

Cabinet Agenda



Date: Thursday, 25 February 2021

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

Issued by: Corrina Haskins, Democratic Services

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Date: Wednesday, 17 February 2021



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 received by the deadlines below will be taken at the start of the agenda item to which they relate to.

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

- Members of the public and members of the council, provided they give notice in writing or by e-mail (and include their name, address, and 'details of the wording of the petition, and, in the case of a statement, a copy of the submission) by no later than 12 noon on the working day before the meeting, may present a petition or submit a statement to the Cabinet.
- One statement per member of the public and one statement per member of council shall be admissible.
- A maximum of one minute shall be allowed to present each petition and statement.
- The deadline for receipt of petitions and statements for the 25 February 2021 Cabinet is 12 noon on Wednesday 24 February. These should be sent by e-mail to: democratic.services@bristol.gov.uk

Questions (must be about matters on the agenda):

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



- The deadline for receipt of questions for the 25 February 2021 Cabinet is 5.00 pm on Friday 19 February 2021. These should be sent by e-mail to: democratic.services@bristol.gov.uk

DEADLINE TO REGISTER TO SPEAK

If you wish to attend the virtual meeting to speak to your statement/ask your question, you must register by 4pm on Tuesday 23rd February by contacting: democratic.services@bristol.gov.uk

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. Carbon Reduction Projects

(Pages 9 - 16)



9. Bristol Bus Shelter Advertising Concession Agreement

Some potentially commercially sensitive information was included in the version of this report that went to Cabinet and was subsequently redacted on 10 March 2021.

(Pages 17 - 25)**10. Reorganisation of Church of England Primary School Provision in Bristol City Centre****(Pages 26 - 41)****11. Proposal to close St Pius X Primary School****(Pages 42 - 53)****12. Development of Hawkfield Business Park****(Pages 54 - 168)****13. Southmead Regeneration****(Pages 169 - 195)****14. Lawrence Weston Community Hub****(Pages 196 - 213)****15. Commissioning of Rough Sleeping Services****(Pages 214 - 303)****16. Improving Public Health - Bristol Clean Air Zone Update**

Supporting information to follow

(Pages 304 - 488)**17. Budget Monitoring Outturn report P9****(Pages 489 - 532)****18. Delivery of Cleaning and Security Services****(Pages 533 - 578)****19. Re-procurement of mobile voice and data contracts****(Pages 579 - 582)****20. Reboot West Phase 2 – care leaver project extension****(Pages 583 - 629)****21. Bristol Impact Fund 2****(Pages 630 - 779)**

- 22. Covid 19 Rapid Testing Centre** (Pages 780 - 782)
- 23. Substance Misuse Services Contact Extension** (Pages 783 - 786)
- 24. Changing Futures Bid** (Pages 787 - 789)



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>

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Other formats and languages and assistance for those with hearing impairment

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Decision Pathway Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 25 February 2021

TITLE	Carbon Reduction Projects		
Ward(s)	Citywide		
Author: Steve Ransom	Job title: Head of Energy Services		
Cabinet lead: Cllr Kye Dudd	Executive Director lead: Stephen Peacock		
Proposal origin: <i>BCC Staff</i>			
Decision maker: Cabinet Member Decision forum: <i>Cabinet</i>			
<p>Purpose of Report: This report sets out actions to deliver key commitments within the One City Climate Strategy to:</p> <ol style="list-style-type: none"> 1. Decarbonize heat with the council's estate and the city 2. Use grant funding to make capital investments in buildings to reduce their energy demand 3. Improve the sustainability of the council's energy supply <p>Cabinet is asked to</p> <ol style="list-style-type: none"> 1. Accept UK Government grant funding applied for 2. Authorise changes to the way the council buys its energy to reduce carbon emissions 			
<p>Evidence Base:</p> <ol style="list-style-type: none"> 1. Bristol City Council declared a Climate Emergency in November 2018 and the Mayor published his initial Action Plan in July 2019, including a commitment for Bristol City Council to be carbon neutral for its direct emissions by 2025. 2. Bristol City Council developed and endorsed the One City Climate Strategy February 2020 committing to decarbonisation actions within its own estate and the city. 3. Bristol City Council approved its Climate & Ecological Emergency Programme on 3rd November 2020 to help implement the strategy, including a key objective of the Council leading the city by example. 4. In 2020, the UK government provided £3bn of new grant funding for schemes to decarbonize public sector buildings and private homes. It is anticipated that there will be successor schemes in 2021 and beyond. 5. The Council has applied for funding under existing authorizations to decarbonize homes, council buildings, schools and other public sector buildings 6. Grant funding is for schemes that would complete before the planned appointment of a City Leap partner. Future schemes could be delivered by a partner, subject to approval. 7. The Council currently relies predominantly on natural gas and grid-supplied electricity for its heat and power. Reliance on these fossil-fuel sources needs to be substantially reduced in order to achieve the 2025 carbon neutrality target, through: <ol style="list-style-type: none"> i) The Council's own renewable electricity generation being redirected for use in Council buildings. ii) The electricity supply arrangements for City Hall being optimised to make best use of battery storage, in order to reduce grid demand and supply costs. iii) New contracting arrangements being set up to allow the Council to start to procure locally-generated zero-carbon electricity. 8. Proposed changes to the council's heat and power supplies have been provided to City Leap bidders and are subject to approval by the City Leap board. 			

