

Summons to attend meeting of Full Council



Date: Tuesday, 8 December 2020

Time: 2.00 pm

Venue: Virtual Meeting - Zoom Committee Meeting
with Public Access via YouTube

To: All Members of Council

Issued by: Sam Wilcock, Democratic Services
City Hall, PO Box 3399, Bristol, BS1 9NE
Tel: 0117 92 23846
E-mail: democratic.services@bristol.gov.uk

Date: Friday, 27 November 2020



Agenda

1. Welcome and Introductions

(Pages 25 - 27)

2. Apologies for Absence

3. Declarations of Interest

To note any declarations of interest from the 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.

4. Minutes of the Previous Meeting

To agree the minutes of the previous meetings 10th and 25th November as a correct record.

(Pages 28 - 42)

5. Lord Mayor's Business

To note any announcements from the Lord Mayor

6. Public Forum (Public Petitions, Statements and Questions)

Public forum items can be about any matter the Council is responsible for or which directly affects the city. Submissions will be treated in order of receipt and as many people shall be called upon as is possible within the time allowed within the meeting (normally 30 minutes). Further rules can be found within our [Council Procedure Rules](#) and [Virtual Meeting Procedure Rules](#) within the [Constitution](#).

Please note that the following deadlines apply to this meeting:

- a. Public petitions and statements: Petitions and written statements must be received by **12 noon on Monday 7th December 2020** at latest. One written statement per member of the public is permitted.



b. Public questions: Written public questions must be received by **5pm on Wednesday 2nd December 2020** at latest. A maximum of 2 questions per member of the public is permitted. Questions should be addressed to the Mayor or relevant Cabinet Member.

c. Members of the public who wish to present their public forum in person during the video conference must register their interest by giving at least two clear working days notice prior to the meeting by midday on **Friday 4th December 2020**.

Public forum items should be e-mailed to democratic.services@bristol.gov.uk It would be helpful if you could also let us know if you plan to attend the meeting.

7. Petitions Notified by Councillors

Please note: Up to 10 minutes is allowed for this item.

Petitions notified by Councillors can be about any matter the Council is responsible for or which directly affects the city. The deadline for the notification of petitions to this meeting is **12 noon on Monday 7th December 2020**.

8. Equality and Inclusion Policy Strategy 2018-2023 refresh

(Pages 43 - 98)

9. Treasury Management mid year report 2020-2021

(Pages 99 - 115)

10. Council Tax Base Report

(Pages 116 - 127)

11. Collection Fund Report

(Pages 128 - 139)

12. Lord Mayor's Protocol

(Pages 140 - 147)

13. Motions

Important note:



Under the Council’s constitution, 30 minutes are available for the consideration of motions. In practice, this realistically means that there is usually only time for one, or possibly two motions to be considered. With the agreement of the Lord Mayor, motion 1 below will be considered at this meeting, and motion 2 is likely to be considered, subject to time.

Details of other motions submitted, (which, due to time constraints, are very unlikely to be considered at this meeting) are also set out for information.

Golden Motion: Protect the Next Generation – Stop Bristol Airport Expansion

Full Council notes that:

- Bristol City Council has led the way in declaring climate and ecological emergencies.
- The proposed expansion of Bristol Airport is one of the biggest carbon decisions in the region for the coming decade.

Full Council:

- Opposes the proposed expansion of Bristol Airport.
- Calls on Bristol’s Mayor to publicly oppose the proposed expansion and write to the planning inspector hearing the appeal to formally object to the airport’s expansion plans.

Background Notes

The proposed expansion of Bristol Airport is the biggest carbon decision in the region for the coming decade. By way of context, the internal carbon emissions of Bristol (Scope 1 and 2) are 1.6 million tonnes per year. The growth in carbon emissions from the proposed airport expansion is around 1 million tonnes per year, which is over 50% of Bristol’s current carbon emissions (1). Although Bristol City Council has declared climate and ecological emergencies, Bristol’s Mayor previously declared his support for the expansion (2) and lodged a letter of support in the original planning application.

Airport expansion has never been discussed or voted on by Bristol’s councillors.

The airport submitted plans to expand in 2018 which were turned down in Feb 2020; they have now appealed against this refusal. Their plans would mean an extra 23,600 flights per year and two million passengers a year (as well as an extra 10,000 car movements a day and a multi-storey car park on green belt land).

Although the Bristol Mayor and Bristol City Council are not the decision makers they are important voices in this decision making process and any objection they make to these plans could make a real difference to the



outcome of the appeal.

References:

<https://www.isonomia.co.uk/just-plane-wrong-bristol-airports-expansion-application/>

<https://thebristolmayor.com/2018/11/01/up-up-and-away-2/>

Motion to be moved by: Councillor Jerome Thomas, Green Group

Date of submission: 26th November 2020

Silver Motion: End our cladding and EWS1 scandal

Council notes that:

a. Following the human tragedy of the **2017 Grenfell Tower fire** taking 72 lives blamed on Aluminium Composite Material (ACM) cladding, this has rightfully led to a focus on fire safety in buildings across the country.

b. The Government banned the use of all combustible materials on the walls of new high rises in November 2018 (MHCLG, Government bans combustible materials on high-rise homes, 29 November 2018) meaning the problem has now extended beyond ACM cladding to buildings decorated with other materials that could be flammable - including balconies, and wooden panels. However, it did not legislate for building owners to take action or provide sufficient compensation funds to cover all situations.

c. In parallel, the Royal Institution of Chartered Surveyors (RICS) and the UK Council of Mortgage Lenders agreed the industry External Wall System fire review and certification process resulting in what is known as an EWS1 form. Only circa 300 professional fire safety engineers nationally are qualified to issue these - creating a bottleneck across the country including in Bristol.

d. Without an EWS1 form, many lenders are now refusing to provide mortgages. As there is no Government legislation forcing owners to produce EWS1 forms or to take remedial action, many leaseholders are having to battle with owners whether their Local Authority, Housing Associations or private landlords. Remediation costs are also skyrocketing in the £100Ks and many owners are forcing this back on leaseholders via financially ruinous service charges – including impacting those in shared ownership.

e. Subsequently, residents and leaseholders through no fault of their own are being left in potentially ruinous limbo unable to mortgage properties,



re-mortgage and therefore unable to buy and sell. Additionally residents are living in fear in homes with no idea if they are safe. This is fundamentally holding up people's lives, costing our residents money they shouldn't have to pay and leaving a huge mental health impact.

Council therefore calls on Cabinet to:

- a. Sign up the Council to the End Our Cladding Scandal campaign: endourcladdingscandal@gmail.com.
- b. Consider options on advice and support including establishing a Cladding Hub by March 2021 to provide assistance to all Bristol residents associations regardless of housing tenure ie Council, Housing Association, Shared Ownership or private. The aim being to assist such resident associations in lobbying developers, building owners and claiming Government funds to urgently rectify their buildings. This support team should be proactive rather than reactive.
- c. Investigate options such as to redeploy and upskill staff, support and upskill surveyors or other suitable professionals as appropriate, in order to perform more EWS1 assessments. The aim being to accelerate remediation and certification. This may also have a longer term benefit to increasing job opportunities in Bristol.
- d. Lobby all private building owners and Housing Associations in Bristol to act immediately in rectifying issues and achieve EWS1 certification – noting that some of these owners may not be the original developer and therefore will need the Council's assistance to engage and trace such developers or other routes to remedy to avoid any cost to their Leaseholders.
- e. Explore ways to delay approving planning applications where the applicant has outstanding snagging or EWS1 certification issues in Bristol and include a condition to be discharged on all future planning applications to provide an EWS1 form before first occupation.
- f. Lobby and work with the MPs, MHCLG and the Mayor of Bristol to:
 - i. Devolve powers to Bristol Council in order to have jurisdiction over enforcing remediation of housing of all tenures and to obtain local control over the relevant compensation funds from the Government for Bristol so the Council can actively support affected residents in Bristol of all tenures.
 - ii. Adopt the sensible [recommendations of the Housing, Communities and Local Government Select Committee](#) that the EWS1 process could be reformed to urgently revise and implement a process (at no cost to leaseholders) that offers clarity to lenders, insurers and peace



of mind for homeowners and buyers to re-instate re-mortgaging and property sales provided there is no immediate danger.

iii. Adopt the 10 asks of the [End Our Cladding Scandal campaign](#).

Motion to be presented by: Cllr. Mark Wright (Hotwells & Harbourside LibDem councillor)

Submitted: 26th November 2020

3. Proportional Representation

In the 2019 General Election, Full Council notes that the 'First Past the Post' voting system:

1. Has again failed to elect a government representing the majority of voters, with the Conservative party winning 43% of the popular vote, yet gaining over half of the seats in parliament.
2. Has again yielded a wildly disproportionate allocation of seats with, for example, the Democratic Unionist Party gaining 8 seats from 244,127 votes compared with 11 seats from 3.6 million votes for the Liberal Democrats.
3. Has spectacularly failed to match votes to seats with, for example, only 25,882 Scottish National Party votes cast for each SNP MP elected, compared with over 800,000 Green votes resulting in the election of one Green Party MP.
4. Has resulted in 70.8% of votes being 'wasted' i.e. having no effect on the outcome of the election. The largest number of ignored votes in any UK constituency was in Bristol West with 56,718 votes being ignored (either votes cast for a losing candidate or surplus votes).

Full Council further notes:

1. That worldwide, FPTP systems inherited from colonial rule cause the under-representation of minority groups, contributing to ethnic tensions and instability [1].
2. That no country using FPTP achieves greater than 40% female representation in parliament. [2]
3. That there is a statistically significant link between countries using proportional election systems and having lower levels of income inequality [3], and scoring more highly on the United Nations Index of Human Development [4].
4. That the Single Transferable Vote system is already used for local elections in Scotland, where it has led to an increase in turnout and voter confidence in the electoral process [5], and in both Northern Irish local elections and the Northern Ireland Assembly. Other proportional electoral systems are used to elect the devolved parliaments and assemblies in Scotland, Wales and London.
5. That support for proportional representation is official policy of



the Green Party, the SNP and the Liberal Democrats; polling shows three quarters of Labour members want their party to campaign for it [6].

Full Council believes:

1. That a Parliament that more accurately reflects the views of the nation is more likely to develop an economic, social and environmental agenda that benefits Bristol’s residents;
2. That enabling people to feel that their votes count would increase voter engagement and participation;
3. That a robust democracy must include a fair voting system and that nobody should be disenfranchised because of where they live.

Therefore, Full Council:

1. Applauds the many groups and organisations campaigning for fair votes including the Electoral Reform Society, Make Votes Matter and the Labour Campaign for Electoral Reform;
2. Calls for the introduction of a proportional voting system
 - a. for local elections in England and Wales;
 - b. for Westminster elections;
3. Requests for Bristol to be allowed to pilot the holding of local elections under a proportional system.

Full Council resolves to call on the Mayor to:

1. Publicly support proportional representation for local elections in Bristol and as the national electoral system;
2. Inform local MPs and the media of this decision and work with them in support of this campaign;
3. Forward a copy of this motion to the Leaders of all political parties represented in the UK Parliament, and to all Bristol MPs.

Motion to be moved by: Cllr Eleanor Combley, Green Group

Date of submission: 25th Nov 2020

4 Introduce a ‘Low Carbon Advertising Policy’

Full Council notes:

- That Bristol City Council currently holds an Advertising Concession Agreement (ACA) with Clear Channel UK involving the upkeep and maintenance of over 300 bus stops across the city, many of which include digital advertising screens. This contract is due to come to an end soon and a new one will need to be re-tendered. [1]
- That advertising prohibitions and restrictions already exist regarding all tobacco products and e-cigarettes, guns and offensive weapons, breath testing and products designed to mask



the effects of alcohol, ‘pyramid schemes’, prostitution services, ‘obscene material’ as well as other rules regarding marketing to children, high fat sugar and salt products, medical and health claims, religion, financial products, and pornography. [2]

- That a double-sided digital bus stop advertising screen uses four times the electricity of the average British home. [3]
- That Bristol City Council declared a Climate Emergency in November 2018, which included a commitment for Bristol to go carbon neutral by 2030.
- That Bristol’s One City Climate Strategy includes a plan to create ‘advertising standards and restrictions to support responsible consumption.’ [4]

Full Council believes:

- That the very purpose of advertising is to stimulate demand for goods and services.
- That some advertising content undermines the council's objectives regarding public health, air pollution and sustainable consumption. For example: High Fat Sugar and Salt (HFSS) products undermine health objectives, petrol and diesel car adverts (especially for Sports Utility Vehicles) undermine air quality objectives, and airline advertising undermines carbon emission targets.

Full Council resolves:

- To call on the Cabinet member for Transport to review the Advertising Concession Agreement immediately, to investigate the possibility of amending the set of prohibitions and restrictions to include products that contribute to climate change and air pollution, to take effect when the ACA is re-tendered.
- To call on the Cabinet member for Planning to implement a Low Carbon Advertising Policy as part of the council's planning policies, to apply to bus stops, billboards and advertising spaces in the city within the jurisdiction of the local planning area.
- To call on all Cabinet members to look into the possibility of an overarching Bristol City Council advertising policy that links the One City Climate Strategy, Local Plan and public health objectives by setting targets, expectations or restrictions on all advertising in the city that interacts with the Council’s objectives on public health, air pollution, climate change and sustainable consumption.

References:

1. <https://democracy.bristol.gov.uk/ieDecisionDetails.aspx?AllId=12821>
2. <https://www.badverts.org/case-studies>
3. <http://adblockbristol.org.uk/2019/11/the-electricity-cost-of->



[digital-advert](#)

4. <https://www.bristolonecity.com/wp-content/uploads/2020/02/one-city-climate-strategy.pdf>, page 46

Motion to be moved by: Councillor Carla Denyer, Green Group
Submitted: 25th November 2020

5 Mobilise community investments to tackle climate change

Full Council notes:

1. That this council unanimously declared a climate emergency in November 2018 following a Green Motion to Council
2. The motion committed the city to achieve net zero carbon impact by 2030 and there are now 10 years left to this target date
3. The council has been progressing a package of low carbon opportunities called City Leap since May 2018. City Leap is still subject to a procurement process since a new process was started in 2020.
4. A new low risk model called Community Municipal Investments [CMI] has been developed by Leeds University and Abundance Investments platform with UK Government and EU support. This had the support of 4 local authorities including Bristol City Council. [1]
5. This new concept is a way to channel local savings into local projects with low risk and a modest return to investors [2].

Full Council believes:

1. That offering local savers a way to support the city's journey to carbon neutrality should be developed.
2. That offering security and a modest rate of interest through municipal bonds is an established way to develop local infrastructure [3]. This could complement other projects such as the successful Bristol Energy Cooperative.
3. That CMIs can help us develop a low carbon city now in partnership with others.
4. The Mayor should prioritise CMIs as part of the package of investments that will create positive economic opportunities and carbon neutrality
5. Bristol should join the other 3 pioneers of CMI in developing local opportunities for local investors [e.g. 4]

Full Council resolves:

1. To call on the Mayor to begin development of Community Municipal Investments for the city.



2. That the Mayor promote CMI as a way residents and institutions can contribute to a new zero carbon city.
3. To request officers to identify carbon saving projects suited to CMI investment in conjunction with city partners.

Motion to be moved by: Cllr Martin Fodor, Green Group

Date of submission: 25th Nov 2020

References:

1. The report supported by Bristol:
<https://baumaninstitute.leeds.ac.uk/research/financing-for-society/>
2. Initial proposed interest rate is 1.2%. See: Your questions answered on Green Community Bonds | Abundance Blog
<https://medium.abundanceinvestment.com/community-municipal-investments-your-questions-answered-25218ed4d2cb>
3. https://medium.abundanceinvestment.com/community-municipal-investments-the-new-option-for-your-low-risk-money-a9cc5d72e03a?source=post_internal_links-----1-----
4. These are: Leeds Council, Warrington, and West Berkshire. Eg Invest now: <https://info.westberks.gov.uk/wbcmj>;
<https://www.abundanceinvestment.com/invest-now/warrington-2025>

6 A Universal Basic Income Trial for Bristol

This council notes:

1. The drastic impacts of the Covid pandemic on employment and household incomes in the city;
2. The threat to income and employment from automation and artificial intelligence, which could affect a great many more jobs in future;
3. The development of universal basic income (UBI) trials in other countries, which offer a non-means-tested sum paid by the state to cover the basic cost of living, which is paid to all citizens individually, regardless of employment status, wealth, or marital status, which has been widely debated in recent months;
4. That a trial of UBI was promised by the Labour party had the party won the last general election;
5. The resolutions of other local authorities including Sheffield, Birmingham, Lewes, and Brighton and Hove [with cross party support] calling for trials of UBI;
6. A network of Universal Basic Income Labs has been set up and works with local authorities across the UK developing UBI proposals to address problems such as poverty, inequality, discrimination and environmental damage, long-term and immediately, in relation to coronavirus. One is operating in Bristol.



7. Birmingham City Council has issued a briefing on UBI (1)
8. UBI has been Green Party Policy since about 1973 and more recently taken up by other parties

This council believes:

1. That the current benefit system is failing citizens, with Universal Credit causing hardship to many communities;
2. A UBI is the fairest, most effective way to mitigate the effects of coronavirus on people's incomes as it does not discriminate between employment status, caring responsibilities, age, or disability when providing basic support;
3. There is a danger of increasing numbers of people facing poverty as a result of the coronavirus crisis;
4. Testing a UBI is needed, as a UBI has the potential to help address key challenges such as inequality, poverty, precarious employment, loss of community, and breach of planetary boundaries through:
 - i. Giving employers a more flexible workforce whilst giving employees greater freedom to change their jobs;
 - ii. Valuing unpaid work, such as caring for family members and voluntary work;
 - iii. Removing the negative impacts of benefit sanctions and conditionality; and
 - iv. Giving people more equal resources within the family, workplace and society;
 - v. Breaking the link between work and consumption, thus helping reduce strain on the environment in line with the One City Climate Strategy;
 - vi. Enabling greater opportunities for people to work in community and cultural activities or to train or reskill in areas that will be needed to transition to a lower-carbon economy.
5. The success of a UBI pilot should not be measured only by impact upon take-up of paid work, but also the impact upon communities and what the people within them do, how they feel, and how they relate to others and the environment around them; and
6. Given its history of social innovation, wealth of expertise, and active networks across community, business and public services, Bristol is ideally placed to pilot a UBI.

This council calls on the Mayor to:

1. Send a joint letter with the other party leaders to the Secretary of State for Work and Pensions, the Chancellor of the Exchequer, the leader of the party in Government, their counterparts in all opposition political parties in parliament, and all local MPs, asking for a trial of Universal Basic Income in the city citing the above reasons.

Sources: <https://birmingham.cmis.uk.com/Birmingham/Document.ashx>

Motion to be moved by: Martin Fodor, Redland Ward Green Party



Councillor

Date submitted: 25th November 2020

7 Transparency over Bristol Energy Fiasco

This Council notes that following the sale of its domestic customer base, the curtain has finally come down on Bristol Energy, a hugely costly commercial failure.

The move follows a similar sale of a council-owned enterprise Robin Hood Energy Limited in Nottingham. A company which also managed to rack up substantial financial losses. However, the Labour leadership in that city has promised to “very shortly” make public all the facts and circumstances surrounding its disposal. In addition, their external auditors have already released a damning report on that Council’s governance arrangements for that enterprise.

Accordingly, in the interests of openness and transparency, Council calls on the Mayor to make a commitment to publish a full account and timeline of decisions taken in relation to Bristol Energy, together with a statement on the impact this will have on the Authority’s reserves. This explanation to be published by the end of December 2020, in order that Bristol taxpayers can judge for themselves who to hold responsible for this colossal waste of public money.

Motion to be moved by: Cllr Goulandris, Conservative Group
Date of submission: 26th November 2020

8 Growing Provision of Allotments across the city

This Council recognises the long established benefits derived from the provision of small agricultural holdings and allotments to individuals and families. These sites give people the chance to take productive exercise and grow cheap food but, also, are valued for other reasons such as providing educational opportunities, help to build communities and offer some protection to the local environment.

Council notes the commitment previously given by the Mayor to ‘have community gardens and allotments in every ward’ but is anxious to ensure that such rhetoric translates into action.

At present, the Authority has 497 vacancies with a waiting list of 5665 people. Council is concerned that much suitable land held by the



Authority for this purpose is either underutilised or could be de-registered for development, ironically, when there is likely to be a growing desire and demand to maintain an allotment.

Accordingly, Council calls on the Mayor to pledge to preserve, protect and promote existing sites; to increase the size of this network; extend the number which are accorded (limited) ‘statutory’ protection under current legislation; and ensure that all those who want access to a plot, are able to do so.

Motion to be moved by: Cllr Morris, Conservative Group
Date of submission: 26th November 2020

9 Expanding Adult Training Programmes

This Council welcomes the recent adult training initiatives introduced by Government such as the National Retraining Scheme and, regionally, the WECA Employment & Skills Plan, designed to help adults access better jobs or pursue new careers due to changes in the economy.

“Whilst the social and economic impact of the Corona virus has yet to unfold over the months and possibly years ahead, it is vital that all those who are unfortunately made unemployed as a result of this crisis have access to full-time, vocational, technical or traditional craft apprenticeships.

“Council believes that this challenge could best be met by a revival in city-based learning hubs like the often wrongly maligned former polytechnics and Government industrial training centres. Sadly, provision such as the Skillscentre network closed in 1993 but they served as a highly effective means or bridge into employment. Restoration of these institutions can equip people with the skills needed to adapt to the new world of work and help fill any identified skills gaps in the regional workforce.

“Accordingly, Council calls in the Mayor to work through WECA to make the urgent case to Government for a greatly expanded and accelerated investment programme, to create additional sites in the city to cater for the anticipated surge in demand for these services, at least in the short to medium term.

Motion to be moved by: Cllr Melias, Conservative Group
Date of submission: 26th November 2020

10 Ten point plan for a green industrial revolution



Council welcomes the Government’s recently announced ten point plan for a green industrial revolution.

In addition to the commitment to create and support 250,000 jobs, this ambitious programme includes the promise of substantial capital investment (£12billion in public funding alone) in a comprehensive range of innovative technologies and infrastructure.

Delivery of each of these elements aims to put the UK at the forefront of green technology and finance as well as help the country to meet its net zero carbon emissions target by 2050.

This Council rightly prides itself on its response to the challenges of climate change, arising first from its status as European Green Capital, followed by the landmark Climate Emergency Declaration, through to the Mayor’s Climate Emergency Action Plan which seeks to achieve carbon neutrality by 2030.

In order to retain our position at the forefront of local authorities dealing with these important environmental issues, Council calls on the Mayor to contact the appropriate Secretary of State at the earliest opportunity to identify how best our city can play a full part in this new industrial strategy.

Motion to be moved by: Cllr Hiscott, Conservative Group
Date of submission: 26th November 2020

11 The government’s White Paper ‘Planning for the Future’

This Council:

- appreciates the merit of the present hierarchy of planning in the UK. Where it works well the system allows for local neighbourhood plans and for consultation and engagement with the preparation of Local Plans and the Sub-Regional joint Spatial Plan
- accepts the need for such plans to be approved, and sometimes overruled, by central government to comply with overall national criteria
- acknowledges the necessity for certain infrastructure works to be subject to special Permitted Development rules where government restricts local consultation and democracy for strategic reasons
- recognises the value of transparency and fairness throughout the planning system so that citizens voices can be heard amid the



wider assembly of guidance for the justification for new development and how this can or cannot be reasonably accommodated within suitable local policy frameworks formed from national guidance and approved for use by central government

- supports the high target it has set for new housebuilding in and around Bristol to sustain its local growth and is generally satisfied with the way it has administered the present planning system to approve a high percentage of developers planning applications.

Council further notes that the Government Planning White Paper ‘Planning for the Future’ dated 6th August 2020 proposes:

- Local Plans are to be produced under government direction and with targets set nationally, even extending to local areas
- that areas are to be classified as Growth, Renewal or Protected with designated Conservation Areas not automatically ‘protected’.
- No planning consent will be required in Growth areas and only minimal checks will be required in Renewal areas.
- Domestic houses will be allowed up to two storey extensions with no approvals or objection from neighbours
- local planning committees will be effectively abolished or rendered toothless so inappropriate siting, quality, design and other impacts will no longer be capable of challenge
- buildings can be removed and replaced with poor quality housing without checks on reasonable space standards or even natural light so sanctioning worsening public health for volume housing and the creation of ‘modern slums’ *
- The present overall development tax, the Community Infrastructure Levy (CIL) is to be nationally restructured so that it no longer reflects a locally-fair contribution; the individual development mitigation arrangements (S106), are to be abolished.
- no alternative is indicated to replace the affordable housing (currently 26,800 nationally or 50% of the affordable housing built last year) which was achieved through S106 arrangements, that are to be abandoned
- the size of development that requires a proportion of affordable housing is to be downgraded from 10 to 50 units which will seriously reduce the best source of essential affordable housing

Council regrets:

- the proposals do not address the fundamental acknowledged blocks, stemming from land valuation, finance and tenure limitations, particularly prevalent in the UK, to increasing the supply of housing, particularly affordable housing



- the government's belief that the planning system is the cause of delay in building new housing whereas instead it is the way that housebuilding is financed within this country that encourages developers to use planning permissions as a means of adding value over time
- the proposals restrict rather than enhance the present opportunities to provide much-needed affordable housing of an acceptable standard
- there is no acknowledgement, or attempt to resolve, the 'log-jam' to building which is the hoarding of planning permissions by developers due to the unrealistic relationship of land price to sales value and the reluctance of financiers to embrace large-scale rented development
- the escalation in Permitted Development Rights with its removal of sensible controls and enforcement over development that has already exposed poor quality and reduced numbers of affordable housing
- the proposals presage a very different relationship across the country between local and national government and a compact with the people with a clear loss of local and regional democracy
- this democracy and community support built in to the present system is being sacrificed because of a misapprehension that the current seven year cycle of Local Plans, derived from government timetables, is a block to development rather than a constantly evolving resource
- the proposals ignore the hard-to-improve results from the system at present: 90% of all developments are approved within the current planning system; 65% of refusals that go to appeal are turned down by the inspector
- nationally 1, 000, 000 homes granted planning permission in the last 10 years are still unbuilt despite, in some cases, having been required to be resubmitted for approval three times. This is twice the five years quoted by the Minister as the delay caused by the planning system ""to getting a spade in the ground"
- The proposals make no attempt to address this virtually automatic serial re-approval with no penalty or requirement to complete the permitted development within the period of the permission
- the Local Government Association, the Town and Country Planning Association, the Royal Town Planning Institute, the Royal Institute of British Architects should all have seen the need to condemn the proposals

Council resolves to request the Mayor:

- to make early representations to government along with other members of the Core Cities Group and fellow planning authorities



within WECA, leading the way for other councils around the country expressing concerns about the removal of local democratic control promised by previous governments as part of the benefits of adopting a mayoral system

- to instruct officers to prepare a strong response to the consultation across the areas of governance, democracy, local knowledge, quality control and reduction in affordable housing delivered, and any others that become apparent during this process
- to advertise the consultation and invite representations from the Bristol public to the government
- to strive to maintain the consensus within this council to explore creative opportunities for maximising the delivery of sustainable housing, independently and with others, affordable by all our citizens whatever their need and circumstance.

