

Cabinet Agenda



Date: Tuesday, 6 October 2020

Time: 4.00 pm

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

Distribution:

Councillors: Mayor Marvin Rees, Nicola Beech, Craig Cheney, Asher Craig, Kye Dudd, Helen Godwin, Helen Holland, Anna Keen, Steve Pearce and Afzal Shah

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Date: Monday, 28 September 2020



Agenda

PART A - Standard items of business:

1. Welcome

2. Public Forum

Up to one hour is allowed for this item.

(Pages 6 - 8)

Any member of the public or Councillor may participate in Public Forum.

Petitions, statements and questions must relate to items on the agenda and will be taken at the start of the item to which they relate.

Please note that the following deadlines apply to this meeting:

a. Public questions:

- Written public questions must be received by 5pm on Wednesday 30th September at latest; **or by 5pm on Thursday 1st October 2020 in the case of any report marked as “to follow”;**
- A maximum of 2 questions per member of the public is permitted;
- At the meeting, a maximum of 2 supplementary questions may be asked;
- A supplementary question must arise directly out of the original question or reply;
- Questions should be addressed to the Mayor or relevant Cabinet Member;
- Replies to questions will be given verbally at the meeting. If a reply cannot be given at the meeting (including due to lack of time) or if written confirmation of the verbal reply is requested by the questioner, a written reply will be provided within 10 working days of the meeting.

b. Public petitions and statements: Petitions and written statements must be received by 12 noon on Monday 5th October 2020 at the latest. One written statement per member of the public is permitted. A maximum of one minute shall be allowed to present each petition and statement.

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 4pm on Friday 2nd October 2020. Public forum correspondence and items must be e-mailed to:

democratic.services@bristol.gov.uk

Further information can be found within the public information sheet attached to this agenda.



3. Apologies for Absence

4. Declarations of Interest

To note any declarations of interest from the Mayor and Councillors. They are asked to indicate the relevant agenda item, the nature of the interest and in particular whether it is a **disclosable pecuniary interest**.

Any declarations of interest made at the meeting which is not on the register of interests should be notified to the Monitoring Officer for inclusion.

5. Matters referred to the Mayor for reconsideration by a scrutiny commission or by Full Council

(subject to a maximum of three items)

6. Reports from scrutiny commission

7. Chair's Business

To note any announcements from the Chair

PART B - Key Decisions

8. Temple Quarter Development Framework Update

To Follow.

9. Sports facilities in parks and green spaces

To Follow.

10. Housing Revenue Account New Build Acquisitions

(Pages 9 - 13)



- 11. Revision to Local Development Scheme and Application of Adopted Local Plan Policy**
(Pages 14 - 63)
 - 12. Enhanced Childminding Provision**
(Pages 64 - 71)
 - 13. Children in Care Sufficiency Strategy 2020 - 2023**
(Pages 72 - 106)
 - 14. Medium Term Financial Plan and Capital Strategy**
(Pages 107 - 160)
 - 15. Avonmouth Fibre Extension Project**
(Pages 161 - 175)
- PART C - Non-Key Decisions**
- 16. Budget Monitoring Outturn report P4 and P5**
(Pages 176 - 213)
 - 17. Quarterly Performance Progress Report – Quarter One 2020/21**
(Pages 214 - 230)



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 will 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

Members of the public may make a written statement, ask a question or present a petition to most meetings. 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:

- The statement is received no later than **12.00 noon on the working day before the meeting** and is about a matter which is the responsibility of the committee concerned.
- The question is received no later than **5pm three clear working days before the meeting**.
- 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.
- **Your intention to attend the meeting 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:

- Public Forum is normally one of the first items on the agenda, although statements and petitions that relate to specific items on the agenda may be taken just before the item concerned.
- There will be no debate on 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 may need to 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.





Decision Pathway

PURPOSE: Key decision

MEETING: Cabinet

DATE: 06 October 2020

TITLE	HRA New Build Acquisitions	
Ward(s)	City Wide (All Wards)	
Author: Jon Feltham	Job title: Programme Director (Estate Regeneration)	
Cabinet lead: Mayor of Bristol	Executive Director lead: Stephen Peacock	
Proposal origin: <i>BCC Staff</i>		
Decision maker: Cabinet Member		
Decision forum: <i>Cabinet</i>		
<p>Purpose of Report: To seek Cabinet approval to re-schedule £20m of approved HRA capital spend between schemes for the years 2021/22 to 2024/25, to incorporate new build acquisitions of circa 100 no. homes from private developers/housebuilders. This will produce an additional delivery stream for the Council as part of its ongoing commitment to build more council homes in the City.</p> <p>This report also seeks delegated authority from Cabinet for the individual approval of schemes.</p>		
<p>Evidence Base:</p> <p><u>General</u></p> <ol style="list-style-type: none"> 1. Bristol City Council is committed to doing all it can to tackle the housing crisis head on; this includes the most ambitious new build council housebuilding programme in a generation. This will see nearly 1,000 new council homes delivered by 2025. 2. In October 2018, the Government announced that the Housing Revenue Account (HRA) borrowing cap was to be lifted to enable Local Authorities to make a meaningful contribution towards solving the national housing crisis through delivering more and better housing. As the main level of income to the HRA Business Plan comes from rents, it is imperative that the number of rental properties is maximised. 3. Our development programme to date has mainly involved 'direct' delivery of "land-led" deals on Council owned sites. We have already built 146 homes across twenty sites, and are currently on-site with our largest single development of 133 homes. 4. In January 2020, Cabinet approved the construction of an additional 242 council homes at a cost of circa £55.6m; with a budget of £31.978m to spend during 2020/21 (incl. existing schemes on site). Cabinet also gave approval to an additional 390 council homes through a new "pre-emption" programme for affordable homes developed on land disposed of by the Council. This was at a cost of circa £70m; with a budget of £5.1m to spend during 2020/21. 5. The coronavirus outbreak though has adversely impacted on our HRA Development Programme, and has delayed a number of key development projects in our approved programme. As a result this is a proposal to re-direct £20m of expenditure in the HRA Capital Programme 2020/21 to 2024/25 for acquiring approximately 100 'indicative' homes (i.e. unidentified homes) from private developers/housebuilders. This means that we will bring forward other schemes in place of those that have been delayed and slipped. 6. The £20m is likely to be contractually committed this financial year, but only a small part will be spent. The balance will be spent in subsequent years until the homes are completed. 7. The acquisition of "developer-led" homes being delivered by private developers/housebuilders as part of their planning consent (aka "Section 106 deals"), is a cost-effective and scalable way of contributing to the Council's aspirations to significantly increase the delivery of new council owned homes in the City. Such schemes are quicker and easier to deliver as they are "developer-led", and often involve the purchaser getting involved once 		

planning permission has been secured. They also tend to be less expensive than the Council directly developing new housing through “land-led” deals.

8. We are looking to acquire either “standing-stock” (i.e. completed new homes) or “shovel-ready” (i.e. ready to start on-site) schemes; many of which other Homes West Bristol partners have either not bid on, or couldn’t successfully conclude a deal on.
9. The proposed acquisitions will increase the availability of housing to all, and will not adversely affect any protected characteristics.
10. Section 106 agreements see developers deliver affordable homes in exchange for permission to build and are the biggest contribution to affordable housing supply. When it was introduced in 2001, it delivered only around 2,000 of 33,000 overall affordable homes in England. Since then it has become the primary vehicle for affordable delivery – with 48.9% of 57,185 affordable homes built in 2018/19 coming through the mechanism. Over the past five years, it has accounted for 82,490 affordable homes – 46% of all those built – and has been important in maintaining a supply of socially rented properties (13,458 in five years – 53% of the total).
11. Anecdotal evidence is that many housing associations, including smaller and medium-sized organisations, are moving away from reliance on buying from developers and increasingly taking the reins of their own development programmes; this gives them more control: the number of homes, where they are and the quality of them.
12. There is a recognition that the delivery of more homes is part of the solution in terms of getting the economy moving post COVID-19. History has shown housebuilding contributes greatly to economic recovery and better housing supports better health and wellbeing.
13. There are advantageous deals to be done in the current climate, especially considering many RP’s are reining in their development plans. Work is underway to identify, evaluate and appraise emerging opportunities across the City, and we have initiated an on-going dialogue with private developers/housebuilders/agents in the region.
14. The type of deals we are proposing require an agile approach to instructing solicitors and getting in contract, and failure to do this will probably result in the private developer/housebuilder walking-away. As a result, we feel it necessary and beneficial to seek delegated authority for the approval of individual schemes covered by this report, as they are likely to be over £500k and a Key Decision. Individual scheme approval reports will then be prepared for delegated approval, and these will need to demonstrate the scheme/s meet our approved hurdles and financial envelope.
15. Conditional offers have ‘in-principle’ been accepted on the following schemes:
 - Brooks Dye Works, St Werburghs (Acorn Property Group) – 24 homes
 - 60-66 East St, Bedminster (Firmstone) – 8 homes
 - Cedar House, Blackberry Hill, Fishponds (Vistry) – 25 homes (conversion project)
 - Little Paradise, Bedminster (Dandara) – 21 homes
 - Westmoreland Hse/Carriage Works, Stokes Croft – 10 homes
16. Brooks Dye Works, St Werburghs is likely to be the Council’s first S.106 scheme negotiated and secured from a private developer. The scheme is currently on-site and became available when Elim Housing decided not to proceed due to the current economic climate.
17. Staffing and any other costs associated with the report’s recommendations are to be contained within the service’s existing revenue budget.
18. The new Estate Regeneration Team will oversee the delivery of this programme, and has a number of experienced officers already in post with a track record of successfully negotiating and securing similar deals.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Approve the use of HRA Capital Programme funds (that were to be spent over the period 2021/22 to 2024/25) to purchase approximately 100 affordable homes from private developers/housebuilders.
2. Authorise the Executive Director of Growth and Regeneration in consultation with the Mayor (with appropriate legal, finance and procurement advice) to take all steps required to agree the terms of, and enter into contracts required to successfully deliver the proposed homes.

Corporate Strategy alignment: This proposal aligns with Corporate Strategy Commitment to creating a fairer more equal City for everyone. The Council is committed to building a better Bristol that includes everyone in the city’s success. It is here to take care of the economic, social and environmental wellbeing of Bristol alongside many other key stakeholders. It also seeks to address inequalities, unemployment and poverty in the City through access to

warm, secure affordable homes, to achieve a higher quality of life. A priority for the City is finding innovative ways of increasing the availability and affordability of a range of housing types and creating mixed and balanced communities where people want to live and work.

City Benefits: The proposal will facilitate the supply of additional affordable housing which will be of benefit to the whole City. Housing is at the heart of the Council's drive to improve the quality of life for residents and to create thriving communities and attractive places where people positively choose to live. Housing should provide a springboard to achieving a high quality of life and create the opportunity for all to thrive in mixed communities of their choice. Creating a mixed and balanced community with a strong sense of place and liveable environment, can help benefit mental and physical health, social interaction and security. It will also help create greater equality of opportunity and quality of life. The lack of affordable housing causes homelessness and the people who are owed a homelessness duty by the Council are disproportionately young people, disabled people, BAME people and lone parents who are mainly women.

Consultation Details: N/A

Background Documents:

1. Bristol City Council Corporate Strategy 2018 – 2023.
2. HRA Budget proposals for 2020/2021 (Cabinet, 21st January 2020) [LINK HERE](#)

Revenue Cost	N/A	Source of Revenue Funding	N/A
Capital Cost	£20m	Source of Capital Funding	Financed through revenue and capital contributions.
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

Finance Advice: The proposals have no additional financial implications beyond those already considered in setting the capital programme for the years 2020/21 to 2024/25, but will re-schedule the amounts and timings of that expenditure, whilst remaining focused on service objectives. This is shown in the following table:

Account Description	CURRENT CAPITAL PROGRAMME			PROPOSED CAPITAL PROGRAMME			
	Budget	Budget	Budget	Budget	Budget		Budget
	2020 (Current Year)	Future Years 2021/22 to 2024/25	Total	2020 (Current Year)	Future Years 2021/22 to 2024/25	Movement to/from 2025/26	Total
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Schemes contractually committed within the 5yr Capital Programme*	25,209	26,320	51,529	25,209	78,812	(52,492)	51,529
Schemes contractually un-committed within the 5yr Capital Programme**	18,169	128,315	146,484	16,169	0	130,315	146,484
New Proposal as per Cabinet Report	0	0	0	2,000	18,000	(20,000)	0
Total New Build / Land Enabling Works	43,378	154,635	198,013	43,378	96,812	57,823	198,013
<i>* Includes £0.8m Housing Festival, £6.0m Pre-emptions</i>							
<i>** Includes £4.6m Right To Buy buy back budget</i>							

The financing of the Capital Programme will continue to be funded from new borrowing and Right to Buy Capital Receipts. The proposed additional spend on acquisitions in the current year will be funded by slippage in the original programme due to Covid 19.

Finance Business Partner: Wendy Welsh, Finance Manager - 10th September 2020

2. Legal Advice: The report authorises the purchasing of approx. 100 affordable homes, the homes in question have not yet been identified, nor the purchase terms. It will need to be ensured that the terms offer the Council best value in line with its statutory obligations.

The terms will also need to be considered to assess whether the Public Contracts Regulations 2015 apply (if so the Council must purchase the units via a compliant tendering process) and whether any State aid is present (State aid is

prohibited unless it falls under one of the available exemptions). Accordingly, the relevant Officers will need to ensure that legal advice is sought at an early stage both in relation to these points on all proposed transactions authorised by this report.

The Council's power to acquire property by agreement and at market value falls within the Local Government Act 1972 for the purpose of any of its functions or for the benefit, improvement or development of the area and the HRA may acquire land to provide housing accommodation funded by borrowing (subject to a prudential assessment), retained capital receipts or other HRA resources.

Legal Team Leader: Andrew Jones/Sinead Willis, Team Leaders, Legal Services – 7th September 2020

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

IT Team Leader: Simon Oliver, Director - Digital Transformation – 1st September 2020

4. HR Advice: There are no HR implications evident.

HR Partner: Celia Williams, HR Business Partner (Growth and Regeneration) – 6th September 2020

EDM Sign-off	Stephen Peacock	19 th August 2020
Cabinet Member sign-off	Cllr. Paul Smith	1 st September 2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	8 th September 2020

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

Decision Pathway

PURPOSE: Key decision

MEETING: Cabinet

DATE: 06 October 2020

TITLE	Revision to the Local Development Scheme and Application of Adopted Local Plan Policy		
Ward(s)	Citywide		
Author: Sarah O’Driscoll	Job title: Strategic City Planning Service Manager		
Cabinet lead: Cllr Nicola Beech	Executive Director lead: Stephen Peacock		
Proposal origin: <i>Other</i>			
Decision maker: Cabinet Member			
Decision forum: <i>Cabinet</i>			
Purpose of Report:			
To seek Cabinet approval for the ‘Progressing Bristol’s Development’ statement and the Revised Local Development Scheme (timetable for preparation of the Local Plan).			
Evidence base:			
<ol style="list-style-type: none"> 1. Bristol has an adopted suite of development plan documents for the period 2011 – 2026 comprising the Core Strategy (adopted June 2011), Site Allocations and Development Management Policies (adopted July 2014) and Bristol Central Area Plan (adopted March 2015). These documents contain site allocations which enable the delivery of over 8,000 new homes. These documents are no longer considered ‘up-to-date’. 2. The review of the Local Plan was timetabled to deliver the housing and employment land requirements to be established by the Joint Spatial Plan (JSP), with Bristol Local Plan Issues and Options consultation in February 2018 and Draft policies and new/additional Site Allocations undertaken in March 2019, in order to enable submission of a revised local plan on adoption of the JSP. 3. Withdrawal of the JSP from examination triggered the requirement for preparation of the WECA Mayoral Spatial Development Strategy (WECA SDS). 4. The preparation of the WECA SDS is currently intended to enable submission of the SDS for examination by February 2022 with examination in the autumn of 2022 and final approved publication by June 2023. This would allow the revised Bristol Local Plan to progress through a consultation in the autumn of 2021 to a submission in late 2022 with examination and adoption by December 2023. 5. In accordance with the Planning Acts¹ the Council is required to publish an up-to-date Local Development Scheme (LDS) to specify the development plan documents which will comprise part of the development plan for the area. It has been intended to publish the LDS in line with the time frame published on the current Bristol Local Plan website below following approval as required at Cabinet in October. 			

¹ section 15 of the Planning and Compulsory Purchase Act 2004 (as amended)

2020	New studies and evidence. On-going call for sites.
2021	Consultation on issues and options for development (Regulation 18). [ie on additional policies and proposals in response to updated strategic evidence]
2022	Publication version to be approved and made available for comment (Regulation 19).
2023	Examination by planning inspector. New local plan to be adopted (Autumn 2023).

6. The Ministry of Housing, Communities and Local Government (MHCLG) Consultation: Changes to the current planning system; and White Paper: Planning for the Future, were published on 6th August with consultation response deadlines of 1st and 29th October respectively. These documents suggest a significant change to the process for preparation of statutory development plan documents which would involve change to NPPF, regulations and potentially primary legislation. Implications of these proposals are not yet confirmed, but it is possible that the time tables for SDS and Local Plan Review will be substantially affected by deadlines for transitional arrangements. This could mean an LDS approved in October would need to be rapidly revised (an LDS may not be a formal requirement of the future system which as currently indicated would require compliance with a 30 month preparation schedule).

Going Forward

7. In the interim, it is proposed that Cabinet approval is sought for a statement 'Progressing Bristol's Development' in October. This document will set out how the adopted Bristol Local Plan policies will be used in consideration of planning proposals and applications for development;
- in the light of up-to-date evidence; and
 - consistent with the direction of travel indicated by the draft Local Plan Review policies (March 2019).
- The document will take into account and be informed by the 17 UN Sustainable Development Goals. An early draft of the Progressing Bristol's Development statement is attached at Appendix A.
8. Approval of Progressing Bristol's Development at October Cabinet could be accompanied by a version of the Local Development Scheme to set out the Council's continued intent in preparation of a replacement local plan but noting that the detail is subject to change
- whether prepared within the existing LP preparation regulations or
 - in preparation for a future local plan within a new planning system.

Officer Recommendations:

That Cabinet

1. Approve the 'Progressing Bristol's Development' statement for publication.
2. Approve the revised Local Development Scheme (LDS).
3. Authorise the Director, Development of Place in consultation with the Cabinet Member for Strategic Planning, City Design and Flood Strategy to make any change to timetabling of the LDS.

Corporate Strategy alignment:

1. Preparation of the Local Plan aligns with enabling delivery of all four themes but is particularly relevant to enabling the goals of Fair and Inclusive; Well Connected and Wellbeing – through development to meet the target of 2000 new homes including 800 AH a year, provision for employment, transport, quality built and open space etc. and contributing to the management of Climate Change and the climate and ecological emergencies.

City Benefits:

1. Policies in the Local Plan ensure issues of Equality, Health and Sustainability and Social Value are addressed wherever appropriate in development proposals.

Consultation Details:

1. The proposal for the interim statement on planning was discussed with Cabinet Members (Beech and Smith)

on 22nd June 2020 and with the Mayor's Office and Mayor Rees on 13th August 2020.

Background Documents:
MHCLG Consultation: [Changes to the current planning system](#); and
White Paper: [Planning for the Future](#)

Revenue Cost	£ ongoing cost related to preparation of Local Plan	Source of Revenue Funding	Strategic City Planning service budget
Capital Cost	£ N/A	Source of Capital Funding	N/A
One off cost <input type="checkbox"/> Ongoing cost <input checked="" type="checkbox"/>		Saving Proposal <input type="checkbox"/> Income generation proposal <input type="checkbox"/>	

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

Finance Advice: The report seeks approval to prepare documents/statements of commitment/intent to enable continued development growth in Bristol while the Local Development Plan is being developed in line with revised timetables highlighted in earlier sections of this report. The Local Development Scheme sets out the proposed timetable for the Local Plan Review

The cost of producing these documents will be funded from existing budgets, as a result, there is no new financial implications resulting from this report.

However, it should be noted that the financial implications resulting from changes that might be brought about from changes to primary legislation is being assessed separately, the results of which would form the subject of a separate Cabinet report.

Also to note is that the current resources for Local Plan preparation and support for work associated with the preparation of the WECA Spatial Development Strategy (SDS) are reliant on limited budget within Local Plan/JSP budget account 10227 and as well as reserves. While it is not anticipated that additional funding is required at this stage, the funding envelope did not anticipate work on the SDS.

Finance Business Partner: Kayode Olagundoye, Interim Finance Business Partner, Growth & Regeneration 28 August 2020

2. Legal Advice:

Section 15 of the Planning and Compulsory purchase Act 2004, as amended, requires the local planning authority to prepare and maintain a local development scheme. It also requires the local planning authority to revise the local development scheme at such time as they consider appropriate. The updated Local Development Scheme is to be made available to the public, together with the changes made and details of compliance with the timetable.

Legal Team Leader: Joanne Mansfield 7th September 2020

3. Implications on IT:

No anticipated impact on IT Services.

IT Team Leader: Simon Oliver - Director Digital Transformation

4. HR Advice:

No HR implications evident.

HR Partner:

James Brereton (People & Culture Manager), 26th August 2020

EDM Sign-off	Stephen Peacock	19th August 2020
Cabinet Member sign-off	Cllr Nicola Beech	24th August 2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	7th September 2020

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



Progressing Bristol's Development



A statement about planning in Bristol
6/10/2020

Contents

FOREWORD	2
Progressing Bristol's development -introduction	3
Role of this statement	4
The next steps for our planning strategy.....	5
Approach to planning and development proposals	6
Delivery	6
Objectives for this statement.....	8
Delivering new homes.....	10
Urban living.....	10
Managing the development of student accommodation	11
Managing flood risk	13
Areas of growth and regeneration	14
South east and south west Bristol – Green Belt	20
Planning for a diverse and inclusive economy	21
Town centres and retailing	22
Action on climate change and our natural environment	24
Food systems	25
Pollinating insects.....	26
Open Space	26
A connected city.....	27
Digital connectivity	28
A growing region	29
Progressing Bristol's Development – Diagram	32

FOREWORD

Marvin Rees Mayor of Bristol

To be added for published version

Progressing Bristol's development -introduction

Bristol City Council is committed to building a better Bristol: a city of hope and aspiration where everyone shares in its success; a city which builds on its strengths and valued character whilst we innovate for the future.

As we bring our economy forward from the response to COVID-19 and restore the day to day life of the city, this flexible outline of the city's future charts how new development will contribute to inclusive growth - growth which responds to the climate and ecological emergencies that we face.

This statement complements the One City Plan and should be read alongside the framework of plans and strategies which set out the comprehensive approach to meeting our city's needs and its future direction.



Award winning new council homes at Henbury

Role of this statement

This is a statement about planning in Bristol. Based on the draft local plan¹ and supporting the One City Plan, '**Progressing Bristol's Development**' sets out the approach to development of the city we want to promote as we recover from the impacts of COVID-19. It shows how we will aim, when making planning and development decisions, to balance existing local plan policies with our emerging plans, new evidence, changes to national planning policy and evolving development issues across the city.

The statement also looks ahead to progressing the development of the city and the growth of the wider region.

This statement was approved by Bristol City Council on 6th October 2020. ²



¹ Bristol Local Plan Review Draft Policies and Development Allocations March 2019

² To be added to published version

The next steps for our planning strategy

In 2017 we began the process of setting out our new development vision for Bristol through the review of the local plan. The local plan review set out to replace the three parts of the current local plan which were adopted in 2011, 2014 and 2015. The current local plan is the legal starting point for decisions on planning applications but is becoming less and less up to date. It does not articulate our current vision for the development of the city and it is silent on many of the major development opportunities and challenges for Bristol in 2020.

Last year we released a draft of a new local plan setting out the proposed approach to the city as a whole and the neighbourhoods within it. We consulted and received valuable feedback which has been published.³

At that time, a joint strategic plan for the West of England was being prepared which provided some of the broader context for our new local plan. The Joint Spatial Plan is no longer being progressed and a new strategic framework for the wider region involving the West of England Combined Authority and North Somerset Council will be developed⁴.

Bristol has recently declared a climate emergency and an ecological emergency. The One City Climate Strategy and One City Ecological Emergency Strategy set out a number of actions that have important implications for the future development of the city.

The government has recently announced proposals to change the law for local development plans with an intention of new style local plans being in place by the end of the current parliament in 2024⁵.

This statement sets out a development approach for the city, as we continue to prepare a new local plan in a changing context. It shows the actions we aim to take and ideas for how Bristol will work with neighbouring councils in setting out a development approach to our wider region. It is a prospectus for our future statutory planning documents.

Engaging and consulting with the local community, we will continue the work to inform the preparation of Bristol's statutory local plan in a changing context of legislation and national policy. As part of that process we will

³ [Local Plan review - summary of responses to the March 2019 consultation](#)

⁴ The West of England Combined Authority is preparing a [Spatial Development Strategy](#) which will set out the vision for where people will live, work and play in the region over the next 20 years.

⁵ Planning for the Future – Government white paper August 2020

coordinate with our neighbouring councils to address the wider development needs across our region.

See also '**A growing region**' below.

Approach to planning and development proposals

Until a new statutory local plan is in place, decisions on planning applications will be made on the basis of weighing and balancing a combination of considerations:

- The policies of the current Bristol Local Plan (and 'made' neighbourhood development plans⁶). This is the legal starting point for decisions on planning applications;
- Application of the presumption in favour of sustainable development set out in national planning policy⁷ (where existing policies are out of date);
- The policy direction given by the emerging Bristol Local Plan Review (March 2019);
- All other relevant material planning considerations, including supplementary planning documents, development frameworks, up-to date evidence and feedback from community consultation.

In accordance with the National Planning Policy Framework, decisions on proposed development will be approached in a positive and creative way and the council will seek to approve applications for sustainable development where possible⁸.

This statement sets a direction and shows the way in which the council will approach the weight to be given to the various considerations when making decisions on a range of proposals. Further details of the approach to existing local plan policies are set out in [planning practice guidance](#) which will accompany this document.

Delivery

Making plans is all about enabling the development we need and making sure that development gives us the Bristol we want. From 2016 we were determined to deliver new homes and set out an ambitious, aspiring and inclusive approach to development in the city.

⁶ Made Neighbourhood Plans for Old Market, Lawrence Weston, and Hengrove and Whitchurch Park are used to inform decisions in those areas.

⁷ National Planning Policy Framework paragraph 11.

⁸ National Planning Policy Framework February 2019 paragraph 38.

Since 2016:

- Over 6,972 new homes have been built⁹
- 2,000 new homes are estimated to be completed during 2020/21¹⁰
- 11,000 more homes have the go-ahead, with planning permissions agreed
- A framework for future planning has been set out in the draft local plan
- *Areas of growth and regeneration* with the potential for thousands of new homes and new workspace have been highlighted across the city.
- Work is on-going to prepare masterplans and development frameworks in consultation with local communities
- Urban Living guidance now shapes the way successful new developments are designed
- A new City Centre Framework charts how the city centre will grow and diversify
- Goram Homes are bringing forward proposals for new homes at Lockleaze and Baltic Wharf, with more to follow
- Planning permissions have been granted for major proposals including:
 - a world class events arena at the Brabazon site in north Bristol which will become one of the largest in the UK
 - 1,700 new homes at Hengrove Park and at former Hartcliffe Campus
 - new housing development at Ashton Rise – permitted and well underway
 - redevelopments across Bristol City Centre, including 375 new homes at Castle Park View now rising rapidly from a brownfield site
 - community-led homes at Glencoyne Square in Southmead

With the renewed urgency of ensuring a growing, inclusive and sustainable local economy, delivering the new and affordable homes that Bristol needs and ensuring the challenges of the climate and ecological emergencies are faced, this statement charts the approach to continued delivery for Bristol over the coming months and years.

⁹ Residential development survey

¹⁰ 1 April 2020 to 31st March 2021 – estimates from planning records



Objectives for this statement:

<p>Housing and communities</p> <ul style="list-style-type: none"> • Delivering the new and affordable homes we need • Creating high quality homes and inclusive public spaces
<p>Economy</p> <ul style="list-style-type: none"> • Promoting rapid economic recovery and resilience for the future
<p>Connectivity</p> <ul style="list-style-type: none"> • Contributing to a digital and a connected city
<p>Environment</p> <ul style="list-style-type: none"> • Tackling the causes of climate change and responding to its challenges • Addressing the ecological emergency by reversing loss of habitat and creating net gains for nature
<p>Health and wellbeing</p> <ul style="list-style-type: none"> • Promoting active lifestyles and tackling obesity in our approach to development
<p>Learning and Skills</p> <ul style="list-style-type: none"> • Making provision for new schools and managing the growth of higher education



Bristol is committed to achieving the **United Nations Sustainable Development Goals**¹¹ and we have embedded their ethos into the objectives set out in this statement and the local plan preparation process. For further information on the Sustainable Development Goals see the [One City Plan](#)



¹¹ <https://www.bristolonecity.com/sdgs/>

Delivering new homes

Bristol City Council has been working towards ensuring that 2,000 homes are built in Bristol each year, with 800 of those being affordable.

In aiming for this, it is acknowledged that the economic impacts following the response to COVID-19 are making the delivery of new homes more challenging in the shorter term.

The new strategic framework for our region will incorporate the ambition for the future. The figure will be based on evidence of need and Bristol's ambition and capacity for delivering new homes.

Focusing on making effective use of brownfield land, there are substantial opportunities for sustainable development of new homes and the services, facilities and workspace that goes with them.

The calculated level of new homes needed for Bristol exceeds the physical capacity of the city to accommodate all of them. Although we have earmarked hundreds of development sites and granted permission for over 11,000 new homes, the city does not have a '5 year supply' of homes – a requirement of current central government planning policies¹². Unmet requirements will be addressed in the years ahead by working with our neighbouring councils to ensure land is made available across the region for new housing development – see '**A growing region**' below.

Meanwhile, boosting the supply of homes in Bristol will remain a priority in securing sustainable development and to address the acute needs for new affordable housing. The delivery of new and affordable homes will remain an important material consideration in decisions on planning applications. That means that well designed and sustainable housing development will be supported in principle unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits. Protection and enhancement of the city's valued green spaces, its heritage and biodiversity will continue alongside supporting the most important economic development sites and the creation of new workspaces for the future.

Urban living

Recent events associated with the response to COVID-19 have reminded us of the importance to everyone of a secure, comfortable and well-designed home and neighbourhood. The Local Plan review promotes urban living, balancing the efficient and effective use of land with aspirations for making

¹² A Housing Delivery Test Action Plan has been published.

quality places to live, successful placemaking and a positive response to context. Space standards for homes are a requirement of current policy¹³ and the design of successful places is guided by our supplementary planning documents '*Urban Living SPD: Making Successful Places at Higher Densities*'.

Consistent with urban living objectives, development proposals which introduce new types of design, scale and form into its context are consistent with planning policy approaches, provided that local character is enhanced and not harmed. In the future it is expected that locally produced design codes will increasingly shape the nature of new development.

New homes for Ashton Rise



Managing the development of student accommodation

The growth of our education sector brings economic and social benefits to the city. It also generates a demand for the expansion of purpose built student accommodation. In order to manage this growing sector and ensure that potential negative effects are avoided, the draft local plan identifies a number of suitable locations where additional student accommodation could be located as part of the overall mix of new development. These areas include:

- The University of Bristol's existing precinct and its residential campuses at Clifton and Stoke Bishop
- Bristol Temple Quarter and St Philip's Marsh
- Bristol Shopping Quarter at Broadmead and the nearby Frome Gateway area
- Central Bedminster

¹³ See Space standards and other requirements for residential development practice note

- Western Harbour
- Locations supported by local communities including through neighbourhood plans

Consistent with existing planning policies the aim in all areas would be to create mixed and balanced communities and to avoid any harmful effects, particularly impacts on existing residential areas.

Homes in multiple occupation

The existing local plan aims to achieve mixed and balanced communities by ensuring specialist forms of residential development are managed to avoid harmful effects and imbalances. This aim is taken forward in the draft local plan. A [supplementary planning document](#) dealing with homes in multiple occupation will guide the approach to this form of development.



Managing flood risk

Bristol City Council and the Environment Agency are working together to deliver a long-term plan to better protect people and property from flooding. The Bristol Avon Flood Strategy will set out our preferred approach to reducing the risk of flooding from the River Avon for both existing and new homes and businesses, now and in to the future.

By defending locations currently at risk of flooding, we can ensure Bristol is a resilient city where people and business can thrive. Unlocking areas for regeneration and new development will help create the jobs, homes and public spaces to support the future needs of the city.

The first phase of the strategy would be delivered over several years: it is anticipated works could start from 2025 onwards and Bristol City Council will work collaboratively with many different organisations to fund the proposed flood defences in the coming years. Consultation on the strategy will take place from October-December 2020, the council will then consider the feedback from the consultation before making a decision on next steps.



Areas of growth and regeneration

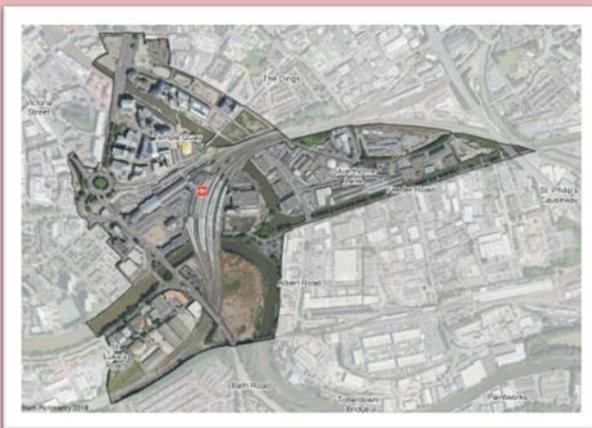
In the local plan review we set out an ambitious vision for areas of growth and regeneration, specific locations for change and development. In Bristol the areas of growth and regeneration are:

Bristol City Centre



Strengthened role as a regional focus at the centre of our global city. There is scope for at least 11,500 new homes across central Bristol alongside workspace, education, leisure and cultural uses in a dynamic and diversifying area. A [City Centre Framework](#) has been published and a detailed development and delivery plan will address the details of development.

Bristol Temple Quarter



Mixed used quarter providing a wide range of new jobs; an innovation district with a transformed and fully connected station, new forms of workspace and new homes. A vibrant new university campus will be developed, linking leading research and development with major businesses. A development framework will help to shape the approach to the redevelopment of this area.

www.bristoltemplequarter.com

St Philip's Marsh



This area will be a major focus for regeneration. A greater mix of uses is proposed – industry, workspace and future new homes – with regeneration guided by a development framework.

We have been working in partnership with the Environment Agency on a strategy for managing the risk of flooding from the river Avon in a way that could also support development in this area. When that strategy has been agreed and delivery of appropriate defences is certain, a greater mix of uses will be enabled.

Western Harbour



Mixed-use area making better use of land and incorporating flood defence measures in accordance with a wider approach to managing the risk of flooding from the river Avon.

<https://www.bristol.gov.uk/planning-and-building-regulations/western-harbour>

Central Southmead



Community led approaches to regeneration and the development of new homes.

Hengrove



Hengrove and Knowle West remain as areas of growth from previous strategies and their regeneration is now being implemented¹⁴

¹⁴ There is a neighbourhood development plan for Hengrove and Whitchurch Park.

Knowle West



Hengrove and Knowle West remain as areas of growth from previous strategies and their regeneration is now being implemented¹⁵

These areas of growth and regeneration comprise a varied set of renewal and regeneration projects and urban development opportunities. They will contribute a significant proportion of the new homes, work space and facilities that we need over the next 20 years. Development in these locations will be complemented by numerous smaller development sites projects and opportunities across the city as a whole. Community engagement and involvement will be at the core of the approach to the development of each area.

South east and south west Bristol – Green Belt

In the draft Local Plan (March 2019) areas of growth were proposed at locations currently in the Green Belt at Bath Road, Brislington and at south west Bristol.

The extent of the Green Belt cannot be changed prior to the adoption of a new local plan. Until that time, Bristol's existing Green Belt designations will remain in place and national planning policies will apply. Any future changes will be made through the local plan process.

¹⁵ www.bristol.gov.uk/knowle-west-regeneration-framework www.bristol.gov.uk/plans-for-hengrove

Planning for a diverse and inclusive economy

Our planning objective is to support sustainable and inclusive economic growth across the city. This will involve the development of new work space and new forms of business alongside promoting the city centre and retaining core industrial sites across the city and at Avonmouth/Bristol Port. New locations for business are identified across the city.

Bristol City Centre – a very large proportion of all jobs in the city are linked to Bristol City Centre with its concentration of office uses, retail, leisure, tourism related business, the education and health sectors and public bodies. As the region's office capital Bristol is a nationally important focus for professional and financial services, insurance and with growing creative industries, media and environmental services.

The city centre will also be a focus for new homes, supporting its diversity and providing homes in the city's economic core.

Bristol Temple Quarter will continue to be developed as a new mixed-use quarter in the Bristol's city centre providing a range of employment opportunities. Station redevelopment plans will see Bristol Temple Meads, the largest transport interchange in our region, upgraded to become a world-class transport hub. Connectivity through and around the station will also be improved, enhancing links to areas east of the station and helping to regenerate the wider area.

St Philip's Marsh will continue to be an important location for industry and employment. When a flood risk management strategy has been agreed and delivery of appropriate defences is certain, a greater mix of uses will be enabled. The objective will be to increase the number of jobs as well as delivering new homes in this diverse and diversifying 63 hectare location at the heart of the city.

Avonmouth and Bristol Port – is a regionally important port and global gateway alongside the city's largest industrial location with 640 hectares of port uses, industry, distribution, power generation and renewable energy. The Bristol Port Company has ambitions plans for future growth with consent in place for deep sea container terminal.

We have earmarked 60 hectares of new land at Avonmouth for industry and distribution to support continued growth and diversification in the area.

Industry and Distribution Areas – 35 strategic locations will be reserved for the growth and renewal of industrial and warehousing premises – a total of

235 hectares in addition to the 640 hectares at Avonmouth. 150 hectares are at 18 industrial estates across South Bristol where new land for industry at Vale Lane and Western Drive has also been identified. A further 85 hectares are reserved for industry at 17 locations across East Bristol.

Areas of Growth and Regeneration – identified areas of growth and regeneration at *Western Harbour, Frome Gateway, central Bedminster, Lawrence Hill* and *central Fishponds* will include new forms of workspace as part of mixed use developments.

Development sites – existing and proposed allocations – The current local plan includes over 70 development allocations which include an element of workspace. The local plan review proposes that 20 new development site allocations will include workspace as part of mixed developments.

Where existing workspaces are proposed for redevelopment, new workspace is expected as part of mixed use development.

Town centres and retailing

Town centres are changing and they will play an evolving and important role at the hearts of their communities. We have 48 centres in Bristol – ranging from the **city centre** with its diverse neighbourhoods, **town centres** like Bedminster, Gloucester Road and Fishponds, **district centres** serving local communities like Crow Lane, Stapleton Road and Symes Hartcliffe, to **local centres** such as Avonmouth village, Sandy Park Road and Druid Hill providing services to their surrounding neighbourhoods.

As the response to COVID-19 has demonstrated, centres are essential locations for services as well as being places of interaction and connection. They act as a focus for jobs, homes, shopping, leisure and services. Planning and development decisions will have the aim of supporting and diversifying centres so that they continue to be at the heart of the communities they serve.

Agent of change – safeguarding and promoting music and cultural venues

Providing new homes, particularly in the city centre, must not put at risk the survival or growth of uses such as music venues, clubs and existing industries which are vital to the city's cultural diversity, the night-time economy and its economic success as we recover from the effects of COVID-19.

That's the responsibility for addressing the impact of noise is placed firmly on the new development¹⁶ – this is known as the 'agent of change' principle. This means that where new developments are proposed close to existing noise-generating uses, such as music venues, developments will be designed in a way which protects the new occupiers from noise impacts so that the existing use is not threatened.



¹⁶ Existing policies BCS23 and DM33. Local Plan review draft policy HW1.

Action on climate change and our natural environment

Bristol has declared a **climate emergency** and the city has come together in a one city approach to set out a strategy for a carbon neutral, climate resilient Bristol by 2030: [One City Climate Change Strategy](#)

As part of the response to the climate emergency, Bristol City Council is progressing towards enabling the city to be run entirely on clean energy. Future development should aim to be zero carbon. Where development proposals are zero carbon or have very high standards of energy performance and resilience (such as PassivHaus), significant weight can be given to these benefits in making decisions on planning applications.

Our current planning policies require specified reductions in carbon emissions. A detailed [practice note](#) provides guidance on the approach to be taken, reflecting the latest methods and approaches for achieving reductions in carbon emissions. This stresses the heat hierarchy which must be properly addressed to ensure new development meets the required standards.



Bristol has declared an **ecological emergency** and the city has set out its response in a [One City Ecological Emergency Strategy](#) that sets out four areas in which action is needed to confront and reverse ecological decline.

New development will have a part to play in each of these areas, particularly in relation to making space for nature and stopping pollution.

Development is expected to comply with all relevant planning policies for nature conservation and meet those requirements as a minimum. A high level of performance in securing net gains for biodiversity can be considered favourably in planning decisions for appropriate developments. New legislation is expected to make a level of net gains mandatory for new developments¹⁷.

Food systems

The issues of food production, quality and security impact directly on the health and wellbeing of current and future generations and are important concerns to Bristol City Council, stakeholders and residents in the city.

We continue to embed matters related to food production, food quality and food security into our approach to development:

- The special quality of soils and importance for food growing of land at Stapleton allotments/holdings will be recognised and protected;
- The local plan recognises the multi-functional role of the city's green infrastructure, including its role in food production. Allotments form part of the city's green infrastructure; within the built up areas they will be identified for appropriate protection reflecting their community value;
- New residential development is expected to be designed and located to facilitate opportunities for local food growing;
- The local plan expects proposals for new development to incorporate opportunities for green infrastructure such as green roofs, green walls and green decks which could be used for food growing. The approach to internal space standards in the local plan helps to ensure new homes will have sufficient room to store food and to prepare and eat meals;
- In terms of food manufacturing, processing and distribution, the local plan continues to provide a context for the maintenance of a stock of industrial and distribution land within the city;
- Our policies continue to ensure that development sensitive to pollution is not located in areas where it may undermine the future viability of industrial areas which can include food related industries.

¹⁷ Environment Bill 2020

Pollinating insects

Bees and other pollinating species are vital to our biodiversity and food production. The local plan's policies for nature conservation and habitats aim to maintain a healthy ecosystem and link the city's wildlife networks with the wider area.

Through the policies in the local plan and other planning documents and frameworks, species beneficial to pollinating insects will be secured as part of the required green infrastructure in development proposals.

Open Space

As part of the Local Plan review we have consulted on proposals for Local Green Space and Reserved Open Space – new forms of protection for the city's most important open green spaces. These proposals and the consultation feedback we have received will guide the approach to the protection of open space.



A connected city

Our vision for Bristol is to be a well-connected city that enables people and goods to get from A to B using a reliable, inexpensive and accessible transport system that is inclusive to all. The [Bristol Transport Strategy](#) outlines our local priorities and is complemented by the wider West of England [Joint Local Transport Plan 4](#) which identifies the key challenges and solutions at the sub-regional level.

The Bristol Transport Strategy sets out how we'll:

- improve transport to meet increased demand from the growth in housing, jobs and regeneration
- create an inclusive transport system that provides realistic transport options for everyone
- create healthy places that promote active transport, improve air quality and improve road safety
- make better use of our streets to enable more efficient journeys
- enable more reliable journeys by minimising the negative impact of congestion
- support sustainable growth by enabling efficient movement of people and goods, reducing carbon emissions and embracing new technology

As well as providing the policy and strategy framework for the city these two documents also describe the major transport improvements – such as a Mass Transit System, expanded P&R sites and public transport capacity improvements – that will help us meet a wide range of objectives ranging from carbon neutrality by 2030 to supporting economic growth.

In addition the city has worked with neighbouring local authorities and WECA to produce a number of sister strategies and plans to help frame investment in the transport network. This includes the [West of England Bus Strategy](#), [Local Cycling and Walking Infrastructure Plan](#) and [Bristol City Centre Framework](#).

Planning and development plays a key role in our vision for a well-connected city by linking up the approaches to transport and new development and by making sure new developments are digitally connected¹⁸.

The areas of growth and regeneration outlined in this statement are at locations close to existing facilities and services where, with appropriate investment in supporting transport infrastructure, they will be well connected by walking, cycling and public transport.

¹⁸ See [Broadband Connectivity Practice Note](#)



Digital connectivity

Planning and development plays a key role in our vision for a well-connected city by linking up the approaches to transport and new development and by making sure new developments are digitally connected.

Our practice note sets out how proposals for major new development should investigate the broadband connectivity of the site and all efforts should be made to ensure that at least superfast broadband connectivity is available from the point of occupation¹⁹.

As the response to COVID-19 places increased emphasis on the value of home working, new development will consider the potential for full fibre broadband, which is becoming increasingly available to consumers in Bristol.

[Connecting Bristol](#) is Bristol City Council's smart city strategy; it outlines our ambitions for the next five years and how we will support the delivery of Bristol's One City Plan

¹⁹ See [Broadband Connectivity Practice Note](#)

A growing region

The new local plan for Bristol will be prepared in coordination with neighbouring councils so that planning issues are addressed across the wider region. We also look outward to the wider **Western Gateway**, the UK's third powerhouse - a new economic partnership across south Wales and western England which aims to boost local economies by working together.

It is likely that the scale of need for new homes which Bristol will generate cannot all be accommodated within the city over the next 20 years. This will mean that neighbouring areas may be asked to accommodate a proportion of that growth in the interests of the region as a whole. These matters are being addressed with the West of England Combined Authority covering the areas of Bath and North East Somerset, Bristol and South Gloucestershire, and with other surrounding councils.

The West of England Combined Authority is preparing a [Spatial Development Strategy](#) which will set out the vision for where people will live, work and play in the region over the next 20 years. It will set the context for the Bristol Local Plan and will help to establish the distribution of the wider housing requirement and employment land across our region. We will also continue to work closely with North Somerset Council, which is not part of WECA, on the distribution of homes, jobs and regional infrastructure.



Proposals for development beyond Bristol City Council's boundaries may emerge through the development plans of neighbouring authorities. Where appropriate proposals come forward, Bristol will continue to work with its neighbours to consider the impact on existing areas, to assess infrastructure requirements and to ensure integrated, well-planned and sustainable communities are created to the benefit of existing and future residents.

Central Bristol continues to be a priority location for jobs, new homes, entertainment and culture and we see the role being expanded and developed so that the city centre continues to serve the city and our wider region. At the hub of sustainable transport connections it holds the region's largest concentration of jobs as well as being home to world leading education facilities, medical services, and a tourism offer which extends its reach across the region to the national and international economy. We intend to promote and strengthen the city centre's role as a regional centre at the heart of a global city through strategies for the wider region. We will also welcome continued strength and regeneration of the centres of Bath and Weston super Mare and the other main centres across our region as defined in retail and centre hierarchies of our neighbouring authorities.

Bristol will work with North Somerset Council which through its local plan review is addressing the requirements of Bristol Port and Bristol Airport considering their wider economic role, and the jobs and benefits they generate. **Bristol Airport** is an important feature of Bristol's economy providing jobs across the wider region and enhanced connectivity for our area. The City Council will welcome well designed development at **Bristol Port** where this can facilitate new economic opportunities whilst safeguarding the local environment.

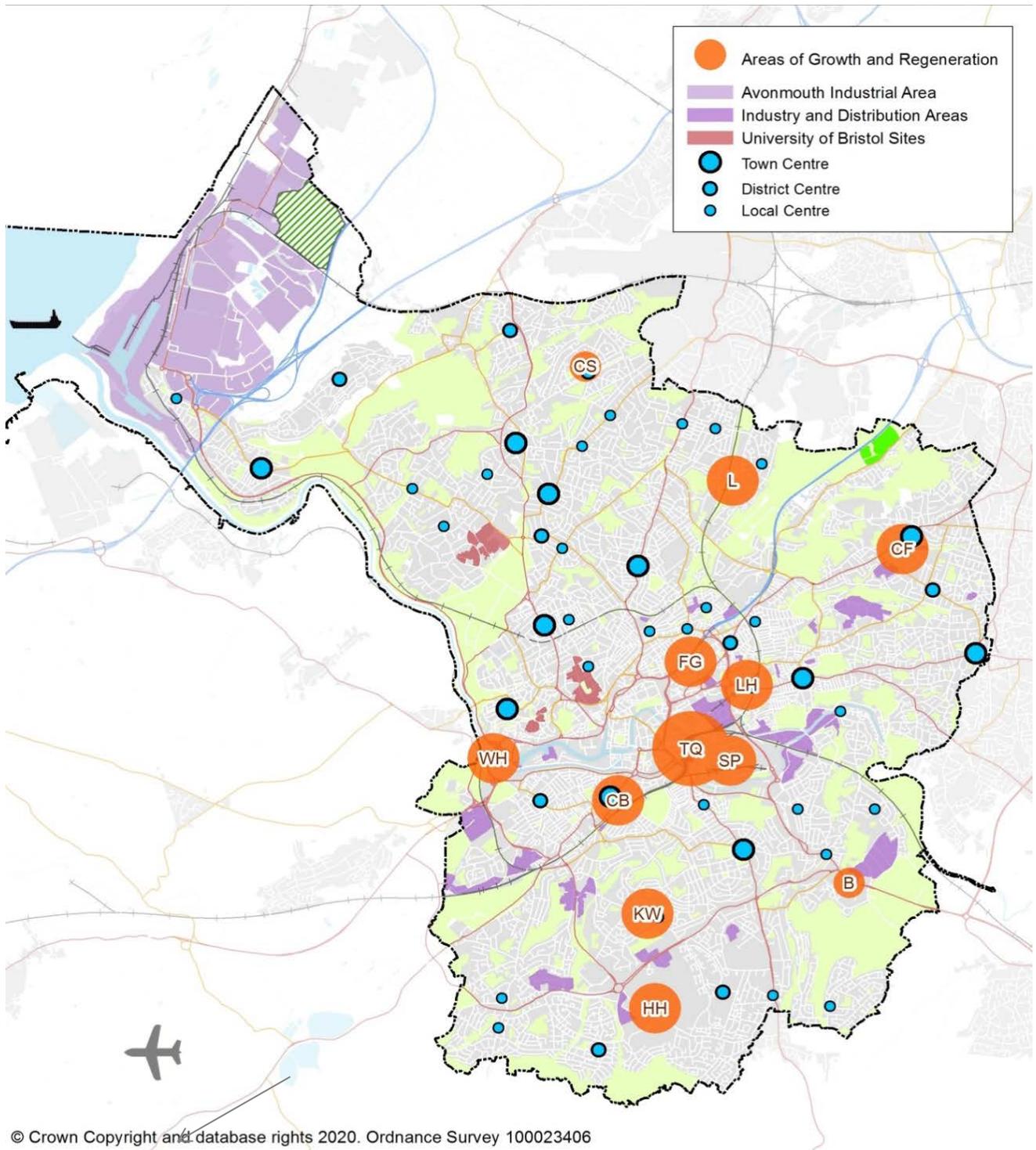
We support the continued development of the growing residential community at Brabazon and other locations in the **Cribbs Patchway New Neighbourhood** where this is being supported by infrastructure enhancements. Within Bristol, infrastructure improvements will be undertaken to accommodate the additional transport impacts which the new communities will generate.

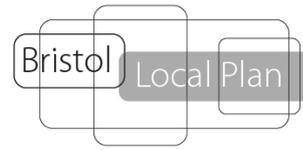
Across our region there are important strategic opportunities to address the ecological and climate emergencies. We will work with others to establish and strengthen green infrastructure links and to secure substantial net gains for biodiversity across the area as it develops and grows.

The transport plans for the councils in the West of England are coordinated through the Joint Local Transport Plan. We will work with our partner

authorities to create a better connected region with world class transport and digital infrastructure.

Progressing Bristol's Development – Diagram





DRAFT REVISED BRISTOL LOCAL DEVELOPMENT SCHEME

2020 to 2024

What is a Local Development Scheme?

The preparation of a Local Development Scheme (LDS) is a requirement of the Planning and Compulsory Purchase Act 2004 (as amended). The City Council has prepared this LDS to identify which Local Development Documents (LDDs) - which will all be development plan documents - will be produced, in what order and when. It also provides information regarding the subject matter and the geographical areas the documents will cover.

What period does it cover?

This LDS covers the period 2020 to 2024 and revises and replaces the City Council's previous LDS. This replacement scheme came into effect on **XX DATE** 2020.

This LDS will be updated to respond to any changes in process or timetabling for the preparation of a Local Plan for Bristol required by new primary or secondary legislation.

Further development plan documents will be added to the LDS programme as the need for them becomes apparent and resources allow.

The monitoring report produced by the City Council will review the implementation of the LDS.

The Bristol Local Plan

The Bristol Local Plan currently comprises a set of development plan documents which contain a range of policies to guide future development decisions. Plans are based on evidence which is prepared and kept up to date. The evidence base is available to view on the Council's website www.bristol.gov.uk/planningpolicy

The Existing Local Plan

The Bristol Local Plan currently (October 2020) consists of the following development plan documents:

- **Joint Waste Core Strategy - March 2011**
- **Bristol Core Strategy - June 2011**
- **Site Allocations and Development Management Policies Local Plan – July 2014**
- **Bristol Central Area Plan – March 2015**

A **Policies Map** shows those policies and proposals in the development plan documents that apply to specific geographical locations.

Neighbourhood Development Plans

The following Neighbourhood Development Plans have been ‘made’ part of the Development Plan for Bristol.

- **Old Market Neighbourhood Development Plan 2016**
- **Lawrence Weston Neighbourhood Development Plan 2017**
- **Hengrove and Whitchurch Park Neighbourhood Development Plan 2019**

Local Plan Review

The Bristol Local Plan development plan documents will be reviewed within the period covered by this Local Development Scheme (save for the Joint Waste Core Strategy). The time frame for preparation of the Local Plan Review will be aligned with and dependent on the preparation of the West of England Combined Authority Spatial Development Strategy (see below). The documents which comprise the review are set out in the document profiles further below.

West of England Combined Authority - Spatial Development Strategy

The West of England Combined Authority Spatial Development Strategy (WECA SDS) will include a spatial vision, spatial strategy for growth and set high level strategic land use policy for the authorities of the WECA area – ie Bath and North East Somerset, Bristol and South Gloucestershire; the Local Plans for these areas will be consistent with the WECA SDS. The WECA SDS will set out the quantum of new homes and employment land required in the WECA area and the distribution of housing numbers between the constituent authorities.

The review of the Bristol Local Plan will be prepared alongside the WECA SDS and when adopted the WECA SDS and Bristol Local Plan will form the statutory development plan for Bristol along with any made Neighbourhood Plans within Bristol.

The timetable for preparation of the WECA SDS will affect the delivery of the Bristol Local Plan review. Strategic policy and the spatial strategy set through the SDS will guide the content of the Bristol Local Plan. Whilst submission and examination of the WECA SDS and constituent local plans of the WECA area will be sequential, both SDS and revised Bristol Local Plan are intended for delivery by December 2023.

Up-to-date detail on the WECA SDS can be found at:

<https://www.westofengland-ca.gov.uk/west-of-england-joint-planning/>

Profile of each intended Development Plan Document

The timetable for the review of the Bristol Local Plan is indicative and dependent on:

- a) The progress of the WECA Strategic Development Strategy with which it must be in conformity; and
- b) Any changes in the requirements for preparation of a Local Plan as set out in primary and secondary legislation.

Note: the timetable below is prepared in August 2020 in the knowledge that the Government anticipates a change in the requirements for form and timetable of preparation for a statutory local plan, and awareness that an early revision to this LDS may be required.

Title:	Bristol Local Plan 2020 - 2040
Status:	Local Plan (see The Town and Country Planning (Local Planning) (England) Regulations 2012 - regulations 5 and 6)
Replaces:	the Core Strategy June 2011, the Site Allocations and Development Management Policies Local Plan July 2014 and the Bristol Central Area Plan March 2015.
Will conform with:	WECA SDS – spatial strategy and strategic policy content
Subject:	<p>The existing Bristol Local Plan will be subject of a review to create a single Local Plan (and a development plan document). Policies will be revised and updated as required. Policies in the existing development plan documents will be retained and incorporated into a single plan where they continue to be up to date and relevant.</p> <p>The review process will ensure the Bristol Local Plan is prepared to be in conformity with the WECA SDS.</p> <p>The review will:</p> <ul style="list-style-type: none"> • Set out the housing requirement to 2041 in conformity with the WECA SDS and consistent with the Standard Methodology; • Incorporate the employment land, infrastructure provisions and other strategic policies of the SDS as

	<p>appropriate;</p> <ul style="list-style-type: none"> • Allocate sites for development to assist in meeting development requirements and designate land for protection or specific planning purposes reflecting the spatial strategy and any policies of the SDS. Specific needs to be addressed will include new homes, employment land, and education; • Existing development allocations and policy designations will be retained where they continue to be up-to-date and relevant and are in conformity with the SDS and the National Planning Policy Framework. 	
Geographical coverage	Bristol City Council area	
Programme milestones (Regulation references taken from The Town and Country Planning (Local Planning) (England) Regulations 2012)	Preparation (Regulation 18)	<p>Draft proposals will be published for consultation:</p> <p><i>February 2018 and March 2019 (completed)</i></p> <p>Further review of draft proposals to respond to SDS spatial Strategy and strategic policies</p> <p><i>Autumn / Winter 2021</i></p>
	Publication (Regulation 19)	<p>To be published for formal representations following submission of the SDS to the Secretary of State.</p> <p><i>Spring / Summer 2022</i></p>
	Submission (Regulation 22)	<i>Winter 2022 / Spring 2023</i>
	Examination hearings (Regulation 24)	<p>Approximately 12 weeks after submission - in accordance with Inspector's timetable.</p> <p><i>c. Summer 2023</i></p>
	Inspector's Report (Regulation 25)	<p>In accordance with Inspector's timetable.</p> <p>tbc</p>
	Adoption (Regulation 26)	tbc

Up to date information on the progress of development plan documents is available on the Council's web site.

Other planning documents

The following documents sit alongside the development plan documents listed above but do not form part of the statutory development plan:

Supplementary Planning Documents and Policy Advice Notes

A series of Supplementary Planning Documents (SPDs) and Policy Advice Notes (PAN) provide greater detail on policies within the Local Plan and support decisions on planning applications.

Supplementary Planning Documents

- Urban Living SPD
- A Guide for Designing House Alterations and Extensions (SPD2)
- Future of Redcliffe (SPD3)
- Planning Obligations Supplementary Planning Document
- Archaeology and Development (SPD7)
- Nelson Street – Regeneration Framework (SPD8)
- Planning a Sustainable Future for St Pauls (SPD10)
- University of Bristol Strategic Masterplan (SPD11)

Policy Advice Notes and other planning guidance

- Bristol Temple Quarter Enterprise Zone Spatial Framework
- Conservation Area Enhancement Statements (PAN2)
- Conservation Area Character Appraisals
- Off-street parking in conservation areas (PAN6)
- Shopfront Guidelines (PAN8)
- Responding to Local Character – A Design Guide (PAN15)
- Nelson Street Public Realm Strategy

Practice Notes

The Council produces practice notes to assist developers in the interpretation and application of policies in the Bristol Local Plan. The practice notes are available on the Council's web site and are continuously reviewed and updated.

Statement of Community Involvement

The Statement of Community Involvement (SCI) sets out the Council's approach to community involvement in planning and development issues affecting Bristol.

Community Infrastructure Levy Charging Schedule

The Community Infrastructure Levy (CIL) is a system of developer contributions. The CIL Charging Schedule was adopted in September 2012 with implementation from 1 January 2013.

Authority's Monitoring Report

Local planning authorities are required to prepare and publish monitoring reports on the progress of their development plans. It is anticipated that the

City Council will produce a monitoring report every 12 months and that this will be made available to the public on the Council's website.