Cabinet Member / Officer Recommendations:**Cabinet is asked to:**

1. Authorise the Executive Director for Growth and Regeneration, in consultation with the Cabinet Member for Transport and Energy, the Cabinet Member for Finance Governance and Performance, the Chief Finance Officer and the Monitoring Officer, to accept:
 - i) £2.6m Green Homes Grant awarded by central government to Bristol City Council to deliver energy efficiency and renewable measures to low-income households with poor energy efficiency ratings.
 - ii) If successful, a £6.9m Public Sector Decarbonisation Scheme bid to central government to connect existing public buildings to the Redcliffe and Old Market heat networks. This will be subject to recommendation from the executive director for Growth and Regeneration in consultation with the s151 officer.

(More details of these grants are in Appendix A1)

2. Authorise the Executive Director for Growth and Regeneration, in consultation with the Cabinet Member for Transport and Energy, the Chief Finance Officer and the Monitoring Officer, to procure all goods, works and services necessary to deliver the projects in receipt of government grant funding.
3. Authorise the Executive Director for Growth and Regeneration, in consultation with the Cabinet Member for Transport and Energy and with Procurement, and noting that the City Leap Board is to be consulted on all key decisions/arrangements that may have a bearing on the City Leap tender, to procure/extend/vary the contract(s) necessary for the implementation of:
 - i. Routing zero-carbon electricity generated from the Council’s own renewable energy generation to nominated Council sites.
 - ii. An electricity supply arrangement for City Hall with a tariff structure that optimises use of and income from the planned storage battery
 - iii. New contracting arrangements for Generators, which will allow pre-qualified renewable generators to enter long-term supply arrangements for nominated Council sites, and made accessible to other organisations
 - iv. Authorise the Executive Director for Growth and Regeneration to implement any subsequent extensions/variations specifically defined in the above-mentioned contract(s) being awarded, subject to the financial impact not exceeding the maximum budget envelope

(More details of proposed electricity procurement are in Appendix A2)

Corporate Strategy alignment: Briefly outline how this aligns to the Corporate Strategy.

1. Contribution to running Bristol on clean energy
2. Contribution to tackling fuel poverty

City Benefits: The approvals sought will i) reduce the council’s and city’s carbon footprint contributing to sustainability; ii) facilitate actions by city partners and citizens to reduce their carbon footprints; iii) deliver external funding for investment in the City

Consultation Details: when and where has / will this proposal be discussed? E.g. partner consultation, member consultation, scrutiny, public consultation. Add further details in appendix B if required.

1. Sustainable City and Climate Change Service Manager

Background Documents:

[The Mayor’s Climate Emergency Action Plan](#)

[The One City Climate Strategy](#)

[The Climate & Ecological Emergency Programme](#)

[Public Sector Decarbonisation Scheme](#) (PSDS): capital grants for public sector bodies to fund energy efficiency and heat decarbonisation measures

[Public Sector Low Carbon Skills Fund](#): funding to develop and deliver projects suitable for funding through the PSDS

[Green Homes Grant Local Authority Delivery Scheme](#): funding to improve the energy efficiency of low-income households in Bristol

Revenue Cost	£>£0.5m	Source of Revenue Funding	Energy Service Utilities Budget
Capital Cost	£>£0.5m	Source of Capital Funding	Grant funding

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

1. Finance Advice:

Recommendation 1

Finance recommend the progression of the specified grants along the decision pathway process.

Green Homes Grant

This grant has received cabinet approval to bid, and the recommendation is seeking approval to accept if awarded. This is therefore following the Council's agreed governance route as specified in the decision pathway.

Overview - The grant is a consortium bid with North Somerset to install energy efficient modifications within the homes of people who meet specific income eligibility criteria, at a maximum cost of £10k a home. The total grant value is based upon the estimated cost of 250 installs across Bristol and North Somerset, plus overheads.

The full terms of the grant offer letter will be reviewed and approved by the S151 officer, as specified in the recommendation. However, the following risks and mitigations were identified at the bid stage:

Risks:

Timeline risk – The grant must be spent by September '21. This risk is mitigated by the following: the individual installs are small scale and the volume of installs can be flexed depending on the time available – the grant is not repayable if the full project scope is not delivered. BEIS have also indicated that if there is funding unclaimed and there are potential projects then BCC might be able to negotiate an extension.

Cost risk – BEIS state their expectation that costs should average 10k. To mitigate this risk BCC will receive quotes for work, and will reject quotes that are above this threshold, after considering estimates for contingency. BEIS have not stipulated that there is clawback if costs are greater than the 10k average, however, this will need to be reviewed in the final grant offer letter.

Non-compliance of North Somerset with cost/timeline requirements - The bid is a consortium bid, and BCC are jointly reliant on North Somerset's delivery. BCC do not have control over NS's delivery. This is mitigated by BCC pursuing an MOU with North Somerset that reflects terms with BEIS.