Notes: * a government commissioned study published in July 2020 (carried out by University College, London and the University of Liverpool) has shown that poorer quality homes are being created from Permitted Development than through the existing planning system. They are less likely to achieve national space standards, are more likely to be deficient with natural daylight

Motion to be presented by Cllr. Anthony Negus (Cotham, LibDem councillor)

Motion Submitted: 26th November 2020

12 Energy Efficiency Support for every Householder in Bristol: making ideas work.

Council notes:

- the Climate and Ecological Emergency Programme and its component documents set out where the city needs to go and what it seeks to achieve but not at this stage how this is to be accomplished
- addressing the poor energy performance of our current buildings, particularly homes, that will save energy, reduce carbon emissions and alleviate fuel poverty is crucial to achieving Bristol's adopted 2030 Climate Emergency resolutions
- the up-grading of the huge majority of our domestic buildings has been sporadic and piecemeal to date.. Technical and financial advice can be accessed but multifaceted interventions are challenging and a disincentive.



- the easier, more currently cost-effective measures such as loft and cavity-fill insulation , draught-proofing and smarter boilers have been much, though patchily, carried out - but are not enough where they are in place, and there are too many places where they are not
- retro-fitting by Bristol City Council is directed to our large social housing stock and advice is rightly focused on people experiencing fuel poverty
- the revenue-saving benefits from capital investment may be simply calculated over time where the owner is the occupier but this is a more complicated model for publicly-managed social housing and even more so in the Private Rented Sector.
- energy providers and bankers can manage initial investment for home-owners, and some do, as with the Green Deal model for larger investors. Landlords can recover investment through rent but there are poorly-adopted schemes for energy-saving passports and sales premiums for home-owners.

Council intends:

- to assemble the details of a service by which every household in the city will be able to access appropriate support with home energy efficiency and renewable technology. The service will encourage a greater uptake of energy efficiency measures in Bristol; lowering emissions and energy bills, as well as promoting the creation of low-carbon skills and employment in the area.
- to extend the scope of the council’s work to deliver our 2030 resolutions, to consider its role in encouraging all households , including individual private house-owners, to appreciate the value to themselves, let alone society, of an investment to secure long –term savings, particularly when the calculated return falls outside their personal occupation period.
- to look beyond the good work in fuel poverty mitigation and capital schemes within our own housing stock and the wider Heat Network to be a hub for general advice and a facilitator for delivering beneficial schemes

This Council agrees

- that reducing domestic energy consumption, and the resultant carbon emissions, should be encouraged within Bristol by widening the advice and support on offer to incorporate every household in the city

This council resolves:

- to request the mayor to instruct officers to explore the feasibility of expanding the scope of work carried out by officers across the council including the setting up of a team to focus support on a wider range of households in Bristol to have access to green energy and to reduce their energy use to help Bristol to becoming Carbon Neutral by 2030. The scope of the study should be as wide as needed but should at least include technical and financial advice, practical on-site consultation and implementation support, all or any of which might be provided in-house or through commercial agencies
- to request the mayor to instruct officers to build a business case to create a comprehensive service offer and methodology for directing appropriate and tailored support to every household in the city. The business case will consider the level of resourcing currently available to BCC, and consider options to increase capacity; including the exploration of strategic partnerships to provide the comprehensive service and offer
- to request the mayor to instruct officers to explore a programme for developing a local, highly-skilled workforce to deliver low-carbon, energy efficiency installations within the city
- request the mayor to instruct officers to explore the potential of financing the capital cost of low-carbon technologies for private housing tenures, through the provision of grants and loans.
- to request that a further report on progress is requested to be brought back to the council by 1st March 2021

Motion to be presented by Cllr. Anthony Negus (Cotham, LibDem councillor)

Motion submitted **26th November 2020**

13 New Secondary School in Knowle

Secondary School places in South Bristol are in short supply and the situation will get worse over the next couple of years. The problem becomes even more challenging as the public transport is woeful and travelling from Knowle to Brislington or Bedminster Down is very challenging for pupils.

After gap of 20 years with no secondary provision in the area, we now have a solution with the new school being built on part of the old Merrywood School site. The other part of the site will be given over to a great new community facility costing around £6M

This Council thanks the trustees of “The Park” Local Opportunity Centre for doing such a great job of providing community facilities over the last



20 years on the old school site and working so hard on the imaginative new plan.

Government, Oasis, funders and the community are to be thanked also and we must recognise that Officers and Cabinet Members gave full backing to this scheme (despite a couple of frankly silly objections).

This Council asks for one further contribution, with the present timetable a couple of the most critical years will not benefit from the new school. We ask that the school is set up earlier in temporary accommodation from September 2021.

Council notes that the site is, unlike the Temple Meads new site, large and open and that the failure of the plans for early opening at Temple Meads will put even more pressure on numbers over the next 2 years in East and South Bristol.

Motion to be moved by: Cllr Gary Hopkins, Knowle Ward (Lib Dem)

Date of submission: 26th November 2020

14 No Supermarkets Compact

This Council notes that retail and distribution workers have been at the front line of the Covid-19 crisis, facing a high-pressured environment and that supermarkets have made many adaptations to keep the city running during the lockdown. This commitment and innovation could be extended to deliver greater permanent benefits.

The Council notes a number of challenges within the retail and distribution sector that hamper the city's sustainability aspirations. These challenges include, but not exclusively:

- extensive usage of a wide range of packaging materials
- continuing use of materials, particularly plastics, with poor recycling outcomes
- excessive levels of wastage, particularly of food
- increasing heavy vehicular distribution-miles, both cross-countries and within the city

The Council regrets that it lacks the regulatory powers to control the negative outcomes from some large commercial organisations in the city and the resources required to resolve and mitigate some of these issues.

This Council notes the announcements and actions by more conscientious firms to address some of these issues to reduce their costs



and be more responsible.

This Council notes the unacceptable level of food poverty in our city.

This Council notes the increasing challenges around goods delivery vehicles in our city and the use of freight consolidation which is attempting to reduce the volume of traffic and improve air quality.

This Council notes that a successful plan to deliver carbon neutrality by 2030 will require committed leadership to inspire common purpose in everyone and across all groups in our city

This Council notes that much customer packaging places volume and disposal demands on the city's waste services, while their bulk packaging is also unsustainable though disposed through commercial operators.

This Council notes that a proposal to address these issues is supported by research and a dossier of detailed responses from all of the eight major supermarkets, which has been prepared by a BCC scrutiny committee and was commended by a committee of the Core Cities team.

The Council resolves to thank our retail and distribution workers.

A focused and co-operative approach might deliver multiple benefits, including a:

- reduction in the use of plastic
- reduction in food waste
- reduction in delivery-miles
- rewarding sustainable practice
- getting out our sustainability message through big players to the shopping public
- tackling at source some resulting issues currently funded through the public purse

The Council resolves to set up a working group to engage with key stakeholders, including supermarkets, councillors and trade unions, to resolve these challenges.

Council therefore resolves to launch the first core-city co-operative initiative of its kind:

Council resolves that this working group will explore a Supermarkets Charter with the major chains in Bristol where the City council sets a small number of key criteria that will benefit the city and promotes a 'Kitemark' - type scheme awarding recognition as each is achieved. This would recognise good practice in a competitive market increasingly sensitive to improving sustainability, and enable customers to make informed choices, with the 'Kitemark' displayed on their premises and promotional literature.

Such a scheme would be a simple and highly visible way of advancing our



sustainability ambitions. It would be co-operative, competitive and catalytic while fair and sustainable. It would be a cost-effective way for this city to offer mutual solutions to long-standing common problems. It would be a bold advance in the crucial community engagement measures to deliver real-life sustainability, closer to source. We request the Mayor to take this forward through the most appropriate structures.

Motion to be presented by: Cllr. Anthony Negus (Cotham, LibDem councillor)

Submitted: 26th November 2020

15 Public sector pay freeze

Full Council notes that:

1. The Government has announced a pay freeze for most public sector workers, with a few exceptions.
2. In real terms, this pay freeze amounts to a pay cut.
3. In real terms, the average public sector worker is already earning 1.5% less than in 2010.

Full Council believes that:

1. Cutting the wages of the public sector, in real terms, is economically counterproductive as it, a) hinders consumer confidence b) leaves public sector workers with less money to spend in the economy, which can lead to negative growth.
2. The public sector's work throughout the pandemic should be recognised by this Government.
3. Public sector pay should rise, at least, in line with inflation.

Full Council resolves to:

1. Ask the Conservative Party Group Leader to write to the Chancellor of the Exchequer to make Full Council's objections to the public sector pay-freeze known.
2. Ask the Mayor to publically voice Full Council's opposition to the pay freeze.

Motion to be moved by: Cllr Don Alexander

Date of submission: 26th November 2020



Signed

A handwritten signature in black ink, appearing to be 'T. Oliver'.

Proper Officer
Friday, 27 November 2020



Public Information Sheet

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

You can find papers for all our meetings on our website at <https://www.bristol.gov.uk/council-meetings>

Covid-19: changes to how we hold public meetings

Following changes to government rules, we will use video conferencing to hold all public meetings, including Cabinet, Full Council, regulatory meetings (where planning and licensing decisions are made) and scrutiny.

Councillors will take decisions remotely and the meetings will be broadcast live on YouTube.

Members of the public who wish to present their public forum in person during the video conference must register their interest by giving at least two clear working days' notice to Democratic Services of the request. To take part in the meeting, you will be required to register for a Zoom account, so that Democratic Services is able to match your named Zoom account to your public forum submission, and send you the password protected link and the instructions required to join the Zoom meeting to make your statement or ask your supplementary question(s).

As part of our security arrangements, please note that we will not permit access to the meeting if your Zoom credentials do not match your public forum submission credentials. This is in the interests of helping to ensure a safe meeting environment for all attending or observing proceedings via a live broadcast.

Please note: Members of the public may only be invited into the meeting for the duration of their submission and then be removed to permit the next public forum participant to speak.

Changes to Public Forum

Petitions, Statements and Questions must be about a matter the Council has responsibility for or which directly affects the city. For further information about procedure rules please refer to our Constitution <https://www.bristol.gov.uk/how-council-decisions-are-made/constitution>

Your statement or question will be sent to the Committee Members and will be published on the Council's website before the meeting. Please send it to democratic.services@bristol.gov.uk. The following requirements apply:

There is a limited amount of time available at the start of the meeting for the public forum section of the meeting, which is the point in the meeting where petitions and statements will be taken.

In chairing the part of the meeting dealing with statements, within the time constraints, the Lord Mayor will try to allow as many statements as possible to be presented (where individuals wish to do this), covering as many topics as possible. Inevitably though, depending on the number of statements received in total, there may not always be sufficient time available to enable everyone to present their statements.



Petitions from members of the public

- Petitions will be presented to the Council first.
- Petitions must include name, address and details for the wording of the petition.
- The person presenting a petition will be asked to read out the objectives of the petition with one minute allowed.
- A written reply will be provided to the lead petitioner within 10 working days of the Full Council meeting.

Statements

- Statements should be received no later than **12.00 noon on the working day before the meeting**.
- There can be one statement per person and subject to overall time constraints, a maximum of one minute is allocated for presentation.
- Any statement submitted should be no longer than one side of A4 paper.
- For copyright reasons, we are unable to reproduce or publish newspaper or magazine articles that may be attached to statements.

Questions

- Questions should be received no later than **three clear working days before the meeting**.
- A maximum of two written questions per person can be submitted.
- At the meeting, a maximum of one supplementary question may be asked, arising directly out of the original question or reply.
- **Your intention to attend the meeting to speak must be received no later than two clear working days in advance. The meeting agenda will clearly state the relevant public forum deadlines.**

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

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

During the meeting:

- There will be no debate on public forum statements or petitions.
- Public Forum will be circulated to the Committee members prior to the meeting and published on the website.
- If you have arranged with Democratic Services to attend the meeting to present your statement or ask a question(s), you should log into Zoom and use the meeting link provided which will admit you to the waiting room.
- The Chair will call each submission in turn and you will be invited into the meeting. When you are invited to speak, please make sure that your presentation focuses on the key issues that you would like Members to consider. This will have the greatest impact.
- Your time allocation may have to be strictly limited if there are a lot of submissions. **This may be as short as one minute, and you be muted if you exceed your allotted time.**

- If there are a large number of submissions on one matter, a representative may be requested to speak on the group's behalf.
- If you do not attend the meeting at which your public forum submission is being taken your statement will be noted by Members.

For further information about procedure rules please refer to our Constitution <https://www.bristol.gov.uk/how-council-decisions-are-made/constitution>

The privacy notice for Democratic Services can be viewed at www.bristol.gov.uk/about-our-website/privacy-and-processing-notice-for-resource-services

Webcasting/ Recording of meetings

Members of the public attending meetings or taking part in Public forum are advised that all virtual public meetings including Full Council and Cabinet meetings are now broadcast live via the council's [webcasting pages](#). The whole of the meeting will be broadcast (except where there are confidential or exempt items).

Other formats and languages and assistance for those with hearing impairment

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



Bristol City Council

Minutes of the Full Council

10 November 2020 at 6.00 pm



Members Present:-

Councillors: Peter Abraham, Donald Alexander, Lesley Alexander, Nicola Beech, Nicola Bowden-Jones, Mark Bradshaw, Mark Brain, Charlie Bolton, Tom Brook, Fabian Breckels, Tony Carey, Craig Cheney, Barry Clark, Jos Clark, Stephen Clarke, Harriet Clough, Eleanor Combley, Asher Craig, Chris Davies, Mike Davies, Carla Denyer, Kye Dudd, Richard Eddy, Martin Fodor, Helen Godwin, Paul Goggin, Geoff Gollop, John Goulandris, Fi Hance, Margaret Hickman, Claire Hiscott, Helen Holland, Gary Hopkins, Chris Jackson, Hibaq Jama, Carole Johnson, Anna Keen, Tim Kent, Sultan Khan, Gill Kirk, Cleo Lake, Jeff Lovell, Brenda Massey, Olly Mead, Matt Melias, Graham Morris, Anthony Negus, Paula O'Rourke, Steve Pearce, Celia Phipps, Ruth Pickersgill, Kevin Quartley, Liz Radford, Tim Rippington, Jo Sergeant, Afzal Shah, Steve Smith, Clive Stevens, Jerome Thomas, Mhairi Threlfall, Estella Tincknell, Jon Wellington, Mark Weston, Lucy Whittle, Chris Windows and Mark Wright

1. Welcome and Introductions

The Lord Mayor welcomed all attendees to the meeting, and made a safety announcement in relation to the fire/emergency evacuation procedure.

2. Apologies for Absence

Apologies for absence were received from Councillors English and Jones.

3. Minutes of the Previous Meeting

On the motion of the Lord Mayor, seconded by Councillor Kent, it was

RESOLVED:

That the minutes of the meeting of the Full Council held on the 8th September 2020 be confirmed as correct record and signed by the Lord Mayor.

4. Declarations of Interest



Councillor Clive Stevens declared the disclosable pecuniary interest that he had written a book of his experiences in local government. He did not intend to withdraw for any item.

5. Lord Mayor's Business

On the day before Armistice Day Full Council fell silent for two minutes as a mark of respect.

6. Public Forum (Public Petitions, Statements and Questions)

There were no public petitions.

Public Statements

The Full Council received and noted the following statements (which were also referred to the Mayor for his consideration/ information):

Ref No	Name	Title
PS01	Clare O'Neill	Rastafari Culture Center St Pauls
PS02	Clare FT	Safe Routes to School
PS03	Sophie Nioche	committed action plan on pesticides
PS04	Becky Russell	Cranbrook Road Safe Walking Route
PS05	Charlotte Surrey	Cranbrook Road crossing – urgently needed
PS06	Mark Woolhouse	BS3 parking issues
PS07	Lucy Sloss	Newbridge Road – Speeding Issues
PS08	Ken Borg	Newbridge Road – Speeding Issues
PS09	Keith Young	Newbridge Road – Speeding Issues
PS10	Julian Brenard	Covid Test Centre – Whiteladies Road
PS11	Nicholas Coombes	Digital Residents Parking Permits
PS12	Caroline Darts	Swimming Provision across Bristol Pools
PS13	Rob Dixon	Bonnington Walk Open Space
PS14	Friends of Jubilee Pool	Re-opening of Jubilee Pool
PS15	Christine Townsend	Traffic, Pollution and Road Safety Concerns – Myrtle Street
PS16	Jo Franks	Jubilee Pool
PS17	Amy Walsh	Bonnington Walk Open Space

PS02, PS03, PS10 and PS13 were presented by individuals present at the meeting.

Public Questions:

The Full Council noted that the following questions had been submitted:

Ref No	Name	Title
PQ01 & PQ02	Val Hennessy of International House Bristol	Language Schools
PQ03	Matt Gibbs	Support for Market & Social Research Sector in



		Bristol
PQ04	Matt Gibbs	Methodological interpretation of recent publicly funded surveys in Bristol
PQ05	Julie Milton	Say No to the Mow
PQ06	Gary Luton	Most deprived areas in Bristol
PQ07	Clare FT	Safe Routes to School
PQ08	Sophie Nioche	committed action plan on pesticides
PQ09	Lee Starr-Elliott	Free School Meals
PQ10 & PQ11	Amy Gibbs	Emergency Vehicle Access in BS3
PQ12 & PQ13	Ellie Bowie	BS3 resident's concerns re parking
PQ14 & PQ15	John Bowie	BS3 resident's concerns re parking
PQ16 & PQ17	Becky Russell	Cranbrook Road Safe Walking Route
PQ18	Charlotte Surrey	Cranbrook Road crossing – urgently needed
PQ19	Jonathan Hucker	Bristol Bridge
PQ20	Barry Cash	Euro 6 ULEV standard
PQ21	Withdrawn	
PQ22 & PQ23	Shona Jemphrey	Free School Meals
PQ24 & PQ25	Iulia Manolescu	Bonnington Walk Open space
PQ26 & PQ27	Chris Cavey	Bonnington Walk Development
PQ28	Suzanne Audrey	Jubilee Pool
PQ29	Gita Judah	Bonnington Walk Development
PQ30 & PQ31	Ed Plowden	Clean Air Zones Boundaries
PQ32	Esme Roslin	Bonnington Walk
PQ33 & PQ34	Axle	Bonnington Walk development
PQ35 & PQ36	Thomas Hathway	#BangOutOfOrder Campaign
PQ37	Tim Wye	Planning Appeal Bristol Airport
PQ38 & PQ39	Rob Dixon	Bonnington Walk Open Space
PQ40 & PQ41	Claire Mitchell	Bonnington Walk

Within the time available, the Mayor responded verbally to questions PQ01, PQ02, PQ03, PQ04, PQ05 and PQ06.

7. Petitions Notified by Councillors

The Full Council received and noted the following petitions:

Ref No	Name	Title	Number of signatures
CP01	Councillor Gary Hopkins	Jubilee Pool	1369

8. Information Item: Mayoral Commission Update - Report from Bristol Commission on Race Equality (CoRE)

The Full Council received a progress report of the work of the Bristol Women's Commission 2019-20.



There was a debate and it was:

RESOLVED

That the report of the Bristol Women's Commission be noted.

9. Information item: Mayoral Commission Update - Report of Bristol Women's Commission

The Full Council received a progress report of the work of the Bristol Commission on Race Equality (CoRE).

There was a debate and it was:

RESOLVED

That the report of the Bristol Commission on Race Equality be noted.

10 Medium Term Financial Plan and Capital Strategy

The Full Council considered the report which proposed the Medium Term Financial Plan and Capital Strategy.

Councillor Cheney moved the report and the recommendations contained therein. Councillor Don Alexander seconded the report.

Following debate it was:

NOTED

- 1. The economic outlook and projections within the 5 year MTFP.**
- 2. The Strategic planning approach**

APPROVED: (44 members voting in favour, 0 against with 21 abstentions)

- 3. Medium Term Financial Plan for the period 2021/22 to 2025/26**
- 4. Capital Strategy for the period 2021/22 to 2025/26**

11 Treasury Management Annual Report 2019-2020

The Full Council considered a report which presented the annual treasury management review of activities and the actual treasury indicators in accordance with Local Government regulations.

Councillor Cheney moved the report and the recommendations contained therein. Councillor Breckels seconded the report.

Following debate it was:



RESOLVED:

That the Annual Treasury Management Report for 2019/20 be noted.

12 Constitution Update: Members Allowances Scheme

The Full Council considered the Members Allowances Scheme.

The Lord Mayor moved the report and the recommendations contained therein.

Councillor Johnson seconded the report.

Following debate the recommendations were CARRIED (with 44 Members voting for, 14 against with 8 abstentions) and it was:

RESOLVED:

Full Council adopted the Members' Allowances Scheme

13 Constitution Update: The Allocation of Committee Seats and Appointment of Members to Serve on Committees

The Full Council considered the proposed allocation of committee seats as set out in the report including revisions to the membership of the Licensing Committee.

The Lord Mayor moved the report and the recommendations set out therein.

Councillor Johnson seconded the report.

There was no debate and it was:

RESOLVED:

Full Council approved:

- 1. The allocation of committee seats as set out within the report**
- 2. The membership of the Licensing Committee**

14 Motions

Following a short adjournment, it was moved by the Lord Mayor that standing order CPR2.1(xi) be suspended to allow the meeting to go past the 30 minutes time limit for motions. There were two votes during the item and it was agreed to proceed up until a 50 minute limit.

Motion 1 – PROTECTING JOBS AND PUBLIC SERVICES



Councillor Godwin moved the following motion:

Full Council notes:

1. With deep concern, the recession already being experienced by many businesses, workers, and families here in Bristol – and exacerbated by the lack of sector specific support from Government.
2. Former Prime Minister Gordon Brown’s Alliance for Full Employment, launched with Bristol Mayor Marvin Rees; the First Minister of Wales; Metro Mayors from Greater Manchester, London, Liverpool City Region, Sheffield City Region, and the North of Tyne; several major trade unions including CWU, Unite, UNISON, and TSSA; and backed by Labour councillors in Bristol and around the UK.
3. UNISON’s campaign for Ministers to properly fund local councils to keep communities safe and help rebuild the country after the pandemic.

Full Council believes:

1. The Chancellor’s long-overdue, last-minute statement on 22 October has left gaping holes in Britain’s social security net, with support for workers, businesses, and the self-employed still falling short of what is needed to protect jobs; this situation would be worsened still if the Government decides, as is rumoured, to freeze the minimum wage.
2. The Alliance for Full Employment is right to call for a UK Regional Growth Fund to increase equity for small businesses; a fair furlough scheme to protect jobs; investment to rescue our high streets; a Youth Jobs Guarantee by extending Kickstart to provide direct support to hire 16-24 year olds; investment to ensure a fair transition and Green New Deal; increased payments to support people quarantining; and a permanent fiscal focus to take unemployment as seriously as inflation.
3. Keyworkers and all council staff have continued to go above and beyond throughout the pandemic but national Government has failed to keep its promise to do “whatever it takes” to support local councils, with a funding gap of some £10 billion across local government estimated in 2020/21.

Full Council resolves:

1. To support the Mayor in standing up for Bristol by writing to the Chancellor of the Exchequer to endorse the plan put forward by the Alliance for Full Employment.
2. To ask the Mayor to continue standing up for Bristol and calling for fair funding by working with UNISON’s latest campaign to protect frontline services.

The motion was seconded by Councillor Johnson.

Following a debate, the Lord Mayor invited Councillor Godwin, as mover of the original motion to respond.



Following final remarks, upon being put to the vote, the original motion was CARRIED (53 voting for, 13 against) and it was

RESOLVED:

Full Council notes:

1. **With deep concern, the recession already being experienced by many businesses, workers, and families here in Bristol – and exacerbated by the lack of sector specific support from Government.**
2. **Former Prime Minister Gordon Brown’s Alliance for Full Employment, launched with Bristol Mayor Marvin Rees; the First Minister of Wales; Metro Mayors from Greater Manchester, London, Liverpool City Region, Sheffield City Region, and the North of Tyne; several major trade unions including CWU, Unite, UNISON, and TSSA; and backed by Labour councillors in Bristol and around the UK.**
3. **UNISON’s campaign for Ministers to properly fund local councils to keep communities safe and help rebuild the country after the pandemic.**

Full Council believes:

4. **The Chancellor’s long-overdue, last-minute statement on 22 October has left gaping holes in Britain’s social security net, with support for workers, businesses, and the self-employed still falling short of what is needed to protect jobs; this situation would be worsened still if the Government decides, as is rumoured, to freeze the minimum wage.**
5. **The Alliance for Full Employment is right to call for a UK Regional Growth Fund to increase equity for small businesses; a fair furlough scheme to protect jobs; investment to rescue our high streets; a Youth Jobs Guarantee by extending Kickstart to provide direct support to hire 16-24 year olds; investment to ensure a fair transition and Green New Deal; increased payments to support people quarantining; and a permanent fiscal focus to take unemployment as seriously as inflation.**
6. **Keyworkers and all council staff have continued to go above and beyond throughout the pandemic but national Government has failed to keep its promise to do “whatever it takes” to support local councils, with a funding gap of some £10 billion across local government estimated in 2020/21.**

Full Council resolves:

7. **To support the Mayor in standing up for Bristol by writing to the Chancellor of the Exchequer to endorse the plan put forward by the Alliance for Full Employment.**
8. **To ask the Mayor to continue standing up for Bristol and calling for fair funding by working with UNISON’s latest campaign to protect frontline services.**



Motion 2 – Use of Experimental Traffic Orders

Councillor Steve Smith moved the following motion:

“This Council is concerned that radical changes to the city’s road network have been introduced with no prior warning to those most affected by these moves namely, centrally based businesses, traders and the travelling public.

It is appreciated that restrictions on general traffic for Bristol Bridge, Baldwin Street and Union Street, were made speedily as an emergency response to the COVID-19 pandemic (and to meet broader environmental and climate goals).

However, Council is anxious that such an accelerated process and the practice of retrospectively seeking views on these plans are not allowed to set a precedent. Such an approach is neither good in principle nor fair in practice. The ability to make representations in respect of the new bus lanes and associated active travel measures introduced now runs until 1st February 2021.

Nevertheless, Council seeks assurances from the Mayor that these – or any future – road schemes will not be made into a permanent feature without advance notice and only after an extensive and meaningful public consultation exercise, including the ability to revise proposals in light of objections received.”

Councillor Eddy seconded the motion.