Revisions to the Local Development Scheme

- The November 2015 version revised the earlier version as follows:
 - Updated the programme of plans to include the Joint Spatial Plan
 - Updated the programme of plans to include a review of the Bristol Local Plan to form a single document with updated policies, allocations and designations.

- The December 2017 version revised the earlier version as follows:
 - Updated programme for Joint Spatial Plan to reflect publication (Regulation 19) and revision to timetable for subsequent stages
 - Updated timetable for Bristol Local Plan to reflect changes to Joint Spatial Plan timetable
 - Limited changes to Bristol Local Plan 'subject' section to reflect national policy and Bristol Corporate Strategy.
 - Corrections and factual updating.

- The April 2018 version revised the earlier version as follows:
 - Updated the timetable for Joint Spatial Plan.

- The January 2019 version revised the earlier version as follows:
 - Updated the timetable for the Joint Spatial Plan
 - Updated the timetable for the Bristol Local Plan

- The January 2019 version was amended in March 2019 to reflect start date for Joint Spatial Plan examination hearings.

- The October 2020 version has been prepared to reflect the commencement in preparation of the West of England Combined Authority Spatial Development Strategy in June 2020 and the revision of the timetable for review of the Bristol Local Plan to be consistent with this.

XXXXXXX Risk Register

Negative Risks that offer a threat to Local Plan Review

Ref	Risk Description	Key Causes	Key Consequence	Status Open / Closed	Strategic Theme	Risk Category	Risk Owner	Key Mitigations	Direction of travel	Current Risk Level			Monetary Impact of Risk £k	Risk Tolerance			
										Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating	Date
	Timetable set out in proposed LDS not able to be met. (An LDS is needed to meet legislative requirements to set out timetable).	1. Changes to the planning system proposed by the Planning for the Future - White paper. 2. Delay in preparation of WECA Spatial Development Strategy	Requirement to revise the Local Development Scheme	open	Fair and Inclusive	Reputation	Strategic City Planning Service Manager	Working in parallel with WECA on preparation of the SDS	↔	2	5	10	not applicable	2	3	6	1.9.20
	Progressing Bristol's Development not recognised as a statement of intent for progressive use of existing Local Plan policies; statement not used by industry to advise of development opportunities	Desire for earlier statutory review of Local Plan (not able to be met as requirements for adoption of strategic policy in WECA SDS in advance). Lack of understanding of existing plan policy.	Plan policies continue to be used - potential for industry to wait for revised plan policies to be adopted.	open	Fair and Inclusive	Reputation	Strategic City Planning Service Manager	Working with Communications and Legal teams to ensure key messages for future development clearly understood.	↔	2	5	10	not applicable	2	3	6	1.9.20
												0				0	
												0				0	
												0				0	

Bristol City Council Equality Impact Relevance Check



This tool will identify the equalities relevance of a proposal, and establish whether a full Equality Impact Assessment will be required. Please read the guidance prior to completing this relevance check.

What is the proposal?	
Name of proposal	Local Development Scheme and Progressing Bristol's Development Statement for approval at Cabinet October 2020
Please outline the proposal.	Publication of : a) Local Development Scheme – the updated timetable for the preparation of the Local Development Plan Review (already in train) b) Progressing Bristol's Development – statement on how the adopted Local Plan will be used prior to the formal review of the Local Plan in December 2023
What savings will this proposal achieve?	N/A
Name of Lead Officer	Sarah O'Driscoll

Could your proposal impact citizens with protected characteristics? (This includes service users and the wider community)	
Please outline where there may be significant opportunities or positive impacts, and for whom.	
<p>The LDS - is a timetable of when the Local Plan review will take place. The review timetable is required to meet MHCLG deadlines for preparation by December 2023. This is a requirement of the planning acts. The timetable includes opportunities for consultation and engagement with communities and all stakeholders. A separate Statement of Community Engagement exists to ensure all communities of interest are able to engage in the process of preparing a Local Plan.</p> <p>The Progressing Bristol's Development Statement – will set out and reaffirm how the Adopted Local Plan policies will be used to encourage appropriate development in Bristol. A full EqIA of the Adopted Local Plan documents has been undertaken at each relevant stage of preparation and adoption was undertaken</p>	
Please outline where there may be significant negative impacts, and for whom.	
No significant negative impacts have been identified. The timetable for preparation and review of a Local Plan and the statutory stages for consultation are externally influenced by the Planning Acts and in relation to the West of England Combined Authority Spatial Development Strategy.	

Could your proposal impact staff with protected characteristics? (i.e. reduction in posts, changes to working hours or locations, changes in pay)
Please outline where there may be significant opportunities or positive impacts, and for whom.
No impact on staff
Please outline where there may be negative impacts, and for whom.
N/A

Is a full Equality Impact Assessment required?	
Does the proposal have the potential to impact on people with protected characteristics in the following ways: <ul style="list-style-type: none"> • access to or participation in a service, • levels of representation in our workforce, or • reducing quality of life (i.e. health, education, standard of living) ? 	
Please indicate yes or no. If the answer is yes then a full impact assessment must be carried out. If the answer is no, please provide a justification.	No. We have not identified any significant impact for citizens or our workforce on the basis of their protected characteristics resulting from the LDS or the Progressing Bristol's Development statement.
Service Director sign-off and date: Zoe Willcox 10.9.20	Equalities Officer sign-off and date: <i>Reviewed by Equality and Inclusion Team</i> 2/9/2020

Eco Impact Checklist

Title of report: Revised Local Development Scheme and Application of Adopted Local Plan Policy				
Report author: Sarah O'Driscoll				
Anticipated date of key decision 6.10.20				
Summary of proposals: To seek approval for the Local Development Scheme (timetable for preparation of the Local Plan review) and Progressing Bristol's Development – statement on use of the Adopted Local Plan policies				
Will the proposal impact on...	Yes/No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	N			
Bristol's resilience to the effects of climate change?	N			
Consumption of non-renewable resources?	N			
Production, recycling or disposal of waste	N			
The appearance of the city?	N			
Pollution to land, water, or air?	N			
Wildlife and habitats?	N			
Consulted with: Alex Minshull, Gary Collins, Jon Severs, Anesa Kritah, Elaine Olphert				
Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u>				
<p>The proposals are about the process of developing the local plan and do not introduce any new policy. There are no additional impacts arising from the Local Development Scheme or the publication of the Progressing Bristol's Development statement which will confirm the continued use of the Bristol Local Plan policies in advance of the adoption of the Bristol Local Plan Review which is timetabled for December 2023.</p> <p>The impact of the proposals is neutral.</p>				
Checklist completed by:				
Name:	Sarah O'Driscoll			
Dept.:	Strategic City Planning Development of Place			
Extension:	0117 903 6722			
Date:	10/09/2020			
Verified by Environmental Performance Team	Giles Liddell			

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 06 October 2020

TITLE	Enhanced Childminding Provision Approved Provider List		
Ward(s)	Citywide		
Author: Bridget Atkins	Job title: Principal Commissioning Manager		
Cabinet lead: Cllr Anna Keen & Cllr Helen Godwin	Executive Director lead: Jacqui Jensen		
Proposal origin: <i>BCC Staff</i>			
Decision maker: Cabinet Member			
Decision forum: <i>Cabinet</i>			
Purpose of Report:			
<p>The Bristol Enhanced Childcare Provision service currently places vulnerable children, mostly under two, with approved and experienced childminders as part of a package of support. However, this is not currently done through a formalised procurement route, in breach of procurement rules. This paper seeks Cabinet approval to establish an Approved Provider List, so that the service can continue to provide support for vulnerable children and their families, whilst also adhering to procurement regulations.</p>			
Evidence Base:			
<ol style="list-style-type: none"> 1. Bristol City Council currently offers Enhanced Childcare Provision (ECP) for children, mostly under 2 years old in the most vulnerable circumstances, and their families. Placements are needs assessed and offered for up to 12 hours per week over at least 2 days. 2. ECP has been offered since 1999 and has provided positive outcomes for children and for families. It is a service provided in addition to the statutory duty on local authorities to provide free childcare for 2-, 3- and 4-year olds, under the Childcare Acts 2006 and 2016. 3. Placements with childminders have been made through individual purchase orders. Cumulative spend for 2019/20 of £216,000, has triggered the requirement under the Public Contracts Regulations 2015 for a tender process to be undertaken. 4. The annual Enhanced Provision budget is £226,000. Of this, £220,000 is allocated to the provision of enhanced childminding (£195,000 for children under two, and £25,000 for children 2 and over who meet the needs assessment criteria), with the remaining £6,000 for the provision of training. 5. As the provision is currently effective, the establishment of an Approved Provider List is sought to allow existing providers to continue to provide ECP, as well as allowing other providers this opportunity. 6. The establishment of an approved provider list will make the process of joining as simple as possible for providers, the majority of whom are sole traders. By using the existing pre-placement agreement as the basis for the specification, this will also allow for an easier transition process for providers currently offering ECP. 7. This approach recognises the challenges faced by small providers in the current market environment. 8. The Enhanced Provision budget is determined annually, however based on current annual expenditure levels, a five year approved provider list would have an estimated value of £1.1m 			

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Approves the establishment of an Enhanced Childcare Provision Approved Provider List.
2. Authorises the Director - Education & Skills, in consultation with the Cabinet Member for Education and Skills and the Cabinet Member for Women, Families and Homes to take all steps required to procure and award the contract necessary for the implementation of the Enhanced Childcare Provision Approved Provider List at a cost of £1.1m over 5 years.

Corporate Strategy alignment:

1. The offer of ECP delivers against the Corporate Strategy theme of Empowering and Caring, specifically the commitment to give children the best possible start in life.
2. This also aligns with the priority for children's centres to identify children and families in need of additional support at the earliest possible opportunity to prevent escalation of need alongside. Part of the ECP package of support encourages and directs parents to attend appropriate family support services provided at Children's Centres.

City Benefits:

1. ECP is targeted at the most vulnerable children, mostly aged under 2, allowing for targeted support, intervention and development before need escalates at a later age.
2. Earlier intervention and support leads to improved health and educational outcomes, can support families to stay together, and fits with Bristol City Council's Adverse Childhood Experience (ACE) agenda
3. The needs assessment for ECP supports a number of vulnerable groups, including parents with disabilities or a physical illness, children with SEND, children in care, children living in poverty, asylum seeking and refugee families or families with the 'toxic trio' of parental substance abuse, parental mental illness and domestic abuse.

Consultation Details: No consultation is envisaged as proposal relates to the formalisation of an existing service, rather than any change in service delivery or creation of a new service

Background Documents:

1. Bristol City Council, [Corporate Strategy 2018-23](#)

Revenue Cost	£1.1m over 5 years	Source of Revenue Funding	Enhanced Provision budget, General Fund
Capital Cost	£ n/a	Source of Capital Funding	n/a
One off cost <input type="checkbox"/>	Ongoing cost <input checked="" type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:**1. Finance Advice:**

The Enhanced Provision budget is set at £226k per annum and is funded from the General Fund. The five year budgeted cost is estimated to be £1.1m. During 2019/20, £216k of expenditure was incurred.

Finance Business Partner: Denise Hunt, Finance Business Partner, 13th August 2020

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

Legal Team Leader: Husinara Jones, Solicitor and Team Leader, 11th August 2020.

3. Implications on IT: No anticipated impact on IT Services		
IT Team Leader: Simon Oliver, Director - Digital Transformation, 12 th August 2020.		
4. HR Advice: The report seeks approval from Cabinet to establish an Enhanced Childminding Provision Approved Provider List and to formalise childminding purchasing arrangements. This does not have any HR implications for Bristol City Council employees.		
HR Partner: Lorna Laing, HR Business Partner - Adults, Children, Education, 18 th August 2020		
EDM Sign-off	Jacqui Jensen	19 th August 2020
Cabinet Member sign-off	Cllr Helen Godwin	24 th August 2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	7 th September 2020

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

Bristol City Council Equality Impact Assessment Form

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



Name of proposal	Enhanced Childminding Provision - Approved Provider List
Directorate and Service Area	People; Early Years & Childcare
Name of Lead Officer	Bridget Atkins

Step 1: What is the proposal?

Please explain your proposal in Plain English, avoiding acronyms and jargon. This section should explain how the proposal will impact service users, staff and/or the wider community.

1.1 What is the proposal?

This proposal is to set up an approved provider list for Bristol City Council's enhanced childminding provision service. The service offers a package of support to vulnerable children mostly under 2 and their parents, including childcare with an experienced childminder.

The approved provider list sets out criteria to provide enhanced childminding which childminders have to meet in order to have a child placed with them by Bristol City Council. The criteria will be the same that childminders currently have to meet - such as an Ofsted rating of good or outstanding, at least two years' experience – however the approved provider list will be a more open and transparent system, that aims to attract new providers as well as offering clarity for existing providers.

Step 2: What information do we have?

Decisions must be evidence-based, and involve people with protected characteristics that could be affected. Please use this section to demonstrate understanding of who could be affected by the proposal.

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

Of the providers used in 2019/20 for the service, 80% traded under their own name rather than a company name. In terms of the wider childminding

workforce, and attracting new providers to the service, 12% of Black, Asian and minority ethnic (BAME) respondents in the Bristol Quality of Life survey 2019-20 said they were self-employed, compared to 9% Bristol average. Therefore attempts to bring in new childminders will need to be accessible to BAME sole traders in order to access and better represent the self-employed workforce.

The 2019 Education Policy Institute (EPI) report, 'The early years workforce in England', found that in 2018 88.8% of the workforce was of White ethnic background, compared to 85.4% of the population (2011 census). This may have implications for addressing diversity gaps amongst enhanced childminding providers, as any new providers would be drawn from this workforce as they require at least 2 years' experience.

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

The current application form collects information on gender, age, religion, ethnicity, first language and disability. These are included on the main form due to relevance to placing with a child, to ensure they are best able to meet their needs. However this information has to date not been collated in a manner allowing for analysis of the provider workforce. Efforts to undertake analysis have been made more difficult as a number of the forms are held in hard copy, and are not easily accessible due to current working from home requirements.

Data on gender reassignment, marriage and civil partnership, pregnancy and maternity, and sexual orientation is not currently collected. The EPI report does not have workforce information on other protected characteristics, nor do Government statistical publications on this topic.

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

In order to promote and communicate the new approved provider list, work will be done to identify relevant community groups to help do so, and messaging produced in an accessible way to attract as wide a range of qualified applicants as possible.

The existing specifications, on which the approved provider list will be based, have been designed to be as accessible as possible to small providers and sole traders, and the enhanced provision team offer support to for potential providers making an application. This will continue with the new approved provider list.

Step 3: Who might the proposal impact?

Analysis of impacts on people with protected characteristics must be rigorous. Please demonstrate your analysis of any impacts in this section, referring to all of the equalities groups as defined in the Equality Act 2010.

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

As the service itself will be delivered to the same specifications, with the same criteria to access services, there is not an anticipated direct equalities impact on service users. This is a targeted service, and will continue to work with children and families with a range of needs including disabled parents, and asylum seeking, refugee, and traveller families.

Where the proposal may have an impact is on the childminders who are providing the service, as they will have to apply to join the approved provider list. The specifications are as similar as possible as current specifications for the service, and the process is being made as simple as possible, so as not to be made to arduous a process for childminders, many of whom are sole traders with little experience of applying to local government contracts.

Although use of ProContract online procurement portal can be difficult for smaller providers to effectively utilise, the tender requirements have been designed so that existing provider should be able to continue to do so, with similar requirements in terms of experience, qualifications and policies in place.

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

In response to the prevalence of sole traders in the workforce, the Early Years & Childcare team have produced a number of resources to support childminders to provide an inclusive service, including a draft equalities policy covering promoting inclusion, promoting diversity, challenging prejudice and support for children with disabilities (as well as training on this issue), which can be found here -

<https://www.bristolearlyyears.org.uk/childminders/childminding-policies/>

Applicants will need to demonstrate understanding of equalities requirements set out in the service specifications in order to get onto the approved provider list, to ensure providers understand the requirements of the Equality Act 2010, and are committed to promoting equality and inclusion. Whilst sole traders may not have their own equality policy they will be required to demonstrate

that they will adhere to the equality policy of an appropriate professional body. Commitment to equality and inclusion will also be monitored as part of ongoing reviews of enhanced childminding placements.

If there are any unforeseen challenges in applying to join the approved provider list, compared to the previous application process, additional support can be provided. Ongoing monitoring of applications compared to current childminding providers will take place to see if providers as a whole, or any particular groups within it, are struggling to meet the requirements of joining the approved provider list.

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

In developing a more open and transparent application process, there is potential to advertise the service more widely to childminders, and draw in a workforce more representative of the wider Bristol population.

3.4 Can they be maximised? If so, how?

Promotion and communication of the approved provider list can be developed in an accessible manner, conscious of any diversity gaps in the current provider workforce, and engagement can be done with relevant community organisations to try and address these gaps. To identify the relevant community groups, an audit of current application forms will be carried out.

Step 4: So what?

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

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

The equality impact assessment has highlighted the lack of existing equalities monitoring data for all protected characteristics, when looking at the childminders that provide the enhanced childminding service. It has also highlighted the need for promotion and communication of the new approved provider list to address diversity gaps in the provider workforce.

4.2 What actions have been identified going forward?

In response to the equalities impact assessment, equalities data on providers will be collected as standard at the point of application, which will be used to

identify any ongoing diversity gaps in the workforce. In addition, further analysis of individual application forms will be carried out to establish a better informed picture of the current workforce. Work will be done to identify relevant community organisations, through whom the approved provider list can be promoted to help reduce these gaps.

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

Annual reports will be produced from the new data collected. These can identify where attempts to address diversity gaps in the enhanced childminding providers have been successful, and where engagement with particular groups has not made an impact, meaning communication and promotion approaches can be reviewed.

Service Director Sign-Off: A Hurley	Equalities Officer Sign Off: <i>Reviewed by Equality and Inclusion Team</i>
Date: 24 th September 2020	Date: 24/9/2020

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 06 October 2020

TITLE	Children in Care Sufficiency Strategy 2020-2023		
Ward(s)	All		
Author: Gail Rogers		Job title: Principal Commissioning Manager	
Cabinet lead: Cllr Helen Godwin		Executive Director lead: Jacqui Jensen	
Proposal origin: BCC Staff			
Decision maker: Cabinet Member			
Decision forum: Cabinet			
Purpose of Report:			
<ol style="list-style-type: none"> 1. For cabinet to approve the Children in Care Sufficiency Strategy 2020-2023 (attached as Appendix A); which sets out, at a strategic level, the steps being taken to ensure sufficient accommodation is available to meet the needs of our children in care and care leavers. 2. The 2020-2023 Sufficiency Strategy will replace the previous Strategy which ran until the end of March 2020, offering an opportunity to present refreshed data and new approaches to sufficiency. 			
Evidence Base:			
<ol style="list-style-type: none"> 1. The Sufficiency Duty, under Section 22G of the Children Act 1989, requires Local Authorities to take steps to secure, as far as practicable, sufficient accommodation within their area to meet the needs of children in their care, and children whose circumstances are such that it would be consistent with their welfare for them to be provided with accommodation. This involves making sure there is a sufficient range and number of providers (including in-house services) capable of meeting the differing needs of children in care and care leavers. 2. The authority requires a good understanding of the needs of children in care, in order to most effectively target resources to enable us to meet the sufficiency duty. The Sufficiency Strategy lays the foundations for this by setting out a high level summary of need of our children in care and care leavers, as well as outlining our current delivery arrangements and approaches to providing secure, safe and appropriate accommodation over the next three years. A number of market position statements, policies and a timeline are also being developed to sit under this strategy, which will provide further information on each area. 3. The Sufficiency Strategy has been developed to support the Council to deliver its vision of “giving all children and young people the best start in life”. The Strategy provides an overview of various projects and work being undertaken across the council, to ensure that children and young people who need to be in our care can grow up in high quality provision that is well matched, effectively meets their immediate and long-term needs and provides them with stability and permanence at the earliest opportunity. 			
Cabinet Member / Officer Recommendations:			
That Cabinet			
<ol style="list-style-type: none"> 1. Approve the Children in Care Sufficiency Strategy 2020-2023. 			
Corporate Strategy alignment:			
The following objective in the Corporate Strategy is relevant to this key decision:			

1. **Empowering and Caring** – Give our children the best start in life by protecting and developing children’s centre services, being great corporate parents and protecting children from exploitation or harm.

City Benefits:

The Sufficiency Strategy and the associated areas of work being undertaken across the council to meet sufficiency will benefit the city in the following ways:

1. Meet the needs of children in care and care leavers in line with the Children Act 1989 and the Equalities Act 2010.
2. Increase the availability of provisions which meet our high aspirations for all children and young people in our care, delivering in line with the assessed needs to achieve agreed outcomes.
3. Develop partnership working between Bristol City Council, Partner Organisations and Providers to meet the changing needs of the children/ young people in the care of the Local Authority.

Consultation Details:

The Strategy has been written in consultation with professionals from across Social Care, Education and Health. Providers have been consulted on our needs through our regular Provider Forum. In taking forward Bristol City Council’s aspirations, we will consult with children and young people on how best we should deliver services to achieve our priorities.

Background Documents: [Sufficiency Statutory guidance on securing sufficient accommodation for looked after children, 2010](#)

Revenue Cost	£0	Source of Revenue Funding	N/A
Capital Cost	£0	Source of Capital Funding	N/A
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. Finance Advice: This report seeks Cabinet approval of the Children in Care Sufficiency Strategy 2020-2023, there are no financial implications in relation to the proposals contained in this report at this stage. As the strategy sets out the general intentions to meeting Bristol City Council’s sufficiency duty and direction of travel, any future commissioning activities involving spend that are undertaken as a result of the proposed sufficiency strategy will therefore require to go through new decision pathway for sign off of spend.

Finance Business Partner: Christie Fasunloye 01/09/2020

2. Legal Advice: Section 22G Children Act 1989 imposes a duty on the local authority to take steps that secure, so far as reasonably practicable, accommodation for looked after children that is within the authority’s area where that would be consistent with their welfare. The local authority must have regard to the benefit of having a number and a range of accommodation providers in their area that is, in their opinion, sufficient to secure that outcome. This strategy is designed to set out how the authority will comply with this duty.

The Public Sector Equality duty requires Cabinet to consider the need to promote equality for persons, including children, with “protected characteristics” and to have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. The Equalities Impact Checks are designed to help assess whether there are any barriers in place that may prevent people with a protected characteristic using a service or benefiting from a policy. The decision maker must take into consideration the information in the assessments when reaching its decision.

Legal Team Leader: Sarah Sharland Team Leader Litigation Regulatory and Community Team 17th August 2020

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

IT Team Leader: Simon Oliver 17/08/20

4. HR Advice: The report seeks cabinet approval of the Children in Care Sufficiency Strategy 2020-2023, there are no HR implications in relation to this proposal as it is set out.

HR Partner: Lorna Laing 19/08/20		
EDM Sign-off	Jacqui Jensen	19/08/2020
Cabinet Member sign-off	ClIr Helen Godwin	24/08/2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	07/09/2020

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



Bristol City Council

Sufficiency Strategy Placements for Children in Care and Care Leavers

v1

2020-2023

PLAN ON A PAGE: Sufficiency Strategy - Placements for Children in Care and Care Leavers

- Ensure that there are sufficient placements, both in terms of numbers and quality, available locally to meet the needs of children and young people who need our care
- In recent years, the number of placements available have not increased at the same rate as the number of children coming into care, and the cost of placements has been rising; we will work to develop the market and ensure value for money
- The action points below are drawn from range of strategy documents, action plans, Market Position Statements and other sources, for more information please refer to these documents which are linked throughout this strategy

Special Guardianship Orders (SGOs) / Adoption

- Revise our SGO policy
- Increase the number exiting care to alternative forms of permanency

Youth Offending & Secure

- Develop placements for children and Young People in care with serious criminal offences
- Review placements available for children in care leaving secure placements, incl. education & health
- Ensure development of preventative approaches is a priority, working with safer options and the Contextual Safeguarding Scale Up Project

Fostering

In-house

- New recruitment and retention approach to attract and retain skilled carers
- Recruit more specialist carers
- Targeted recruitment of BME and Muslim Foster Carers
- Maintain retiring carers as advisors and mentors

Independent Fostering Agencies (IFA)

- Ongoing monitoring of regional IFA framework
- Develop a new Fostering Market Position Statement for 2021
- Explore child specific carer recruitment with IFAs, for children with additional needs and disabilities

Residential

In-house

- Re-profile in-house children's homes
- Proposal to develop a three-bed disabled children's home
- Review links with education and health providers
- Review stepping down arrangements
- Further develop Staying Close arrangements
- More intensive behavioural support for children with complex needs

Out of Authority

- Develop step down plans with providers
- Work with providers to develop approaches that meet new and emerging needs

16+ and Leaving Care

- Increase number and range of providers on high-support framework
- Review youth housing pathway and align commissioning priorities across housing and social care
- Review outcomes of new PA support to care leavers up to 25
- Review impact of Staying Put on foster care capacity
- Analyse results of care leavers Employment Education and Training Social Impact Bond

Unaccompanied Asylum Seeking Children (UASC)

- Review the range of suitable accommodation and make proposals to further develop a variety of care and supported accommodation options

Special Educational Needs and Disabilities

In-house

- Review support available for children with complex communication difficulties
- Assess placements on development of independence and social skills
- Assess and prepare for the impact of the introduction of Liberty Protection Safeguards in 2022
- Ensure strengths based, evidence informed approaches are understood and utilised to deliver best outcomes

Independent Non Maintained Special Schools

- Further develop framework to increase local provision for children with complex needs
- Support providers to improve transition into adult living

INTRODUCTION

The Council is committed to giving all children and young people the best start in life, whatever their background and wherever they live ([Strategy for Children and Young People 2016-2020](#)).

Our vision for children and families in Bristol is that they get the right response, the right assessment and the right help at the right time. In the first instance, we are committed to working with families and children in need to support them to stay together wherever this is safe and in the child's best interest to do so. We will ensure that the children and young people in our care are only those who really need to be.

As Corporate Parents, we hold high aspirations for the children and young people in our care; we want to ensure that they receive the help and support needed to equip them for a successful life. Children in care in Bristol will have equal opportunities to learn, play and grow and be able to access cultural, faith based, leisure and social activities that make being in care an enriching experience ([Bristol Corporate Parenting Strategy](#)).

In 2019 we carried out a system wide transformation of children's services, via the Strengthening Families Programme. The programme focused on the root causes of demand, sought to improve our partnership response to children and families in need of support, and enable us to deliver our vision. In order to achieve this, we invested in early intervention and services on the edge of care, as well as services to achieve permanency including supporting reunification with parents when this is the right outcome for children

We want children and young people, wherever possible, to live in a family setting and we aim for children to live in residential children's homes only when it is in their best interest. Our Strengthening Families programme means our services will be more effective in keeping children in their own families when this is the best option for them. The number of Bristol children in care has fallen by around 11% in the past five years, from 699¹ in 2011/14 to 621 end March 2020² and we want to see this trend continue where it is safe to do so.

The Sufficiency Duty, under Section 22G of the Children Act 1989, requires the council to take steps to ensure, as far as practicable, we can provide children in care with homes that meet their needs, within our area. This involves making sure there is a sufficient range and number of providers capable of meeting the differing needs of our children in care and care leavers.

This Strategy sets out a high level summary of need of our children in care and care leavers. The document presents our current delivery arrangements and our approaches to meeting the statutory responsibility to provide secure, safe and appropriate accommodation over the next three years.

Methodology

This Sufficiency Strategy has been developed in consultation with professionals from across Social Care, Education and Health. Providers have been consulted on our needs through our regular Provider Forum. We have used a range of information sources in putting together this document including:

¹ Children looked after in England including adoption: 2018 to 2019:

<https://www.gov.uk/government/statistics/children-looked-after-in-england-including-adoption-2018-to-2019>

² Bristol City Council QlikSense data

- Statistical analysis of placement data and spend
- A Deep Dive analysis of twelve of the highest costs placements
- Review of the whole system approach
- Identification of areas of concern and pressure points
- Market position statement for children's residential care

In taking forward the Council's aspirations, we will with consult children and young people on how best we should deliver services to achieve our priorities. It is our ambition to develop a group of young commissioners to work with us, in order to co-construct services directly with the children and young people who will be accessing them.

In addition to consulting on any market position statements and policies that are developed as a result of this strategy, we will build requirements into our contracts that service development must be undertaken with children and young people; and that services will be monitored against this requirement. As we develop and shape our Quality Assurance Framework we will triangulate information from contract management with the child's view and those of their social worker and the IRO to ensure we are evidence informed and intelligence led.

Headlines

- Bristol City Council has the second lowest rate of children in care of the English core cities, just behind Sheffield. However, whilst Sheffield's rates of children in care have been increasing, our rate has reduced over the past five years.
- Although the number of children in care has been steadily decreasing over the past five years, the total cost of placements has been increasing.
- The number of children in residential children's homes fluctuates but has reduced from 56 in April 2017 to 45 in April 2020.
- All of our most complex, high cost placements for children in care have been made in independent children's homes or residential special schools, with the majority of these having been made outside of Bristol. This has meant that some children have lost consistent access to services such as Child and Adolescent Mental Health Services (CAMHS), Be Safe (working with children with Sexualised Harmful Behaviour) and BASE (service to support sexually exploited children). Furthermore, seeing and/or keeping in contact with their family is made more difficult; whilst placement distance makes it more challenging for our social workers to effectively support the child and those looking after him or her and the extra travel time further adds to the overall cost of the placement.
- The majority of our children and young people in care with the most complex needs are male and experienced particular difficulty in early adolescence, even in previously long-term stable placements.
- Out of Area independent residential home placements are often made because there is no specialist provision available locally. We are working to improve this, for example, through our re-profiling children's home project, bringing children and young people placed out of area back into Bristol.
- Shortages of local placements are particularly acute for joint education and residential placements. This leads to delays in placing children and young people and contributes to placement instability.

- There is insufficient step down provision from crisis placements to stable children's home placements, into foster care, or return home.
- We perform well in relation to placement stability. In 2017/18 49% of our children in care had no placement changes within the past four years, which is the highest percentage of all the Core English Cities and compares to 42% nationally. However there are a small but consistent number of children in care who do not live in a stable environment, so a 12 month therapeutic support pilot has been established to address this.
- The Strengthening Families programme has positively increased the number of children leaving care to adoption and special guardianship.

Bristol City Council Sufficiency Requirements

- Increased foster homes within Bristol or within reasonable travelling distance of schools
- Highly trained foster carers and quality homes for those children and young people with the most complex needs including those with additional needs and disabilities.
- Foster placements that can:
 - Meet the needs of our most complex children
 - Care for siblings so that they can stay together
 - Care for children in an emergency
- Foster carers who are representative of the children they care for, particularly in relation to ethnicity and religion.
- Residential Children's Homes in Bristol that can support young people to move into a foster placement or to return home to live within their extended family.
- Residential Children's Homes within Bristol that are able to care for our most complex children and young people with very challenging behaviour.
- Residential Children's Homes for disabled children, with suitable adaptations that replicates a home environment.
- Homes for children and young people, particularly teenagers, at risk of exploitation (Criminal and Sexual).
- Increased number of 16+ High Support Housing providers on the Bristol framework to increase market capacity in the local area and deliver a range of support options including shared accommodation and lower support.
- Foster placements and 16+ supported accommodation for Unaccompanied Asylum Seeking Children.
- Local residential provision that can provide secure regulated short term placements.
- Providers who are skilled in preparing young people for adulthood. We will work with providers to ensure they support young people to develop the skills and resilience they need to make successful transition to adulthood and independence.

Related strategies and documents

- [Corporate Parenting strategy](#)

The corporate parenting strategy sets out the Council's approach to delivering on the Corporate Parenting Principles to improve the lives of children in and leaving care, our vision and priorities for children in care and care leavers

- [Pledge to children in care and care leavers](#)

Our Pledge is a promise made by the Council and the Children and Families Partnership to all children in care and care leavers. We have a responsibility to make sure that children in and leaving

our care are safe, healthy and achieving their goals. We promise to do our best to help children in care achieve their full potential. We are committed to involving these children and young people in any decisions that affect their life, asking what they think, listening and taking their views into account. This is part of our commitment to making sure that all children are valued in every aspect of their lives.

- [Local Offer for Care Leavers](#)
- Fostering recruitment strategy
- Special Guardianship Policy 2020 - we are currently finalising our plan and this will be made available once completed.
- [Bristol City Council Young People’s Housing and Independence Pathway Plan](#)

NATIONAL CONTEXT

We have a duty under section 22 of the Children Act 1989 to take steps to ensure, as far as practicable, that we can provide children in care with locally based placements that can meet their needs. We need to ensure there is a sufficient range and number of care providers capable of meeting the needs of children in our care.

Nationally, the number of children in care has grown from 69,470 in 2014/5 to an all-time high of 78,150 in 2018/9. This is a 12.4% increase over five years. Comparatively, Bristol’s Children in Care population has decreased by 11.7% over five years.

The table below details the yearly breakdown³:

Year end	Children In Care population (nationally)	Children In Care population (Bristol)	Percentage change on previous year (nationally)	Percentage change on previous year (Bristol)
2014/15	69,470	699	+0.9	+0.7
2015/16	70,410	674	+1.3	-3.5
2016/17	72,610	684	+3.1	+1.4
2017/18	75,370	639	+3.8	-6.5
2018/19	78,150	617	+3.6	-3.4

Of the current 78,150 Children in Care nationally, the majority (72%) lived with foster families as at 31 March 2019). Of the other children, 12% lived in children’s homes, secure units or semi-independent living accommodation, 7% were placed with parents, 4% in other placements in the community, 3% were placed for adoption and 1% lived in “other placement” or “other” residential settings.

As the number of children in care nationally continues to rise, the market takes time to respond so whilst the number of placements has increased, demand is still outstripping supply. This has created

³ Children looked after in England including adoption: 2014/15 to 2018/19 (SSDA903)

competition between local authorities for local placements, forcing authorities to make placements considerable distances outside their boundaries.

For example, although there has been an increase in the number of Children's Homes in England, the rise in the number of places has not kept pace with the rise of children in care nationally. Between March 2015 and March 2019, the number of places increased by 3% compared to a 12.5% rise in the number of children in care.⁴

Private companies own almost three quarters of the children's homes in England and as the number of local authority-run homes continues to fall, private companies are gaining a greater share of the market. At the end of August 2017, 43 private companies ran 41% of all children's homes in England, with the five largest companies accounting for about 17% of all homes.

Staying Put legislation introduced in 2014 allows young people to remain in their foster homes post 18; whilst this provides placement stability and enables young people to leave home when they are prepared and ready to do so, it also impacts the availability of foster placements for younger children.

Key legislation changes since 2015

Permanence, long-term foster placements and ceasing to look after a child Statutory Guidance 2015:

The Care Planning and Fostering Regulations 2015 amend the Care Planning, Placement and Case Review Regulations 2010 with respect to:

- Foster carers and residential child care workers must be appropriately consulted and involved in decision making for children;
- Where the plan for permanence is long-term foster care there must be an appropriate planning process which considers the needs of the child and the capacity of the carer to meet these needs;
- Where a long-term foster placement is agreed this must be recorded in a child's placement plan; and appropriate and flexible visiting and case review arrangements should be made.
- Where a local authority is considering ceasing to look after a child, it must assess the proposed arrangements for the child and set out the support that will be provided when the child ceases to be looked-after. The authority must consult with the child, their parents and others to ensure that the proposed arrangements are in the child's best interests and will safeguard and promote their welfare. Also, the authority must have robust arrangements in place to scrutinise decisions to cease to look after a child⁵.

The Children Act 1989 and Amendments:

Separated children, including unaccompanied asylum seeking children, should be supported by local authorities in accordance with their duties to children under the Children Act 1989. Section 17 of the Children Act 1989 requires local authorities to '(a) safeguard and promote the welfare of children within their area who are in need; and (b) so far as is consistent with that duty, to promote the upbringing of such children by their families, by providing a range and level of services appropriate to those children's needs'. [2] Section 20 provides a specific duty to provide accommodation to a child who requires it.

⁴ Ofsted Children's social care data in England 2018 to 2019: main findings

⁵ Introduced by [2015 regulations](#)

Children and Social Work Act 2017

Section 3 of the Children & Social Work Act 2017 introduced a new duty on local authorities, which requires them to offer Personal Adviser support to all care leavers up to the age of 25 who request this, whether or not they are in education or training.

It also set out a new duty on local authorities to consult on and publish their local offer for care leavers, which sets out both care leavers' legal entitlements and the additional discretionary support that the local authority provides.

Care leavers have also been given additional support under the Homelessness Reduction Act 2017, and are now considered to have a local connection for housing purposes to the local authority whose care they were under. The Act also introduced general duties on local authorities to help people (including young people aged 16 and 17) threatened with homelessness.

Ofsted Inspection Framework

New Inspection Frameworks have been introduced for independent fostering agencies and for children's homes in April 2018. Local authority fostering services are now inspected under the new framework for local authority children's services (the latest framework was introduced in September 2018). For all services, inspectors now make judgments on a four-point scale: outstanding, good, requires improvement to be good and inadequate. The frameworks operate on the basis that only good is good enough for children. We only wish to place with providers who have been judged to be good or outstanding.

The Education and Adoption Act 2016:

This legislation required that all council adoption services are merged into regional bodies so children can be matched with parents more quickly. Bristol has joined together with five other local authorities through Adoption West, which went live on 1 March 2019.

The Government also introduced measures through the Children and Social Work Act 2017 to increase the number of children placed with their adoptive family sooner and reduce the time children spend in care waiting to move into their new home, by requiring courts to consider a child's relationship with prospective adopters they are placed with, when deciding on an adoption order.

In addition, it also amended the special guardianship regulations so that councils have to carry out more thorough assessments to make sure children placed with family members are in the right home and relatives they are placed with can look after the child right up until they are 18.

Changes in mental capacity legislation

The Mental Capacity (Amendment) Bill has replaced the Deprivation of Liberty Standards (DOLS) with Liberty Protection Standards (LPS) that are intended to provide a more straightforward process to consider the restrictions of people's liberty as part of their overall care package. The LPS will also cover 16 and 17 year olds, having originally only applied to those 18 and over.

LOCAL CONTEXT

Bristol is the 8th largest city and the 10th largest local authority in England with a population of approximately 463,400 people. Bristol has a relatively young age profile with almost one in every five people living in Bristol aged under 16. Between 2007 and 2017 the number of children living in Bristol increased by 12,900 (17.8%), much higher than the England and Wales increase of just 8%. The increase has been largely amongst the under 10s (an increase of 24%).

The child population in Bristol is increasingly diverse; 28% of children (under 16) belong to a Black or Minority Ethnic (BME) group. In Inner City and East Bristol, where child population increases have been highest, 52% of under 16s are BME compared to 21% in the North and 13% in the South.

According to the 2011 census 3,250 children in Bristol have a “limiting long-term illness or disability”, proportionately more than the national average. 12.8% of children and young people aged 5-19 years have a clinically diagnosable mental health problem at any one time; self-harm hospital admission rates for those aged 10-24 years exceed the England average at 618 per 100,000 compared to 421.2 per 100,000 for England⁶. The rate of hospital admissions due to substance misuse is 25% above the National Average (112.9 per 100,000 in Bristol compared to 89.7 per 100,000 in England)

Whilst the total child population in Bristol has been increasing, the overall number of children in care has fallen by 11% in the past five years from approximately 73% of Bristol’s children in care are subject to a full or interim Care Order and 18% are voluntarily accommodated under section 20 of the Children Act 1989 (both figures are similar to national averages).

The overall ratio of girls to boys among Bristol’s children in care is 44% female and 56% male (similar to national averages). However for children placed in out of authority children’s homes the ratio is 27% female and 73% male, whilst this number fluctuates, the percentage of males in this type of placement is consistently greater than females. 64% of Bristol’s children in care are of white ethnic background, with 16% mixed race, 7% black or black British background and 4% of Asian or British Asian background.

The financial climate is increasingly challenging within the public sector and we continue to have to make difficult decisions to make sure we provide the best services, within the funding that is available. This makes it crucial that we contain the council’s spend on placements for children in care by ensuring we support children to live with parents (building strong and resilient families). Where this is not possible we will seek alternatives within birth family or with someone who knows them best. When children do need our care, we must make sure that we find the most suitable, cost effective and stable homes.

For more information on our local context please see the Bristol JSNA Chapter [Looked After Children and Care Leavers](#).

⁶ Public Health England Children and Young People’s Mental Health and Wellbeing Profiles, September 2019;

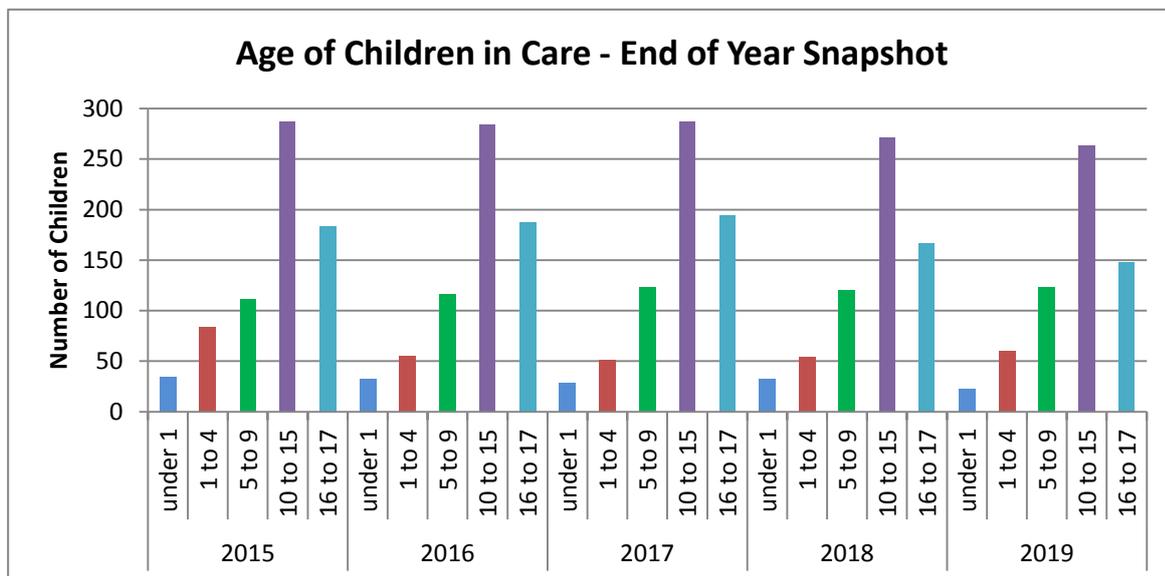
STATISTICAL ANALYSIS

Children in Care population in Bristol

The number of children in care (CiC) in Bristol has reduced over the past five years:

	2014-15	2015-16	2016-17	2017-18	2018-19	Trend
All CiC at 31 March	699	674	684	639	617	
Rate of CiC at 31 March per 10,000 children	76	73	73	68	66	

Age



The number of young people in care aged 16-17 had been steadily increasing, before falling in 2018 and 2019, this fall is attributed to the Strengthening Families Programme that invested in edge of care services, thereby enabling more teenagers to remain in their family. This period has also seen fluctuations in the number of children in care in other age groups but the proportions of those children have not changed significantly. Children aged 10-15 remain the largest age group of children in care in Bristol, as is the case nationally.

Special Educational Needs and Disability

The 2019 national statistical return data showed that 28.7% of Bristol children in care have a statement of SEN or an Education, Health and Care Plan (EHCP), compared to 27.2% of children in care nationally⁷. These figures compare to 2.5% of the total Bristol pupil population and 3.1% of the

⁷National Statistics Statements of SEN and EHC plans: England, 2019

total pupil population in England⁸. Between March 2015 and February 2018, 52% of children placed in out of authority children’s homes had a Statement or EHCP at the point that the placement was made.

Placements

Placements by Provision Type:⁹

		Foster	Residential*	Adoption	Parent	Other Accommodation
2014/15	England	74%	10%	5%	5%	4%
	South West	78%	11%	4%	3%	3%
	Bristol	80%	12%	5%	0%	0%
2015/16	England	73%	11%	4%	6%	5%
	South West	78%	12%	4%	3%	3%
	Bristol	82%	15%	1%	1%	0%
2016/17	England	73%	11%	4%	6%	5%
	South West	77%	12%	4%	3%	3%
	Bristol	81%	15%	2%	2%	0%
2017/18	England	73%	12%	3%	6%	4%
	South West	76%	13%	3%	3%	4%
	Bristol	81%	12%	3%	2%	0%
2018/19	England	72%	12%	3%	7%	6%
	South West	75%	11%	3%	4%	7%
	Bristol	82%	12%	2%	3%	0%

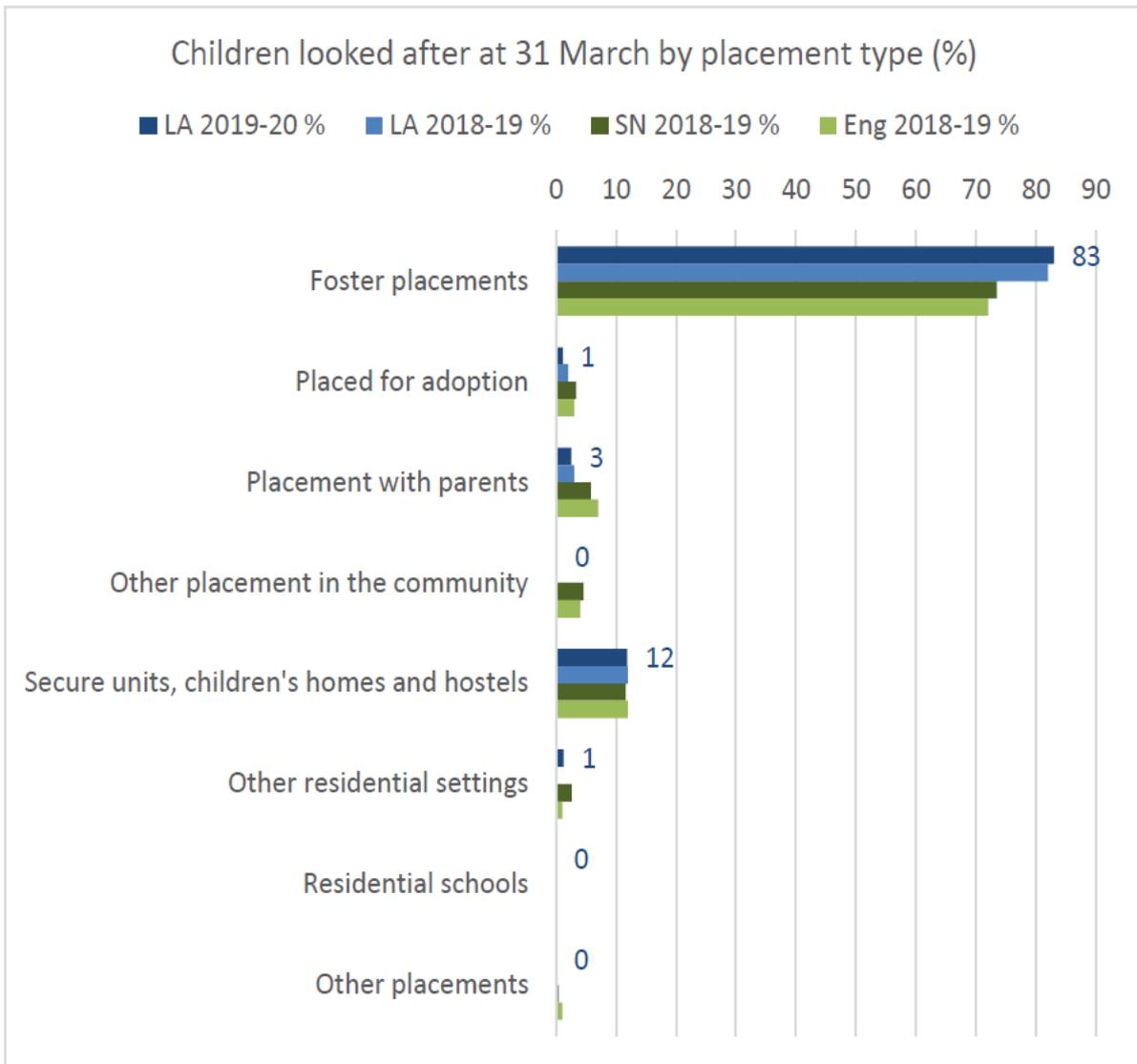
* In this care Residential refers to secure units, children's homes and semi-independent accommodation

The above table gives the breakdown of the type of provision we have placed young people in over the last five years, compared with the regional and national picture. A significant majority of placements are with foster carers, and Bristol has greater percentage of children in foster care compared to the regional and national average. The percentage of young people in residential placements is fairly low, in line with the national average; however the children and young people who are in these placements often have the most complex needs, meaning the placements can be very high cost.

The graph below shows an updated picture of our placement breakdown. The graph compares the types of placements our children in care were living in at 31 March 2018/19 and 2019/20, compared to both our statistical neighbours (SN) and the England average. This shows that we have continued housing a high proportion of our young people in foster homes, and that our residential use is in line with both the national average and our statistical neighbours.

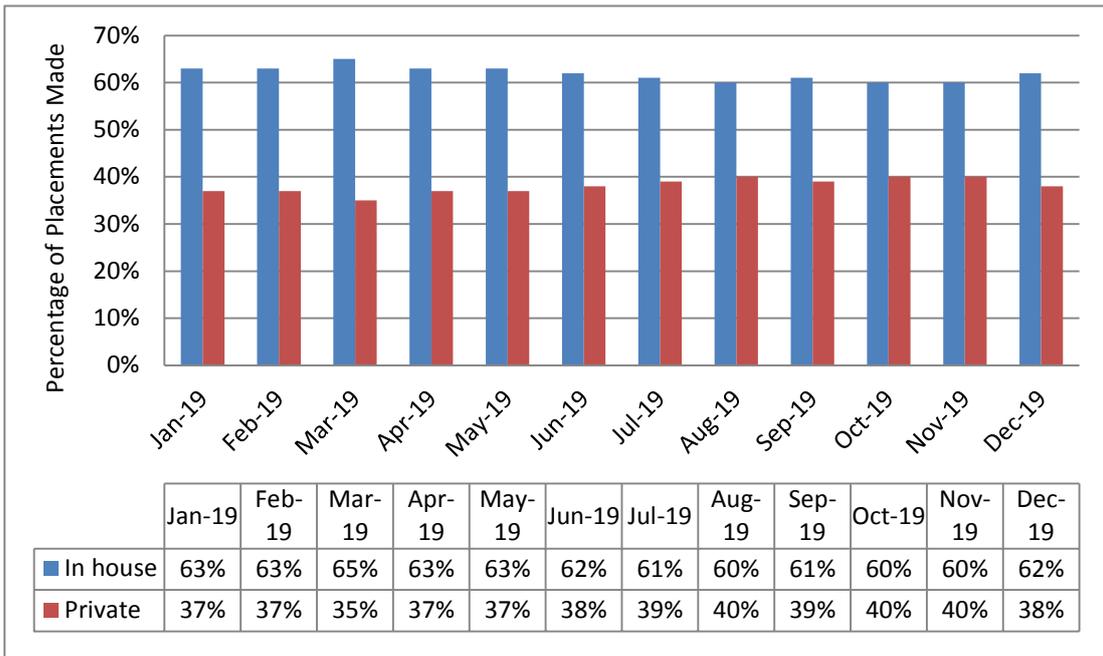
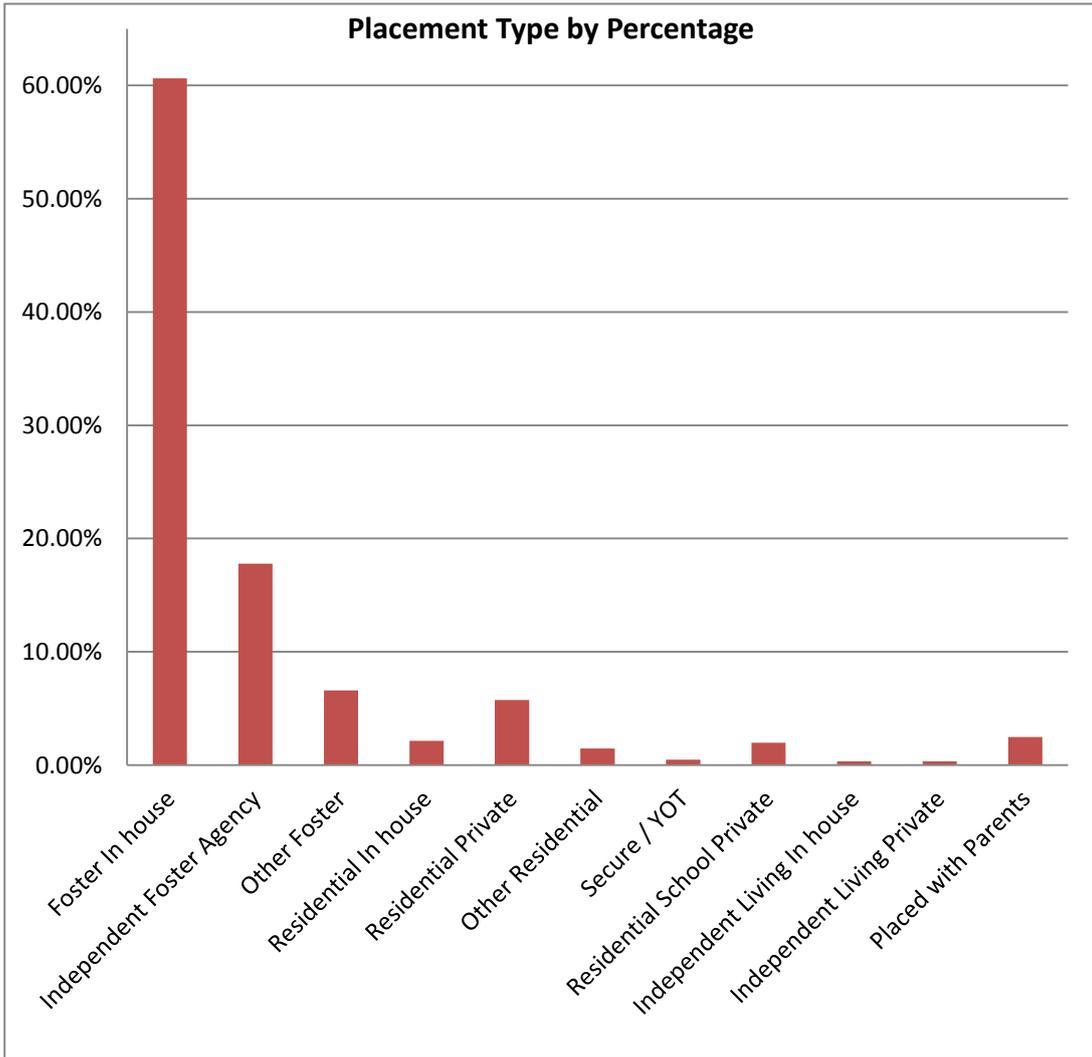
⁸ <https://www.gov.uk/government/statistics/outcomes-for-children-looked-after-by-local-authorities-31-march-2019>

⁹ DfE Children looked after in England including adoption: 2018 to 2019 National Tables

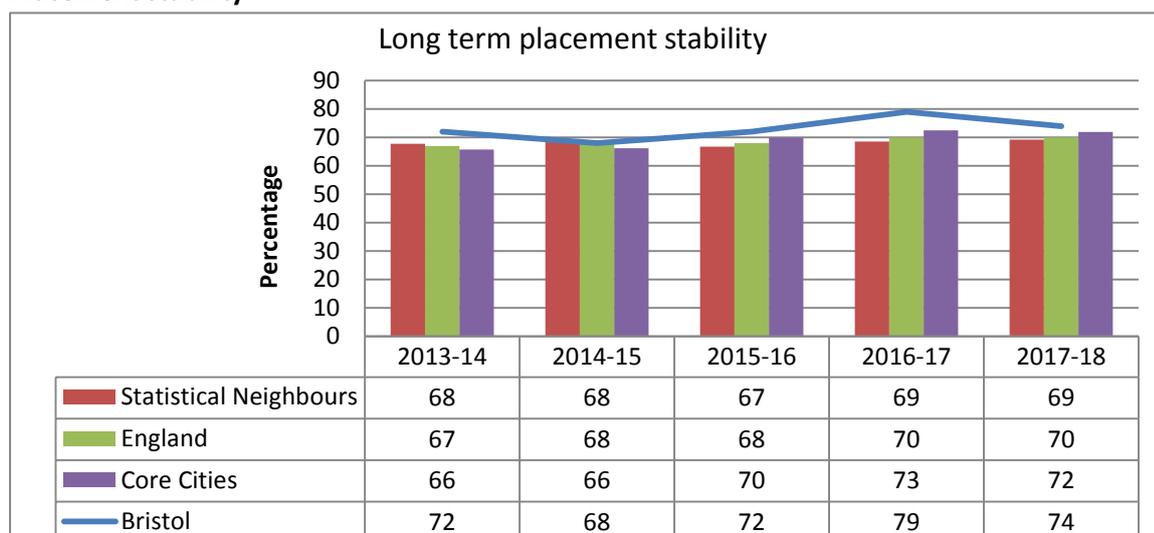


The two charts below offer a more detailed breakdown of the type of provision children and young people were placed in during 2019, showing that the majority of our placements made are in-house and a significant majority of those are foster care. Six percent of placements were made in OOR (out of region) residential homes. Whilst residential care may be the most suitable placement for a small number of young people, we are committed to reducing the number of children in residential care where appropriate. In order to do this we need to recruit and retain highly trained foster carers who are suitably skilled and supported to care for our most complex young people. A new recruitment strategy has been developed to attract more foster carers and increase the number of in-house foster homes available.

We are looking for providers in the local area who can work with foster carers, to support young people to move on from children's homes and provide support to both the child and the carers to make the move a success.



Placement stability:



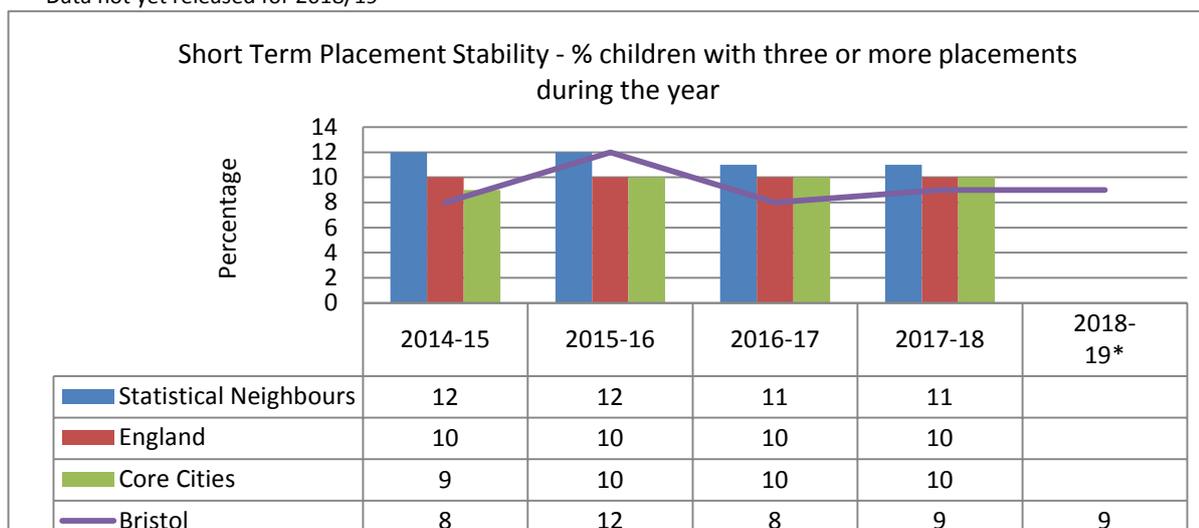
Data not yet released for 2018/19 by Children's Commissioner¹⁰

The graph above shows long term placement stability. This is measured by the number of children under 16, who at 31 March had been in care for at least two and a half years, and have remained in the same placement for at least two years. This includes children who have been adopted where, within the past two years, they had had just one placement prior to living with their adoptive family. Bristol's percentage in 2017-18 was 74%; the target is 'above 70%', which has been met every year since 2015-16. This compares favourably to rates for England (70%) and statistical neighbours (69%).