Bristol Heat Network - Growth and optimisation Decarbonisation Grant

This grant has received cabinet approval to bid, and the recommendation is seeking approval to accept if awarded. This is therefore following the Council's agreed governance route as specified in the decision pathway.

The detailed terms and conditions are yet to be defined for the grant. The council therefore need to ensure terms of grant are achievable in cost and delivery. This will be achieved through the recommended sign-off of the executive director for Growth and Regeneration in consultation with S151 officer.

Recommendation 2

Finance support recommendation 2 subject to satisfactory acceptance of risk in the final grant terms, as approved in recommendation 1.

Recommendation 3

- i. Routing zero-carbon electricity generated from the Council's own renewable energy generation to nominated Council sites.

This recommendation will allow the Council to switch from external suppliers to internal generation. There are no implementation costs, and the internal price charged will be linked to market prices. Therefore the expected impact to the revenue account is nil. Any variation to this must be contained within existing budgets. Key decisions will be reviewed by the City Leap board.

- ii. An electricity supply arrangement for City Hall with a tariff structure that optimises use of and income from the planned storage battery

The City Hall storage battery business case has previously been approved by cabinet. However, authority to enter into procurement arrangements was not sought at the time, due to the delegations of authority that existed. These have now been superseded, and the service require cabinet authority to enter into contracts to realise the business case. The current value per

annum of required supplier contracts to support City Hall is £250k, so the cumulative lifetime value of future contracts will be in excess of 500k. There will be no additional budget pressure.

- iii. New contracting arrangements for Generators, which will allow pre-qualified renewable generators to enter long-term supply arrangements for nominated Council sites, and made accessible to other organisations

The service must ensure that all costs are contained within existing budgets, and that the City Leap board approves of any arrangements.

- iv. Authorise the Executive Director for Growth and Regeneration to implement any subsequent extensions/variations specifically defined in the above mentioned contract(s) being awarded, subject to the financial impact not exceeding the maximum budget envelope

Finance support the recommendation to enact the above, containing costs within existing budgets.

Finance Business Partner: George Palmer, Finance Business Partner, Growth and Regeneration 26/01/2021

2. Legal Advice: Whenever the Council is procuring goods works or services it must comply with its own internal procurement rules, and the Public Contracts Regulations (and in some instances the Utilities Regulations). Officers must, when procuring the goods/works/services referred to in the report, ensure they obtain legal advice in relation to this to ensure compliance.

Whenever the council accepts grant funding, there is a risk such funding may constitute state aid, either in the hands of the council or when passed on to any other organisation. Again, officers, when receiving or spending grant funding referred to in this report, must ensure legal advice is sought to ensure the use of such funding does not constitute unlawful state aid.

In respect of both state aid and procurement rules and we will need to monitor potential changes following the end of the Brexit transition period and assess their impact (if any) on these projects and the use of the funds.

Legal Team Leader: Eric Andrews, Team Leader Legal Services, 17/12/20

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

IT Team Leader: Simon Oliver, Director Digital Transformation, 29/01/21

4. HR Advice: Section to be completed by the HR partner **ONLY**. If there are none, this must be stated by the HR partner. Additional information can be added in **Appendix H** or **Appendix K**.

HR Partner: HR Partner to enter their name to confirm they have provided comments on the full and final report and the date.

EDM Sign-off	Stephen Peacock	9th Dec 2020
Cabinet Member sign-off	Cllr Kye Dudd	14th Dec 2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	27th Jan 2021

Appendix A – Further essential background / detail on the proposal Two Annexes provided – major projects (A1) and electricity supply contracting arrangements (A2)	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 Equality relevance check completed and agreed by Equalities Team	YES
Appendix F – Eco-impact screening/ impact assessment of proposal checklist completed and approved by Giles Lidell	YES
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO

Appendix A1: Summary of grant funding applications (over £500K)

Project Name	Grant Scheme	Partnership project (e.g. working with a neighbouring authority or school)	Project Description	Project completion	Project costs	% Grant	Estimated carbon saving (tCO2/Yr)	Status
Domestic retrofit	Green Homes Grant	Yes	<p>Bristol City Council submitted a £2.6m bid on 4th December 2020 into Phase 1b of the Green Homes Grant Local Authority Delivery (LADs). This is a consortium bid with North Somerset with BCC being the lead. On 27th January we were notified that we were successful.</p> <ul style="list-style-type: none"> ○ A majority of homes will be targeted with underfloor insulation, loft and cavity insulation, Solar Thermal and Solar PV ○ A smaller number will be put through a whole house retrofit approach using local community project CHEESE with the intention of utilizing local supply chains. • The bid proposes to retrofit 275 homes with energy efficiency measures and low carbon heating. 200 schemes will be delivered by Bristol and 75 by North Somerset. 	September 30 th 2021	£2.5m	100%	TBC	Offered 27/01/21
Bristol Heat Network - Growth and optimisation Decarbonisation Grant	Decarbonisation Grant	Yes	The connection of public sector buildings to the Redcliffe and Old Market Heat Networks. The optimisation DH connections for the BCC housing connected to the Redcliffe network	September 30 th 2021	£6.9m	100%	930	Submitted 11/01/2021

Decision Pathway – Energy service - Carbon Reduction Projects

Appendix A2 – Energy Procurement

Issue

1. Although work is in hand to reduce energy use on the Corporate Estate, there will always be an irreducible minimum demand. With the electrification of heating and vehicles, this residual demand will shift towards a higher proportion of electricity use versus gas. Together, these factors require a significant decarbonisation of the Council’s electricity supply in order to achieve Carbon Neutrality by 2025.