Following debate, upon being put to the vote, the motion was LOST (21 Members voting for, 36 against, 8 abstention)

Meeting ended at 8.55 pm

CHAIR _____



Bristol City Council

Minutes of the Full Council

25 November 2020 at 6.00 pm



Members Present:-

Councillors: Mayor Marvin Rees, Peter Abraham, Donald Alexander, Lesley Alexander, Nicola Beech, Mark Bradshaw, Mark Brain, Charlie Bolton, Tom Brook, Fabian Breckels, Tony Carey, Craig Cheney, Barry Clark, Jos Clark, Stephen Clarke, Harriet Clough, Eleanor Combley, Asher Craig, Chris Davies, Mike Davies, Carla Denyer, Kye Dudd, Richard Eddy, Martin Fodor, Helen Godwin, Paul Goggin, Geoff Gollop, John Goulandris, Fi Hance, Margaret Hickman, Claire Hiscott, Helen Holland, Gary Hopkins, Chris Jackson, Hibaq Jama, Carole Johnson, Steve Jones, Anna Keen, Tim Kent, Gill Kirk, Cleo Lake, Jeff Lovell, Brenda Massey, Olly Mead, Matt Melias, Graham Morris, Anthony Negus, Paula O'Rourke, Steve Pearce, Celia Phipps, Ruth Pickersgill, Kevin Quartley, Liz Radford, Tim Rippington, Jo Sergeant, Afzal Shah, Steve Smith, Clive Stevens, Jerome Thomas, Mhairi Threlfall, Estella Tincknell, Jon Wellington, Mark Weston, Lucy Whittle, Chris Windows and Mark Wright

Officers in Attendance:-

1. Welcome and Introductions

The Lord Mayor welcomed all attendees to the meeting.

2. Apologies for Absence

Apologies for absence were received from Councillors Bowden-Jones, English and Khan.

3. Declarations of Interest

Councillor Clive Stevens declared the disclosable pecuniary interest that he had written a book of his experiences in local government. He did not intend to withdraw.

4. Public Forum (Petitions, Statements and Questions)

There were no public petitions submitted to the meeting.



Public statements:

The Full Council received and noted the following statements (which were also referred to the Mayor for his consideration/information):

Ref No	Name
PS01	Cllr Huw James
PS02	Tim Warren CBE
PS03	David Redgewell
PS04	Cllr Claire Young
PS05	Lucy Travis, Somerset Catch the Bus Campaign
PS06	Dick Daniel, Bath Area Trams Association
PS07	Martin Garrett, Transport for Greater Bristol
PS08	Stephen Williams
PS09	Tony Lloyd, FOSBR
PS10	Dave Andrews

PS01, PS02, PS03 and PS04 were presented at the meeting.

Public questions:

The Full Council noted that the following questions had been submitted by members of the public and members of Council.

Ref No	Name
PQ01 & PQ02	Suzanne Audrey
CQ01 & CQ02	Councillor Paula O'Rourke
CQ03	Councillor Clive Stevens
CQ04 & CQ05	Councillor Martin Fodor
CQ06	Councillor Margaret Hickman

Within the time available, the Mayor responded verbally to all the questions submitted also responding to supplementary questions.

5. Motion Submitted : WECA Membership

Councillor Hopkins moved the following motion:

Council believes joint working is important as a council and that the West of England Combined Authority offers a body through which Government will engage and invest in our region and allow the local authorities to work together better and more effectively.

Council believes the decision of North Somerset to not join previously weakened the body and its ability to attract additional funds and powers. We welcome the application by North Somerset to join WECA.

Council believes together we will be a stronger region able to access additional funding and that the sum and parts will jointly benefit.



Council calls on the Mayor and Chief Executive to publish the statutory consultation on North Somerset joining WECA as required within the joint arrangement and ask for this consultation to be published no later than 27th November.

Additionally Council calls on the Bristol Mayor to reverse his opposition to the expansion of WECA, noting that if he considers inadequate any negotiated additional funding associated with a proposed expansion of WECA, then he still has the authority to exercise his veto at a later date.

The motion was seconded by Councillor Steve Smith.

Councillor Threlfall moved the following amendment:

That the motion be amended to read as follows:

Council believes joint working is important and that the West of England Combined Authority offers a body through which Government can engage and invest in our region and enables the local authorities to work together better and more effectively across the wider Greater Bristol economic area.

Council believes the decision of North Somerset to not join previously weakened the body and its ability to attract additional funds and powers. We welcome application by North Somerset to join WECA which could strengthen WECA and the regional economy removing the existing complicated 3+1 governance.

Council notes that all constituent authorities support – in principle – the expansion of WECA to include North Somerset. Council believes together we will be a stronger region able to access additional funding and that the sum and parts will jointly benefit. Council notes that Mayor Rees has stated that a challenge to this progress is due to a lack of financial detail from Westminster on a new devolution deal and clear governance arrangements.

Council calls on the Mayor and Chief Executive to meet urgently with other WECA authority leaders to agree a financial settlement, review the methodology for distributing WECA funds and a clear governance arrangement and publish the statutory consultation on North Somerset joining WECA

Additionally Council calls on the Bristol Mayor to reiterate his support for the expansion of WECA.

The motion was seconded by Councillor Hickman.

Following debate, upon being put to the vote, the amendment was CARRIED (42 voting for, 21 against, with 1 abstentions)

Following debate on the motion on the table (as amended), the Lord Mayor then invited Councillor Hopkins to speak, as mover of the original motion.

Following final remarks, upon being put to the vote, the amended motion was CARRIED (42 voting for, 3 against, with 17 abstentions) and it was

RESOLVED:



Council believes joint working is important and that the West of England Combined Authority offers a body through which Government can engage and invest in our region and enables the local authorities to work together better and more effectively across the wider Greater Bristol economic area.

Council believes the decision of North Somerset to not join previously weakened the body and its ability to attract additional funds and powers. We welcome application by North Somerset to join WECA which could strengthen WECA and the regional economy removing the existing complicated 3+1 governance.

Council notes that all constituent authorities support – in principle – the expansion of WECA to include North Somerset. Council believes together we will be a stronger region able to access additional funding and that the sum and parts will jointly benefit. Council notes that Mayor Rees has stated that a challenge to this progress is due to a lack of financial detail from Westminster on a new devolution deal and clear governance arrangements.

Council calls on the Mayor and Chief Executive to meet urgently with other WECA authority leaders to agree a financial settlement, review the methodology for distributing WECA funds and a clear governance arrangement and publish the statutory consultation on North Somerset joining WECA

Additionally Council calls on the Bristol Mayor to reiterate his support for the expansion of WECA.

Amendment to the motion (Amendment)

Marvin Rees	For
Councillor Peter Abraham	Against
Councillor Donald Alexander	For
Councillor Lesley Alexander	Against
Councillor Nicola Beech	For
Councillor Mark Bradshaw	No vote recorded
Councillor Mark Brain	For
Councillor Charlie Bolton	For
Councillor Tom Brook	For
Councillor Fabian Breckels	For
Councillor Tony Carey	Against
Councillor Craig Cheney	For
Councillor Barry Clark	For
Councillor Jos Clark	No vote recorded
Councillor Stephen Clarke	Abstain
Councillor Harriet Clough	Against
Councillor Eleanor Combley	For
Councillor Asher Craig	For
Councillor Christopher Davies	Against
Councillor Mike Davies	For
Councillor Carla Denyer	For
Councillor Kye Dudd	For
Councillor Richard Eddy	Against
Councillor Martin Fodor	For
Councillor Helen Godwin	For



Councillor Paul Goggin	For
Councillor Geoff Gollop	Against
Councillor John Goulandris	Against
Councillor Fi Hance	For
Councillor Margaret Hickman	For
Councillor Claire Hiscott	Against
Councillor Helen Holland	For
Councillor Gary Hopkins	Against
Councillor Christopher Jackson	For
Councillor Hibaq Jama	For
Councillor Carole Johnson	For
Councillor Steve Jones	Against
Councillor Anna Keen	For
Councillor Tim Kent	Against
Councillor Gill Kirk	For
Councillor Cleo Lake	For
Councillor Jeff Lovell	For
Councillor Brenda Massey	For
Councillor Olly Mead	For
Councillor Matthew Melias	Against
Councillor Graham Morris	Against
Councillor Anthony Negus	Against
Councillor Paula O'Rourke	For
Councillor Steve Pearce	For
Councillor Celia Phipps	For
Councillor Ruth Pickersgill	For
Councillor Kevin Quartley	Against
Councillor Liz Radford	Against
Councillor Tim Rippington	For
Councillor Jo Sergeant	For
Councillor Afzal Shah	For
Councillor Steve Smith	Against
Councillor Clive Stevens	For
Councillor Jerome Thomas	For
Councillor Mhairi Threlfall	For
Councillor Estella Tincknell	For
Councillor Jon Wellington	For
Councillor Mark Weston	Against
Councillor Lucy Whittle	For
Councillor Chris Windows	Against
Councillor Mark Wright	Against
Carried	



Vote on the substantive motion (as amended) (Motion)	
Marvin Rees	For
Councillor Peter Abraham	Abstain
Councillor Donald Alexander	For
Councillor Lesley Alexander	Abstain
Councillor Nicola Beech	For
Councillor Mark Bradshaw	For
Councillor Mark Brain	For
Councillor Charlie Bolton	For
Councillor Tom Brook	No vote recorded
Councillor Fabian Breckels	For
Councillor Tony Carey	Against
Councillor Craig Cheney	For
Councillor Barry Clark	For
Councillor Jos Clark	No vote recorded
Councillor Stephen Clarke	No vote recorded
Councillor Harriet Clough	Abstain
Councillor Eleanor Combley	For
Councillor Asher Craig	For
Councillor Christopher Davies	Abstain
Councillor Mike Davies	For
Councillor Carla Denyer	For
Councillor Kye Dudd	For
Councillor Richard Eddy	Abstain
Councillor Martin Fodor	For
Councillor Helen Godwin	For
Councillor Paul Goggin	For
Councillor Geoff Gollop	Abstain
Councillor John Goulandris	Abstain
Councillor Fi Hance	For
Councillor Margaret Hickman	For
Councillor Claire Hiscott	Abstain
Councillor Helen Holland	For
Councillor Gary Hopkins	Abstain
Councillor Christopher Jackson	For
Councillor Hibaq Jama	For
Councillor Carole Johnson	For
Councillor Steve Jones	Abstain
Councillor Anna Keen	For
Councillor Tim Kent	No vote recorded
Councillor Gill Kirk	For
Councillor Cleo Lake	For



Councillor Jeff Lovell	For
Councillor Brenda Massey	For
Councillor Olly Mead	For
Councillor Matthew Melias	Abstain
Councillor Graham Morris	Abstain
Councillor Anthony Negus	Against
Councillor Paula O'Rourke	For
Councillor Steve Pearce	For
Councillor Celia Phipps	For
Councillor Ruth Pickersgill	For
Councillor Kevin Quartley	Abstain
Councillor Liz Radford	Abstain
Councillor Tim Rippington	For
Councillor Jo Sergeant	For
Councillor Afzal Shah	For
Councillor Steve Smith	Abstain
Councillor Clive Stevens	For
Councillor Jerome Thomas	For
Councillor Mhairi Threlfall	For
Councillor Estella Tincknell	For
Councillor Jon Wellington	For
Councillor Mark Weston	Abstain
Councillor Lucy Whittle	For
Councillor Chris Windows	Against
Councillor Mark Wright	Abstain
Carried	

Meeting ended at 8.10 pm

CHAIR _____





Full Council

8th December 2020

Report of: Tim Borrett, Director: Policy, Strategy and Partnerships

Title: Refreshed Equality and Inclusion Policy and Strategy 2018 - 2023

Ward: Citywide

Member Presenting Report: Cllr Asher Craig, Deputy Mayor

Recommendation

1. That Full Council approves the updated Equality and Inclusion Policy 2018 – 2023 as part of the council's annual review of the policy.

Summary

This report provides an update to Bristol City Council's Equality and Inclusion Policy 2018 – 2023. It has also refreshed and strengthened key areas of the policy as part of an agreed annual review process.

The significant issues in the report are:

1. The council's Equality and Inclusion Policy and Strategy 2018 – 2023 has been reviewed and updated in line with the commitment made by the council to do this at regular intervals.
2. It includes several key changes which include:
 - A new introduction to reflect the context of recent global and local events
 - Adopting the All Party Parliamentary Group on British Muslims' working definition of Islamophobia.
 - Adoption of the Stonewall definition of Trans, recognising Gender Identity and Gender Expression
 - Guidance on the reducing the use of the acronym BAME
 - Strengthened wording to reflect the social model of disability
 - Refined actions and measures used to support each Equality Objective
 - Amended 'Terminology' annex to reflect current thinking and evolving language



Policy

1. The Equality and Inclusion Policy 2018 – 2023 (along with the accompanying Strategy) was adopted in November 2018 by Full Council and is subject to regular review as part of the council's journey to achieve excellence in equality, diversity and inclusion policy and practice.

Consultation

2. **Internal**
Mayor, Deputy Mayor (Portfolio Holder for Equalities), Corporate Leadership Board, Staff Led Groups, Corporate Leadership Board, Directors and Heads of Service

External

We circulated a draft version of the updated policy and strategy and invited comments from external stakeholders including: Commission on Race Equality; Voice and Influence Partnership; Women's Commission; Off The Record; The Care Forum; WECIL (West of England Centre for Inclusive Living); Bristol Older People's Forum; VOSCUR; SARI (Stand Against Racism & Inequality); Bristol Centre for the Deaf - whose feedback informed the final draft of this update.

Bristol Hate Crime and Discrimination Services and Bristol Muslim Strategic Leadership Group support BCC adopting the All Party Parliamentary Group working definition of Islamophobia. Bristol Muslim Strategic Leadership Group added a caveat that although the definition does not completely encompass all views expressed at BMSLG (and possibly other Muslims in Bristol) until such time they have a more complete definition they accept and endorse the APPG one.

Context

3. The Equality and Inclusion Policy 2018 – 2023 sets out the council's approach to equality, and inclusion (E&I), for which it aspires to exceed statutory requirements under the Equality Act 2010 and become a recognised beacon of best practice.
4. We first published our Equality and Inclusion Policy and Strategy in November 2018 with a five year ambition to systematically address inequality, discrimination and disadvantage for Bristol's citizens and our own workforce.
5. We have publicly stated that we are committed to regularly reviewing and updating our approach to Equality and Inclusion so it remains relevant and reflects our evolving understanding of the root causes of inequality and exclusion in our city.

Therefore the key changes to the Equality and Inclusion Policy Strategy are:

- The COVID-19 outbreak has tested our ability to consider equality and inclusion impacts and address the differing needs of Bristol's diverse citizens when we have to respond rapidly to emerging situations. The pandemic has increased the challenges faced by people who were already deeply affected by systemic and structural inequality. We have also learned how powerful the One City Approach can be in building and bridging social capital, through the Can Do Bristol campaign and through citywide work producing Bristol's Economic Recovery and Renewal Strategy.

- The Black Lives Matter movement and recent high profile removal of Bristol’s statue of Edward Colston have brought long-standing issues of race inequality even more sharply in to focus for the city. Since this policy and strategy was originally published we have undertaken more work to acknowledge and address institutional racism, including independent support, facilitation and review which has helped inform our ongoing activities to improve practice across the council.
- We have aligned and updated some of the actions identified under our Equality Objectives to reflect emerging priorities and subsequent updates to other council plans and strategies. This refresh also reflects recommendations highlighted in the Transforming Race and Equality at BCC report, and related actions in Advancing Equality and Inclusion at BCC – New Actions for 2020-21.
- The All Party Parliamentary Group on British Muslims’ working definition of Islamophobia is, “Islamophobia is rooted in racism and is a type of racism that targets expressions of muslimness or perceived muslimness.” For further information and examples see <https://appgbritishmuslims.org/>. This is recommended for adoption in addition to the council’s existing adoption of the International Holocaust Remembrance Alliance working definition of Antisemitism and also a person-centred approach to defining hate-crime, to ensure as broad as possible public access to advice and support services relating to hate-crime.
- The use of language, definitions and terminology are continually evolving and we have updated some of the wording used in this policy and strategy and in the ‘Terminology’ section to reflect this - including providing new definitions and disambiguation for lesser known terms such as ‘Afriphobia’¹ in order to promote awareness and understanding of Equality and Inclusion issues.
- In addition to refreshing this Equality and Inclusion Policy and Strategy we also produce an Annual Progress Report which shows in detail what we have done each year to achieve our aims and the progress we have made in promoting equality.
<https://www.bristol.gov.uk/people-communities/equalities-policy>
- To achieve this there is a need to make a conscious organisation-wide effort to improve knowledge, skills and practice, acknowledging that best practice in Equality and Inclusion is a journey and that it requires meaningful culture change and continuous improvement.
- To this end, the council’s Equality and Inclusion Policy and Strategy are both reviewed regularly. An annual report on progress and a substantive update is presented to Full Council each year to take account of year-end performance results and learning from various activities.
- The council has placed equality and inclusion at the centre of its overall Corporate Strategy and which is working to make Bristol a fairer, healthier and safer city where everyone is included.

Proposal

6. Full Council asked to approve and adopt the updated Equality Policy and Inclusion Strategy 2018 – 2023,

¹ <https://www.blackhistorymonth.org.uk/article/section/african-history/confronting-afriphobia/>

noting the significant advances made within the documents.

7. Per Article 4.01i of the Council’s constitution, the Equality and Inclusion Policy is a decision reserved to Full Council.

Other Options Considered

8. None.

Public Sector Equality Duties

- 9a. Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following ‘protected characteristics’: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:
- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
 - ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to -
 - Remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
 - Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons’ disabilities);
 - Encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
 - iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to -
 - tackle prejudice; and
 - promote understanding.
- 9b. An Equality Impact Assessment has been carried out as is available at Appendix B.

Legal and Resource Implications

Legal

The updated Equality and Inclusion Policy and Strategy support the Council in complying with its requirements under the Equality Act 2010. **(Legal advice provided by Husinara Jones, Senior Solicitor 3rd November 2020)**

Financial

Approval of Bristol City Council refreshed Equality and Inclusion Policy and Strategy 2018-2023 is requested. There will be some one-off low level design costs (up to £500) which will be funded from the Equality and Inclusion Service’s Revenue budget. **(Financial advice provided by Jemma Prince, Finance Business Partner: 3rd November 2020)**

Land

Not applicable

Personnel

This policy and strategy underpins significant elements of the Council's Workforce Strategy, which will align with the planned actions and outcomes. (HR advice, provided by James Brereton, HR Business Partner 3rd November 2020).

Appendices:

Appendix A Refresh Equality and Inclusion Policy Strategy 2018 – 2023

Appendix A (i) Key changes to the Equality and Inclusion Policy and Strategy 2020

Appendix B Equality Impact Assessment

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

[Corporate Strategy 2018-2023](#)

[One City Economic Recovery Statement of Intent](#)

[Advancing Equality and Inclusion at BCC – New Actions for 2020-21](#)

[Previous Equality and Inclusion Policy and Strategy 2018-2023](#)

[Equality and Inclusion Annual Report 2019/20](#)



Bristol City Council **Equality and Inclusion Policy and Strategy** 2018–2023

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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

When we launched the Corporate Strategy in February 2018 we set out our ambition to create an inclusive city where nobody is left behind. We want Bristol to be a place in which everyone's hopes and aspirations can be made real. We want to ensure people are not held back by poverty and that our success is shared. This Equality and Inclusion Policy and Strategy supports that journey.

We are taking this opportunity to review and refresh our Equality and Inclusion Policy and Strategy to reflect current events and also the transformation work we have been delivering during the past two years. We are proud that during the past two years we have seen the introduction of a Corporate E&I Team and Head of Service, a robust internal E&I and Staff-Led Group governance structures. In addition, the Council has supported the recommendations from the independent consultancy review which highlighted a number of actions to support the Council's equality and inclusion agenda. This transformational piece of work included a range of workforce initiatives ; Advancing Equality and Inclusion New Actions – 2020-21

As a Council we have taken a positive approach to Black Lives Matter which have included staff engagement, city wide conversations, created a range of resources to support staff conversations to improve understanding and awareness

for our workforce and also how we deliver services for our citizens. We have taken the initiative to establish a History Commission to help Bristol better understand its history and how we have become the city we are today. We are in the process of establishing a Disability Commission to consider the experiences of Disabled people in Bristol, framed around the social model of disability.

Recognising the disproportionate impact of Covid-19 on Black, Asian and minority ethnic communities within Bristol, we commissioned a research document called Rapid Review to fully understand how this was impacting our local communities. The report highlighted a number of policy recommendations which are now being implemented through a Covid-19 Steering Group.

Our policy continues to set our vision; recognising the contributions that people from different backgrounds make, actively tackling inequalities and fostering good

As well as our firm commitment to the Public Sector Equality Duty our aspirations go further to include people in care, refugees and migrants, people with caring responsibilities and the inequalities resulting from socio-economic disadvantage.

We want the city to be a fair, inclusive and safe place for everyone. The number of hate crime reports has increased, and we must ensure that these crimes are addressed and everyone feels safe in our city.

We also know that measures we take to make the city easier to get around, or which tackle discrimination or harassment head-on, make life better for everyone.

Our strategy sets out how we will deliver this ambition. It sets out the high standards we expect of ourselves. It demonstrates the efforts we will undertake to build an inclusive culture within our workforce and organisation. It sets out how we will shape services which actively address inequality and exclusion and address the progressive building of good relations between different communities. It connects also to our One City Plan to ensure that we work with our partners to enhance equality and fairness.

In October 2018 we launched the Bristol Equality Charter which has been signed by over 170 partners from across the city and is a public pledge of their commitment to the values of equality, diversity and inclusion.

This Equality and Inclusion Policy and Strategy is our roadmap in creating an inclusive city, which works for all.



Marvin Rees
Mayor of Bristol



Councillor Asher Craig
Deputy Mayor of Bristol



Transforming the Equality and Inclusion Agenda

We first published our Equality and Inclusion Policy and Strategy in November 2018 with a five year ambition to systematically address inequality, discrimination and disadvantage for Bristol’s citizens and our own workforce. We are committed to regularly reviewing and updating our approach so it remains relevant and reflects our evolving understanding of the root causes of inequality and exclusion in our city.

The COVID-19 outbreak has tested our ability to consider equality and inclusion impacts and address the differing needs of Bristol’s diverse citizens when we have to respond rapidly to emerging situations. The pandemic has increased the challenges faced by people who were already deeply affected by systemic and structural inequality. We have also learned how powerful the One City approach can be in building and bridging social capital through the Can Do Bristol campaign and through city-wide discussions about inclusive recovery.

The Black Lives Matter movement and the recent high-profile removal of Bristol’s statue of Edward Colston have brought long-standing issues of race inequality even more sharply in to focus for the city.

As a result we have established a History Commission to better understand Bristol’s history. Since this policy and strategy was originally published, we have undertaken more work to acknowledge and address institutional racism, including independent support, facilitation and review, which has helped inform our ongoing activities to improve practice across the Council.

The use of language, definitions and terminology are continually evolving and we have updated some of the wording used in this policy and strategy to reflect this.

We have aligned and updated some of the actions identified under our Equality Objectives to reflect emerging priorities and subsequent updates to other Council plans and strategies. This refresh also reflects the recommendations highlighted in the [Transforming Race and Equality at BCC report](#).

As a ‘living’ document that is meant to be changed and updated to reflect national and local issues, best practice and demographic changes, this refresh is a great opportunity to reflect, reinforce and commit to the many strands of strategic work the Council is doing to promote equality and inclusion.

Bristol Countries of birth and languages



Equality and Inclusion Policy

Valuing Bristol's diversity

Bristol has long been a diverse city and is becoming ever more diverse. This is one of its great strengths. Securing the benefits of Bristol's diversity by being a more inclusive organisation will help the Council to:

- be more creative
- make decisions that are informed by different points of view
- know our communities well and listen to them more closely
- design, commission and deliver the most effective possible services
- make the best use of our resources.

Our equality and inclusion ambition, shared with our Bristol Equality Charter partners, is to create a fairer, safer, accessible and inclusive city where everyone feels they belong, has a voice and an equal opportunity to succeed and thrive. Achieving this will contribute directly to the vision set out in our [Corporate Strategy](#) of driving a city of hope and aspiration where everyone can share in its success.

A wealth of evidence from the public, private and voluntary sectors supports our view that greater equality and inclusion will benefit our citizens, our communities, our colleagues and our partners.

Securing the benefits of Bristol’s diversity

To secure the benefits of diversity we are building an inclusive organisation that actively recognises the contribution that people from different backgrounds make to all aspects of the council’s work and the city’s communities. The values and behaviours set out in our Corporate Strategy will help us build this inclusivity.

Being truly inclusive is not just about welcoming different contributions. Inclusion also means actively tackling inequalities and advancing greater equality, as well as fostering good relations between different people. Inclusion means removing the barriers – physical, economic or social – that hold people back, so we build a city in which everyone feels a part.

Many people in Bristol are held back because of inequality, discrimination and lack of opportunity connected to one or more of the characteristics that are protected under the Equality Act 2010. These are age, disability, gender reassignment, marriage or civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. This policy re-states our long-held commitment to tackling inequality on these grounds, not just because it is our legal duty, but also because doing so helps create a more successful city.

Public Sector Equality Duty

As a public body we are bound by the Public Sector Equality Duty. This strategy sets out how we will meet our statutory obligations under this duty, which is defined within the Equality Act as:

“A public authority must, in the exercise of its functions, have due regard to the need to—

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Our Equality and Inclusion Strategy sets out how we will fulfil these obligations, which apply to all the council’s functions. Both this Equality and Inclusion Policy and its accompanying strategy apply to the council’s roles as a service provider, as an employer, as a leading agency in the city and in our work with communities.

Creating a successful inclusive city also means recognising that there are other causes of inequality or exclusion, often inter-connected and mutually reinforcing. People can be excluded because they have low income, are socially isolated, live in poor housing or due to poor health. Refugees and migrants, those with caring responsibilities or who have been in care are likely to face inequality or exclusion.

Some people facing these issues also face inequality because of their Equality Act protected characteristics. As well as looking at our statutory duties, as set out under the Public Sector Equality Duty, our strategy will also consider wider aspirations, such as reducing inequalities of outcome which result from socio-economic disadvantage. As part of our annual reporting of equalities and inclusion we will identify socio-economic trends and where we can focus our future efforts to reduce socio-economic inequalities.

Issues relating to other forms of inequality or exclusion are already considered through topics, programmes and projects such as food and fuel poverty, health and life expectancy, educational outcomes, access to good quality jobs, support for refugees and fostering resilient communities. These take account of the different causes and consequences of inequality and consider the differing needs and diversity of people throughout our communities. We will continue this approach and through our strategy ensure our activities are linked to our equality and inclusion objectives.

Our commitments

We commit to fulfilling both the letter and the spirit of our legal obligations under the Equality Act 2010 and any other subsequent legislation relating to equality. We require our contractors and the organisations that we fund to abide by all the equality legislation that applies to them and to assist the council in upholding its obligations under the Public Sector Equality Duty.

We commit to being a learning organisation with regards to equality and inclusion, always ready to improve our practice and to address new issues as they arise. If we make mistakes, we will learn from our experiences and put things right.

We will promote good equality and inclusion practice amongst our partners in the city and in our region and seek to learn from their best practice. We will engage with communities and voluntary sector partners, listening to their views and taking them into account when we make decisions.