The stability of our long term foster placements in particular has remained constant over the last five years. We perform slightly better than national, statistical neighbours and core cities average. In 2017/18, 49% of our children in care had no placement changes within the past four years, this is the best of all the Core English Cities and compares to 42% nationally and 43% locally.¹¹

Short term placement stability is measured by how many children in care have three or more placements in the space of a year. In 2018/19, our rate was 9% and the target is 'below 10%'. This is slightly lower than statistical neighbours and national averages and again shows that we are meeting the set target.

*Data not yet released for 2018/19



¹⁰ Children's Commissioner – Stability Index 2019 – Underlying Data

¹¹ Children's Commissioner Stability Index 2019 <https://www.childrenscommissioner.gov.uk/report/stability-index-2019/>

Both of the charts above show that our children experience better placement stability than other local authorities' children; both nationally and across the core cities and our statistical neighbours. This shows that increasing budget pressures have not manifested themselves in a deterioration of placement stability, and that the approach we have taken has worked for the vast majority of our young people.

Distance from home:

During the 2018/19 financial year, approximately 58% of children in care were placed in the Bristol area. Of the placements made outside of the local authority area, the majority were within 20 miles of Bristol in neighbouring authorities such as North Somerset, South Gloucestershire and Bath and North East Somerset. 133 children entered our care between 1 April 2018 and 31 March 2019; of these, 19 (14%) were placed more than 20 miles from home.

Whilst in the last year the South West has seen an increase in the percentage of children's homes judged good or outstanding, it still has the lowest percentage of good or outstanding homes in the country (65%). We are committed to placing children in private homes rated good or above with Ofsted which can limit the availability of local placements, for those requiring residential care. Of our six in-house children's homes, two are rated good, our two new re-profiled homes are awaiting their first inspection and two are currently rated requires improvement. We are continually striving to improve our services and development work is underway to align in-house provision with our ambition to have all of our children placed in homes rated good or outstanding. The new mix of homes, the new trauma informed approach to our children's care and better geographical spread achieved through the re-profiling project will deliver an improved model of home from home provision.

Outcomes

Studies of children in care and care leavers have continually identified poorer health outcomes and increased risky behaviours compared to the rest of the population. These outcomes are linked to a range of factors that are distinctive to these children and young people. Neglect and abuse in childhood are clearly identified as adverse childhood experiences (ACEs), and as such are risk factors for poor outcomes in both physical and mental health during the whole life course.

The CDC-Kaiser Permanente Adverse Childhood Experiences (ACEs) study enhanced our understanding of the link between childhood trauma and poor mental, emotional and physical health outcomes. The study identified ten ACEs:¹²

- Physical abuse
- Sexual abuse
- Emotional abuse
- Physical neglect
- Emotional neglect

¹² Centre for Disease Control – Child Abuse and Neglect
www.cdc.gov/violenceprevention/childabuseandneglect/acestudy/about.html

- Exposure to domestic violence
- Household substance abuse
- Household mental illness
- Parental separation or divorce
- Incarcerated household member

Children who experience four or more ACE's, as the majority of our children in care do, are at the highest risk of having poor outcomes. For example, they have 3x increased risk of heart disease, respiratory disease and type 2 diabetes and are 14x more likely to have been victim of violence in the last 12 months. Without the right level of care and support, ACE's have the potential to affect our children throughout their lives.¹³

Dregan, A. & Gulliford, M. C. (2012) found that being in residential care was a stronger predictor of criminal convictions, smoking and depression/low self-efficacy at age 30 than foster care (statistically significant results).

A joint study undertaken by the University of Bristol and University of Oxford¹⁴ found that children whose final placement was in foster or kinship care did better at GCSEs than those in residential care. To some extent this reflected the duration of the young person's final placement – i.e. the more stable the placement, the better the outcomes – but even the longest term residential (3+ years) scored on average fewer KS4 points than the shortest foster placements.

A recent longitudinal study by Neil, E., Gitsels, L. & Thoburn, J. (2019)¹⁵ of Local Authority children in care data, demonstrated that age at entry to care was a very strong predictor of where children ended up (return to a parent, special guardianship or residence order, adoption or staying long term in care). The study found that more than half (51%) of children entering care age 7–11 stayed long term in care.

These studies support the Council's Strengthening Families Programme's move away from residential care and keeping children and young people at home, or in a family environment, where it is in their best interest and safe to do so. It is however recognised that for some children the best and most appropriate placement option will be residential care.

Placement stability:

Placement instability reduces a child's opportunities to develop secure attachments. It may also exacerbate any existing behavioural and emotional difficulties, making it more difficult for children to establish relationships with carers and thereby contributing to further placement breakdown and

¹³ Relationship of Childhood Abuse and Household Dysfunction to Many of the Leading Causes of Death in Adults, [www.ajpmonline.org/article/S0749-3797\(98\)00017-8/abstract](http://www.ajpmonline.org/article/S0749-3797(98)00017-8/abstract)

For further reading on ACE's go to

www.cdc.gov/violenceprevention/childabuseandneglect/acestudy/index.html

¹⁴ The Educational Progress of Looked After Children in England: Linking Care and Educational Data, November 2015, University of Bristol and Rees Centre, University of Oxford

¹⁵ Neil, E., Gitsels, L. & Thoburn, J. (2019), Children in care: Where do children entering care at different ages end up? An analysis of local authority administrative data [Children and Youth Services Review](#), Volume 106, November 2019, 104472

rejection. As set out on pages 14-15 of this strategy, we perform well in terms of placement stability, with better rates of placement stability than both the South West and National average.

However, there are a consistent number of our children in care, roughly 10%, who do not live in a stable environment. A Deep Dive analysis of our of twelve highest costs placements has demonstrated that these young people have the most complex needs and would greatly benefit from consistency at home. We are committed to exploring innovative and creative ways to support this cohort of young people to live in long term stable placements, so a 12 month therapeutic support pilot has been established to address this.

The pilot's 'team around the child' model provides a three pronged intensive support approach to stabilise both residential home and foster care placements through therapeutic and behavioural support for the young person, support for their carers and support for education providers.

Permanence:

In 2017/18, 21 children exited care to adoption and 22 left to live with connected people with a Special Guardianship Order (6.7% of the CiC population). In 2018/19 these figures increased to 27 children adopted and 46 children who left care under a special guardianship order (11.8%), these increases are attributed to the work that has been undertaken through the Strengthening Families programme.

Education:

The rate of children in care who are persistently absent from school in Bristol is 10.5%, this is lower than both the children in care national average of 10.9% and the South West CiC average of 12.6%¹⁶. Bristol has consistently seen a decrease in persistent absence for children in care year on year since 2016. Children in Care attendance at primary school is significantly better than at secondary school, however persistent absence has decreased overall due to a decrease in secondary pupils' absence. In 2018/19 our results showed steady progress in the educational attainment of children in care. In Key Stage Two, Bristol's children in care outperformed both the national and regional performance average with regards to meeting the expected standard in reading, writing and maths. 43% of our children in care reached the expected standard compared with 36% of children in care nationally and 31% children in care in the South West.

In maths, 60% of Bristol's Key Stage Two children in care achieved the expected standard; this is higher than the national figure of 51% and shows an improvement on 2017/18. At Key Stage Four, Bristol children in care have improved their performance over the past three years, outperforming the regional figures and performing in line with national figures. We have also seen the number of days lost through Fixed Term Exclusions reduce from 305 to 191.

¹⁶ [National Statistics: DfE Outcomes for children looked after by local authorities in England, 31 March 2019: additional tables](#)

Costs and Funding

In house services:

Placement Type	Expenditure 2019/20	Average weekly cost per placement
In-house foster service	£5.97m	£260
In-house children's homes	£2.67m	£4,422
Post 16 supported accommodation	£230,000	£135

Externally commissioned services:

Placement Type	Expenditure 2019/20	Average Weekly Spend per Placement
Independent fostering agencies (IFA)	£5.627m	£605
Residential	£5.4m	£3,770
Post 16 supported accommodation	£1.326m	£1,912
Parent & child (Residential and IFA)	£403,000	£1,454

KEY ISSUES FACING OUR CHILDREN IN CARE AND CARE LEAVERS

Serious Youth Violence and Child Criminal Exploitation:

Street conflict, involvement in serious youth violence and children being criminally exploited can affect any young person; however some young people are disproportionately affected by these issues. Young people who experience adverse childhood experiences are more vulnerable to contextual and complex forms of exploitation and abuse. We are seeing increasing numbers of teenagers in our care who are being targeted by criminal gangs.

Analysis of crime data shows that serious youth violence offences in Bristol have increased by 24% between 2016/17 and 2018/19, whilst serious knife crime offences have increased by 45%¹⁷. We recognise that there is an escalating picture of young people in Bristol who are falling victim to serious youth violence.

¹⁷ Bristol Serious Youth Violence: Problem Profile 2020

Gangs are increasingly exploiting vulnerable young people in Bristol to sustain their criminal activity; this is called Child Criminal Exploitation (CCE). County Lines is one example of CCE and is the growth of organised criminal gangs based in the big cities taking over the supply of drugs in rural and smaller urban areas. It involves CCE as gangs use children and vulnerable people to move and supply drugs and money. We also see vulnerable people being targeted and their homes being used as a base for drug dealing and supply (known as cuckooing), often accompanied by sexual exploitation. This is a major, cross-cutting issue involving drugs, violence, organised criminal gangs, safeguarding, criminal and sexual exploitation, modern slavery, and missing persons.

Young people in care who are placed in unfamiliar areas can be particularly vulnerable to exploitation and this presents a range of challenges for carers, providers and the local authority in keeping these children safe.

Insight Bristol has developed a risk model to identify children at risk of criminal exploitation in Bristol so that appropriate action can be taken to safeguard these young people. The most at risk young people within this cohort are known as Tier 1. As of January 2020, there were 65 individuals within Tier 1; of these 40% were either Children in Care, registered as a Child in Need or under a Protection Plan and 43% have been reported missing¹⁸.

Going missing from care increases children and young people's risk of all types of exploitation. In 2019/20 on our Children's Social Care system there were 16 missing episodes involving 8 children in care where child criminal exploitation was a factor. In 2018/19 8% of children in care had a missing episode during the year, this compares to 11% both in England and the South West.

In response to Serious Youth Violence and Child Criminal Exploitation we are further developing our understanding of these issues and we have established the Multiagency Safer Options Team; this is a collaborative approach between Bristol City Council and Avon and Somerset Police which adopts a public health approach to serious youth violence. We also have a grant agreement in Place with the charity Barnardo's to run a prevention service aimed at young people in Bristol involved in or at risk of serious youth violence.

We are partnered with the University of Bedfordshire in delivering the Contextual Safeguarding Scale Up Project 2019-2022 (<https://www.contextualsafeguarding.org.uk/>). Contextual Safeguarding has been developed by Carlene Firmin at the University of Bedfordshire over the past six years to inform policy and practice approaches to safeguarding adolescents. Contextual Safeguarding is an approach to understanding, and responding to, young people's experiences of significant harm beyond their families. It recognises that the different relationships that young people form in their neighbourhoods, schools and online can feature violence and abuse. The Scale Up Project considers how Bristol's developing practice will adopt and implement the approach.

A multi-agency safeguarding arrangement has also been developed in Bristol called the [Keeping Bristol Safe Partnership](#) (KBSP). The partnership is an amalgamation of the previous Children's and Adult local safeguarding boards and Safer Bristol Partnership. This provides an opportunity to reduce silo working and ensuring a life-course approach to safeguarding of children, adults and communities. The partnership has responsibility to deliver statutory duties to safeguard and promote the wellbeing of children as required by Working Together to Safeguard Children 2018. The

¹⁸ Insight Bristol, Think Family Database

three statutory partners are: Bristol City Council, Avon and Somerset Police and Bristol, North Somerset, South Gloucestershire CCG (BNSSG). The Partnership is working at a regional level to tackle issues that cross local authority boundaries such as County Lines.

For more information on Serious Youth Violence and Child Criminal Exploitation see the [Preventing Gang Involvement and Youth Violence Strategy 2017 – 2020](#) and the [Safer Options Response to Serious Violence](#)

Child Sexual Exploitation (CSE):

Young people who are or were in care, and who have therefore experienced greater levels of adversity than their peers, have increased vulnerability around CSE. Going missing from care increases children and young people's risk of both sexual and other exploitation by adults and peers. Bristol is committed to ensuring that young people who have experienced exploitation are well supported and able to access specialist recovery services in the city. In 2019/20 63 of Bristol's Children in Care had episodes of missing from care; of these young people 12 were known to be at risk of CSE. In addition at the end of March 2020 there were 83 children who were known to have CSE risks; 25% of these children were children in care.

Bristol contributes to a regional contract with Barnardo's (BASE) that provides specialist support for children and young people at risk of or vulnerable to CSE; a high numbers of their service users are children in care. It targets young people to reduce risks and works in partnership with Unity, which provides sexual health services in Bristol. Operation Topaz, a police led multiagency team ensures that the focus is on disrupting the perpetrators of exploitation not disadvantaging children who are victimised.

Mental health:

Data measuring the emotional health and wellbeing of children aged 4-16 who have been in care for at least 12 months is collected via the strengths and difficulties questionnaire (SDQ). The SDQ is a behavioural screening questionnaire which can be completed by children and young people themselves, by their carers and by their designated teacher. An overall stress score is then calculated which can be used as:

- An indicator to track the levels of difficulties children and young people are experiencing and any improvements that are made
- A guide for putting in place the appropriate support services, either from the Council (such as the Placement Support Team) or from partnership agencies (e.g. CAMHS)

Each child is then given a score ranging from 0-40. A score of less than 14 is categorised as being within the 'normal' range; 14-16 indicates a slightly raised score, 17-19 a high score and 20-40 a very high score. Any score over 14 suggests there is a cause for concern about the young person's wellbeing.

The average SDQ score for CiC in Bristol for 2018/19 was 14.3 (borderline cause for concern), this compares to 14.2 nationally and 15.5 in the South West. This figure has remained relatively stable in recent years with the average score between 2010 and 2018 at 14.8. As of 31st March 2019, 36% of

CiC had a score of 17 or over, indicating a cause for concern, this was lower than both that of the National and Regional figure (39% and 45% respectively). Currently, a score of 14 will result in a young person being referred to Thinking Allowed (specialist Children in Care mental health service). A Thinking Allowed professional will undertake a consultation with a young person's social worker to ascertain the most appropriate course of action.

We have recently reviewed how we use SDQ scores to enable us to better identify when a young person is in need of support, and what form that support should take. This will take the form of a triangulated approach utilising all three SDQs to provide a fuller and more rounded picture of the young person so their support needs can be more clearly identified. The aim being that the earlier identification of need will result in children accessing lower-intensity services prior to their needs escalating, and therefore reducing the need for, and demand on, acute services.

In addition to this we have also added the CRIES/8 form onto our social care IT system for practitioners to use. This is a short child-friendly measure designed to screen children at risk for Post-Traumatic Stress Disorder which will also inform a referral to CAMHS.

Trusted relationships are key to helping children and young people recover from the trauma they have experienced. Sometimes that trauma makes it very difficult to sustain placements and enable children to have the time and opportunity to build relationships that heal. Bristol has a treatment fostering and placement support service, as well as dedicated CAMHS team in Thinking Allowed which is focused on supporting carers and children to work through trauma and build safe, stable, nurturing relationships. We are working to deliver this for children living in our children's homes and private children's homes through the therapeutic adolescent placement support pilot, the extension of our Staying Close innovation programme with DfE and the delivery of our re-profiled, smaller children's homes where the staff team are trained in the Bristol Model of therapeutic care. We know that we will not be able to meet every child's needs and we are therefore looking to work with the market to develop therapeutic placements and trauma informed practice.

COMMISSIONING ARRANGEMENTS

We commission placements for Children in Care and Care leavers from a mixed market of internal and external providers.

In order to secure independent placements we are part of several large consortia with other local authorities, using Dynamic Purchasing Systems and Frameworks to purchase:

- Independent Non-Maintained Special School placements; including Residential (Wiltshire Council Procurement lead and, Bristol City Council contract management lead)
- Parent and Child Residential Assessment Centre placements (we are the lead authority)
- Residential Children's Home placements (Southampton and Bournemouth Council's lead – we joined this consortium in October 2019, prior to this we were in the South West Consortium)
- Independent Fostering Agency placements (Bath and North East Somerset Lead)

We also have a Bristol only Dynamic Purchasing System for high support accommodation for young people aged 16-25 in addition to several block contracts with supported accommodation providers.

Being part of these consortia provides us with significant purchasing power and therefore the ability to collectively negotiate in a provider led market. It also enables us to meaningfully engage with and manage the market to achieve efficiencies in the purchasing and development of services.

In addition to the commissioned services, we also run a range of provision for children in care and those preparing to leave care in-house. As of March 2019, we have 227 in-house mainstream foster carers and 64 kinship carers, offering a total of 477 places. We have six children's homes and will be opening two three bed homes in the 2020/21 financial year through the re-profiling project. We run a range of supported flats for young people and a successful supported lodgings scheme, both schemes enable young people to move towards independence while living in a supported environment.

SERVICE AREAS

System Approach

A key aim of the Council is to ensure that children have a secure, stable and loving family to support them through childhood and beyond, and to give them a sense of security, continuity, commitment, identity and belonging. A range of options for permanence exist, all of which can deliver high-quality outcomes for individual children.

The first stage within permanence planning is work with families and children in need to support them to stay together. Wherever safe and possible, children and young people should live with their parents, when this is not possible, within their birth family or with someone who knows them best. We will ensure that the children in our care are only those who really need our care. Working with families to help build strong resilient birth families is a central element of our support for children and families.

Where it is not possible for the child to stay with their parents, we will explore options for living with wider family and friends networks wherever possible to achieve permanency. This could be achieved through Special Guardianship, Kinship Care or a Child Arrangement Order. Special Guardianship is a formal court order which places a child or young person with someone permanently and gives this person parental responsibility for the child. This could be a grandparent, close relative or a family friend. Kinship Care is when the child is placed with a family member or friend by the Council. The carer is assessed and approved as a foster carer to look after the child. A Child Arrangement Order is a court order arrangement between an adult and child. The named carer shares parental responsibility and decision making with the child's parents; the child lives with this care usually until they are 18 years old and continue to have contact with their parents. Where this is not appropriate further options for permanence include Adoption and long term care.

We will always seek to place children in the most appropriate permanent arrangement for them. The majority of children will grow up within a family; however, there are occasions when our assessment will indicate the need for a different sort of placement such as a therapeutic residential home or residential special school. When this is the case, we will always work toward the outcome of a child returning to a family setting where this is in their best interests.

Our Strengthening Families programme invested in edge of care and reunification services so that we are more effective at supporting children in their own families when this is the best outcome for them. When this is not possible, we are investing in new, smaller, children's homes that will enable us to care for children closer to home and maintain links with family and home community.

Escalating needs result in escalating costs; however this is also often accompanied by poorer outcomes. As children are placed further along the care continuum, meaning further away from a family based placement towards residential care, fewer agreed outcomes are met and the poorer the outcomes tend to be^{19 20 21}. We are committed to working in a more person centred way, focusing on the needs of the child and we are working together with a number of partners around this. We will be exploring how we can develop better 'step down' approaches for example, from residential care to fostering to improve outcomes, placement experience and value for money.

Special Guardianships

Special Guardianship is a legal status introduced by the Adoption and Children Act 2002.

A Special Guardianship Order fits broadly between a Child Arrangements Order and an Adoption Order in terms of the carer taking responsibility for the child. Special Guardianship offers permanency for the child.

A Special Guardianship offers greater security than long-term fostering as it lasts until the child reaches 18, but it does not require the legal severance from the birth family that is the result of an adoption order.

The local authority provides a range of support services to special guardians and this is provided by a specialist team, this includes access to the adoption support fund

We are currently developing a new policy document that outlines the support that will be given to special guardians, this will be made available once finalised.

Fostering

Foster care makes up the vast majority of placements for Bristol's children in care. In April 2019 Bristol had 227 mainstream foster carers and 64 kinship carers offering a total of 477 places. As of 1st April 2020 there were 514 children in foster homes, of which 361 were placed with our in house foster carers. In Bristol, approximately 82% of our children in care live in a foster placement, compared with 75% nationally.

Since 2013, our foster carers and young people have embraced the "Staying Put" arrangements available to them. Staying Put supports a young person to remain living with their foster family beyond age of 18. This gives our young people time to prepare for adulthood, experience a similar

¹⁹ The Educational Progress of Looked After Children in England: Linking Care and Educational Data, November 2015, University of Bristol and Rees Centre, University of Oxford

²⁰ Dregan, A., Gulliford, M. C. (2012). Foster care, residential care and public care placement patterns are associated with adult life trajectories: Population-based cohort study. *Social Psychiatry and Psychiatric Epidemiology*, 47, 1517–1526.

²¹ Ford, T., Vostanis, P. & Meltzer, H., 2007. Psychiatric disorder among British children looked after by local authorities: comparison with children living in private households. *The British Journal of Psychiatry*, 190(4), pp. 319-325.

transition to their peers and avoids social exclusion. We have delivered Staying Put placements since before the legislation was introduced; this positive practice enabled us to secure pilot status prior to the legislation and to build from there. Whilst this can limit the availability of foster homes for our younger children, we have taken steps to avoid this where possible. Carers who have the space (and we will support this through loft conversion, pods etc) can provide staying put and continue to foster. Furthermore, often staying put foster carers are not looking to foster again.

Our in house fostering service is responsible for recruiting, training and supporting foster carers. In house foster carers offer us better value for money and there is a drive to build our in house sufficiency. As part of our three year fostering strategy the Behavioural Insight Team are working with the authority to help us develop ways of supporting foster carers through light touch tools, changing existing services and mobilising peer to peer support. They will also help to increase carer engagement through clearer communications. The number of foster carers and the number of placements we provide has stayed broadly stable over the past 3 years. As part of the Strengthening Families Programme, we aim to recruit more foster carers locally to provide a wider foster care offer across the city.

We want to recruit foster carers from a wide range of ethnicities and faiths, so we can place children with a family that best matches their background. As with all children who are fostered, it's important that Muslim and BME children have carers who best suit their needs. Having carers who of the same ethnicity or religion can help BME children to get a better sense of belonging in their foster care household, appreciate their cultural heritage and build and maintain a connection to their community and religion. As such we are seeking to recruit more Muslim and BME foster carers in Bristol.

There are a number of older foster carers, who are approaching retirement. It is important that their skill set is not lost and so the intention is to keep them on as advisories providing a support network to those newer foster carers who are still developing their skills and experience.

The current South West Independent Fostering Agency Framework is in place until 2021. A market position statement to inform our purchasing intentions will be developed when a new framework is being developed, and will be made available to set out our commissioning strategy before this framework ends.

Residential Children's Homes

We are currently undergoing a re-profiling project to create a greater number of smaller homes and close our larger homes. In 2019/20 we opened two, two bed children's homes and will be opening two three bed homes in the 2020/21 financial year. This takes our total number of homes to six. We do not intend to change the total number of beds we provide but we intend to create a more flexible service that can meet the needs of our children needing residential care.

In addition we have two more children's homes providing short breaks to disabled children, which are not in the scope of this sufficiency plan. Our homes provide short and long term care to children aged 12-17 and are located throughout the city.

The number of children living in residential children's homes fluctuates, but has reduced over the past few years from 56 in April 2017 to 45 in April 2020. At the same time, the number of in house residential home placements has increased. This is positive as it means for those children who need

to live in a residential children's home, we have been able to keep more in Bristol where they have existing support networks.

The current South Central regional framework for residential care is in place until 2022 and there are 86 providers on the framework. In April 2020 we had 26 children living in private residential children's homes (not including residential schools), 100% of which were outside of the Bristol area. It is our aim to reduce the number of children in children's homes where this has been identified as the best outcome in their care plan.

Bristol has been awarded funding from the Department for Education to pilot Staying Close arrangements in locations close to our children's homes, with on-going support from their home to broker regional arrangements.

Through this pilot we have created a self-contained flat in the grounds of one of our children's homes. We have improved the housing pathway for young people with direct housing offers being made to young people leaving our children's homes and rent will be paid directly to landlords, avoiding some of the challenges caused by universal credit. Within our homes we now use the ASDAN model to plan and prepare young people for independence.

Please see the Residential Market Position Statement for further information.

Secure Children's Homes/ Welfare Beds

The Police and Crime Act 2017 amended Section 136 of the Mental Health Act to state that children can no longer be held in police cells. As such, when children are experiencing a mental health crisis, are a significant risk to themselves or others, and no other type of placement can keep them safe they may need to be placed in a secure/welfare bed.

Secure accommodation welfare placements are available for young people that meet the criteria set out in Section 25 of the 1989 Children's Act. The Act stipulates that a child being looked after by the local authority may not be placed in secure accommodation unless it appears:

- That he/she has a history of absconding and is likely to abscond from anything other than secure accommodation; and
- If he/she absconds he/she is likely to suffer significant harm
- If he/she is kept in anything other than secure accommodation he/she is likely to injure him/herself or other persons

Although there has been an increase in children presenting with complex mental health needs in Bristol, we have not needed to place any children in this type of provision since 2018. However it is important that there are providers who are able to supply welfare beds that can meet the needs of children with complex mental health needs should this need arise in future.

We also need homes for children coming out of secure accommodation. Although this is a small number of children these young people will be amongst our most complex and we need to have placements that can provide education and care to support young people out of a secure setting.

High Support Accommodation (formerly External Supported Accommodation (ESA))

We have been successful in providing a wide range of supported accommodation in Bristol through a mixed market of in house provision and through block and spot purchasing; we have also been supported by a range of voluntary organisations that help particularly with young people facing homelessness. We are always keen to talk with providers to see how we can jointly develop innovative ideas to meet the needs of children in care.

In house, we run a range of supported flats for young people and a successful supported lodgings scheme, both of which enable young people to move towards independence while living in a supported environment.

We have a block contract for 6 units of self-contained high support flats with a local provider. We have also recently recommissioned the Foyer and St Georges House and this will provide a wider range of housing options for young people who need low, medium and high support housing.

There is a Dynamic Purchasing System (DPS) for High Support Accommodation for young people aged 16+. We currently use this DPS to purchase self-contained supported accommodation only. There are currently 8 providers on this framework; 7 provide ad hoc placements and we have one block contract for 6 high support self-contained flats in the city of Bristol. The cost of provision on this DPS is high and we need to ensure that value for money is achieved going forward.

Our 'off contract' purchasing is still high as the current service specification does not meet the requirements of our young people. We have undertaken an analysis of this provision and have identified that we need to amend the framework to include shared, as well as self-contained accommodation and outreach to enable more flexible support options. We also need to consider specialist provision for unaccompanied asylum seeking children.

A survey of our Care Leavers highlighted the fact that some of them don't feel safe in supported accommodation and felt they did not have any choice about where they lived. In diversifying and increasing this offer we will be able to give young people more choice and control over their move on options and locality.

See [Young Peoples Housing and Independence Pathway Plan](#) for more details

Unaccompanied Asylum Seeking Children

Unaccompanied Asylum Seeking Children (UASC) are asylum seekers under the age of 18, who arrive in the EU / UK unaccompanied by a responsible adult, or who are left unaccompanied after their arrival. Legally, UASC are treated in the same way as children in care who were born in the UK.

Bristol was officially recognised as a City of Sanctuary in 2010, a City of Sanctuary is a place where a broad range of local people, organisations, community groups, schools and faith communities, as well as local government, are publicly committed to welcoming and including people seeking sanctuary. We play a part in this by providing safe care and accommodation for young people seeking asylum and have been able to deliver best practice through the reunification of siblings, working with Home Office, Red Cross and Asylum charities.

We have a duty to assess and accommodate anyone entering the City as a UASC and we have provided safe homes for a number of young people under the National Transfer Scheme. As of August 2020, the number of children in care who were UASC was 45 (6% of the total CiC population) and 85 care leavers were UASC. Under the National Transfer Scheme, Local Authorities are asked to look after UASC (not including care leavers) up to 0.07% of its total child population; we are currently at approximately 0.06% and therefore expect to care for and house more UASC in the future.

Currently all of our UASC are cared for either within the Bristol area or placed as closely to Bristol as possible. 76% of our unaccompanied children and young people live in foster care whilst the remaining 24% are placed in supported accommodation.

UASC are entitled to accommodation up to the age of 18 (and thereafter if status is granted). Some of these young people will need a foster placement whilst some (aged 16 and over) will live in supported accommodation. Some UASC care leavers receive high support accommodation in hostels and their needs could be better met in another supported accommodation setting.

This group is likely to have multiple ACE risk factors and the increase in the number of UASC indicates a probable rise in the prevalence of mental health needs among CiC and Care Leavers. It is important that we have education, employment and training options for UASC; the education of UASC is overseen by The HOPE; Bristol's Virtual School for Children in Care. The HOPE supports Social Workers to apply for appropriate educational provision for all UASC and working closely with local colleges and sixth forms we have funded additional pastoral care for these young people and much improved the education, employment and training rate of 16-17 year old UASC.

Young People Involved in the Criminal Justice System

All local authorities have a legal duty under Section 21 of the Children Act 1989 to provide accommodation for children and young people remanded to local authority accommodation pending a trial or sentencing hearing. These young people automatically have children in care status.

Children and young people can be remanded to secure children's homes, secure training centres or to a Young Offenders' Institution. The local authority is responsible for meeting the costs of these placements. In England and Wales the number of places in secure children's homes has decreased by 18% between 31st March 2012 and 31st March 2019 whilst the use of remand to youth custody has increased by 12%²². There were 13 secure children's homes as at 31 March 2020, offering 231 places. These homes are not split evenly across England with the majority of secure homes in the North.

In addition to the use of remand to youth custody increasing, the severity of the alleged offence that has resulted in remand is increasing too. This means that children are often in our care for longer whilst on remand either awaiting the conclusion of a complex investigation or a trial date. These

²² Ministry of Justice: Youth Justice Statistics Bulletin 2018 to 2019 for England and Wales published January 2020:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/862078/youth-justice-statistics-bulletin-march-2019.pdf

young people accrue leaving care status and continue to be entitled to care and accommodation, subject to assessment on their release, often when this is not what they want.

Bristol has had a year on year reduction in the number of Children cautioned or sentenced; from 446 in 2013/14 to 261 in 2018/19²³. 33% per cent of the sentenced young people have gang affiliations or have been groomed by gang members into offending. It is increasingly difficult to find placement providers who will offer placements to young people who have committed serious offences. Lack of suitable accommodation which facilitates rehabilitation in safe environment can lead to an increased likelihood of a custodial sentence.

In 2018/19 4% of Bristol's 19-21 year old care leavers were in custody²⁴. Approximately seven placements per year are required for young people who are coming out of custody. Their time within the justice system is highly structured and these young people often struggle on release due to lack of structure and routine. Whilst often advanced warning is given of a release date this is subject to change and the team are unable to hold bed spaces for release as providers are reluctant to run with voids. The high support housing providers do not provide enough support to safely accommodate this cohort of young people.

It is our ambition to build relationships and strengthen families to enable young people who are involved in the criminal justice system to return home where this is possible and safe, and Our Safer Options teams are working with Youth Offending Team to achieve this. Where accommodation is required, we will research models of best practice in order to commission appropriate placements that can provide enough support to meet these young people's needs.

Special Educational Needs and Disabilities

It is our aim to give all young people equal life chances as they move into adulthood, by promoting their independence, and having high aspirations for them. The core focus for our disabled children and young people will be on developing independence, met through their personalised outcome focused SMART plan and EHCP.

Within the SEND reforms code of practice, Children and Families Act 2014, we need to focus on the four core areas of 'preparing for adulthood' namely:

- Independent living
- Employment and education
- Having friends and relationships, and be part of the community
- Being as healthy as possible – health needs will include emotional health and sexual health

Through this approach we want to ensure we have the right children in the right place at the right time; and within the methodology of the Signs of Safety's strength based approach ensuring the child's needs are the focus of all intervention. We want to ensure services can provide a creative flexible service that provides a stepping stone to independence and meets the ever changing wishes and needs of the young people

²³ Ministry of Justice: Youth justice annual statistics for 2018 to 2019 for England and Wales.

²⁴ <https://www.gov.uk/government/statistics/children-looked-after-in-england-including-adoption-2018-to-2019>

Children and their families/carers must be at the centre of every stage of the pathway to adulthood, and their views reflected in the plans. Commissioning needs to be joint between children and adult's services, with the Liberty Protection Safeguards and the Care Act assessments being addressed and reviewed appropriately.

Part 3 of the Children and Families Act 2014 requires local authorities and health services to work together to deliver support and services to the children and young people with SEND in their local area. As a part of this joint commissioning arrangements have been established this includes the Joint Commissioning Panel (JCP). This is a joint panel, comprising representatives from Education, Social Care and the Clinical Commissioning Group (health), who meet monthly to review the needs of children and young people with complex needs who require a jointly funded package of support, to agree/challenge requests for care placements.

We require homes for children who have complex communication difficulties and who can also present challenging behaviour. We need local providers who will support these children to maintain their links with their community and enable them to move into adult living.

We are finding it ever more difficult to find high quality homes for our children and young people with SEND; this is in part due to the fact that there is a national shortage of foster placements for children and young people with SEND, particularly for children who use wheel chairs. In order to meet this demand we are exploring child specific recruitment of foster carers for a handful of disabled children who we find increasingly difficult to place.

We also have a smaller number of disabled children who have complex health needs who can no longer be cared for in a family setting and they require residential children's home placements that can meet their complex health and emotional needs, while supporting them to maintain their links with their families and community.

In July 2019 St Christopher's School Residential Unit was closed by Ofsted, this was the only residential home for children and young people with SEND in Bristol. This led to alternative placements being required for the five Bristol young people who were living at St Christopher's and has caused a gap in the market locally. We implemented interim measures to meet this increased need, however this is an area we are working to develop in the long term through incorporating into the wider recommissioning and re-profiling of Bristol's children's homes.

A proposal has been put forward to develop existing Bristol City Council housing stock into a three bed disabled children's home, with suitable adaptations that replicates the home environment for the children. This home will allow the council to house 3 children with severe disabilities whom would otherwise have to be placed out of county, which would be disruptive to family life, their medical connections, and at an ongoing significant cost to the local authority in visiting and placement costs.

Independent Non-Maintained Special Schools (INMSS):

Where a child or young person has an Education, Health and Care plan (EHCP) and their needs cannot be met within a mainstream or maintained special school, a placement in independent or

non-maintained provision may be required, this can include residential schools of either 38 or 52 weeks per year.

We are part of a consortium of local authorities, led by Wiltshire Council, which has established a flexible open framework of providers for INMSS placements for children and young people aged up to 25. Bristol currently has 74 children and young people placed in this type of provision, some of whom are also children in care.

In setting up the new framework we hope to achieve:

- Education placements for those with complex needs including social, emotional and mental health (SEMH) needs, autism and associated challenging behaviours (risk of child sexual exploitation, gang exploitation, anxiety levels which prevent attendance, high levels of physical violence and self-harm)
- Additional local education provision to meet the needs of increasingly complex children and young people in care of the local authority and in Bristol children's homes
- Residential education packages, including confirmed offers of 25 hours per week for children who are statutory school age, particularly those in or near to Bristol
- School places for children and young people with Youth Offending Team (YOT) involvement, and those who need to be placed following release from custody

Please see the INMSS Market Position Statement for further information.

Bristol City Council Equality Impact Relevance Check



This tool will identify the equalities relevance of a proposal, and establish whether a full Equality Impact Assessment will be required. Please read the guidance prior to completing this relevance check.

What is the proposal?	
Name of proposal	Children in Care Sufficiency Strategy
Please outline the proposal.	The Sufficiency Strategy sets out, at a strategic level, the steps being taken across children's services to ensure sufficient accommodation is available to meet the needs of our children in care and care leavers. The Sufficiency Strategy sets out a high level summary of need of our children in care and care leavers, as well as outlining our current delivery arrangements and approaches to providing secure, safe and appropriate accommodation over the next three years.
What savings will this proposal achieve?	None
Name of Lead Officer	Bridget Atkins

Could your proposal impact citizens with protected characteristics? (This includes service users and the wider community)
Please outline where there may be significant opportunities or positive impacts, and for whom.
The strategy pulls together all the various pieces of work taking place across children's services which contribute towards sufficiency. The Council requires a good understanding of the needs of children in care, in order to most effectively target resources to enable us to meet the sufficiency duty, the Sufficiency Strategy lays the foundations for this by setting out the high level needs of children and young people. The various pieces of work outlined in the strategy will have a positive impact on children in care of all protected characteristics by ensuring there are sufficient appropriate and safe placement options for them.
Please outline where there may be significant negative impacts, and for whom.
No negative impacts anticipated.

Could your proposal impact staff with protected characteristics? (i.e. reduction in posts, changes to working hours or locations, changes in pay)
Please outline where there may be significant opportunities or positive impacts, and for whom.
None anticipated

Please outline where there may be negative impacts, and for whom.	
None anticipated	
Is a full Equality Impact Assessment required?	
Does the proposal have the potential to impact on people with protected characteristics in the following ways: <ul style="list-style-type: none"> • access to or participation in a service, • levels of representation in our workforce, or • reducing quality of life (i.e. health, education, standard of living) ? 	
Please indicate yes or no. If the answer is yes then a full impact assessment must be carried out. If the answer is no, please provide a justification.	No, the strategy is simply outlining the local authority's approach to sufficiency, pulling together into one place all the work being done to contribute towards this. Nothing is being proposed which has the potential to impact on people with the ways outlined above, however individual projects being delivered will undertake Equality Impact Assessments specific to that piece of work.
Service Director sign-off and date: Ann James – Service Director Children and Families 14/8/20	Equalities Officer sign-off and date: Reviewed by equality officer 17/8/20

Decision Pathway

PURPOSE: Key decision
MEETING: Cabinet
DATE: 06 October 2020

TITLE	Medium Term Financial Plan and Capital Strategy		
Ward(s)	n/a		
Author: Denise Murray	Job title: Director of Finance		
Cabinet lead: Craig Cheney	Executive Director lead: Mike Jackson		
Proposal origin: <i>Other</i>			
Decision maker: Cabinet Member Decision forum: <i>Cabinet</i>			
Purpose of Report: To present an annual update of the Medium Term Financial Plan (MTFP) and Capital Strategy for the period 2021/22 – 2025/26 to be considered by Cabinet in making recommendations for Council to approve. The two documents outline the Council’s strategic approach to the management of its finances, provides a framework within which delivery of the Council’s priorities will be progressed and will support preparation of the 2021/22 budget. A financial outlook for the period 2021/22 – 2025/26 is produced for indicative planning purposes and a financial strategy with principles on how the Council will approach managing its finance over the medium term. Final decisions on the overall Budget and Council Tax level will be made by Council in February 2021.			
Evidence Base: The MTFP and Capital Strategy provides the financial context within which revenue and capital budget for the Council will be set and the financial planning assumptions will be kept under constant review given the increased level of uncertainty in the financial and economic climate. The MTFP sets the principles and framework under which the budget proposals are developed which are then put forward to Full Council for approval as part of the annual budget setting process. On 25 February 2020 Council agreed the annual 2020/21 budget, directorate spending limits and the Capital Programme covering the period up to 2024/25. This refresh provides an update on the five year financial outlook for the Council’s finances and high level review of the key resourcing principles. The Covid-19 pandemic and subsequent impact on the international and national economic climate context is substantial. The immediate impact on the Council’s finance this year is reported monthly to Cabinet. The MTFP considers the longer term impact this may have on the Council’s finances. There is huge uncertainty as the full impact on the economy and citizens is still unknown and therefore it is essential the Council builds resilience into its medium term planning. Our previous financial resourcing principles have been analysed and the have been reviewed in light of these changes and the MTFP highlights some key principles which are more relevant in our financial strategy going forward. The Chartered Institute of Public Finance and Accountancy (CIPFA) Financial Management code requires authorities to have a rolling multi-year medium-term financial plan consistent with sustainable service plans. The CIPFA Prudential Code requires local authorities to produce a Capital Strategy to demonstrate how capital expenditure, capital financing and treasury management activity contribute to the provision of desired outcomes and take account of stewardship, value for money, prudence, sustainability and affordability. The report has been developed through analysis of relevant data sets and engagement with officers, a scrutiny task and finish group and Cabinet members.			

Cabinet Member Recommendations:

That Cabinet notes:

1. Notes the economic outlook and projections within the 5-year MTFP
2. Notes the strategic planning assumptions
3. Note the creation of the Covid Funding Reserve to retain transparency of the government funding and its deployment over the medium term.

That Cabinet recommend to Council for approval:

4. The Medium Term Financial Strategy for the period 2021/22 to 2025/26 (Appendix A1), which includes the strategy for balancing the budget as set out in the report.
5. The Capital Strategy for the period 2021/22 to 2025/26 (Appendix A2).

Corporate Strategy alignment: The Medium Term Financial Plan and Capital Strategy aim to ensure available funding and budgetary processes are aligned with corporate priorities.

City Benefits: n/a

Consultation Details: Public budget consultation exercise will be carried out annually to help inform Members of stakeholder's views of spending priorities and acceptable levels of Council Tax.

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

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

1. Finance Advice: The financial implications are set out in the Medium Term Financial Plan and Capital Strategy for the period 2021/22 to 2025/26.

Chief Accountant: Michael Pilcher

2. Legal Advice:

The CIPFA Financial Management code requires authorities to have a rolling multi-year medium-term financial plan consistent with sustainable service plans.

It gives clear and understandable information to decision makers on the actions that are needed to ensure long-term financial sustainability and provides the framework against which the Council's annual budget should be formulated and set.

The CIPFA Prudential Code requires the Council to produce a Capital Strategy.

The strategy should cover capital expenditure, investments and liabilities and treasury management overall strategy, and governance. It should enable procedures and risk appetite to be fully understood by all elected Members and allow Members to understand how stewardship, value for money, prudence, sustainability and affordability will be secured.

Legal Team Leader: Nancy Rollason, Head of Legal Service, 28/09/2020

3. Implications on IT: As this is document is a financial approach proposal, there are no direct implications for IT Services. However, IT Services are delivering the technology platforms and strategy that will support the service areas in achieving their savings commitments and to continue to drive efficiency savings; all whilst enabling innovative ways of delivering current/new services.

IT Team Leader:

4. HR Advice: A key principle underpinning the Medium Term Financial Plan is our workforce and productivity. An organisational improvement plan has been put in place which will support the requirements set out in the Medium Term Financial Plan and our Corporate Strategy. Any workforce changes which arise during the financial planning period will be addressed and considered during the annual budget setting process.

HR Partner: Mark Williams, Head of Human Resources, 28/09/2020		
EDM Sign-off	Denise Murray	28/09/2020
Cabinet Member sign-off	Cllr Cheney	28/09/2020
CLB Sign-off	Denise Murray	28/09/2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	28/09/2020

Appendix A – A.1 Medium Term Financial Plan 2021/22 to 2025/26 A.2 Capital Strategy 2021/22 to 2025/26	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal There are no direct equalities implications. An impact relevance check is attached at Appendix E	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	NO
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Combined Background papers	NO
Appendix J – Exempt Information	NO
Appendix K – HR advice	NO
Appendix L – ICT	NO

Medium Term Financial Plan 2021/22 – 2025/26

1. Introduction.....	2
2. Executive Summary.....	2
3. Governance.....	4
4. Council Priorities.....	5
5. Financial Context and Outlook.....	6
6. Five Year Financial Outlook.....	13
7. Budget Strategy.....	25
8. Reserves.....	28
9. Financial Health Indicators.....	29
10. Our Financial Principles.....	30
11. Risk Management.....	31
12. Consultation and Cumulative Equalities Impact Assessment.....	32
Annex 1: MTFP Principles.....	33
<i>Spending Principles</i>	33
<i>Investment Principles</i>	33
<i>Efficiency Principles</i>	34

1. Introduction

- 1.1. The Medium Term Financial Plan (MTFP) is a key part of Bristol City Council's (the Council) Policy and Budget Framework and financial planning process. It sets out the Council's strategic approach to the management of its finances and provides a financial framework within which delivery of the Council's priorities will be progressed.
- 1.2. The MTFP is a rolling 5 year plan which is currently covering the period 2021/22 to 2025/26. It is intended to outline, in broad terms, the specific service and funding issues over the 5 year period and how the Council will, within its financial constraints, fund its priorities and ensure financial sustainability and resilience can be achieved.
- 1.3. It is important to understand that the MTFP does not constitute a formal budget. It provides the financial outlook, context and resourcing principles for the annual budget setting process, considerations of the Council's budget requirement and Council Tax levels. As a living document it is subject to annual review and revision. It needs to be responsive to changing national and local conditions, in order to take account of emerging risks to the Council's financial position and to protect the financial health of the Council.
- 1.4. Final decisions on the overall Budget and Council Tax level will be made by Council in February 2021.

2. Executive Summary

- 2.1. The COVID-19 pandemic has had a considerable impact on the Council and the City. In responding to the public health, social and economic crisis the Council has taken steps to support its residents, businesses, suppliers and the wider community. There is much uncertainty as to what lies ahead and the associated long term impact on public finances.
- 2.2. In this respect, the most immediate issue is the effect of COVID-19 on the Council's budget which is considered in detail in the report and provides the backdrop to the annual refresh of the financial plan for the period 2021/22 to 2025/26 so that consideration can be given to the formulation of a budget for the next financial year and over the medium term.
- 2.3. In assessing the financial outlook and defining the key components of the general fund financial plan, we have separately assessed COVID-19 and one off related financial challenges, impact and mitigations from other non COVID-19 related risk and opportunities.

- 2.4. The **COVID-19 and one-off** related financial challenge for the Council is currently estimated to be circa. £72.7m over the medium term on the General Fund. This is predominantly attributed to additional costs incurred in responding to the pandemic and significant loss on income directly related to restricted activities and/or the changing economic climate and barriers in delivering transformative efficiencies. Of the shortfall £28.3m will impact on the Councils budget in 2020/21.
- 2.5. This indicative projection on funding gap takes into account the assessment of further reductions in the Council's planned tax bases (council tax and business rates) and the impact of COVID-19 on 2021/22 and beyond. This includes £38.2m attributed to the collection fund deficit (Council tax and business rates) and that we are anticipating, as outlined by government, changes will be introduced so that tax deficits from 2020/21 only can be spread over 3 years rather than one.
- 2.6. At the time of writing, the estimated Government financial support is expected to be in the region of £53.6m, supporting 73.6% of the estimated shortfall. Following adjustment of our key assumptions (section 6.26) this leaves a general fund budget gap of £19.2m over the MTFP period.
- 2.7. All figures above contain a level of uncertainty and the recent introduction of more stringent social distancing measures which are expected to be in place for the remainder of 2020/21, this will mean the scale of the shortfall is likely to vary. Whilst we have modelled scenarios, the actual outturn losses incurred and corresponding funding will be determined by the need, costs, scale and duration of ongoing impacts of the crisis.
- 2.8. As at Period 5 2020, £10m of the total planned transformation efficiencies programme for the MTFP period are being reported at risk for non-delivery (£6m in 2020/21 and £4m for future years). The savings gap is largely attributed to adult and children social care, commercialisation and facilities management. These will be subject to review under the 2021/22 budget setting process.
- 2.9. COVID is expected to have an impact on both income collection and service delivery for the Ring-fenced Housing Revenue Account (HRA). Increased financial hardship for tenants is expected to lead to an increase in rent arrears, and the potential for a material number of tenants supported by Universal Credit due to the impact on the wider economy. This will be partially mitigated by the delays in delivering the capital programme and planned maintenance works over this period albeit emergency works on dwellings will still be required. The Housing Revenue Account is forecasting a balanced position with the ability to contain variations within the associated HRA earmarked reserve.
- 2.10. In relation to Ring-fenced Public Health service, the COVID-19 pandemic has resulted in reprioritisation of resources for outbreak management including identifying and managing cases, clusters and outbreaks, providing a 7 day acute rapid response (over the a 18month to 2 year period), and providing specialist public health advice to the Council, partners and members of the public.

- 2.11. The Forecast deficit for the Dedicated Schools Grant (DSG) is £8m as at P5 2021/22. This deficit is predominantly driven by significant year on year increases in the volume and needs within the Education Health Care Plans (EHCPs). The DFE have provided additional funding to schools to cover some of the additional costs as a result of COVID-19 for the period March to July 2020. Further funding beyond July 2020 has not yet been announced. The additional funding does not however cover the costs of loss of self-generated income which the DFE recognise will put some schools budgets under pressure. In addition schools are experience a variety of additional pressures to ensure the safe running of their establishments which are not covered by the additional funding and there will be cost pressures affecting budgets for many schools.
- 2.12. In facing these future uncertainties, this MTFP focuses on the Council's financial sustainability, recovery from COVID-19 and its resilience in dealing with any future shocks.
- 2.13. The recovery from this public health crisis also presents the Council with an opportunity to solve some of the City's most intractable problems – from rough sleeping to climate change as the world has changed, and the Council can look at closely at the services it provide, what will stop, start, continue or re-scope moving forward and what are the most important to local residents, businesses and communities.
- 2.14. The Council currently holds reserves (unallocated and earmarked) circa £202m, some of which is likely to be utilised to fund any net funding gaps that are not covered by further government financial support, local service transformation or efficiencies. It is recommended that the long term plans going forward include a provision for building these reserves back up for the original purpose intended.

3. Governance

- 3.1. The Chartered Institute of Public Finance & Accountancy (CIPFA) Financial Management (FM) Code aims to ensure that each local authority has in place appropriate financial management arrangements. The FM Code will apply to all local authorities, including police, fire and other authorities from 2021/22.
- 3.2. It is designed to support good and sustainable financial management throughout the full financial cycle of financial planning, budget setting, in-year monitoring and reporting and statutory reporting. It will provide assurance of prudent use of public resources, effective management of resources, adherence to legislative requirements in our jurisdictions and evidence of good governance. The framework sets explicit standards of financial management and complying with the standards will be the collective responsibility of elected members, the Chief Finance Officer and the leadership team.

- 3.3. In respect of financial planning the Council can demonstrate the following on its journey to full compliance:
- The Council's Policy and Budget Framework, Financial Regulations and codes such as The Prudential Code for Capital Finance and Treasury Management Code of Practice and due regard to our statutory duties, have been integral in guiding the financial planning arrangements and propositions within the MTFP.
 - Links to the Council's Corporate Strategy, contributing to the One City Plan and delivery of our top priorities.
 - Long term financial forecasting and medium (5 year) financial planning is undertaken with the proposed allocating of resources towards short, medium and long-range goals.
 - Forecasts future known additional spending requirements, likely resources, emerging pressures, opportunities and risks.
 - Aligning overarching spending plans to an assessment of the future available resources and where there is uncertainty proposing the measures to be considered to ensure financial sustainability and resilience.
 - Ensuring elected members and officers (typically through a series of iterative briefings / working groups and scrutiny sessions) are informed and have the ability to scrutinise and scope the high level proposals during development.
 - Through the process where appropriate and or necessary, we will also consult the public on subjects such as Council Tax increases, with the output feeding into the Council Tax levels and budget recommended to Council for approval.
- 3.4. The council will continue to assess its compliance with the new FM Code and take the necessary steps to demonstrate sustainability and resilience and ensure the Council's readiness for compliance through the 2021/22 budget cycle.

4. Council Priorities

- 4.1. The Council approved Corporate Strategy 2018 - 2023 set out the vision for Bristol and the priorities to be delivered Pre-COVID-19:

"Our vision is for Bristol to be a city:

- In which everyone benefits from the city's success and no-one is left behind;
- Where people have access to decent jobs and affordable homes;
- In which services and opportunities are accessible;
- Where life chances and health are not determined by wealth and background;
- That leads on tackling climate change and the damaging impact of air pollution;
- Which is easier to get around and has improved public transport."

"Aspiration and equality" lie at the heart of the vision for building a better Bristol.

- 4.2. In light of the COVID-19 pandemic the Corporate Strategy will be revised in 2021 to respond to the changing needs of our workforce, residents and businesses.
- 4.3. This MTFP seeks to complement the Corporate Strategy and the Council's contribution to the One City Plan (long term), setting out a framework to ensure the Council lives within its means and can target available resources to the priority areas outlined. Any revision of the Corporate Strategy in 2021 will be captured in the next refresh of the MTFP.

5. Financial Context and Outlook

The financial outlook focuses the implications of the following over the period of 5 years:

- Forecast impact of COVID-19 Pandemic and the financial recovery:
 - Global and national economic factors
 - Regional and local economic factors
 - Local Covid Impact
 - Local economic recovery planning

Economic and Financial Context

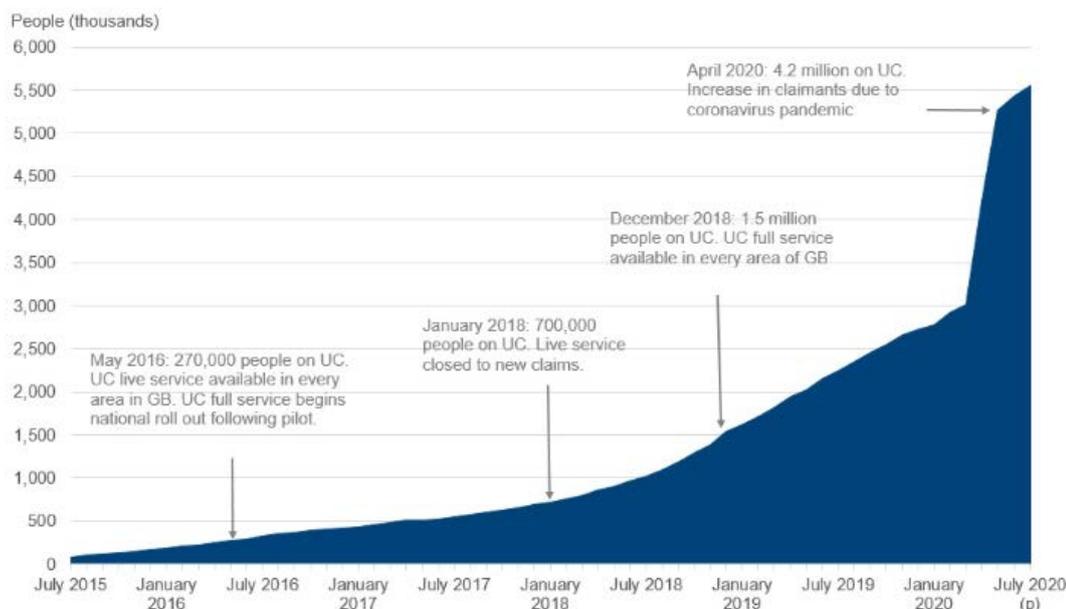
Global and National Context

- 5.1. At the time of writing this report, amid the COVID-19 Pandemic, the UK is on the verge of a second outbreak heading into the autumn/winter season. The Office for Budget Responsibility (OBR) has published 3 possible scenarios in July for the UK economy as it tries to recover from the pandemic. The central case scenario indicates the economy recovers more slowly than previously anticipated, with Gross Domestic Product (GDP) falling by 12.4% (10.6% and 14.3% under the upside and downside scenarios) in 2020 and regaining its pre-virus peak by the end of 2022. Business investment is 6% lower over five years than expected before March. Unemployment and business risk are significant, which are exacerbated by lower levels of investment mean the level of GDP after inflation is estimated to remain 3% lower in 2025 than previously anticipated.
- 5.2. At a national level in responding to the pandemic the government have put in place a number of schemes to support businesses and individuals. However, this has significantly increased government borrowing. The budget deficit (shortfall between tax income and expenditure) reaches 16% of GDP (£322bn) in 2020 (13% and 21% under upside and downside scenarios). The UK's national debt / total budget deficit increased above 100% GDP for the first time since the early 1960s. This is in stark contrast to the net deficit of £25.5bn at end of March 2019. The official statistics are yet to incorporate expected losses on government-backed loans to companies and

£24bn of new spending for the NHS, vaccines and coronavirus testing which will push the figure in excess of £400bn.

- 5.3. Unemployment has more than doubled from 1.3 million in 2019 to 3.5 million by 2021, outstripping the impact of 2008 financial crisis. This is also partly evidenced through the significant increases in the number of Universal Credit claimants between April and July due to the pandemic reaching over 5.5m in July 2020.

Figure 1: Universal Credit Claimants



- 5.4. The total unemployment rate at the end of July 2020 was 4.1% (and it is estimated that in all scenarios, prospects for employment and unemployment will depend heavily on what happens to furloughed workers once the CJRS is closed at the end of October 2020 and the take-up of the job support scheme by employers. Assumptions were made that unemployment would continue to rise beyond the second quarter, despite output recovering to an extent. The unemployment rate is estimated to peak at 12% in the fourth quarter in the central scenario (10% and 13% in the upside and downside scenarios).
- 5.5. Now that the UK has formally left the EU, there is a transition period until the end of 2020, while the UK and EU negotiate additional arrangements. Current rules on trade, travel and business will continue to apply during the transition period. New rules will take effect on 1 January 2021. The economic implications of Brexit are still very difficult to forecast and quantify with the terms of exiting the European Union yet to be confirmed. Some of these uncertainties, changes in policy and how potential changes to legislation will impact on services (such as EU targets around waste and recycling) are still yet to be seen. More information about the Council's preparation for Brexit can be found here: <https://www.bristol.gov.uk/mayor/bristol-and-brexit>.
- 5.6. Climate change also remains a significant concern for the future resilience of the environment. While the COVID-19 restrictions on travel and work did lead to a

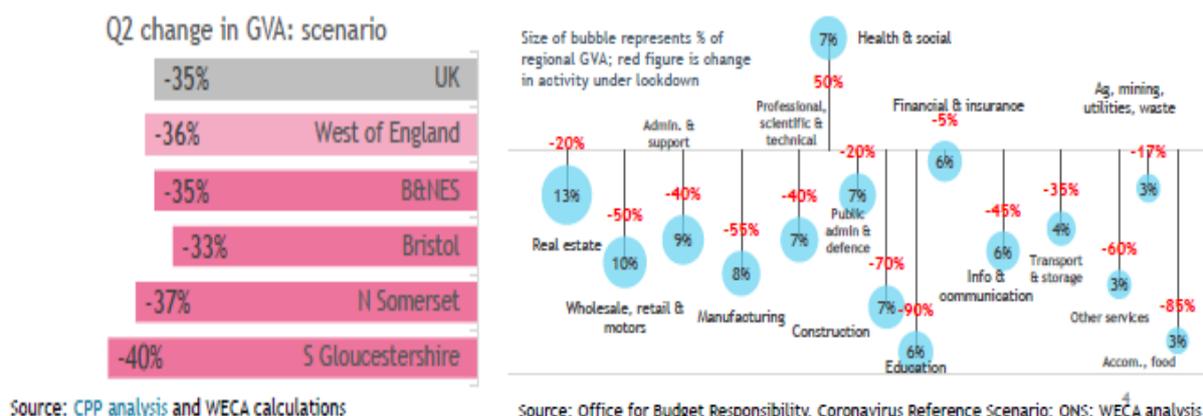
sudden reduction of both Greenhouse Gas (GHG) emissions and air pollutants, according to studies, this brief spell will have little impact on the wider climate crisis; however an economic recovery plan that incorporates an environmentally friendly future could help in the fight against global warming.

5.7. The 15th edition of Global Risks Report (2020) from the World Economic Forum describes key issues such as the economy, the environment and climate change, technology, cyber risk and public health dominate the unsettled global landscape. There is still scope for stakeholders to address these risks, but the window of opportunity is closing. Coordinated, multi-stakeholder actions are needed quickly to mitigate the worst outcomes and build resilience across communities and businesses.

Regional and Local Context

5.8. Applying the OBR’s assumptions on sector impacts produces a scenario of a fall in GVA of 36% in quarter 2 in the West of England, before recovery in Q3. With different mixes of industries, the impact will vary for each UA and different sectors face different impacts, based on ability to work from home, key workers, sickness, and changes in demand.