Recommendation

2. The Energy Service is developing a long-term strategy to make use of zero-carbon locally generated electricity via the ‘Sleeved Pool’ mechanism. As an interim step towards this, it is recommended that:
 - a. The Council’s own renewable electricity generation is redirected for use in Council buildings.
 - b. The electricity supply arrangements for City Hall are optimised to make best use of battery storage, in order to reduce grid demand and supply costs.
 - c. New contracting arrangements are set up to allow the Council to start to procure locally-generated zero-carbon electricity, ahead of the development of the Sleeved Pool system.

Timing

3. The current electricity supply contract for larger sites¹ has been renewed to June 2021. These sites would be the target population for supply from the Council’s own renewable energy systems and local generators.
4. The electricity supply contract for City Hall has been separated from the main supply contract in preparation for migrating this supply to a tariff structure more suited to optimising a storage battery. The current contract also expires in June 2021.

Background

5. The Council’s total electricity demand is just over 47 GWh/yr². At 2020 greenhouse gas conversion factors³, this demand is responsible for creating nearly 12,000 tonnes of CO_{2e} emissions per year⁴.
6. For the February Cabinet report:
7. In addition to the heat decarbonisation and energy efficiency measures outlined above, the Energy Service is also seeking ways to secure zero-carbon locally generated electricity supplies. A low carbon electricity supply will become increasingly more important as electrically-based heating displaces natural gas, whilst supporting local organisations in developing renewable energy systems in and around Bristol supports the Council’s wider Social Values objectives.
8. The energy service is seeking approval to:
9. Set up a ‘Sleeved’ Power Purchase Agreement (PPA) to route zero-carbon electricity generated from the Council’s own renewable energy systems to Council sites. This would replace the current export PPA, and also replace the conventional grid supply arrangement in place under the Energy Service’s Dynamic

¹ Half-Hourly supplies

² 2019 pre-Covid demand, including streetlighting

³ <https://www.gov.uk/government/publications/greenhouse-gas-reporting-conversion-factors-2020>

⁴ Including emissions from Transmission/Distribution losses

Purchasing System (DPS) for the larger electricity consuming sites on the Council estate (these are better matched to generation capacity).

10. Set up a separate supply arrangement for City Hall with a tariff structure that allows greater flexibility in making use of the storage battery, coupled with services to optimise the use and operation of this battery.
11. Develop the 'Sleeved Pool' procurement mechanism, which is intended to allow renewable energy generators to supply Council buildings, to a pilot stage.
12. Set up interim arrangements with generators to allow either direct supply to nominated Council buildings, and/or participation in the Sleeved Pool pilot. This will require setting up 'Back-to-Back' coupled PPAs, which would involve long-term supply contracts directly with generators for their zero-carbon electricity, and recurring contracts with licensed electricity suppliers to manage distribution of this to Council sites. The proposal is to create a new Dynamic Purchasing System for Generators, which will allow a bank of pre-approved local generators to enter in to supply arrangements either to nominated Council sites, or in to the Sleeved Pool as this is developed.



Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 25 February 2021

TITLE	Bristol Bus Shelter Advertising Concession Agreement	
Ward(s)	Citywide	
Author: Stephen Pick	Job title: Team Leader, Sustainable Transport Projects and Infrastructure	
Cabinet lead: Cllr Kye Dudd	Executive Director lead: Stephen Peacock	
Proposal origin: <i>BCC Staff</i>		
Decision maker: Cabinet Member Decision forum: <i>Cabinet</i>		
Purpose of Report: <ol style="list-style-type: none"> To approve a 12-month extension to the Bus Shelter Advertising Concession Agreement with Clear Channel UK Ltd (CCUK), on the same terms as the current agreement. To authorise the Executive Director for Growth & Regeneration to invite tenders for, and to subsequently award, a new contract for the Bus Shelter Advertising Concession Agreement, in consultation with the Cabinet Member for Transport and Energy, the Green New Deal, Clean Air Zone planning. 		
Evidence Base		
<p>Context : The existing Bus Shelter Advertising Concession Agreement expires on 31st March 2021. Cabinet approval to procure a new Bus Shelter Advertising Concession Agreement was granted on 2nd Oct 2018.</p> <p>At the start of 2020, work was well underway on the re-tendering of the Bus Shelter Advertising Concession Agreement, with a view to going out to the market in May 2020 and awarding in September 2020, to allow a 6-month transition period in the event of a new provider. COVID-19 put an immediate halt to all work on this. The pandemic caused a swift collapse in the outdoor advertising market and, with the timescale for recovery unclear, the view was reached that going out to tender was unlikely to result in value for money for the Bus Shelter Advertising Concession Agreement, due to the market uncertainty, and that it would, therefore, be prudent to delay the procurement.</p> <p>The timing of advertising the Bus Shelter Advertising Concession Agreement is of the utmost importance; ideally, we want as much certainty as possible when we go out to the market. The assessment of the consultant supporting us with the re-tendering project is that an extension of up to 12 months is the right approach. The tender could then be advertised during the summer of 2021, which would give the outdoor advertising market more time to recover from the impact of COVID-19, and should provide greater opportunity to maximise the income from the new Bus Shelter Advertising Concession Agreement. An extension would also provide the time and space to properly assess the state of the market and future prospects, whilst maintaining continuity of income.</p>		
Issue for consideration :		
<ol style="list-style-type: none"> Decline in “6-sheet” (paper) advertising – CCUK’s analysis before COVID-19 indicated that 6-sheet sales were weakening, with market preference for digital formats. It is anticipated that this is a trend that will continue. CCUK have been notified by the Valuation Office Agency that they intend to significantly increase business rates on 6-sheet panels. Consideration of the Council’s proposed Advertising and Sponsorship Policy, which is to be presented for consideration at Cabinet on 9 March 2021. This proposes a set of restrictions, most notably no advertising of 		