As part of our commitment to equality and inclusion, we are founder signatories of the Bristol Equality Charter. All signatories of the Charter undertake to:

- Recognise, support and empower those responsible for promoting equality in our organisation
- Listen to and understand the diverse needs of all people to make our information, services and products more accessible and inclusive
- Review the diversity of our workforce in order to identify areas for improvement and set ourselves equality goals
- Ensure that equal opportunities are integral to how we recruit and treat our workforce
- Address all allegations of discrimination, harassment, bullying and victimisation in an effective and timely manner
- Play our part in promoting good relations between people from different backgrounds
- Share good equality practice and improve outcomes for all those living, working, studying in or visiting Bristol
- Measure and share our progress and success.

We have of course been seeking to do these things for many years but in signing the Charter we have re-affirmed our commitment. Our Equality and Inclusion Strategy sets out how we will not just meet but go beyond these commitments over the next three years.

Our commitment to tackling harassment and hate crime

In addition to accepting a victim-centred definition of hate crime, we also commit to using the non-legally binding International Holocaust Remembrance Alliance’s working definition of Antisemitism and the All Party Parliamentary Group on British Muslims’ working definition of Islamophobia on all appropriate occasions. All types of harassment, victimisation and bullying in the workplace and in the community are unacceptable.

The Council recognises that harassment can take many forms and can be subtle and insidious in nature. Where we are aware any harassment is specifically on the grounds of disability, sex, race or ethnicity, religion or belief, sexual orientation, gender identity or gender expression, then this will be reported and recorded as appropriate. We will always take the impact of hate motivated abuse seriously and signpost victims to Bristol Hate Crime and Discrimination Services for support.

Making it happen

In the future we want people and organisations, in Bristol and beyond, to look to the council as a model of good practice in addressing equality and inclusion. We define this as meaning:

- Actively considering equality and inclusion in very practical ways in all that we do so others can readily see the difference it makes
- Leading from the top of the organisation and holding ourselves to account
- Ensuring we take a strategic approach to promoting race-equality with specific actions and targets at corporate and departmental levels
- Listening to the experiences of people with lived experience of all forms of inequality and exclusion and taking what they tell us into account when we make decisions
- Embedding equality analysis into policy and strategy development so decisions are made on the basis of the deepest possible understanding of their implications for equality and inclusion
- Showing that we value diversity in how we all speak and behave every day, not just when we're talking about equality
- Being open and transparent about our progress on equality and inclusion, sharing information from experience, including our mistakes
- Having a workforce that is diverse in the widest possible sense and in which diversity of background and thought is valued
- Supporting a workplace where colleagues from different backgrounds work together harmoniously and productively and everyone feels valued
- Using policies and practices that demonstrably enable colleagues to fulfil their potential and progress within our organisation
- Delivering and commissioning services that actively promote equality and inclusion
- Working with communities and neighbourhoods to support equality and inclusion at local levels
- Putting equality and inclusion at the heart of our strategic work with partners to deliver the One City approach.





To help make that happen we have agreed clear goals and outcomes which are linked to the Council’s Corporate Strategy. All our service areas have their own equality action plans to support the overall approach. Councillors will review implementation from time to time to ensure we are on track and we will publish details of our progress.

Everyone working for Bristol City Council has a part to play in achieving the goals of this policy. Councillors and senior officers have a particular responsibility because active, visible leadership is essential, and the organisation’s leaders are committed to this. Staff representatives, including our Staff-Led Groups and Trade Unions, have an important role to play and we will enable them to make an effective contribution.

We have a variety of more detailed operational policies and strategies that need to support, complement, or be aligned to the goals of this Equality and Inclusion Policy. These set out specific goals and measures to address specific operational issues. These include human resources policies; learning and development policies; our strategy for welcoming asylum seekers and refugees; our policies on hate crime and violence against women and girls; and our communication and engagement policies. Our Equality and Inclusion Policy also complements our approach to community development. As each of these related policies is developed or reviewed we will ensure alignment where appropriate.



Equality and Inclusion Strategy 2018 - 2023

Introduction

We want to keep creating an inclusive organisation and an inclusive city and this Equality and Inclusion Strategy sets out how, over the next three years, we plan to realise our ambitions. We want to be seen as a beacon of good practice. We have put in place the foundations to deliver this strategy effectively and during its lifespan. We aim to achieve higher standards in all areas, to ensure that we are modelling best practice across the organisation as a whole. This strategy is also part of a range of initiatives to tackle the growing disparity between wealth and poverty in the city.

This strategy sets out our equality objectives in line with the Corporate Strategy time frame, and the objectives will be reviewed midway through.

It shows how we will apply our Equalities and Inclusion policy in practice. This document also demonstrates how we think we might best measure our progress towards these goals. Some of these measures relate to phenomena, such as life expectancy or employment levels, that are affected not just by what the Council does but by many other factors too. We have nevertheless included them here because we think it is important to track these important outcomes, not just to measure what the Council itself is doing. In the first year of implementing the strategy we will review our potential measures and, where appropriate, set targets to which year on year progress will be measured.

It includes some of the key organisations we will work with, though this is not an exhaustive list and we will work with partners and other organisations from across the city and beyond to make this strategy a success.



Who this policy and strategy is for?

Bristol Council's equality and inclusion policy strategy is concerned with all the citizens of the city. Inclusion, by definition, is about everyone.

Although this policy and strategy may be particularly relevant to citizens who experience discrimination and inequality because of one or more of the protected characteristics, it is also intended to contribute to tackling discrimination and exclusion that result from:

- socio-economic inequality; and
- sources of inequality that are not specifically covered by the Equality Act.

The Council may not have specific legal duties in relation to discrimination in these areas, but they must be addressed to create the inclusion we want to see in the city.

Definitions setting out what we mean by key terms can be found in the glossary.

Our Equality and Inclusion Objectives

1. Our handling of equality and inclusion will reach the high standards we expect of ourselves and others will look to us as a source of good practice.
2. To build an inclusive organisation where the workforce reflects the city we serve and the needs of all citizens, and where colleagues feel confident about being themselves at work.
3. To provide inclusive services which actively address inequality and exclusion and enable all of Bristol's citizens to realise their potential and live safely.
4. To achieve a measurable increase in the extent to which communities facing inequality can contribute and share in the city's success.
5. Progressive building of good relationships between different communities in Bristol so everyone is able to participate and contribute.



Equality and Inclusion Objectives:	What is this about	Equality and Link with U.N. Sustainable Development Goals ¹
E01. Our handling of equality and inclusion will reach the high standards we expect of ourselves and others will look to us as a source of good practice.	This objective is about what we will do to support the quality of decision making.	Reduce inequality within and among countries. (1) End poverty in all its forms everywhere. (11)
E02. To build an inclusive organisation where the workforce reflects the city we serve and the needs of all citizens, and where colleagues feel confident about being themselves at work.	This objective is about the Council's role as an employer.	Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. (8)
E03. To provide inclusive services which actively address inequality and exclusion and enable all of Bristol's citizens to realise their potential and live safely.	This objective is about the Council's role as a deliverer and commissioner of services.	Ensure healthy lives and promote well-being for all at all ages. (3) Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. (4) Make cities and human settlements inclusive, safe, resilient and sustainable. (11) Achieve gender equality and empower all women and girls. (5)
E04. To achieve a measurable increase in the extent to which communities facing inequality can share in and contribute to the city's success.	This objective is about the Council's role as a leading agency in the city.	Strengthen the means of implementation and revitalize the global partnership for sustainable development. (17)
E05. Progressive building of good relationships between different communities in Bristol so everyone is able to participate and contribute.	This objective is about the Council's role in the community.	Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. (16)

Taken together these objectives relate to each aspect of the Council's roles as an employer, as a provider of services, as a facilitator of resilient communities and as a leading agency in the city.

The rest of this strategy sets out what we will do or are already doing to achieve these objectives, why we have chosen them, how we will measure progress and who we think will benefit in particular. It also explains how each objective relates to the other work we are doing and with whom we will need to work. These five equality and inclusion objectives will help us to meet the commitments we made when we signed the Bristol Equality Charter as outlined in Annex 1. ¹sdgs.un.org/goals **Page 62**

Reporting Progress

The Equality Duty is supported by specific duties, set out in regulations which require public bodies to:

- publish relevant, proportionate information demonstrating their compliance with the Equality Duty
- prepare and publish one or more specific, measurable objectives at least every four years and to report progress annually
- publishing relevant equality information which will make public bodies transparent about their decision-making processes, and accountable to their service users
- information needs to be published and accessible to the public


Our Annual Progress Report shows what we have done in the last financial year to achieve the objectives of this Equality and Inclusion Policy and Strategy and the progress we have made in relation to equality and inclusion work across the Council.

Our Annual Progress Report is published here: www.bristol.gov.uk/people-communities/equalities-policy

We will host an equalities and inclusion annual event bringing together partners across the city, including civil society organisations and all those that have signed up to the Bristol Equality Charter, to review progress, celebrate successes and identify any new issues that we should address.



Timeline

 Annual progress report

 **2020**

2020 – In the context of COVID-19 and the Black Lives Matter movement we have responded to rapid changes and identified improved ways of working to address structural inequality. We have also committed to new actions to promote race equality in response to the conclusions and recommendations of the ‘Transforming Race and Equality at BCC’ report.

 **2022**

2022 – Ensure higher standards are met in all areas. Address challenges. Set new equality objectives.

..... **2019** 

2019 – We have established foundations to deliver this strategy effectively. Each Council department has developed its own action plan. Equality and Inclusion Champions have been established. We have collected baseline measures to inform and set targets. We have strengthened our Corporate Equality and Inclusion team, with the appointment of a Head of Equality and Inclusion and the establishment of a dedicated team budget.

..... **2021** 

2021 – Mid-point review of strategy and objectives. Identify gaps and issues, and review targets. Undertake self-assessment against the [Equality Framework for Local Government](#).

..... **2023** 

2023 – Modelling good practice across the organisation.

Annually report on progress and hold an equality and inclusion event with partners and civil society.



Equality Objective Key



Equality Objective



Assessing equality impacts



Related Bristol Equality Charter commitments



Human rights



Why this matters



Keeping citizens informed and tracking progress



What we are doing now and will be doing in future



Inter-action with other plans, organisations or groups includes



Responsibilities



Measures and Outcomes



Equality Objective 1

Our handling of equality and inclusion will reach the high standards we expect of ourselves and others will look to us as a source of good practice.

This objective is about what we will do to support the quality of decision making.



Related Bristol Equality Charter commitments

As an organisation we will

- Recognise, support and empower those responsible for promoting equality in our organisation
- Measure and share our progress and success



Why this matters

Creating the culture which embeds equality and inclusion across our activities, and adopting the right leadership model, structures and processes will enable us to achieve the high standards we have identified for ourselves.



What we are doing now and will be doing in future

Co-ordination

- We have funded a corporate Equality and Inclusion team with a Head of Equality and Inclusion to ensure delivery and implementation of this strategy.
- Our internal Equality and Inclusion governance structure is now in place to ensure we embed equality and inclusion across the Council:
 - Each Directorate has its own Equality and Inclusion group with membership from relevant service areas; Human Resources; Organisational Development, Learning & Development, Equality and Inclusion, Chairs of our Staff-Led Groups and Trade Union representation.
 - A new strategic Equality and Inclusion Leaders group chaired by our Chief Executive to support corporate leadership in setting the strategic direction for this agenda.
 - Introduced Service Equality and Inclusion Champions and Director Sponsors for relevant equality groups.



What we are doing now and will be doing in future

- We will ensure progress against this strategy is a standing item on our Corporate Leadership Board’s agenda and features regularly in internal communications to colleagues.
- We will regularly refine the Council’s understanding of the underlying causes of inequalities in the city so this can drive future strategic thinking and action.
- We will establish tighter criteria, processes and standards for equality impact assessment to:
 - Assess the equalities impacts of different policy choices/ spending options before a preferred option is identified, so equality impacts inform decisions about which option is selected
 - Assess the equalities impact of all relevant policy and service decisions
 - Ensure appropriate equalities data is available and is used to inform decision making
 - Ensure decision makers have appropriate information about equalities impacts in the lead up to decisions and at the time they are made, understand their responsibility to pay due regard to this information and exercise it in practice
 - Develop and implement a process to assess the cumulative impact of a series of connected/ interdependent decisions.
- Where possible, assess the impact of decisions on socio-economic inequality as well as on the Equality Act protected characteristic groups.
- We will look at ways to incorporate human rights commitments and approaches into the Equality and Inclusion Strategy in line with good practice.
- We will publish information at least once a year summarising progress against our equality and inclusion objectives and outlining any challenges we are facing in moving forward.
- We will review data currently collected through an equality lens and update where possible as required.
- Our consultation and engagement strategy will outline how our activities will adopt best practice in seeking the views of all citizens about the Council’s services.
- We will carry out regular intelligence-gathering and liaison between representatives of the equalities and inclusion steering group and civil society groups with an interest in this agenda.
- We will hold annual equality and inclusion events with partner organisations and civil society groups to discuss progress, identify upcoming issues and celebrate successes.



Inter-action with other plans, organisations or groups includes

Advancing Equality and Inclusion at BCC

BCC Corporate Strategy and Business Plan

BCC Staff-Led Groups

Bristol Equality Network

Bristol Muslim Strategic Leadership Group

Bristol One City Plan

Bristol Race Equality Strategic Leaders Group

CORE Commission on Race Equality

Mayoral Commission on Domestic Abuse

Voice and Influence Partnership organisations

VOSCUR (Voluntary Organisations Standing Conference on Urban Regeneration)

WECIL (West of England Centre for Inclusive Living)

Women's Commission



Measures

- Self-assessment against the Local Government Equality Framework shows Bristol is returning to an excellent level of performance.
- Equality impact assessments are timely and relevant and are used to inform decisions with regular reviews and tracking to ensure this.
- Ensure that the Council has a clear understanding when decisions are made about the impact on equality including socio-economic equality.
- Progress from a Disability Confident Employer to become a Disability Confident Leader.



Equality Objective 2

To build an inclusive organisation where the workforce reflects the city we serve and the needs of all citizens, and where colleagues feel confident about being themselves at work.

This objective is about the Council's role as an employer.



Related Bristol Equality Charter commitments

As an organisation we will:

- Listen to and understand the diverse needs of all people to make our information, services and products more accessible and inclusive
- Review the diversity of our workforce in order to identify areas for improvement and set ourselves equality goals
- Ensure that equal opportunities are integral to how we recruit and treat our workforce



Why this matters

To achieve our vision we need to do more than eliminate discrimination and harassment, important though that is. We must develop a culture that has inclusion and equality at the heart of everything we do. Unless leaders and managers role model inclusive behaviours and oversee practices that support equality and inclusion, our policies will not have the impact that we need to see.

This is not just about the council's role as an employer: a genuinely inclusive organisation is the foundation for commissioning and delivering services that meet the needs of Bristol's diverse communities and treat citizens with respect.

Inclusive cultures do not just happen - unconscious biases and unwitting prejudices get in the way, as do time pressures and lack of knowledge or confidence - so creating this culture will involve conscious effort and co-ordination over the whole period of this strategy.



What we are doing now and will be doing in future

- We have delivered ‘inclusive leadership’ and ‘cultural Intelligence’ training to senior colleagues and will be extending this to colleagues with line management/supervisory roles
- A number of policies have undergone a refresh to ensure that under-represented groups have access to increased social mobility and career progression
- We will continue to offer support for the ‘Stepping Up’ programme providing career opportunities for Black, Asian and minority ethnic people, women, and disabled people into senior positions
- Ongoing monitoring of all positive action programmes are in place and regular reporting and evaluation takes place
- We are actively seeking to recruit Council staff in wards with disproportionately high levels of unemployment and to raise awareness of the range of roles available within the Council
- We will review how recruitment processes operate in practice with a view to better understanding why some groups, e.g. Black, Asian and minority ethnic applicants, and disabled applicants, are proportionately less likely to succeed in getting jobs than other groups
- We will continue to address the Council’s gender, race and disability pay gaps
- We will systematically review our policies and practices for potential bias and discriminatory language
- We will ensure all colleagues, including managers, have relevant performance objectives for their role in sustaining an inclusive organisation. Link these objectives to assessments of colleagues’ learning needs within the performance review system (how we will achieve this will be determined by our current review of this area.) HR will develop a bank of model performance objectives that promote an inclusive organisation
- We will continue to explore reasons behind grievances and disciplinary actions and take appropriate action to deal with any equality issues identified
- We will look at ways of supporting career progression to diversify our leadership, including how effectively we make reasonable adjustments for disabled colleagues and how well we make it possible for colleagues to combine work and family or caring responsibilities

- We will build workforce knowledge and skills on equality and inclusion by:
 - Expanding bias awareness training so that, as a minimum essential requirement, all Council colleagues complete an e-learning module.
 - Regularly training colleagues on good equality and inclusion practices, prioritising areas/teams where feedback and evidence suggests there may be bias hotspots. Bias hotspots might be identified by clusters of grievances or disciplinaries or complaints or concerns from citizens
 - Ensuring information about these equality objectives and progress towards them is regularly communicated to colleagues via our cascaded communications approach
- Developing a clear narrative about how the Council’s values can be applied to support equality and inclusion and incorporating this into training on the values
- On-going face to face and e-learning training is provided for colleagues undertaking equality impact assessments with a range of appropriate tools available to support colleagues



Inter-action with other plans, organisations or groups includes

Workforce Strategy

Learning and Development Plan

Corporate Strategy

Corporate Business Plan (incl. Covid-19 Recovery Plan)

Staff-Led Equality Groups

Trade unions



Measures

- Reduction in the gender, race and disability pay gaps
- Increase in the % of employees that live in the 10% most deprived areas of the city
- Increase the percentage of employment offers made to people living in the 10% most deprived areas
- Difference between progression rate of Black, Asian and minority ethnic employees, and non-Black, Asian and minority ethnic employees
- Difference between progression rate of female and male employees
- Percentage of top earners who are women
- Percentage of top earners who are Black, Asian and minority ethnic
- Percentage of top earners who are disabled
- Percentage of top earners who are lesbian, gay, bi-sexual and transgender
- Staff survey shows high levels of engagement and wellbeing, with year on year improvement
- Staff survey – no statistically significant difference in engagement and wellbeing levels between of Black, Asian and minority ethnic, disabled, and lesbian, gay, bi-sexual and transgender staff and workforce as a whole
- Year on year increases in the proportion of colleagues who self-declare their diversity characteristics
- Year on year improvement in the Stonewall Workplace Equality Index ranking
- Bristol City Council achieves excellent status in Local Government Equality Framework.
- Bristol City Council’s workforce is broadly reflective of the demographics of the working age population in the communities we serve
- Reduction in disproportionately high number numbers of grievances from Black, Asian and minority ethnic colleagues and disabled colleagues
- Positive feedback from staff-led equality groups indicates members are empowered to contribute effectively and help make a difference



Equality Objective 3

To provide inclusive services which actively address inequality and exclusion and enable all of Bristol's citizens to realise their potential and live safely.

This objective is about the council's role as a deliverer and commissioner of services.



Related Bristol Equality Charter commitments

As an organisation we will:

- Share good equality practice and improve outcomes for all those living, working, studying in or visiting Bristol



Why this matters

The council has duties and powers to provide a wide range of services. Many of these services can play a role in creating a more level playing field for people who face inequality or exclusion.



What we are doing now and will be doing in future

- Each service area will identify local equalities gaps, issues and priorities and create an annual action plan for addressing them
- We will develop a systematic risk-based approach to reviewing service areas to identify and address potential unconscious bias in service design or delivery arrangements
- We will review the approach to equality in the commissioning and procuring of goods, works and services set out in our Social Value policy to ensure that:
 - we design commissioned services in ways that will eliminate discrimination and harassment, advance equality, including socio-economic equality, and foster good relations wherever it is possible and relevant to do so
 - we take all possible opportunities to ensure our suppliers and contractors take an active approach to contributing to our equalities and inclusion goals, including having standard terms in contracts with external suppliers that require adherence to the Council's Equalities and Inclusion policy and equal pay and cooperation to enable the Council to comply with any of its requirements under the Equality Act 2010.

- We will review how effectively the council is currently using its powers in relation to planning, transport, housing and licencing to enable disabled and older citizens to live, work and move around safely and efficiently
- We will develop and implement an accessible communications policy that sets good practice accessibility standards for the design and content of all council communications – corporate and service specific
- We will develop and implement an accessible website policy. Building on current good practice, to ensure means of requesting services or raising issues are accessible, to people at risk of being excluded because of their age, disability, language or literacy etc
- Our Consultation and Engagement Strategy will define how we will seek to increase participation of people from equality groups in consultations and engagement. This will help to ensure that our services and actions are informed by the views and needs of all our citizens



Inter-action with other plans, organisations or groups includes

Bristol Race Equality Strategic Leaders Group

Bristol Women’s Commission

Commission on Race Equality

Staff-led Equality Groups

Voice and Influence Partnership

VOSCUR

WECIL



Measures and Outcomes

- Increase % of all Equality Action Plan actions reporting expected progress (or better)
- Further measures will be developed in alignment with the Social Value policy.



Equality Objective 4

To achieve a measurable increase in the extent to which communities facing inequality can share in and contribute to the city's success.

This objective is about the council's role as a leading agency in the city.



Related Bristol Equality Charter commitments

As an organisation we will:

- Share good equality practice and improve outcomes for all those living, working, studying in or visiting Bristol



Why this matters

Ensuring that all communities share in the city's success is a core part of the vision set out in our Corporate Strategy. Many of the challenges we face need action by a range of players and the council has a leading role to play in bringing together agencies across the private, public and voluntary sectors to tackle inequalities and exclusion across Bristol.



What we are doing and will be doing in future

- We will continue to work with partners in developing a new approach to city leadership via the One City approach and updates to the [One City Plan](#) both of which place inclusivity at their core
- We will facilitate and participate in the [Bristol Equality Network](#) to support effective implementation of the Bristol Equality Charter
- We will work with Council commissioned groups to build mechanisms for a wider range of community voices to be heard and for their input to influence decision making
- We will maximise the impact of city-wide equality networks and groups; for example by helping to align the priorities of the [Race Equality Strategic Leaders Group](#) and [Commission on Race Equality](#)
- We will work with partners to ensure we continue to support Bristol as a City of Sanctuary, as set out on our [Refugee and Asylum Seeker Inclusion Strategy](#)
- As an accredited Living Wage employer, we will continue to champion the living wage across the region



Inter-action with other plans, organisations or groups includes

Bristol Equality Network

Commission on Race Equality

Disability Commission

Corporate Plan

Equality Charter

One City Plan and partners

Race Equality Strategic Leaders Group

Voice and Influence Partnership

WECIL

Women's Commission



Measures

- Ratio of consultation response rate for the most and least deprived 20% of Bristol citizens
- Increase the percentage of people who feel they can influence local decisions
- Reduction in the gap between children in the 30% most deprived 'Super Output Areas' achieving a good level of development at Early Years Foundation stage compared to those not in the most deprived areas
- An increase in the proportion of Children in Care who meet and exceed their educational achievement outcomes
- A reduction in the number of homeless households and rough sleepers.
- Reduction in the gap between disadvantaged pupils (including disabled children, pupils with special educational needs and children in care) and the Bristol average
- A reduction in the difference between high performing and poorly performing areas in the number of unemployed people
- A reduction in the proportion of young people who are not in education, employment, or training
- An increase in the proportion of residents in deprived areas who have access to the internet at home via home broadband, mobile phone, or mobile broadband
- A reduction in the gap in life expectancy for men and women between the most deprived and least deprived areas



Equality Objective 5

Progressive building of good relationships between different communities in Bristol so everyone is able to participate and contribute.

This objective is about the council's role in the community.



Related Bristol Equality Charter commitments

As an organisation we will:

- Play our part in promoting good relations between people from different backgrounds



Why this matters

We cannot tackle inequalities and exclusion without fostering good relations between people with different backgrounds. Empowering communities and supporting them to become more resilient and connected is a core goal of our Corporate Strategy.



What we are doing now and will be doing in future

- We are developing an 'inclusive communities' approach in the way Bristol City Council and partners work in and with place-based communities to build more welcoming and inclusive places to live:
 - We have established the 'Growing the Power of Communities' initiative with learning sites where Council, police and health services work together using a community development ethos
 - We are facilitating the co design and co development of Frome Gate and Victoria Gardens regeneration work using the principle of place making to engage residents and equalities communities in the process of planning and design
- Future Parks - we are working alongside five voluntary sector organisations who work with equality groups to make sure everyone has an opportunity to take action in their local park
- We will deliver and build on projects such as [Everyday Integration](#), [Inclusive Cities](#) and [City of Sanctuary](#)
- We will Continue working with [Bristol Ageing Better](#) to help create Age Friendly Streets
- We are working with partners in 10 neighbourhoods across Bristol to build communities – facilitating connections between neighbours



and communities who may not otherwise come together to take action on shared interests including:

- One to one conversations with focus on residents who are not involved in their neighbourhood
- Facilitating residents to take action in their neighbourhood
- Connecting residents into opportunities within their neighbourhood and the city such as learning, education employment and wellbeing activities
- Place based social action to foster good relations and promote understanding where there are high levels of hate crime and anti-social behaviour
- We will continue to collaborate with others to create spaces for sharing knowledge, insight and experience between place based communities and communities of interest to build alliances and understanding such as:
 - Community conversations and Play linking residents of different areas of Bristol e.g. Hartcliffe with St Pauls and Easton area
 - Working alongside residents to host people power events where community activists and communities of interest across the city meet to share knowledge and expertise
 - Delivering training workshops on the tools and principles of asset-based community development
 - Community conversation focussing on children and young people leading to re-opening of a youth centre and youth provision with local people leading the change
 - We will promote and celebrate Bristol's diversity and cultural heritage by supporting community-led initiatives, e.g. Black History Month, Pride, and the International Day of Disabled People.



Inter-action with other plans, organisations or groups includes

Bristol Manifesto for Race Equality
Strategic Leaders Group

Commission on Race Equality

Corporate Strategy

Disability Commission

Locality Neighbourhood-level
community partners

Quality of Life Survey

Voice and Influence Partnership

VOSCUR

WECIL

Women's Commission



Measures

- Reduce % living in the most deprived areas who say they lack information to get involved in the community
- An increase in the proportion of residents who report they see friends and family as often as they like
- Reduce % living in the most deprived areas who feel 'fear of crime affects my day to day life'
- Increase in the proportion of residents in the most deprived areas who report that people in their area from different backgrounds get on well
- Increase % satisfied (in deprived areas) with the range and quality of outdoor events
- Reduction in proportion of residents who report experiencing discrimination or harassment in the past year
- Increase % of people in the most deprived areas who are satisfied with their local area

Annex 1: Bristol Equality Charter

BRISTOL Equality Charter

Everybody counts - a pledge for equality across Bristol

Bristol is a vibrant city with a growing diverse population. We share an ambition to create a fairer, safer, accessible and inclusive city where everyone feels they belong, has a voice and an equal opportunity to succeed and thrive.

