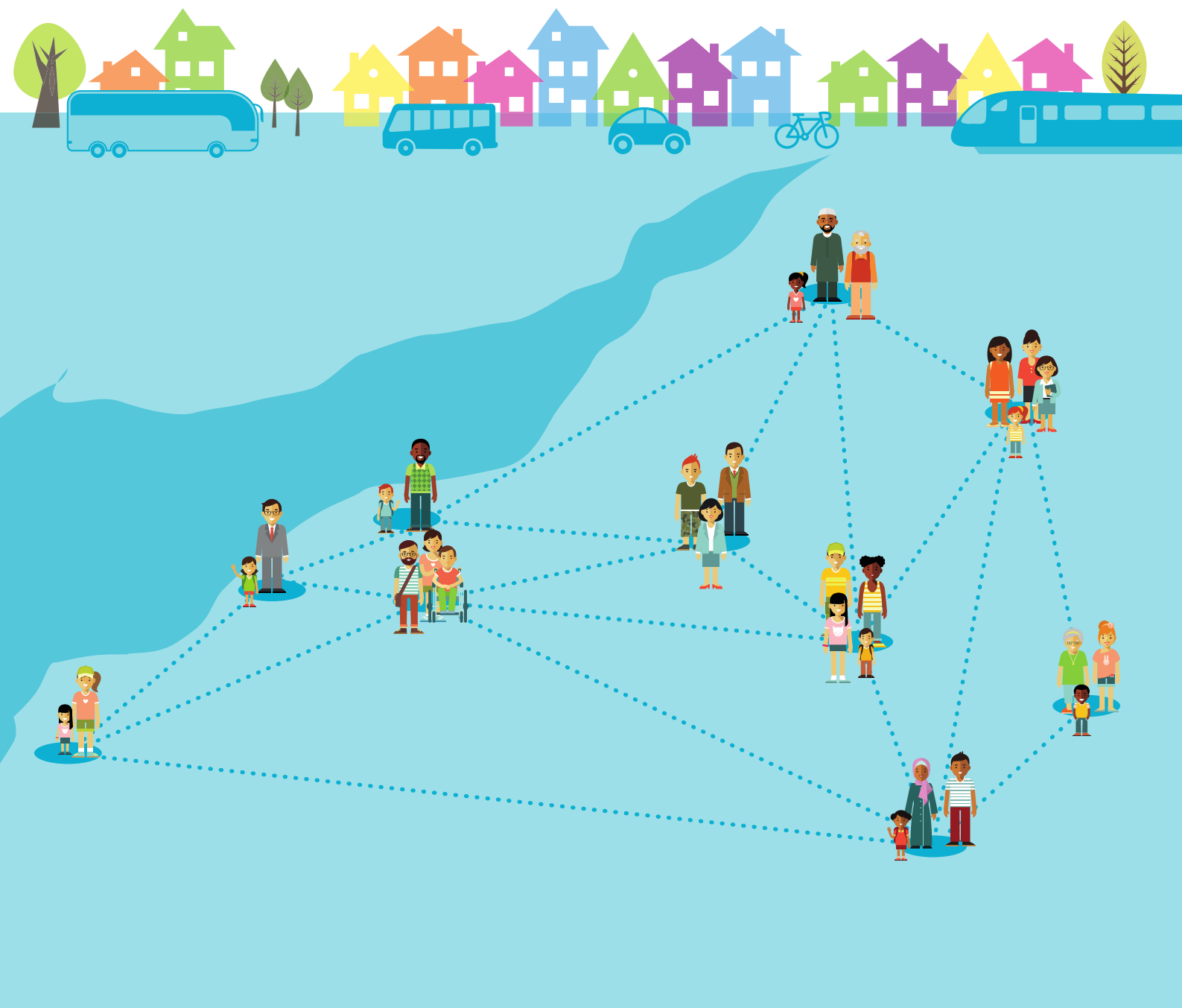
- Building new roads will worsen carbon emissions
- Low carbon transport to the Airport is negated if airport expansion permitted
- Freight (HGVs) should be restricted within city centres
- Decision makers need to be bold about introducing potentially unpopular measures to restrict car use, e.g. Workplace Parking Levy for city centre employers to achieve the required mode shift.

Delivery

- Need to consider those with limited access to technology
- Behaviour change initiatives are low cost, and can be delivered quickly compared to infrastructure
- Tourism should be considered

Methodology

A wide range of people participated in the consultation. Different ways of consulting (e.g. priority simulator tool, questionnaire) resulted in slightly different demographics: the priority simulator tool was more popular with the 25-44 age range, and women, although overall slightly more men responded to the consultation than women. By making use of digital methods of consultation and targeting younger demographics when promoting the consultation on social media, we received greater representation in those age groups than other comparable consultations.