High Fat, Salt and Sugar (HFSS) products on Council-owned sites. The view of the consultant advising BCC on the Bus Shelter Advertising Concession is that restricting advertising of particular products could have a negative impact on the perceived 'attractiveness' of future tenders, as well as on associated revenues received. It should, however, be noted that despite predictions of large revenue losses after a Healthier Food Policy (High Fat, Salt or Sugar ban) was implemented across the Transport for London network, TfL's revenue actually increased. Any potential commercial impact resulting from further advertising restrictions should also be balanced with the opportunities of reducing the risk of public health harm and cost associated with the proposed restricted products and services.

3. As the Policy is not yet approved, it will not be applied to the proposed 12-month extension of the Bus Shelter Advertising Concession Agreement but, if approved, it will be applied in the full procurement exercise later in 2021.

Cabinet Member / Officer Recommendations:

Cabinet:

1. To agree a 12-month extension to the current Bus Shelter Advertising Concession Agreement to CCUK, from 1 April 2021 to 31 March 2022, on the same terms as the current contract.
2. To authorise the Executive Director for Growth & Regeneration to invite tenders for, and to subsequently award, a new contract for the Bus Shelter Advertising Concession Agreement, in consultation with the Cabinet Member for Transport and Energy, the Green New Deal, Clean Air Zone planning.

Corporate Strategy alignment: A Bristol Bus Shelter Advertising Concession Agreement is aligned with Theme 3 - Well Connected, and Theme 4 – Wellbeing, set out in the Corporate Strategy, as well as the principle of using our assets wisely to generate a social and/or financial return. An integrated, accessible and sustainable public transport system is essential to the city's future, and bus shelters are a key part of making an attractive end-to end journey.

City Benefits: Income derived from a Bus Shelter Advertising Concession Agreement is used to pay for the supply, installation and maintenance of bus shelters across the city; this ensures that the shelters do not fall into a state of disrepair and that the Council can continue providing high quality, accessible public transport facilities. Our assessment shows that bus shelters, and associated raised kerbs, are beneficial to equalities groups. Growth in bus patronage helps the city mitigate the impacts of congestion and air poor quality.

Consultation Details:

External

- CCUK : consultation with the incumbent advertising concessionaire has resulted in agreement, in principle, to a 12-month extension, on the same terms as the current Bus Shelter Advertising Concession Agreement.
- Out of Home Media Consultancy (OHMC) : Discussions have taken place, since April 2020, regarding the impact of COVID-19 on the outdoor advertising market and on the timing of the retendering of the Bus Shelter Advertising Concession Agreement, as well as about a 12-month extension to the current Concession Agreement.

Internal

- Legal – regular consultation has taken place since April 2020.
- Procurement – consultation has taken place since April 2020.
- Finance – consultation has taken place during the preparation of this report.
- Transport Management Team – consulted on 23/11/20 and 11/01/21.
- Executive Director, Growth & Regeneration – consulted on 08/12/20. It was proposed in this meeting that a break-clause be inserted in the Bus Shelter Advertising Concession Agreement; this has now been included as follows :
“The Council shall be entitled to terminate the Agreement on and with effect from 1 October 2021 on the provision of not less than three months’ prior notice.”
- Cabinet Member for Transport, Energy & New Green Deal – consulted on 14/12/20 and 18/01/21.
- EDM – 13/01/21.