We are committed to making a real difference by:

- 1 Making Bristol a welcoming city where everyone feels they belong
- 2 Inspiring trust and confidence in all the city has to offer
- 3 Recognising, valuing and celebrating diversity
- 4 Building good relations and understanding between people
- 5 Promoting inclusion, participation and equal access
- 6 Challenging discrimination, harassment, bullying, hate crime and victimisation

As an organisation we will:

- 1 Recognise, support and empower those responsible for promoting equality in our organisation
- 2 Listen to and understand the diverse needs of all people to make our information, services and products more accessible and inclusive
- 3 Review the diversity of our workforce in order to identify areas for improvement and set ourselves equality goals
- 4 Ensure that equal opportunities are integral to how we recruit and treat our workforce
- 5 Address all allegations of discrimination, harassment, bullying and victimisation in an effective and timely manner
- 6 Play our part in promoting good relations between people from different backgrounds
- 7 Share good equality practice and improve outcomes for all those living, working, studying in or visiting Bristol
- 8 Measure and share our progress and success

Annex 2: Sources of information about people and communities in Bristol

The Population of Bristol

The Population of Bristol report provides a regularly updated overview of the people living in the Bristol Local Authority area.

www.bristol.gov.uk/statistics-census-information/the-population-of-bristol

Key Facts about Bristol

A summary of major facts and infographics about Bristol, and living in the city.

www.bristol.gov.uk/documents/20182/32947/State+of+Bristol+Key+Facts+2017-18

2011 Census information

We use data and analysis from the 2011 Census to tell us about equalities groups in Bristol.

www.bristol.gov.uk/statistics-census-information/census-2011

Quality of Life in Bristol

The Quality of Life survey is a yearly survey carried out in Bristol. It gives us information about the quality of life for Bristol's residents broken down by ward, equalities groups and areas of deprivation.

www.bristol.gov.uk/statistics-census-information/the-quality-of-life-in-bristol

Open Data Bristol

The Open Data Bristol project has data and information about Bristol, including useful information about people with protected characteristics.

www.opendata.bristol.gov.uk/

Joint Strategic Needs Assessment (JSNA)

The JSNA is a profile of data about the health and wellbeing of Bristol. It aims to help with designing and delivering services, and tackling health inequalities across communities in Bristol.

www.bristol.gov.uk/policies-plans-strategies/joint-strategic-needs-assessment

Gender Pay Gap

We publish our gender pay gap every 12 months to show the pay gap between female and male Bristol City Council employees.

www.bristol.gov.uk/people-communities/measuring-equalities-success

Annex 3: Terminology

Accessible communications means communications that can be understood by all members of the community, including Deaf and disabled people and people who use English as a second language.

Afriphobia is the prejudice or discrimination against; fear, hatred, or bigotry towards people of African heritage and things African.

Antisemitism is a certain perception of Jews, which may be expressed as hatred toward Jews. Rhetorical and physical manifestations of antisemitism are directed toward Jewish or non-Jewish individuals and/or their property, toward Jewish community institutions and religious facilities. For further information and examples see: www.holocaustremembrance.com/resources/working-definitions-charters/working-definition-antisemitism.

An **asylum seeker** is a person who has sought protection as a refugee, but whose claim for refugee status has not yet been assessed.

BAME stands for Black, Asian and minority ethnic. Although 'BAME' can be a useful acronym for statistical purposes, it is not appropriate to use as a description for specific individuals or groups because it lumps many different ethnic groups together into a label.

Bullying is undermining, humiliating or intimidating behaviour that is linked to an abuse of power. Although there is no legal definition of bullying, organisations are responsible for ensuring a safe and healthy working environment (Health and Safety at Work Act 1974) and to address **Page 82**

workplace risks to health and safety (The Management of Health and Safety at Work Regulations 1999) – which includes the negative impact of bullying in the workplace

Carer is someone who provides support, unpaid, for a friend or family member who needs support owing to disability, illness, or for another reason such as an addiction.

Disability The Equality Act 2010 defines disability as a physical or mental impairment that has a substantial and long-term negative effect on a person's ability to do normal daily activities. Bristol City Council is committed to the Social Model of Disability which says that people are disabled by barriers in society not by their impairment or difference, whether that impairment or difference is physical, mental, or cognitive. Barriers can be physical, like buildings not having accessible toilets, or they can be caused by people's attitudes, like assuming disabled people are unable to do certain things.

Discrimination 'direct discrimination' occurs if you treat someone less favourably because they have, or you think they have a protected characteristic – for example refusing to employ them or offer them a service which they would otherwise be able to receive. 'Indirect discrimination' is where a practice, policy or rule applies to everyone in the same way, but ends up having a disproportionately negative impact on some people – for example a dress code that restricts certain ethnic groups or faith communities more than others.

Diversity is about recognising the many ways in which people are different from each other and the impact these differences can have on the opportunities people have. These differences go beyond the Equality Act protected characteristics and include class and family background.

Employment rate: The number in employment expressed as a percentage of everyone in that age group (in this case, all those of working age).

Equality Act 2010 is the main UK law which protects people who may be discriminated in the workplace or in wider society. It replaced previous anti-discrimination laws with a single Act, making the law easier to understand and strengthening protection in some situations. For more information see: www.equalityhumanrights.com/en/equality-act/equality-act-2010

Food poverty means that an individual or household isn't able to obtain healthy, nutritious food, or can't access the food they would like to eat. It often results in people eating poor diets, which can lead to heart disease, obesity, diabetes and cancer, as well as inadequate levels of many vitamins and minerals.

Fuel poverty: Households that spend more than ten per cent of their income on fuel to maintain a satisfactory heating regime, as well as meeting their other fuel needs (lighting and appliances, cooking and water heating).

Harassment is unwanted conduct related to a relevant protected characteristic, which has the purpose or effect of violating an individual's dignity or creating an intimidating, hostile, degrading, humiliating or offensive environment for that individual.

Hate crime is defined as: 'Any criminal offence which is perceived by the victim or any other person, to be motivated by hostility or prejudice based on a person's race or perceived race; religion or perceived religion; sexual orientation or perceived sexual orientation; disability or perceived disability and any crime motivated by hostility; prejudice against a person who is transgender or perceived to be transgender or gender or perceived gender'²

www.cps.gov.uk/crime-info/hate-crime

We recognise there are six different types of hate crime: racial, religious, gender, disability, transgender, and LGBT.

Homelessness is the state of lacking a place to live that is supportive, affordable, decent and secure. While rough sleepers are the most visible homeless population, most homeless people live in hostels, squats, bed and breakfasts or in temporary and insecure conditions with friends and family.

Human Rights Act 1988 is UK legislation which incorporates most aspects of the European Convention on Human Rights including those articles which relate specifically to equality, diversity and inclusion: The right to freedom of thought, conscience and religion (Article 9); The right to freedom of expression and to receive and impart information (Article 10); The right not to be discriminated against (Article 14).

Inclusive design creates environments that everyone can use to access and benefit from the full range of opportunities available in society. It enables people to participate, confidently, independently and with choice and dignity. Inclusive design avoids separation or segregation and is made up of places and spaces meet the needs of everyone in society.

Inclusion means taking active steps to create equality, ensuring equal access and opportunity for all and tackling discrimination and injustice. It is also about ensuring that people feel they belong, and are encouraged and equipped to connect with others and to contribute to the life of the city.

Institutional racism is a form of racism that is embedded as normal practice within society or an organisation.

Intersectionality is a framework for recognising that people have multiple and overlapping characteristics which when combined can lead to increased or particular kinds of discrimination and disadvantage.

Islamophobia is rooted in racism and is a type of racism that targets expressions of muslimness or perceived muslimness. For further information and examples see <https://appgbritishmuslims.org>

LGBT+ stands for Lesbian, Gay, Bisexual and Transgender (with a plus sign to include Genderqueer, Non Binary, Questioning, Intersex and Asexual etc.). LGBTQ+ is also used to specifically include Queer.

Neurodiversity refers to the enormous range of differences in the way people learn and process information. This includes people who are autistic, or have dyslexia, ADHD, dyspraxia or other neurological conditions.

Pay gap is the difference between the average hourly pay of two different groups of people, for example men and women, or groups from different ethnic backgrounds.

Positive action is voluntary, lawful activity taken to address an existing imbalance, or to meet the needs of a particular group where this is objectively justified.

Positive action in employment may include initiatives to overcome disadvantage or to improve the diversity of a workforce so it is more representative of the overall population. Positive action should not be confused with positive discrimination, which is unlawful e.g. the setting of quotas.

Protected characteristics are the nine characteristics protected under the Equality Act 2010. They are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation.

Poverty is defined relative to the standards of living in a society at a specific time. People live in poverty when they are denied an income sufficient for their material needs and when these circumstances exclude them from taking part in activities that are an accepted part of daily life in that society.

Reasonable Adjustments the 'reasonable adjustments' duty under the Equality Act 2010 has three requirements that organisations must consider for their workplace and services that apply in situations where a disabled person would otherwise be placed at a substantial disadvantage compared with people who are not disabled. There are: changing the way things are done e.g. opening times; changes to overcome barriers created by the physical features of premises; and providing auxiliary aids e.g. extra equipment or a different or additional service.

Refugee is someone 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 to or, owing to such fear, is unwilling to avail himself of the protection of that country...’ (1951 Refugee Convention).

Social integration is the extent to which people interact and connect with others who are different to themselves and is determined by the level of equality between people, the nature of their relationships, and their degree of participation in the communities in which they live.

Socio-economic duty is covered by Section 1 of the Equality Act 2010, which is not currently in force. It would require a public body ‘when making decisions of a strategic nature about how to exercise its functions, [to] have due regard to the desirability of exercising them in a way that is designed to reduce the inequalities of outcome which result from socio-economic disadvantage’.

Socio-economic status or National Socio-Economic Classification (NS-SEC) is formally defined as a proxy measure for social class, produced since 2001 by the Office for National Statistics, that is based on a person’s occupation.

Trans is an umbrella term to describe people whose gender is not the same as, or does not sit comfortably with, the sex they were assigned at birth. Trans people may describe themselves using one or more of a wide variety of terms, including (but not limited to) transgender, transsexual, gender-queer (GQ), gender-fluid, non-binary, gender-variant, crossdresser, genderless, agender, nongender, third gender, bi-gender, trans man, trans woman, trans masculine, trans feminine and neutrois³.

³ <https://www.stonewall.org.uk/help-advice/faqs-and-glossary/glossary-terms#t>

Victimisation is treating someone badly because they have (or you think they have) made a claim or complaint of discrimination, or if they help someone who has been discriminated against.





Equality and Inclusion Policy and Strategy

Refresh 2020

Page 88



Policy Strategy and Partnership

Equality and Inclusion Team



Context

- Our Equality and Inclusion Policy and Strategy 2018-23 sets out our 5 year approach to systematically address inequality, discrimination and disadvantage for Bristol's citizens and our own workforce.
- This is a 'refresh' to bring it up to date - not a complete rewrite

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We have publicly stated that we are committed to regularly reviewing and updating this document and our approach to Equality and Inclusion

- We also produce an Annual Progress Report which shows in detail what we have done each year to achieve our aims and the progress we have made in promoting equality.

<https://www.bristol.gov.uk/people-communities/equalities-policy>

What have we changed?

A new introduction setting the policy and strategy in the context of recent global and local events e.g.

- COVID-19
- Black Lives Matter movement
- Brexit

What have we changed?

Included the All Party Parliamentary Group on British Muslims' working definition of Islamophobia

“Islamophobia is rooted in racism and is a type of racism that targets expressions of muslimness or perceived muslimness.” <https://appgbritishmuslims.org/>

- ✓ Recommended in addition to the council's existing adoption of the International Holocaust Remembrance Alliance (IHRA) working definition of Antisemitism and victim-centred approach to defining hate-crime, to ensure as broad as possible public access to advice and support services relating to hate-crime.

What have we changed?

Refined the actions and measures used to support each Equality Objective - to

- ✓ reflect emerging priorities and subsequent updates to other council plans and strategies.
- ✓ include recommendations highlighted in the [Transforming Race and Equality at BCC report](#), and related actions in [Advancing Equality and Inclusion at BCC – New Actions for 2020-21](#).
- ✓ ‘Pin down’ metrics / SMART goals

What have we changed?

Updated the 'Terminology' section to reflect current thinking and evolving language – including:

- ✓ Amended definitions e.g. for 'Disability' to promote the social model of disability
- ✓ New terms such as 'Afriphobia' to promote awareness and understanding
<https://www.blackhistorymonth.org.uk/article/section/african-history/confronting-afriphobia/>
- ✓ Reduce any ambiguity e.g. definition of 'Trans'
- ✓ Clarity on when it is appropriate / inappropriate to use the term 'BAME' (Black, Asian, Minority Ethnic)

Any Questions?



Bristol City Council Equality Impact Assessment Form

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



Name of proposal	Updated Equality and Inclusion Policy and Strategy
Directorate and Service Area	Policy Strategy and Partnerships
Name of Lead Officer	Tim Borrett

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?

The council's E & I policy and strategy has been updated to:

- a. Provide a new introduction setting the policy and strategy in the context of recent global and local events.
- b. Adopt the All Party Parliamentary Group on British Muslims' working definition of Islamophobia
- c. Refine the actions and measures used to support each Equality Objective
- d. Amend the 'Terminology' annex to reflect current thinking and evolving language

Step 2: What information do we have?

Decisions must be evidence-based, and involve people with protected characteristics that could be affected. .

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

With a population increasing at a higher rate than comparable UK cities Bristol continues to build on its strengths as a place welcoming to all, where an increasing number of people enjoy living, working and studying, and with some of the most environmentally conscious residents in the UK. Bristol is also a city of contrasts, where some of the most some of the most deprived areas border the most affluent.

The population of Bristol has become increasingly diverse and some local communities have changed significantly. There are now at least 45 religions, at least 187 countries of birth and at least 91 main languages spoken. The proportion of the population who are not 'White British' increased from 12% (2001) to 22% (2011). More recent data on school pupils shows that the % of pupils who are not 'White British' has increased from 31% in 2011 to 38% in

2020. State of Bristol Key Facts 2020

We carry out research into equality groups and analyse data to identify where work needs to be done to tackle disadvantaged and low represented groups in the community; and make sure everyone gets equal access to our services <https://www.bristol.gov.uk/people-communities/measuring-equalities-success>

We know that there are differences in the extent to which equality groups in Bristol are satisfied with the way the council runs things:

Indicator	% satisfied with the way the Council runs things
Characteristic	Percentage
16 to 24 years	46.3%
50 years and older	41.0%
65 years and older	42.7%
Female	44.0%
Male	41.9%
Black, Asian and minority ethnicity	46.8%
White Minority Ethnicity	43.8%
Disabled	39.1%
Carer	37.1%
Single Parent	44.4%
Religion or faith	43.9%
No religion or faith	44.8%
Lesbian, Gay or Bisexual	47.4%
Bristol Average	42.8%

source: Quality of Life in Bristol survey 2019-20

The COVID-19 outbreak has tested our ability to consider equality and inclusion impacts and address the differing needs of Bristol's diverse citizens when we have to respond rapidly to emerging situations. The pandemic has increased the challenges faced by people who were already deeply affected by systemic and structural inequality. We have also learned how powerful the One City approach can be in building and bridging social capital through the Can Do Bristol campaign and through citywide discussions about inclusive recovery.

The Black Lives Matter movement and recent high profile removal of Bristol's statue of Edward Colston have brought long-standing issues of race inequality even more sharply in to focus for the city. Since this policy and strategy was originally published we have undertaken more work to acknowledge and address institutional racism, including independent support, facilitation and review which has helped inform our ongoing activities to improve practice across the council.

Bristol City Council commissions the Bristol Hate Crime and Discrimination Services (BHC&DS) which are carried out by a group of six partner organisations brought together to

provide a complete service for victims of hate crime in Bristol. It is led by SARI (Stand Against Racism & Inequality), together with Bristol Mind, Brandon Trust, LGBT (Lesbian, Gay, Bisexual & Transgender) Bristol, the Avon and Bristol Law Centre, and Bristol Mediation. SARI and BHC&DC use a person-centred definition of hate crime and discrimination and will support anyone who feels they are facing Islamophobia on a case-by-case basis.

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

We know there are gaps in citywide equalities data especially where this has not historically been included in statutory reporting e.g. sexual orientation and gender reassignment.

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

We circulated a draft of this update and invited comments from Cllr Asher Craig (Deputy Mayor, Cabinet Member for Communities, Equalities & Public Health); relevant Heads of Service; Chairs of our BCC staff-led groups; Bristol Muslim Strategic Leadership Group; Commission on Race Equality; Voice and Influence Partnership; Women’s Commission; Off The Record; The Care Forum; WECIL; Bristol Older People’s Forum; VOSCUR; SARI; Bristol Centre for Deaf - whose feedback informed the final draft of this update.

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 equality groups as defined in the Equality Act 2010.

3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?

Whilst we have not identified any significant potentially negative impacts from this proposed update, we need to ensure that the updated Equality and Inclusion Policy and Strategy fully addresses the needs of Bristol’s diverse citizens and our workforce on the basis of their protected and other relevant characteristics.

Both Bristol Hate Crime and Discrimination Services and Bristol Muslim Strategic Leadership Group support BCC in adopting the All Party Parliamentary Group working definition of Islamophobia. Bristol Muslim Strategic Leadership Group added a caveat that although the definition does not completely encompass all views expressed at BMSLG (and possibly other Muslims in Bristol) until such time they have a more complete definition they accept and endorse the APPG one.

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

We have publicly stated that we are committed to regularly reviewing and updating our approach to Equality and Inclusion so it remains relevant and reflects our evolving understanding of the root causes of inequality and exclusion in our city.

We have aligned and updated some of the actions identified under our Equality Objectives to reflect emerging priorities and subsequent updates to other council plans and strategies. This refresh also reflects recommendations highlighted in the Transforming Race and Equality at BCC report, and related actions in Advancing Equality and Inclusion at BCC –

New Actions for 2020-21 .

In addition to updating this Equality and Inclusion Policy and Strategy we also produce an Annual Progress Report which shows in detail what we have done each year to achieve our aims and the progress we have made in promoting equality.

<https://www.bristol.gov.uk/people-communities/equalities-policy>

The use of language, definitions and terminology are continually evolving and we have updated some of the wording used in this policy and strategy and in the 'Terminology' section to reflect this - including providing new definitions and disambiguation for lesser known terms such as 'Afriphobia'¹ in order to promote awareness and understanding of Equality and Inclusion issues.

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

Having specific and agreed working definitions of religious hatred including Islamophobia should lead to a more coherent and cohesive approach to tackling this type of hate crime and discrimination. Citizens, council employees, and commissioned services are more likely to recognise and report religious hate crime if they have a clear working definition to refer to.

3.4 Can they be maximised? If so, how?

We will integrate the principles of our updated Equality and Inclusion Policy and Strategy into council functions, procedures, training and communications etc. as appropriate.

Step 4: So what?

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

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

The assessment has highlighted the need to ensure that any changes to our Equality and Inclusion policy strategy are embedded throughout the council's functions to maximise impact.

4.2 What actions have been identified going forward?

Specific actions are detailed in the updated policy strategy and Annual Progress reports

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

As above - measures are captured in the updated strategy and Annual Progress reports

Service Director Sign-Off:	Equality & Inclusion Officer Sign Off:
	Reviewed by Equality and Inclusion Team
Date:	Date: 04.11.2020

¹ <https://www.blackhistorymonth.org.uk/article/section/african-history/confronting-afriphobia/>

Full Council

8th December 2020



Report of: Service Director: Finance

Title: Treasury Management Mid-Year Report 2020/21

Ward: City Wide

Member Presenting Report: Deputy Mayor – Finance, Governance and Performance

Recommendation

That the Mid-Year Treasury Management report for 2020/21 is noted.

Summary

This report meets the treasury management regulatory requirement that the Council receive a Mid-Year Treasury review report. It also incorporates the needs of the Prudential Code to ensure adequate monitoring of the capital expenditure plans.

The significant issues in the report are:

There are no policy changes to the TMSS; the details in this report update the position in the light of the updated economic position and budgetary changes. The authority has a net borrowing requirement of £215m over the next five years and is planning on borrowing £10m this year to support the delivery of the capital programme and maintain adequate liquidity. No borrowing has been undertaken to the 30th September 2020, while £10m of maturing debt was repaid in April 2020.

PWLB Borrowing - It is possible that the PWLB borrowing rate for general fund schemes will be subject to revision downwards after the conclusion of the PWLB consultation, the timing of such a change is currently unknown, although it would be likely to be within the current financial year.



Policy

1. There are no policy implications as a direct result of this report.

Consultation

2. **Internal**
Audit Committee, Strategic & Service Directors.
3. **External**
The Council's Treasury Management advisers

Purpose / Context of the report:

4. This report meets the treasury management regulatory requirement that the Council receive a mid-year treasury review report. It also incorporates the needs of the Prudential Code to ensure adequate monitoring of the capital expenditure plans and the Council's prudential indicators (PIs).
5. That the mid-year report is structured to highlight:
 - The economic outlook;
 - The actual and proposed treasury management activity (borrowing and investment);
 - The key changes to the Council's capital activity (the prudential indicators {PIs}).

Background

6. Treasury management is defined as:
"The management of the local authority's borrowing, investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks."
7. The Council operates a balanced budget, which broadly means cash raised during the year will meet its cash expenditure. Treasury management operations aim to ensure that cash flow is adequately planned, with surplus monies being invested in low risk counterparties, providing adequate liquidity initially before considering optimising investment return.
8. The second main function of the treasury management service is the funding of the Council's capital plans. These capital plans provide a guide to the borrowing need of the Council, essentially the longer term cash flow planning to ensure the Council can meet its capital spending operations. The management of longer term cash may involve arranging long or short term loans, or using longer term cash flow surpluses, and on occasion any debt previously drawn may be restructured to meet Council risk or cost objectives.

Introduction

9. The Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on Treasury Management (revised in 2017) has been adopted by this Council. The primary requirements of the Code are:
 - Creation and maintenance of a Treasury Management Policy Statement which sets out the policies and objectives of the Council's treasury management activities;
 - Creation and maintenance of Treasury Management Practices which set out the manner in which the Council will seek to achieve those policies and objectives;

-
- Receipt by the Full Council of an annual Treasury Management Strategy Statement - including the Annual Investment Strategy and Minimum Revenue Provision Policy - for the year ahead, a **Mid-year Review Report** and an Annual Report (stewardship report) covering activities during the previous year;
 - Delegation by the Council of responsibilities for implementing and monitoring treasury management policies and practices and for the execution and administration of treasury management decisions;
 - Delegation by the Council of the role of scrutiny of treasury management strategy and policies to a specific named body. For this Council the delegated bodies are Overview and Scrutiny Management Board and Audit Committee.
10. This mid-year report has been prepared in compliance with CIPFA's Code of Practice on Treasury Management, and covers the following:
- An economic update for the 2020/21 financial year to 30 September 2020;
 - A review of the Treasury Management Strategy Statement and Annual Investment Strategy;
 - A review of the Council's investment portfolio for 2020/21;
 - A review of the Council's borrowing strategy for 2020/21;
 - A review of any debt rescheduling undertaken or planned during 2020/21;
 - The Council's capital expenditure and prudential indicators;
 - A review of compliance with Treasury and Prudential Limits for 2020/21.

Key Changes to the Treasury and Capital Strategies

11. There are no policy changes to the TMSS; the details in this report update the position in the light of the updated economic position and budgetary changes.
12. The 2020–2025 Treasury Strategy (approved 25th February 2020) identified a medium term net borrowing requirement of £215m to support the existing and future Capital Programme with the debt servicing costs met from revenue savings from capital investment and the economic development fund. The Council's agreed policy is to defer borrowing while it has significant levels of treasury cash balances (£158m at September 2020, £40m estimated for March 2021).
13. However the Council will undertake long term borrowing when rates are deemed advantageous to reduce the Council's exposure to interest rate risk. No borrowing has been undertaken during the year. It is estimated a borrowing need of £10m during the remainder of the year to support the delivery of the capital programme and to maintain liquidity. Further borrowing could be taken if:
- short term investments fall at a higher pace than expected increasing the liquidity risk of the authority and or;
 - there is another significant change in markets and long term borrowing is deemed advantageous the authority will borrow over periods determined as the most appropriate to reduce the authorities exposure to interest rate risk.
14. As planned the Council repaid £10m of PWLB maturing debt (4.875%) on the 20th April 2020.

Analysis of Debt and Investments

15. A summary of the of the Council’s debt and Investment position as at 30th September 2020 (including forecast at 31st March 2021) compared with 31st March 2020 is shown in the table below:

Debt & Investments	31 st March 2020		31 st September 2020		31 st March 2021	
	Actual		Actual		Forecast	
	£m	Rate% ^{*b}	£m	Rate% ^{*b}	£m	Rate% ^{*b}
Long Term Debt – PWLB Fixed	341	4.74	331	4.63	331	4.63
Long Term Debt – Market LOBO ^{*a}	70	4.09	70	4.09	70	4.09
Long Term Debt – Market Fixed	50	4.04	50	4.04	50	4.04
Estimated “New” Short Term Borrowing	-	-	-	-	10	0.50
Total Debt	461	4.56	451	4.48	461	4.38
Investment	149	0.85	158	0.51	40	0.35
Net Borrowing Position	312	-	293		421	

^{*a} Lender option Borrower option, ^{*b} reflects the average rate for the year taking account of new loans and repayments.

We are currently achieving a return of 0.51% on our investments for the period to 30 September 2020. The return for the year is expected to be significantly lower, circa 0.35% due to the base rate remaining at 0.10% following the interest cut on the 19th March 2020 along with high levels of liquidity in the financial markets depressing rates at a time when the Councils higher coupon short term fixed term deposits are maturing. Bank rate is expected to remain at 0.10% for the remainder of the financial year and well into 21/22 along with the possibility of negative interest rates.

The authority’s advisors are forecasting the base rate to remain flat (0.10%) at least until March 2023. Long term interest rates (PWLB) are expected to remain at or around 2.50% (for 25 – 50 year term) for the remainder of the year and foreseeable future, subject to the outcome of the PWLB consultation where rates for general fund schemes could be reduced.

Economic Update

16. **UK.** As expected, the Bank of England’s Monetary Policy Committee kept Bank Rate unchanged on 6th August. It also kept unchanged the level of quantitative easing at £745bn. Its forecasts were optimistic in terms of three areas:
- The fall in GDP in the first half of 2020 was revised from 28% to 23% (subsequently revised to -21.8%). This is still one of the largest falls in output of any developed nation. However, it is only to be expected as the UK economy is heavily “skewed” towards consumer-facing services – an area which was particularly vulnerable to being damaged by “lockdown”.
 - The peak in the unemployment rate was revised down from 9% in Q2 to 7½% by Q4 2020.

-
- It forecast that there would be excess demand in the economy by Q3 2022 causing CPI inflation to rise above the 2% target in Q3 2022, (based on market interest rate expectations for a further loosening in policy). Nevertheless, even if the Bank were to leave policy unchanged, inflation was still projected to be above 2% in 2023.