Figure 2: Change in GVA Scenario and Sectorial Impact



5.9. Locally the Council is doing remarkable work to address the challenges brought by COVID-19. We have redirected or pooled our resources; responded to new challenges with innovative solutions to ensure the most vulnerable citizens and businesses are protected and supported as a priority.

5.10. Between March and July 2020, Bristol had seen the highest proportion of increase in people on Universal Credit (UC) amongst core cities; however the proportion of people on UC in relation to the working age population remains one of the lowest amongst core cities.

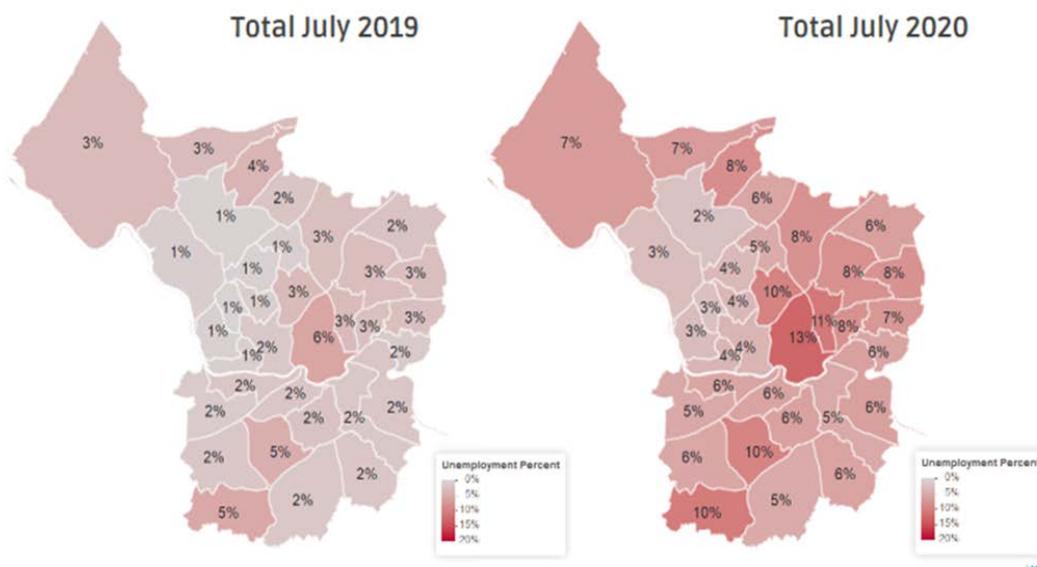
Figure 3: People on Universal Credit

	People on CU	Mar-20	Jul-20	Change	Mid- 2019	Age 16-64 on UC
Type of LA	LA Name	Number of	Number of	%	Age16-64	%

		People	People			
Core City	Manchester	42,120	70,931	68%	389,646	18%
Core City	Birmingham	91,036	141,909	56%	733,672	19%
Core City	Newcastle	23,628	34,683	47%	206,358	17%
Core City	Liverpool	31,921	55,727	75%	337,574	17%
Core City	Nottingham	19,371	33,605	73%	231,589	15%
Core City	Leeds	35,450	66,638	88%	516,054	13%
Core City	Sheffield	23,004	43,437	89%	384,610	11%
WoE	North Somerset	8,462	15,285	81%	124,292	12%
WoE	Bath and North East Somerset	7,584	13,217	74%	124,250	11%
WoE	South Gloucestershire	7,056	15,806	124%	177,914	9%
CC/ WoE	Bristol	19,257	39,770	107%	317,249	13%

5.11. Within Bristol there are also significant levels of poverty and inequality. Bristol continues to have deprivation areas that are amongst some of the most deprived in the country and these can lie adjacent to affluent areas. Whilst job losses are expected across all sectors and all skills levels, some groups are expected to be hit harder than others. These include education leavers, young people, over 50s, people with lower levels of qualification and people from disadvantaged / under-represented groups e.g. women, BAME and disabled people.

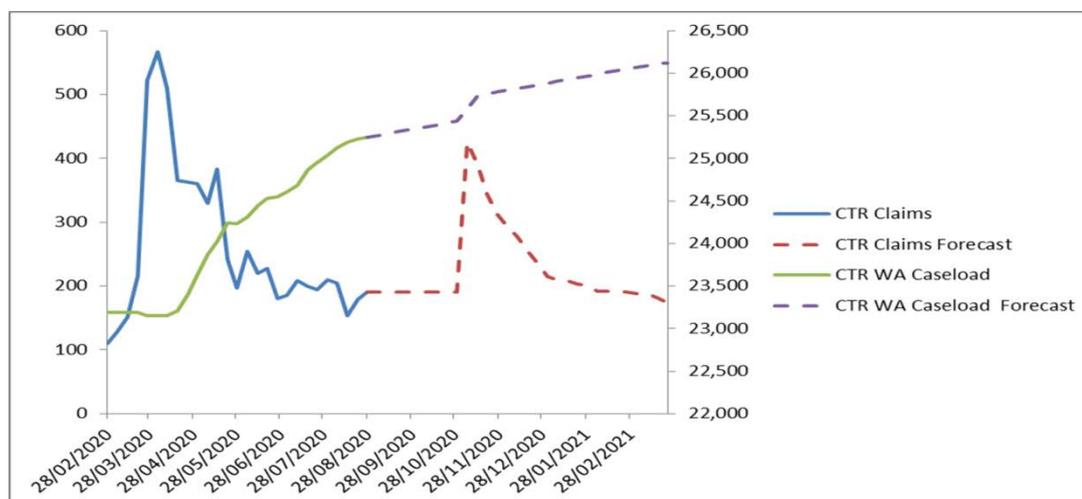
Figure 4: Unemployment benefit claimant count at ward level (% working age population)



5.12. 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. With the current furlough coming to an end in

October and the less generous job support scheme, it is estimated that the total approved CTRS claims in 2020/21 will increase by 13% comparing to pre-pandemic levels.

Figure 5: Bristol CTRS Trend



5.13. Similarly Discretionary Housing Payment (DHP) is a local fund to assist Bristol citizens to meet their housing costs and reduce the likelihood of eviction and subsequent homelessness. Albeit capped by Housing Benefit or Universal Credit, there had been a significant increase in funds awarded since March 2020.

5.14. Partly funded by the government hardship grant, the Local Crisis Prevention Fund (LCPF) was increased to support emergency payments to applicants to assist with living expenses and household goods. LCPF is also used to support UC claimant during their application processing time, often up to 5 weeks, and any delays of the first payment. In some cases they are also referred to the foodbanks for additional support. There had been a spike of activity over the past few months and it is anticipated that a further rise in claims will coincide with the expected increase in UC claims.

5.15. The number of referrals to all 7 Foodbanks under LCPF in the city had seen over 200% increase in the month April and May 2020 comparing to the same period last year, with an average 30% increase up to August.

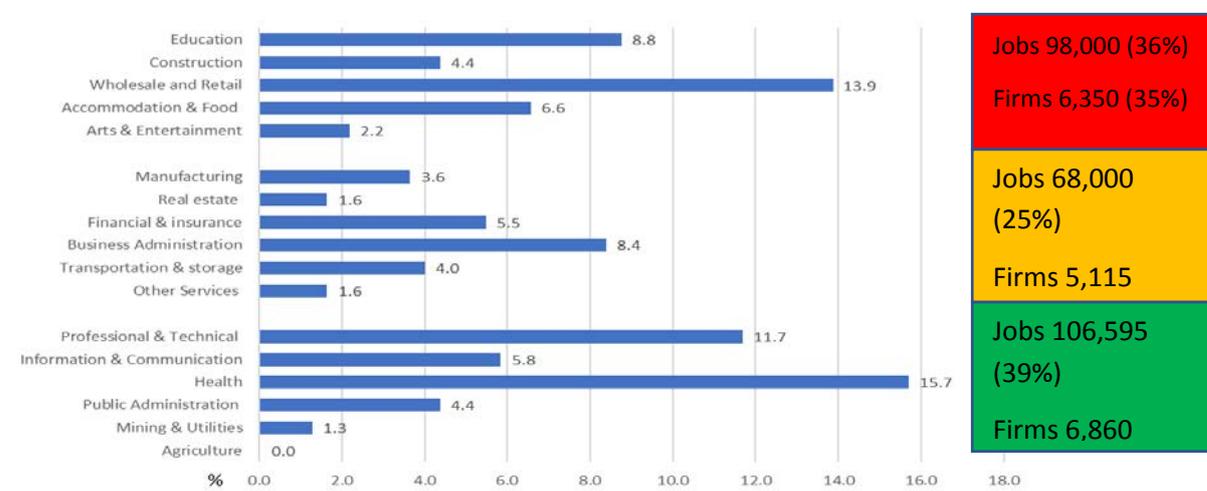
5.16. A group particularly vulnerable to the pandemic includes those who are homeless, in temporary accommodation, rough sleeping or vehicle dwellers. Homelessness has increased in recent years with rough sleeping more than doubling since 2011, disproportionate shared across urban population and cities, partly as a result of higher housing prices and private rents. At the last annual count in November 2019, Bristol had the 3rd highest number of people sleeping rough in England and Wales and the highest numbers outside of London. Manchester and Birmingham are also in the top 10 local authorities with highest numbers of people sleeping rough.

5.17. During the pandemic, Bristol has initially housed over 230 additional individuals in accommodation however a large numbers were also back on the streets during the summer months. The cost of the accommodation and support required to protect these individuals is significant. As the autumn and winter season approaches with the risk of a second outbreak, homelessness provision may present itself with a cyclical pattern where health concerns and risk of community transmission persists; there is a call for longer term housing solution in the city. The Council is working closely with the voluntary sector to ensure that residents are able to access all entitlements to welfare support and any discretionary funding available and taking a multi-agency approach to developing pathways out of crisis that tailored to specific communities. It will be vitally important to ensure that families do not extend their debt burden due to the crisis, given clear implications for individuals’ mental health and risks of homelessness.

5.18. Overall there had also been considerable and growing demand for housing in Bristol, with limited choice and supplies. This is resulting in increased rents and house prices outstrip the national average over recent years. Many more homes are needed to meet the demand. In September 2020, Government announced a new Affordable Homes Programme 2021 to 2026 (AHP) to support the development of affordable housing for rent or sale. Locally for Bristol the Council’s own affordable housing policy also provides additional top-up grant for local schemes.

5.19. Form the Business and Investment perspective, the pandemic has affected all parts of the local economy, with businesses facing a loss of trade, temporary closure, displacement of staff, rising levels of debt and deep uncertainty about the future. Moreover, the impact of the crisis has been uneven across sectors, with customer-facing businesses in retail, the visitor economy, culture and education experiencing the greatest shock. As shown in the Figure below: there are severe implications in the short term, until the need for social distancing is removed, and for many businesses longer term challenges rebuild their customer base and repay debts accumulated during the lockdown period.

Figure 6: Bristol COVID Impact Risk by Sector



Local Economic Recovery Plan

- 5.20. In June the Council published a renewed economic statement of intent that sets out the city's roadmap to recovery from the pandemic: addressing the emergency needs of our economy and setting out the principles of Build Back Better. It highlights key areas of risk for Bristol's businesses, residents and Voluntary, Community and Social Enterprise (VCSE) sector, to protect the long-term viability of the economy. It recognises the priority to gear the actions toward the communities and places, Black, Asian, and minority ethnic residents, young people, adults and businesses that will be disproportionately affected by the crisis and the recession that will inevitably follow. The actions contributed to the Council's wider commitments to climate change, equality of access and opportunity and to the delivery of the sustainable development goals towards a healthy, open, productive, equal and sustainable City:
- Seek to reduce poverty and inequality;
 - Increase the city's resilience and environmental sustainability; and
 - Enhance the economic and social wellbeing of every community.
- 5.21. For jobs and skills Build Back Better means improving the quality of work through the City's commitment to a living wage, reducing the number of workers earning below the living wage, reducing the proportion of residents reliant on insecure work, and increased investment in workplace training meanwhile addressing the prevailing structural inequalities.
- 5.22. Similar to effects on the labour market, we are facing a transformative moment for businesses. The recovery process is an opportunity to protect those areas of the economy vital to the future development of the City, focusing on accelerating investment in infrastructure and skills that contribute to productivity and working with businesses to improve the quality of work with a targeted approach. Build Back Better is about a more inclusive, sustainable and equitable economy.
- 5.23. A central part of Build Back Better is to also to secure the maximum benefits from a transition to a green economy. With accelerated investment in energy efficiency initiatives, environmental improvements, low emission vehicles and growing global markets for renewable energy and waste reduction, green skills and employment an important foundation for skilled jobs. Working with employers and shaping public procurement provide an important opportunity to both build momentum for recovery and create the jobs for a sustainable future.

6. Five Year Financial Outlook

The financial outlook provides the indicative funding envelope that facilitates the development of service plans and budgets that will best allocate resources in a manner that will enable effective mitigations of risks and deliver the Council's key objectives and ensure our financial resilience.

- 6.1. The Budget approved at full Council in February 2020 outlined a 5 year balanced position with a small surplus anticipated in 2025/26. The net budget over the medium term is inclusive of a tail of £12.5m of savings and efficiencies previously agreed (2018/19) and impacting 2020/21 to 2022/23 financial years.
- 6.2. The table below summarises the indicative funding envelope and adjustments made prior to the impact of COVID-19 over the MTFP period.

20/21		21/22	22/23	23/24	24/25	25/26
£m	Pre-COVID Funding Position	£m	£m	£m	£m	£m
365.165	Baseline B/F	377.680	385.190	393.150	401.620	410.240
4.765	Pay Award & Increments	4.973	5.181	5.472	5.472	5.472
4.599	Net Inflation	4.754	4.951	3.785	3.785	3.784
7.500	Capital Financing	0.027	(0.588)	0.214	(0.636)	-
(8.652)	Savings Pipeline	(3.100)	(0.724)	-	-	-
4.303	Other Baseline Adjustments	0.856	(0.850)	(1.000)	-	-
377.680	Pre-COVID Baseline	385.190	393.160	401.621	410.241	419.496
18.028	Other One-off Adjustments	3.490	1.400			
395.708	Total Pre-COVID Funding Envelope	388.680	394.560	401.621	410.241	419.496
226.055	Council Tax	230.934	236.214	241.948	247.768	253.667
131.644	Business Rates (NNDR)	134.280	136.955	139.692	142.492	146.474
5.067	Business Rates Levy	-	-	-	-	-
6.387	New Homes Bonus	3.485	1.410	-	-	-
28.191	Social Care Grant	19.981	19.981	19.981	19.981	19.981
(1.636)	Collection Fund Surplus/(Deficit)	-	-	-	-	-
395.708	Total Pre COVID Funding	388.680	394.560	401.621	410.241	420.122
-	Pre-COVID Budget Surplus/(Deficit)	-	-	-	-	0.626

- 6.3. The following had been assumed in arriving at the pre-COVID forward looking 5-year financial and funding envelope:

- Council Tax increase of 1.99% p.a. and no further Social Care Precept

- 100% Business Rates retention pilot ends in 2020/21
- Social Care Grant (£1bn SR 2019 one-off) 2020/21 only
- New Homes Bonus - legacy payments only
- Pay inflation of 2.7% p.a.
- Inflation of average 2% on relevant contracts
- Prior year savings and £12.5m tail of savings programme 100% delivered

6.4. Within this baseline position there remained significant uncertainty in relation to the quantum of funding to be allocated to the sector in the 2020 spending review and future local government funding reforms such as fair funding and business rates. The Council sought to de-risk the budget by only allocating one off or uncertain funding to one off initiatives and pressures

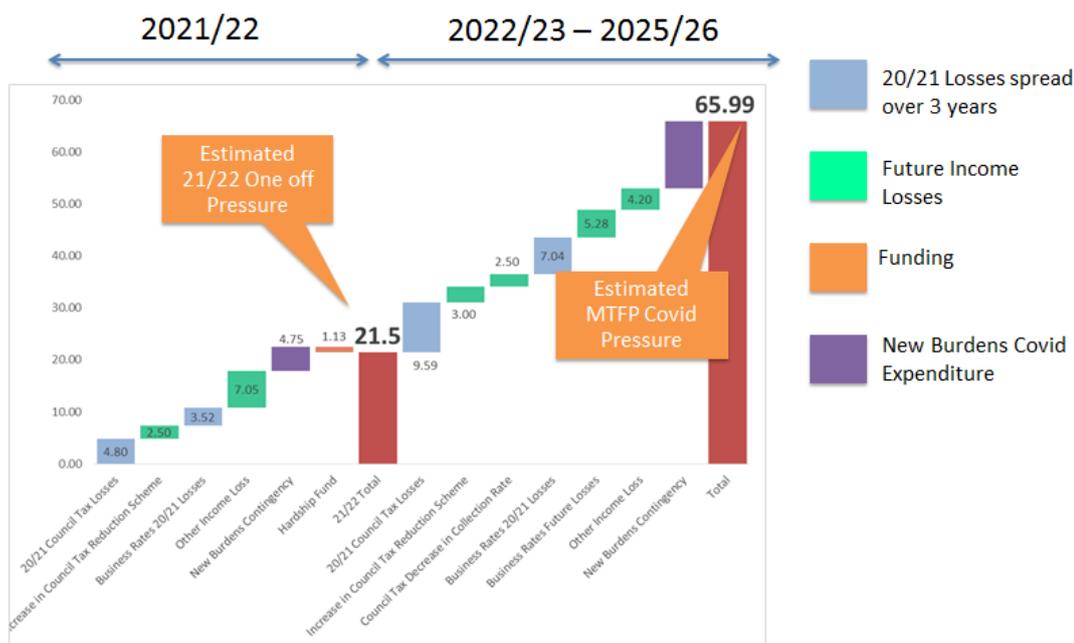
Government Funding Outlook

- 6.5. The last Comprehensive Spending Review was set in 2015 and given a one-year extension in 2019. The government was planning for a multi-year Spending Review commencing in July 2020 and would be completed in time to inform Departmental funding allocations from April 2021. However on 24 March it was announced that this would be delayed in order to enable the government to focus on responding to the public health and economic emergency. A subsequent announcement was received in September 2020 that there will be no Budget Announcement before the end of the 2020 to allow the government to focus on the new emerging issues and an alternative plan to continue protecting jobs through the winter and to this effect the 'Winter Economy Plan' was presented.
- 6.6. A strategic plan is unlikely to be announced by government, making another one-year extension a certainty and severely curtailing the sector's ability to plan over the medium-term.
- 6.7. In addition to the above, local government was planning for the final consultation on the Fair Funding review in 2020, with implementation for the next financial year beginning in April 2021. This, alongside the revised model for the devolution of business rates and the planned business rates revaluation in 2021, has also suffered from further delays.

COVID Impact

- 6.8. It is anticipated that the impact of COVID from 2021/22 onward will peak at £65.99m cumulatively over the next 4 years and fully recover by end of 2024/25.

Figure 7: COVID Financial Impact



Council Tax

- 6.9. The population growth in Bristol has slowed down since it peaked in 2015 (1.5%). Between mid-2018 and mid-2019, there had been very little growth reported (463,377, mid-2019). Over the next 5 years, Bristol is projected to reach a population size of 484,965 (c.4.6% over 5 years). This forecast drives additional housing and therefore increases in the Council Tax base. Using a rolling three year average puts total dwelling growth at around 0.85% which has been used as a basis of future growth in the financial outlook.
- 6.10. Council Tax income losses is the largest single income loss due to COVID-19 which is estimated to be £14.4m in 2020/21, mainly relates to the increase CTRS numbers for working age adults (13% increase), reduction in collection rate (5% decrease) and delays in housing growth (476 new dwellings delayed).
- 6.11. Ordinarily Councils are liable to repay the Collection fund deficits (council tax and business rates) in full the following financial year (in this case 2021/22). In July 2020 Government announced a scheme to allow the collection fund deficits to be spread and repaid over 3 years instead of one. In addition, Government also conveyed intent to support Councils and reimburse a proportion of the carried forward deficit, albeit no details yet announced (see later section regarding assumptions made under COVID mitigation scenarios). It is also anticipated that there will be a gradual recovery over the medium term for the ongoing shortfall.
- 6.12. Bristol also hosts two universities, one of which falls within the Bristol City boundary, combined they employ over 9,000 staff, with student number in excess of 56,000. Due to tax exemptions available, the growth in university capacity and student numbers over recent years had significant impact on Council Tax receipts and the provision of Council’s services. However, according to research carried out by the

Russell Group on its 24 member universities, a large student population plays a key role in the city's economy and in making the city such a vibrant and creative place. The impact of COVID-19 on the student economy is difficult to quantify, one of the biggest concerns for the sector at large is the percentage of international students that make up the domestic higher education markets and the trend going forward. The medium to long term impact of COVID-19 to overseas student numbers and the changes in local housing supply are yet to be seen.

Retained Business Rates Funding

- 6.13. Since 2017-18 Bristol has been piloting 100% retention of business rates and it 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. Amid the Pandemic, the Government announce further delay to the 2021 fair funding review.
- 6.14. 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.
- 6.15. During the pandemic we have seen a significant increase in rates reliefs and application to small business support grant. Bristol received £74m rates relief grant from the Government at the beginning of the pandemic, however the actual numbers is forecast to be much larger at £90m+. Assuming all rates relief and tax-breaks for businesses are funded by Central Government we estimate a reduction of £10.6m of business rate income as a result of unavoidable business insolvencies and reduction on debt collection rate within the Bristol area in 2020/21.
- 6.16. Note that under the business rates retention scheme, the Government currently operates and levy and the safety net system where BR income is guaranteed at the safety net level for local authorities. However Bristol's safety net entitlements is calculated to be £116.2m for 2020/21, this would mean that the safety net mechanism will not be triggered before income losses reach £20.5m.
- 6.17. Similar to Council' tax, business rate 2020/21 deficit is spread over the next 3 years and a tapered future year recovery is assumed in the MTFP. It is likely that the 100% rates retention could continue for another year in 2021/22, if materialises it will be used as one-off mitigation to the above mentioned £65.99m budget deficit due to the pandemic within the COVID mitigation scenarios (see later sections).

Income Fees and Charges

- 6.18. The pandemic had a significant impact on the Council's Fees and Charges income streams. The forecast loss of service income such as Parking, parks, museum, events, commercial property rental income amounted to £28.5m in 2020/21, and it is expected that full recovery will take around 3 years.

6.19. Whilst Government had supported a proportion of fees and charges income in 2020/21 (75% of 95% of income loss on qualifying streams). It is unclear whether the level of support will continue in 2021/22. In addition, certain commercial income streams were not supported. It is expected that commercial property rental income will also experience up to 25% reduction base on ONS statistics on national business insolvency risk and intelligence from the Council's own property agents who estimates these losses across a national mixed commercial portfolio.

New Burden and Demand Contingencies

6.20. Within our planning assumption a level of COVID new burden cost pressures had been estimated and included under the revised financial outlook. This takes into consideration the cost associated with new and on-going COVID cost pressures such as home to school transport, PPE, social distancing, Social Care and future demographic changes.

Revised Outlook

6.21. The following table shows the cumulative general fund budget deficit across 2020/21 and the period of the medium-term financial plan when compared to the original approved budget envelope.

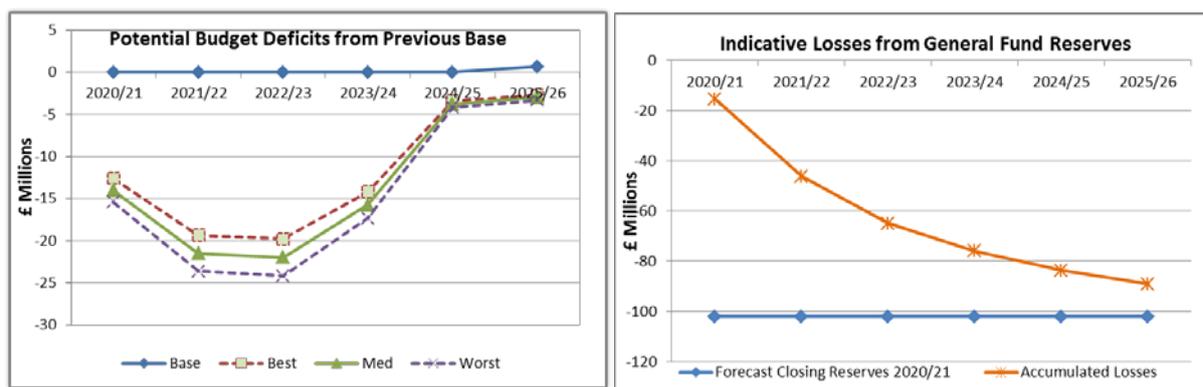
20/21		21/22	22/23	23/24	24/25	25/26	Total
£m	Pre-COVID Funding Position	£m	£m	£m	£m	£m	£m
	Pre-COVID Budget						
-	Surplus/(Deficit)	-	-	-	-	0.626	0.626
	COVID Impact						
	Council Tax 2020/21 Losses (Budgetary Impact)	(4.797)	(4.797)	(4.797)	-	-	(14.392)
	Council Tax Future Year Deficit Tapered Recovery	(2.500)	(4.250)	(1.000)	(0.250)	-	(8.000)
	Business Rates 2020/21 Losses	(3.522)	(3.522)	(3.522)	-	-	(10.566)
	Business Rates Future Losses Tapered Recovery		(3.170)	(1.585)	(0.528)	-	(5.283)
(28.505)	Other Income Loss Tapered Recovery	(7.047)	(2.350)	(1.853)	-	-	(11.250)
(35.872)	COVID Response and New burden	(4.750)	(3.875)	(3.000)	(3.000)	(3.000)	(17.625)
50.308	Government Funding	1.130					1.130
(14.069)	Subtotal - COVID Impact	(21.486)	(21.964)	(15.757)	(3.778)	(3.000)	(65.986)
(14.069)	Updated Budget Surplus/(Deficit)	(21.486)	(21.964)	(15.757)	(3.778)	(2.374)	(65.360)

6.22. In arriving at this position a tapered recovery from the COVID impact over medium term was assumed particularly in relation to income and collection fund. it is assumed that the collection fund deficit from 2020/21 due to COVID will be carried forward and evenly spread over 2021/22, 2022/23 and 2023/24 according to Government policy intent.

6.23. The Council is forecasted to have circa £102m of general fund reserves. These are predominantly one off earmarked funds for specific, projects and risk to which the timing of utilisation may not always be certain.

6.24. We recognise the reliance of reserves is unsustainable for core budgeted expenditures but they can be temporarily utilised in the short term for one off shortfalls. The figure below demonstrates that without action or significant increases in government funding, the reserves will be virtually depleted albeit sufficient to support any in year pressures / risks. Should the Council initially use some of its earmarked reserves to meet the costs of Covid-19 in 2020/21 and beyond action would need to be taken in future years to rebuild many of these reserves.

Figure 8: Worst Case Scenario r and General Fund Reserve Resilience



Government Funding Assumptions

6.25. The baseline position illustrated above had also been adjusted to reflect the latest government funding assumptions to illustrate a realistic indication of the possible available resources and remaining budget gap:

- Assumed Government will fund 30% of the carried forward collection fund deficit from 2020/21, the remaining 70% tapered over 3 years
- Assumed 100% Business Rates retention pilot will continue for a further year ending 2021/22
- The Social Care Grant £8.2m (£1bn under SR 19) previously assumed as an one-off will continue

6.26. The table below illustrate the revised Baseline (base case) and funding gap after adjusting for potential government funding which presents a remaining budget gap of £19.2m over the next 5 year MTFP period.

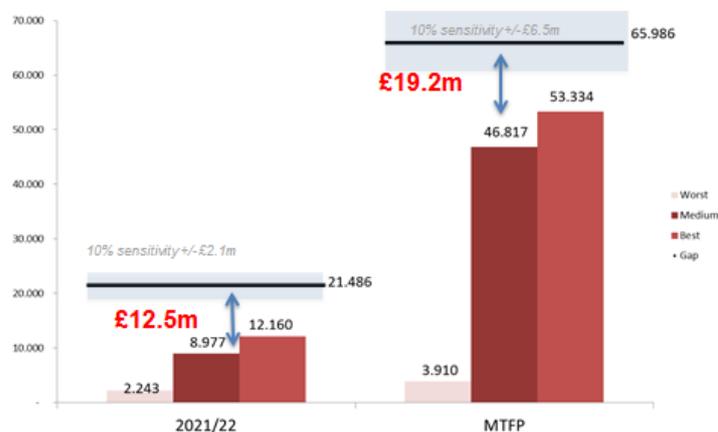
One-off Pressures and Mitigation Approach	2021-22 £m	2022-23 £m	2023-24 £m	2024-25 £m	2025-26 £m	Total
Top up of General Reserve	6.800	-	-	-	-	6.800
COVID and one-off pressure	21.486	21.964	15.757	3.778	3.000	65.986
Total COVID and One-off Pressures	28.286	21.964	15.757	3.778	3.000	72.786
Government Support Funding	(2.500)	(2.500)	(2.500)	-	-	(7.500)
100% Business Rates Pilot	(5.067)	-	-	-	-	(5.067)
Social Care Grant first call to top up GR	(6.800)	-	-	-	-	(6.800)
Social Care Grant	(1.410)	(8.210)	(8.210)	(8.210)	(8.210)	(34.250)
Residual gap	12.509	11.254	5.047	(4.432)	(5.210)	19.169

Sensitivities and Scenario testing

6.27. In addition to the base-case illustrated above, a best and a worst case scenario have also been modelled to stress test the assumptions both from funding and cost perspectives which lead to different internal mitigation requirements.

6.28. External Funding scenarios: It is estimate that the one-off pressure and internal mitigation required will be between £12.7m and £62.1m.

Figure 9: COVID Mitigation Sensitivities



	Worst	Medium (Base)	Best
Government collection fund support	10% extrapolated over 3 years (£2.5m)	30% extrapolated over 3 years (£7.5m)	50% extrapolated over 3 years (£12.5m)
100% Business Rates Pilot	0	Continues for 21/22 (£5m)	Continues for 21/21 (£5m)
Adult Social Care Grant	Continues to support new Covid burdens for one year (£1.41m) Residual grant following top off of GF reserve	Continues ongoing to support new Covid burdens (£1.41m) Residual grant following top off of GF reserve	Continues ongoing to support new Covid burdens (£1.41m) Residual grant following top off of GF reserve
New Homes Bonus	Legacy payments as previously assumed	Legacy payments as previously assumed	Scheme continues with full legacy payments (£1.5m)

6.29. Cost Driver assumptions: The table below also illustrates the impact of changes on standard planning assumptions with in the MTFP for any given year:

	£m
Income	
Change in Council Tax Collection Rates by 1%	1.8
Change in Business Rates Collection by 1%	2.3
Change in Council Tax Growth by 1%	2.4
Changes in Government Funding Settlement by 5%	6.0
Expenditure	
Change in Pay Award by 1%	1.8
Change in General Contract Inflation by 1%	2.6
In Year Pressure 2020/21 c/fwd (50% of P5 reporting)	3.6
	20.5

6.30. It is worth taking these risks and scenarios into account when setting the budget to ensure that sufficient headroom is available for financial resilience in response to future uncertainties.

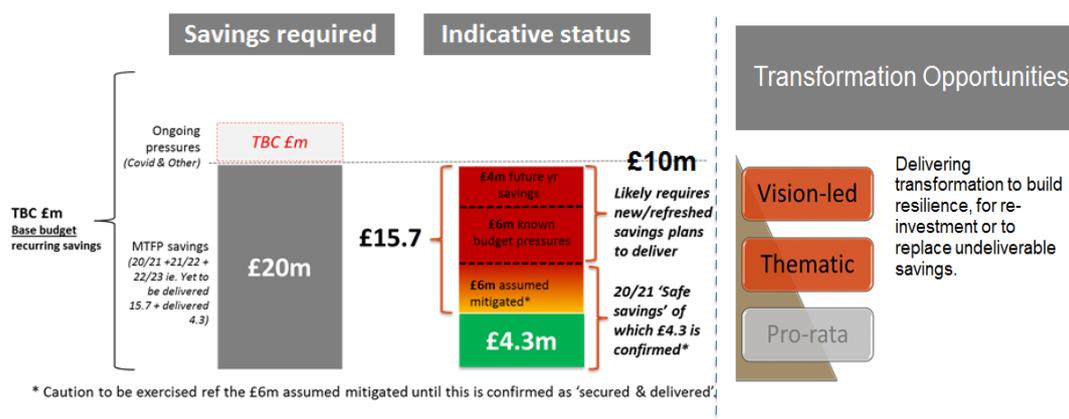
Financial Risk and Transformative Efficiencies

General Fund

6.31. At Period 5 2020/21, the Council was forecasting a £75.8m overspend against the approved General Fund budget (£395.7m), of which £7.1m was categorised to be not directly attributed to the impact of COVID-19. This risk to overspend mainly relates to undelivered savings mainly relating to e.g. Adult Social Care, Facility management and income generating initiatives. Mitigations will continue to be explored by the directorate, however recognition should be given that remaining shortfalls that cannot be fully mitigated in this financial year may require supplementary estimates with corresponding drawn-down from the general reserve, which will need to be replenished from future year funding.

6.32. The current gap in savings programme delivery is largely attributed to adult and children social care, commercialisation and facilities management. This presents a risk for future years which will need to be addressed in the 2021/22 budget setting process.

Figure 10: Illustration of Planned Transformation Delivery



6.33. Both risk to overspending and non-delivery of saving requires post COVID transformation, considering delivery models aligned to organisational priorities and taking early opportunity where possible to create more resilience for uncertainty ahead / economic shocks.

Ring fenced funding

Public Health

- 6.34. Last year, Spending Review 2019 included a 'real-terms increase to the ring fenced budget with 2020/21 grant level at £33.1m and Public Health ring fenced earmarked reserve of £3.8m.
- 6.35. Public Health is more than a health service; it is the social determinants, shaping education, housing, transport, and income. It makes a significant contribution in shaping our health than the services that pick up the pieces when ill-health strikes. The totality of the resources available to promote the health and wellbeing of the population is much greater than this ring fenced Public Health grant.
- 6.36. Public Health has been and continues to be at the centre of the Council's COVID-19 response efforts, working with our partners and government to maximise health gain for the city's population and reprioritising the grant to respond to the crisis. It is anticipated that Public Health spend will be contained within the £37.5m approved budget (include partnership funding in additional to the ring-fenced grant) and a planned £0.5m drawdown from the Public health reserve.
- 6.37. In addition to the above the Government allocated £3.0m funding to the Council in dealing with potential local out-breaks and help to transition to reopening the economy. The £3.0m track & trace local outbreak funding is being held in an earmarked reserve to be utilised over the medium term, in line with the local Outbreak Management Plan.
- 6.38. There has been no further announcement regarding future funding from the government and our budget assumptions are that this fund will remain ring fenced for 2021/22 and will not be subject to adverse grant variations.

Dedicated Schools Grant (DSG)

High Needs funding

- 6.39. Bristol is a major city, surrounded by smaller towns and rural areas, and is home to two major children's hospitals. As a consequence our demographic of children with complex needs is disproportionately high relative to population. Pressure on the High Needs Funding continues to rise, due to significant increases in demand for SEND services and school-based support. In 2019, 15.4% of Bristol school age pupils have been receiving SEN support which is higher than the national average whilst the city also has a higher percentage of children and young people with Education, Health and Care Plans (EHCPs) than our statistical neighbours (0.94%).
- 6.40. We are concerned the changes to High Needs funding will reduce council and school flexibility to make additional funding available where there are rising demand pressures for Special Educational Needs (SEND) support. We recognise the proposed increase in DSG High Needs funding in 2021/22, however this does not build in growth or address the issue of legacy deficits, which for Bristol is currently forecast to be £8m by 2020/21. Similar to the approach adopted by government which has enabled NHS Trusts to write off debt, the long-running deficit in SEND funding needs resolution. The year on year growth due to increasing complexity and support required for children with educational needs and disabilities is an issue affecting local authorities across the country. Bristol and other local authorities need the resources to fund the demand created by the SEND reforms, as well as greater flexibility to move funds across the Dedicated Schools Grant blocks to top up areas of pressures, particularly in relation to High Needs.

School funding

- 6.41. Schools have incurred exceptional costs associated with coronavirus (COVID-19) for the period from March to July 2020 and for Schools that are already in debt the position is getting worse. The government's coronavirus schools fund, which was introduced to cover the exceptional costs associated with the pandemic, closed on 21 July.
- 6.42. Schools have incurred further costs in ensuring schools are "COVID-19 secure", the provision of PPE, additional cleaning regimes, signage and in supporting changes to the school day. The burden of having to invest in more IT to prepare for remote learning and costs such as hiring more teachers for smaller classes. These are not one-off costs but will be additional expenditure that schools will need to continue to find from their budgets while Covid-19 remains in circulation.
- 6.43. Schools have been eligible to claim for costs incurred between March and July for increases associated with keeping schools open over the Easter and summer half term holidays and providing free school meals for eligible children who were not in school. A second window needs to be open for the autumn to enable all associated costs to be recovered and this should ideally be expanded to State-funded mainstream nurseries that were not previously eligible for this support.

Early Years

- 6.44. The financial challenges facing early years reflect not just the pandemic, but also the pre-existing weakness in the funding model. Bristol has 57 maintained early year's providers (12 maintained nursery schools, 44 nursery classes in schools and academies and 1 governor-led nursery), 130 non-maintained providers and 353 independent Childminders. Since the introduction of the EY National Funding Formula (NFF) the whole sector has been subject to static government funding for a 4 year period whilst facing increasing costs, including business rates and staffing costs.
- 6.45. Those settings that are required to have more highly qualified staff or those from more deprived areas are likely to have run at a significant deficit even before the pandemic. The Maintained Nursery Schools Supplement has reduced year on year and has not been reviewed for 4 years. 83% (11) of Bristol's 12 maintained nursery schools were running a significant deficit at the end of March 2020 and all 12 nursery schools were running a combined deficit of £2.3m. Projections for March 2021 indicate a potential increase in this deficit of a further £1m. Funding for this financial year is partly based on January 2020 pupil numbers. There is a high risk that if take up remains low due to the pandemic there will be increased pressure on the whole Early Years childcare sector to their long term financial future.
- 6.46. Trying to balance families' needs for childcare with COVID-19 and the financial impact of all this will remain a challenge for early years' providers for some time. The short and medium-term financial pressures could lead more providers needing to raise private fees, adjust their business models to reduce costs, or exit the market altogether.
- 6.47. Increasing the hourly rate of the EYNFF could reduce some of the pressures, enabling providers to support the statutory duty of LA's to enable all children to access their free early education entitlement, this will also reduce the risk of providers increasing their private fees for families. The solution would be to increase the hourly rate paid for free hours to reduce the pressures facing providers would help reduce the pressures of provider to secure privately funded hours in areas of deprivation.

DSG Government Funding Proposal

- 6.48. Recent funding announced for schools indicates that the overall DSG will increase by circa 3.6% in 2021/22. The provisional Schools Block allocation for Bristol has been published at £398.3m, with actual allocations expected to be confirmed in December 2020.
- 6.49. Schools Block – indicative increase of 2.6% (£7m) to £291.7m. Within the increase the government have mandated the following: Increase in the NFF minimum per pupil funding. Primary increase from £3,750 to £4,180, Secondary Key Stage 3 increase from £4,800 to £5,215, and Key stage 4 increase from £5,300 to £5,715 and the Minimum Funding Guarantee for 2021/22 must be set at between +0.5% (20/21) and +2% for schools.

6.50. High needs funding is to increase by £730m nationally for 2021/22, with each local authority receiving an increase of at least 8% per head of population. The provisional High Needs Block allocation for Bristol has been published at £66.9m (a £6.1m increase from 2020/21 at 8.4%).

6.51. No detail have been provided in relation to a provisional allocation for Early years and given the challenges outlined in the section above the Council would recommend representation is made to government for sufficient Covid response funding support be provided and publicly funded childcare (through the increase rate for free entitlement for children aged 2, 3 and 4) is prioritised. We also request a review of the EYNFF and confirmation of the long term funding for maintained nursery schools.

6.52. The provisional Schools Block allocation for Bristol is outlined in the table below and it is important to note that the provisional figures provided Ignores any changes in pupil numbers and characteristics ad reflects the indicative allocations before any movements between blocks.

DSG Blocks	Purpose	2020/21 DSG £m	Indicative 2021/22 DSG £m	Increase/- decrease %	Increase/ (decrease) £m
Schools block	For distribution through the mainstream formula for maintained schools and academies and for growing schools	284.2	291.7	2.6%	7.5
Central Services Block	For Local Authority core functions, admissions and historic commitments	2.7	2.6	-3.7%	(0.1)
High Needs Block	Funding for pupils with special educational needs in mainstream, special and out-borough schools, for pupils in alternative provision and local authority or commissioned services for high needs pupils.	61.7	66.9	8.4%	5.2
Sub Total		348.6	361.2	3.6%	12.6
Early Years	Funding for distribution to Early Years settings for 2, 3 and 4 year old early years provision, with some provision for central oversight and co-ordination.	37.1	37.1 (Assume no change)	n/a	n/a
Total Funding Ring Fenced		385.7	398.3	tbc	tbc

Housing Revenue Account (HRA)

6.53. HRA is a ring-fenced account (with £121.4m gross budget in 2020/21) that covers all activities of the Council as a landlord with circa 28,000 housing stock (rented and leasehold). The Council has a duty to maintain a sustainable 30 year business plan,

which takes into account both the capital investment needs of its stock and the revenue costs of managing and maintaining it. The business plan is currently being developed to reflect the long term challenges and opportunities, for the HRA service to maximise the use of its financial resources, in achieving the desired outcomes. This plan will be brought to December Cabinet for approval.

- 6.54. The longer term perspective is crucial to ensure that the HRA can continue with the ambitious new build programme and make sure that the primary assets, the housing stock, are fit for purpose and there is sufficient financial capacity to carry out essential repairs and improvements. The HRA has an aging stock that requires significant investment to meet modern standards and tenant expectations. The Housing Investment Plan outlines the expenditure required to maintain and invest in existing homes, whilst meeting Bristol's commitment to become carbon neutral by 2030 and respond to changing regulations relating to building safety.
- 6.55. Bristol has ambitious plans to deliver 1200 new homes through the HRA, between 2020/21 to 2024/25, through a mixture of new development and acquisitions. These homes will be comprised of both social rent and low cost home ownership. There is also an ongoing need to increase the provision of new affordable housing, to alleviate housing demand and to address rising levels of homelessness and rough sleeping in the city.

Capital Financing

- 6.56. The Capital Financing fund is proposed to be reduced to reflect, changes in interest rates, restructuring financing options for capital investment, and significant slippage in the capital programme partly due to COVID-19, to create greater liquidity and release of funds.
- 6.57. The delays of current in-flight projects as construction may have been paused temporarily or timescales extended will also naturally reduce the borrowing that was planned for 2020/21 and 2021/22. Bank of England also made an immediate cut in interest rate from 0.75% to 0.1%, so any borrowing that is required is expected to be at a more favourable rate. Taking these measures and opportunities to optimise liquidity, it may be possible to restructure capital financing and release any rephrased budget to contribute towards addressing the funding gap.
- 6.58. Our approach to Capital investment and financing is outlined in full in our Capital Strategy. Our ambitious capital programme of investment has a large impact on the Council's annual revenue budget, creating long term costs. These 2 areas must be simultaneously reviewed and implications clear in decision making.

7. Budget Strategy

- 7.1. This MTFP focuses on the Council's financial sustainability, recovery from COVID-19 and its resilience in dealing with future shocks.

- 7.2. Local Councils have shown how important they are in dealing with COVID-19 and delivery critical services. Given the outlook for the medium term and the likely increase costs and further income losses, we need to continue to lobby central government to deliver on the commitments made and provide adequate funding to mitigate losses for General Fund and Ring Fenced services including the DSG and support the sector and the local economy.
- 7.3. We will continue to work with internally and externally with our partners regionally and nationally to refine forecast, assumptions, gather evidence and where appropriate jointly commission to achieve scale in our response and drive value.
- 7.4. The creation of a Covid Funding Reserve to retain transparency of all Covid related government funding and the approved deployment over the medium term.
- 7.5. The recovery from this public health crisis also presents the Council with an opportunity to solve some of the City's most intractable problems – from rough sleeping to climate change as the world has changed, and the Council can look at closely at how we work and the services it provide, what will stop, start, continue or re-scope moving forward and what are the most important to local residents, businesses and communities.
- 7.6. Maintaining an appropriate level of liquidity in the council's cash flow to ensure sufficiency of working capital over the medium term and review corporate financing approaches and assumptions to identify opportunities to restructure debt and release funds.
- 7.7. We will undertake a detailed review of the scope and timing of all earmarked reserves exploring opportunities for short term release with the view that where the funds are still required they will be subsequently replenished.
- 7.8. There are many different scenarios for the bridging the gap and the table below provides an illustration only of a mitigation approach modelled on the base case scenario:

One-off Pressures and Mitigation Approach	2021-22	2022-23	2023-24	2024-25	2025-26	Total
	£m	£m	£m	£m	£m	
Residual gap	12.509	11.254	5.047	(4.432)	(5.210)	19.169
Business Rates reserve	(2.465)	(2.156)	-	-	-	(4.621)
Capital Financing Slippage	(3.000)	-	-	-	-	(3.000)
Resilience Reserves	(1.143)	-	-	-	-	(1.143)
Illustrative Redirection of other earmarked reserves	(5.901)	(9.098)	(5.047)	-	-	(20.047)
Re-phasing / pay-back of reserves	-	-	-	4.432	5.210	9.642
Total Residual Pressure	-	-	-	-	-	-

Time Table

7.9. The figure below summaries the timeline for the MTFP and 2020/21 Budget setting.

Figure 11: Financial Planning Timeline

MTFP and Capital Strategy		Start Date	End Date
Budget Scrutiny T&F Group #1	Meeting	10-Sep-20	10-Sep-20
Cabinet Board	Meeting	15-Sep-20	15-Sep-20
Budget Scrutiny T&F Group #2	Meeting	22-Sep-20	22-Sep-20
Publication for Cabinet (MTFP and CS)	Deadline	28-Sep-20	28-Sep-20
Budget Scrutiny T&F Group #3	Meeting	02-Oct-20	02-Oct-20
Cabinet (MTFP and CS)	Milestone	06-Oct-20	06-Oct-20
Full Council	Milestone	10-Nov-20	10-Nov-20
Budget 2021/22			
Budget Scrutiny T&F Group	8 weeks	12-Oct-20	07-Dec-20
Local Government Finance Settlement (date tbc)	Announcement	Dec	Dec
Publication for Cabinet (Budget)	Deadline	11-Jan-21	11-Jan-21
Cabinet (Budget)	Milestone	19-Jan-20	19-Jan-20
Full Council	Milestone	23-Feb-21	23-Feb-21

8. Reserves

A key strategy of managing the Medium Term Financial outlook is making provision for emerging financial risks. These are risks which are uncertain in their predictability and/or their impact.

We must ensure that our reserves are kept at an appropriate level to enable the Council to be resilient to future shocks, stressors and emergency situations that we may encounter in the future, and plan effectively for our known and potential one-off liabilities.

- 8.1. In accordance with the existing statutory and regulatory framework, the Chief Finance Officer, is responsible for advising the Council on the level of reserves it should hold and to ensure that there are clear protocols for their establishment and use. Reserves should not be held without a clear purpose and councils should make their own judgements on such matters, taking into account all the relevant local circumstances.

Reserves can be held for three main purposes:

- A contingency to cushion the impact of unexpected events or emergencies (an example of this is the financial impact of COVID-19 pandemic)
- Support for one-off and limited revenue spending, to help cushion the impact of uneven cash flows and avoid unnecessary temporary borrowing
- A means of building up funds, to meet identified spending commitments, known or predicted liabilities.

- 8.2. The level of reserves will be reviewed annually and the principles that will be followed in establishing the reserves strategy are:

- The level of reserves should be sufficient to ensure that the Council can comply with its statutory financial duties of setting a balanced annual budget
- The level of reserves should take into account the known risks over the life of the current financial plan;
- The level of reserves should be capable of covering the estimated financial risk, including contingent liabilities and insurance exposure risks

- 8.3. It is important to note that whilst balancing the annual budget by drawing on reserves as a result of emergencies and unforeseen shocks (such as the impact of COVID) is a legitimate option, it is not prudent for reserves to be deployed to finance recurrent and on-going expenditure. CIPFA has commented that local authorities should be particularly wary about using one-off reserves to deal with shortfalls in current funding particularly in a climate of such financial uncertainty.

- 8.4. Our general reserve policy is that an unallocated general reserve will be retained at between 5%- 6% of the net revenue budget. We currently have a £20m general reserve which given the sensitivity in the scenario modelling and uncertain financial climate it is planned to be maintained at this level.
- 8.5. The Council has a requirement, (as reinforced in the new FM Code) to have regard to the long-term sustainability of our services and to ensure that Bristol can meet its future obligations and remains a vibrant, prosperous and safe place into future generations. The MTFP recommends a principle of redirection of funds and an acceleration of draw-down (value to be determined as part of the budget and subject to affordability) in dealing with COVID-19 financial recovery, with the view to replenish these redirected reserves from 2024/25 onwards.
- 8.6. Table below summarise the Existing Reserves and availability:

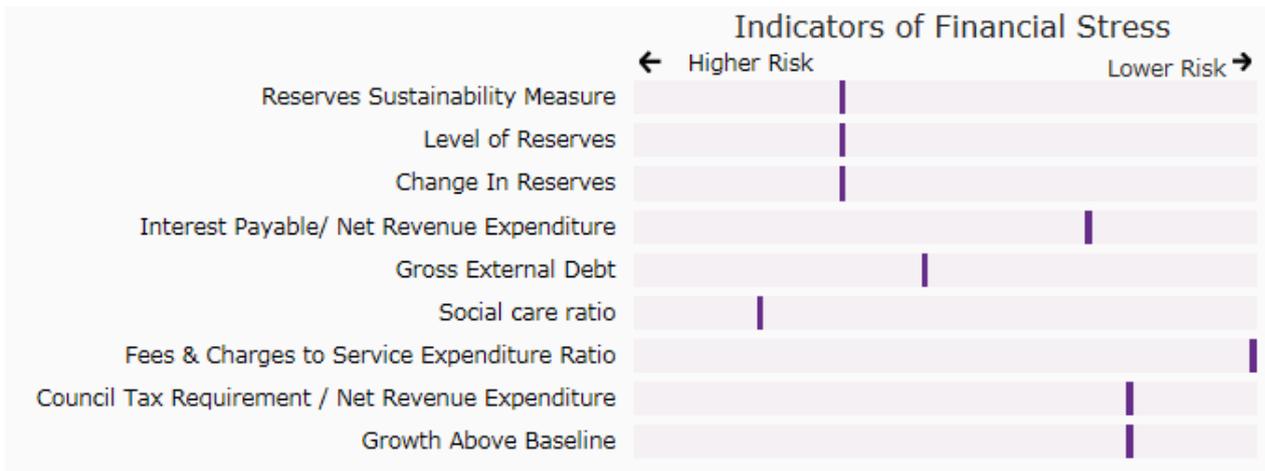
Type	Opening Balance £m	Movement £m	Forecast Closing Balance 20/21 £m
Statutory/Ring-Fenced	18.521	(0.500)	18.021
Capital Investment	19.666	2.700	22.366
Business Transformation	3.131	(2.210)	0.921
Financing	9.218	(3.969)	5.249
Risk and Legal	21.822	(0.774)	21.047
Consultation reserve	0.229	-	0.229
Service	-	-	-
People	1.934	2.100	4.034
Resources	3.794	(1.400)	2.394
Growth and Regeneration	5.202	1.664	6.866
Corporate	0.880	-	0.880
Earmarked Reserves Total	84.396	(3.164)	82.006
General Reserves	17.001	2.999	20.000
Schools	7.302	-	7.302
HRA	91.132	1.003	92.135
Total	199.830	1.339	201.943

9. Financial Health Indicators

- 9.1. In determining the medium term financial strategy it is essential to ensure the Council manages its financial resilience to meet unforeseen demands on services. Below is a selection of key financial resilience indicators as determined by CIPFA. The highest area of risk to the financial resilience of the Council compared to other similar authorities is the proportion of budget spent on social care services as this is seen as a

very inflexible cost which is difficult to reduce over short term and impacts on the Council’s ability to respond with agility to changing demands.

Figure 12: CIPFA Published Resilience Index (2018/19 Baseline)



10. Our Financial Principles

Putting this Strategy into Practice

Our financial principles provide the guiding principles and good practice to support both the process for determination of the budget and the financial management arrangements for delivery of a balanced revenue budget position.

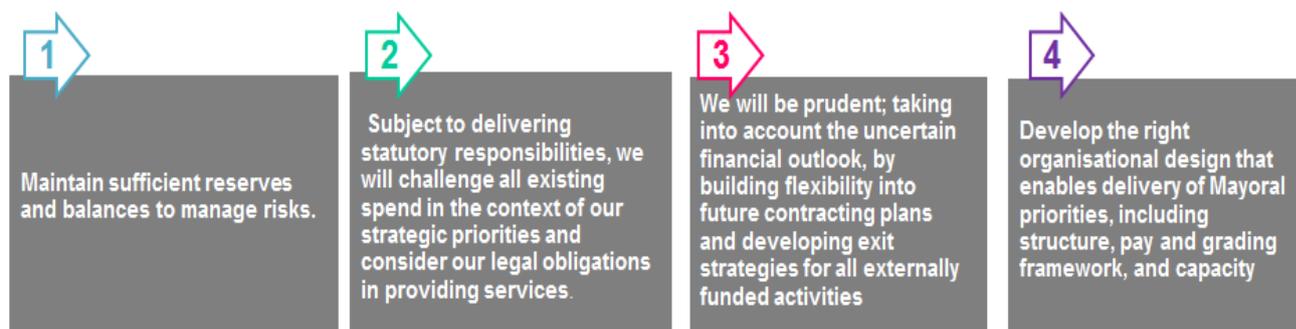
The capital principles have been developed to enable the Capital Programme resource to achieve the priorities within corporate strategy and will support the development and monitoring of the Capital Programme for 2020/21 and future years.

The detailed resourcing principles that underpin these elements and activities are detailed in Annex 1 and provide the tools for a consistent, transparent approach to the annual budget review.

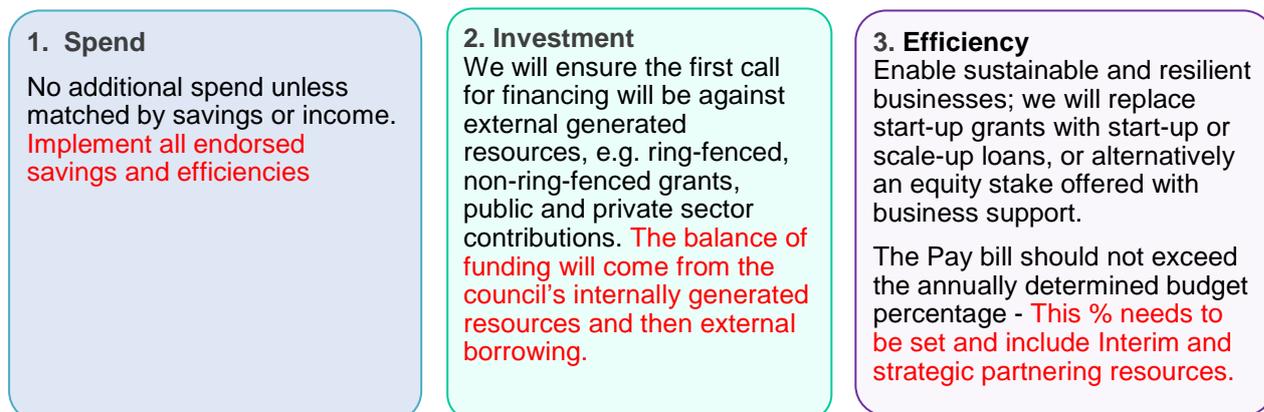
10.1. In 2017/18 In 2017/18, we identified three overarching financial elements; spending, investment and efficiencies and adopted guiding principles and good practice to support the process for determination of the budget and the financial management arrangements for delivery of a balanced budget position:

<p>1. Spend</p> <p>Aligning spend with corporate priorities</p> <p>Maintaining sustainable finances as a priority</p> <p>Being resilient to future uncertainty</p>	<p>2. Investment</p> <p>Capital Programme Prioritisation</p> <p>Investment for sustainable inclusive growth</p> <p>Investment to improve and maintain</p> <p>Investment to save and generate income</p>	<p>3. Efficiency</p> <p>Financial Resilience</p> <p>Transforming Services</p> <p>Financial Sustainability</p> <p>Affordability</p>
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10.2. Since the beginning of 2020/21, the Council had been facing a set of fresh financial challenges as a result of the COVID-19 pandemic that is having a significant impact on the Council finances and had thrown a new light on the Council’s ability in dealing with unexpected shocks and uncertainties. With a focus on pandemic recovery, financial sustainability and resilience are the key aspects of the Council’s future strategy. To be resilient to future uncertainty we are proposing to focus on four key principles:



10.3. Recommend that during a period of national lockdown or local outbreak, the following principles be de-prioritised:



11. Risk Management

11.1. Change is happening at an increasing pace and while this brings with it risks, it also offers new opportunities. We will proactively manage risks and opportunities to support the delivery of strategic objectives, improve service delivery, achieve value for money and reduce unwelcome surprises.

11.2. We are continually developing and refining our approach to risk management, in order to provide a more effective response to risks while also embedding risk management across our decision-making processes. We not only consider our own organisational risks, but also a range of broader physical, environmental and global risks that could impact the wider community.

- 11.3. In developing the 2021/22 budget for approval we will consider the key corporate risks that we face including COVID-19 and Brexit, how we propose to address these risks and the adequacy of the financial provisions made.

12. Consultation and Cumulative Equalities Impact Assessment

- 12.1. The Council will continue to strive to deliver efficient services that provide value for money. Any proposals developed by applying these principles will be subject to relevant and proportionate internal, external and public consultation. We need to ensure that optimal choices that are being made are done on a fully informed basis.
- 12.2. The Council's budget planning framework is supported by the development of cumulative Equality Impact Assessments (EIAs) for the budget proposals, identifying possible disproportionate impacts in relation to groups with protected characteristics. The EIAs will also identify potential mitigation where applicable. Where required, specific consultations will also be launched throughout the respective year and made available via the Council's website.
- 12.3. The Council maintains its strong commitment to equality, and the EIAs to help us to arrive at informed decisions and to make the best judgements about how to target resources.

Annex 1: MTFP Principles

Spending Principles

Aligning spend with corporate priorities

- Subject to delivering statutory responsibilities, we will challenge all existing spend in the context of our strategic priorities and consider our legal obligations in providing services.

Being resilient to future uncertainty

- We will be prudent; taking into account the uncertain financial outlook, by building flexibility into future contracting plans and developing exit strategies for all externally funded activities.
- Maintain sufficient reserves and balances to manage risks.

Maintaining sustainable finances as a priority

- No additional spend unless matched by savings or income.
- Implement all endorsed savings and efficiencies
- We will maintain balanced budgets over the MTFP cycle.
- We will undertake a manageable rolling programme of zero-based budget reviews.

Other Principles

- Invest in agreed priority areas
- Grant reductions fully passported

Investment Principles

Capital Programme

- We will operate a clear and transparent corporate approach to the prioritisation of all capital spending.
- We will create a Strategic Capital Investment Group to ensure our capital spending and the delivery of this programme is effectively managed and any material changes are endorsed in order that it can be presented for approval and published at the start of each subsequent financial year
- We will ensure that investments are affordable and sustainable.
- We will ensure the first call for financing will be against external generated resources, e.g. ring-fenced, non-ring-fenced grants, public and private sector contributions. The balance of funding will come from the council's internally generated resources and then external borrowing.