Background Documents:

Corporate Strategy

[Bristol Bus Shelter Advertising Concession Cabinet report 2nd October 2018](#)

Revenue Cost	No additional	Source of Revenue Funding	N/A
Capital Cost	No additional	Source of Capital Funding	N/A

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

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	Bristol Bus Shelter Advertising Concession
Please outline the proposal.	<ol style="list-style-type: none"> 1. Extend the current Bristol Bus Shelter Advertising Concession by 12 months, so that it expires 31/03/22. (Cabinet approval to be sought.) 2. To approve the procurement, and award, of a new Advertising Concession, to ensure continuity of income for the Council once the 12-month extension comes to an end.
What savings will this proposal achieve?	<p>The Advertising Concession is income-generating, with the money being used to pay for the supply, installation and maintenance of bus shelters across the city.</p> <p>The current Advertising Concession expires on 31/03/21. At the start of 2020 (pre-COVID), work was well underway on the re-tendering of the concession, to ensure the new agreement would be in place from 01/04/21. COVID-19 put an immediate halt to all work on this - the pandemic caused a swift collapse in the outdoor advertising market and, with no idea of the timescale for recovery, the view was that going out to tender in May/June 2020, as originally planned, would likely result in a very poor outcome – either low-value bids or, potentially, no bids. Extending the current concession by 12 months would give the outdoor advertising market more time to recover from the impact of COVID, and should provide greater opportunity to maximise the income from the new concession. An extension would also maintain continuity of income.</p>
Name of Lead Officer	Stephen Pick, Team Leader, Projects & Infrastructure, Strategic City Transport.

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.
It is not envisaged that the proposal will have any impact on citizens on the basis of their protected characteristics.
Please outline where there may be significant negative impacts, and for whom.
It is not envisaged that the proposal will have any impact on citizens on the basis of their protected characteristics.

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.
It is not envisaged that the proposal will have any impact on staff on the basis of their protected characteristics.
Please outline where there may be negative impacts, and for whom.
It is not envisaged that the proposal will have any impact on staff on the basis of their protected characteristics.

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 negative impact for citizens or staff from this proposal
Service Director sign-off and date:  25/01/21	Equalities Officer sign-off and date: <i>Reviewed by Equality and Inclusion Team</i> 30/12/2020

Eco Impact Checklist

Title of report: Bus Shelter Advertising Concession				
Report author: Stephen Pick				
Anticipated date of key decision: 25/02/21				
Summary of proposals: To approve the following recommendations:				
<ol style="list-style-type: none"> To renew the existing Bus Shelter Advertising Concession Agreement with CCUK for 12 months, to 31 March 2022 To authorise the Executive Director for Growth & Regeneration to invite tenders for, and to subsequently award, a new Advertising Concession starting from 1 April 2022 				
Will the proposal impact on...	Yes/ No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Yes	+ive / -ive	High quality bus shelters can encourage the use of public transport. Use of electricity for digital advertising screens.	Efficient screens will minimise electricity use. Lights are LED. Travel to change paper posters is not required with digital screens.
Bristol's resilience to the effects of climate change?	Yes	+ive	Bus shelters provide shelter from the hot sun, heavy rainfall, or high winds associated with climate change. The risk of damage to bus shelters from flooding and storms associated with climate change is unchanged.	No mitigation required.
Consumption of non-renewable resources?	Yes	+ive/	Materials in bus shelters will be high quality and 100% recyclable.	No mitigation required.
Production, recycling or disposal of waste	Yes	+ive/	End-of-life bus shelters will be recycled.	No mitigation required.
The appearance of the city?	Yes	+ive	The replacement of damaged or end-of-life	No mitigation required.

Verified by

Stephen Pick

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 25 February 2021

TITLE	Reorganisation of C of E Primary School Provision in Bristol City Centre		
Ward(s)	Central, Hotwells & Harbourside		
Author: Ian Bell	Job title: Place Planning Manager		
Cabinet lead: Councillor Anna Keen	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. Approve the closure of St Michael’s on the Mount and St George C of E Primary Schools and establish a new school on the site of St Michael’s. The Local Authority is both the ‘Proposer’ and ‘Decision Maker’ as set out in Department for Education Statutory Guidance. 			
Evidence Base:			
<ol style="list-style-type: none"> 1. The Council has been working with the school governors and the Diocese of Bristol to consider the future of Church of England (C of E) primary school provision in Bristol city centre .St Michael’s and St George Primary Schools have been operating at well below their capacity for a number of years. In order to address the sustainability issues facing both schools, the council, in agreement with the school governors and Diocese of Bristol, is proposing to reorganise the C of E primary school provision in the area. 2. The proposal is to amalgamate St Michael’s on the Mount and St George C of E Primary Schools into one Primary School for pupils age 4-11 on the site of St Michael’s on the Mount from 1 September 2021. 3. The new school would have capacity to accommodate up to 210 pupils (30 per year group) although initially pupil numbers would be below this. 4. Although there are 3 separate proposals (the closure of 2 schools and the opening of a school) these are ‘related’ and were therefore published together. 5. St Michael’s can accommodate up to 210 pupils and St George up to 115. There are currently fewer than 150 pupils in total in the schools. 6. Cost saving measures have already been taken including sharing a headteacher and combining a number of year groups so that they can share a teacher. Governors have not been able to find any other savings that would be sufficient to keep both school sites operational. School budgets are directly related to the number of children on roll and it is inevitable that the school budgets will continue to shrink with lower pupil numbers. 7. Governors have considered the issues and options available and do not feel able to provide an appropriate standard of education for local children at both school sites. Moving to one site is the only option available for a school which could be sustainable in the longer term. 			
Cabinet Member / Officer Recommendations:			
<ol style="list-style-type: none"> 1. That the decision maker approves the closure of St Michael’s on the Mount and St George C of E Primary Schools 2. That the decision maker approves the establishment of a new school on the site of St Michael’s. 			
Corporate Strategy alignment:			
<ol style="list-style-type: none"> 1. These proposals will help to improve educational outcomes to help the city become Fair and inclusive 			
City Benefits:			
<ol style="list-style-type: none"> 1. The schools are financially unsustainable with very low pupil numbers and costs associated with maintaining 2 sites. The proposals will help to secure primary school provision in the city centre for the short to medium 			

term.