It also “eased” the idea of using negative interest rates, at least over the next few months. It suggested that while negative rates can work in some circumstances, it would be “less effective as a tool to stimulate the economy” at this time when banks are worried about future loan losses. It also has “other instruments available”, including quantitative Easing and the use of forward guidance.

The Monetary Policy Committee expected the £300bn of quantitative easing purchases announced between its March and June meetings to continue until the “turn of the year”. This implies that the pace of purchases will slow further to about £4bn a week, down from £14bn a week at the height of the crisis and £7bn more recently.

The Monetary Policy Committee acknowledged that the “medium-term projections were a less informative guide than usual” and the minutes had multiple references to downside risks, which were judged to persist both in the short and medium term. One has only to look at the way in which second waves of the virus are now impacting many countries including Britain, to see the dangers. However, rather than a national lockdown, as in March, any spikes in virus infections are now likely to be dealt with by localised measures and this should limit the amount of economic damage caused. In addition, Brexit uncertainties ahead of the year-end deadline are likely to be a drag on recovery. The wind down of the initial furlough scheme through to the end of October is another development that could cause the Bank to review the need for more support for the economy later in the year. The Chancellor announced in late September a second six month package from 1st November of government support for jobs whereby it will pay up to 22% of the costs of retaining an employee working a minimum of one third of their normal hours. There was further help for the self-employed, freelancers and the hospitality industry. However, this is a less generous scheme and will possibly mean there will be further job losses from the 11% of the workforce still on furlough in mid-September.

The pace of recovery is not expected to be in the form of a rapid V shape, but a more elongated and prolonged one after a sharp recovery in June through to August which left the economy 11.7% smaller than in February. The last three months of 2020 are now likely to show no growth as consumers will probably remain cautious in spending and uncertainty over the outcome of the UK/EU trade negotiations concluding at the end of the year will also be a “headwind”. If the Bank felt it did need to provide further support to recovery, then it is likely that the tool of choice would be more quantitative easing.

There will be some longer term adjustments as e.g. office space and travel by planes, trains and buses may not recover to their previous level of use for several years. There is also likely to be a reversal of globalisation as this crisis has shown how vulnerable long-distance supply chains are. On the other hand, digital services is one area that has seen huge growth.

A key addition to the Bank’s forward guidance was a new phrase in the policy statement, namely that *“it does not intend to tighten monetary policy until there is clear evidence that significant progress is being made in eliminating spare capacity and achieving the 2% target*

sustainably". This would indicate that even if inflation rises to 2% in a couple of years' time, do not expect any action from the MPC to raise Bank Rate – until they can clearly see that level of inflation is going to be persistently above target if it takes no action to raise Bank Rate.

The Financial Policy Committee report on 6th August revised down their expected credit losses for the banking sector to "somewhat less than £80bn". It stated that in its assessment "banks have buffers of capital more than sufficient to absorb the losses that are likely to arise under the MPC's central projection". The Financial Policy Committee stated that for real stress in the sector, the economic output would need to be twice as bad as the MPC's projection, with unemployment rising to above 15%.

17. **US.** The incoming sets of data during the first week of August were stronger than expected. With the number of new daily coronavirus infections beginning to abate, recovery from its contraction this year of 10.2% should continue over the coming months and employment growth should also pick up.

However, growth will be dampened by continuing outbreaks of the virus in some states leading to fresh localised restrictions. The Federal Reserve has "tweaked" its inflation target from 2% to maintaining an average of 2% over an unspecified time period. This change is aimed to provide more stimulus for economic growth and higher levels of employment and to avoid the danger of getting caught in a deflationary "trap" like Japan.

The Federal Open Market Committee updated economic and rate projections in mid-September showed that officials expect to leave the federal funds rate at near-zero until at least end-2023 and probably for another year or two beyond that. There is now some expectation that where the Federal Reserve has led in changing its inflation target, other major central banks will follow. The increase in tension over the last year between the US and China is likely to lead to a lack of momentum in progressing the initial positive moves to agree a phase one trade deal.

18. **EU.** The economy was recovering well towards the end of Quarter 2 after a sharp drop in GDP, (e.g. France 18.9%, Italy 17.6%). However, the second wave of the virus affecting some countries could cause a significant slowdown in the pace of recovery, especially in countries more dependent on tourism. The fiscal support package, eventually agreed by the EU is unlikely to provide significant support and quickly enough to make an appreciable difference in weaker countries. The European Central Bank has been struggling to get inflation up to its 2% target and it is therefore expected that it will have to provide more monetary policy support through more quantitative easing purchases of bonds in the absence of sufficient fiscal support.
19. **China.** After a concerted effort to get on top of the virus outbreak in Quarter 1, economic recovery was strong in Quarter 2 and has enabled it to recover all of the contraction in Quarter 1. However, this was achieved by major central government funding of yet more infrastructure spending. After years of growth having been focused on this same area, any further spending in this area is likely to lead to increasingly weaker economic returns. This could, therefore, lead to a further misallocation of resources which may weigh on growth in future years.

20. **Japan.** There are some concerns that a second wave of the virus is gaining momentum and could dampen economic recovery from its contraction of 8.5% in GDP. It has been struggling to get out of a deflation trap for many years and to stimulate consistent significant GDP growth and to get inflation up to its target of 2%, despite large monetary and fiscal stimulus. It is also making little progress on fundamental reform of the economy.
21. **World growth.** Latin America and India are currently hotspots for virus infections. World growth will be in recession this year. Inflation is unlikely to be a problem for some years due to the creation of excess production capacity and depressed demand caused by the coronavirus crisis.

Interest rate forecasts

22. The Council's treasury advisor, Link Asset Services, has provided the following forecast:

Link Group Interest Rate View		11.8.20								
	Dec-20	Mar-21	Jun-21	Sep-21	Dec-21	Mar-22	Jun-22	Sep-22	Dec-22	Mar-23
Bank Rate View	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10
3 month average earnings	0.05	0.05	0.05	0.05	0.05	-	-	-	-	-
6 month average earnings	0.10	0.10	0.10	0.10	0.10	-	-	-	-	-
12 month average earnings	0.15	0.15	0.15	0.15	0.15	-	-	-	-	-
5yr PWLB Rate	1.90	2.00	2.00	2.00	2.00	2.00	2.10	2.10	2.10	2.10
10yr PWLB Rate	2.10	2.10	2.10	2.10	2.20	2.20	2.20	2.30	2.30	2.30
25yr PWLB Rate	2.50	2.50	2.50	2.60	2.60	2.60	2.70	2.70	2.70	2.70
50yr PWLB Rate	2.30	2.30	2.30	2.40	2.40	2.40	2.50	2.50	2.50	2.50

PWLB rates are certainty rates, gilt yields plus 180bps

23. The coronavirus outbreak has caused significant economic damage to the UK and economies around the world. The Bank of England took emergency action in March to cut Bank Rate to first 0.25%, and then to 0.10%, it left Bank Rate unchanged at its meeting on 6th August (and the subsequent September and October meetings), although some forecasters had suggested that a cut into negative territory could happen.

However, the Governor of the Bank of England has made it clear that he currently thinks that such a move would do more damage than good and that more quantitative easing is the favoured tool if further action becomes necessary.

As shown in the forecast table above, no increase in Bank Rate is expected within the forecast horizon ending on 31st March 2023 as economic recovery is expected to be only gradual and, therefore, prolonged.

24. **Bond yields / PWLB rates.** There was much speculation during the second half of 2019 that bond markets were in a bubble which was driving bond prices up and yields down to historically very low levels. The context for that was heightened expectations that the US could have been heading for a recession in 2020. In addition, there were growing expectations of a downturn in world economic growth, especially due to fears around the impact of the trade war between the US and China, together with inflation generally at low levels in most countries and expected to remain subdued. Combined, these conditions were conducive to very low bond yields.

While inflation targeting by the major central banks has been successful over the last 30 years in lowering inflation expectations, the real equilibrium rate for central rates has fallen considerably due to the high level of borrowing by consumers. This means that central banks do not need to raise rates as much now to have a major impact on consumer spending, inflation, etc. The consequence of this has been the gradual lowering of the overall level of interest rates and bond yields in financial markets over the last 30 years.

Over the year prior to the coronavirus crisis, this has seen many bond yields up to 10 years turn negative in the Eurozone. In addition, there has, at times, been an inversion of bond yields in the US whereby 10 year yields have fallen below shorter term yields. In the past, this has been a precursor of a recession. The “flip side of the coin” is that bond prices are elevated as investors would be expected to be moving out of riskier assets i.e. shares, in anticipation of a downturn in corporate earnings and so selling out of equities.

Gilt yields were already on a generally falling trend up until the coronavirus crisis hit western economies during March. We have seen these yields fall sharply to unprecedented lows as major western central banks took rapid action to deal with excessive stress in financial markets, and started massive quantitative easing purchases of government bonds: this acted to put downward pressure on government bond yields at a time when there has been a huge and quick expansion of government expenditure financed by issuing government bonds.

Such unprecedented levels of issuance in “normal” times would have caused bond yields to rise sharply. At the close of the day on 30th September, all gilt yields from 1 to 6 years were in negative territory, while even 25-year yields were at only 0.76% and 50 year at 0.60%.

From the local authority borrowing perspective, HM Treasury imposed two changes of margins over gilt yields for PWLB rates in 2019-20 without any prior warning. The first took place on 9th October 2019, adding an additional 1% margin over gilts to all PWLB period rates. That increase was then partially reversed for some forms of borrowing on 11th March 2020, but not for mainstream General Fund capital schemes, at the same time as the Government announced in the Budget a programme of increased infrastructure expenditure.

It also announced that there would be a consultation (ended 31st July 2020) with local authorities on possibly further amending these margins. It is clear HM Treasury will no longer allow local authorities to borrow money from the PWLB to purchase commercial property if the aim is solely to generate an income stream (debt for yield).

25. Following the changes on 11th March 2020 in margins over gilt yields, the current situation is as follows: -
- PWLB Standard Rate is gilt plus 200 basis points (G+200bps)
 - PWLB Certainty Rate is gilt plus 180 basis points (G+180bps)
 - PWLB HRA Standard Rate is gilt plus 100 basis points (G+100bps)
 - PWLB HRA Certainty Rate is gilt plus 80bps (G+80bps)
 - Local Infrastructure Rate is gilt plus 60bps (G+60bps)

It is possible that the non-HRA Certainty Rate will be subject to revision downwards after the conclusion of the PWLB consultation; however, the timing of such a change is currently unknown, although it would be likely to be within the current financial year.

As the interest forecast table for PWLB certainty rates, (gilts plus 180bps), above shows, there is likely to be little upward movement in PWLB rates over the next two years as it will take economies, including the UK, a prolonged period to recover all the momentum they have lost in the sharp recession caused during the coronavirus shut down period. Inflation is also likely to be very low during this period and could even turn negative in some major western economies during 2020/21.

26. **The balance of risks to the UK**

The overall balance of risks to economic growth in the UK is probably relatively even, but is subject to major uncertainty due to the virus.

There is relatively little UK domestic risk of increases or decreases in Bank Rate and significant changes in shorter term PWLB rates. The Bank of England has effectively ruled out the use of negative interest rates in the near term and increases in Bank Rate are likely to be some years away given the underlying economic expectations. However, it is always possible that safe haven flows, due to unexpected domestic developments and those in other major economies, could impact gilt yields, (and so PWLB rates), in the UK.

Downside risks to current forecasts for UK gilt yields and PWLB rates currently include:

- UK - second nationwide wave of virus infections requiring a national lockdown
- UK / EU trade negotiations – if it were to cause significant economic disruption and a fresh major downturn in the rate of growth.
- UK - Bank of England takes action too quickly, or too far, over the next three years to raise Bank Rate and causes UK economic growth, and increases in inflation, to be weaker than we currently anticipate.
- A resurgence of the Eurozone sovereign debt crisis.
- Weak capitalisation of some European banks, which could be undermined further depending on extent of credit losses resultant of the pandemic.
- Minority EU governments. Germany, Austria, Sweden, Spain, Portugal, Netherlands, Ireland and Belgium have vulnerable minority governments dependent on coalitions which could prove fragile.
- Geopolitical risks, for example in China, Iran or North Korea, but also in Europe and other Middle Eastern countries, which could lead to increasing safe haven flows.
- US – the Presidential election in 2020: this could have repercussions for the US economy and SINO-US trade relations.

Upside risks to current forecasts for UK gilt yields and PWLB rates

- UK - stronger than currently expected recovery in UK economy.
- Post-Brexit – if an agreement was reached that removed the majority of threats of economic disruption between the EU and the UK.
- The Bank of England is too slow in its pace and strength of increases in Bank Rate and, therefore, allows inflationary pressures to build up too strongly within the UK economy,

which then necessitates a later rapid series of increases in Bank Rate faster than we currently expect.

Investment Portfolio 2021/22

27. In accordance with the Code, it is the Council's priority to ensure security of capital and liquidity, and to obtain an appropriate level of return which is consistent with the Council's risk appetite. As set out in the "Economic Update" it is now impossible to earn the level of interest rates commonly seen in previous decades as all investment rates are barely above zero now that Bank Rate is at 0.10%, while some entities, including more recently the Debt Management Account Deposit Facility (DMADF), a government agency, are offering negative rates of return in some shorter time periods.

Given this risk environment and the fact that increases in Bank Rate are unlikely to occur before the end of the current forecast horizon of 31st March 2023, investment returns are expected to remain low for the foreseeable future.

Negative investment rates

28. While the Bank of England has said that it is unlikely to introduce a negative Bank Rate, at least in the next 6 -12 months, some deposit accounts are already offering negative rates for shorter periods. As part of the response to the pandemic and lockdown, the Bank and the Government have provided financial markets and businesses with plentiful access to credit, either directly or through commercial banks. In addition, the Government has provided large sums of grants to local authorities to help deal with the Covid crisis; this has caused some local authorities to have sudden large increases in investment balances searching for an investment home, some of which was only very short term until those sums were able to be passed on.

Money market funds (MMFs), yields have continued to drift lower. Some managers have indicated that they might "trim" fee levels to ensure that net yields for investors remain in positive territory. Investor cash flow uncertainty, and the need to maintain liquidity in these unprecedented times, has meant there is a lot of money at the very short end of the market. This has seen a number of market operators, now including the DMADF, offer nil or negative rates for very short term maturities. This is not universal, and MMFs are still offering a marginally positive return, as are a number of financial institutions.

Inter-local authority lending and borrowing rates have also declined due to the large levels of cash received from Central Government seeking a short-term home while these funds are utilised.

29. The Council held £158m of Treasury investments as at 30th September 2020 (£149m at 31 March 2020) with an average maturity of 45 days. These investments are predominately with local authorities, money market funds and UK banks. The investment portfolio yield for the first six months of the year was 0.51%. The standard comparator for investment performance is the benchmark 7 day rate (LIBID)¹, which for the period was "negative" 0.06%. The benchmark for 1 and 3 month deposits was (0.02%) and 0.10% respectively.

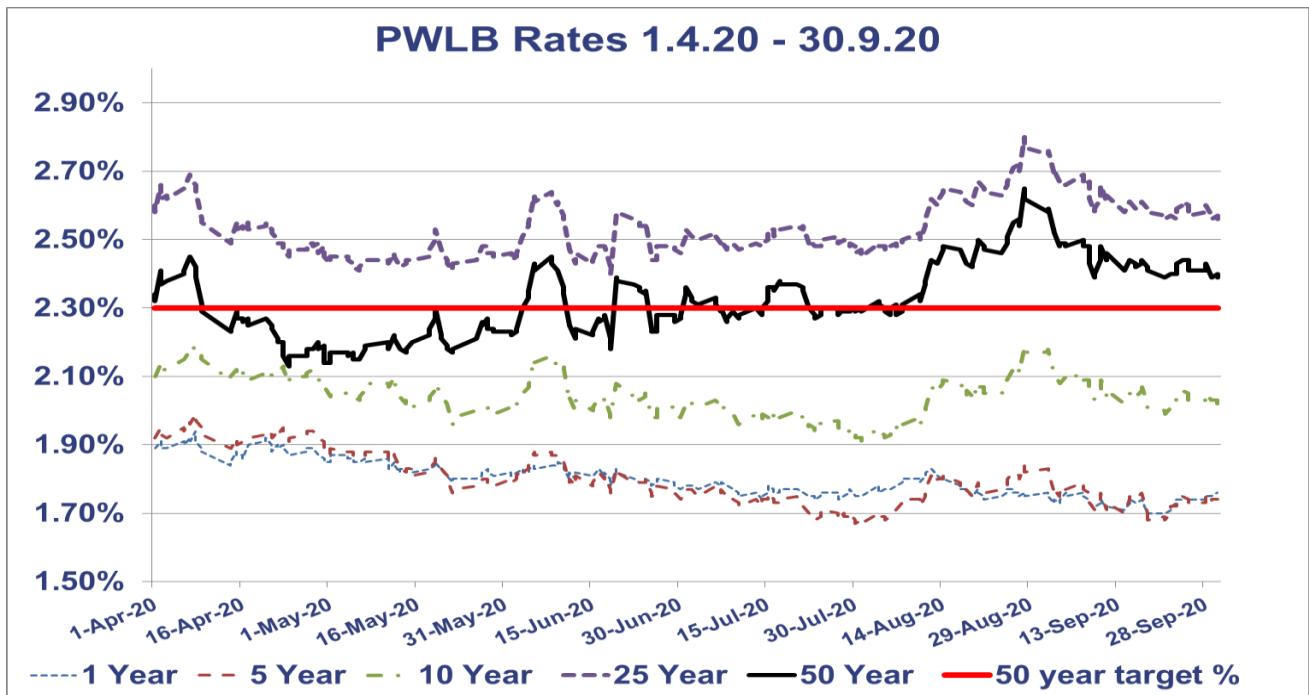
¹LIBID – London Interbank Bid rate is a recognised reference rate to benchmark short-term investment interest rates.

30. The Chief Financial Officer confirms that the approved limits within the Annual Investment Strategy were not breached during the first six months of 2020/21.

-
31. The current investment counterparty criteria selection approved in the TMSS is meeting the requirement of the treasury management function

Borrowing

32. The Capital Financing Requirement (CFR) denotes the Council's underlying need to borrow for capital purposes. The Council's CFR at 31 March 2021 is estimated to be £908m. If the CFR is positive the Council may borrow from the PWLB or the market (external borrowing) or from internal balances on a temporary basis (internal borrowing).
33. The balance of borrowing between external and internal is generally driven by market conditions and forecasts of future cash flows and interest rates. At the 31st March 2020 the Council had external borrowings of £602m and has utilised £309m of internal cash in lieu of borrowing. This is a prudent and cost effective approach in the current economic climate but will require on-going monitoring in the event that upside risk to gilt yields prevails.
34. However, internal borrowing is a temporary measure that takes advantage of low interest rates and will ultimately be replaced by more expensive external borrowing as the cash used is required elsewhere. The timing and amount of new external borrowing is therefore dependent on capital spending decisions, future cash flows and forecasts of interest rates.
35. Due to the underlying need to borrow for capital purposes, the need to ensure adequate liquidity and to reduce the Council's internal borrowing position the Council has estimated a borrowing need of circa £10m during the remainder of the year. The source and length of borrowing may be initially on a short term basis whilst the outcome of the PWLB consultation is finalised and new PWLB margins are determined, a possible outcome being a reduced rate for general fund borrowing, also known as the PWLB certainty rate.
36. The Council will consider further borrowing following outcome of the PWLB consultation, if rates fall or are anticipated to rise at a higher pace than expected. This will enable the authority to take advantage of a low interest rate environment and reduce the interest rate risk of the authority.
37. PWLB rates varied within a relatively narrow range between April and July but the longer end of the curve rose during August. The graph and table below show the movement in PWLB certainty rates for the first six months of the year to date.



	1 Year	5 Year	10 Year	25 Year	50 Year
Low	1.70%	1.67%	1.91%	2.40%	2.13%
Date	18/09/2020	30/07/2020	31/07/2020	18/06/2020	24/04/2020
High	1.94%	1.99%	2.19%	2.80%	2.65%
Date	08/04/2020	08/04/2020	08/04/2020	28/08/2020	28/08/2020
Average	1.80%	1.80%	2.04%	2.54%	2.33%

Debt Rescheduling

38. Debt rescheduling opportunities have been limited in the current economic climate given the consequent structure of interest rates. The authority's debt portfolio is made up of long dated loans (PWLB £331m, Market Debt (LOBOS) £70m and Market Debt (Fixed) (£50m) averaging 32 years. The estimated penalty to repay the PWLB loans early is £363m, taking the total cost to £694m. In respect of the market loans, where indicative prices have been provided, a similar level of penalty has been quoted.
39. The total life cycle cost of rescheduling loans on a discounted cash-flow basis has been reviewed with no loans providing a positive cash-flow benefit to the authority. This would in part be due to large early repayment penalties that the authority will incur.
40. For these reasons no debt rescheduling has been undertaken during the first six months of the year and none is anticipated for the remainder of the year.

Ethical Policy

41. An Ethical Investment Policy is incorporated within the Treasury Management Practice Statements (TMPS). The City Council currently invest surplus funds with Banks and Building Societies either directly or via the Money Markets in the form of instant access cash deposit accounts, money market funds or on fixed term deposit and with other local authorities. The City Council's ethical investment policy is based on the premise that the City Council's choice of

where to invest should reflect the ethical values it supports in public life. The City Council will not knowingly invest in organisations whose activities include practices which directly pose a risk of serious harm to individuals or groups, or whose activities are inconsistent with the mission and values of the City Council.

The Council’s Capital Position (Prudential Indicators)

42. This part of the report is structured to update:

- The Council’s capital expenditure plans;
- How these plans are being financed;
- The impact of the changes in the capital expenditure plans on the prudential indicators and the underlying need to borrow; and
- Compliance with the limits in place for borrowing activity.

Prudential Indicator for Capital Expenditure

There are no policy changes to the TMSS; the details in this report update the position in the light of the updated economic position and budgetary changes already approved.

43. This table shows the latest estimates for capital expenditure:

Capital Expenditure by Service	2020/21 Approved Programme £m	2020/21 Period 6 Forecast £m
Non-HRA	211	158
HRA	84	51
Total	295	209

44. The latest capital monitoring report for the end of September 2020 sets out a capital forecast of £209m detailed within the period 6 monitoring report presented to Cabinet on the 3rd November 2020.

Financing of the Capital Programme

45. The table below draws together the capital expenditure plan and the expected financing arrangements of this capital expenditure. The borrowing element of the table increases the underlying indebtedness of the Council by way of the Capital Financing Requirement (CFR), although this will be reduced in part by revenue charges for the repayment of debt (the Minimum Revenue Provision). This direct borrowing need may also be supplemented by maturing debt and other treasury requirements.

Capital Expenditure	2020/21 Approved Programme £m	2020/21 Period 6 Forecast £m
Total spend	295	209
Financed by:		
Capital receipts	57	41
Capital grants	98	70
Revenue / Reserves	19	13
HRA – Self Financing	35	35
Prudential Borrowing – Increase in Capital Financing Requirement	86	50
Total financing	295	209

Capital Financing Requirement (CFR) & Operational Boundary

46. The table below shows the CFR, which is the underlying external need to incur borrowing for a capital purpose and it also shows the expected debt position over the period. This is termed the Operational Boundary.

Capital Financing Requirement	2020/21 Original Estimate £m	2020/21 Latest Estimate £m
CFR – non housing	702	663
CFR – housing	245	245
Total CFR	947	908

External Debt (Operational Boundary)	2020/21 Approved Indicator £m
Borrowing	536
Other long term liabilities*	128
Total debt 31 March	664

* On balance sheet PFI schemes and finance leases etc.

47. The revised Capital Financing Requirement is based on the actual CFR as at 31 March 2020 (£870m) increased by in-year capital expenditure financed by borrowing (£50m) and reduced by the minimum revenue provision (MRP) for repayment of debt and the repayment of the debt facilities within other long term liabilities (£12m).

Limits to Borrowing Activity

48. The first key control over the treasury activity is a prudential indicator to ensure that over the medium term, net borrowing (borrowings less investments) will only be for a capital purpose. Gross external borrowing should not, except in the short term, exceed the total of CFR in the preceding year plus the estimates of any additional CFR for 2020/21 and next two financial years. This allows some flexibility for limited early borrowing for future years. The Council has

approved a policy for borrowing in advance of need which will be adhered to if this proves prudent.

	2020/21 Original Estimate £m	2020/21 Latest Estimate £m
Gross borrowing	536	461
Plus other long term liabilities*	128	132
Gross borrowing & long term Liabilities	664	593
CFR* (year-end position)	947	908

* Includes on balance sheet PFI schemes and finance leases etc.

49. The Chief Finance Officer reports that no difficulties are envisaged for the current or future years in complying with this prudential indicator.
50. A further prudential indicator controls the overall level of borrowing. This is the Authorised Limit which represents the limit beyond which borrowing is prohibited, and needs to be set and revised by Members. It reflects the level of borrowing which, while not desired, could be afforded in the short term, but is not sustainable in the longer term. It is the expected maximum borrowing need with some headroom for unexpected movements. This is the statutory limit determined under section 3(1) of the Local Government Act 2003.

Authorised limit for external debt	2020/21 Approved Indicator £m
Total Borrowing	970

Proposal

51. That the Mid-Year Treasury Management report for 2020/21 is noted.

Other Options Considered

52. None

Risk Assessment

53. Borrowing and lending activity is reported to the Mayor.
The principal risks associated with treasury management are:

Risk	Mitigation
Loss of investments as a result of failure of counterparties	Limiting the types of investment instruments used, setting lending criteria for counterparties, and limiting the extent of exposure to individual counterparties
Increase in the net financing costs of the authority due to borrowing at high rates of interest / lending at low rates of interest	Planning and undertaking borrowing and lending in light of assessments of future interest rate movements, and by undertaking most long term borrowing at fixed rates of interest (to reduce the volatility of capital financing costs)

Public Sector Equality Duties

54. a) Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:
- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
 - ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --
 - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
 - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
 - iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –
 - tackle prejudice; and
 - promote understanding.
- b) There are no proposals in this report, which require either a statement as to the relevance of public sector equality duties or an Equalities Impact Assessment.

Legal and Resource Implications

Legal

The Council is under a duty to manage its resources prudently and therefore due consideration

must always be given to its borrowing and lending strategy. A wide range of local authority financial activities, including borrowing, lending, financial management, and the approval of types of investment vehicle are governed by legislation and various regulations. The Council is obliged to comply with these.

(Legal advice provided by Tim O’Gara - Service Director - Legal and Democratic Services)

Financial

(a) Revenue

The financing costs arising from planned borrowing are provided for in the revenue budget and medium term financial plan. Any additional operating costs will have to be contained within the revenue budget of the relevant department.