Capital Investments

- Investing for inclusive growth: We will expand its capacity to grow the economy, whilst delivering whole systems solutions to demographic, social and environmental challenges sustainably across the City
- Invest to save and to generate returns: We will expand its capacity to grow the economy, whilst delivering whole systems solutions to demographic, social and environmental challenges sustainably across the City.
- Investment to improve and maintain Council assets: We will improve and maintain the condition of core assets to extend their life where appropriate. The Council will make provision for lifecycle investment to maintain infrastructure to a standard that effectively supports service delivery
- Risk aware: The risks of the project have been fully assessed, consulted, communicated, and are at an acceptable level.

Efficiency Principles

Financial Resilience

Building resilience and reducing dependency

- Enable sustainable and resilient businesses; we will replace start-up grants with start-up or scale-up loans, or alternatively an equity stake offered with business support.
- Level the playing field; provide transparency in subsidies and alignment with strategic objectives.
- Review concessions, with a view to replacing peppercorn rents with fees and charges that transparently recognise the value and importance we place on those services.
- Capital and revenue Investments require returns and these should be about improved outcomes and reduced pressure on the core public budget.
- We will offer pump-priming, pump-priming plus grants, or loans to allow for innovation and development of partnerships that require funding for up to a maximum of three years.
- Low interest-paying loans repaid within 2-3 years will be available as a step down mechanism from long term grants.
- Bristol City Council funded Partnership contributions should be subject to the same level of rigour in contributing to the budget 'gap' as all base budgets.
- Capital investment on non-BCC assets: financed via interest-bearing loan, equity stake (subject to risks assessment), charge to be placed on the asset, or other appropriate mechanism for a return on the investment.

Fraud, Cost Avoidance and Recovery

- We will proactively use data intelligence for successful revenue collection; data cleansing, analytics and technology to locating new

payers as well as contacting defaulters and getting the right bill, to the right person, at the right time.

- Through better gathering of evidence at source, and robust calculation of rates to be consistently applied in our charging, we will minimise the need to negotiate and write off invoices.
- We will consider an incentive scheme for information provided at an incident which directly enhances the Council's ability to recover costs, e.g. third party damage to infrastructure.
- Develop a debt management strategy to provide clarity on purpose; develop process that enables us to have a single view of the debtor across all systems, which can then be monitored and more effectively tracked to increase recovery

Balance Sheet Management

- We will actively manage the balance sheet with a view to releasing long-held funds which could be utilised for current priorities and to maximise investment returns within agreed levels of risk
- We will develop protocols for releasing developer funds as planned and for the purpose intended, reducing unnecessary budget growth for increased maintenance and works.

Capital financing, investments and borrowing

- We will not increase the indicative prudential borrowing commitment in the annually approved capital programme unless substituting a current scheme or where the Council can make an evidenced return on investment.
We will be evidence-led; matching projects & delivery to economic reality and benefit realisation.
- Any capital investment decision which involves prudential borrowing must include the cost of servicing the debt and anticipated pay-back period as part of a robust business case.
- Investment to save/grow decisions will only be supported when the cashable cost reductions (or increased income) exceed the financing

costs of any borrowing needed to fund the investment within the agreed pay-back period for the asset type (to be determined).

Workforce & Productivity

- Develop the right organisational design that enables delivery of Mayoral priorities, including structure, pay and grading framework, and capacity.
- We will invest in the culture, training and development that will deliver a diverse and inclusive workforce for the future.
- The Pay bill should not exceed the annually determined budget percentage.
- We will consider where automation or digital delivery mechanisms are more appropriate.
- Services should fund their own service pressures wherever possible e.g. inflationary uplifts, general inflation (unless there is a contractual agreement that cannot be re-negotiated).

Maximising Asset Utilisation

- Assets held must support a strategic need or offer a net financial return that supports the financial resilience of the Council.
- We will invest in the development of an inventory and valuation system, with clear accounting standards.
- Where it is fit for purpose, we will seek to optimise the infrastructure that we have already invested in.
- The repurposing of the existing infrastructure to allow the Council to deploy for multi-use, e.g. advertising, digital connectivity, with rental income from service providers and from a revenue share on the income they receive.
- We will review restrictive regulation and dysfunctional incentives that encourage waste and low-value use.
- We will ensure all of our assets demonstrate value generation, e.g. no idle assets.
- We will target a minimum IRR of 6.00% over a 10 year period, or less e.g. 4.00% with social value opportunities.
- We will save costs and reduce carbon through smarter use of energy.

Transforming Services

- We will seek to leverage optimum funds from our estate including opportunities for pension fund investment where this provides best value.

Smart Technology

- We will optimise the infrastructure that we have available in exploring the 'Internet of Things (IoT) with the objective of reducing our current costs base.
- We will implement a twin track approach; prototyping appropriate concepts with strategy development.
- We will leverage other public and private sector investment for new market developments that transform and future proof services at a reduce costs.
- We will proactively seek a mixed portfolio of quick wins and early adopters to create a revolving fund to support a sustainable programme of longer term developments.

Partnership Working and Earlier Intervention

- We will invest in capacity building in the community, local and regional partners to support delivery of strategic priorities and reduce costs to the general fund.
- We will work with key stakeholders to use pooled arrangements to increase available cash-flow and /or create revolving funds to deliver long term savings which can be redistributed to re-invest.
- Community and third sector partners should be partners in development, not just recipients of funding.
- Capacity building should not be developed to simply mirror what the Council already does with a transfer of the same budget.
- The approach should embrace voluntary effort as well as "not for profit" service delivery.

Financial Sustainability

Fees and Charges

- The introduction of charges for services should have a clear link between user consumption and the financing of that service.
- As a minimum all locally determined charges will be reviewed annually which will include relevant benchmarking information, and increased in line with general inflation, unless it can be demonstrated such an increase will harm service usage levels.
- Services operating on a costs recovery basis, will ensure a calculation is available that determines the total cost of providing the service including overheads.
- Where charges are set in statute but do not fully recover costs we will undertake detailed review of services and where appropriate provide the evidence to the awarding body.
- Council Tax increases will be reviewed annually and only levied where necessary and justifiable.

Third Party Expenditure

- We will organise procurement activity and resources to focus on specific areas of spend (category management approach) and seek to drive greater value in our procurement.
- We will focus on supporting local businesses to improve processes and collaboration to enable them to compete for opportunities within the Council's supply chain.
- We will consider Social Value and sustainability in our procurement activity.
- We will encourage value chain development, whereby collaborating partners can be recognised and reimbursed for their contribution to delivery of outcomes utilising 'payments-by-results' methodology.
- We will utilise outcomes-based commissioning (avoiding perverse incentives) and incentivise with shared benefits and liabilities.

- Market failure: We will intervene earlier where there is a clear rationale to do so, using insight to manage specification and demand.
- Consider a range of opportunities to deliver a return on Strategic and Shareholder Investments, to include creation of value through a wider strategic and outcomes based commissioning.

Entrepreneurial Approach

- We will be more 'Entrepreneurial' in our approach to delivery and commissioning.
- We will actively engaging in market development and market shaping where no such market currently exists and using insight to manage specification and demand.
- We will invest and use our financial strengths and trusted brand to deliver a financial return.
- We will attract alternative investment models to support service delivery, e.g. through social investment.
- We will reassess our expectations of our sector and think big and bold in what we can achieve.
- We will ensure all viable options that create a sustainable asset should be considered in service redesign.
- We will equip staff in selected service areas with the right commercial skills to operate more competitively and generate new income for the council which will support services for tax payers.
- Where viable and appropriate opportunities exist we will create the capacity that will enable a financial return to be delivered.
- We will consider services more appropriate for trading with an agreed return to the general fund.

Affordability

- As a last resort other necessary measures will be considered to ensure a balanced budget can be delivered in each of the financial years; including divestment where non-priority or lower priority outcomes are no longer cost-effective or affordable.

Capital Strategy

1. Background and Scope

- 1.1. The Chartered Institute of Public Finance and Accountancy (CIPFA) Prudential Code requires local authorities to produce a Capital Strategy to demonstrate how capital expenditure, capital financing and treasury management activity contribute to the provision of desired outcomes and take account of stewardship, value for money, prudence, sustainability and affordability.
- 1.2. This Capital Strategy forms part of the framework for financial planning and is integral to both the Medium Term Financial Plan (MTFP) and the Treasury Management Strategy (TMS). It sets out how capital investment will play its part in delivering the ambitious long term strategic objectives of the Council, how associated risk is managed and the implications for future financial sustainability.
- 1.3. All capital expenditure and capital investment decisions are covered by this strategy, not only as an individual local authority, but also those entered into by the authority under group arrangements. It is refreshed annually in line with the MTFP and TMS to ensure it remains fit for purpose and enables the Council to make the investments necessary to deliver its strategic aims and objectives.

2. Capital Expenditure

- 2.1. In contrast to revenue expenditure which is spending on the day to day running costs of services such as employee costs and supplies and services, capital expenditure seeks to provide long-term solutions to Council priorities and operational requirements. Capital expenditure is technically described as: Expenditure on the acquisition, creation or enhancement of 'non-current assets' i.e. items of land property and plant which has a useful life of more than 1 year. Expenditure for capital purposes therefore gives rise to new assets, increases the value or useful life of existing assets or, generates economic and social value and an income stream to the Council via non-treasury investments.
- 2.2. The five aims of the Capital Strategy are:
 - i. To take **a long term perspective on capital investment** and to ensure this contributes to the achievement of Bristol's One City Plan, emerging Local Plan and key strategies such as the Corporate Strategy.
 - ii. To ensure investment is **prudent, affordable, and sustainable** over the medium term and adheres to the prudential code, Treasury Management Code and other regulatory conditions.
 - iii. To maintain the arrangements and **governance for investment decision-making** through the established governance boards.
 - iv. To make the **most effective and appropriate use of the funds available** in long term planning and using the most optimal annual financing solutions.
 - v. To establish **a clear methodology to prioritise capital proposals**.
- 2.3. The MTFP sets out the key principles and this strategy will support the achievement of the right blend of investment in key priority areas to enable the following:
 - Investing for sustainable, inclusive economic growth
 - Invest to save and to generate returns
 - Investment to improve and maintain Council assets

3. Policy Context

- 3.1. A number of significant developments and strategic documents have been established in recent years that will continue to have a major influence on the future shape and approach to capital investment within the City. These include Bristol's One City Plan, Corporate Strategy and the proposals to ensure there is a diverse housing offer for the city including homes that are affordable, the emerging Local Plan and within a wider regional context our role within the west of England combined authority (WECA) in terms of transport, skills and inclusive economic growth.
- 3.2. **Bristol's One City Plan** has been developed by many different partners covering almost every aspect of life in Bristol; all have a role in making Bristol a thriving, healthy and more equal city in the future. It is an ambitious, collaborative approach to reach a shared vision for Bristol where no one is left behind. It is recognised Bristol's successful local economy has not always delivered prosperity evenly across citizens. Increasing economic inclusion will provide a boost to local economic growth and provide sustainability and resilience.
- 3.3. The Council's **Corporate Strategy** 2018-23 sets out the Council's vision and priorities for the City and sets out the Council's role in supporting the One City Plan and the pre Covid-19 activities based around the following four themes:
 - **Empowering and Caring** – Working with the City to empower communities and individuals, increase independence and help support those who need it. Give children the best possible start in life.
 - **Fair and Inclusive** - Improve economic and social equality, pursuing economic growth that includes everyone and making sure people have access to quality learning, decent jobs and homes they can afford.
 - **Well Connected** - Take bold and innovative steps to make Bristol a joined up city, linking up people with jobs and with each other.
 - **Wellbeing** - Create healthier and more resilient communities where life expectancy is not determined by wealth or background.
- 3.4. In light of the COVID-19 pandemic the Corporate Strategy will be reviewed and or refreshed in 2021 to respond to the changing needs of our workforce, residents, businesses and the wider economy.
- 3.5. In addition to the Corporate Strategy there are a number of complementary proposals and emerging plans which will also drive the Capital Strategy and future capital investment.; examples of which are outlined below:
 - Capital spending on its assets should be fully aligned to the Council's **Asset Management Plan** and **Property Strategy** and the annual review of the Capital Strategy will ensure these are aligned as these strategies are reviewed and developed.
 - **West of England Combined Authority's (WECA)** aim is to deliver clean and inclusive economic growth for the region and address some of its challenges, including productivity and skills gaps, the need for more homes and congestion.
 - The WECA is developing a **Spatial Development Strategy** which will be a high level plan to which the Council will align its **Local Plan** which it is currently reviewing. The Core Strategy of the Local Plan was adopted back in 2011. The Council is now considering how Bristol will develop up to 2036. The Local Plan will be updated to set out how the proposed homes will be delivered and show how the Council could exceed current expectations.
 - **Joint Asset Board (JAB) / One Public Estate** regional collaboration to use public sector land more efficiently, transform public sector services and strengthen local

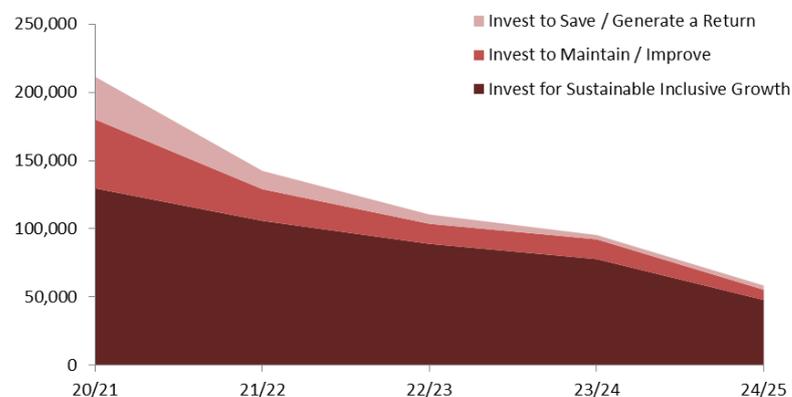
communities. The JAB links very closely with the West of England Housing Delivery Board.

- West of England **Local Industrial Strategy** was co-produced with government and was launched in July 2019. The strategy draws on the strengths of our region and sets out our ambition to be a driving force for clean and inclusive growth.
- **Western Gateway Sub-National Transport Body** is formed by an alliance of local authorities that have made a commitment to work together to drive innovation, maximise economic growth and improve industrial productivity by strengthening travel connections to local, national and international markets.
- **Great Western Powerhouse** - Opportunities are being explored across the West of England and South Wales regions to improve transport connections across the M4-M5 stretch, reduce congestion, speeding up rail journey times, increase trade and investment internationally and focus on creating more opportunities for urban and rural areas with problems of deprivation and low skills to take positive action to address these regional challenges.

4. Capital Investment

- 4.1. The Council has an ambitious capital programme over the next five years. A significant proportion 73% of this programme is aligned to large infrastructure investments that will support long term regeneration across the city, such as programme of new housing building and developing the Temple Quarter area, with only 9% aligned to invest to save schemes such as investing in infrastructure to support delivery of Social Care and Education services and 18% invest to maintain propositions, undertaking mandatory duties keeping the public safe and maintain our assets.

Figure: Breakdown of current programme between investment principles



- 4.2. The aim is to better align to the Council's strategic objectives, allocate resources effectively across the services provided and strike a balance between the things that make the most difference to residents, customers and businesses.
- 4.3. The Covid-19 pandemic will have a huge long term impact on the City and the Council. Locally-led investment in the economy and infrastructure will be critical to provide assurances to investors and local, regional and international partners to help drive and support economic and social recovery.
- 4.4. The Council needs to make a clear distinction between; capital investments where the achievement of strategic aims will be considered alongside affordability and treasury management investments, which are made for the purpose of cash flow management.
- 4.5. Investment decision must be clearly within the economic powers of the Council and whilst commercial decision will focus on yield, long term capital investment, decision will not be made purely on the basis of financial returns but will also give consideration to economic,

social and environmental impact. Notwithstanding that there will be fully externally funded programmes such as those for schools.

- 4.6. The Council will ensure that all of its investments types are covered in its Capital Strategy, and will set out, where relevant, the Council’s risk appetite and specific policies and arrangements for its non-treasury investments. It will be recognised that the risk appetite for these activities may differ from that for treasury management.

5. Principles for Capital Planning

- 5.1. Like most public sector bodies the Council has experienced significant delays in the physical progress of a project against the approved profile and cost over runs. This can be directly linked to the size of the programme, capacity to deliver and over optimism about the prospect of a project in terms of cost, time and external factors outside the sponsor’s control.
- 5.2. When capital schemes are approved their inclusion into the capital programme is based on best estimates and slippage is measured against the approved profile at the end of the financial year. The Council will need to ensure that all projects being proposed for inclusion can be delivered within the timeframe and budget stated prior to programme entry. Resource capacity and size of the programme will need to be assessed annually as part of the budget setting process and a range of optimism bias tools that are available should be used in our business case assessments of delivery of major projects.
- 5.3. Delivery of the programme will be overseen by the established governance boards as outlined in section 8. The Council will operate a clear and transparent corporate approach to the prioritisation of capital spending and the MTFP investment principles are set out in more detail in Table 1 below.

Investing for sustainable, inclusive, economic growth	The Council will expand its capacity to grow the economy in an inclusive manner, whilst delivering whole systems solutions to demographic, social and environmental challenges sustainably across the City
Invest to save and to generate returns	The Council will invest in projects which will <ul style="list-style-type: none"> • reduce running costs (including in alternative service areas) • avoid costs (capital or revenue) that would otherwise arise • invest to generate a financial return (invest to invest).
Investment to improve and maintain Council assets	The Council will improve and maintain the condition of core assets to extend their life where appropriate. The Council will make provision for lifecycle investment (capital and revenue) to maintain infrastructure to a standard that effectively supports long term service delivery.
Risk aware	The risks of the project have been fully assessed, consulted, communicated and are at an acceptable level.

- 5.4. Where appropriate the Council will invest in latest developments in order to stay at the forefront of service delivery, this includes areas such as Smart Technology, low carbon technology, and environmental sustainability. Where this investment is generated from the Council’s own resources the principles above will apply.
- 5.5. When entering into investments with financial return as a primary purpose, subject to affordability and sustainability the Council must consider the balance between security,

liquidity and yield based on its risk appetite and the exit route from the investment. Bristol has not borrowed for outright investment purposes.

- 5.6. When entering into non-financial investments (financial return is secondary) in addition to the above the Council considers the alignment to its strategic objectives and the contribution, local impact the investment could have to a range of outcomes including City growth, social fabric and the environment.
- 5.7. The Council is not overly dependent on profit generating investment activity to achieve a balanced revenue budget. Any shortfall in investment income would be reconsidered as part of the MTFP and seek to ensure that the quality of the long term and secure investments minimises the income risk.

Commercial Property Investment Portfolio

- 5.8. The Council owns freehold land across the City where it has granted long leases to Developers and Investors, and from whom we take ground rents of various kinds as investment income. The estate has been acquired and built up over many years and includes a wide range of property types of variable quality.
- 5.9. This portfolio generates a revenue return. The return is not a significant element of the net revenue budget and therefore the scale of any associated investment must be proportionate and the risk managed at an acceptable level. In addition to the revenue return the Council also receives capital receipts in exchange for restructuring existing lease terms.
- 5.10. Investment properties are regularly revalued to market level under a rolling programme. The top 150 properties by value have a formal valuation report annually. Other properties are valued over a 4-year cycle. In between valuations property indices are used for the lower value properties.
- 5.11. A portfolio approach to commercial property investments needs to be aligned to a Cabinet agreed investment strategy, which will provide an outline of the earmarked envelope available, consistent framework to assess all future investment opportunities and divestment. It will set out the approach for use of the current estate and future opportunities to be able to drive regeneration and economic growth through recycling capital receipts where investment is aligned to principles within this strategy.

Subsidiaries

- 5.12. Where appropriate the Council will invest in wholly or partly owned companies where this is considered to be the most appropriate means to deliver strategic objectives or for a financial return. The Council may be required to issue Parent Company Guarantees (PCG) or letters of support underwriting activities which will be, regularly monitored and appropriately risk assessed. The accounting treatment of any PCGs will be assessed individually in line with relevant accounting standards.
- 5.13. Third party loans may also be requested by a subsidiary and where these are agreed the Council must ensure appropriate interest rates are applied and arrangements are state aid compliant. The rate of interest applied will take into account control, risks, the different nature of each subsidiaries activities and the potential exposure to the Council.
- 5.14. These arrangements once agreed via the relevant decision making process will be monitored through the Governance arrangements set out in Section 8. Appropriate disclosures will be made in the statement of accounts, including the fair value of such investments.

Private Finance Initiative

- 5.15. Although Private Finance Initiative (PFI) schemes are not shown within the capital programme as they are not financed by capital resources, PFI is a means by which the

Council can facilitate major new infrastructure projects. PFI schemes involve partnerships between the public and private sector to fund public sector infrastructure projects with private capital.

- 5.16. The Council has three PFI projects associated to 8 Schools and 1 Leisure centre. Under PFI, a private sector contractor agrees to accept the risks associated with the design, construction, operation and maintenance of the asset over the contract term, which is typically for a 25 year period post construction. The public sector partner pays an annual fixed price during the contract term, part of which is subject to inflation and benchmarked activities. At the end of the term the asset is wholly owned by the Council. The collective annual charge of the contracts is £33m which included £19m of interest and debt repayment costs. The government provides some financial support for PFI schemes by way of PFI credits / grants.
- 5.17. Covid-19 has impacted these schemes creating cost pressures on their operations. Any related financial pressures are dealt with through existing contractual mechanisms which are in place for each specific PFI, but this may impact on the level of the sinking fund available to meet the future costs of the schemes.
- 5.18. No additional PFI projects are anticipated and any proposals for refinancing or making material variations to existing contractual arrangements will be fully evaluated and presented to members and cabinet for approval.

6. Funding Capital Investment

- 6.1. The Council's core capital programme is approved as part of the annual budget setting process, by the Cabinet and the Council and is funded from a range of sources, principally:
 - Prudential Borrowing
 - Grants
 - Capital Receipts
 - Developer Contributions
 - Revenue and Reserves.
- 6.2. The first call on available capital resources will always be the financing of any actual over spend on live projects, including those carried forward from previous years.
- 6.3. In establishing the most economic means to finance our capital programme we will seek to optimise any freedom and flexibilities given to the Authority from Government in how we deploy our capital investment to support recovery of both the City and the Council.
- 6.4. The figure below shows the indicative funding available to the Council for the next five years within the principles outlined in this strategy and budget as set in the Medium Term Financial Plan.

Table 2: Indicative Funding from 2021/22 to 2025/26 for Capital Investment

2020/21 £000		2021/22 £000	2022/23 £000	2023/24 £000	2024/25 £000	2025/26 £000	Total £000
71,560	Prudential Borrowing	43,860	24,063	25,679	7,150	12,000	112,752
9,140	Developer Contributions	12,568	10,085	8,510	6,500	3,500	41,163
25,209	Capital Receipts	28,761	20,452	24,084	19,385	-	92,682
2,241	Revenue/Reserves	1,487	254	-	-	-	1,741
90,004	Grants	38,915	30,436	33,360	16,910	16,910	136,531
13,960	Economic Development Fund/Local Growth Fund	15,150	8,828	9,333	14,157	-	47,468
212,114	Sub-total	140,741	94,118	100,966	64,102	32,410	432,337
34,873	HRA Self financing	29,680	30,616	31,706	32,806	33,944	158,752
29,620	HRA Capital Receipts	24,472	27,562	15,353	15,917	15,550	98,854
-	HRA Borrowing	4,818	15,295	22,974	-	-	43,087
15,244	HRA Revenue / Reserves	4,070	3,200	6,251	9,569	9,900	32,990
79,737	Sub-total	63,040	76,673	76,284	58,292	59,394	333,683
291,851	Total	203,781	170,791	177,250	122,394	91,804	766,020

Notes:

- 2025/26 show indicative allocations which will be refined through developing the five year capital programme as part of budget setting
- Future grant funding is indicative and spending is not committed until grants are confirmed by relevant funding organisations
- HRA 2025/26 available funding and additional borrowing capacity is being updated as part of a review of the 30 year business plan

Capital Receipts

- 6.5. Capital receipts come from the sale of the councils assets. If the disposal is within the HRA land or property then not all the receipt is available to support the capital programme as a percentage has to be paid over to the MHCLG.
- 6.6. The current strategy is for the assumed receipts from sale / disposal of assets to be taken into consideration when assessing the total value of receipts targeted to fund the overarching capital programme and planned flexible use of capital receipts.
- 6.7. Where the asset has been temporarily forward funded from prudential borrowing a review will be undertaken to determine whether the most cost effective option is to utilise the receipt to repay the debt, considering the balance sheet position of the council.
- 6.8. Where the sale of an asset leads to a requirement to repay grant the capital receipt will be utilised for this purpose. Once this liability has been established and provided for the residual capital receipt will be available to support the capital programme as a corporate resource.
- 6.9. As part of a Commercial Property Investment Strategy it would be expected that a certain proportion of capital receipts relating to disposals from the portfolio may be recycled for reinvestment for economic regeneration opportunities aligned to the Investment Strategy and affordability principles outlined in this strategy.
- 6.10. Following notional achievement of the target capital receipt, the Council can consider foregoing capital receipts for longer term and sustainable income streams through development sites.

Developer Contributions

- 6.11. Significant developments across the City are often liable for contributions to the Council in the form of section 106 or a community infrastructure levy (CIL). The community infrastructure levy is split between 5% for administrative costs, 15% to Area Committees and 80% for strategic infrastructure projects.
- 6.12. The current Capital Programme assumes a level of strategic CIL each year which is allocated to eligible infrastructure within the programme. Impact of Covid has meant delays in developments and also additional legislation was made which allows authorities flexibility to defer payments of CIL due to support developers during the pandemic.
- 6.13. If contributions reduce the funding and timing of the planned programme will need reviewing. This will also need to consider any outcomes and reforms following the current white paper on planning reforms and proposed changes to replace CIL and section 106 agreements with an Infrastructure Levy.
- 6.14. Following achievement of the target the council can consider further projects with which to utilise this funding stream

Prudential Borrowing

- 6.15. The Council's TMS sets out how the Council will fund its 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.
- 6.16. In planning for long term capital investment it is essential the long term revenue financing costs is affordable. Any long term investment is paid for over the life of the assets. It is essential the Council are able to meet the costs of borrowing and minimum revenue provision (MRP) over the life of the asset. In developing subsequent capital schemes it will be with a view to ensure the capital financing costs are less than 10% as a proportion of net revenue budget over the medium and long term. The borrowing level as set out above is funded within current allocated revenue budget.
- 6.17. In taking out new external borrowing the Council will consider a range of different options such as Public Works Loan Board, Bonds, and Commercial borrowing.

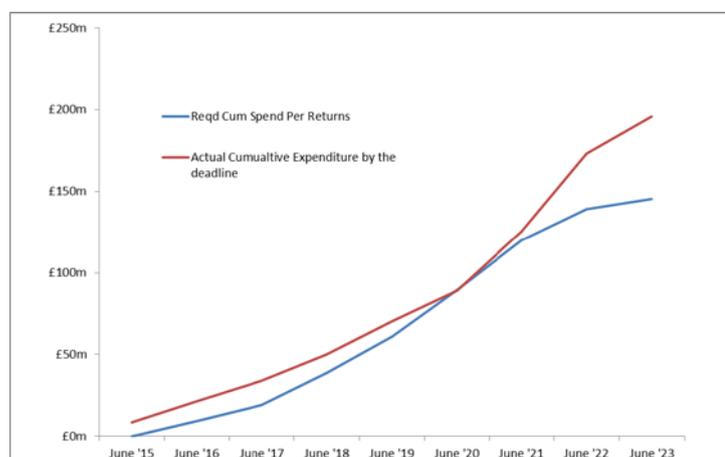
Housing Revenue Account

- 6.18. The **HRA Capital and Revenue Investment Programme** is entirely funded from the ring fenced HRA. It is a rolling 5 year outlook based on stock condition and planned projects. Key areas of housing investment set out in the Capital and Revenue Investment Programme include planned and cyclical works; mechanical and electrical and heating; accessible homes and repairs. The programme also includes development and special projects. The HRA capital programme is funded from:
 - HRA Self Financing (The Major Repairs Reserve)
 - Capital Receipts (HRA)
 - Revenue and Reserves (HRA)
 - Borrowing (HRA)
- 6.19. Prior to 2018 the HRA had a limit to how much it was allowed to borrow which is tighter than the value of their assets, in order to control public borrowing levels. This was abolished in late 2018. The current programme has an additional £43m of borrowing planned. Further borrowing may be undertaken within the HRA subject to overall

affordability and requisite business cases which should consider all risks including loss through right to buy.

- 6.20. The Council can use right-to-buy receipts to fund up to 30% of building new homes, the receipt must be used within three years, if not the receipt is paid to Ministry of Housing, Communities and Local Government with interest. The removal of the cap means additional borrowing can be used to meet the remaining 70% costs of new home building.

Figure 1: Comparison of required right-to-buy expenditure and actual cumulative spending



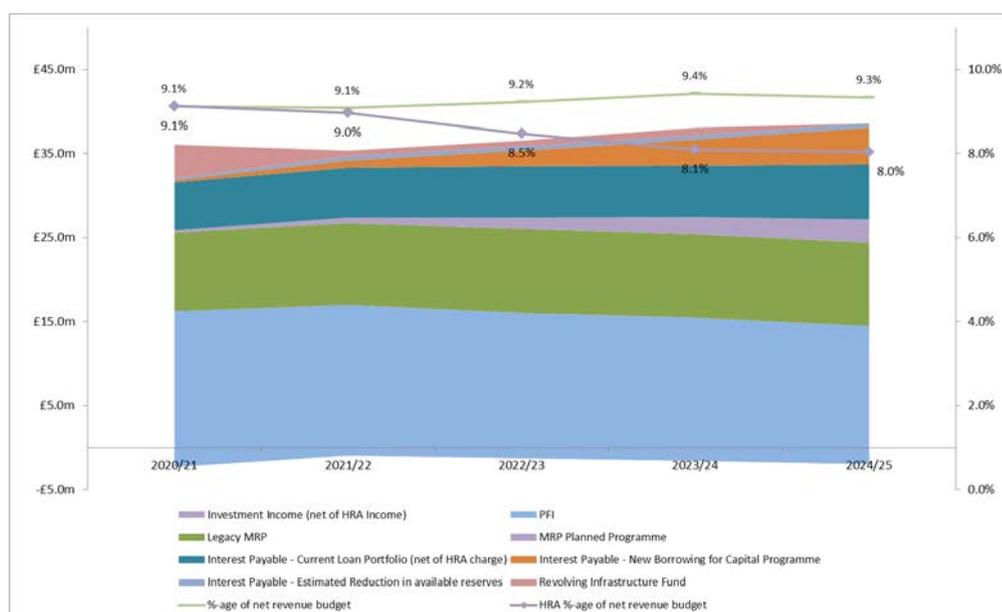
- 6.21. Generally capital expenditure would be funded from capital sources however in exception revenue resources are able to be used to fund capital. The main exception is the use of housing rents to fund capital expenditure within the HRA.
- 6.22. The current funding strategy within the HRA is that the principal borrowed isn't paid off over the life of assets, following changes in the HRA borrowing restriction the Council should also now consider plans for repayment of debt aligned to economic asset life. Maintaining a high level of borrowing may restrict further borrowing in the future.
- 6.23. Borrowing within the HRA must meet affordability principles as set in the prudential code and not expose the Council to unnecessary risk over the medium and long term. A key measure is the interest cover ratio (ICR) - a measure of how well the fund can meet its fixed interest costs from annual surpluses. The impact of any additional borrowing must be considered over the Medium Term Financial Planning cycle and not drop below the agreed ICR.

Investments

- 6.24. The Council invests its surplus cash balances with approved financial institutions predominately, banks, building societies and other local authorities in accordance with the Council's Treasury Management Strategy. These funds support meeting our current and future obligations with regards providing revenue services and delivering the capital programme.
- 6.25. The authority has investments which are expected to generate a commercial and/or social return. For impact investments their primary purposes are to provide service benefits/social impact while the generation of yield and liquidity is secondary. These investments have been funded from a mix of one-off sources.
- 6.26. In November 2018 Bristol City Council declared a climate emergency and as such will consider how impact investments could contribute to support implementation of UNs Sustainable Development Goals (SDGs). This may include Council direct and indirect investment in projects, bonds, taking lower par on investment and considering how to leverage wider inward investment through underwriting or guaranteeing an element of the proposition.

7. Capital Financing Policies

- 7.1. This section sets out in more detail how the Council will ensure its investment decisions are consistent with its investment principles and MTFP.
- 7.2. The Council must ensure its long term investments are affordable within the Council's overall revenue budget and is able to meet the on-going financing of any borrowing which is undertaken to support this investment.



The Council's Prudential Borrowing Commitment	The Council will continue to use a range of funding opportunities that ensure the cost of capital financing does not exceed 10% of net revenue budget over the medium to long term.
Substitute schemes	All new capital investments following setting the annual programme will be subject to defined prioritisation criteria and cabinet approval
Evidence based	All projects will require a business case providing a clear statement of the costs, benefits and risk to be realised by the projects which will be subject to proportionate due diligence.
Calculating the return on investment	The business case for an investment to generate a return project or impact funding must: <ul style="list-style-type: none"> • Include the cost of servicing the debt • Commercial investments must demonstrate the ability to achieve a minimum of 6% IRR over a 10 -year period. • Impact investments e.g. social investment must demonstrate the ability to achieve a minimum of 4% IRR or interest over a 10-year period. • The case for investment should demonstrate how the investments are returned by the end of the period.
Invest to be efficient and create sustainable services	<ul style="list-style-type: none"> • Cashable cost reductions or increased income must exceed the costs of borrowing over the pay-back period.
Invest to grow projects	<ul style="list-style-type: none"> • Increased income must exceed the costs of borrowing over the pay-back period. • For major developments the increased business rates and council tax income may be taken into account.

7.3. For all projects consideration must be given to the profiled year of entry and whether the scheme can be delivered within the time frame outlined prior to prioritisation for programme entry.

7.4. **Priority 1 Schemes** - priorities for capital investment are schemes that either:

- The Council would fail to meet its statutory obligations if the scheme did not proceed and all other mechanism for funding has been exhausted or;
- The scheme can directly deliver on one or more of the key Corporate Strategy/One City Plan commitments for the next 5 years and is to be 100% funded from external resources (ring-fenced grants or other outside contributions

and,

- The ongoing revenue implications of the project are contained within the existing service budgets either as a result of secured additional internal /external funding or reduction in cashable revenue costs.

7.5. Only schemes that meet the above criteria will be defined as priority one.

Criteria for other projects – Priority 2 Schemes

7.6. Projects which do not meet the criteria above are defined as priority 2 and may be prioritised depending on their fit based on the criteria set out below. The scoring matrix is to be finalised and will be weighted to ensure that a balance programme can be achieved as outlined in section 2 above. Scores will be indicative and provide a guide for decision making.

- i. Scheme demonstrably meets one or more of the key commitments in the corporate strategy for the MTFP period measured by objective criteria.
- ii. A need for the specific proposal has been identified in the One City Plan or emerging Corporate Strategy.
- iii. The project will bring about future cashable revenue savings within the wider Council (or cost avoidance where the pressure is built into the MTFP and/or deliver organisation wide efficiencies
- iv. The proposal can be shown to supports the delivery of sustainable / inclusive economic growth and regeneration
- v. The scheme levers in external support, or attracts additional funding into Bristol, either financial or the Council is working in Partnership with other bodies.
- vi. Scheme meets a key service objective in the agreed service plan and failure to provide the scheme would result in a significant reduction of the Council's stated level of priority service and/or greater exposure to risk.
- vii. Provides support to Community Leadership and capacity building develops the locality focus agenda

7.7. Loans and Investments in companies which we have material shareholdings are assessed differently, as these are prioritised based on delivery of strategic objectives. When considering these investments the Council will examine the Business Plans available to ensure that the plan and the investment is sound, facilitates the delivery of the long term strategy and wider social, economic and or financial benefits will be received back to the Council and residents in the short, medium or longer term.

7.8. Due to the nature of the assets or for valid service reasons, such investments do not always give priority to security and liquidity over yield. In these cases, such a decision will be

explicit, with the additional risks set out and the impact on financial sustainability identified and reported. The appropriate level of due diligence will be undertaken with the extent and depth reflecting the level of additional risk being considered and the Chief Finance Officer will ensure affordability and the proportionality of all investments so that the Council does not undertake a level of investing which exposes it to an excessive level of risk compared to its financial resources.

- 7.9. The council will be required to monitor company operations and this will take the form of regular performance and financial monitoring reports to Shareholders.

8. Governance of the Capital Strategy

- 8.1. The Capital Programme is agreed annual by Full Council as part of the budget setting process. Variations to the Capital Programme or in-year additions – subject to delegation – will be agreed by Cabinet.
- 8.2. The Capital and Investment Board leads on the development and maintenance of the Capital Strategy that is consistent with the relevant code of practice, Corporate Strategy and core regulatory functions, Medium Term Financial Plan and Treasury Management Strategy.
- 8.3. The board has an oversight and stewardship role for the delivery of the Council's capital expenditure within affordable limits, which will include both the Capital Programme and capital investments and provide strategic direction to the programme and projects where necessary.
- 8.4. Delivery of the Strategy is overseen by a joint member/ officer executive delivery board, chaired by the Cabinet Member for Finance, Governance & Performance. These governance arrangements ensure the Capital Programme is effectively managed and for companies that are wholly owned or the Council has a material interest these extend to the Shareholder group. The Delivery Executive Board's role is to monitor and assess the effectiveness of the capital programme in delivering the Council's strategic objectives. It also monitors the Council's non-financial investments and the appraisal of new investments, ensuring appropriate techniques are used.
- 8.5. All capital investment decisions will be underpinned by a robust business case that sets out any expected financial return alongside the broader outcomes/impacts, including economic, environmental and social benefits
- 8.6. Throughout the decision making process the risks and rewards for each project are reviewed and revised and form part of the monitoring of the capital programme. The Capital Investment Board receives monthly updates detailing financial forecasts and risks.
- 8.7. The governance process for approving capital investments is the same as that for the wider capital programme, with the business case fully reviewed and due diligence undertaken with external and internal risks associated with the investment explored. The Council will compile a schedule setting out a summary of its existing material investment commitments and regularly update the governance boards on the drawdowns, guarantees, financial return and risks exposure.
- 8.8. There may be occasions when the nature of a particular proposal requires additional support in the production of the business case or for example in performing of a value for money or due diligence reviews. In these circumstances the Council may seek external advice.
- 8.9. The capital programme is reported to Cabinet and Council as part of the annual budget setting process which will take into consideration and material changes to the programme and the investment. The in-year position is monitored monthly, with periodic budget reports to cabinet with capital reports incorporated. Within that monitoring report minor

new investment proposals will be included and variations such as slippage and need for acceleration. Major new capital investment decisions will be subject to an individual report to Cabinet.

- 8.10. The formal scrutiny process will be used to ensure effective challenge. Relevant directorate scrutiny commissions will be responsible for providing scrutiny on individual capital projects which fall under their portfolio.
- 8.11. The Chief Finance Officer should report explicitly on the affordability and risk associated with the capital strategy. Where appropriate the Chief Finance officer will have access to specialised advice to enable them to reach their conclusions and ensure sufficiency of reserves should risk or liabilities be realised.

9. Risk Management

- 9.1. One of the Council's key investment principles is that all investment risks should be understood with appropriate strategies to manage those risks. Major capital projects require careful management to mitigate the potential risks which can arise. The effective monitoring, management and mitigation of these risks is a key part of managing the capital strategy. All projects are required to maintain a risk register and align reporting to the Council's reporting framework.
- 9.2. In managing the overall programme of investment there are inherent risks associated such as changes in interest rates, credit risk of counter parties,
- 9.3. Accordingly, the Council will ensure that robust due diligence procedures cover all external capital investment. Where possible contingency plans will be identified at the outset and enacted when appropriate.
- 9.4. No project or investment will be approved where the level of risk - determined by the Cabinet or Chief Financial Officer as appropriate - is unacceptable.

10. Skills and Knowledge

- 10.1. Appropriate training will be provided to all charged with investment responsibilities. This includes all those involved in making investment decisions such as members of Capital Investment Board as well as those charged for scrutiny and governance such as relevant scrutiny commissions and audit committee. Training will be provided either as part of meetings or by separate ad hoc arrangements.
- 10.2. When considering commercial investments, the Council will ensure that appropriate specialist advice is taken. If this is not available internally it will be commissioned externally to inform decision making and appropriate use will be made of the Council's Treasury Management advisers.

Bristol City Council Equality Impact Relevance Check



This tool will identify the equalities relevance of a proposal, and establish whether a full Equality Impact Assessment will be required. Please read the guidance prior to completing this relevance check.

What is the proposal?	
Name of proposal	MTFP and Capital Strategy
Please outline the proposal.	<p>The Medium Term Financial Plan (MTFP) and Capital Strategy are key parts of the Council's financial planning process and set out the Council's strategic approach to the management of its finances and provides a framework within which delivery of the Council's priorities will be progressed.</p> <p>In developing the financial outlook for 2021/22 to 2025/26 various assumptions have been made. These are modelling assumptions and at this point do not constitute a decision. The point at which decisions are made regarding these assumptions a full equalities impact will be undertaken.</p>
What savings will this proposal achieve?	The MTFP and Capital Strategy outline key resourcing principles which support long term planning and don't directly propose any specific savings
Name of Lead Officer	Michael Pilcher

Could your proposal impact citizens with protected characteristics?

(This includes service users and the wider community)

Please outline where there may be significant opportunities or positive impacts, and for whom.

Against the uncertain backdrop of the on-going COVID 19 pandemic and local government financing, councils could face a spike in demand for already hard-pressed services such as adult and children's services and support for people at risk. The number of vulnerable adults (for example frail elderly people or those with learning disabilities and mental health) and vulnerable children (for example, those with special educational needs and disabilities) and associated cost pressures are all increasing.

The funding position beyond 2020 is very uncertain; not least the ongoing delays in the spending review. The budget planning that has followed models 2021/22 to 2025/26 and incorporate the following specific assumptions:

- Pay award of up to 2.7% for estimated pay awards in future years.
- Increases in Council tax at 1.99% (no decision had been made, subject to public consultation).
- Delivery of previously agreed savings proposals

Assumptions regarding increases in Council Tax are taken each year as part of the annual budget setting process and subject to a specific equalities impact assessment at that point.

Previously approved savings proposals from prior budget setting decisions which include ongoing savings for 2020/21 have been subject to individual equality relevance checks and/or equality impact assessments, with updates where appropriate. These are published on the council's website <https://www.bristol.gov.uk/council-spending-performance/council-budgets>. They will continue to be updated as appropriate.

Any future individual proposals will be subject to their own separate Equality Impact Assessment, consultation and assessment procedures at the relevant time. Decision makers will have the ability to make changes to the individual spending plans following consultation (where necessary) and detailed evaluation of the impact of

proposals.

These increasingly limited resources, we have continued to prioritise services that make the biggest difference to those in greatest need. We are conscious of the impact of COVID-19 and council tax increases on Bristol residents. That provides a difficult balancing act between council tax increases; income charges; income generation; financial affectability and service reductions.

The overall budget envelope sets out the monies available for the Council which enables the delivery of the Councils priorities.

The Council has continued to provide a local Council Tax reduction scheme that supports working age people on a similar basis to those who previously received 100% Council Tax benefit prior to this being abolished in 2013; and is one of a handful of English councils to do so and schemes had seem significant increase in uptake during the pandemic. Pensioners are protected from any changes under the prescribed national scheme.

Relevance Checks and EQIAs, where necessary are carried out for individual service proposals within the overall budget and individual reports associated to the key funding streams. These are live documents which are updated as more information becomes available as propositions are developed and the latest position is considered by members prior to decision making and will be submitted to Full Council with the overall budget proposals in February.

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

See above

Could your proposal impact staff with protected characteristics?

(i.e. reduction in posts, changes to working hours or locations, changes in pay)

Please outline where there may be significant opportunities or positive impacts, and for whom.

N/A – this is determined at a service or directorate level

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

N/A – this is determined at a service or directorate level

Is a full Equality Impact Assessment required?

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

- access to or participation in a service,
- levels of representation in our workforce, or
- reducing quality of life (i.e. health, education, standard of living) ?,

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

No
Specific Relevance Checks and EQIAs are conducted against individual proposals when related decisions are required.

Director:

Equalities Officer sign-off and date:

Denise Murray 28/09/2020

Decision Pathway report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 06 October 2020

TITLE	Avonmouth Fibre Extension – BNET extension project	
Ward(s)	Horfield, Southmead, Henbury & Brentry, Avonmouth & Lawrence Weston	
Author: Emma Howarth / Phil Higgins	Job title: BNET Service Manager / Project Manager	
Cabinet lead: Cllr Craig Cheney	Executive Director lead: Stephen Peacock	
Proposal origin: BCC Staff		
Decision maker: Cabinet Member		
Decision forum: Cabinet		
Purpose of Report:		
<ol style="list-style-type: none"> 1. Get Cabinet endorsement for the Avonmouth Fibre Extension (AFE) project to support better broadband connectivity for the North West of the city (enabling fibre infrastructure). Evidence needed by DCMS to progress project. 2. Gain prior approval of expected grant offer (£1.7m) from DCMS for the funding of this scheme. Needed as demanding timescale for grant acceptance and delivery. 		
Evidence Base:		
<ol style="list-style-type: none"> 1. All UK cities now recognise that full fibre connectivity is key to their future prosperity. Bristol is currently at 35% availability in premises, but coverage is commercially led with no plans in some parts of the city. Full fibre is far faster, more reliable, greener and supports business innovation, productivity and new ways of working and learning. 2. Bristol needs to improve connectivity to public buildings and services across the city, and particularly in the North West of the city, where we have no active BNET (council duct and fibre network) presence. There are also no commercial plans from Openreach to roll out this technology in these wards 3. Extending BNET (council duct and fibre network) in this area will encourage telecoms companies to build out to homes and businesses and provide full fibre connectivity increasing digital inclusion, including the Avonmouth & Severnside Enterprise Area – thus supporting economic development. The project will address (make it easy to connect) 49 public buildings, including schools, libraries and community training venues, and support inclusive growth. 4. The council has existing unused duct in the area which is currently being surveyed (DCMS funded) and can be refurbished to carry fibre optic cables in an externally funded project under the Local Full Fibre Network (LFFN) programme from DCMS. As we will re-use 18.4km of council underground asset – this is a greener scheme than new build. Approximately 5km of new build duct in the footway is needed to join the project to BNET, address public buildings and provide the network with resilience from fibre strikes (when the connection is disrupted by digging) to maintain connection. 5. A very time limited window exists to secure this funding, as the government’s fibre programme has now shifted to rural areas. No further urban funding for full fibre deployment is envisaged. This is a legacy project for DCMS where the business case has been accepted by DCMS’ Investment Panel, but we still need to confirm funding and commence delivery in October 2020. We will lose funding to rural areas if we don’t achieve sign off in October. 6. DCMS grant applications under the LFFN programme require applicants to address potential state aid issues in connection with the use of any grant. To assist in addressing this issue a report has been commissioned (following a procurement exercise) from consultants (Analysys Mason – a firm with experience in the fibre optics field) who will review the Councils business case, assess the commerciality of the proposed project and present a report to the Council. 		
Cabinet Member / Officer Recommendations:		
That Cabinet:		
<ol style="list-style-type: none"> 1. Approves the Avonmouth Fibre Extension (AFE) project to support better broadband connectivity for the North West of the city (enabling fibre infrastructure). 2. Approves the making of an application to DCMS for a grant of £1.7m under the LFFN programme. 3. Authorises the Executive Director for Growth and Regeneration in consultation with the Deputy Mayor Finance, Governance and Performance and s.151 Officer - in the event that the DCMS application is successful - to accept the grant and to take all steps required to enter into any agreements or contracts to spend the grant to deliver the 		

Avonmouth Fibre Extension project.

Corporate Strategy alignment:

1. A key element of Bristol's Smart City strategy 'Connecting Bristol - laying the foundations for a smart, well-connected future' (www.connectingbristol.org.uk). Bristol's smart strategy commits the city to delivering world class connectivity by accelerating full fibre, recognising its essential role in underpinning our smart future.
2. The Council's Corporate Plan 2018-2023 includes being "Well Connected" as a core theme and this BNET extension is designed to help fulfil this objective and also our strategic aim of reducing 'social and economic isolation'.
3. The One City Plan includes a commitment to ensure disadvantaged communities are not left behind and inclusive growth. AFE is in an area with no commercial plans for full fibre.

City Benefits:

1. AFE will make it easy for 50+ public service buildings e.g. schools, libraries, health & social care facilities near to the route to benefit from gigabit-enabled broadband
2. Users of public service locations which will be passed by AFE will benefit from better broadband – faster, more reliable, easily coping with speed and bandwidth intensive uses e.g. streaming / e-learning / home working
3. AFE unlocks 7km of new unused duct in Avonmouth which will improve options for businesses to get full fibre, improving their productivity, e-commerce offer and ability to support new ways of working e.g. home working
4. The extension sees 8km (21%) of the fibre network pass through areas in the 20% most deprived areas (IMD) in the country. The presence of a full fibre backhaul network will encourage other Communications Providers / investors to build out to the Council's social housing in the area supporting inclusive growth and encouraging service competition.
5. AFE is an enabling network to attract commercial investment from telecoms companies and improve choice and competition in the broadband market thus improving options for homes and businesses to get better broadband. As COVID shows, the quality of home broadband to support flexible working is vital.
6. This enabling network can be built with external funding if we act quickly to capitalise on this time limited offer (Government strategy now orientated at rural areas).

Consultation Details:

Internal consultation with: Highways; EDT; ICT Networks; WECA; South Gloucestershire Council; Trading with Schools; economic development

External partner consultation: WECA; SGC; Severnet

As enabling infrastructure largely using existing underground assets, there has been no need for public consultation at this stage. Our communications and engagement plan covers notification of works to premises adjacent to the project for the 5km of new build duct, and for conveying the wider benefits of the scheme.

Background Documents: Outline business case attached

Revenue Cost	£0	Source of Revenue Funding	Not applicable
Capital Cost	£1.7m	Source of Capital Funding	DCMS
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input checked="" type="checkbox"/>

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

1. Finance Advice:

The total cost of this work for which funding is required is £1.7m and includes provision for risks and contingencies. Recent surveys have provided additional assurance that the level of contingency provide for is adequate. DCMS has already provided £172k, for a proving survey to ascertain the true state of the council's BNET underground assets which forms phase 1, of this scheme and it almost complete.

1. The report seeks approval for the submission of a bid to DCMS for £1.7m to fund the next phase of work, as well as authority to spend the grant if successful. The grant funding is expected to cover 100% of the infrastructure costs, thus there is no new financial implication for the council.
2. If successful, the necessary grant acceptance and monitoring protocol will be followed in line with the Councils Financial regulations.

Finance Business Partner: Kayode Olagundoye

2. Legal Advice: DCMS grant applications under the LFFN programme require applicants to address potential state aid issues in

connection with the use of any grant. To assist in addressing this issue a report has been commissioned from consultants (Analysys Mason) which report will reviewed by Legal Services. Should the grant application be successful authority is also being sought to proceed with commissioning all necessary contracts (goods, works and services) required to implement the project without further reference to Cabinet, notwithstanding that some contracts may exceed the key decision threshold. All procurement activities will need to comply with the Public Contracts Regulations 2015, and the Councils own procurement rules.

Legal Team Leader: Eric Andrews, Team Leader, Legal Services,

3. Implications on IT: ICT Services recognise the benefits of securing external funding for this infrastructure scheme but we will need to clarify how public buildings are connected at a later date (beyond the scope of this project). Previous utilisation of corporate IT assets for the provision of non-corporate network services has been confirmed as inappropriate by information assurance colleagues (and could place our security compliance at risk), so the need for considering this alongside other Smart City initiatives is clear. As we move forward, this project will be considered in a wider context, in terms of how the connectivity is funded and managed – alongside all other smart city innovations - in order to utilise the BNET ducting asset in a safe and compliant manner, and to maximise the long-term benefits. Investing in the ducting infrastructure alongside finding credible delivery partners for digital services will support the One City objectives, and improve Cyber Security for the Council.

IT Team Leader: Simon Oliver, Director – Digital Transformation, 21/09/2020

4. HR Advice: No implications – NA – nobody will need to be recruited as a result of this scheme for enabling infrastructure

HR Partner: NA

EDM Sign-off	Stephen Peacock	12 August
Cabinet Member sign-off	Councillor Craig Cheney	10 September
For Key Decisions - Mayor's Office sign-off	Mayor's Office	14 September

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



Avonmouth Fibre Extension

Unlocking & reusing public assets to bring full fibre to underserved areas

A 30km duct & fibre re-use scheme: addressing over 17,000 businesses and residents, with an IRR of 10.5%

Executive Summary

We are pleased to submit our final proposal for the Avonmouth Extension.

The length of our **duct re-use scheme is 30km**, with over **17,000 residents and 500 Businesses** being passed or addressed. The expected capital cost is **£1.6 million** with an **Internal Rate of Return of 10.5%**.

We have been approached by private companies, who have told us that should we be successful in our bid, they would be willing to invest in expanding and connecting properties addressed by the Avonmouth Extension. To illustrate this we have attached a letters of intent from various companies, stating they **would be willing to invest tens of million**, demonstrating there is market interest and that our IRR is conservative.

Project key features

- The Avonmouth Extension is an LFFN shovel-ready project that will be quick to deliver as it mainly reuses existing, but dormant public sector assets.
- Civils and fibre will be commissioned through existing contracts, increasing the speed of delivery.
- The project is led by a multi-award winning team that already manages and maintains a 115km fibre optic network.
- The extension is located within a semi-rural/industrial fringe that has the UK's only deep seawater port and is well connected by motorway and railway.
- The extension will deliver 30km of new network, to an underserved area where there are no current plans for full fibre rollout.
- It will deliver open access and neutral host infrastructure to increase competition, market diversity and capacity.
- It will pass and address 16,939 premises, including 628 SMEs, 16,262 homes (4,479 council homes) and provide easy connection to full fibre for 49 priority public buildings
- The Extension will pass through 10% of the most socially deprived areas in the UK (according to the indices of multiple deprivation)
- The extension aligns with local strategies, national priorities and the aims of the LFFN.
- In exchange for an investment of £1.6m from DCMS, the Council will contribute 7.3km of duct (worth £225k).
- The investment will achieve an internal rate of return of 10.5%, well above the recommended 6.9% baseline.

Introduction



1. The Avonmouth Fibre Extension Project is Bristol City Council's ambitious and highly achievable bid to the DCMS Local Full-Fibre Networks Challenge Fund (LFFN-PSAR) with the aim of integrating the current BNET network - Bristol's Open Access Network (OAN) metronet – with an extension through the North Western arc of the city to reach the Avonmouth Port and Severnside Enterprise Area.
2. Our bid proposes to extend BNET to provide 30km of additional passive network infrastructure, incorporating 7.3km of Council-funded "BNET orphans", laid as part of Council's 'Dig Once' policy (as part of a transport project), with the refurbishment of 18.4km of older (currently unused) ducting, supplemented with a little over 4.6km of new duct for increased site access and resilience.
3. This will deliver the resilient infrastructure platform and access extensions to pass/address 49 public buildings. It will improve the commercial environment to encourage build out to homes and businesses along the new route. The project will promote choice and competition in the fixed broadband market across a currently under-served area and support inclusive growth.



SECTION A: KEY PROJECT ELEMENTS and socio-economic case

4. The Avonmouth Fibre Extension Project (AFE) will pass through a suburban/rural fringe area with no current commercial plans for Full Fibre. The Extension will bring a new open access metronet to the Avonmouth and Severnside Enterprise Area and through Bristol's North Western arc to stimulate commercial investment to deliver more choice and competition to businesses and homes.
5. The Extension will pass through disadvantaged areas of Bristol - amongst the 10% most deprived in the UK (according to the indices of multiple deprivation) - creating more digital opportunities for citizens using public buildings and facilitating commercial build out opportunities to homes (including large social housing areas) and businesses.
6. Through our partnership with North Bristol Health Trust, the project will achieve a hospital link between the two main hospitals in the city and NHS England in the centre of the city using the extended BNET network.

A1 - Key socio-economic features of The Extension

- refurbish and bring back into use **18.4km** of existing ducts;
- bring into first-time use **7.3km** of (Council funded) 'BNET Orphan' ducting in Avonmouth and Severnside, laid as part of Council's 'Dig Once' policy;
- see the construction of **4.6km** of new duct, mainly as resilience and short tactical extensions to create a network resistant to the impacts of fibre strikes and suitable for critical service use;
- provide an infrastructure platform, attractive to private investment in further build-out for homes and businesses along the network route;
- integrate this network extension back into the existing Bristol Network;
- offer a future-proofed solution by offering only passive infrastructure
- extend a full fibre network to pass/address¹ 49 priority public service buildings (PSAR only scheme, not PSBU)
- Improve inter-hospital network connectivity (through the Council's partnership with North Bristol Health Trust and University Hospital Trust). Over time this network can expand to incorporate other NHS facilities that already lie along the BNET route.

Premises Passed	# SMEs Passed	321
50m	# Private Residential passed	3,377
	#Council homes passed	1,384
	TOTAL	5,082
FTTP Addressable	# SMEs addressed	307
200m	# Private residential addressable	8,406
	# Council homes addressable	3,095
	TOTAL	11,808
Priority public buildings	#priority public buildings (schools, council and health) passed and addressed	49
	COMBINED TOTAL	16,939

This table uses the methodology from LFFN W2 and has been adjusted for FTTP availability - OFCOM 2018

Supporting economic development

7. With Bristol named as a "super cluster" and one of Europe's "Top 10" technology cities in EMEA", supporting the city region's digital and high tech sector is a priority for the council.

¹ PSAR only scheme - we are not directly connecting buildings

8. This project will support and expand Bristol's nationally important digital infrastructure, in a city McKinsey described as "the most significant and fastest growing outside of London."
9. The Bristol tech "cluster" **supports 36,000 jobs** and contributes **£1.7 billion to UK GVA** ² and expanding into the Avonmouth and Severnside areas is expected to accelerate this growth.
10. But, it's not just the digital tech sector that will benefit from this extension. It will help bring the benefits of full fibre to the logistics, distribution, engineering, manufacturing, energy and waste processing sectors represented in the Avonmouth and Severnside Enterprise Area. Through BNET's extension to the North West of the city, we are seeking to improve the attractiveness of the area for inward investment and help retain and grow existing businesses across all sectors.
11. With BNET's OAN model, this extension will bring new choice and competition in digital services to the Avonmouth and Severnside Enterprise Area which includes Bristol Port ³.
12. The Avonmouth and Severnside area has **650 hectares of developable land** and currently **supports 21,250 jobs**. The area - **Western Europe's largest brownfield site** - has been prioritised for future economic expansion and is **earmarked for jobs growth of 6,000 to 14,000 in the next 10-12 years** in the West of England Strategic Economic Plan. Avonmouth is the only deep sea port in the UK with direct motorway and rail from the port to all points of the compass. **Better digital infrastructure will accelerate economic growth** and this extension will complement other significant infrastructure investments in the area, including flood defences and transport, all designed to unlock the area's potential.
13. BREXIT and talk of **free ports** is expected to create growing demand for the Port of Bristol and could accelerate its further expansion, stimulating the area's wider development. The use of '**electronic borders**' will increase with BREXIT and new wireless connectivity, backed up by full fibre network, will be needed for these smart customs controls, as well as **inventory management and logistics** at the port. This extension is perfectly timed to provide the supporting infrastructure needed as the digital demands on the port as a result of BREXIT are realised.
14. Looking to the future, this Avonmouth fibre extension has been routed to **pass very close to the Filton Enterprise Area** with its **advanced engineering and aerospace** focus and home to key companies such as **Airbus, Rolls-Royce and GKN**. It has 100 hectares of developable employment land expected to see **7,000 to 12,000 new jobs** in the **next 10-12 years**. There are strong investment drivers to link this area to BNET.