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	Joint Local Transport Plan 4 (JLTP4) sign off for adoption
Please outline the proposal.	<p>The JLTP4 is the statutory transport plan for the West of England.</p> <ol style="list-style-type: none"> 1. The BCC Cabinet Member for transport and the Mayor's office signed off the draft plan to go out to public consultation in February and March 2019. 2. The plan has been edited following engagement and public consultation. 3. Key edits that have been made are (full details as part of Appendix A): <ol style="list-style-type: none"> a. Commitments for action on climate change, following declaration of climate emergency from all authorities b. Reference to how JLTP4 aligns with the 17 UN Sustainable Development Goals c. Wording amendments to demand management elements d. Wording amendments to reallocating road space elements e. Wording amendments relating to the Joint Spatial Plan and Joint Transport Study f. Amendments to categorisation of the major transport scheme programme as a result of the Joint Spatial Plan outcome g. Scheme/area specific amendments as a result of progress since draft document and to respond to public consultation <p>The adopted JLTP4 will be an interim document with a full review and refocused document to follow that will be produced alongside the future spatial plan for the West of England.</p>
What savings will this proposal achieve?	The proposal will not achieve any savings
Name of Lead Officer	Jacob Pryor

Could your proposal impact citizens with protected characteristics?

(This includes service users and the wider community)

Please outline where there may be significant opportunities or positive impacts, and for whom.
Transport affects everybody. The JLTP4 seeks to provide a vision and a plan for a transport network that caters to the needs of all of our citizens including those with protected characteristics.
A Full EQIA for the Joint Local Transport Plan 4 has been produced to understand the impact of the Plan on groups with protected characteristics. The report details current legislation in place, the local social profile and an impact assessment including mitigation measures. Due to the size of the document the EQIA can be found in Appendix A of this Cabinet Report.
Please outline where there may be significant negative impacts, and for whom.
See chapter 5 'Impact Assessment' in the full EQIA in Appendix A. We have not identified any new potential issues arising from the public consultation or from subsequent edits to the JLPT4.

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.
No
Please outline where there may be negative impacts, and for whom.
N/A

Is a full Equality Impact Assessment required?	
Does the proposal have the potential to impact on people with protected characteristics in the following ways: <ul style="list-style-type: none"> • 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 - see original EqIA (Appendix A). No further impacts have been identified.
Service Director sign-off and date:	Equalities Officer sign-off and date: <i>Reviewed by Equality and Inclusion Team</i> <i>8/1/2020</i>

Eco Impact Checklist

Title of report: Joint Local Transport Plan 4 (JLTP4) sign off for adoption

Report author: Jacob Pryor

Anticipated date of key decision: Non-key decision

Summary of proposals:

1. The JLTP4 is the statutory transport plan for the West of England.
2. BCC Cabinet Member for transport and the Mayor's office signed off the draft plan to go out to public consultation in February and March 2019.
3. The plan has been edited following engagement and public consultation.
4. Key edits that have been made are (Final Plan in Appendix A):
 - a. Commitments for action on climate change, following declaration of climate emergency from all authorities
 - b. Reference to how JLTP4 aligns with the 17 UN Sustainable Development Goals
 - c. Wording amendments to demand management elements
 - d. Wording amendments to reallocating road space elements
 - e. Wording amendments relating to the Joint Spatial Plan and Joint Transport Study
 - f. Amendments to categorisation of the major transport scheme programme as a result of the Joint Spatial Plan outcome
 - g. Scheme/area specific amendments as a result of progress since draft document and to respond to public consultation

The adopted JLTP4 will be an interim document with a full review and refocused document to follow that will be produced alongside the future spatial plan for the West of England.

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	The Plan proposes increasing investment in sustainable transport in order to encourage residents to use alternatives to private car travel. By taking this stance the Plan will indirectly help to reduce emissions of climate change gases.	
		-ive	The Plan proposes a range of improvements to transport infrastructure in the region. Through the	

			walking and cycling (in particular) is likely to improve the visual amenity of the city.	
Pollution to land, water, or air?	YES	-ive	Building new infrastructure may cause noise, dust, odour, or light pollution.	Specific mitigation measures will be applied to relevant individual projects, rather than being addressed in the JLTP.
		+ve	Promoting sustainable transport will have a positive impact on air quality in the city - especially those interventions that encourage more cycling and walking trips. Encouraging residents to switch from private car to public transport also has a net positive impact on air quality.	
Wildlife and habitats?	YES	+ve	Some new transport infrastructure may include features that enhance wildlife and habitats, such as verges and wildlife tunnels under main roads contributing to wildlife corridors, or bat friendly new lighting schemes.	Specific mitigation measures will be applied to relevant individual projects, rather than being addressed in the JLTP.
		-ive	Creating new transport infrastructure has the potential to impact Wildlife and Habitats.	
Consulted with:				
Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u>				
The overall transport strategy will have many significant environment impacts (some of which will be beneficial) through major and minor works and the impact on travel in the region. Benefits will include improved resilience, a better balance of travel modes, and air				

quality improvements, although in the short term, works may cause increases in congestion, emissions, and waste.

The key mitigation measure is the promotion of sustainable and cleaner modes of travel. Because this is an overall strategy, specific mitigation of short term negative impacts for specific projects and works should be addressed during the planning phases of those projects.

A Full Strategic Environmental Assessment was created for the JLTP4 and can be found through this link: <https://s3-eu-west-1.amazonaws.com/travelwest/wp-content/uploads/2015/05/JLTP4-Environmental-Report.pdf>

The net effects of the proposals will be beneficial.

Checklist completed by:

Name:	Jacob Pryor
Dept.:	Strategic City Transport
Extension:	
Date:	09/01/2020
Verified by Environmental Performance Team	Giles Liddell