(Financial advice provided by Jon Clayton -Capital and Investments Manager)

(b) Capital

Not applicable

Land

Not applicable

Personnel

Not applicable

Appendices:

None

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

None



Full Council

8 December 2020

Report of: Director of Finance

Title: Council Tax Base 2021/22

Ward: City Wide

Member Presenting Report: Councillor Craig Cheney, Cabinet Member for Finance, Performance and Governance

Recommendation

1. Agree, in accordance with the Local Authorities (Calculation of Council Tax Base) (England) Regulations 2012, the amount calculated by Bristol City Council as its Council Tax base for the financial year 2021/22 shall be 127,170

Summary

The Local Government Finance Act 1992 (as amended) requires the Council as the Billing Authority to calculate a Council Tax Collection Fund estimate by 31 January each year.

The significant issues in the report are:

The number of Band D equivalent properties, net of exemptions, reductions and discounts, in the Tax Base for 21/22 is 127,170 a decrease of 1.09% Band D equivalent properties from 2020/21. The recently updated MTFP assumes a decrease in the tax base next year of 0.92%.



1. Policy

Bristol City Council has the power in statute to raise a tax on households in its area to pay for the provision of local services. It is designated as the Billing Authority for the area. This means that it is responsible for levying a council tax to meet its own demands and to meet the precepts of other authorities in the area. The major precepting bodies are Avon Police and Crime Commissioner and Avon Fire Authority.

3. Consultation**4. Internal**

Resources Scrutiny
Head of Revenues - Resources

5. External

Not applicable

6. Context

6.1. Section 67 of the Local Government Finance Act 1992 (as amended) requires the Council to determine its tax base for council tax purposes each year. Properties are recorded in eight national bands by value (A to H) as determined the Valuation Office agency. Band H taxpayers pay twice as much as those in Band D and three times as much as those in Band A. The number of properties is expressed as a number of Band D equivalent properties.

6.2. In accordance with Regulations the Authority must set a tax base for council tax purposes and notify major precepting bodies by 31 January each year.

7. Calculation of council tax base

7.1. The calculation has been prepared in accordance with the Local Authorities (Calculation of Council Tax Base) Regulations 2012 which came into force on 30 November 2012. In October each year. MHCLG requires a snapshot, which is based on the number of properties, of the Tax Base at a specified date in October, net of exemptions, reductions and discounts. This is known as the CTB1 return. A copy of the return for October 2020 is attached as Appendix B to this report. This calculates the number of chargeable properties in the City.

7.2. This is based on figures as at October 2020 and therefore adjustments are then based on forecast changes expected over the following 18months for changes in number of dwellings, changes in discounts and exemptions including those for the Council Tax Support Scheme. The adjusted numbers of properties in each of the eight valuation bands A to H are expressed as numbers of band D equivalents so they may be added together to produce a single figure. The table below shows the tax base and associated year on year percentage increase for the last five years

Year	Tax Base (Budget Report)	Percentage Increase
2017/18	124,083	2.59%
2018/19	125,798	1.38%
2019/20	126,999	0.95%
2020/21	128,566	1.23%
2021/22	127,170	(1.09%)

8. Covid-19 Pandemic

8.1. The COVID-19 pandemic has had a considerable impact on the Council and the City. There remains much uncertainty as to what lies ahead and the associated long term impact on public finances. The Council is forecasting significant losses in council tax income due to COVID-19, estimated to be £4.46m in 2021/22. Contributory factors to this loss includes increased working age claimant applications for the Council Tax Support Scheme, delays in housing growth and a reduction in collection rate. The effects of the pandemic on each of the elements making up the council tax base are examined in more detail below.

9. Local Council Tax Reduction Scheme

9.1. Bristol is one of the few Local Authorities that implements a full Local Council Tax Reduction scheme (CTRS). Prior to the pandemic, Bristol had seen relatively low unemployment rate, and in recent years reductions in the numbers of working age adults' claimants to the CTRS. During the pandemic, there had been a significant increase CTRs claimants and caseload.

9.2. The table below shows the number of pensioner and working age claimants (dwelling equivalents) recorded each year on the CTB return since 2016.

	October 2016	October 2017	October 2018	October 2019	October 2020	Estimate 2021/22
Pensioners	10,054	9,594	9,077	8,650	8,330	7,913
Working Age	19,447	19,100	18,938	18,255	20,063	21,066
Total	29,501	28,694	28,015	26,905	28,393	28,979

9.3. The table above clearly shows, whereas pensioner applications continue to fall, the effect of Covid-19 has had a significant impact on increased working age applicants. Cases reached a peak in August 2020 and have fallen very slightly since. Trends indicate that after an initial peak in April and May the number of employees on the furlough scheme has been steadily reducing. However, at this time, the longer term effects of any eventual end to the furlough scheme are difficult to quantify. Analysis of claimant trends shows an anticipated 5% increase in caseload of working age claimants during 2021/22. This would increase caseload to levels of early 2015 when UK unemployment was just over 5%. Current unemployment is at just under 5%.

10. Unoccupied Properties

10.1. Unoccupied Furnished Properties – the Council has discretion to set the level of discount for properties which are substantially furnished but are not anyone's sole or main residence

(often referred to as “second homes”) The Council has determined this level of discount will remain at 0% and this is reflected in the proposed Tax Base.

10.2. Unoccupied and substantially unfurnished properties–. From 1 April 2017 the Council determined that properties that are unoccupied and unfurnished are no longer entitled to a discount. The full council tax charge therefore applies.

10.3. Long Term Empty Properties are defined as being unoccupied and substantially unfurnished for at least 2 years. On 26 July 2012 the Council approved ‘Technical Reforms of Council Tax’ to levy a discretionary “relevant maximum” 50% premium if properties are empty for more than 2 years. The Local Government Finance Act 1992 was amended last year to allow councils to increase the long-term empty dwelling premium over the next three financial years as outlined below:

	Dwelling empty for less than 5 years, but at least 2 years	Dwelling empty for less than 10 years, but at least 5 years	Dwelling empty for 10 years or more
1 April 2019	100%	100%	100%
1 April 2020	100%	200%	200%
1 April 2021	100%	200%	300%

10.4. It is estimated that there will be maximum increased revenue of £100,000 during 2021/22 as a result of this introduction of Premium300 empty charge equivalent to 48 band D properties

11. Single Person Discounts

11.1. Regular reviews continue to monitor the number of properties attracting single person discounts. Currently around 30% of domestic properties are claiming single person discount. Regular National Fraud Initiatives identify multiple occupants in properties claiming single person discount helping to ensure that the Council Tax Base properly reflects entitlements to this discount. The council tax base assumes a 0.9% reduction in claims. This was following a full and comprehensive National Fraud Office review during this year. A further review in 2021/22 is expected to identify further reductions but trends suggest these are likely to be balanced by a further general increase in legitimate applications for single person discount.

12. Student Exemptions

12.1. Students are entitled to an exemption from paying Council Tax if everyone in the property is a full time student. Alternatively they may be entitled to a discount if some of the people occupying a property are full time students. Bristol has a large student population, and as at the end of October the status of all students has not been evidenced to the Council. It is therefore necessary to estimate the number of additional students likely to be eligible for exemptions. Any estimate to be included in the Tax Base will also take account of any known student related property developments. The adjustment of 2,265 Band D equivalents in the table below comprises of an estimated increase in student exemptions of 1,728 Band D equivalents due to existing student households where exemptions need to be re-instated, an additional 537 Band D

equivalent student properties under construction and likely to be added to the rating list for 2021/22. The majority of the construction work relates to the old BRI building in Marlborough Street, a closed hospital site on Upper Byron Street and a block on Baldwin Street. The Byron Street and Baldwin Street developments were included in the tax base for 2020/21 but were not completed, so have been reinstated for 2021/22.

12.2. Student accommodation can take the form of either private housing or halls of residence. The table below sets out both the actual number of properties (houses/flats and halls of residents) receiving student exemptions at the end of the financial year along with an estimate of the Band D equivalents based on these figures. The 2020/21 figures are an estimate of the position at the end of March 2020 based on current information and the 2021/22 is an estimate of anticipated numbers given as part of the Council tax base calculations. For 2020/21 The City Council's share of reduced Council Tax income as a result of student exemptions is estimated to be £13.6m for 2020/21 and £m for 2021/22 approximately £14.8m.

Year	Property Numbers	
	Actual/Estimated Student Exemptions	Band D Equivalents
2018/19	8,734	7,308
2019/20	8,977	7,631
2020/21	9,346	7,750
2021/22	10,266	8,287

13. Growth

13.1. In determining the Tax Base for the forthcoming year the Council is able to take into account any increase in Tax Base that may arise from the completion of new properties. Given the amount of the on-going property development across the City and, in view of this continuing trend, it is considered reasonable to allow for an element of growth in the Tax Base due to the anticipated completion of new properties in respect of known major developments. In estimating the effect on the Tax Base of new properties it is prudent to assume the majority of new properties will be in lower valuation Bands. Allowances must also be made for discounts that will apply in respect of new properties, including Council Tax Support discounts, and for the fact that Council Tax will only be payable for new properties from the date of completion rather than for a full financial year.

13.2. The Valuation & Inspection (revenues) team have established that after temporary suspension the completion of domestic New Builds have returned to pre-Covid levels. The Visiting Officers within the team have also inspected all existing new development sites and confirmed that work has re-commenced on all of these and also that work has started on many

other new sites. It is therefore anticipated that even though there is a further Lock-down, as building work is still permitted, completions will continue at their present level.

13.3. The 2021/22 estimate for growth uses information provided by the Council’s Valuation and Inspection team and is based on the number of new developments in the City where work has commenced. Assumptions are then made as to whether these properties will be banded by the end of the financial year, the actual date during the year they may be banded and the number of exemptions, discounts and Council Tax Support they might attract.

13.4. Since the completion of the CTB1 return the Valuation & Inspection team within Revenues has identified that an additional 86 properties have been banded. A further 57 properties have been reported to the Valuation Office but have not yet been banded. It is assumed all of these properties will have been banded by 1 April 2021. Allowing for losses and a proportion of lower banded properties this is equivalent to a total of 86 band D properties.

13.5. The team have further identified a potential 8,954 additional new builds where work has commenced. The estimate of properties likely to be banded during 2021/22 is anticipated to be around 75%, resulting in a figure of 6,715. A further reduction of 50% is made to take account of the fact that all of these properties will not have been banded on 1 April 2021. The resulting figure is 3,358 and a 25% reduction has been factored in for loss in revenue due to exemptions, discounts and Council Tax Support. The final figure of 2,518 is assumed to be lower banded properties so this figure has been converted into the Band “D” equivalent of 1,959

13.6. The total estimated equivalent Band D growth in the tax base is therefore estimated at 2,045.

	Total Dwellings	Band D Equivalents
Identified new dwellings under construction not complete	8,954	
Reduction by 25% for sites not completed during 21/22	6,715	
Reduction by 50%, to take into account sites will be completed through-out the year so won’t be eligible for Council Tax until complete.	3,358	
Reduction by 25% to take into account any discounts, exemptions and Council Tax Support Scheme on new properties	2,518	1,959
Add: properties added to the valuation list since completion of CTB 1	86	52
Add: properties already complete and waiting to be banded	57	34
Total Growth		2,045

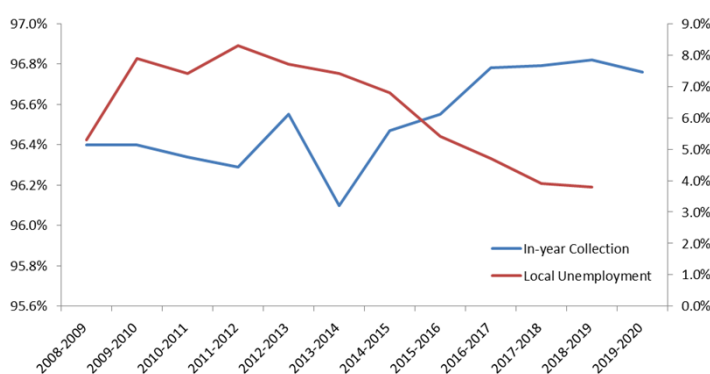
14. Losses on Collection

14.1. The losses on collection figure in the table below is made up of two elements, write off of debts and an estimate of previous years arrears which will be recoverable. In estimating the provision for losses on collection the Council makes an estimate of debts which, after full recovery measures have been affected will be uncollectable in the longer term and therefore

recommended for write-off. Prior to the Covid-19 pandemic this was estimated to be a net loss on collection of 1.5%. However due to the on-going effects of the pandemic this has been revised to 2.1%.

14.2. The future impact of collection as a result of the pandemic and recession is a significant unknown however to make an estimate of the potential impact collection rates over the last 12 years since the last recession in 2008 has been analysed. This has been compared to levels of local unemployment as a potential driver of collection rates. There is a correlation (no causality is assumed), however the difference is less than 0.5%. In 2011/12 when local unemployment peaked at 8.3% collection of in-year Council Tax was 96.3% (compared to 19/20 collection of 96.8%, with unemployment of around 4%)

Figure 1: In-Year Council Tax collection rates and local unemployment



14.3. In 2020/21 collection of Council Tax has reduced to forecast 95.4% and collection of arrears has also decreased. It is expected once debt collection activities recommence the collection rate will increase. Prior to the pandemic national unemployment was at historic lows of 3.8%, this has increased to 4.8% in September and is forecast to increase further. Based on this a revised in-year collection of 96.4% has been applied to the Council taxbase for 2021/22.

14.4. Due to lower rates of in-year collection the arrears are forecast to be over £20million at the end of the financial year and collection of arrears is also expected to improve in 2021/22 contributing a further 1.6% collection to the forecast taxbase.

15. Calculation of the Council Tax Base

	2021/22 Band D Equivalent Properties	2020/21 Band D Equivalent Properties	Difference
Tax Base as per attached CTB 1 Return	130,526	130,999	(473)
Adjustment due to anticipated growth	2,045	1,715	330
Adjustment due to increase in working age CTS claimants	(780)		(780)
Adjustment due to reduction in pensioner CTS claimants	324		324
Reduction due to reinstatement of existing student properties not recorded on CTB1	(2,265)	(2,250)	(15)
Long Term Empty Property Premium	48	60	(12)
Adjusted Tax Base	<u>129,898</u>	<u>130,524</u>	<u>(626)</u>
LESS losses on collection (2.1% 21/22, 1.5% 20/21)	(2,728)	(1,958)	(770)
Recommended Tax Base	<u>127,170</u>	<u>128,566</u>	<u>(1,396)</u>

14.5. This is a reduction of 1,396 (1.09%) Band D equivalent properties since the last Tax Base calculation in October 2019. The 20/21 budget assumed growth in the Tax Base of 0.16% however this was adjusted downwards in the current approved MTFP to reflect the increase in costs of the CTRS.

Other Options Considered

15. Not applicable

Risk Assessment

- i. There are a number of risks associated with estimating the amount of Council Tax collected during the year. These include;
 - Difficulty in estimating Council Tax discounts and exemptions, including the take-up of the Council Tax Support Scheme.

- Impact of Covid-19 on employment and businesses on collection rates and Council Tax Reduction Scheme.

Public Sector Equality Duties

There are no proposals in this report which require either a statement as to the relevance of public sector equality duties or an Equalities Impact Assessment.

Legal and Resource Implications

Legal

The tax base calculations for 2021/22 set out in this report comply with the Local Authorities (Calculation of Council tax base) Regulations 2012. The report will enable the Council to meet the requirement under the Local Government Finance Act 1992 (as amended) to determine the Council Tax base by no later than 31st January in the preceding financial year.

(Legal advice provided by Husinara Jones, Team Leader/Solicitor)

Financial

(a) Revenue

The MTFP assumes an annual increase in the taxbase of 0.16%. Estimates for 2021/22 suggest the number of new chargeable dwellings added to the valuation list will be exceeded by the number of anticipated reductions due to discounts and exemptions and a net increase in benefit claimants, resulting in a reduction in growth of 1.09% in the tax base. This is in line with the assumed reduction as part of the recently revised MTFP, a decrease on the 2021/22 budget assumptions of £2.8m compared to £2.5m as assumed in the MTFP.

The calculation of the Council Tax Base is calculated based on data extracted from the CTB1 return completed in mid-October. This is then adjusted for fluctuations in both the housing market and the estimated effect of levels of Council Tax Support, discounts and exemptions.

(b) Capital

Not applicable

(Financial advice provided by Tony Whitlock – Finance Business Partner)

Land

Not applicable

Personnel

Not Applicable

Appendices:

Appendix 1 - Copy of the CTB report submitted to the MHCLG October 2020

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985
Background Papers: Working papers held in Corporate Finance

CTB(October 2020)

Calculation of Council Tax Base

Please e-mail to : ctb.stats@communities.gov.uk

Please enter your details after checking that you have selected the correct local authority name

Ver 1.0

Please select your local authority's name from this list

Breckland
Brent
Brentwood
Brighton & Hove
Bristol
Broadland

Check that this is your authority : **Bristol**
E-code : **E0102**
Local authority contact name : **Martin Smith**
Local authority contact telephone number : **07855 560180**
Local authority contact e-mail address : **Martin.smith@bristol.gov.uk**

CTB(October 2020) form for a Bristol

Completed forms should be received by MHCLG by Friday 16 October 2020

Dwellings shown on the Valuation List for the authority on Monday 14 September 2020	Band A entitled to disabled relief reduction COLUMN 1	Band A COLUMN 2	Band B COLUMN 3	Band C COLUMN 4	Band D COLUMN 5	Band E COLUMN 6	Band F COLUMN 7	Band G COLUMN 8	Band H COLUMN 9	TOTAL COLUMN 10
Part 1										
1. Total number of dwellings on the Valuation List		53,191	74,349	39,792	18,815	9,825	4,819	2,861	341	203,993.0
2. Number of dwellings on valuation list exempt on 5 October 2020 (Class B & D to W exemptions)		2,719	1,570	1,527	1,333	1,118	208	57	13	8,545.0
3. Number of demolished dwellings and dwellings outside area of authority on 5 October 2020 (please see notes)		1	2	2	0	1	0	0	0	6.0
4. Number of chargeable dwellings on 5 October 2020 (treating demolished dwellings etc as exempt) (lines 1-2-3)		50,471	72,777	38,263	17,482	8,706	4,611	2,804	328	195,442.0
5. Number of chargeable dwellings in line 4 subject to disabled reduction on 5 October 2020		36	182	141	83	51	27	29	23	572.0
6. Number of dwellings effectively subject to council tax for this band by virtue of disabled relief (line 5 after reduction)	36	182	141	83	51	27	29	23		572.0
7. Number of chargeable dwellings adjusted in accordance with lines 5 and 6 (lines 4-5+6 or in the case of column 1, line 6)	36	50,617	72,736	38,205	17,450	8,682	4,613	2,798	305	195,442.0
8. Number of dwellings in line 7 entitled to a single adult household 25% discount on 5 October 2020	12	23,029	21,117	9,873	3,934	1,697	732	361	25	60,780.0
9. Number of dwellings in line 7 entitled to a 25% discount on 5 October 2020 due to all but one resident being disregarded for council tax purposes	1	546	896	509	264	97	39	18	2	2,372.0
10. Number of dwellings in line 7 entitled to a 50% discount on 5 October 2020 due to all residents being disregarded for council tax purposes	1	40	83	62	33	28	29	38	24	338.0
11. Number of dwellings in line 7 classed as second homes on 5 October 2020 (b/fwd from Flex Empty tab)		640	575	441	238	96	45	23	10	2,068.0
12. Number of dwellings in line 7 classed as empty and receiving a zero% discount on 5 October 2020 (b/fwd from Flex Empty tab)		1,019	951	423	230	86	39	22	0	2,770.0
13. Number of dwellings in line 7 classed as empty and receiving a discount on 5 October 2020 and not shown in line 12 (b/fwd from Flex Empty tab)		47	75	49	22	15	9	7	0	224.0
14. Number of dwellings in line 7 classed as empty and being charged the Empty Homes Premium on 5 October 2020 (b/fwd from Flex Empty tab)		88	75	23	15	7	2	2	2	214.0
15. Total number of dwellings in line 7 classed as empty on 5 October 2020 (lines 12, 13 & 14).		1,154	1,101	495	267	108	50	31	2	3,208.0
16. Number of dwellings that are classed as empty on 5 October 2020 and have been for more than 6 months. NB These properties should have already been included in line 15 above.		413	432	191	97	50	20	15	2	1,220.0
16a. The number of dwellings included in line 16 above which are empty on 5 October 2020 because of the flooding that occurred between 1 December 2015 and 31 March 2016 and are only empty because of the flooding.		0	0	0	0	0	0	0	0	0.0
16b. The number of dwellings included in line 16 above which are empty on 5 October 2020 because of the flooding that occurred between November 2019 and February 2020 and are only empty because of the flooding.		0	0	0	0	0	0	0	0	0.0
17. Number of dwellings that are classed as empty on 5 October 2020 and have been for more than 6 months and are eligible to be treated under empty homes discount class D (formerly Class A exemptions). NB These properties should have already been included in line 15 above. Do NOT include any dwellings included in line 16a above.		40	53	36	13	10	8	6	0	166.0
18. Number of dwellings that are classed as empty and have been empty for more than 6 months excluding those that are subject to empty homes discount class D or empty due to flooding (Line 16 - line 16a - line 16b - line 17) (equivalent to Line 18 in previous forms).		373	379	155	84	40	12	9	2	1,054.0
19. Number of dwellings in line 7 where there is liability to pay 100% council tax before Family Annexe discount	22	26,867	50,490	27,689	13,182	6,838	3,802	2,372	252	131,514.0
20. Number of dwellings in line 7 that are assumed to be subject to a discount or a premium before Family Annexe discount	14	23,750	22,246	9,549	4,268	1,844	811	426	53	63,928.0

CTB(October 2020)

Calculation of Council Tax Base

Please e-mail to : ctb.stats@communities.gov.uk
Please enter your details after checking that you have selected the correct local authority name

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21. Reduction in taxbase as a result of the Family Annexe discount (b/fwd from Family Annexe tab)	0.0	3.8	0.0	0.5	0.0	0.0	0.0	0.0	0.0	4.3
22. Number of dwellings equivalents after applying discounts and premiums to calculate taxbase	32.3	44,780.5	67,224.3	35,563.0	16,382.0	8,214.5	4,399.8	2,680.3	288.3	179,564.8
23. Ratio to band D	5/9	6/9	7/9	8/9	9/9	11/9	13/9	15/9	18/9	
24. Total number of band D equivalents (to 1 decimal place) (line 22 x line 23)	17.9	29,853.7	52,285.5	31,611.6	16,382.0	10,039.9	6,355.2	4,467.1	576.5	151,589.4
25. Number of band D equivalents of contributions in lieu (in respect of Class O exempt dwellings) in 2020-21 (to 1 decimal place)										17.8
26. Tax base (to 1 decimal place) (line 24 col 10 + line 25)										151,607.2

Part 2

27. Number of dwellings equivalents after applying discounts and premiums to calculate tax base (Line 22)	32.25	44,780.50	67,224.25	35,563.00	16,382.00	8,214.50	4,399.75	2,680.25	288.25	179,564.8
28.Reduction in taxbase as a result of local council tax support (b/fwd from CT Support tab)	12.18	14,012.45	10,715.92	2,833.71	604.58	165.03	42.18	7.38	0.00	28,393.4
29. Number of dwellings equivalents after applying discounts, premiums and local tax support to calculate taxbase	20.1	30,768.1	56,508.3	32,729.3	15,777.4	8,049.5	4,357.6	2,672.9	288.3	151,171.3
30. Ratio to band D	5/9	6/9	7/9	8/9	9/9	11/9	13/9	15/9	18/9	
31. Total number of band D equivalents after allowance for council tax support (to 1 decimal place) (line 29 x line 30)	11.2	20,512.0	43,950.9	29,092.7	15,777.4	9,838.2	6,294.3	4,454.8	576.5	130,508.0
32. Number of band D equivalents of contributions in lieu (in respect of Class O exempt dwellings) in 2020-21 (to 1 decimal place)(line 25)										17.8
33. Tax base after allowance for council tax support (to 1 decimal place) (line 31 col 10 + line 32)										130,525.8

Certificate of Chief Financial Officer

I certify that the information provided on this form is based on the dwellings shown in the Valuation List for my authority on 14 September 2020 and that it accurately reflects information available to me about exemptions, demolished dwellings, disabled relief, discounts and premiums applicable on 5 October 2020 and, where appropriate, has been completed in a manner consistent with the form for 2019.

Chief Financial Officer :

Date :

Full Council

8 December 2020



Report of:	Director of Finance
Title:	Collection Fund Surplus/Deficit 2020/21
Ward:	City Wide
Member Presenting Report:	Councillor Craig Cheney, Cabinet Member for Finance, Performance and Governance

Recommendation

1. That an estimated deficit at 31 March 2021 on the Council Tax element of the Collection Fund, net of grants, of £5.574m be declared for 2020/21 and shared between this Council, the Police and Crime Commissioner for Avon and Somerset and the Avon Fire and Rescue Service in proportion to their 2020/21 precepts on the Collection Fund.
2. That an estimated deficit at 31 March 2021 on the Non-Domestic Rates (NDR) element of the Collection Fund, net of grants, of £8.569m be declared for 2020/21 and shared between this Council, Avon Fire and Rescue Service and the West of England Combined Authority (WECA) in proportion to the appropriate year demands (For 2020/21: Bristol 94%, WECA 4%, Avon Fire and Rescue Service 1%).



Policy

1. The Local Government Finance Act 1992 (as amended) requires the Council to determine the estimated surplus or deficit on the Collection Fund in respect of Council Tax by 15 January. This will enable the precepting authorities (the Police and Crime Commissioner for Avon and Somerset and Avon Fire and Rescue) to take into account their share of any surplus or deficit before finalising their precepts for 2021/22.

Similarly, following the introduction of the Business Rates Retention Scheme from April 2013, in accordance with the Non-Domestic Rating (Rates Retention) Regulations 2013, the Council must determine the estimated surplus or deficit on the Collection Fund in respect of Business Rates prior to 31 January.

As the result of the Covid-19 pandemic, Bristol, in line with many other local authorities is predicting a significant deficit on its collection fund. Under normal circumstances and surplus or deficit reported in year is carried forward in the collection fund into the following financial year, when it then impacts on the general fund budget. However on 5 November 2020 the Local Authorities (Collection Fund: Surplus and Deficit) (Coronavirus) (England) Regulations 2020 were laid before parliament and come into effect on 1 December.

These regulations, which are mandatory, amend the rules governing the apportionment of collection fund surpluses and deficits for council tax and non-domestic rates. The key element of the Bill is that collection fund deficits arising in 2020/21 can be spread over the following three years, rather than the usual period of one year. This only refers to the in-year deficit, net of Covid related grants. Any surpluses or deficits relating to previous financial years must be transferred to the general fund in 2021/22 in the normal way. A full analysis of the financial impact of this arrangement for both the Council and its preceptors follows in the report.