Promoting inclusive growth - digital inclusion

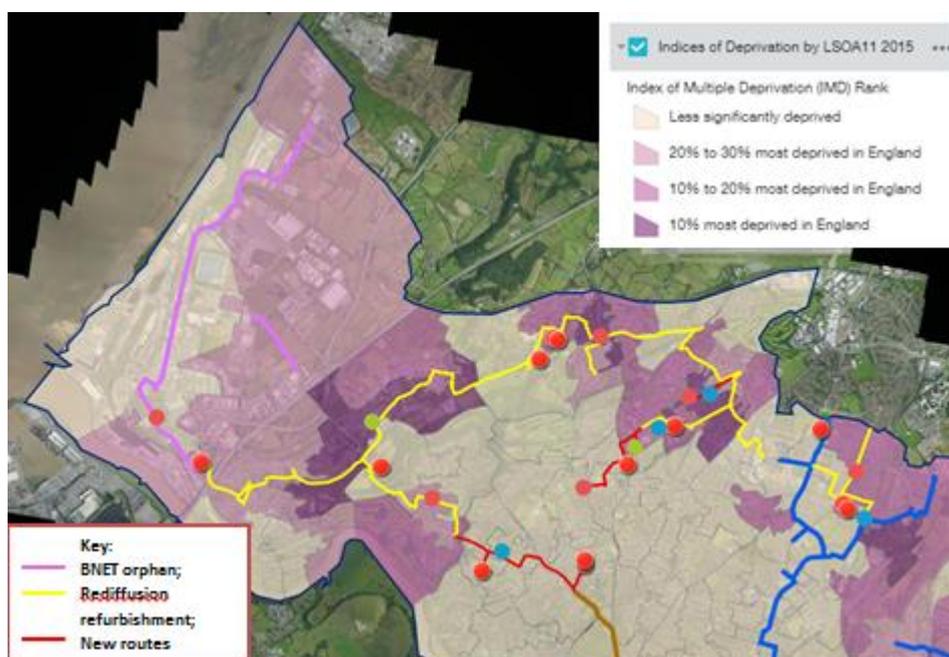
15. This Extension is designed to include disadvantaged areas of Bristol - amongst the "10% most deprived" in the UK in the indices of multiple deprivation. This BNET extension is aimed at facilitating more digital opportunities for citizens using public buildings, as well as building a platform attractive to further commercial build out opportunities to homes (including large social housing areas) and businesses along the new route.
16. The Extension specifically seeks to accelerate the availability of Gigabit connections in more marginal areas, currently lacking commercial FTTP plans and with a history of missing out on previous commercial rollouts from the private sector.
17. The extension sees 8km (21%) of the fibre network pass through areas in the 20% most deprived areas (IMD) in the country. The presence of a full fibre core Metronet will encourage other Communications Providers / investors to build out to the Council's social housing in the area supporting inclusive growth and encouraging service competition.

² Source: Tech Nation, 2016

³ The Port of Bristol is the only deep water port in the UK and the closest to the main centres of UK population. Some 45m people live within a radius of 300 kilometers of the port - Insouthglos

A summary of the extension and its impact on IMD worst 10% and 20%

Length of Network in Area (m)			
Fibre & Duct	Bristol	IMD Wrst 10%	IMD Wrst 20%
BNET	104631.95	26483.21	36081.28
BNET Avonmouth Added	7340.35	0.00	0.00
Rediffussion Reused	18410.37	945.72	7166.35
CF Routes New	4614.93	298.21	576.00
Total Before	104631.95	26483.21	36081.28
Number Added	29465.65	1243.94	7742.35
Total After	134097.60	27727.14	43823.63
% Change in Length	29.91	4.70	21.46



Disadvantaged areas passed by the extension⁴

- The extension seeks to open up new economic opportunities - making neighbourhoods a more attractive location for start-up businesses and social enterprises; creating competitive advantage for those who are already operating there; and supporting the transformation of community buildings (including libraries) into next generation Gigabit hubs.

Gigabit community hubs and enhanced digital learning

- Community hubs provide a focal point and facilities to foster greater local community activity and bring residents, the local business community, and smaller organisations together to improve the quality of life in their areas. Bristol's community hubs in the area, with an easy upgrade option to full fibre enabled by the BNET extension, will be able to transform their course delivery with the

⁴ Circles denote Enabled sites: RED = Schools, GREEN = Community Hubs and BLUE = Other Council buildings (eg. Libraries).

increased bandwidth and speed. More and more courses and activities have a strong digital element to them and so there is an ever-greater reliance on fast, reliable digital connectivity.

20. Working in partnership with the Avonmouth Community Centre, Bristol Community Learning Partnership has developed a series of training courses around digital skills and building confidence, job skills and resilience. Specifically the courses that would benefit the most from the Extension are:
 - Untethered virtual reality sessions - group sessions held at a variety of venues allowing learners to explore different areas, skills and job sectors. Delivered using technologies like Google Expeditions and Rebox VR
 - Getting to grips with design and 3D printing - a local community hub to encourage entrepreneurs to develop ideas and skills. Delivered using a variety of CAD tools and Ultimatum printers
 - Coding workshops - using a variety of tool sets a series of courses have been developed to target all ages; from helping parents understand what their kids are learning in school to developing job skills. Delivered with Kano, MBots and many other tools

21. Ofsted has stated the lack of strong provision of digital delivery is an area of concern for Bristol and the WECA area. As part of a Department for Education initiative, the Council has worked with local colleges to create a broad range of digital resources targeted at improving English, Maths and Digital skills in the adult population. This project has been a great success; however it is clear that in areas with poor connectivity many learners are being left behind due to an inability to access resources in a flexible manner. Today, in areas such as Avonmouth, connectivity is so poor that it is difficult to include even basic digital content in the class.

Bristol City Council Equality Impact Relevance Check



This tool will identify the equalities relevance of a proposal, and establish whether a full Equality Impact Assessment will be required. Please read the guidance prior to completing this relevance check.

What is the proposal?	
Name of proposal	BNET Fibre Extension
Please outline the proposal.	Extend the council's BNET duct and fibre network in the North West of the city (infrastructure enabling project only)
What savings will this proposal achieve?	Savings on broadband connectivity for public buildings could be achieved in the next phase – connecting public buildings
Name of Lead Officer	Emma Howarth

Could your proposal impact citizens with protected characteristics? (This includes service users and the wider community)
Please outline where there may be significant opportunities or positive impacts, and for whom.
<p>The implementation of this digital infrastructure enabling scheme should ultimately lead to more choice and competition in broadband for citizens, organisations and businesses in later phases. In the first phase of this project, building the backhaul network, will not deliver direct benefits to citizens with protected characteristics.</p> <p>Once the enabling infrastructure is in place, the council will encourage use of the infrastructure by telecommunications providers and invest in building out their network to citizens, businesses and organisations. The replacement of old BNET chambers and chamber lids will improve the footway for all users.</p> <p>This will deliver benefits in the following phase when we come to connect public buildings and invite investment to increase competition in the consumer broadband market. After this enabling scheme is built, public services e.g. schools, libraries, health centres will be able to connect to faster and more reliable full fibre broadband.</p> <p>This will benefit all services users and will equally impact them.</p>
Please outline where there may be significant negative impacts, and for whom.
<p>The scheme will restore 18.4km of existing underground infrastructure. This should have limited, localised and short term disruption (less than 3 days) to footway users as we will focus on repairs where the existing infrastructure is blocked. The vast majority of the council's underground ducts (tunnels) are in a good state and do not require repairs.</p> <p>There will also be 4.6km of new duct to be built. This will involve digging trenches in the</p>

footway and laying fibre optic cables.

All street works work will be done to national and local standards to manage disruption to footway users e.g. pedestrian ramps, corridors, alternative routes etc as required under the Bristol Street Works permit scheme in a best practice way.

(<https://www.bristol.gov.uk/documents/20182/4052194/Bristol+City+Council+Streetworks+Permit+Scheme+policy.pdf/d44cd956-c85e-cdbe-86fe-a3f8f5b937a6>)

Contractors are pre-approved from the council's existing framework agreements for civils and fibre work to carry out this work in line with national guidance.

There will be some disruption during this phase, however, our communications and engagement plan will ensure prior notification and explain the advantages of the project (better connectivity).

This scheme has strong low carbon credentials as it will reuse existing underground ducts for a large part of this project in order to minimise disruption.

Could your proposal impact staff with protected characteristics?

(i.e. reduction in posts, changes to working hours or locations, changes in pay)

Please outline where there may be significant opportunities or positive impacts, and for whom.

None / NA

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

None / NA

Is a full Equality Impact Assessment required?

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

- access to or participation in a service,
- levels of representation in our workforce, or
- reducing quality of life (i.e. health, education, standard of living) ?

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

No. Enabling fibre infrastructure only with no direct beneficiaries in this phase and no impact to staff.

Service Director sign-off and date:
P Mellor
24/09/2020

Equalities Officer sign-off and date:
Reviewed by Equality officer 16/9/20

Eco Impact Checklist – Appendix F

Title of report: BNET Expansion – Avonmouth Fibre Extension				
Report author: Emma Howarth / Philip Higgins				
Anticipated date of key decision: 6th October 2020				
Summary of proposals: Unused sections of the former Rediffusion network will be restored and brought back into use, in order to connect council and partner sites that are not currently connected to BNET. Two short extensions to the existing network will allow the connection to further sites.				
Will the proposal impact on...	Yes/ No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Yes	+ve	<p>Supports remote, cloud, and flexible working by providing better broadband. It supports e-learning and new forms of remote public service delivery. This reduces the need for travelling to meetings and other appointments.</p> <p>Full fibre broadband (FFB) has no copper wire connections, which reduces energy use and enhances reliability.</p> <p>Project includes extensive reuse of unused infrastructure.</p>	Reuse as much existing infrastructure as possible. Ask contractors about options for using low emission plant and vehicles.
		-ve	Whilst scheme reuses old infrastructure, there will be some low level emissions from the build phase	
Bristol's resilience to the effects of climate change?	Yes	+ve	Full Fibre Broadband infrastructure is more temperature resilient, reliable and lower maintenance than copper, and there are fewer components to	None required.

			fail. This future-proofs infrastructure to support smart city initiatives, ANPR camera networks and rapid changes in working in response to events, such as the global pandemic.	
Consumption of non-renewable resources?	Yes	-ve	Fibre optic cable and composite ducting is required for the new sections, which will be key parts of city infrastructure.	Implement long lasting composite ducting and future-proofed full fibre cabling.
Production, recycling or disposal of waste	Yes	+ve -ve	Valuable copper cabling from the unused sections will be recovered. Refurbishment of existing sections and additional sections will result in waste copper cables, covers and collars.	Metal covers and frames will be refurbished where it is safe to do so (to ensure pedestrian safety). Metal covers that cannot be refurbished and old copper cables will be recycled. Ensure as little waste of resurfacing materials (such as tarmac, or paviors) as possible. Very degraded cover and collar fragments will be backfilled into holes dug.
The appearance of the city?	No		None (BNET is an underground network).	
Pollution to land, water, or air?	Yes	-ve	There may be minor pollution associated with travel and use of plant for the initial works.	See mitigation for 'Emission of climate changing gases'.

Wildlife and habitats?	No		None	
Consulted with: Giles Liddell				
Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u>				
<p>The significant impacts of this proposal are some short term emissions associated with travelling, trenching, and resurfacing works to add new sections to the network, and refurbish the unused sections. The longer term impacts are a greatly expanded network that will contribute to smart city innovations, and remote working, which will reduce the need to travel in the city.</p> <p>Mitigation measures include extensive reuse of an existing network, refurbishment or recycling of redundant components, and the use of long-lasting full fibre systems and composite ducting.</p> <p>The net effects of the proposals are likely to be beneficial. The potential of the low maintenance network to reduce travel and streamline service delivery should more than compensate for the very short term impacts of works to refurbish and extend the network.</p>				
Checklist completed by:				
Name:	Philip Higgins			
Dept.:	Management of Place			
Extension:	22852			
Date:	12/08/2020			
Verified by Environmental Performance Team	Giles Liddell			

Decision Pathway –Report

TITLE	2020/21 Period 4/5 (July - August) Finance Report		
Ward(s)	n/a		
Author:	Tian Ze Hao	Job title:	Senior Finance Business Partner
Cabinet lead:	Cllr Craig Cheney	Statutory Officer lead:	Denise Murray
Proposal origin:	Other		
Decision maker:	Cabinet Member		
Decision forum:	Cabinet		
Purpose of Report:	<p>The Council budget for 2020/21 was agreed by Council in February 2020 and this report provides the update on the Council’s financial performance at Period 5 (end of August) against the approved budget and forecast use of resources for the financial year 2020/21.</p> <p>The Council continues to operate Directorate cash limited budgets and Executive Directors are responsible for ensuring that appropriate action is taken to contain both revenue and capital spending within the directorate’s overall budget limit. Budget holders forecasting a risk of overspend which is not related to the pandemic and potentially recoverable, should in the first instance set out in-service options for mitigation. Where these are considered undeliverable or pressures cannot be contained across the directorate the budget scrutiny process will be triggered and a request may be made for the Executive to consider granting a supplementary estimate redirecting funds from an alternative source.</p> <p>The report also includes an update on the estimated financial impact of the COVID 19 pandemic on the Council’s finances.</p>		
Evidence Base:	<p>The original budget set in February 2020 was balanced over 5 year medium term. For 2020/21 full Council agreed the following:</p> <ul style="list-style-type: none"> ○ The General Fund net budget of £395.7m; (forecast variation at P5 is £75.8m overspend, at P3 was £76.9m) <p>The Ring-fenced Accounts</p> <ul style="list-style-type: none"> ○ Housing Revenue Account (HRA) of £122.4m gross expenditure budget (forecast underspend of £1.6m at P5) ○ The Dedicated Schools Grant (DSG) budget, including amounts recouped by the Education and Skills Funding Agency for Academies is £374.2m (forecast £8.3m in-year deficit at P5 and a total £11.1m carried forward deficit) ○ The Public Health budget is £37.5m (no forecast variation at P5, with £0.5m planned drawn down from reserves to cover the leisure contract pressures). <p>Capital Programme</p> <ul style="list-style-type: none"> ○ Capital programme revised budget 2020/21 only is £213.7m for General fund and £83m for HRA. (forecast variation at P5 £66.8m underspend) <p><u>COVID-19</u></p> <p>The financial challenges as a result of the COVID 19 pandemic is currently estimated to be £68.7m (£70.1m in P3) and are attributed to additional costs incurred in responding to the pandemic and significant loss on income directly related to restricted activities and /or changing economic climate (see Appendix A for details) noting that this figure will be subject to change as the position evolves. This position has reduced by £1.4m primarily as a result of income losses being lower than initially anticipated, however this does have an impact of the level of grant support available to the Council for these losses.</p> <p>At the time of writing this report, the Government has allocated £30.5m of emergency funding to the Council to support the response (£0.5m was utilised against the Covid-19 financial impact for the month of March 2020 in</p>		

2019/20) as well as several specific grants associated with specific directions.

Government has confirmed that income shortfalls and support will be assessed separately, based on a new methodology and actual losses incurred at the end of the year. The original estimate was in the region of £20.6m which left a residual estimated budget shortfall of £13.9m due to COVID-19. However the recent guidance adds greater complexity and indicates a material deterioration from the income grant originally estimated for the Council. The latest estimates indicate a significantly lower grant for sales, fees and charges losses, resulting in an increased shortfall of £15.7m. Members should note that this remains an evolving situation and these figures are subject to change as final sales, fees and charges grant will be based on actual income losses at the end of the year.

Since P03 the Council has also been awarded £1.9m grant for costs associated with homelessness and move on scheme following early direction to house all rough sleepers.

Corporate mitigating actions were put in place at P05 to alleviate the short term effect on the Council's finances. The strategy for dealing with the implications in the current year are as follows:

- Capital financing proposals for planned investments have been revised to provide greater liquidity and flexibility to enable a release of revenue going forward (£6.0m)
- Utilisation of the governments coronavirus Job retention scheme (£1.7m)
- Utilising the balance in General Reserves (above the policy compliant level of 5%) generated from a more favourable 2019/20 outturn and additional business rates s31 grant (£3.1m)
- Utilise £1.7m from earmarked resilience reserve, established for variations in future local government funding formulas to support the in-year budget gap.

The latest forecast shows there is now a potential shortfall of £1.8m after the previously agreed mitigations. As the country increases social distancing measures and the impact will be expected on a more prolonged period the Council will continue to lobby Government to request additional emergency grant funding to mitigate the additional costs associated.

The COVID 19 related forecast excludes any new burdens associated with operating services such as Home to School Transport (still under detailed review) following social distancing measures, and collection fund income losses c£25.0million attributed to the reduction in the levels of Council Tax and business rates collected, which will have a budgetary impact in 2021/22 and beyond. Plans to address this will be outlined in the 2021/22 budget.

Non COVID 19

The non COVID 19 forecast variations for General Fund in 2020/21 equates to a net £7.1m (£6.9m in P3) overspend mainly relates to pressures in Adult Social Care (£7.7m) which including non-delivery of savings aligned to the Better lives programme. This pressure is partly offset by mitigations identified in other Directorates.

Ring Fenced budgets

Public Health reported £0.5m draw-down from Earmarked Public Health Reserves to support Leisure Services contract pressure during the pandemic. HRA reported a forecast underspend of £1.6m due to delays in the repair and maintenance programme. DSG reported a forecast in-year overspend of £8.3m mainly relates to increase activities in the high-need block and increasing pressures relation COVID and the reopening of the school.

Recovery plans are being developed across all directorates including a range of management actions that will enable expenditure to be held in abeyance, key service requirements to be delivered and a balance budget position achieved. This position and proposed mitigations will be reported in future monitoring reports once finalised and closely monitored thereafter.

Future Action

The Council is required to ensure that it has a balanced financial plan after taking into account deliverable cost savings and/or local income growth strategies as well as useable reserves. If during monitoring of the original budget it is considered that significant variations in either expenditure or income may result in an unbalanced budget then alternative action must be taken to bring the budget back into balance. Such action would include drawing-down

further from reserves or reducing expenditure.

Taking short term mitigating action now will give time for the financial impacts on the Council's finances to become clearer and enable the Council to give due consideration to all uncommitted expenditure alongside other priorities during the Medium Term Financial Planning process which will commence shortly.

We recognise that the impact of the pandemic and economic recovery will go beyond a single financial year, therefore significant, sustainable long-term additional finance will be required in order to deliver services in an adverse economic cycle where demand for public services will significantly increase. Work is underway to refresh our Medium Term Financial Plan which will be brought back to Cabinet and Council in the Autumn.

Full detail of revenue spending and forecast is provided in Appendix A and A1 to A6

Full details of Capital spending and forecast is provided in Appendix B and A1 to A6

Recommendations:

That Cabinet note,

1. Risks associated with the forecast outturn and the long-term financial impact on the Council as a result of COVID-19 pandemic
2. The £15.7m COVID 19 funding gap is indicative and will be amended to reflect the actual level of government funding received and local / national changes required in responding to potential local outbreaks.
3. The estimated Collection fund deficit of £25.0m impacting in future years Appendix A, Section 3.5.
4. A risk of non COVID-19 related overspend on General fund services, an overall forecast overspend of £7.1m for 20/21 at Period 5, representing 1.8% of the approved budget and that it is expected that the forecast overspend will be managed through management actions / mitigations through the rest of the financial year.
5. Forecasts underspend of £1.6m with regard to the Housing Revenue Account.
6. A forecast in-year deficit of £8.3m and a total £11.1m carried forward deficit in the ring fenced Dedicated Schools Account (DSG) and the significant deterioration in the forecast comparing to P3.
7. A forecast overspend of £1.4m in Public Health mitigated by drawing down from the Public Health and PFI reserves.
8. A forecast £66.8m underspend against the approved Capital Programme, which requires budget re-profiling at the end of P5.

Corporate Strategy alignment: This report sets out progress against our budget, part of delivering the financial plan described in the Corporate Strategy 2018-23 (p4) and acting in line with our organisational priority to 'Be responsible financial managers' (p11).

City Benefits: Cross priority report that covers whole of Council's business.

Consultation Details: n/a

Revenue Cost	See Above	Source of Revenue Funding	Various
Capital Cost	See Above	Source of Capital Funding	Various
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. Finance Advice: The resource and financial implications are set out in the report.

Finance Business Partner: Michael Pilcher (Chief Accountant) 28/09/2020

2. Legal Advice: The report, including the detail set out in the appendices, will assist Cabinet to monitor the budget position, the ongoing impact of COVID 19 and mitigations put in place, with a view to meeting the Council's legal obligation to deliver a balanced budget.

Legal Team Leader: Nancy Rollason, Head of Legal Service 28/09/2020

3. Implications on IT: There are no additional IT implications arising from production of this report.

IT Team Leader : Simon Oliver, ICT28/09/2020

4. HR Advice: Expenditure on staffing is monitored on a monthly basis. Managers are required to manage expenditure within the agreed staffing budget that has been set for 2020/21. As part of the work to refresh of the Medium Term Financial Plan, the workforce implications arising from estimated reductions in the Council's income will require consideration.

HR Partner: Mark Williams, Head of Human Resources 28/09/2020

EDM Sign-off	Denise Murray	28/09/20
Cabinet Member sign-off	Cllr Cheney	28/09/20
For Key Decisions - Mayor's Office sign-off	Mayor's Office	28/09/20

Appendix A – P02 Revenue Budget Monitoring Report	YES
Appendix B – P02 Capital Budget Monitoring Report	YES

Bristol City Council August 2020 (P4/5) Revenue Finance Report

1 FORECAST GENERAL FUND REVENUE SUMMARY POSITION

- 1.1 At Period 5 (August), the Council is forecasting a £75.8m overspend (£76.9m in P3) against the approved General Fund budget (£395.7m), of which £68.7m overspend relates to the impact of COVID 19 pandemic (£70.1m in P3) and the remaining £7.1m attributes to non-COVID financial cost pressures (£6.9m in P3).
- 1.2 Table 1 below provides a summary of the current 2020/21 forecast General Fund position by directorate.

Table 1 General Fund P5 Directorate Level Forecast

	2020/21 - Full Year			P5 Forecast Variance		Movement vs P3: Increase /(Decrease)		
	Revised Budget	Forecast Outturn	Revised Outturn Variance	Covid	Non-COVID	COVID	Non-COVID	Total Movement
	£000s			£000s		£000s		
People								
Adult Social Care	147,720	176,668	28,948	21,200	7,748	805	(41)	763
Children and Families Services	60,777	63,529	2,752	2,640	112	0	(144)	(144)
Educational Improvement	11,866	13,508	1,642	802	840	(176)	(41)	(217)
Public Health - General Fund	1,623	3,193	1,570	1,570	0	(16)	0	(16)
Total People	221,987	256,898	34,911	26,211	8,700	612	(226)	386
Resources								
Digital Transformation	12,020	11,270	(750)	0	(750)	0	231	231
Legal and Democratic Services	7,190	8,036	845	970	(125)	30	70	100
Finance	8,776	13,390	4,614	5,379	(765)	2,778	(47)	2,731
HR, Workplace & Organisational Design	10,204	10,377	173	0	173	0	(42)	(42)
Policy, Strategy & Partnerships	3,320	3,327	7	60	(53)	(90)	(21)	(111)
FM Services	3,257	5,264	2,007	850	1,157	(100)	(283)	(383)
Commercialisation & Citizens	7,149	8,993	1,844	2,102	(258)	202	546	748
Total Resources	51,917	60,657	8,740	9,361	(621)	2,820	435	3,255
Growth & Regeneration								
Housing & Landlord Services	14,676	20,023	5,348	4,882	466	(97)	(114)	(211)
Development of Place	1,308	2,415	1,107	1,582	(475)	52	(320)	(268)
Economy of Place	3,453	11,110	7,658	6,647	1,010	(44)	(158)	(202)
Management of Place	43,676	56,032	12,356	14,268	(1,912)	(2,422)	677	(1,745)
Total Growth & Regeneration	63,112	89,580	26,468	27,380	(912)	(2,510)	85	(2,425)
SERVICE NET EXPENDITURE	337,016	407,135	70,119	62,952	7,167	922	294	1,215
Levies	857	857	0	0	0	0	0	0
Corporate Expenditure	57,107	63,047	5,940	5,745	195	(2,324)	195	(2,129)
Capital Financing	728	479	(249)	0	(249)	0	(249)	(249)
TOTAL REVENUE NET EXPENDITURE	395,708	471,518	75,810	68,697	7,114	(1,402)	240	(1,162)

2 NON-COVID RELATED RISK OF OVERSPEND

- 2.1 At P5, budget managers are currently forecasting emerging risks and potential for further overspends by £7.1m (£6.9m in P3) with reasons not directly attributed to the COVID 19 pandemic.
- 2.2 The areas forecasting an unmitigated risk of overspend are predominantly within the People Directorate:

People Directorate

- Adult Social care forecasted a £7.7m risk to overspend (£7.8m in P3) mainly relates to market pressures resulting in the need for a continuation of service provision previously allocated on a one-off basis.
- Children social care has a £0.1m forecast risk of overspend (£0.3m in P3): related to savings at risk and on-going increases in out of area placement cost
- Home to School Transport £0.9m risk of overspend, (£0.9m in P3): this is attributed to underlying increase in the demand for the service.

2.3 Further areas of directorate pressures are summarised below; however it should be noted that these are proposed to be fully mitigated, via holding in abeyance non-essential spend and crystallising efficiencies experienced such as reduce staff costs / travel etc. during the earlier stages of the pandemic.

Resources Directorate

- Digital Transformation's favourable forecast has reduced by £0.2m (to £0.75m) representing second year licence costs linked to the IT Transformation Programme.
- Commercialisation and Citizens has reported a further risk to overspend £0.6m and this partly reflects the £0.4m transfer of budget responsibilities from FM services aligning with operational activities also takes into account delay to mitigation of other legacy challenges as a consequence of COVID restrictions.
- Compensatory short term in year mitigations for these pressures has been identified within the Resource Directorate at P5, in addition the net forecast of £0.6m underspend will offset the forecast overspend mentioned above in People Directorate.

2.4 As the year progresses, budget holders will continue to identify opportunities for recovery and delivering the needs of the service in a sustainable manner. In this regard a detailed review is underway within Adult Social Care division to consider the opportunities and service plans further and report back to Cabinet in due course with the recovery plans for consideration.

3 COVID 19 IMPACT AND GOVERNMENT FUNDING SUPPORT

3.1 SUMMARY POSITION

3.1.1 Based on the P5 Directorate forecast the General fund Revenue funding gap due to COVID 19 (excluding collection fund) is estimated to be £68.7m in 2020/21 (see Table 1 above and directorate appendices for details). This position has improved by £1.4m primarily as the income losses for sales, fees and charges are lower than initially anticipated; however this impacts on the level of grant which is available to

mitigate these losses. The Council continues to press the government for additional financial support necessary to ensure all response expenditure including additional costs of leisure services and income loss due to the pandemic.

Table 2 Overspend Due to COVID-19

	COVID-19 Exp	COVID-19 Inc	Total
	£000s	£000s	£000s
People			
Adult Social Care	19,395	1,805	21,200
Children and Families Services	2,640	0	2,640
Educational Improvement	146	656	802
Public Health - General Fund	1,570	0	1,570
Total People	23,751	2,461	26,211
Resources			
Legal and Democratic Services	693	277	970
Finance	3,985	1,394	5,379
Policy, Strategy & Partnerships	60	0	60
FM Services	600	250	850
Commercialisation & Citizens	940	1,162	2,102
Total Resources	6,278	3,083	9,361
Growth & Regeneration			
Housing & Landlord Services	4,882	0	4,882
Development of Place	0	1,582	1,582
Economy of Place	946	5,701	6,647
Management of Place	2,053	12,215	14,268
Total Growth & Regeneration	7,881	19,498	27,380
SERVICE NET EXPENDITURE	37,910	25,042	62,952
Corporate Expenditure	2,150	3,595	5,745
TOTAL REVENUE NET EXPENDITURE	40,060	28,637	68,697

3.2 EMERGENCY RESPONSE EXPENDITURE

3.2.1 The level of emergency response expenditure reported at P5 is £68.7m. This is a reduction of £1.4m since P3 and while many are largely consistent with P3 overall, the following areas have changed:

- Additional costs attributed to maintaining and reopening the Council's Leisure service Contract (£0.5m) and PFI Contracts (0.9m).
- Additional £0.4m forecast expenditure for opening highstreets safely funded by government grant (offset by Government grant)
- Reduction in amount of sales, fees and charges income losses across services
- Further impact on delivery of Adult Social Care savings due to extended period of measures from initial modelling.

3.2.2 To date the Government funding received and announced has offset to a large extent the in-year COVID 19 related financial pressures in 2020/21. The table below illustrates the government funding allocation that can be utilised to offset the in-year revenue gap; despite this a £15.7m in-year budgetary gap still remains due to the pandemic.

3.3 LOSS OF SALES, FEES AND CHARGES INCOME

3.3.1 The forecasted loss of service income for the year is £28.6m which is an improvement of £5.6m from P3.

3.3.2 Please note that whilst there is some support from the central government to support local authorities in funding some of the income losses on fees and charges, it doesn't fully cover all losses. Government won't provide any funding for commercial property losses or the first 5% of sales fees and charges losses, thereafter compensating 75% of losses above this level.

3.4 GOVERNMENT COVID FUNDING, GENERAL FUND RESIDUAL GAP AND MITIGATIONS

Government Funding

3.4.1 To date the Council had received three tranches of emergency funding support, additional specific grants from the Government and estimated funding in the recovery of income losses totalling £52.9m, (noting £0.5m was utilised against the COVID 19 financial impact in 2019/20). It was previously approved to incorporate these funding streams into the Council's 20/21 budget to support / mitigate the reported COVID 19 financial pressures.

Table 3 GF Government Emergency Funding and Residual Gap

Government COVID Response Funding	National £m	Bristol Share £m
Emergency Funding Tranche 1 (excl. 0.5m utilised in 19/20)	1,600	13.044
Emergency Funding Tranche 2	1,600	12.906
Emergency Funding Tranche 3	500	4.580
Infection control	600	4.025
Open high street Safely fund		0.416
Partial Hardship fund (matching gross forecast under benefit)		2.250
COVID 19 Fees and Charge Income Grant	n/a	13.859
Next Steps Accommodation Programme	91	1.900
Total Offset to GF Revenue Pressures		52.980
P5 Forecast COVID overspend		68.697
General Fund Residual Gap		15.717

- 3.4.2 Please note that the Council is currently preparing to bid for new funding from MHCLG to support the move on costs of rough sleepers accommodated from hotels following the pandemic.
- 3.4.3 The revised residual funding gap relating to COVID now stands at £15.7m, see table below for the agreed funding and mitigations, and please note the outstanding residual gap of £1.8m as at P5.

Table 3: COVID Mitigation Plan

COVID Mitigation Plan	£m
Residual GF Financial Gap due to COVID 19	15.717
Estimated Furlough Income	-1.700
Capital Financing (various)	-5.995
New: Use of Earmarked Reserves (Public Health £0.5m & PFI £0.9m)	-1.417
Use of general reserve above £20m	-3.100
Use of resilience reserve	-1.710
Residual Position (Current)	1.795

3.5 REGULATORY INCOME LOSS

- 3.5.1 The estimated total income loss on collection fund is £25.0m. Please note that the collection fund shortfalls will impact on the Council's cash position in 2020/21 however the budgetary impact will fall in the following year 2021/22. Recent Government announcement indicates they will be bringing in changes to enable Councils to spread collection fund tax deficits over 3 years rather than all being met

in 2021/21. These changes however will not solve the problem but rather buying more time to introduce measures to mitigate the on-going gap.

Council Tax

- 3.5.2 Council tax (CT) including preceptor's income: Like many councils we set our Council Tax budget for 2020/21 with a 3.99% increase (1.99% for general requirements plus 2% specifically for adult social care). The Council's budgeted income from Council Tax is £226.1m and represents 57% of the net budget requirement (£395.7m).
- 3.5.3 Reductions in Council Tax income is the largest single income loss which is estimated to be £14.3m by March 2021 (£22.3m P3 forecast). This has reduced due to growth in new properties accelerating to previous assumed forecast levels following lockdown during the early part of the year, and a slower uptake of Council Tax Reduction scheme in early part of the year, in part due to impact of furlough protecting some jobs.
- 3.5.4 It is important to note this represents latest modelling however there is significant uncertainty with regard to these estimates as the impact of end of furlough and new employment support scheme and impact on long term collection rates is unknown
- 3.5.5 The losses are mainly due to increase in Council Tax reduction scheme (CTRS) for working age adults, reduction in collection rate and delays in housing growth.

Business Rates

- 3.5.6 Business rates (BR): The Council's BR income is £136.7m in 2020/21 represents 35% of the net budget requirement (£395.7m). Assuming all tax-breaks for businesses are funded by Central Government we estimate a reduction c8% (£10.6m consistent with previous estimate) of business rate income as a result of unavoidable business insolvencies and reduction on debt collection rate within the Bristol area.
- 3.5.7 Note that under the business rates retention scheme, the Government currently operates and levy and the safety net system where BR income is guaranteed at the safety net level for local authorities. However Bristol's safety net entitlements is calculated to be £116.2m for 2020/21, this would mean that the safety net mechanism will not be triggered before income losses reach £20.5m.

3.6 SAVINGS PROGRAMME

- 3.6.1 The savings / efficiency programme agreed by Council in 2020 included savings totalling £8.7m for 2020/21. In addition, £6.6m of savings were carried forward from 2019/20 to 2020/21 which still requires recurrent delivery and mitigation in 2020/21. Therefore the total savings delivery target for 2020/21 is £15.3m.
- 3.6.2 At P5 £11m of £15.33m savings are reported to be at risk where further work / mitigating actions will be required in order to deliver, of which £6.3m relates to the Adult Social Care Better Lives Programme and £2.2m Children's social care

transformation with the remainder relating to Council-wide cross-cutting savings initiatives and schemes.

- 3.6.3 It has been agreed that £0.86m for FP01-8 Third Party Reduction carried forward from 2019/20 will be covered in year.

Table 5 Summary of Savings by Directorate

Directorate	2020/21 Savings £m	2020/21 Savings reported as safe	2020/21 Savings reported as at risk	
		£m	£m	%
People	8.79	0.29	8.50	97%
Resources & Cross-Cutting	3.53	2.25	1.28	36%
Growth and Regeneration	3.01	1.79	1.22	41%
Total	15.33	4.33	11.00	72%

4 RING-FENCED BUDGETS

4.1 HRA

- 4.1.1 HRA is currently reporting a forecast underspend of £1.6m at P5 (£1.0m underspend in P3).
- 4.1.2 HRA is a ring-fence budget, any COVID pressures may be offset by in-year vacancies due to delays in recruitment plans, repair and maintenance programme and capital programme. HRA reserve is also available which will enable the budget to be delivered with any in-year emergent pressures.
- 4.1.3 The forecast COVID impact on HRA ring fenced account is £3m which consists of £2.0m on loss of income / increases in bad debt, and £1.0m increased in costs including additional staffing pressures and PPE.
- 4.1.4 For the time being no in year adjustment of spend for 2020/21 is required for HRA related budgets although this position will be monitored in the context of the issues raised above. The forecast underspend if it materialises will be transferred to the HRA reserve. Please see Appendix A4 for more detail.

4.2 DSG

- 4.2.1 DSG budgets are experiencing significant growth pressures and are forecasting a deficit of £8.3m, which when added to the brought forward balance, will give a total deficit to carry forward at the end of the year of £11.1m. The main area for concern continues to be the High Needs block which is forecasting an overspend in-year of £8.0m, an increase of £4.9m since P3. Please see appendix A5 for more detail.
- 4.2.2 Following an Ofsted review last year, the Education service has invested significant resources in the EHC assessment and planning process to ensure that Pupils are

assessed and receiving the relevant support in time. This has resulted in an increased number of high needs cases and had a significant impact on the DSG High Needs Block. Since the measures for improvement on the EHC process were introduced, additional Pupils have been assessed and brought into the service quicker, resulting in the increased cost forecast, there have been increases in the number of top-ups to both mainstream and special schools. In addition, the increase in demand would also have a knock on impact on higher cost placement needs (e.g. in out of area or independent non-maintained schools) where available capacity is not sufficient locally.

- 4.2.3 The Education Transformation Programme commenced this year and is primarily concerned with SEN and consequently the High Needs Block. Nationally this is an area where many authorities are experiencing difficulties and continues lobbying on government is needed for more sustainable future funding.
- 4.2.4 During the pandemic, most schools remained open to provide education to children of Key Workers and vulnerable pupils. Any additional costs incurred by schools during this time were able to be reclaimed from ESFA. The funding into the DSG was unaffected by COVID, and also the amounts paid to schools continued at pre-COVID levels following DfE guidance.
- 4.2.5 Consideration should be given to the long term sustainability of the DSG taking into account changes in practices in schools during the pandemic and how these forecast pressures will materialise during and after the pandemic. Continuous government lobbying is required.

4.3 Public Health

- 4.3.1 Public Health is forecasting £1.6m overspend (a mixture of General fund and Ring-fenced account), of which £0.5m relates to the increased costs of contract variations and £0.9m for the obligations under PFI contracts to support the maintaining and reopening of leisure provision in the city during the pandemic. These are mitigated by drawing down from the Public Health Earmarked Reserve and the PFI Reserve. Other small variations include £0.9m for safer cities and £0.7m other public health activities.
- 4.3.2 The Council will continue to press for additional support from government in introducing measures to support local authorities' leisure services.

a: Revenue Budget Monitor

	Revised Budget	Forecast Outturn	Outturn Variance	Of which :	
				COVID	Non COVID
P05	£222m	£256.9m	£34.9m overspend	£26.2m	£8.7m
<i>P03</i>	<i>£222.4m</i>	<i>£256.9m</i>	<i>£34.5m overspend</i>	<i>£25.6m</i>	<i>£8.9m</i>

May	June	Aug	Sept	Oct	Nov	Dec	Jan	Feb
32.4	34.5	34.9						
	▼	▼						

Position by Division:

	2020/21 - Full Year			P5 Forecast Variance				Movement vs P3: Increase /(Decrease)		
	Revised Budget	Forecast Outturn	Revised Outturn Variance	COVID-19 Exp	COVID-19 Inc	COVID	Non-COVID	COVID	Non-COVID	Total Movement
	£000s			£000s		£000s		£000s		
People										
Adult Social Care	147,720	176,668	28,948	19,395	1,805	21,200	7,748	805	(41)	763
Children and Families Services	60,777	63,529	2,752	2,640	0	2,640	112	0	(144)	(144)
Educational Improvement	11,866	13,508	1,642	146	656	802	840	(176)	(41)	(217)
Public Health - General Fund	1,623	3,193	1,570	1,570	0	1,570	0	(16)	0	(16)
Total People	221,987	256,898	34,911	23,751	2,461	26,211	8,700	612	(226)	386

Key Messages:

Adult Social Care

Adult social care is showing an overspend of £28.9m (£28.2m in P03). Adult social care non-Covid variance of £7.7m which mainly relates to undelivered savings in year and carried forward from 2019/20 plus market pressures resulting in the need for a continuation of service provision previously allocated on a one-off basis.

In regards to COVID emergency response, the Council has acted as system leads in responding to the crisis working directly alongside the NHS and providers to create capacity and deal with increased demand (c£3m) meanwhile sustaining the market (c£11.4m) to ensure the local care market has sufficient capacity and of sufficient quality to meet the needs of the population and the Council direct financial support. Additionally, £4m Infection Control Fund monies have been allocated to help the care sector bolster infection control in care settings to halt the transmission of corona virus.

The Council also Increase the Council's frontline Staff Cover for short term targeted support for up to two weeks after discharge and to provide a short-term up-front response and additional capacity costs for MH services (£2.6m). The Council had spent additional £0.7m on providing PPE to staff and providing emergency supplies to service providers.

In addition the planned efficiency savings had not been able to progress as anticipated, it is estimated that £3m would not be delivered from the £6.3m of planned efficiencies.

Children and Families

Children social care is showing a £2.8m overspend, the majority of which relates to placements. There has been a reduction of £83k on placements, however it has been a volatile month and there is likely to be placement spend which may cause further pressure if this cannot be contained. There is an emerging pressure within asylum seeking families with no recourse to public funds with an additional 6 families presenting this month taking support to 70. Average cost is approximately £16k per family (board & ex-gratia payments). 32 in-house foster carer households have been recruited during COVID through which 19 children have been placed. There have also been de-registrations during this period with retiring carers. A further 2 bed Children's home has been purchased and work will begin to renovate this for operation in early 21/22.

Within the Forecasted COVID emergency expenditure, £1.1m relates to increases in the anticipated number of young people coming into Residential Care and foster carers care (5%) and also an 5% increase on contract pricing due to associated costs such as infection control measures, and reduced occupancy in residential settings, and additional supports were provided Care Leavers and Children in Need (0.3m). The Council also increased short term workforce capacity (£1.13m) to support Child Protection and domestic abuse cases and recruitment/ support to in-house foster carers recruited specifically to provide additional support and respite as a result of COVID 19.

Included in the COVID overspend is the delays in Savings Delivery c.£1.0m – part of the £2m Strengthening families transformation and savings programme which includes a re provision of our in house children's homes.

Educational Improvement

The biggest pressure in this division continues to be Home to School Transport, which is forecasting overspend of £896k, this has not been impacted by COVID as social distancing measures were not required when schools reopened in September. The overspend is being driven from increased demand for the service, particularly from SEN pupils.

Education had also seen additional emergency expenditure in supporting key-workers and vulnerable children. This include costs incurred in setting up a local Free School Meal voucher scheme to bridge the gap(£0.4m) before the national scheme was in operation, but these costs are reclaimed by ESFA.

Elsewhere in the division the current forecast variances are the result of COVID and mainly relate to the loss of income both in Adult Learning and from traded activities with schools.

Public Health

In P5 a £1.6m pressure is being reported, of which £0.5m related to the increases in cost on the leisure services contract, £0.9m relates to the increase in contractual obligations under the leisure PFI contacts and variations in safer city and other public health activities. These are mitigated by drawing down from the Public Health Reserve and PFI Reserve. The council continues to lobby the central government to provide funding support to sustain leisure services during the pandemic.

Savings Delivery

20/21 People Directorate Savings Target (£'000s):

8,785

	This month			Last month		
	Total value of savings (£'000s)	Value at risk (£'000s)	Proportion at risk	Total value of savings (£'000s)	Value at risk (£'000s)	Proportion at risk
No - savings are at risk	8,535	8,495	100%	8,535	8,495	100%
Yes - savings are safe	250	0	0%	250	0	0%
SAVING CLOSED - CONFIRMED AS 'SECURED & DELIVERED'	0	0	n/a	0	0	n/a
NO RAG PROVIDED	0	0	n/a	0	0	n/a
Grand Total	8,785	8,495	97%	8,785	8,495	97%
n/a - represents one off savings or mitigations in previous year	-4,385	0	0%	-4,385	0	0
Accelerated efficiencies (balancing line)	0	0	n/a	0	0	n/a
WRITTEN OFF	0	0	n/a	0	0	n/a
Grand Total	4,400	8,495	193%	4,400	8,495	193%

Top 5 largest savings at risk in (ordered by size of saving at risk)		
ID	Name of Proposal	Value at Risk in 20/21 (£'000)
FP33	Introduce Better Lives Programme (Improving outcomes for adults in Bristol) (incl. partial 18/19 rollover)	£ 6,300
FP31	*17/18 rollover included* Children's social care transformation	£ 2,195
BE7-2	18/19 Rollover - Organisational redesign including the council's senior management structures (Mitigation for Education Post)	£ -

Mitigated savings from previous years' that remain 'due' for delivery this year (£m)		
Amount due from previous year(s):	£	4.39
Amount reported at risk:	£	4.30

Key Changes since last month:

There have been no changes to the status of 20/21 savings in the People Directorate in P5

Key messages/Comments:

1. People has a significant savings target in 20/21 of £8.8m, of which £4.4m relates to rollover from 19/20. The target is made up of five savings lines
2. The Director of Adult Social Care has drawn up draft plans for financial savings but until these are finalised the full £6.3m target continues to be at risk (note the programme itself has now closed but savings are still due, with revised plans for adult social care transformation being developed).
3. FP31 Children's social care transformation continues to report the full £2.2m at risk in P5 with high level of volatility in placements and increasing pressure across the children's system as a whole.
4. Please note: BE7-2 18/19 Rollover - Organisational redesign including the council's senior management structures (Mitigation for Education Post) (£40k) reports savings at risk but without a value confirmed - PMO await clarification but assume the remaining £40k is at risk.

b: Risks and Opportunities

Division	Risk or Opportunity	Description of Impact £	Risk / Opportunity £	Likelihood (%age)	Net / (opportunity) £
Adult Social Care	Risk	Second wave of covid-19 infections resulting in additional care costs above initial emergency funding planning assumptions and infection control grant levels. (Risk based on third of £9m emergency spend)	3,100,000	50%	1,550,000

c: Capital

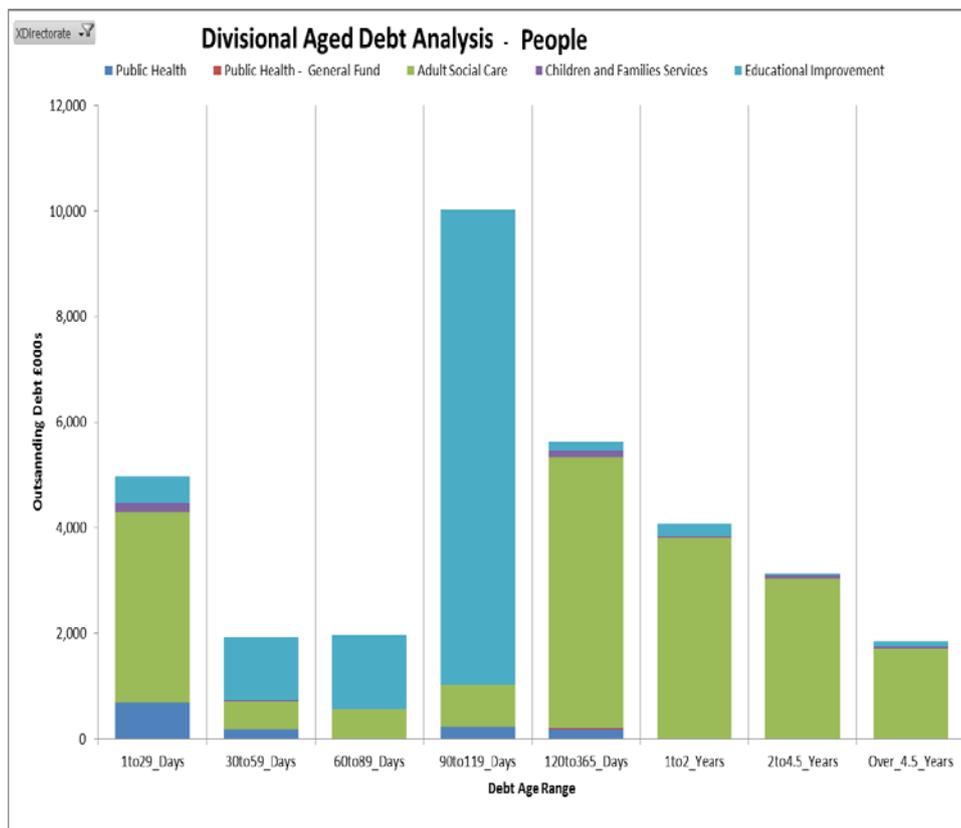
Approved Budget £32.3m	Revised Budget £35.7m	Expenditure to Date £4.9m 14% of Budget	Forecast Outturn £33.4m 93% of budget	Outturn Variance (£2.3m)
-----------------------------------------	----------------------------------------	-------------------------------------------------------------	-----------------------------------------------------------	-------------------------------------------

Ref	Scheme	Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
						£000s	%
People							
PE01	School Organisation/ Children's Services Capital Programme	23,160	4,601	25,191	2,030	20%	109%
PE02	Schools Organisation/SEN Investment Programme	575	0	3,213	2,638	0%	559%
PE03	Schools Devolved Capital Programme	2,685	148	1,212	(1,473)	6%	45%
PE04	Non Schools Capital Programme	0	18	0	0		
PE05	Children & Families - Aids and Adaptations	266	20	155	(111)	7%	58%
PE06	Children Social Care Services	2,455	35	1,785	(670)	1%	73%
PE06B	Adult Social Care – Better Lives at Home Programme	6,049	97	1,762	(4,287)	2%	29%
PE08	Care Management/Care Services	5	5	5	0	96%	100%
PE10	Sports Capital Investment	546	20	96	(450)	4%	18%
Total People		35,740	4,944	33,417	(2,323)	14%	93%

The People Directorate capital programme is predominantly spend on schools, of the £23 million the biggest schemes relates to Cathedral Schools Trust Trinity Academy, which has been delayed due to CIVID-19 however is anticipated to complete works in January 2021. The other major works relate to KnowleDGE where design work is on-going.

Besides schools scheme in both Adults and Children social care, to investment in improved accommodation has both been delayed as a result of covid-19 with project plans being reviewed. These are investing to save proposals which will delay planned savings in both these areas which is factored into the revenue forecast.

d: Aged Debt



e: Payment Performance

Division	Service	Amount Paid (inc VAT)	Number of invoices	Average days to pay	Number of invoices paid late	% Paid Late (target < 10%)
14	Adult Social Care	2,991,986	2,324	21	377	16%
15	Children and Families Services	11,522,430	3,849	32	959	25%
16	Educational Improvement	17,677,507	750	29	214	29%
1Y	Capital - People	7,103,339	98	34	33	34%
34	Public Health	10,657,102	759	30	121	16%
36	Public Health - General Fund	2,807,347	61	32	24	39%
Grand Total		52,759,709	7,841	28	1,728	22%

a: Revenue Budget Monitor

	Revised Budget	Forecast Outturn	Outturn Variance	Of which :	
				Covid	Non Covid
P05	£51.9m	£60.7m	£8.7m overspend	£9.3m	(£0.6m)
P03	£53.8m	£59.3m	£5.4m overspend	£6.5m	(£1.1m)

May	June	Aug	Sept	Oct	Nov	Dec	Jan	Feb
7.6	5.4	8.7						
	▲	▼						

Position by Division

General Fund	2020/21 - Full Year			P5 Forecast Variance		Movement vs P3: Increase /(Decrease)		
	Revised Budget	Revised Outturn	Revised Outturn Variance	COVID	Non-COVID	COVID	Non-COVID	Total Movement
	£000s			£000s		£000s		
Resources								
Digital Transformation	12,020	11,270	(750)	0	(750)	0	231	231
Legal and Democratic Services	7,190	8,036	845	970	(125)	30	70	100
Finance	8,776	13,390	4,614	5,379	(765)	2,778	(47)	2,731
HR, Workplace & Organisational Design	10,204	10,377	173	0	173	0	(42)	(42)
Policy, Strategy & Partnerships	3,320	3,327	7	60	(53)	(90)	(21)	(111)
FM Services	3,257	5,264	2,007	850	1,157	(100)	(283)	(383)
COVID-19 expenditure	0	0	0	0	0	0	(19)	(19)
Commercialisation & Citizens	7,149	8,993	1,844	2,102	(258)	202	546	748
Total Resources	51,917	60,657	8,740	9,361	(621)	2,820	435	3,255

Key Messages:

There has been a significant budget movement from Resources Directorate to G&R Directorate (in relation to the Housing Benefit Subsidy) since P3 so that the Resources Directorate total budget base has reduced by £1.9m. In the same timeframe the assessed impact of Covid-19, in terms of both lost income and increased expenditure, has increased by £2.8m and there has also been a deterioration in Non-Covid related net spend of £0.4m.

Notable revisions to the assessed impact of Covid compared to Budget for this year are within

- Finance where there has been a net increase of £2.8m. This is due to £1.6m of additional Local Crisis Prevention Fund expenditure and Discretionary Housing Payments and £1.2m of lost Court Summons income and an additional shortfall in overpayment recovery income.
- Facilities Management Services where the impact of Covid-19 on forecast lost income has been reduced by £0.1m.
- Commercialisation and Citizens where further losses in income totalling £0.2m have been identified across the Cash In Transit service, Docks Estates & Markets and Translation & Interpretation.

With regards to Non-Covid driven forecast variations to Budget

- Digital Transformation's favourable forecast has reduced by £0.231m to £0.75m representing second year licence costs linked to the IT Transformation Programme.
- Legal and Democratic Services' continues to show a favourable forecast, now £0.125m, due to there being no elections and by-elections in the current year.
- Within Finance the latest assessment of recoveries of overpayments improves the previous favourable forecast by £0.047m up to £0.765m.
- HR, Workplace and Organisational Design's forecast overspend has improved by £0.042m to £0.173m. This overspend in budget is predominantly due to reduced take-up by Council staff of the purchased annual leave top-up scheme as a consequence COVID-19 restrictions.
- There has been little move in Policy, Strategy and Partnerships. The division forecasts to come in £0.053m under budget at the full year predominantly through delays in recruitment to vacant positions.
- Facilities Management Services' forecast overspend has improved by £0.283m down to £1.157m at P5. This is largely due to the transfer of £0.375m budgeted savings challenge to Commercialisation and Citizens to realign with divisional activities.
- Commercialisation and Citizens forecasts a £0.546m deterioration thereby reducing the full year forecast underspend down to £0.258m. This £0.546m deterioration is due in part to the incoming budgeted £0.375m savings challenge from Facilities Management. It is also due to further delays both in the mitigation of legacy challenges and in the commencement of Commercialisation initiatives to increase income as a consequence of Covid restrictions.