Consultation Details:

1. The proposals were the subject of consultation with school governors, parents, staff and the C of E Diocese prior to publication of the full proposals. This included online meetings with parents and staff.
2. As required in the statutory guidance the full proposals were published on the Council website, with a shorter version published in the Bristol Post. The proposals were also sent to Department for Education and others as required by the guidance.
3. No responses were received from the statutory consultees.
4. The main point raised in consultation responses and at meetings concerned the reason for a lack of pupils. There was a belief that governors had not done enough to promote, particularly St George and that other schools had opened or been allowed to expand. Respondents also felt that the current COVID situation should be considered as this would make it more difficult for those children moving to a different school site.
5. Responses received are summarised in appendix B.

Background Documents

1. Opening and closing maintained schools - Statutory guidance for proposers and decision-makers (Department for Education, November 2019) [Opening and closing maintained schools1012.pdf \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/83112/opening-and-closing-maintained-schools-1012.pdf)
2. Education and Inspections Act 2006 (As amended by the Education Act 2011) [Education and Inspections Act 2006 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2006/25/section/1)
3. School Organisation (Establishments and Discontinuance of Schools) Regulations 2013 [The School Organisation \(Establishment and Discontinuance of Schools\) Regulations 2013 \(legislation.gov.uk\)](https://www.legislation.gov.uk/uksi/2013/1211/section/1)
4. Full Proposal and Public Notice [Revised Consultation on Future Provision at St Michael's on the Mount and St George Primary Schools - Bristol - Citizen Space](#)

Revenue Cost	£	Source of Revenue Funding	
Capital Cost	£	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: At the end of 2019/20 St George Primary had a deficit balance of £28k and is forecasting to end 2020/21 with an increased deficit of £62k. St Michael's on the Mount primary had a surplus balance of £102k at the end of 2019/20 but are forecasting to fall into a £28k deficit by the end of 2020/21. Both schools are experiencing a decline in pupil numbers and the financial effect of this is that funding for 2021/22 is due to reduce by £52k for St George and £79k for St Michael on the Mount (taking into account teachers pay and pension grant funding). Unless pupil numbers significantly increase or substantial savings are made the financial situation is not sustainable as schools cannot operate with a deficit. The proposal to close both schools will mean that the deficit balances will return to the LA, there is a reserve for Education Conversions of £1.4m that will cover this, the final amount of deficits will not be known until the closure date is confirmed and cost of any redundancies are known.

The new school to be opened will also be under significant financial pressure if pupil numbers do not increase from the current combined total.

Finance Business Partner: Graham Booth – Finance Manager, Children & Education 27 January 2021.

2. Legal Advice: Section 11 of Education and Inspections Act empowers the local authority to propose to establish a new school which is to replace one or more foundation or voluntary schools which have a religious character which is the case here. Section 15 of the same Act empowers the local authority to publish proposals to discontinue schools following the statutory process as detailed in appendix A. The School Organisation (Establishment and Discontinuance of Schools) Regulations 2013 specify how the proposals are to be publicised, which bodies are to

receive copies and a statutory consultation period. The consultation detailed in Appendix B complies with the specified requirements in the Regulations. The proposals were consulted on prior to the statutory consultation and then again as part of the statutory consultations. The responses are summarised in Appendix B. The responses must be taken into account by Cabinet when taking the decision. The equalities impact assessment at Appendix E will assist Cabinet in complying with the public sector equality duty when making this decision.

Legal Team Leader: Sarah Sharland Team Leader Litigation Regulatory Team 16th February 2021

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

IT Team Leader: Simon Oliver, 4 January 2021

4. HR Advice: The governors are working with advice from the LA to effect the closure of St Michael's and St George's, (and the subsequent opening of a new school), and will follow the council's protocol for school amalgamations. Any staff with two or more years' service who do not get a job in the new school, or elsewhere within the authority (or an employer covered by the Redundancy Payments Modifications Order) will be entitled to a redundancy payment, calculated in accordance with the school's severance policy (which is based on the council's). All severance costs will fall to the budgets of the closing schools.

HR Partner: Jan Mackenzie, 21 January 2021

EDM Sign-off	Jacqui Jensen	9 th January 2021
Cabinet Member sign-off	Councillor Anna Keen	27 th January 2021
For Key Decisions - Mayor's Office sign-off	Mayor's Office	27 th January 2021

Appendix A – Further essential background / detail on the proposal A (i) – Full Proposal and Statutory Notice A (ii) – Background Information	YES
Appendix B – Summary of Responses to Consultation	YES
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal – to follow	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

Bristol City Council**Proposals to combine St Michael's on the Mount C of E Primary School
and St George C of E Primary School from 1 September 2021****Introduction**

Bristol City Council recognises that all schools must be viable and sustainable for the longer term. The Council has been working with the school governors and the Diocese of Bristol to consider the future of Church of England (C of E) primary school provision in Bristol city centre.