Consultation

2. Internal

Resources Scrutiny
Head of Revenues - Resources

3. External

Not applicable

Context

4. Income from Council Tax and Business Rates are fixed at the start of each financial year. Any variations from this are realised through the Collection Fund and will now be distributed in the following three financial years. The Council is required by statute to maintain a Collection Fund separate from the General Fund. The Collection Fund accounts independently for:

- Income into the Fund: the Fund is credited with the amount of receipts of Council Tax and (Non Domestic Rates) NDR it collects.
- Payments out of the Fund: in relation to Council Tax payments that are made to the Council and the two major precepting authorities (Avon and Somerset Police and Crime Commissioner and Avon Fire and Rescue). In relation to NDR payments that are made to the Council, Avon Fire and Rescue Service and WECA.

2020/21 estimated deficit for Council Tax

5. For the year ending 31 March 2021 we are forecasting a deficit of £3.879m for the council tax element of the Collection Fund. After taking account of balances brought forward in the collection fund this is increased to a deficit of £5.574m. The deficit brought forward of £1.695m will be distributed in 2021/22 whereas the in-year deficit of £3.879m will be distributed over the next three years.

Council Tax Support Scheme

6. The economic impact of the pandemic has seen a significant impact on the number of working age citizens claiming benefits through the Council Tax Support Scheme. Historically we have seen a year on year drop in the number of both working age and pensioner claimants. Whereas this trend continues to apply for pensioners there has been a significant increase in applications from working age claimants. This reached a peak in August with 25,227 cases, (23,758 in August 2019) but has since started to reduce slightly.
7. Trend analysis further indicates that after an initial peak in April and May of this year, the number of employees on the furlough scheme has been steadily reducing. However, at this time, the longer term effects of any eventual end to the furlough scheme are difficult to quantify. Analysis of claimant trends shows an anticipated 5% increase in caseload of working age claimants during 2021/22. This would increase caseload to levels of early 2015 when UK unemployment was just over 5%. Current unemployment is at just under 5%.
8. The value of benefits awarded through the Council Tax Support Scheme for 2020/21 was originally estimated at £41.089m. It is anticipated that the actual cost of the scheme by the end of March will be £43.5m. Whereas pensioner claimants remain fairly static, the cost of the scheme in respect of working age claimants has increased by £2.9m (including £1.3m Hardship Fund)

The table (i) below shows the total value of claims to date.

Table (i)

	Value of Claims		
	Working Age	Pensioners	Total
	£'000	£'000	£'000
01-Nov-19	27,592	13,497	41,089
01-Nov-20	30,488	13,012	43,500
Difference	2,896	(485)	2,411

The table (ii) below shows the actual number of claimants over the same period of time

	Caseload			
	01-Nov-19	01-Nov-20	Difference	Percentage Change
Working Age	23,548	25,041	1,493	6.34%
Pensioners	11,206	10,737	(469)	-4.19%
Total	34,754	35,778	1,024	

For the period 1 March to 1 August working age caseload increased by just over 9%. The on-going reduction in pensioner caseload is not fully reflected in a reduction in cost because of the effect of the annual increase in council tax.

Growth

9. When setting the amount of Council Tax collectable for the year ahead an estimate is made on new properties being built which will pay Council Tax during the year. The Council Tax Base report for 2020/21 estimated a further 1,715 band D equivalent dwellings would be completed, added to the rating list and chargeable for council tax during the year.
10. The restrictions put in place during the first three months of the year due to the pandemic resulted in a down turn in the building industry and therefore a delay in the valuation and banding of properties. Current estimates suggest the number of completed properties banded and chargeable in 2020/21 will be reduced by around 469 Band D equivalent dwellings, resulting in reduced income of approximately £968k

Losses on Collection

11. In estimating the provision for losses on collection the Council makes an estimate of debts which, after full recovery measures have been affected will be uncollectable. Traditionally annual losses on collection, after adjusting for the continued collection of prior years' arrears, have been estimated at 1.5%. However due to the effects of the pandemic these have been reassessed at 2.09%. This results in estimated additional losses in year of £1.6m.

Composition of Council Tax Deficit 2020/21

12. The table below details the major elements making up the Council Tax Deficit in 2020/21.

	£'000
Net Increase in CTR (net of Hardship Fund)	1,123
Additional in-year loss on collection	1,600
Reduction in completed dwellings	968
Other Discounts/Reliefs	188
2020/21 In Year Deficit	3,879

Distribution of the Council Tax Deficit

13. The estimated deficit is distributed to the major precepting authorities in proportion to the current year's demands and precepts on the Collection Fund. A detailed determination of the estimated Council Tax Collection Fund deficit for 2020/21 is shown in Appendix A. However the allocation of the estimated deficit to each of the major precepting authorities, over the next three years is summarised below:

	2021/22 £m	2022/23 £m	2023/24 £m	Total £m
Council Tax 20/21 losses	1,293	1,293	1,293	3,879
(Surplus)/Deficit carried forward	1,695			1,695
Total Deficit	2,988	1,293	1,293	5,574
Apportionment of Deficit				
Bristol City Council	2,549	1,103	1,103	4,755
Police and Crime Commissioner for Avon & Somerset	330	143	143	616
Avon Fire Authority	109	47	47	203
	2,988	1,293	1,293	5,574

2020/21 Estimated Deficit for Non-Domestic Rates (NDR)

14. Since 2017/18 Bristol has been piloting 100% retention of business rates. Only authorities with signed devolution deals were eligible to participate in a pilot: the pilot for the West of England (WoE) therefore includes Bath & North East Somerset Council (B&NES), Bristol City Council (BCC), South Gloucestershire Council (SGC) and the West of England Combined Authority (WECA). The 100% pilot gives the WoE the opportunity to retain 100% of any business rates

growth. This arrangement was due to end in 2020/21 with changes in business rates retention and the rollout of a fair funding review by Government. Under the reforms, the business rates system was due to be “reset” and funds retained by councils in areas with high business rates growth redistributed more in line with needs with a new baseline set for funding allocation based on up-to-date needs and resources. However amid the Pandemic the Government announced a further delay to the 2021 fair funding review.

15. There is much uncertainty in the detail of how the rates retention system will work beyond the current pilot period. In particular, it is unclear what additional responsibilities will come with funding and how the appeals process will work.
16. During the pandemic we have seen a significant increase in business rates reliefs. Bristol received an additional £71m of relief grant from the Government at the beginning of the pandemic. However the actual number is forecast to be much larger at around £90m by the end of the year. Assuming all rates relief and tax-breaks for businesses are funded by Central Government we estimate a reduction of £8.883m of business rate income as a result of unavoidable business insolvencies and the reduction in the debt collection rate.
17. Any estimated surplus/deficit is distributed in accordance with the 100% Business Rates Retention Pilot Agreement between the West of England authorities, so 94% Bristol City Council, 4% WECA and 1% Avon Fire and Rescue.
18. The detailed determination of the estimated NDR Collection Fund deficit for 2020/21 is shown in Appendix B and the allocation of the estimated deficit to the relevant precepting authorities over the next three years is summarised in the table below.

	2021/22	2022/23	2023/24	Total
	£m	£m	£m	£m
Business Rates				
20/21 losses	2,961	2,961	2,961	8,883
(Surplus)/Deficit carried forward	(314)			(314)
Total Deficit	2,647	2,961	2,961	8,569
Apportionment of Deficit				
Bristol City Council	2,488	2,783	2,783	8,055
West of England				
Combined Authority	132	148	148	428
Avon Fire Authority	26	30	30	86
	2,647	2,961	2,961	8,569

- 19.** The business rates income which each billing authority collects is determined by reference to local rating lists maintained by the Valuation Office Agency. These lists are subject to variation between revaluations as a result of physical changes (either to the property or the locality) and appeals. The amount of business rates income collected by billing authorities therefore varies year on year. The major factors giving rise to changes include:
- Reductions to the rateable value of business properties arising from appeals. Once settled the appeal may be backdated resulting in the Council having to refund several years rates from a single year's income. Under the business rates Pilot the risk to the Council of these large appeals is 94% of the loss.
 - Changes in the rateable values of very large business properties such as power stations or hospitals can have a material effect.
 - Business properties switching between rating lists. Large business properties which cross boundaries, such as ports, appear in the list which contains the largest area. Changes in these properties could lead to large amounts of rateable value switching from one list to another. Similarly locally rated business with infrastructure covering large areas of the Country, for example telecommunication companies, may apply to switch to the national list.
- 20.** Properties facing large rating increases are entitled to transitional relief to phase in these increases over a number of years. This relief is fully funded by the Government. In the event of a successful appeal resulting in a significant RV reduction, the transitional relief awarded is clawed back by netting off the refund. The relief is then paid back to the Government at the end of the financial year via the NNDR3 return.
- 21.** The Council is required to provide for potential appeals from its business rates income. Calculations for the provision are based upon the Valuation Office Agency 'Settled and Outstanding' proposals at end March reports. These reports show all appeals that have been lodged for each authority against the 2017 valuation listing along with remaining appeals outstanding on the 2010 list, including those which were agreed, dismissed, withdrawn or are still outstanding. This list is analysed into "types" of appeal. The average success rate and the percentage reduction in rateable value for those appeals which were successful is considered along with the potential for the backdating of any appeals decisions and the estimated annual cost was then adjusted by the ratings multiplier for the relevant year. Local intelligence is used alongside statistical modelling to inform decision making.
- 22.** As at the end of 2019/20 the appeals provision stood at £27.5m. As this is a significant amount

this provision is regularly reviewed against valuation lists on a quarterly basis and is compared to that of both our nearest neighbours and similar sized authorities nationally. The Government recommends that 4.7% of net rates should be set aside in the provision to cover potential, and yet unknown, appeals relating to the 2017 list. Consequently £11m has been built into the original estimate for 2020/21.

23. At the end of 2019/20 we were able to significantly reduce the amount required to top up the provision. This was down to two primary reasons. Firstly, the number of appeals against the 2010 list, has as expected, seen a significant decline, Secondly the data provided by the Valuation Office has significantly improved enabling us to identify around £10m already in the provision which was no longer required. This meant only a further £575k was required to bring the level of the provision back to that deemed sufficient to cover for any appeals against the 2017 list.

Bristol's share of the total deficit on the collection Fund for 2020/21

24. Bristol City Council's share of the total deficit on the collection fund, phased over the next three years is shown below.

	2021/22	2022/23	2023/24	Total
	£m	£m	£m	£m
Council Tax	2,549	1,103	1,103	4,755
Business Rates	2,488	2,783	2,783	8,054
Total	5,037	3,886	3,886	12,809

Other Options Considered

25. Not applicable

Risk Assessment

There are a number of risks associated with estimating the amount of Council Tax and Business Rates collected during the year. These include;

- Reductions to the rateable value of business properties arising from appeals. Once settled the Council may have to settle several years business rates from a single year's income. This is a significant financial risk as the Council is now required to fund 94% of any award. Furthermore the Government have yet to set out clear proposals as to how the appeals process will be dealt with going forward.

- Changes to the rateable values of very large business properties such as power stations or hospitals can have a material effect on business rate collection.
- Business Properties switching between rating lists. This can include large cross boundary properties switching from one list to another or joining the central list.
- Difficulty in estimating Council Tax discounts and exemptions, including the take-up of the Council Tax Support Scheme.
- Effect of Brexit property market in Bristol
- Impact of Covid-19 on employment and businesses on collection rates and Council Tax Reduction Scheme.

Public Sector Equality Duties

There are no proposals in this report which require either a statement as to the relevance of public sector equality duties or an Equalities Impact Assessment

Legal and Resource Implications

Legal

This report enables the Council to comply with the requirements of the Local Government Finance Act 1992(as amended), to determine the estimated surplus or deficit on the Collection Fund in respect of Council Tax prior to 15 January. This is so that the precepting authorities (the Police and Crime Commissioner for Avon and Somerset and Avon Fire and Rescue) can take into account their share of any surplus before finalising their precepts for 2021/22.

The report also enables the Council to comply with the requirements of the Non-Domestic Rating (Rates Retention) Regulations 2013, to determine the estimated surplus or deficit on the Collection Fund in respect of Business Rates prior to 31 January.

(Legal advice provided by Husinara Jones, Team Leader/Solicitor)

Financial

(a) Revenue

The total estimated deficit on the Collection Fund for 2020/21, including any brought forward balances is £12,809m. The Bristol share of this deficit charged to the general fund in 2021/22 £5.037m. This impacts on the resources available to the fund the revenue budget in 2021/22 due to be considered by Full Council on 23 February 2021

(b) Capital

None

(Financial advice provided by Tony Whitlock – Finance Business Partner)

Land

Not applicable

Personnel

Not applicable

Appendices:

Appendix I – Estimated Council Tax Collection Fund Account 2020/21

Appendix II – Estimated Non-Domestic Rates Collection Fund Account 2020/21

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers: Working papers held in Corporate Finance

Council Tax Collection Fund Adjustment Account

APPENDIX I

ESTIMATED COUNCIL TAX COLLECTION FUND ACCOUNT				
2018/19		2019/20	2019/20	2020/21
Actual		Estimate as per Dec 19 Surplus/Deficit Report	Actual	Estimated Outturn
£'000		£'000	£'000	£'000
	Income			
(240,849)	Council Tax Income	(255,663)	(255,560)	(265,414)
	Additional S31 Grant (Hardship Fund)			(1,220)
	Expenditure			
	Precepts			
204,539	Bristol City Council	214,730	214,730	226,055
24,380	Police	27,662	27,662	29,289
8,974	Fire	9,510	9,510	9,635
	Bad and Doubtful Debts			
2,573	Write Offs	3,761	5,347	5,534
240,466	Total Expenditure	255,663	257,249	270,513
(383)	(Surplus)/Deficit for the year	0	1,689	3,879
(1,772)	Accumulated (surplus)/deficit Bfwd	(2,192)	(2,192)	1,695
(37)	Distribution of prior years estimated surplus	2,149	2,198	43
(383)	(Surplus)/Deficit for the year	0	1,689	3,879
(2,192)		(43)	1,695	5,617
	Distribution of estimated Collection Fund deficit:			
(1,886)	Bristol City Council	(37)	1,459	4,792
(221)	Police	(4)	171	621
(84)	Fire	(2)	65	204
(2,192)		(43)	1,695	5,617

Business Rates Collection Fund Adjustment Account

APPENDIX II

2017/18 Actual	2018/19 Actual		2019/20 Estimate as per surplus/deficit report Dec 19	2019/20 Actual	2020/21 Estimated Outturn
£'000	£'000		£'000	£'000	£'000
		Income			
(219,119)	(219,626)	Business rates income	(231,528)	(227,650)	(135,267)
6,050	2,355	Transitional Surcharge	2,228	2,879	2,601
		Additional S31 Grant			(89,501)
		Expenditure			
		Payments to Preceptors			
192,396	197,400	Bristol City Council	197,330	197,330	197,854
2,047	2,100	Avon Fire	2,099	2,111	10,524
10,234	10,500	WECA	10,496	10,547	2,105
3,259	4,572	Disregarded amounts	6,964	8,297	4,636
716	714	Cost of collection allowance	714	704	704
		Bad and Doubtful debts			
1,342	123	Write offs	2,413	2,589	4,131
		Appeals losses and provision			
2,541	3,401	Increase/(decrease) in appeals provision	9,714	575	11,096
212,535	218,810	Total Expenditure	229,730	222,153	231,050
(534)	1,539	(Surplus)/Deficit for the year	430	(2,618)	8,883
		Accumulated (surplus)/deficit			
1,086	13,725	Accumulated (surplus)/deficit BFwd	1,288	1,288	(314)
13,173	(13,976)	Distribution of prior year estimated (surplus)/deficit Prior Year Adjustments	62	1,016	(1,780)
(534)	1,539	(Surplus)/deficit for the year	430	(2,618)	8,883
13,725	1,288		1,780	(314)	6,789
		Distribution of estimated collection fund deficit			
12,902	1,211	Bristol City Council	1,673	(295)	6,382
686	64	WECA	89	(16)	339
137	13	Avon Fire and Rescue	18	(3)	68
13,725	1,288		1,780	(314)	6,789

Full Council

8th December 2020



Report of: Monitoring Officer

Title: Lord Mayor's Protocol

Recommendation

That Full Council adopts the Lord Mayor's Protocol for publication within the Constitution.

Summary

The Protocol formalises the current operating arrangements relating to the Lord Mayor and does not include any new ways of working.

The significant issues in the report are:

The report sets out the protocols in relation to the Lord Mayor.



Policy

1. The Lord Mayor is one of the existing 70 elected Councillors chosen annually by Full Council. A Mayor has existed in Bristol since 1216, although the Lord Mayoralty was granted by Queen Victoria in 1899. The Lord Mayor is usually someone who has been a Councillor for a number of years, and is normally a new appointment every year. The office of Lord Mayor is a (largely) ceremonial post, and by tradition, the Councillor who holds that office takes no part in the political life of the Council for their year of office. The Lord Mayor will impartially chair meetings of the Full Council (as set out in the Local Government Act 1972) and represent the Council at civic and ceremonial occasions.
2. Additional details of the role of Lord Mayor can be found in Article 7 of the Council's Constitution;

Article 7 – The Lord Mayor and Chiring the Full Council

The Lord Mayor will be elected annually.

The Lord Mayor and in their absence, the deputy Lord Mayor will have the following roles and functions:

CHAIRING THE FULL COUNCIL MEETING

The Lord Mayor will have the following responsibilities:

(1) to uphold and promote the purposes of the constitution, and to interpret the Constitution when necessary;

(2) to preside over meetings of the Full Council so that its business can be carried out efficiently and with regard to the rights of Councillors and the interests of the community;

(3) to ensure that the Full Council meeting is a forum for the debate of matters of concern to the local community and the place at which Members who are not on the executive are able to hold the Executive and committee chairs to account;

(4) to promote public involvement in the activities of the Full Council;

(5) to be the conscience of the Full Council; and

(6) to attend such civic and ceremonial functions as the Full Council and he/she determines appropriate.

Further details setting out the role of the Lord Mayor when chiring meetings of the Full Council can be found in the [Council Procedure Rules](#).

Consultation

3. **Internal**
The Party Group Leaders, Lord Mayor and Whips.

- 4. External**
Not applicable.

Appendices:

A – Lord Mayor’s Protocol

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

None

Legal and Resource Implications

Legal

Legal comments contained within the report.

(Legal advice provided by Tim O’Gara, Director of Legal and Democratic Services).

Financial

(a) Revenue

Not Applicable

(b) Capital

Not Applicable

Land

Not Applicable

Personnel

Not Applicable

Appendices:

Appendix 1 – Lord Mayor’s Protocol

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

None.

LORD MAYORS PROTOCOL

Introduction

1. The office of Lord Mayor is apolitical and mostly ceremonial. During their year of office, the Lord Mayor will chair meetings of the Full Council, represent the city at civic and ceremonial occasions, welcome visitors to Bristol and support a wide range of Bristol based organisations and institutions by way of visits and promotion.
2. This document sets out the functions of the Lord Mayor (and Deputy Lord Mayor) as well as providing an overview of some of the key working arrangements.
3. Within Bristol there are three types of Mayor. Each role is distinct and should not be confused. Additional details can be found [here](#).

Election of Lord Mayor/Deputy Lord Mayor

4. The Lord Mayor is a Bristol City Councillor elected annually at Full Council. The position is usually given to someone who has been a Councillor for a number of years and is normally a new appointment for each term. The position of Lord Mayor (and Deputy) typically rotates between the Groups. The Deputy Lord Mayor is usually the previous year's Lord Mayor.

Mayor Making Ceremony

5. The annual (Lord) Mayor Making ceremony takes place in May at Full Council where both the Lord Mayor and Deputy Lord Mayor are elected to their year of office. This is often marked by a ceremony with guests in attendance. At the meeting, Elected Members are invited to nominate the Lord Mayor which is followed by speeches on behalf of each political party.

Lord Mayor at Full Council

6. The Lord Mayor is the Chair of Full Council. This means they manage the business of each meeting, with advice and guidance from the Monitoring Officer as necessary. They do not usually vote and must remain impartial and apolitical, as well as chair the meeting effectively, efficiently and with respect. In the event of a tied vote the Lord Mayor may exercise a casting vote.

Civic/Ceremonial Role of the Lord Mayor

7. The Lord Mayor leads all civic and ceremonial events on behalf of the City, totalling up to 800 a year. All invitations and appointments are managed by the Lord Mayor's Office (contact details below). A number of significant civic events are led by the Lord Mayor's Office in conjunction with partners and stakeholders which include; the annual

Remembrance Sunday Parade and Service; Freedom of the City ceremonies and parades; flag raising ceremonies (e.g. Commonwealth Day, Armed Forces Day and Emergency Services Day Flag Raising); the annual Lord Mayor's Medals ceremony; VE and VJ day commemorations; a number of annual faith based services; and HMS Prince of Wales affiliation activity. The office also plays a leading role in delivering Bristol's Protocol for Marking the Death of a Senior National Figure.

8. The Lord Mayor will often be accompanied by the City Swordbearer. The City Swordbearer is an ancient ceremonial role, carried out by an existing member of Bristol City Council Staff.
9. The usual attire for the Lord Mayor when on official business is the Chain/Badge of Office and robes. Neither should be worn at any event not agreed by Bristol City Council officers.
10. The Deputy Lord Mayor represents the Lord Mayor at engagements if the Lord Mayor is unavailable. If necessary, alternative representation will be sought by an Honorary Alderman or Former Lord Mayor.

Twin Cities

11. Bristol is twinned with seven cities throughout the world; Bordeaux; Hannover; Tbilisi; Oporto; Puerto Morazan; Beira; and Guangzhou. The Lord Mayor is Honorary President for the Bordeaux Hannover, Oporto and Tbilisi twinings.

Forms of Address

12. The Lord Mayor's official title is 'The Right Honourable Lord Mayor of Bristol, Councillor [insert name].' When addressed directly, the correct form of address is 'my Lord Mayor.' These forms of address equally apply irrespective of gender.
13. The Deputy Lord Mayor is known as The Deputy Lord Mayor of Bristol and is addressed as 'my Deputy Lord Mayor'.

Lord Mayor's Consort

14. The Lord Mayor may have one or more Consorts during their year of office. A female consort is referred to as the Lady Mayoress. A male consort is referred to as Lord Mayor's Consort.
15. The role of consort is acknowledged by Bristol City Council although the post holder does not receive officer support. The Lord Mayor is responsible for ensuring the Consort carries out their duties with dignity and respect. Any reports to suggest otherwise should be reported to the Lord Mayor who must take appropriate action. The Consort cannot represent the Lord Mayor. If the Lord Mayor is unavailable, representation is sought from the Deputy Lord Mayor or Honorary Alderman.

16. A Lady Mayoress should be addressed formally as 'my Lady Mayoress' and a male Consort as 'Consort' or 'Mr Consort'.

Precedence – Lord Mayor and Mayor

17. There will be times when both the Lord Mayor and Mayor will be at the same event but for a different purpose. When the Lord Mayor and Mayor are asked to speak at the same event, the Lord Mayor will normally speak first, providing an introduction. The Mayor will then give a more detailed/comprehensive speech.

Lord Mayor's Medals

18. The Lord Mayor awards up to 15 Lord Mayor's Medals at an annual ceremony, recognising local people and the work they do on a daily basis to improve their communities. Anyone who is nominated must either live or work in the city and serve the people of Bristol through voluntary community work or charitable acts. Nominations are opened in the autumn with medals awarded in the spring. They are judged by the Lord Mayor along with group Whips. With the exception of relatives or partners, anyone can make a nomination, which must be accompanied by supportive statements from; two residents of Bristol and either a Bristol City Councillor or the elected Mayor.

The Lord Mayor's Charities

19. The Lord Mayor is Patron of or connected to a significant number of charities within Bristol. Every year, the Lord Mayor's Christmas Appeal for Children takes place to generate funding to provide children in Bristol with vouchers for food, toys and clothing. The appeal is run by Rotary, Round Table and Lions Clubs with the Lord Mayor as Patron.

Lord Mayor's Parlour

20. The Lord Mayor's Parlour is located in City Hall and is typically used for the majority of the Lord Mayor's meetings and receptions. The Lord Mayor and support staff may work in the Parlour. The Parlour must not be used for personal or political use.

The Mansion House

21. The Mansion House is a commercial operation which is hired out for functions and events. It is managed by the City Council's Commercialisation team with a third party contractor. The Mansion House may be booked for Lord Mayoral engagements (via the Lord Mayor's Office).
22. The Lord Mayor can use the Mansion House without charge for personal use up to five times during their one year term, subject to agreement from Council officers. Personal events are not managed by the Lord Mayor's Office and associated costs must be met by the Lord Mayor personally (e.g. food, drink etc).

The Lord Mayor's Chapel

23. The Lord Mayor's Chapel is owned by the City Council (the country's only municipal church) and since 1722 has been the official place of worship of the Lord Mayor.

Downs Committee

24. The Downs Committee was established under the Clifton and Durdham Downs (Bristol) Act 1861 and is responsible for managing The Downs and making decisions about the area and events held there. In accordance with the Act, the Committee is chaired by the Lord Mayor.

Lord Mayor's Office

25. The Lord Mayor is supported by a small team of officers who manage Civic Affairs on behalf of the Council, including all social media.

Hospitality

26. A small hospitality budget is available to fund refreshments for Lord Mayor's events, the majority of which is pre-allocated to known/expected functions. All expenditure is subject to approval by the Lord Mayor's Office.

Transport

27. The Lord Mayor (and consort) travel to and from engagements in the Lord Mayor's car, which bears the private registration AE1 and Civic flag. The car is also used to transport the Deputy Lord Mayor (and Consort) when deputising, if available. The vehicle is procured on behalf of the Lord Mayor's office by Bristol City Council's Fleet Management Services. The vehicle should be the most environmentally friendly model available for the appropriate size and budget.
28. Taxi travel may be offered to the Deputy Lord Mayor/Honorary Alderman should the Lord Mayor's vehicle be unavailable. Lord Mayors may, on occasion, be asked to make their own travel arrangements at times (public holidays etc).
29. The Lord Mayor's car is not, under any circumstances, to be used for personal use.

Travel – National and International

30. The Lord Mayor may be asked to represent the city at events outside of the Bristol boundary. The form of travel for such events will be agreed by the Lord Mayor's Office. Overnight accommodation may be provided depending on time, ease of travel and budget.

31. International travel will be subject to Bristol City Council's International Travel Policy. The Lord Mayor's Office does not hold any budget for international travel so the Lord Mayor may be asked to self-fund or get sponsorship on occasion.

Clothing

32. The Lord Mayor and Lady Mayoress/Consort may claim up to £1500 for clothing during their year of office (between them, not individually). Claims must be made within the year of office and be accompanied by receipts.

Lord Lieutenant and High Sheriff

33. The Lord Mayor will often be at the same engagements as Her Majesty's Lord Lieutenant and the High Sheriff. Both positions are royal appointments but are non-political and unpaid. The Lord Lieutenant is the permanent representative of the Crown in the county and normally serves until retirement at between 70 and 75 years of age. The High Sheriff serves for one year and none of their expenses are paid by public funds.
34. With regard to precedence, the Lord Mayor speaks and acts on behalf of Bristol as First Citizen.

If you need advice or guidance on this Protocol please contact lordmayor@bristol.gov.uk

Updated – November 2020