Savings Delivery

20/21 Resources Directorate Savings Target (£'000s):							3,258																		
	This month			Last month			Top 5 largest savings at risk in 20/21 (ordered by size of saving at risk)																		
	Total value of savings (£'000s)	Value at risk (£'000s)	Proportion at risk	Total value of savings (£'000s)	Value at risk (£'000s)	Proportion at risk																			
No - savings are at risk	1,359	1,276	94%	1,359	1,276	94%	<table border="1"> <thead> <tr> <th>ID</th> <th>Name of Proposal</th> <th>Value at Risk in 20/21 (£'000)</th> </tr> </thead> <tbody> <tr> <td>IN23-2</td> <td>18/19 rollover - More income from commercial opportunities</td> <td>£ 460</td> </tr> <tr> <td>NEW1-2y</td> <td>*17/18 Rollover*Facilities Management Savings</td> <td>£ 446</td> </tr> <tr> <td>NEW3-2</td> <td>17/18 Rollover - Generate additional income from our historic assets</td> <td>£ 250</td> </tr> <tr> <td>BE7-4</td> <td>18/19 rollover - CORPORATE SAVING - ONGOING MITIGATION TO BE FOUND</td> <td>£ 120</td> </tr> <tr> <td>BE6-7</td> <td>18/19 rollover - Mitigation for Workforce policy and review - Resources Directorate</td> <td>£ -</td> </tr> </tbody> </table>	ID	Name of Proposal	Value at Risk in 20/21 (£'000)	IN23-2	18/19 rollover - More income from commercial opportunities	£ 460	NEW1-2y	*17/18 Rollover*Facilities Management Savings	£ 446	NEW3-2	17/18 Rollover - Generate additional income from our historic assets	£ 250	BE7-4	18/19 rollover - CORPORATE SAVING - ONGOING MITIGATION TO BE FOUND	£ 120	BE6-7	18/19 rollover - Mitigation for Workforce policy and review - Resources Directorate	£ -
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BE6-7	18/19 rollover - Mitigation for Workforce policy and review - Resources Directorate	£ -																							
Yes - savings are safe	473	0	0%	1,899	0	0%																			
SAVING CLOSED - CONFIRMED AS 'SECURED & DELIVERED'	1,426	0	0%	0	0	n/a																			
NO RAG PROVIDED	0	0	n/a	0	0	n/a																			
Grand Total	3,258	1,276	39%	3,258	1,276	39%																			
n/a - represents one off savings or mitigations in previous year	-1,340	0	0%	-1,340	0	0%	<table border="1"> <thead> <tr> <th colspan="2">Mitigated savings from previous years' that remain 'due' for delivery this year (£m)</th> </tr> </thead> <tbody> <tr> <td>Amount due from previous year(s):</td> <td>£ 1.60</td> </tr> <tr> <td>Amount reported at risk:</td> <td>£ 1.07</td> </tr> </tbody> </table>	Mitigated savings from previous years' that remain 'due' for delivery this year (£m)		Amount due from previous year(s):	£ 1.60	Amount reported at risk:	£ 1.07												
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Amount due from previous year(s):	£ 1.60																								
Amount reported at risk:	£ 1.07																								
Accelerated efficiencies (balancing line)	268	0	0%	268	0	0%																			
WRITTEN OFF	0	0	n/a	0	0	n/a																			
Grand Total	2,186	1,276	58%	2,186	1,276	58%																			

Key Changes since last month:

1. The following three savings have been closed and confirmed as 'secured & delivered' this month totalling £1.4m (part one off, part recurring):

a) BE1-9C: IT System 3 - Salesforce (£86k ongoing)

b) FP01 - 3: Reduction to corporate inflation contingency budget (£480k ongoing)

c) FP01-8E: Original Third Party Payment saving for Resources is being mitigated on one off basis by corporate covid funding (£860k one off)

b: Risks and Opportunities

Division	Risk or Opportunity	Description of impact	Risk/(Opportunity) £	Likelihood (%)	Net Risk / (Opportunity) £
Finance	Risk	Annual LA errors for 19/20 going above the lower or upper threshold following external audit review. Risk estimated to be between £400k to £500k.	450,000	50%	225,000
Finance	Opportunity	Reduction in Subsidy income received, relating to the LA Error going above the lower or upper threshold for the previous financial year will be met from earmarked reserves.	(450,000)	50%	(225,000)
Registrars	Risk	Income streams have increased as now able to offer ceremonies etc. However, the current forecast assumes that there will be NO further lockdowns	810,000	10%	81,000
Land Charges	Opportunity	If number of searches conducted reach the same levels as last year	(83,258)	50%	(41,629)
Legal Team	Opportunity	Forecast at P5 assumes that locums will be engaged until the end of the financial year. This is dependent on the implementation of the team re-structure	(280,000)	25%	(70,000)
Commercialisation & Citizens	Risk	Non-achievement in achieving increase in commercial activity MTFP	460,000	100%	460,000
Commercialisation & Citizens	Risk	Trading With Schools stretch income budget	190,000	53%	100,000
FM Services	Opportunity	Facilities Mangement	(522,000)	50%	(261,000)
Digital Transformaion	Risk	Digital Transformation - Salaries	200,000	100%	200,000
Digital Transformaion	Opportunity	Digital Transformation - Salaries	(200,000)	100%	(200,000)
Digital Transformaion	Risk	Digital Transformation - Contracts	200,000	100%	200,000
					468,371

c: Capital

Approved Budget	Revised Budget	Expenditure to Date	Forecast Outturn	Outturn Variance
£17.7m	£17.7m	£10.5m 59% of Budget	£19.1m +8% of budget	+£1.4m

Ref	Scheme	Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
						£000s	%

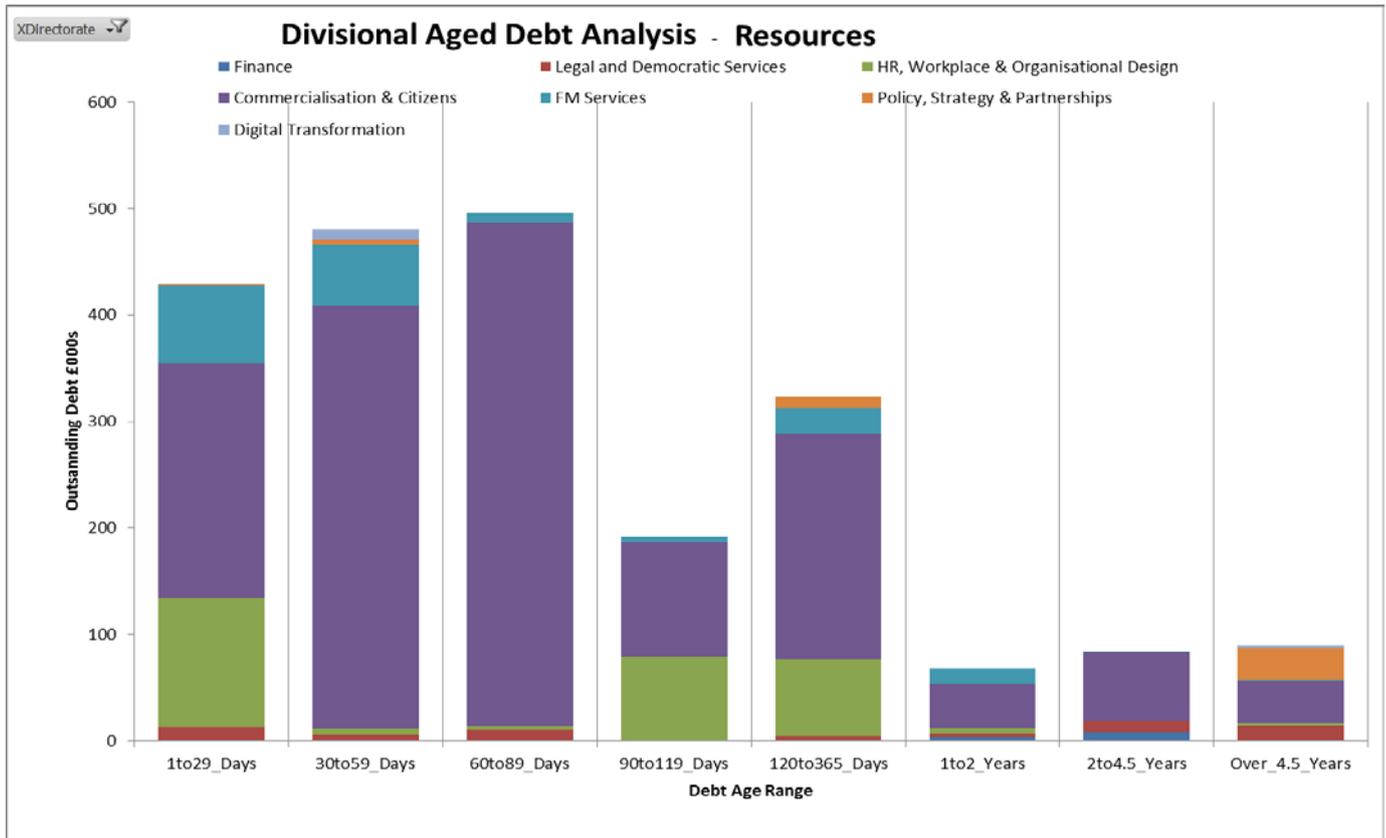
Resources

PL21	Building Practice Service - Essential H&S	3,301	590	2,601	(700)	18%	79%
PL27	Vehicle Fleet Replacement Programme	2,344	212	1,244	(1,100)	9%	53%
PL35	Harbour Operational Infrastructure	739	0	739	0	0%	100%
PL36	Investment in Markets infrastructure & buildings	444	42	382	(62)	9%	86%
RE01	ICT Refresh Programme	5,253	4,929	5,543	289	94%	106%
RE02	ICT Development - HR/Finance	517	221	517	0	43%	100%
RE03	ITTP – IT Transformation Programme	5,175	4,458	8,123	2,948	86%	157%
RE05	Mobile Working for Social Care (Adults & Children)	0	2	0	0		
Total Resources		17,773	10,454	19,148	1,375	59%	108%

Key Message:

The IT Transformation Programme forecasts to accelerate £2.948m of budget previously planned for 21/22 in to 20/21. Its' total forecast programme spend is in line with its approved programme budget. This increase in current year spend will be offset by forecast underspends across other Resources Directorate projects and across other BCC Directorate projects.

d: Aged Debt



e: Payment Performance

Division	Service	Amount Paid (inc VAT)	Number of invoices	Average days to pay	Number of invoices paid late	% Paid Late (target < 10%)
21	Digital Transformation	7,806,591	992	17	168	17%
22	Legal and Democratic Services	2,409,500	995	37	260	26%
24	Finance	2,106,414	435	18	74	17%
25	HR, Workplace & Organisational Design	1,045,545	615	16	54	9%
28	Policy, Strategy & Partnerships	406,755	202	15	17	8%
2B	FM Services	4,393,565	1,330	29	300	23%
2C	COVID-19 expenditure	12,119	3	4	0	0%
2Y	Capital - Business Change	13,493,374	484	12	38	8%
38	Commercialisation & Citizens	1,684,118	1,752	23	278	16%
Grand Total		33,357,981	6,808	23	1,189	17%

a: Revenue Budget Monitor

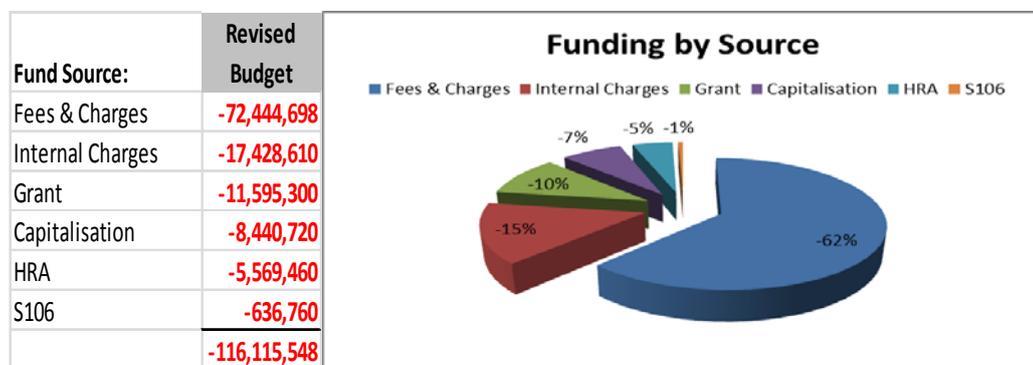
	Revised Budget	Forecast Outturn	Outturn Variance	Of which :	
				Covid	Non Covid
P05	£63.1m	£89.6m	£26.5m overspend	£27.4m	(£0.9m)
P03	£60.6m	£89.5m	£28.9m overspend	£29.9m	(£1.0m)

May	June	Aug	Sept	Oct	Nov	Dec	Jan	Feb
31.0	28.9	26.5						
	▲	▲						

Position by Division

General Fund	2020/21 - Full Year			P5 Forecast Variance		Movement vs P3: Increase /(Decrease)		
	Revised Budget	Revised Outturn	Revised Outturn Variance	COVID	Non-COVID	COVID	Non-COVID	Total Movement
Growth & Regeneration								
Housing & Landlord Services	14,676	20,023	5,348	4,882	466	(97)	(114)	(211)
Development of Place	1,308	2,415	1,107	1,582	(475)	52	(320)	(268)
Economy of Place	3,453	11,110	7,658	6,647	1,010	(44)	(158)	(202)
Management of Place	43,676	56,032	12,356	14,268	(1,912)	(2,422)	677	(1,745)
Total Growth & Regeneration	63,112	89,580	26,468	27,380	(912)	(2,510)	85	(2,425)

The Growth & Regeneration Directorate reported a £26.5m (42%, an improvement of 6% on P3) overspend against a net expenditure budget of £63.1m. This is mainly due to the impacts of the pandemic which has significantly affected a number of the directorate's fee generating services. The Directorate generates over £116m in revenue to partially fund its activities. The table below shows the breakdown of the funding by type.



Key Messages:

Housing & Landlord Services – The division is forecasting a £5.3m overspend. The main reasons for the expenditure pressure are:

- The £2.5m budget for subsidy loss has been transferred from Revenues and Benefits to Housing Options since P3, with a forecast overspend of £0.8m.
- As part of the initial response to Covid-19, Bristol City Council have accommodated and supported over 350 people who were rough sleeping or in communal night shelters as part of “Everyone in”. The forecast net cost of this provision until the end of July was £2.7m, which included costs of dilapidation and deep cleaning of hotels yet to be incurred which are anticipated to be funded from the Covid-19 grant allocation, as well as a small ring-fenced grant of £73,500 received from the MHCLG.

- The Move-on Project Board recommends the principle of continuing to accommodate and provide move on options to avoid rough sleepers returning to the streets, including people with no recourse to public funds. In order to facilitate this, a bid for £2.174m was made to the MHCLG for Next Steps Accommodation Programme funding, of which £1.936m has been awarded which will reduce the call on the Covid grant.
- The forecast Covid spend has reduced from P3 as the recent categorisation as “specified accommodation” applying to some of the hotel accommodation hence now the Council will not incur subsidy loss on these placements.
- General Fund – Excluding the forecast overspend due to Covid (approximately £5.5m), Housing Options is forecast to be approximately on budget – though this is dependent on utilising the whole of the Flexible Homelessness support grant in 2020/21 (£996k) – partly to offset the required savings target of £300k and partly to contribute towards the subsidy loss incurred by Revenues and Benefits.

Development of Place – The division is forecasting a £1.1m overspend against a revised budget of £1.3m at P5. The main reasons for these variances are:

- Significant reductions in income have been experienced across the planning and building regulations services during the pandemic. Some developments and work are simply put on pause and which will create a small amount of “catch-up”. However there is only a limited capacity within the market to progress developments, planning applications, searches etc. Therefore it is anticipated that there won’t be 100% “catch-up” and that this will take several months to return to regular level. The services are anticipating a reduction in its ability to support and progress on capital projects.
- Planned MTFP savings from income are now also at risk, estimated at £0.1m

Economy of Place – The division is forecasting a £7.7m overspend against a revised budget of £3.5m at P5. The main reasons for these variances are:

- It is expected that commercial property rental income will also experience up to 25% reduction (c£3m) base on ONS statistics on national business insolvency risk and intelligence from the Council’s own property agents who estimates these losses across a national mixed commercial portfolio.
- The Council run 7 museums which are general free to visit however do generate income for the Council as they do run some fee charging exhibitions, cafes and shops. The Council also run fee paying services within our libraries. Whilst some costs may be covered by furloughing relevant staff this doesn’t cover all of the lost income. These activities may take a long time to return to pre-COVID income levels as capacity will be reduced for the foreseeable future as a result of infection control and social distancing measures.
- Planned MTFP savings from income are now also at risk, estimated at £0.3m

Management of Place – The division is forecasting a £12.4m overspend against a revised budget of £43.7m at P5. The main reasons for these variances are:

- Significant reductions in income have been experienced across our car parks including off-Street car parks, on street parking, resident parking schemes, parking charge notices etc. Occupancy has reduced significantly during the pandemic. Estimated in-year loss is £9.6m.
- Other income reduction include advertising income from council assets e.g. bus shelters, and income generated by Council’s renewable energy assets due to unprecedented market price volatility.
- Waste management services also experienced additional cost pressures (£1.7m) due to increases in residential residual waste and recycling volumes, market price volatility for waste disposal, and additional measure introduced for social distancing.

In addition, in order respond to the pandemic, we have increased level of staffing across a number of services e.g. Emergency control staffing, additional costs c£0.3m.

It is important to note that whilst there is an appetite from the central government to support local authorities in funding some of the income losses on fees and charges, the detail around how funds will be allocated is still evolving and may exclude some service income that was previously deemed eligible.

Savings Delivery

20/21 G&R Directorate Savings Target (£'000s):						3,012				
	This month			Last month			Top 5 largest savings at risk in (ordered by size of saving at risk)			
	Total value of savings (£'000s)	Value at risk (£'000s)	Proportion at risk	Total value of savings (£'000s)	Value at risk (£'000s)	Proportion at risk	ID	Name of Proposal	Value at Risk in 20/21 (£'000)	
No - savings are at risk	1,225	1,225	100%	1,260	1,260	100%	FP02-C	*19/20 ROLLOVER* - New ways of delivering parks and open spaces	£ 250	
Yes - savings are safe	1,787	0	0%	1,752	0	0%	R502-B	SMART City Initiatives	£ 250	
SAVING CLOSED - CONFIRMED AS 'SECURED & DELIVERED'	0	0	n/a	0	0	n/a	IN04-1	Establish city centre business rate development team (including some 19/20 rollover)	£ 240	
NO RAG PROVIDED	0	0	n/a	0	0	n/a	NEW2	*19/20 Rollover* - Review our approach to managing and optimising the value of public sector land and buildings	£ 200	
Grand Total	3,012	1,225	41%	3,012	1,260	42%	BE57	Improving the performance of the council's Commercial/Investment Property portfolio	£ 100	
n/a - represents one off savings or mitigations in previous year	-1,326	0	0%	-1,326	0	0%				
Accelerated efficiencies (balancing line)	0	0	n/a	0	0	n/a				
WRITTEN OFF	380	0	0%	380	0	0%				
Grand Total	2,066	1,225	59%	2,066	1,260	61%				
							Mitigated savings from previous years' that remain 'due' for delivery this year (£m)			
							Amount due from previous year(s):		£	1.07
							Amount reported at risk:		£	0.86

Key Changes since last month:

1. The value of savings reported at risk this month has improved slightly as the following savings has been marked as safe in P5: IN02 Operations Centre – increase income (£35k).

b: Risks and Opportunities

Division Name	Service Name	Description	Risk / Opportunity £'000	Mitigations / Opportunity
Management of Place	Traffic & Highways	Loss of parking bays and thus income generated from them, from them being reallocated for businesses who are seeking permission to use the spaces for customers eg seating for cafes / bars / restaurants outside due to CV19	?	
Management of Place	Traffic & Highways	Signals & Lighting General - overrun of section 74 work, TTRO/TTRN and Inspection charges owed by Bristol Water totals £1.257m at 03/06/20 split as: £33k under 30 days, £30k 30-59 days, £18k 60-89 days, £275k 90-119 days, £896k 120-365 days, £5k 1-2 years	?	Corporate Finance set up a provision for this at 31/03/20
Housing and Landlord Services	Housing Options	Due to economic impact of Covid - homelessness may increase - leading to greater use of temporary accommodation	?	Seek additional supported accommodation and increase acquisition of units
Management of Place	Traffic & Highways	Repairs at West End may highlight additional work that needs to be done and any delays in work being completed will impact on income	?	Delays in work being completed, may result in people moving to Trenchard to park

There are also a number of unquantified risks that have been flagged by service managers. These require close monitoring as some are linked to the council's wider response to covid.

c: Capital

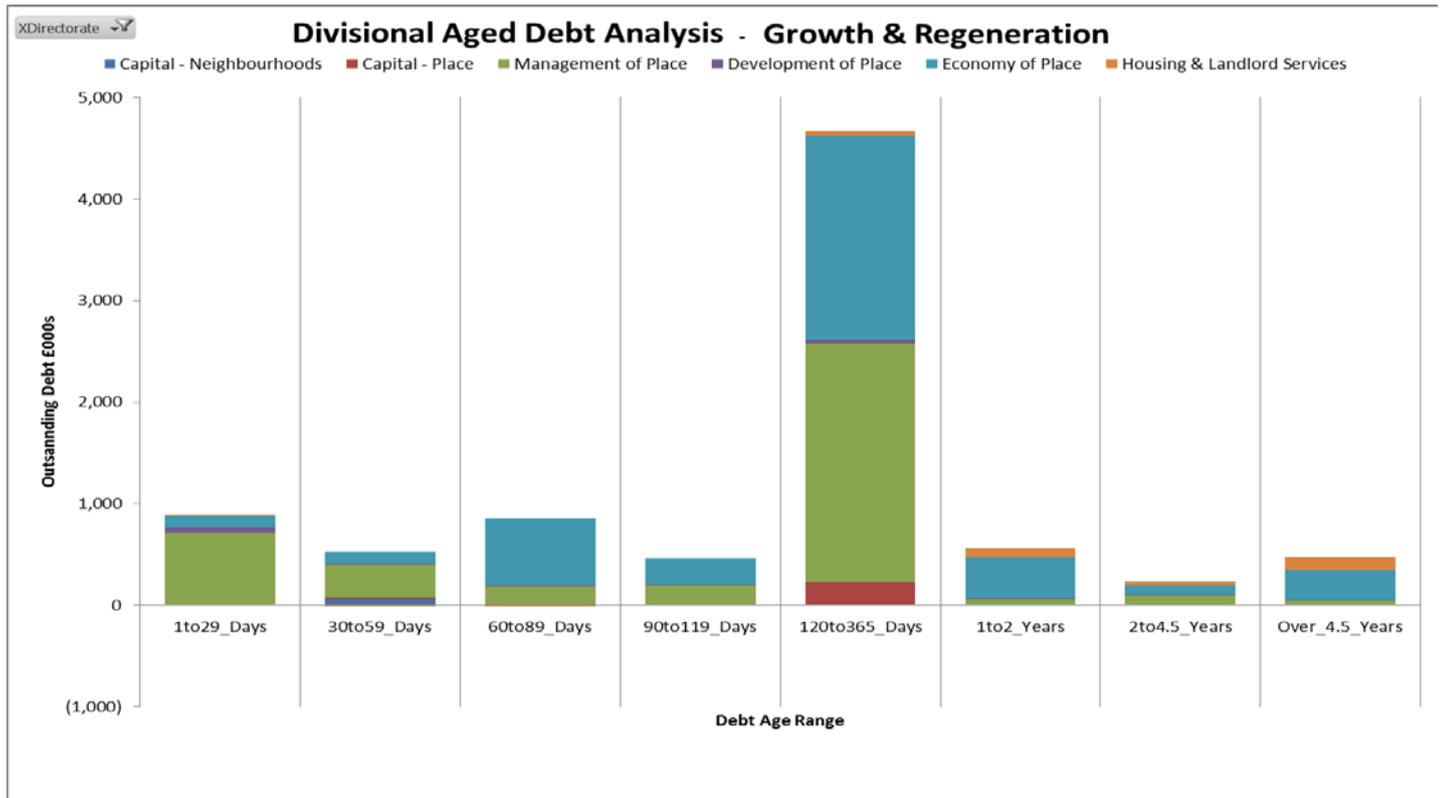
Approved Budget £163.3m	Revised Budget £159.3m	Expenditure to Date £18.8m 12% of Budget	Forecast Outturn £125.3m 79% of budget	Outturn Variance £(34m)
<i>2019/20 Comparator</i>				
	Revised Budget £143.5m	Expenditure to Date £21.9m	Forecast Outturn £106.6m	Outturn Variance £(36.9m)

Key Messages

The current reports shows (£18.8m) spend against budget (12% delivery) against the revised budget of £159.3m and are behind spend reported same time last year (£21.9m as at P5). To achieve the budget target for 20/21, the directorate will need to increase monthly spend to £15.2m (excluding HRA) from the average of £3.8m per month as at P5. To ensure delivery, the directorate will be submitting revised budget proposals in line with up-to-date milestones. Recent reviews will be reflected in the P6 numbers and will show a significant reprofiling of forecast spend. Below is a breakdown of all the schemes within the G&R Capital programme.

Ref	Scheme	Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
						£000s	%
Growth & Regeneration							
GR01	Strategic Property – Temple Meads Development	6,054	27	8,599	2,545	0%	142%
GR03	Economy Development - ASEA 2 Flood Defences	8,568	201	8,032	(536)	2%	94%
GR05	Strategic Property - Hawkfield Site	500	0	167	(333)	0%	33%
GR06	Innovation & Sustainability - OPCR 2	1,846	168	1,700	(146)	9%	92%
GR08	Delivery of Regeneration of Bedminster Green	225	39	225	0	17%	100%
HIF	HIF BID match funding	6,000	0	0	(6,000)	0%	0%
NH01	Libraries for the Future	609	70	527	(82)	12%	87%
NH02	Investment in parks and green spaces	1,378	390	1,690	312	28%	123%
NH03	Cemetries & Crematoria - Pending Business Case Development	789	18	429	(360)	2%	54%
NH04	Third Household Waste Recycling and Re-use Centre	5,624	3	1,921	(3,703)	0%	34%
NH06	Bristol Operations Centre - Phase 1	286	129	151	(135)	45%	53%
NH06A	Bristol Operations Centre - Phase 2	1,876	43	1,126	(750)	2%	60%
NH07	Private Housing	3,110	898	3,110	0	29%	100%
PL01	Metrobus	172	239	1,906	1,734	139%	1106%
PL02	Passenger Transport	1,487	(110)	1,306	(180)	-7%	88%
PL03	Residents Parking Schemes	3	0	3	0	0%	100%
PL04	Strategic Transport	534	1,077	5,857	5,322	202%	1096%
PL05	Sustainable Transport	9,524	2,910	7,594	(1,930)	31%	80%
PL06	Portway Park & Ride Rail Platform	3,038	248	3,038	0	8%	100%
PL08	Highways & Drainage Enhancements	191	(62)	191	0	-33%	100%
PL09	Highways infrastructure - bridge investment	2,849	22	879	(1,970)	1%	31%
PL09A	Highways infrastructure - Cumberland Road Stabilisation Schem	5,140	391	4,000	(1,140)	8%	78%
PL10	Highways & Traffic Infrastructure - General	11,628	2,350	12,184	556	20%	105%
PL10B	Highways & Traffic - Street Lighting	591	34	591	0	6%	100%
PL10C	Transport Parking Services	1,881	151	1,135	(746)	8%	60%
PL11A	Cattle Market Road site re-development	2,858	310	1,307	(1,551)	11%	46%
PL14	Bristol Legible City Scheme	315	75	134	(181)	24%	43%
PL15	Environmental Improvements Programme	319	27	174	(145)	9%	55%
PL17	Resilience Fund (£1m of the £10m Port Sale)	53	1	53	0	2%	100%
PL18	Energy services - Renewable energy investment scheme	1,678	96	1,338	(339)	6%	80%
PL18A	Energy Services – Bristol Heat Networks expansion	16,480	2,835	8,236	(8,244)	17%	50%
PL18B	Energy Services - School Efficiencies	151	66	0	(151)	44%	0%
PL18D	Energy Services - EU Replicate Grant	(115)	23	26	141	-20%	-23%
PL19	Energy Services Phase 2 Investment & commercialisation oppor	1,200	0	400	(800)	0%	33%
PL20	Strategic Property	332	0	89	(244)	0%	27%
PL22	Strategic Property - Investment in existing waste facilities	1,057	0	521	(536)	0%	49%
PL23	Strategic Property - Temple St	355	30	28	(328)	8%	8%
PL24	Colston Hall	19,468	5,523	19,468	0	28%	100%
PL25	Strategic Property - Community Capacity Building	998	0	0	(998)	0%	0%
PL30	Housing Strategy and Commissioning	30,296	540	14,206	(16,090)	2%	47%
PL30A	Housing Programme delivered through Housing Company	9,500	0	13,000	3,500	0%	137%
PL32	Western Harbour Design Development	480	0	0	(480)	0%	0%
Total Growth & Regeneration		159,327	18,764	125,340	(33,987)	12%	79%

d: Aged Debt



e: Payment Performance

Division	Service	Amount Paid (inc VAT)	Number of invoices	Average days to pay	Number of invoices paid late	% Paid Late (target < 10%)
37	Housing & Landlord Services	6,963,823	3,266	11	120	4%
3Y	Capital - Neighbourhoods	4,608,140	294	20	53	18%
42	Development of Place	1,056,618	318	15	23	7%
46	Economy of Place	4,124,040	1,128	28	270	24%
47	Management of Place	28,070,114	2,752	23	486	18%
4Y	Capital - Place	14,531,387	586	24	115	20%
Grand Total		59,354,122	8,344	18	1,067	13%

a: Revenue Budget Monitor

	Revised Budget	Forecast Outturn	Outturn Variance	Of which : Covid	Non Covid
P05	£(0.0m)	£(1.6m)	£(1.6m) underspend	£3.0m	£(4.6m)
P03	£0.0m	£(1.0m)	£(1.0m) underspend	£5.0m	£(6.0m)

Forecast Outturn Variance by month £m									
May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb
(0.0)	(1.0)	(0.9)	(1.6)						
	▲	▼	▲						

Report:

Revenue Position – Income and Expenditure

HRA Income and Expenditure	2020/21 - Full Year					2020/21 - Full Year				
	Revised Budget £'000	Current Forecast £'000	Variance budget to forecast £'000	Previous Forecast £'000	Variance from previous forecast £'000	COVID Exp. £'000	COVID Lost Inc. £'000	NON COVID Pressures £'000	Previous Forecast £'000	Previous Forecast Movement £'000
Dwelling rents	(113,276)	(113,723)	(448)	(115,437)	1,714	0	0	(448)	0	0
Voids	1,200	1,522	322	1,611	(88)	0	0	322	0	0
Non-dwelling rents	(950)	(834)	116	(951)	117	0	0	116	0	0
Charges for services and facilities	(8,303)	(8,586)	(282)	(8,622)	37	0	0	(282)	0	0
Contributions towards expenditure	(80)	(25)	55	(25)	1	0	0	55	0	0
TOTAL INCOME	(121,408)	(121,645)	(236)	(123,425)	1,780	0	0	(236)	0	0
Repairs & Maintenance	32,513	30,187	(2,326)	30,250	(63)	0	0	(2,326)	0	0
Supervision & Management	31,187	30,169	(1,018)	30,119	50	960	0	(1,978)	941	19
Special Services	9,719	9,650	(69)	9,675	(24)	0	0	(69)	0	0
Rents, rates, taxes and other charges	1,189	1,250	61	1,231	19	0	0	61	0	0
Depreciation & impairment of non-current assets	28,867	28,867	0	28,867	0	0	0	0	0	0
Debt management	41	41	0	41	0	0	0	0	0	0
Movement in the allowance for bad debts	1,783	3,783	2,000	6,283	(2,500)	0	2,000	0	4,088	(2,088)
TOTAL EXPENDITURE	105,299	103,947	(1,352)	106,465	(2,518)	960	2,000	(4,312)	5,029	(2,069)
NET COST OF HRA SERVICES	(16,110)	(17,698)	(1,588)	(16,960)	(738)	960	2,000	(4,548)	5,029	(2,069)
Net interest payable, pension costs and other non operational charges	10,344	10,342	(2)	10,344	(2)	0	0	(2)	0	0
Capital Expenditure Funded From The HRA	5,766	5,766	0	5,766	0	0	0	0	0	0
SURPLUS FOR THE YEAR ON HRA SERVICES	0	(1,590)	(1,590)	(850)	(740)	960	2,000	(4,550)	5,029	(2,069)

Key Messages

HRA is currently reporting a forecast underspend of £1.6m for 2020/21 this includes the additional provision made for potential increase in rent arrears due to COVID.

The initial projection for arrears directly attributable to Covid-19, has been reduced at P5, based on the latest set of figures on the actual arrears from the Housing Rent system. This reduction has been partially offset by a corresponding decrease on the rental income projection due to revised forecasting.

HRA is a ring-fenced budget, therefore the forecast £3.0m of COVID pressures will be managed within the ring-fence. The latest forecast shows that the full £3.0m pressure is anticipated to be offset against the

forecast in-year savings of £4.6m mainly due to underspends from delay in recruitment plans, the repair and maintenance programme and capital programme, thereby leaving a forecast net saving of £1.6m. The HRA reserve is also available which will enable the budget to be delivered with any in-year emergent pressures.

For the time being no in year adjustment of spend for 2020/21 is required for HRA related budgets although this position will be monitored in the context of the issues raised above. The forecast underspend if it materialises will be transferred to the HRA reserve.

b: Risks and Opportunities

Risk	Key Causes	Key Consequence	Key Mitigations
Implementation of Universal Credit (UC) and increased number of claimants following Covid	UC continues to be a risk with increased monthly migrations increasing by around 200	Arrears for this group increasing- increase in claimants over 9 months from 31 March 2019 by 1400 with a £1m increase in UC arrears	New UC Team Leader role Focussed day to day case work Use of Managed Payments All team training on UC management Closer working with DWP and issue log developed
Impact of Grenfell enquiry outcomes	Additional works as a result of Grenfell enquiry outcomes, or the outcomes of independent fire safety checks on clad blocks; public /political pressure to install sprinklers.	This could cost up to £25m if a complete programme is required.	Need to retain flexibility in capital programme to meet outcomes of Grenfell enquiry that does not result in disruption to the rest of the programme.
Zero Carbon Target		May be required to retro fit and ensure compliance for new builds.	City Leap may enable innovative solutions and funding to be identified.
Increase in income arrears and unable to spend Right to Buy receipts within designated timeframe	Impact of Covid -19 social distancing and economic disruption	Impact on the ability to development new stock and to progress the Housing Investment Programme	Monitor impact of Covid on 2020/21 budget and 30 year business plan and develop action plan for recovery including use of Rentsense to target arrears
Covid Second Wave / further lockdown or access issues to properties following Covid		Further delay to planned work programme	Continue to develop safe working practices maintaining social distancing, reprioritise work that can be done

c: Capital

Approved Budget £83M	Revised Budget £83M	Expenditure to Date £6.5M 8% of Budget	Forecast Outturn £51.1M 62% of budget	Outturn Variance (£31.9M)
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Gross expenditure by Programme

Ref	Scheme	Description
		'+ for description >>>

Housing Revenue Account

Ref	Scheme	Description
HRA1	Planned Programme - Major Projects	Programme includes major refurbishments and external improvements to existing assets.
HRA2	New Build and Land Enabling	Planned programme to deliver new housing stock.
HRA3	Building Maintenance and Improvements	Planned and cyclical repairs and maintenance including accessible improvements to existing assets.
HRA4	HRA Infrastructure	NA

Total Housing Revenue Account

Current Year (FY2020)			
Budget	Budget Manager Forecast	Variance based on budget manager forecast	
£000s	£000s	£000s	%
12,587	6,375	(6,212)	-49%
43,378	28,677	(14,702)	-34%
21,026	15,443	(5,583)	-27%
6,000	599	(5,401)	-90%
82,991	51,093	(31,898)	-38%

Planned Programme – Major Projects the underspend of £6.2m is due to Covid restrictions with limited access to homes for prolonged periods. The forecast is based on starting works when working arrangements can be made safe and there is now a reduction in planned activity for the year.

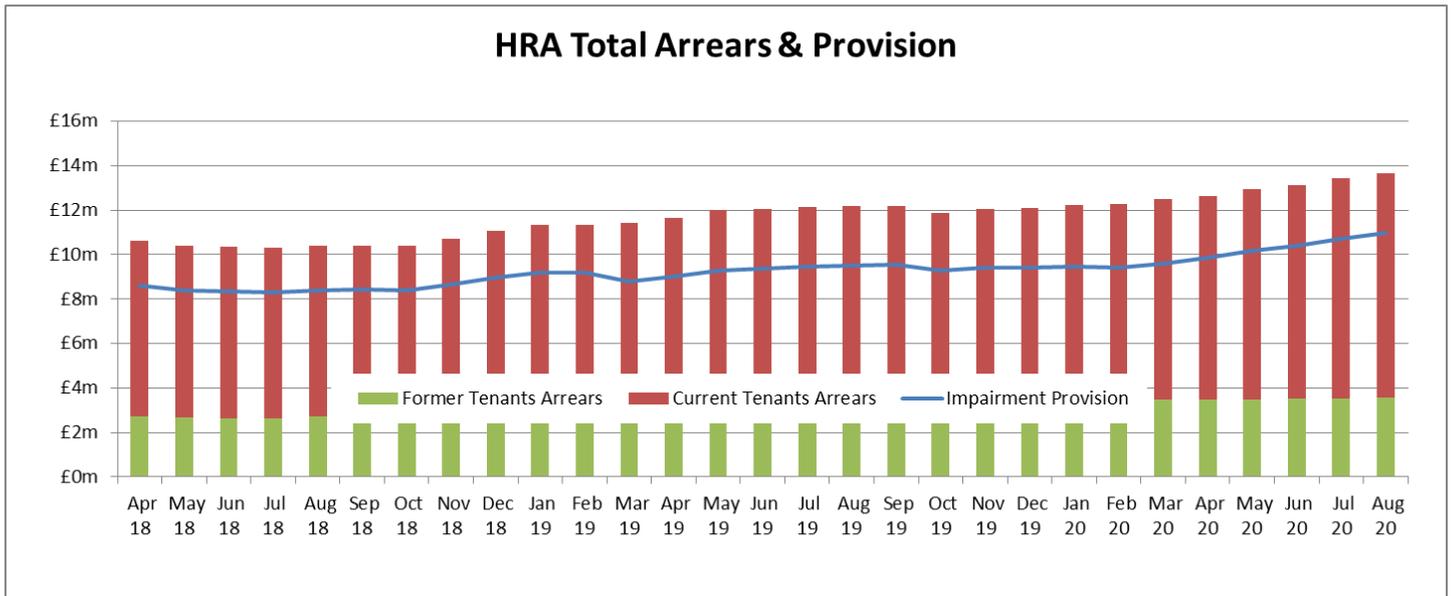
New Build and Land Enabling – forecast underspend (£14.7m). It is anticipated that the budgets for pre-emptions, Housing Festival will all be as per budget.

Despite the negative impact of Covid-19 on the Councils ability to achieve its Housing Delivery Targets for this year, there remains a high degree of confidence that significant progress can be made. Several schemes have progressed through the planning process, to ensure that build can be commenced at the earliest available opportunity. However, as the year progresses and the status of schemes are regularly reviewed, some have been identified as at risk.

Building Maintenance and Improvements – forecast underspend (£5.6m). The planned work has also been affected by Covid, though for relets changes in standards have also impacted on the numbers and spend on kitchens, rewires and bathrooms. (£4.6m) of the underspend has been due to delays on major refurbishment as tenders were not released due to Covid.

HRA Infrastructure – although the Sandy Park project is not likely to be progressed during 20/21 due to Covid.

d: Aged Debt



Since lockdown on the 23rd of March, there has been a marked increase in the level of rent arrears, as well as an increase in the number of claimants for Universal Credit. The P5 forecast includes an increased provision for potential increased bad debt due to COVID.

a: Revenue Budget Monitor

	Revised Budget	Forecast Outturn	Outturn Variance
P05	£0.0m	£8.3m	£8.3m Overspend
<i>P03</i>	<i>£0.0m</i>	<i>£3.3m overspend</i>	<i>£3.3m overspend</i>

May	June	Aug	Sept	Oct	Nov	Dec	Jan	Feb
2.4	3.3	8.3						
	▼	▼						

Revenue Position

Summary DSG position 2020/21 Period 5 (all figures in £000s)

	b/f	DSG funding/ budget 2020/21	Outturn Period 5 2020/21	In-year variance at P5	Cumulative c/f	In-year variance at P3	Movement P3 to P5
Schools Block	(174)	272,492	272,492	0	(174)	0	(0)
De-delegation	(464)	0	0	0	(464)	0	0
Schools Central Block	0	2,386	2,385	(0)	(0)	(0)	0
Early Years	20	37,119	37,357	237	258	178	59
High Needs Block	3,509	62,511	70,581	8,070	11,578	3,161	4,909
Funding		(374,508)	(374,508)	0	0	0	0
Total	2,892	0	8,307	8,307	11,198	3,338	4,969

Key Messages

The in-year forecast deficit on the DSG has increased significantly to £8.3m, which when added to the brought forward balance will give a total deficit to carry forward at the end of the year of £11.1m. The main area for concern continues to be the High Needs block which is forecasting an overspend in-year of £8.0m, an increase of £4.9m since P3.

Following an Ofsted review last year, the Education service has invested significant resources in the EHC assessment and planning process to ensure that Pupils are assessed and receiving the relevant support in time. This has resulted in an increased number of high needs cases and had a significant impact on the DSG High Needs Block. Since the measures for improvement on the EHC process were introduced, additional Pupils have been assessed and brought into the service quicker, resulting in the increased cost forecast, there have been increases in the number of top-ups to both mainstream and special schools. In addition, the increase in demand would also have a knock on impact on higher cost placement needs (e.g. in out of area or independent non-maintained schools) where available capacity is not sufficient locally.

Following agreement of Schools Forum, the amount transferred from the Schools Block in 2020/21 is being used to contribute towards the Education Transformation Programme. We are currently forecasting that all this funding will be spent in 2020/21. The Education Transformation Programme commenced this year and is primarily concerned with SEN and consequently the High Needs Block, this will need to reduce future cost

pressures in the block and make it more sustainable. Nationally High Needs continues to be challenging and in Bristol this has been exacerbated by work to clear the backlog of EHCP. Further detailed activity review & analysis will need to be undertaken to ensure planning is robust and sufficient resources are available to meet needs, and we will continue to lobby government for a more sustainable funding settlement.

During the pandemic, most schools remained open to provide education to children of Key Workers and vulnerable pupils. Any additional costs incurred by schools during this time were able to be reclaimed from ESFA. The funding into the DSG was unaffected by Covid, and also the amounts paid to schools continued at pre-Covid levels following DfE guidance.

a: Revenue Budget Monitor

	Revised Budget	Forecast Outturn	Outturn Variance
P05	£0.0m	£0.0m	£0.0m
<i>P03</i>	<i>£0.0m</i>	<i>£0.0m</i>	<i>£0.0m</i>

May	June	Aug	Sept	Oct	Nov	Dec	Jan	Feb
0.0	0.0	0.0						

- Public Health (PH) Grant of £33.142m was awarded for 2020/21.
- The investment will focus on developing commissioning strategies and plans for the key services including Domestic Abuse, Drugs and Alcohol, Sexual Health and Child health.

The tables below provide a breakdown as follows:

- Table 1: The budget for 2020/21 and the current forecast at P5.
- Table 2: Planned externally commissioned services for 2020/21.
- Table 3: Planned internally commissioned services for 2020/21 .

Table 1: Summary of Spend

Budget Projection	Budget 2020/21	Current Forecast	Variance
	£'000	£'000	£'000
Salaries	2,613	2,647	34
Running Costs & Overheads	1,271	800	-471
Internal Commissioned Services	5,296	5,896	600
External Commissioned Services	28,812	28,607	-205
Gross Cost	37,992	37,950	-42
Funding:			
Public Health Grant	-33,142	-33,142	0
Joint Partnership Funding	-4,850	-4,808	42
Use of Reserve	0		0
Total Funding	-37,992	-37,950	42
			0
Net Spend	0	0	0

Table 2: Public Health – External Commissioned Services: Plan 2020/21

	Public Health - External Commissioning Intentions	2020/21
PHE Code		£'m
361	Sexual health services - STI testing and treatment (prescribed functions)	5,171
362	Sexual health services - Contraception (prescribed functions)	3,387
363	Sexual health services - Promotion, prevention and advice (non-prescribed functions)	19
365	NHS health check programme (prescribed functions)	332
366	Health protection - Local authority role in health protection (prescribed functions)	135
368	National child measurement programme (prescribed functions)	467
370	Public health advice to NHS commissioners (prescribed functions)	4
371	Obesity - adults	0
372	Obesity - children	0
373	Physical activity - adults	183
374	Physical activity - children	163
376	Substance misuse - Treatment for drug misuse in adults	6,789
377	Substance misuse - Treatment for alcohol misuse in adults	2,352
378	Substance misuse - Preventing and reducing harm from drug misuse in adults	0
379	Substance misuse - Preventing and reducing harm from alcohol misuse in adults	39
380	Substance misuse - Specialist drug and alcohol misuse services for children and young people	0
381	Smoking and tobacco - Stop smoking services and interventions	519
382	Smoking and tobacco - Wider tobacco control	60
383	Children 5–19 public health programmes	1,618
384	Mandated 0-5 children's services (prescribed functions)	7,478
385	All Other 0-5 children's services (non-prescribed functions)	15
386	Health at work	0
387	Public mental health	10
389	Miscellaneous public health services - other	71
	Total External Commissioning Intentions	28,812

Table 3: Public Health – Internal Commissioned Services: Plan 2020/21

Public Health - Internal Commissioning intentions	Directorate	2020/21 £'000
Gypsy and Traveller Health	Growth & Regeneration	12
Housing Officers	Growth & Regeneration	70
Prevention Homelessness - Substance Misuse Pathway	Growth & Regeneration	750
Breast Feeding Support Team	People	83
Safety Fitting Equipment	People	20
Children's Centres	People	1,220
Community Use of school sports facilities	People	603
Children and Young People Substance Misuse	People	146
Domestic Abuse	People	875
Advice Grants	Resources	76
Impact Grant	Resources	597
Community Development Team	Resources	809
JSNA Manager	Resources	15
QOL Survey - Health Questions	Resources	10
Trading Standards - illicit tobacco	Resources	10
Total - Internal Commissioned Services		5,296

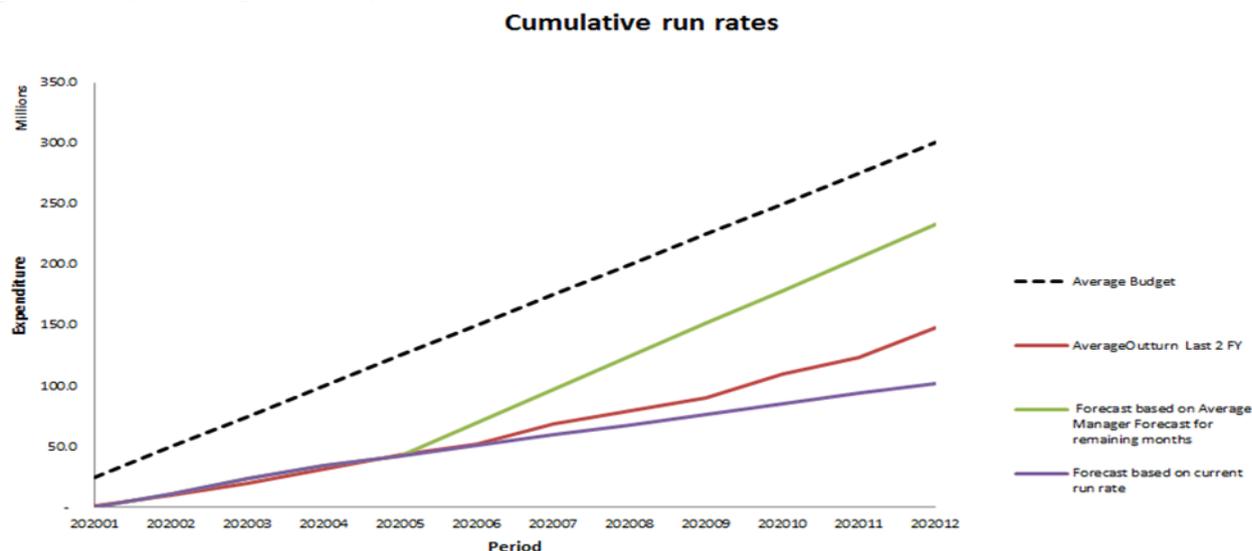
1. Capital Programme Summary

- 1.1. The following table below (Figure 1) sets out the forecast Capital Outturn position for 2020/21 by Directorate with a full programme summary at the end of this report.
- 1.2. The overall programme for 2020/21 has slipped from the original planned £295.1m to a forecast of £229.9 million.
- 1.3. The overall forecast assumes that the average monthly spend for the remainder of the year will increase significantly from the current spend run-rate and also in comparison to previous years. This is due to forecast at project level containing a level of optimism bias which when accumulated across the wider programme gives a high forecast than other comparable information would suggest.
- 1.4. Given the level of spend to date (£34.2 million) and the current run rate table along with making comparisons with previous years expenditure the outturn is projected to be region of £150m based on current and previous spend trends. As a result the capital financing forecast has been based on an overall spend of £150 million for the General fund
- 1.5. Further detail on directorate capital project spend is available in Appendices A1-6.

Figure 1 - Capital Forecast Outturn position for 2020/21 by Directorate

Approved Budget (Feb 20)	Budget Changes upto P5	Directorate	Revised Budget	Actual Spend to date	Budget Spend to date %	Forecast Outturn	Variance
£m	£m		£m	£m		£m	£m
32.3	3.4	People	35.7	4.9	14%	33.4	(2.3)
14.3	3.5	Resources	17.8	10.5	59%	19.2	1.4
164.0	(4.7)	Growth and Regeneration	159.3	18.8	12%	125.3	(34.0)
210.6	2.2	Sub-total	212.8	34.2	16%	177.9	(34.9)
1.5	(0.6)	Corporate	0.9	0.0	0%	0.9	0.0
83.0	0.0	Housing Revenue Account	83.0	8.4	10%	51.1	(31.9)
295.1	1.6	Total Capital Programme	296.7	42.6	14%	229.9	(66.8)

Figure 2: Capital Programme Spend run rate comparators



Gross Expenditure by Programme

Ref	Scheme	Current Year (FY2020) - Period 5				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
		£000s				%	
People							
PE01	School Organisation/ Children's Services Capital Programme	23,160	4,601	25,191	2,030	20%	109%
PE02	Schools Organisation/SEN Investment Programme	575	0	3,213	2,638	0%	559%
PE03	Schools Devolved Capital Programme	2,685	148	1,212	(1,473)	6%	45%
PE04	Non Schools Capital Programme	0	18	0	0		
PE05	Children & Families - Aids and Adaptations	266	20	155	(111)	7%	58%
PE06	Children Social Care Services	2,455	35	1,785	(670)	1%	73%
PE06B	Adult Social Care – Better Lives at Home Programme	6,049	97	1,762	(4,287)	2%	29%
PE08	Care Management/Care Services	5	5	5	0	96%	100%
PE10	Sports Capital Investment	546	20	96	(450)	4%	18%
Total People		35,740	4,944	33,417	(2,323)	14%	93%
Resources							
PL21	Building Practice Service - Essential H&S	3,301	590	2,601	(700)	18%	79%
PL27	Vehicle Fleet Replacement Programme	2,344	212	1,244	(1,100)	9%	53%
PL35	Harbour Operational Infrastructure	739	0	739	0	0%	100%
PL36	Investment in Markets infrastructure & buildings	444	42	382	(62)	9%	86%
RE01	ICT Refresh Programme	5,253	4,931	5,543	289	94%	106%
RE02	ICT Development - HR/Finance	517	221	517	0	43%	100%
RE03	ITTP – IT Transformation Programme	5,175	4,458	8,123	2,948	86%	157%
Total Resources		17,773	10,454	19,148	1,375	59%	108%
Growth & Regeneration							
GR01	Strategic Property – Temple Meads Development	6,054	27	8,599	2,545	0%	142%
GR03	Economy Development - ASEA 2 Flood Defences	8,568	201	8,032	(536)	2%	94%
GR05	Strategic Property - Hawkfield Site	500	0	167	(333)	0%	33%
GR06	Innovation & Sustainability - OPCR 2	1,846	168	1,700	(146)	9%	92%
GR08	Delivery of Regeneration of Bedminster Green	225	39	225	0	17%	100%
HIF	HIF BID match funding	6,000	0	0	(6,000)	0%	0%
NH01	Libraries for the Future	609	70	527	(82)	12%	87%
NH02	Investment in parks and green spaces	1,378	390	1,690	312	28%	123%
NH03	Cemeteries & Crematoria - Pending Business Case Development	789	18	429	(360)	2%	54%
NH04	Third Household Waste Recycling and Re-use Centre	5,624	3	1,921	(3,703)	0%	34%
NH06	Bristol Operations Centre - Phase 1	286	129	151	(135)	45%	53%
NH06A	Bristol Operations Centre - Phase 2	1,876	43	1,126	(750)	2%	60%
NH07	Private Housing	3,110	898	3,110	0	29%	100%
PL01	Metrobus	172	239	1,906	1,734	139%	1106%
PL02	Passenger Transport	1,487	(110)	1,306	(180)	-7%	88%
PL03	Residents Parking Schemes	3	0	3	0	0%	100%
PL04	Strategic Transport	534	1,077	5,857	5,322	202%	1096%
PL05	Sustainable Transport	9,524	2,910	7,594	(1,930)	31%	80%
PL06	Portway Park & Ride Rail Platform	3,038	248	3,038	0	8%	100%
PL08	Highways & Drainage Enhancements	191	(62)	191	0	-33%	100%
PL09	Highways infrastructure - bridge investment	2,849	22	879	(1,970)	1%	31%
PL09A	Highways infrastructure - Cumberland Road Stabilisation Scheme	5,140	391	4,000	(1,140)	8%	78%
PL10	Highways & Traffic Infrastructure - General	11,628	2,350	12,184	556	20%	105%
PL10B	Highways & Traffic - Street Lighting	591	34	591	0	6%	100%
PL10C	Transport Parking Services	1,881	151	1,135	(746)	8%	60%
PL11A	Cattle Market Road site re-development	2,858	310	1,307	(1,551)	11%	46%
PL14	Bristol Legible City Scheme	315	75	134	(181)	24%	43%
PL15	Environmental Improvements Programme	319	27	174	(145)	9%	55%
PL17	Resilience Fund (£1m of the £10m Port Sale)	53	1	53	0	2%	100%
PL18	Energy services - Renewable energy investment scheme	1,678	96	1,338	(339)	6%	80%
PL18A	Energy Services – Bristol Heat Networks expansion	16,480	2,835	8,236	(8,244)	17%	50%
PL18B	Energy Services - School Efficiencies	151	66	0	(151)	44%	0%
PL18D	Energy Services - EU Replicate Grant	(115)	23	26	141	-20%	-23%

Gross Expenditure by Programme

Ref		Scheme		Current Year (FY2020) - Period 5				Performance to budget	
				Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
				£000s				%	
PL19		Energy Services Phase 2 Investment & commercialisation opportunities	1,200	0	400	(800)	0%	33%	
PL20		Strategic Property	332	0	89	(244)	0%	27%	
PL22		Strategic Property - Investment in existing waste facilities	1,057	0	521	(536)	0%	49%	
PL23		Strategic Property - Temple St	355	30	28	(328)	8%	8%	
PL24		Bristol Beacon	19,468	5,523	19,468	0	28%	100%	
PL25		Strategic Property - Community Capacity Building	998	0	0	(998)	0%	0%	
PL30		Housing Strategy and Commissioning	30,296	540	14,206	(16,090)	2%	47%	
PL30A		Housing Programme delivered through Housing Company	9,500	0	13,000	3,500	0%	137%	
PL32		Western Harbour Design Development	480	0	0	(480)	0%	0%	
Total Growth & Regeneration			159,327	18,764	125,340	(33,987)	12%	79%	
Corporate Funding & Expenditure									
CP03		Corporate Contingencies	861	0	861	0	0%	100%	
Total Corporate Funding & Expenditure			861	0	861	0	0%	100%	
Total General Fund			213,701	34,162	178,766	(34,935)	16%	84%	
Housing Revenue Account									
HRA1		Planned Programme - Major Projects	12,587	1,206	6,375	(6,212)	10%	51%	
HRA2		New Build and Land Enabling	43,378	3,810	28,677	(14,702)	9%	66%	
HRA3		Building Maintenance and Improvements	21,026	3,350	15,443	(5,583)	16%	73%	
HRA4		HRA Infrastructure	6,000	56	599	(5,401)	1%	10%	
Total Housing Revenue Account			82,991	8,423	51,093	(31,898)	10%	62%	
Total Capital Programme			296,692	42,584	229,859	(66,833)	14%	77%	

Decision Pathway – Report Template

PURPOSE: For reference

MEETING: Cabinet

DATE: 06 October 2020

TITLE	Quarterly Performance Progress Report (Q1 - 2020/21)		
Ward(s)	All wards		
Author: Guy Collings Nick Smith	Job title: Head of Insight, Performance & Intelligence Strategic Intelligence & Performance Manager		
Cabinet lead: Cllr Cheney	Executive Director lead: Mike Jackson		
Proposal origin: <i>BCC Staff</i>			
Decision maker: Officer Decision forum: <i>Officer Meeting</i>			
Purpose of Report: To brief Cabinet on the progress made by all directorates against their Key Performance Indicators (KPIs) for Q1 2020/21 (Appendix A1) – designed around the themes in the Corporate Strategy and Business Plan. A list of short definitions for each measure is shown on Appendix A2.			
Evidence Base: This performance progress report and appendix is designed around the Bristol City Council (BCC) Corporate Strategy 2018-23 and Business Plan for 2020/21. The Performance Framework and reporting arrangements for 2020/21 were approved by Corporate Leadership Board (CLB) in March 2020. This report is complemented by more detailed sets of KPIs relevant to the business plan and directorate ‘business as usual’ as defined with management teams, which are seen through individual Cabinet Member Briefings. BCC measures and City-wide measures – For 2020/21 we have differentiated between indicators that are wholly owned by BCC, so are direct measures of our performance, and those where BCC is a key player but performance is dependent on other partners or factors. Indicators are listed accordingly. Impact of Covid-19 – Many indicators are significantly affected, and some suspended; where relevant, targets were adjusted to take account of this. Some indicators have data but are marked as exempt from performance status for Q1 due to severe impacts. Individual details are in the management comments (Appendix A1). In terms of current performance against the Business Plan indicators, of note is the following:			
Performance summary: Taking the available KPI results this quarter, and noting the BCC / City-wide differentiation:			
<ul style="list-style-type: none"> ● 48.5% of all Business Plan measures (with established targets) are performing on or above target (16 of 33) <ul style="list-style-type: none"> ○ 53% of BCC-only measures (9 of 17) ○ 44% of city-wide measures (7 of 16) ● 55.1% of all Business Plan measures (with a comparison from 12 months ago) have improved (16 of 29) <ul style="list-style-type: none"> ○ 54% of BCC-only measures (7 of 13) ○ 56% of city-wide measures (9 of 16) 			

Corporate Strategy Themes:

Empowering & Caring:

The increase in the percentage of people accessing Tier 1 and 2 support after they contact Adult Social Care is now above target and can largely be attributed to an increased number of contacts during the Covid-19 pandemic and the increased offer of community / volunteer support available.

Whilst still below target, the number of permanent admissions to residential and nursing care is gradually reducing and is lower than this period last year. This partly reflects work undertaken to help people live more independently, and is also due to updated National guidelines and change in practices due to the C-19 pandemic.

The percentage of children becoming the subject of a child protection plan for a second/subsequent time is at its lowest level for several years; partly due to additional training and more intensive work with families where needed.

There was major positive activity to re-house rough sleepers during the early part of the quarter, shown in the lowest quarterly count for several years. However, this also means that numbers in temporary accommodation is well below target. The number of households where homelessness is prevented has risen and is well above target.

Fair & Inclusive:

Delivery of affordable homes was significantly slowed in the first quarter due to the impact of Covid-19 and resulting slowdown. However, the processing of residential planning applications on time is at 100%, and work to increase the number of private sector dwellings returned into occupation is slightly ahead of target despite the pandemic, and will increase as access to building materials and contractors start again. The number of empty council properties is well below target, due to restrictions on repairs and refurbishments needed for the re-letting of voids (empty houses).

The recent organisational restructure and allocation of additional resource in the Special Educational Needs and Disabilities (SEND) service is already having a positive impact on the number of Educational Health Care Plans issued within timescales. Early indications are that this will improve still further for Q2.

The number of apprenticeships created and managed by Bristol City Council is below target, and spending of the Apprenticeship Levy is significantly lower than expected; this is due to delays in programmes starting and is unlikely to change until Q3, as an incentive scheme starts in the Summer.

The percentage of young people (16-17) Not in Education, Employment & Training (NEET), or are destination unknown, is above target and, whilst worse than the Q1 figure last year, is improving; lockdown meant contacting post-16 young people was easier (reducing 'unknowns'), but fewer employment and educational places available.

Wellbeing:

Total CO2 emissions in Bristol have reduced significantly (2018 data) and are better than target (although future targets will be set in line with One City Climate Strategy Goal of Carbon Neutrality by 2030).

The percentage of household waste sent for reuse, recycling and composting is improved on last year, though still below target. There were major challenges in delivering waste and recycling services during the early part of the quarter as a result of C-19 with some services temporarily suspended and increased fly-tipping.

The rate of alcohol-related hospital admissions per 100,000 population reports the 12 month period to 31 March 20. This means next quarter will report the data more readily associated with the lockdown period.

There are no visits to Bristol Museums, Galleries and Archives as all sites were closed. However there was extensive take-up of online access via the family events programme, digital events and sharing of the collections content.

Well Connected:

The number able to "access care & support through the use of Technology Enabled Care" is ahead of target, as staff continued to work throughout lockdown; as restrictions are eased the number should increase as home visits restart.

The percentage of adults with learning difficulties (known to social care) who are in paid employment has improved on this time last year, but is below target.

The number of “adults in low pay work and receiving benefits who are accessing in-work support” fell and is well below target following a drop in referrals, due to Covid-19. However, a change in eligibility criteria (supporting people at risk of redundancy or recently redundant) and a marketing campaign saw a rise at the end of the quarter.

Indicators on bus passenger journeys have been suspended due to the Covid-19 situation.

Organisational Priorities:

Payment of invoices on time is above target and improving, and has not been at this level (at Q1), since 2015. Council Tax and Business rates collection are both worse than Q1 last year, as expected. Priority has been to provide support to people in financial difficulty, helping to increase take up of benefits etc.

The rate of non-statutory complaints responded to on time has improved considerably when compared to any point last year, and is above target; work is continuing to find ways to improve this position throughout the year.

This quarter saw a sharp increase in sickness absence related to Covid-19, as would be expected. HR worked pro-actively with managers to support them in managing cases where staff are self-isolating, shielding or vulnerable.

Note - For all themes, attention is drawn to the commentaries where the service has indicated exception in delivery, and/or details of plans and activities underway.

Cabinet Member / Officer Recommendations:

1. That Cabinet note the report and measures underway to improve performance.

Corporate Strategy alignment: All BCP PIs contained within Appendix A1 have been previously approved by CLB for 2020/21 to demonstrate our progress towards the Corporate Strategy (2018/23).

City Benefits: Understanding whether BCC is delivering outcomes for the citizens and city ensures organisational effort can be focussed on benefit realisation.

Consultation Details: Performance progress has been presented to Heads of Service, Directors and Cabinet Members prior to the production of this report, and is also issued to all Scrutiny Commissions.

Background Documents:

1. [BCC Corporate Strategy 2018-23](#)
2. BCC 2020/21 Business Plan & Performance Framework
3. [2020/21 Performance Measures and Targets](#)

Revenue Cost	£0	Source of Revenue Funding	N/A
Capital Cost	£0	Source of Capital Funding	N/A
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. Finance Advice: There are no specific financial implications as part of the report. Identification and delivery of meeting key performance indicators is a major part of annual service planning including budget setting. Identifying key outcomes and targets should have a significant impact on allocation of resources through annual budget setting process, similarly availability of resources to delivery outcomes will impact the achievability of targets. Performance information should be viewed alongside services financial information and progress of delivery of key projects.

Finance Business Partner: Michael Pilcher – 11 Aug 2020

2. Legal Advice: Reporting performance against the business plan and corporate strategy assists the Council to comply with its duty to make arrangements to secure continuous improvement in the way in which the Council’s functions are exercised, having regard to a combination of economy, efficiency and effectiveness. This needs to be balanced with and kept under review to take in to consideration the impact of Covid-19 on the Organisation and the

Organisation's Equality Act duties. Any specific legal issues arising from this report will be dealt with separately.		
Legal Team Leader: Nancy Rollason – 04 August 2020		
3. Implications on IT: There are no direct IT implications arising from publication of this report		
IT Team Leader: Gavin Arbuckle - 04 August 2020		
4. HR Advice: There are no direct HR implications arising from the report. However, to achieve the targets proposed resources may need to be deployed differently, and additional resource may be required in some areas.		
HR Partner: Mark Williams, Head of Human Resources - 31 July 2020		
EDM Sign-off	All Directorates - Executive Directorate Meetings	05/08/2020
Cabinet Member sign-off	Cllr Cheney	10/08/2020
For Key Decisions - Mayor's Office sign-off	N/A	N/A

Appendix A – Further essential background / detail on the proposal Appendix A1: Quarterly Performance Progress Update Appendix A2: A list of short definitions for each measure is shown on Appendix A1	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	NO
Appendix F – Eco-impact screening/ impact assessment of proposal	NO
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO

BRISTOL CITY COUNCIL - Q1 2020/21 Performance Summary

OVERALL SUMMARY:
 48.5% (16) PIs On / Above target
 55.1% (16) PIs are the same or better than Q1 last year

EMPOWERING & CARING			
	Title	Target status	DoT
BCC-only	BCPB280: Increase the % of people who contact Adult Social Care and then receive Tiers 1 & 2 services	Above	↑
	BCPB307: Increase the number of disabled people enabled to live independently through home adaptations	Above	↓
	BCPB357: Reduce the number of households in temporary accommodation	Well Below	N/A
City-wide	BCPC352b: Reduce the number of people sleeping rough on a single night in Bristol - Quarterly count	Well Above	↑
	BCPC216: Percentage children becoming the subject of a child protection plan for a second/subsequent time	Above	↑

FAIR & INCLUSIVE			
	Title	Target status	DoT
BCC-only	BCPB225: Increase the percentage of Final EHCPs issued within 20 weeks including exception cases	On target	N/A
	BCPB264: Increase the total number of apprenticeships created and managed by Bristol City Council	Below	↑
	BCPB124a: % of major residential planning applications processed within 13 weeks (or as otherwise agreed)	Above	=
City-wide	BCPC310: Increase the number of private sector dwellings returned into occupation	Above	↓
	BCPC263a: Reduce the % of young people of academic age 16 to 17 years who are NEET & destination unknown	Above	↓

WELLBEING			
	Title	Target status	DoT
City-wide	BCPC251: Reduce the rate of alcohol-related hospital admissions per 100,000 population	Below	↓
	BCPC433: Reduce the total CO2 emissions in Bristol City (k tonnes)	Above	↑
	BCP541: Increase the percentage of household waste sent for reuse, recycling and composting	Below	↑

WELL CONNECTED			
	Title	Target status	DoT
BCC	BCPB308: Increase number of people able to access care & support through the use of Technology Enabled Care	Well Above	↓
City-wide	BCPC266: Increase % of adults with learning difficulties known to social care, who are in paid employment	Below	↑
	BCPC268: Increase the number of adults in low pay work & receiving benefits accessing in-work support	Well Below	↓

WORKPLACE ORGANISATIONAL PRIORITIES			
	Title	Target status	DoT
BCC-only	BCPB502: Increase the percentage of invoices paid on time	Above	↑
	BCPB503: Council Tax collected as a percentage of approved budget	Well Above	↓
	BCPB504: Non-domestic rates collected as a percentage of approved budget	Well Below	↓
	BCPB518: Increase the percentage of stage 1 non-statutory complaints that we respond to within 15 days	Above	↑
	BCPB522: Reduce the average number of working days lost to sickness	Below	↓

DoT = 'Direction of Travel' compared to this time last year



Cabinet / OSMB - Quarter 1 (1st April - 30 June '20) Performance Progress Report

Corp Plan KC ref	Code	Title	+/-	2019/20 Outturn	2020/21 Target	Q1 Progress	Comparison over last 12 months	Management Notes	Directorate
2019/20 Corporate Plan: Empowering & Caring									
Bristol City Council (BCC) owned performance indicators:									
EC2	BCPB353	Increase the number of households where homelessness is prevented	+	1,241	1,100	346	↑	The number of households where homelessness is prevented is above target.	G&R
EC2	BCPB357	Reduce the number of households in temporary accommodation	-	728	700	895	n/a	The increase in number of households in temporary accommodation is because of our COVID 19 response and housing people previously sleeping rough and in night shelters as local authorities were mandated by central government to provide temporary accommodation. Over 400 placements were made into hotels from 23rd March; under normal circumstances many of these would not meet the criteria for the provision of temporary accommodation.	G&R
EC3	BCPB280	Increase the % of people who contact Adult Social Care and then receive Tier 1 and 2 services	+	51.5%	60.0%	62.8%	↑	Jun '20 Totals for this period: 578 T1 / T2 outcomes / 920 total outcomes = 62.82 This PI is now above target. The increase is partly due to more accurate recording as it wasn't previously including all Reablement services. It is also related to an increased no of contacts during Covid 19 outbreak and the increased offer of community/ volunteer support available. It is important to note this indicator does not include people who access support directly from community and voluntary organisations but only those who access it via BCC. We want to look at how we can reflect direct support in the future.	PE
EC3	BCPB307	Increase the number of people enabled to live independently through home adaptations	+	4,151	3,400	674	↓	Performance way ahead of schedule for Q1, although in line with end of year target, following continuation of work throughout the Covid 19 pandemic.	G&R
City Wide Performance Indicators that BCC contributes to:									
EC1	BCPC216	Percentage children becoming the subject of a child protection plan for a second/subsequent time	-	27.4%	24.0%	21.6%	↑	74 Child Protection Plans started between 01/04/2020 and 30/06/2020. Of these, 16 had a previous plan at any time. We have seen fluctuations in the percentage of children on repeat plans over recent months. The improvements this quarter suggest the work undertaken to roll out systemic training and to work with families proportionately and intensively is having a positive impact. Those started in the last quarter were started during the COVID pandemic and it is positive to see that there has been a low rate of repeat Child Protection Plan despite these challenging circumstances suggesting that practice improvement has continued.	PE
EC1	BCPC222	Increase the take-up of free early educational entitlement by eligible 2 year olds	+	64.0%	66.0%	62.0%	↓	The Early Years team has reviewed DWP information for 1,679 children who will be eligible in the autumn term. Through targeted support 64% of these families have now applied for places. Further work is on-going to increase this further. Fliers and information have been provided to key LA teams in education and social care to promote the offer. The offer has also been publicised on BCC Twitter and Facebook accounts as well as through the Family Information Service. The team have identified some localised hotspots are liaising with family support leads to target families and increase take-up. Inclusion officers have also worked with families where a child is receiving the Disability Living Allowance. Almost every child is now expected to access their place.	PE
EC1	BCPC223	Percentage of children achieving a good level of development at Early Years Foundation Stage	+	70.6%	Not set	n/a	n/a	KPI Suspended Covid-19	PE
EC1	BCPC244	Key Stage 4: Improve the Average Attainment 8 score for Children in Care pupils	+	16.0 points	Not set	n/a	n/a	KPI Suspended Covid-19	PE
EC2	BCPC245	Improve the Bristol Schools' pupil attendance rate	+	94.7%	Not set	n/a	n/a	KPI Suspended Covid-19	PE
EC2	BCPC352b	Reduce the number of people sleeping rough on a single night in Bristol - BCC quarterly Count	-	93	75	35	↑	The number of people sleeping rough has reduced to 2014/15 levels due to our COVID 19 response.	G&R

Corp Plan KC ref	Code	Title	+/-	2019/20 Outturn	2020/21 Target	Q1 Progress	Comparison over last 12 months	Management Notes	Directorate
EC3	BCPC276a	Reduce the permanent admissions aged 65+ to residential and nursing care, per 100,000 population	-	591.2	550	586.1	↑	Following a small increase in q4 of 19/20 (due to winter pressures), we have seen a reduction of permanent placements in Q1. This is related to implementation of new national gov requirements for Discharge to Assess pathways for all Hospital discharges, meaning people are no longer moving to permanent placements directly from Hospital but are getting a short term D2A service with more people returning to their own home or moving to ECH. It should be noted, that although there have been an increase in Covid 19 deaths in this quarter that this will not impact this indicator as it records new admissions (not total placements). There has been a small reduction of total placements due to some Covid 19 deaths. We are also modelling future demand on care home placements in light of Covid 19.	PE
EC3	BCPC277	Percentage of adult social care service users, who feel that they have control over their daily life	+	74.0%	78.0%	n/a	n/a	Annual Measure - Results will be available Q3	PE
EC3	BCPC278	% of older people at home 91 days after discharge from hospital into reablement/rehabilitation *	+	86.4%	88.0%	See Q4	↑	This performance indicator reports with a 3 month data lag (2019/20 Outturn). Slightly below target but within average range as performance varies every quarter. This represents the winter into spring results - which is usually a more difficult time of year.	PE
EC4	BCPC311	Levels of engagement with community development work	+	8,000	3,000	0	↓	Due to COVID-19 the community development team have been supporting a community response and had to suspend normal working arrangements where they count their community building conversations. This work will re-commence next quarter.	RE
EC4	BCPC312	Increase % respondents who volunteer or help out in their community at least 3 times a year (QoL)	+	47.6%	44.0%	n/a	n/a	The Quality of Life (QoL) survey is due to take place in Autumn 2020. Headline results will be issued via the QoL Priority Indicators briefing report in January 2021 followed by a full set of results in March 2021.	RE
EC4	BCPC314	Reduce the percentage of people who lack the information to get involved in their community (QoL)	-	27.8%	28.0%	n/a	n/a	The Quality of Life (QoL) survey is due to take place in Autumn 2020. Headline results will be issued in January 2021	RE

2020/21 Corporate Plan: Fair & Inclusive

Bristol City Council (BCC) owned performance indicators:

FI1	BCPB124a	% of major residential planning applications processed within 13 weeks or as otherwise agreed	+	96.5%	92.0%	100.0%	=	Exceeding target at this stage.	G&R
FI1	BCPB375	Reduce the number of empty council properties to 250 by 2020 (true voids)	-	248	250	282	↑	Void post relet period has increased due to difficulty moving during lockdown and major void repairs delayed due to contractor furlough. An improvement plan is currently being agreed between all services areas involved.	G&R
FI2	BCPB225	Increase the percentage of Final EHCPs issued within 20 weeks including exception cases *	+	1.5%	20.0%	7.4%	n/a	In January 2020, the SEN team went through a major restructure and 24 new staff joined the team. The processing of EHC needs assessments was reduced during the period of intensive training for new staff. From 16th of March 2020 the team began to work from home due to the C-19 pandemic, which had a significant impact on the training & development. During the period January to March, 211 new EHC needs assessment requests were received. In the same period last year 165 were received which is an increase of 46 statutory assessment requests. This increase in demand needs to be monitored alongside the productivity of the team. 7.4 % EHCPs were completed in the 20 week statutory time frame in comparison to 0% in the same time period last year. The team recognises that there is still distance to travel and is committed to improving the number of EHCPs produced in the 20 week time frame. In addition to this they are also committed to continuing to clear the backlog of legacy cases that are outstanding. Over all 135 plans were completed in quarter 1 (including plans from the back log defined as those outside the 20 week time frame) in comparison to 51 completed in the same time period last year. Therefore, 84 more EHCPs were completed this year in the same time period which is a significant increase in the productivity of the team. A greater proportion of cases could be completed in the 20 week time period if the backlog of legacy cases were not being prioritised alongside those new cases (defined as cases that can be completed in the 20 week time frame). However, we must continue to work on completing those cases outside the 20 week time frame given the length of time families have been waiting for assessments and plans.	PE

Corp Plan KC ref	Code	Title	+/-	2019/20 Outturn	2020/21 Target	Q1 Progress	Comparison over last 12 months	Management Notes	Directorate
FI3	BCPB264	Increase the total number of apprenticeships created and managed by Bristol City Council	+	527	527	487	↑	Need revised targets here for 2020/21 and beyond. Anticipated growth delayed due to COVID lockdown and cessation of new starts. A further reduction next quarter will be partially reversed in Q3 and Q4 based on current predictions of new starts for BCC. The On Site programme is currently experiencing significant demand which could mitigate some of this reduction.	PE
FI3	BCPB265a	Increase the amount of Bristol City Council Apprenticeship Levy spent	+	n/a	£1,000,000	£151,164	n/a	Contributions this quarter total £298,721 versus spend £151,164 (50.6%) which is significantly lower than anticipated. This reflects a cessation of new apprenticeships starts until late autumn, delays in achievements and a small number of programmes that have ceased. The indicators for Q2 are that spend will further reduce as a % of contributions. However, from 1st August an incentive scheme to assist new employees through apprenticeship training could help redress the balance alongside the delayed programmes starting Sept 2020 onwards.	PE
City Wide Performance Indicators that BCC contributes to:									
FI1	BCPC425	Increase the number of affordable homes delivered in Bristol	+	312	500	52 (no 1/4ly target set)	↑	Housing delivery was significantly slowed in the first quarter due to the impact of COVID-19 and the resulting site closures and slowdowns. The remaining quarters should see activity increase as the lockdown is lifted but the target for this year has been adjusted based on current forecasts of what can be delivered this year.	G&R
FI1	BCPC430a	Increase the number of new homes delivered in Bristol	+		2,000	Data not due		This measure is calculated annually and generally reported at q2 of the following year. It is therefore anticipated that the number of new homes for 2019/20 will be reported after September 2020	G&R
FI1	BCPC310	Increase the number of private sector dwellings returned into occupation	+	499	490	109	↓	Performance is slightly ahead of target during Q1 even during the pandemic. During Q2 outcomes will start to increase as access to building materials and contractors start working again.	G&R
FI2	BCPC230a	KS2 - Increase the % of pupils achieving the expected standard in reading, writing and maths	+	65%	Not set	n/a	n/a	KPI Suspended Covid-19	PE
FI2	BCPC230b	KS2 - increase the % of disadvantaged pupils, at KS2, achieving the expected standard in RWM	+	49%	Not set	n/a	n/a	KPI Suspended Covid-19	PE
FI2	BCPC231a	Key Stage 4: Improve the Average Attainment 8 score per pupil	+	45.3 points	46.0 points	n/a	n/a	It is not yet clear how the arrangements for awarding grades in 2020 will affect the attainment 8 score. However, as the OFQUAL standardisation process uses previous performance as part of the review of centre assessment grades, it is likely that attainment 8 will be similar to previous years.	PE
FI2	BCPC231d	Key Stage 4: Attainment 8 - Reduce the Points gap between the Disadvantaged and Non-Disadvantaged	-	16.4 points	17.0 points	n/a	n/a	The LA responded to the OFQUAL consultation on the approach outlined above and made a series of recommendations based on evidence and research, highlighting key considerations that could negatively impact on disadvantaged and vulnerable learners.	PE
FI2	BCPC246z	Increase percentage of schools and settings rated 'Good' or better by Ofsted (all phases) (OCP)	+	n/a	80%	79%	n/a	A total of 120/150 schools rated Good or better. Routine inspection has been suspended due to COVID until at least January 2021 and therefore the proportion of settings reported as good or better in Q1 and is not likely to change until Q3.	PE
FI3	BCPC217	Improve the % of 17 - 18 year old care leavers in EET (statutory return - recorded around birthday)*	+	73%	72.0%	See Q4	↑	This performance indicator reports with a 3 month data lag (2019/20 Outturn). There were 104 eligible care leavers aged 17-18 on 31/03/2020. Of these, 76 were in education, employment or training within their statutory birthday contact period.	PE
FI3	BCPC263a	Reduce the % of young people of academic age 16 to 17 years who are NEET & destination unknown	-	15.0%	15.0%	14.5%	↓	During the lockdown period the post 16 team have had more success in tracking down some of the current situation not known cases as they have been home and answered the contact trackers. We had had a rise in Not in Education Employment or Training cases as more young people have become moved this this status due to gaining further details after tracking or the closure of education/ employment settings.	PE

Corp Plan KC ref	Code	Title	+/-	2019/20 Outturn	2020/21 Target	Q1 Progress	Comparison over last 12 months	Management Notes	Directorate
FI3	BCPC270	Increase experience of work opportunities for priority groups	+	5,131	2,500	271	↓	Due to Covid 19 we have not been able to deliver face to face experiences of work and have been developing a virtual offer for priority groups and exploring how to evaluate numbers and impact for this which is why our number is lower than desired. Alongside this our WEX offer has been placed on hold due to social distancing, capacity of teams and home working. This next quarter falls within the summer holidays and school return for WORKS schools will be mid September in which delivery will resume virtually and face to face where possible. All planning meetings have been held with schools in preparation for this in which we plan to increase numbers of experience of work delivery. Nevertheless during this quarter we have delivered the following: 1. CPD Session for Teachers – What happens after school? Exploring P16 options for people with SEND – 24 attendees from WORKS schools 2. Virtual delivery of Q and A session for students - 3 students participated in this. 3. Virtual Work Experience – recorded sessions and real work challenges for students – 218 experiences of work delivered (recorded via school allocation, engagement and site visits) and Mayoral engagement in Q and A. 4. Career Coach – children in care mentoring has continued virtually during this quarter (27 / 32 students have participated and engaged in this virtually).	PE
FI4	BCPC248	Number of hate crimes	OFF	1,902	1,950	490	n/a	Recent analysis of demographic data such as location, age of victim/perpetrators, type of hate crime, repeat incidents to inform responses and work plan going forward. Exploring how we can strengthen the impact of tension monitoring practices within the City. Strengthening 'locational' multi-agency responses to spikes/clusters of reported hate crimes/alleged	PE
FI4	BCPC324	Increase the percentage of people who feel they belong to their neighbourhood (QoL)	+	62.0%	60.0%	n/a	n/a	The Quality of Life (QoL) survey is due to take place in Autumn 2020. Headline results will be issued in January 2021	RE
FI4	BCPC327	Reduce the percentage of people who have noted "mainly negative effects" from gentrification (QoL)	-	21.4%	25.0%	n/a	n/a	The Quality of Life (QoL) survey is due to take place in Autumn 2020. Headline results will be issued in January 2021	RE

2020/21 Corporate Plan: Well Connected

Bristol City Council (BCC) owned performance indicators:

WC2	BCPB308	Increase number of people able to access care & support through the use of Technology Enabled Care	+	559	753	128	↓	Performance is ahead of target for Q1, as staff continued to work throughout the declaration of the pandemic. As lockdown restrictions are eased it is likely that the number of completed jobs will increase over the quarters as home visits are restarted.	G&R
WC4	BCPB636	Ratio of consultation response rate for the most and least deprived 20% of Bristol citizens	-	2.32	1.8	2.39	n/a	There were no in-scope surveys in Q1 due to COVID-19, so the target does not apply for Q1. Overall this PI shows a small increase (worsening) on the 2019/20 Q4 value; the PI changed because it is based on the rolling average of survey responses during the previous four quarters and the 2020/21 Q1 value excludes 2019/20 Q1 which had good response rates from more deprived communities.	RE

City Wide Performance Indicators that BCC contributes to:

WC1	BCPC474	Increase the number of single journeys on Park & Ride into Bristol	+	1,687,558	n/a	n/a	n/a	Directly impact by CV-19; not be reported in 20-21	G&R
WC1	BCPC475	Increase the number of passenger journeys on buses	+	40,776,023	n/a	n/a	n/a	Directly impact by CV-19; not be reported in 20-21	G&R
WC1	BCPC471	Improve journey time reliability during the morning peak travel period	+	n/a	Establish baseline.	Data not due	n/a	Work on-going to establish baseline complicated by the COVID 19 impact on traffic.	G&R
WC2	BCPC436	Improve the percentage of premises that have access to Gigabit capable full fibre	+	n/a	Establish baseline.	Data not due	n/a	There is no in-year target as the annual report Connecting Nations will not be published by Ofcom until December 2020. New indicator replacing previous "Improve % of premises that have access to Ultrafast Broadband"	G&R
WC2	BCPC438	Increase the % of people living in deprived areas who have access to the internet at home (QoL)	+	88.70%	92.00%	Data not due	n/a	The Quality of Life (QoL) survey is due to take place in Autumn 2020. Headline results will be issued via the QoL Priority Indicators briefing report in January 2021 followed by a full set of results in March 2021.	G&R
WC3	BCPC266	Increase % of adults with learning difficulties known to social care, who are in paid employment	+	5.2%	6.0%	5.2%	↑		PE

Corp Plan KC ref	Code	Title	+/-	2019/20 Outturn	2020/21 Target	Q1 Progress	Comparison over last 12 months	Management Notes	Directorate
WC3	BCPC268	Increase the number of adults in low pay work & receiving benefits accessing in-work support	+	820	820	97	↓	With the onset of the Covid lockdown we experienced a significant drop in referrals. However, due to a change in eligibility criteria (to support people who are at risk of redundancy / recently redundant) and a major marketing campaign we saw an upturn towards the end of the quarter.	PE
WC3	BCPC323	Increase % of people who see friends and family as much as they want to (QoL)	+	82.1%	70.0%	n/a	n/a	The Quality of Life (QoL) survey is due to take place in Autumn 2020. Headline results will be issued in January 2021	RE
WC4	BCPC533	Increase the percentage of people who feel they can influence local decisions (QoL)	+	18.1%	20.1%	n/a	n/a	The Quality of Life (QoL) survey is due to take place in Autumn 2020. Headline results will be issued in January 2021	RE

2020/21 Corporate Plan: Wellbeing

Bristol City Council (BCC) owned performance indicators:

W1	BCPB279	Improve the monthly Delayed Transfers of Care for BCC (Delayed Days per 100,000 population)	-	295.1 (11/12)	Not set	n/a	n/a	KPI Suspended Covid-19	PE
W3	BCPB335	Increase the number of households in fuel poverty receiving energy and debt advice	+	1,621	1,200	Data not due	n/a	The mid-year point will be reported at Q2.	G&R
W4	BCPB253	Increase the number of attendances at BCC leisure centres and swimming pools	+	2,373,178	Not set	0	n/a	KPI suspended for Q1 due to Covid-19, as all BCC leisure centres and swimming pools were closed. The intention is to re-instate this indicator with an appropriate target later in the year, assuming re-openings are able to continue.	PE
W4	BCPB410	Increase the number of visitors to Bristol Museums, Galleries and Archives	+	1,066,787	213,400	0	n/a	As a direct result of CV-19, all sites in the portfolio were closed during the first quarter of the year.	G&R

City Wide Performance Indicators that BCC contributes to:

W1	BCPC250	Reduce the percentage of people in Bristol who report below national average Mental Wellbeing (QoL)	-	14.7%	14.7%	n/a	n/a	The Quality of Life (QoL) survey is due to take place in Autumn 2020. Headline results will be issued via the QoL Priority Indicators briefing report in January 2021 followed by a full set of results in March 2021.	PE
W1	BCPC251	Reduce the rate of alcohol-related hospital admissions per 100,000 population	-	916	839	919	↓	We are continuing to work with colleagues in A&E to review the data that they can collect and how it can be applied to preventative measures. Due to NHS digital's data release schedule there is always a data lag for this indicator and it is reported on one quarter in arrears. The Q1 figure of 919 is for the time period of April 2019 to March 2020 and therefore does not cover Covid-19 period. We are awaiting new data to see what effect Covid-19 and the associated lockdown has on alcohol admissions.	PE
W1	BCPC255	Increase % of people living in the most deprived areas who do enough regular exercise each week(QoL)	+	55.3%	38.7%	n/a	n/a	The Quality of Life (QoL) survey is due to take place in Autumn 2020. Headline results will be issued via the QoL Priority Indicators briefing report in January 2021 followed by a full set of results in March 2021.	PE
W2	BCPC433	Reduce the total CO2 emissions in Bristol City (k tonnes)	-	1,471K Tonnes (2017)	1,551K Tonnes	1,447K Tonnes (2018)	↑	The target set in 2009 was to reduce emissions by 40% between 2005 and 2020. Therefore the target for this year (2018 data) is a 34.7% reduction from 2005. That target has been achieved with emissions reduced by 39%. A new trajectory has been set from 2020 to 2030 in line with the One City Climate Strategy Goal of Carbon Neutrality by 2030. This measure is reported at around 18 months after the end of the calendar year.	G&R
W2	BCPC434	Reduce the proportion of deaths attributed to particulate air pollution	-	5.4% (2017)	4.30%	Data not due	n/a	This indicator is based on Public Health England data and calculations. These show that for the last year of data (2017) the fraction of deaths attributable to pollution from particulates rose significantly reversing a general downward trend of the previous 5 years. It is based on the fraction of very small particles (<2.5 micro metres) arising from human action. The main sources of this within the city are traffic and combustion.	G&R
W2	BCPC480	Increase the percentage of monitoring sites that meet the annual air quality target for nitrogen dioxide	+	Data being verified	Target tbc when 2019 data verified	Data not due	n/a	For the calendar year of 2019 data analysis and verification has taken longer than anticipated and has not yet been finalised. It will be completed during Q2 and an appropriate target set	G&R
W2	BCPC333	Increase the percentage of residents visiting a park or open space at least once a week (QoL)	+	52.9%	55.0%	Data not due	n/a	The Quality of Life (QoL) survey is due to take place in Autumn 2020. Headline results will be issued via the QoL Priority Indicators briefing report in January 2021 followed by a full set of results in March 2021.	G&R

Corp Plan KC ref	Code	Title	+/-	2019/20 Outturn	2020/21 Target	Q1 Progress	Comparison over last 12 months	Management Notes	Directorate
W2	BCPC540	Reduce percentage of people who feel that street litter is a problem in their neighbourhood (QoL)	-	81.1%	80.0%	Data not due	n/a	The Quality of Life (QoL) survey is due to take place in Autumn 2020. Headline results will be issued via the QoL Priority Indicators briefing report in January 2021 followed by a full set of results in March 2021.	G&R
W2	BCPC541	Increase the percentage of household waste sent for reuse, recycling and composting	+	46.8%	50.0%	48.0%	↑	Although not achieving target, 48% represents a positive. Seasonal and covid impact will see this continue.	G&R
W3	BCPC249	Prevalence of child excess weight in 10-11 year-olds	-	31.3%	34.0%	n/a	n/a	Data submission to Department of Health is due in early August. Early indications are that a good coverage of data has managed to be collected despite Covid-19. Following the recent government announcements on obesity Bristol are reviewing the whole system approach to tackling obesity to ensure it aligns with any forthcoming government policy.	PE
W3	BCPC257	Increase the number of food outlets holding a 'Bristol Eating Better Award' in priority wards	+	29	35	n/a	n/a	KPI Suspended Covid-19	PE
W3	BCPC258	Reduce the percentage of households which have experienced moderate or worse food insecurity (QoL)	-	5.0%	7.2%	n/a	n/a	The Quality of Life (QoL) survey is due to take place in Autumn 2020. Headline results will be issued via the QoL Priority Indicators briefing report in January 2021 followed by a full set of results in March 2021.	PE
W3	BCPC334	Reduce the percentage of the population living in Fuel Poverty	-	11.7% (2017)	10.00%	Data not due	n/a	This central government figure should be treated with caution: 1. There is a two year data lag so the 2019 figure reflects 2017 data 2. The data is modelled (i.e. not from actual homes in Bristol) 3. It's a relative measure (only homes with above median fuel costs are included) 4. Smaller homes are excluded if they have below median fuel costs, though they could still be in fuel poverty We expect that implementation of the minimum energy efficiency standard (MEES) for the private rented sector will start to have a positive effect, as will energy efficiency schemes. However, we cannot confirm whether or not this will be reflected in the 2020 government data.	G&R
W4	BCPC256	Increase the % of adults in deprived areas who play sport at least once a week (QoL)	+	33.1%	23.2%	n/a	n/a	The Quality of Life (QoL) survey is due to take place in Autumn 2020. Headline results will be issued via the QoL Priority Indicators briefing report in January 2021 followed by a full set of results in March 2021.	PE
W4	BCPC411	Increase the percentage of people who take part in cultural activities at least once a month (QoL)	+	43.30%	25.00%	Data not due	n/a	The Quality of Life (QoL) survey is due to take place in Autumn 2020. Headline results will be issued via the QoL Priority Indicators briefing report in January 2021 followed by a full set of results in March 2021.	G&R
W4	BCPC412a	Increase the % satisfied (in deprived areas) with the range and quality of outdoor events (QoL)	+	67.00%	25.00%	Data not due	n/a	The Quality of Life (QoL) survey is due to take place in Autumn 2020. Headline results will be issued via the QoL Priority Indicators briefing report in January 2021 followed by a full set of results in March 2021.	G&R

2019/20 Corporate Plan: Workplace Organisational Priorities

Bristol City Council (BCC) owned performance indicators:

WOP1	BCPB530	Increase the satisfaction of citizens with our services (QoL)	+	42.8%	45.8%	n/a	n/a	The Quality of Life (QoL) survey is due to take place in Autumn 2020. Headline results will be issued via the QoL Priority Indicators briefing report in January 2021 followed by a full set of results in March 2021.	RE
WOP1	BCPB523	Maintain appropriate staff turnover	-	9.9%	12.5%	8.7%	↑		RE
WOP2	BCPB518	Increase the percentage of stage 1 non-statutory complaints that we respond to within 15 days	+	78.5%	80.0%	85.0%	↑	85% reached council wide. Work is underway to improve performance levels within areas identified for improvement.	RE
WOP2	BCPB521	Increase % of colleagues reporting they have the equipment to do their work effectively	+	63.0%	65.0%	n/a	n/a		RE
WOP2	BCPB524	Increase the percentage of staff with a completed annual appraisal	+	n/a	75.0%	n/a	n/a		RE
WOP3	BCPB522	Reduce the average number of working days lost to sickness (BCC)	-	8.55 days	8.00 days	8.79 days	↓	Sickness in Q1 has increased from 8.55 days (Q4) to 8.79 days. We have seen a sharp increase in absence in Q4 and Q1 due to absence related to COVID-19. HR have been working pro-actively with managers to support them at this time in managing all absence cases and contacting managers where staff are self-isolating, shielding, vulnerable or highly vulnerable. We are continuing to take preventative measures to reduce sickness absence through our Health and Wellbeing Plan. We are actively monitoring sickness absence patterns for services relating to COVID-19 to ensure we act swiftly to any areas of increased risk.	RE

Corp Plan KC ref	Code	Title	+/-	2019/20 Outturn	2020/21 Target	Q1 Progress	Comparison over last 12 months	Management Notes	Directorate
WOP3	BCPB527	Increase the % of staff who are "clear about what the council is here to do and its priorities"	+	83.0%	85.0%	n/a	n/a		RE
WOP3	BCPB528	Increase the percentage of employment offers made to people living in the 10% most deprived areas	+	5.5%	6.5%	4.9%	↓	The percentage of job offers being made to employees in the most deprived areas has dropped to 4.92% in Q1 from 5.5% in Q4. In Q1 we offered 45 jobs to candidates living in the most deprived areas of Bristol, compared to 46 in Q4. It is likely that this measure has been impacted by CV-19 as recruitment numbers reduce. Please see the Advancing equality and inclusion: new actions for 2020/21 for further detail on the work we are doing on Recruitment, selection and talent management - a positive action strategy to address diversity gaps. https://democracy.bristol.gov.uk/documents/s50543/Appendix%20Ai%20-%20Advancing%20equality%20and%20inclusion%20v1.0.pdf	RE
WOP4	BCPB510	Increase the percentage of Grant applications, Funding bids or Contracts that are successful	+	n/a	Establish baseline	33%	n/a	In Q1 there were three grant applications submitted. One has been successful. Feedback on the other two that were unsuccessful was that one (technical) would be difficult for other LAs to replicate, the other to the DfT referenced the volume of bids received.	RE
WOP4	BCPB502	Increase the percentage of invoices paid on time (BCC)	+	81.0%	85.0%	86.0%	↑		RE
WOP4	BCPB503	Council Tax collected as a percentage of approved budget	+	96.76%	93.57%	27.32%	↓	Council tax collection for June 2020 stands at £73,487m equivalent to 0.59% above the target, a surplus of £1.5m. Our priority has been to provide support to people in financial difficulty - helping to increase take up of benefits, council tax reduction, and referring citizens to debt advice. Whilst we remain cautious as to the current surplus, we are on target to reach 93.57%	RE
WOP4	BCPB504	Non-domestic rates collected as a percentage of approved budget	+	98.34%	91.77%	19.00%	↓	Business Rate collection for June 2020 stands at £36.9m and is 4.93% below target, equivalent to £9.587m. Resources have been applied to the business grants, and now this has eased, we expect to have the majority of the new reliefs in place by the end of August. Payment rates have been low, with many businesses extending instalments into February and March 2021. We are now undertaking detailed analysis of payment schedules and may need to adjust the monthly target going forward.	RE
WOP4	BCPB505	Percentage of procurement spend with 'Small and Medium sized Enterprises' (SME's)	+	51.9%	55.0%	n/a	n/a	This is an annual measure and will be reported at year-end. 51.9% of BCC's spend in FY19/20 was with Small-Medium size Enterprises (SMEs), which is comparable with the percentage of UK business's total turnover attributed to SMEs (52%, from 2019 ONS figures). The target for FY20/21 is set at 55% in order to continue our push to ensure that opportunities are open to smaller local organisations. Actions include: less onerous procurement processes below £25k; and taking the impact on the local economy into account when selecting suppliers.	RE



Progress Key
Well Above Target
Above Target
On Target
Below Target
Well Below Target

Improvement Key	
↑	Direction of travel IMPROVED compared to same period in the previous year
=	SAME as previous same period in the previous year
↓	Direction of travel WORSENE D compared to same period in the previous year

Directorate	
PE	People
G&R	Growth and Regeneration
RE	Resources

Corporate Strategy - Key Commitments

Empowering & Caring	
EC1	Give our children the best start in life by protecting and developing children's centre services, being great corporate parents and protecting children from exploitation or harm.
EC2	Reduce the overall level of homelessness and rough sleeping, with no-one needing to spend a 'second night out'.
EC3	Provide 'help to help yourself' and 'help when you need it' through a sustainable, safe and diverse system of social care and safeguarding provision, with a focus on early help and intervention.
EC4	Prioritise community development and enable people to support their community.
Fair & Inclusive	
FI1	Make sure that 2,000 new homes (800 affordable) are built in Bristol each year by 2020.
FI2	Improve educational outcomes and reduce educational inequality, whilst ensuring there are enough school places to meet demand and with a transparent admissions process.
FI3	Develop a diverse economy that offers opportunity to all and makes quality work experience and apprenticeships available to every young person.
FI4	Help develop balanced communities which are inclusive and avoid negative impacts from gentrification.
Wellbeing	
W1	Embed health in all our policies to improve physical and mental health and wellbeing, reducing inequalities and the demand for acute services.
W2	Keep Bristol on course to be run entirely on clean energy by 2050 whilst improving our environment to ensure people enjoy cleaner air, cleaner streets and access to parks and green spaces.
W3	Tackle food and fuel poverty.
W4	Keep Bristol a leading cultural city, helping make culture, sport and play accessible to all.
Well-Connected	
WC1	Improve physical and geographical connectivity; tackling congestion and progressing towards a mass transit system.
WC2	Make progress towards being the UK's best digitally connected city.
WC3	Reduce social and economic isolation and help connect people to people, people to jobs and people to opportunity.
WC4	Work with cultural partners to involve citizens in the 'Bristol' story, giving everyone in the city a stake in our long-term strategies and sense of connection.
Workplace Organisational Priorities	
WOP1	Redesign the council to work effectively as a smaller organisation.
WOP2	Equip our colleagues to be as productive and efficient as possible.
WOP3	Make sure we have an inclusive, high-performing, healthy and motivated workforce.
WOP4	Be responsible financial managers and explore new commercial ideas.

Appendix A - Definitions and reporting timescales for Performance Indicators

2020/21 Corporate Plan: Empowering & Caring

1: Give our children the best start in life by protecting and developing children's centre services, being great corporate parents and protecting children from exploitation or harm.

PI ref	Measure	Frequency/period reported	Method of calculation
BCPC216	Percentage children becoming the subject of a child protection plan for a second/subsequent time	Quarterly (Cumulative)	The percentage of children who became subject to a Child Protection Plan at any time during the year, who had previously been the subject of a Child Protection Plan, or on the Child Protection Register of that council regardless of how long ago that was.
BCPC222	Increase the take-up of free early educational entitlement by eligible 2 year olds	Annual (Previous Financial Year)	Take up of free educational provision for 2 year olds. Data provided by the DfE and relates to the previous financial year: https://www.gov.uk/government/statistics/education-provision-children-under-5-years-of-age-january-2019
BCPC223	Percentage of children achieving a good level of development at Early Years Foundation Stage	Annual (Previous Academic year)	Percentage of children achieving a good level of development at Early Years Foundation Stage. The level of development is a measure of the average of the cohort's total point score across all the early learning goals.
BCPC244	Key Stage 4: Improve the Average Attainment 8 score for Children in Care pupils	Annual (Previous Academic year)	Attainment 8 will measure the achievement of a pupil across 8 qualifications including mathematics (double weighted) and English (double weighted), 3 further qualifications that count in the English Baccalaureate (EBacc). This measures the small cohort of Children in Care (CiC) - ultimately trying to reduce the gap between the Bristol average and the CiC average.

2: Reduce the overall level of homelessness and rough sleeping, with no-one needing to spend a 'second night out'.

PI ref	Measure	Frequency/period reported	Method of calculation
BCPB353	Increase the number of households where homelessness is prevented	Quarterly (Cumulative)	This measure reports the number of households where homelessness is prevented as a result of advice provided through a dedicated Housing Advice service funded by a local authority, or in-house housing advice service, to fulfil the authority's statutory duties under section 179(1) of the Housing Act 1996 part VII, as amended by the Housing Act 2002.
BCPB357	Reduce the number of households in temporary accommodation	Quarterly (Snapshot)	This measure reports on the numbers of households living in temporary accommodation provided under the homelessness legislation.
BCPC352b	Reduce the number of people sleeping rough on a single night in Bristol - BCC quarterly Count	Quarterly (Snapshot)	The number of people sleeping rough on a single night within the area of the authority. This is a local count done to the same methodology as the annual count and is intended to provide a snapshot each quarter.

3: Provide 'help to help yourself' and 'help when you need it' through a sustainable, safe and diverse system of social care and safeguarding provision, with a focus on early help and intervention.

PI ref	Measure	Frequency/period reported	Method of calculation
BCPB280	Increase the percentage of people who contact Adult Social Care and then receive Tiers 1 & 2 services	Quarterly (Snapshot)	There is a count of count of requests for Adult Social Care support requests and also a record of how many were either signposted to alternate support or provided with lower level support. The inverse percentage being the percentage of requests for support that went onto receive the higher levels of support. Performance is reported on a quarter by quarter basis e.g. Q1 - 55%, Q2 58% etc
BCPB307	Increase the number of disabled people enabled to live more independently through home adaptations	Quarterly (Cumulative)	This measure records the number of people enabled to live more independently in their own home as the result of a home adaptation. the Home Adaptations Service operates across both the public and private housing sectors.
BCPC276a	Reduce the permanent admissions aged 65+ to residential and nursing care, per 100,000 population	Quarterly (Snapshot)	This is a two part-measure reflecting the number of younger adults (part 1) and older people (part 2) whose long-term support needs are best met by admission to residential and nursing care homes relative to the population size of each group. The measure compares council records with ONS population estimates. Performance is reported on a quarter by quarter basis e.g. Q1 - 55%, Q2 58% etc
BCPC277	Increase the percentage of adult social care service users, who feel that they have control over their daily life	Annual (Survey)	Performance is recorded as a result of service users survey questionnaires, compiled throughout the year and reported at year end.
BCPC278	Increase the percentage of older people at home 91 days after discharge from hospital into reablement/rehabilitation *	Quarterly (Cumulative & 3 months in arrears)	Performance is reported with a 3 month data lag owing to the way the statutory measure is recorded. It records the proportion of older people aged 65 and over discharged from hospital to their own home or to a residential or nursing care home or extra care housing for rehabilitation, with a clear intention that they will move on/back to their own home (including a place in extra care housing or an adult placement scheme setting), who are at home or in extra care housing or an adult placement scheme setting 91 days after the date of their discharge from hospital.

4: Prioritise community development and enable people to support their community

PI ref	Measure	Frequency/period reported	Method of calculation
BCPC311	Levels of engagement with community development work	Quarterly (Cumulative)	This measures the number of residents who actively engage in community building conversations throughout the year. This supports an approach which is based on Asset Based Community Development.
BCPC312	Increase the percentage respondents who volunteer or help out in their community at least 3 times a year (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
BCPC314	Reduce the percentage of people who lack the information to get involved in their community (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.

2020/21 Corporate Plan: Fair & Inclusive

1: Make sure that 2,000 new homes (800 affordable) are built in Bristol each year by 2020

PI ref	Measure	Frequency/period reported	Method of calculation
BCPB124a	Increase the percentage of major residential planning applications processed within 13 weeks or as otherwise agreed	Quarterly (Cumulative)	Percentage of major residential planning applications by type determined in a timely manner (within 13 weeks) n.b. this includes the category of "applications for prior approval" which are NOT included as part of the statutory returns PS1 and PS2.
BCPB375	Reduce the number of empty council properties (true voids)	Quarterly (Snapshot)	The current number of empty properties as at the end of the measuring period. A property is classified as empty when there is no tenancy in force and the property is void. The number should include all standard voids as well as those classed as undergoing major works, or pending a decision to dispose or demolish.
BCPC310	Increase the number of private sector dwellings returned into occupation	Quarterly (Cumulative)	This measures the number of non-local authority-owned vacant dwellings returned to occupation or demolished during the financial year as a direct result of action by the local authority.
BCPC425	Increase the number of affordable homes delivered in Bristol	Quarterly (Cumulative)	This records the numbers of social rented and intermediate housing units added to the city's overall housing stock during the year. Affordable housing is defined in the Planning Policy Statement 3 (PPS3) from the Ministry for Housing Communities & Local Government (MHCLG).
BCPC430a	Increase the number of new homes in Bristol	Annual (1 year lag)	This measures the net increase in dwelling stock over one year and is calculated as the sum of new build completions, minus demolitions, plus any gains or losses through change of use and conversions.

2: Improve educational outcomes and reduce educational inequality, whilst ensuring there are enough school places to meet demand and with a transparent admissions process

PI ref	Measure	Frequency/period reported	Method of calculation
BCPB225	Increase the percentage of Final EHCPs issued within 20 weeks including exception cases *	Quarterly (Cumulative & 3 months in arrears)	Number of Education Health Care Plans in the last quarter that were issued within 20 weeks, including exception cases, as a percentage of all such statements issued throughout the calendar year. The reported data aligns with the SEN Census reporting (ie a Calendar year).... This means that this KPI is reporting cumulatively and 3 months in arrears: Q1 reports Jan - Mar / Q2 reports Jan - June / Q3 reports Jan - Sept / Q4 reports Jan - Dec
BCPC230a	Key Stage 2 - Increase the percentage of pupils achieving the expected standard in reading, writing and maths	Annual (Previous Academic year)	Key Stage 2 is the end of Primary school (Years 3-6). Scaled scores help test results to be reported consistently from one year to the next. National curriculum tests are designed to be as similar as possible year on year, but slight differences in difficulty will occur between years. Scaled scores maintain their meaning over time so that two pupils achieving the same scaled score in different years will have demonstrated the same attainment. This performance indicator measures the percentage of children in Bristol Schools who achieved the expected standard in all three subject combined and is reported for the previous academic year.

PI ref	Measure	Frequency/period reported	Method of calculation
BCPC230b	Key Stage 2 - increase the percentage of disadvantaged pupils, at KS2, achieving the expected standard in reading, writing and maths	Annual (Previous Academic year)	This is the same measure as above, except the focus is on the attainment of disadvantaged pupils. Pupils are defined as disadvantaged if recorded as: <ul style="list-style-type: none"> • Eligible for Free Schools Meals (FSM) in the last six years • Looked After Children (LAC) continuously for one day or more • Post LAC: because of an adoption, a special guardianship order, a child arrangements order or a residence order.
BCPC231a	Key Stage 4: Improve the Average Attainment 8 score per pupil	Annual (Previous Academic year)	Key Stage 4 is the GCSE phase of Secondary school. Attainment 8 was introduced in 2016 by the Department for Education (DfE) for pupils at the end of Key Stage 4 (age 16), to measure overall GCSE performance and encourage students to take at least 8 qualifications. A full DfE explanation of this measure is at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/583857/Progress_8_school_performance_measure_Jan_17.pdf
BCPC231d	Key Stage 4: Attainment 8 - Reduce the Points gap between the Disadvantaged and Non-Disadvantaged	Annual (Previous Academic year)	This is the same measure as above, except the focus is on the attainment of disadvantaged pupils. (definition of disadvantaged, two rows above). Except this measures the gap in the attainment levels of Disadvantaged pupils and non-disadvantaged pupils and is reported for the previous academic year.
BCPC245	Improve the level of Bristol Schools' pupil attendance	Annual (Previous Academic year)	Whilst there is in year reporting of attendance levels across the city; this performance measure uses the official DfE figures published in March of each year and records the previous academic year.
BCPC246	Increase percentage of schools and settings rated 'Good' or better by Ofsted (all phases)	Quarterly (Snapshot)	This records the present percentage of schools, across all phases, where the Ofsted inspection rating is 'Good' or better. The DfE published this information at: https://www.gov.uk/government/statistical-data-sets/monthly-management-information-ofsted-school-inspections-outcomes#history
3: Develop a diverse economy that offers opportunity to all and makes quality work experience and apprenticeships available to every young person.			
PI ref	Measure	Frequency/period reported	Method of calculation
BCPB264	Increase the total number of apprenticeships created and managed by Bristol City Council	Quarterly (Cumulative)	This measures the number of apprentices currently (at data capture date) receiving training support through an Education and Skills Funding Agency approved programmes (taken from ESFA ILR data) PLUS No. of BCC staff undertaking development through an apprenticeship scheme. (taken from Digital Apprenticeship Service record also known as Levy Account)
BCPB265	Increase the amount of Bristol City Council Apprenticeship Levy spent	Quarterly (Cumulative)	This measures the amount of apprenticeship levy spent throughout the year.
BCPC217	Improve the % of 17 - 18 year old care leavers in EET (statutory return - recorded around birthday)*	Quarterly (Cumulative & 3 months in arrears)	Performance is reported with a 3 month data lag owing to the way the statutory measure is recorded. The percentage of former care leavers aged 17 - 18 who were looked after under any legal status (excl V3 or V41) on 1 April in their 17th year, who were in education, employment or training. These figures also include those care leavers who we are not in contact with.
BCPC263a	Reduce the percentage of young people of academic age 16 to 17 years who are NEET & destination unknown	Quarterly (Snapshot)	This measures the percentage of 16 to 17 year olds who are not in education, employment or training (NEET). AND Destination Unknown. Whilst this records data quarter by quarter, unusually the DfE return (and therefore the Q4 figure) is the snapshot for the 3 month period 1st December - last day of February.
BCPC270	Increase experience of work opportunities for priority groups	Quarterly (Cumulative)	This measures the number of people who gain experiences of work for identified priority groups - Young people at risk of and currently not engaging in education, employment and training, Children in care or Care leavers (CIC/CL), people with a Learning difficulty and/or disability, people with a disability, Black, Asian and other non-white minority backgrounds (BAME), Returning to work, living in the 25% most deprived lower super output areas, over 55'.
4: Help develop balanced communities which are inclusive and avoid negative impacts from gentrification.			
PI ref	Measure	Frequency/period reported	Method of calculation
BCPC248	Number of hate crimes	Quarterly (Cumulative)	Hate Crime data recorded by Avon & Somerset Police
BCPC324	Increase the percentage of people who feel they belong to their neighbourhood (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
BCPC327	Reduce the percentage of people who have noted "mainly negative effects" from gentrification (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
2020/21 Corporate Plan: Well Connected			
1: Improve physical and geographical connectivity; tackling congestion and progressing towards a mass transit system.			
PI ref	Measure	Frequency/period reported	Method of calculation
BCPC471	Improve journey time reliability during the morning peak travel period	Annual	This measure uses data from the network of traffic cameras at key points across the city with average travel times between points being calculated. It has been identified that journey time reliability is generally of more importance to road users than actual speeds.
BCPC474	Increase the number of single journeys on Park & Ride into Bristol	Quarterly (Cumulative)	This measures the number of journeys made on Park and Ride (P&R) services in Bristol. Data is supplied by the various commercial operators of P&R designated services
BCPC475	Increase the number of passenger journeys on buses	Quarterly (Cumulative)	This measures the number of journeys made on all services which has a boarding point in Bristol. Data is supplied by the various commercial operators of P&R designated services
2: Make progress towards being the UK's best digitally connected city.			
PI ref	Measure	Frequency/period reported	Method of calculation
BCPB308	Increase the number of people able to access care and support through the use of Technology Enabled Care	Quarterly (Cumulative)	This measure records the number of people enabled to live more independently in their own home as the result of the installation of Technology Enabled Care, and is linked to BCP307 which records the number of homes which has received home adaptations are part of enabling independent living.
BCPC436	Improve the percentage of premises that have access to Ultrafast Broadband	Annual	This measure is informed by the annual report from OfCOM "Connected Nations" report which tracks progress in fixed and mobile services in the UK. Data is available at a local authority level and can be seen here https://www.ofcom.org.uk/research-and-data/multi-sector-research/infrastructure-research
BCPC438	Increase the percentage of people living in deprived areas who have access to the internet at home (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
3: Reduce social and economic isolation and help connect people to people, people to jobs and people to opportunity.			
PI ref	Measure	Frequency/period reported	Method of calculation
BCPC266	Increase the percentage of adults with learning difficulties known to social care, who are in paid employment	Quarterly (Cumulative)	The measure shows the proportion of adults with a learning disability who are "known to the council", who are recorded as being in paid employment. The information would have to be captured or confirmed within the reporting period 1 April to 31 March. The definition of individuals 'known to the council' is restricted to those adults of working age with a primary support reason of learning disability support who received long term support during the year. The measure is focused on 'paid' employment. Voluntary work is excluded from the measure. Paid employment is measured using the following two categories: <ul style="list-style-type: none"> • Working as a paid employee or self-employed (16 or more hours per week); and, • Working as a paid employee or self-employed (up to 16 hours per week).
BCPC268	Increase the number of adults in low pay work & receiving benefits accessing in-work support	Quarterly (Cumulative)	This is a cumulative count to show the growth of the Future Bright in work support programme and the new Get Well - Get On programme which focusses on supporting people in work who have mental health of muscle, joint or bone conditions.
BCPC323	Increase the percentage of people who see friends and family as much as they want to (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
4: Work with cultural partners to involve citizens in the 'Bristol' story, giving everyone in the city a stake in our long-term strategies and sense of connection.			
PI ref	Measure	Frequency/period reported	Method of calculation
BCPB636	Ratio of consultation response rate for the most and least deprived 20% of Bristol citizens	Quarterly (Cumulative)	Ratio of the consultation response rate per 10,000 citizens from people living in the 20% least deprived parts of the city (quintile 5) and the response rate from the 20% most deprived areas (quintile 1). Calculated as the mean of responses for all city-wide consultations with 500 or more respondents, which closed during the year ending in the reporting quarter.
BCPC533	Increase the percentage of people who feel they can influence local decisions (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.

PI ref	Measure	Frequency/period reported	Method of calculation
2020/21 Corporate Plan: Wellbeing			
1: Embed health in all our policies to improve physical and mental health and wellbeing, reducing inequalities and the demand for acute services.			
PI ref	Measure	Frequency/period reported	Method of calculation
BCPB279	Improve the monthly Delayed Transfers of Care for BCC (Delayed Days per 100,000 population)	Quarterly (Snapshot)	This measures the number of Delayed Days of care, during the reporting period, of Acute and Non-Acute, for NHS Organisations in England by the responsible organisation. (EXCLUDING NHS CASES AND WHERE BOTH were CULPABLE) Divided 100,000 population... Therefore, - Social Care delays ONLY. Occasionally the latest monthly data from NHS England is delayed and in those instances the month indicated in brackets.
BCPC250	Reduce the percentage of people in Bristol who report below national average Mental Wellbeing (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
BCPC251	Reduce the rate of alcohol-related hospital admissions per 100,000 population	Quarterly (Rolling year 3 months in arrears)	This indicator measures the rate of alcohol related admissions per 100,000 population using Hospital Episode Statistics. The rate is calculated using data on those finished in-year admissions that are classified as ordinary or day cases and that have a primary or subsidiary diagnosis code. Q1 covers April to March, Q2 = July to June, Q3 = October to September, Q4 = January to December.
BCPC255	Increase the percentage of people living in the most deprived areas who do enough regular exercise each week(QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
2: Keep Bristol on course to be run entirely on clean energy by 2050 whilst improving our environment to ensure people enjoy cleaner air, cleaner streets and access to parks and green spaces.			
PI ref	Measure	Frequency/period reported	Method of calculation
BCPC333	Increase the percentage of residents visiting a park or open space at least once a week (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
BCPC433	Reduce the total CO2 emissions in Bristol City (k tonnes)	Annual (18 month lag)	This measures the annual amount of end user CO2 emissions across an agreed set of sectors (housing, roadtransport and business).
BCPC434	Reduce the proportion of deaths attributed to particulate air pollution	Annual (2 year lag)	This measure is reported by Public Health England
BCPC480	Increase the percentage of monitoring sites that meet the annual air quality target for nitrogen dioxide	Annual (Financial year)	This measures the percentage of monitoring sites across the city which achieve the annual air quality target. [Note - in previous years this has been published as the % that did <u>not</u> meet the air quality target]
BCPC540	Reduce percentage of people who feel that street litter is a problem in their neighbourhood (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
BCPC541	Increase the percentage of household waste sent for reuse, recycling and composting	Quarterly (Snapshot)	This measures the percentage of household waste which is sent for reuse, recycling and composting.
3: Tackle food and fuel poverty.			
PI ref	Measure	Frequency/period reported	Method of calculation
BCPB335	Increase the number of households in fuel poverty receiving energy and debt advice	Quarterly cumulative	The number of households each quarter who have been given energy and debt advice via specific BCC-funded services
BCPC249	Prevalence of child excess weight in 10-11 year-olds	Annual (1 year lag)	This performance data is measured by NHS Digital, National Child Measurement Programme and records 10-11 year olds Proportion of children aged 10-11 classified as overweight or obese. Children are classified as overweight (including obese) if their Body Mass index (BMI) is on or above the 85th centile of the British 1990 growth reference (UK90) according to age and sex.
BCPC257	Increase the number of food outlets holding a 'Bristol Eating Better Award' in priority wards	Bi-annual cumulative	This is a count of the number of food outlets with a Bristol Eating Better Award in 10 priority wards (with high levels of deprivation and obesity) The Bristol Eating Better (BEB) award is a tool used to reward and support food businesses across the city to offer healthier food options and promote sustainability. BEB awards are at Bronze, Silver or Gold level. There are 30 'core actions' to be met in order to achieve the Bronze Level. Progress is reported twice a year (Q2 & Q4)
BCPC258	Reduce the percentage of households which have experienced moderate or worse food insecurity (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
BCPC334	Reduce the percentage of the population living in Fuel Poverty	Annual (2 year lag)	Fuel poverty in England is measured using the Low Income High Costs (LIHC) indicator where a household is considered to be fuel poor if: - They have required fuel costs that are above average (the national median level) and were they to spend that amount, they would be left with a residual income below the official poverty line. The data for this measure is supplied by the Department of Business, Energy and Industrial Strategy
4: Keep Bristol a leading cultural city, helping make culture, sport and play accessible to all.			
PI ref	Measure	Frequency/period reported	Method of calculation
BCPB253	Increase the number of attendances at BCC leisure centres and swimming pools	Quarterly (Cumulative)	This measures attendances at BCC leisure centres and swimming pools on a monthly cumulative basis. Occasionally the latest month is delayed and in those instances the month indicated in brackets.
BCPB410	Increase the number of visitors to Bristol Museums, Galleries and Archives	Quarterly (Cumulative)	This measures visitors to Bristol Museums, Galleries and Archives and is taken from automated counters as well as snap shot surveys.
BCPC256	Increase the percentage of adults in deprived areas who play sport at least once a week (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
BCPC411	Increase the percentage of people who take part in cultural activities at least once a month (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
BCPC412a	Increase the % satisfied (in deprived areas) with the range and quality of outdoor events (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
2019/20 Corporate Plan: Workplace Organisational Priorities			
1: Redesign the council to work effectively as a smaller organisation.			
PI ref	Measure	Frequency/period reported	Method of calculation
BCPB523	Maintain appropriate staff turnover	Quarterly (Cumulative)	This measures staff turnover by considering the numerator as the total number of leavers; including those who retire, or leave involuntarily due to dismissal or redundancy over the period; and the denominator as the average total number of staff employed over the period....The aim is to keep the level at between 10-15%
BCPB530	Increase the satisfaction of citizens with our services (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
2: Equip our colleagues to be as productive and efficient as possible.			
PI ref	Measure	Frequency/period reported	Method of calculation
BCPB518	Increase the percentage of stage 1 non-statutory complaints that we respond to within 15 days	Quarterly (Snapshot)	The percentage of stage 1 non-statutory complaints that were respond to within 15 days.
BCPB521	Increase the percentage of colleagues reporting they have the equipment to do their work effectively	Annual (Staff Survey)	Using the staff survey, this measures the percentage of respondents (colleagues) reporting they have the equipment to do their work [counting those who chose 'strongly agree' or 'agree' as a percentage of all responses to the question]
BCPB524	Increase the percentage of staff with a completed annual appraisal	Annual	This indicator is based on figures for the latest performance lifecycle (i.e. at least one face-to-face appraisal must have taken place in that 12 month period), and calculated using headcount of staff eligible for a performance review. Apply to permanent and temporary staff only. Casual staff (i.e. those not employed on a regular basis but when a particular need arises) and those employed by outside contractors (e.g. private companies), are not to be counted.

PI ref	Measure	Frequency/period reported	Method of calculation
3: Make sure we have an inclusive, high-performing, healthy and motivated workforce.			
PI ref	Measure	Frequency/period reported	Method of calculation
BCPB522	Reduce the average number of working days lost to sickness (BCC)	Quarterly (Rolling year)	This performance indicator measures the levels of sickness each quarter is reported on a 'rolling year' basis and the last quarter will reflect the whole year's performance - The quarterly reports are presented: <ul style="list-style-type: none"> • 2020/21 Q1 will report the 1 Jul '19 - 30 Jun '20 figure • 2020/21 Q2 will report the 1 Oct '19 - 30 Sept '20 figure • 2020/21 Q3 will report the 1 Jan '20 - 31 Dec '20 figure • 2020/21 Q4 will report the 1 Apr '20 - 31 Mar '21 figure
BCPB527	Increase the percentage of staff who are "clear about what the council is here to do and its priorities"	Annual (Staff Survey)	Using the staff survey, this measures the percentage of respondents (colleagues) reporting that they are "clear about what the council is here to do and its priorities" [counting those who chose 'strongly agree' or 'agree' as a percentage of all responses to the question]
BCPB528	Increase the percentage of employment offers made to people living in the 10% most deprived areas	Quarterly (Cumulative)	This performance indicator measures the percentage of employment offers made to people living in the 10% most deprived areas as a percentage of all offers made.
4: Be responsible financial managers and explore new commercial ideas.			
PI ref	Measure	Frequency/period reported	Method of calculation
BCPB502	Increase the percentage of invoices paid on time (BCC)	Quarterly (Cumulative)	This measures the percentage of undisputed invoices for commercial goods and services paid to external contractors and suppliers during the year by the authority within mutually agreed terms or 30 days if such terms do not exist, as a percentage of all such invoices paid by the authority in the year. Authorities may exclude invoices sent to schools and paid from delegated school budgets if they wish. Time starts from the date the authority (not the payment section) receives the invoice.
BCPB503	Council Tax collected as a percentage of approved budget	Quarterly (Cumulative)	This measures the percentage of the estimated net collectable debit for council taxes net of benefit. Against the total receipts council taxes; net of refunds granted in respect of the present year only.
BCPB504	Non-domestic rates collected as a percentage of approved budget	Quarterly (Cumulative)	This measures the percentage of the estimated net collectable debit in respect of non-domestic. Against the total receipts of non-domestic rates, net of refunds granted in respect of the present year only.
BCPB505	Increase the percentage of procurement spend with 'Small and Medium sized Enterprises' (SME's)	Annual	This PI measures the percentage of Bristol City Council's overall procurement expenditure committed to SME's. The aim is to support BCC's policy to ensure that SMEs have the opportunity to bid for and win council contracts. The calculation is: (SME procurement spend / Total procurement spend)*100.
BCPB510	Increase the percentage of Grant applications, Funding bids or Contracts that are successful	Quarterly (Cumulative)	Commercialisation Development is a new support and enabling function. Income generation is only one of the outcomes of commercialisation. Additional/alternative income or funding may be secured through a number of routes to include applying/bidding for funding, grants or contracts. This measures the percentage of successful funding applications made.

Key / further notes

1/ Covid-19 impact - Planned Performance Indicators are continuing to be measured, if possible, and 2020/21 Targets have been adjusted where relevant to take account of the expected impact of the Covid-19 pandemic.

2/ Indicators "shaded out" - Where the indicator and definition are shaded in grey, these Performance Indicators have been *suspended* for 2020/21; the impact of the Covid-19 pandemic is such that it is not possible to meaningfully measure these indicators, and no 2020/21 Target has been set.