The Council realises that school reorganisation can be an area of concern as local communities often see a school as being at the heart of the community and sometimes cannot immediately agree with the need for change. Taking this into account, the city must continue to have a system of education which will continue to bring about the highest possible standards of education for the children of Bristol for the short, medium and long term and in some cases 'keeping things as they are' may not achieve that in this rapidly changing educational landscape.

The Proposals

In order to address the sustainability issues facing both schools, the council, in agreement with the school governors and Diocese of Bristol, is proposing to reorganise the C of E primary school provision in the area. The proposal is to amalgamate St Michael's on the Mount and St George C of E Primary Schools into one Primary School for pupils age 4-11 on the site of St Michael's on the Mount from 1 September 2021.

The new school would have capacity to accommodate up to 210 pupils (30 per year group) although initially pupil numbers would be below this.

The law requires the council to follow a process prior to a formal decision and, if agreed, implementation of the proposals. Some of the wording used is required by law but this document aims to set out the proposals and the reasons for them in a straightforward way.

Although there are 3 separate proposals (the closure of 2 schools and the opening of a school) these are 'related' and are therefore being published together.

You may have some questions to ask. This document attempts to answer some of those questions and explains how you can let the City Council know what you think about the proposal.

Why is the Council proposing to bring together St Michael's and St George C of E Primary Schools?

The law calls this an amalgamation. It would lead to a more viable school being established rather than two very small schools with insufficient resources.

Both St Michael's and St George have operated well below capacity for a number of years and the number of children living or being born in the area has been falling. St Michael's can accommodate up to 210 pupils and St George up to 115. There are currently fewer than 150 pupils in both schools.

Cost saving measures have already been taken including sharing a headteacher and combining a number of year groups so that they can share a teacher. Governors have not been able to find any other savings that would be sufficient to keep both school sites operational. School budgets are directly related to the number of children on roll and it is inevitable that the school budgets will continue to shrink with lower pupil numbers.

Governors have considered the issues and options available and do not feel able to provide an appropriate standard of education for local children at both school sites. Moving to one site is the only option available for a school which could be sustainable in the longer term.

Why are both existing schools being closed?

This proposal treats each school as equally as possible while making sure there is still high quality education available for the children in the area.

The option of closing St George, as the smaller school and those children being offered a place at St Michael's would be unfair to the children and staff. The governors' and council's aim is to treat each school equally and fairly.

7. Where will the Proposed Primary School be Located?

The proposed primary school would be located on the existing site and in the existing buildings of St Michael's on the Mount C of E Primary School. The new school will serve the city centre area, currently served by St Michael's and St George Schools.

Parts of the site are owned by Bristol City Council and other parts are in the ownership of the Diocese of Bristol. The school hall is owned by a Board of Trustees and is leased to Bristol City Council.

There are no direct capital costs as the school will occupy the buildings of St Michael's and planning permission is not required.

Why will the new school be based on the St Michael's site?

The St George site is too small to accommodate a one form entry school of up to 210 pupils. The new school would still be of 'village' size and continue to offer pupils an environment in which they are all known and valued as individuals as in their current respective schools.

What kind of school will it be?

The new school will be 'voluntary controlled'. This is the same kind of school as St Michael's and St George. The school will be a Church of England school, as it replaces the C of E provision currently provided by St Michael's and St George schools and will continue the established ethos of those schools. The new school will continue to be an important part of the city centre community as the existing schools are.

This proposal will reduce the number of C of E places at a time when pupil numbers are falling in primary schools. There are a number of other C of E schools and academies in the surrounding area and there will continue to be sufficient C of E places in the city centre.

What will the Admission Criteria be for the Proposed School?

If the proposed primary school is agreed, the planned admission number (PAN) at Reception age for the school will be 30. The oversubscription criteria for admission to the school will be the same as it is for the current school.

The school will follow the general admission arrangements for community and controlled schools published by Bristol City Council. There will be no priority given to children on the basis of religion or religious denomination.

The school will not provide any dedicated early years provision and will not have any provision that is recognised by the LA as reserved for children with special educational needs.

How will the Proposals affect Pupils?

St Michael's has 96 boys and girls aged 4 to 11 (September 2020), 1 pupil has an Education and Health Care Plan.

St George has 49 boys and girls aged 4 to 11 (September 2020), 1 pupil has an Education and Health Care Plan.

All pupils will need to make an application for the new school. This is a legal requirement for the new school. There will be more places available than current pupil numbers so all children that apply will get a place.

The new school will meet the general requirements in relation to the curriculum contained in section 78 of Education Act 2002 in the same way as the existing schools.

The vast majority of pupils will continue to be able to walk to school. Keeping provision within the very central area of the city will ensure minimal impact on car use.

How will the Proposals affect Staff?

The new school will need to have appropriate numbers of teachers and other staff, reflecting the pupil numbers. Governors will manage the appointment of staff to the new school, with support from the Council. Individual staff will be able to access support from governors and the council through the process. Any staff not appointed to the new school will be supported appropriately.

How will the Proposals affect Governors?

The federated Governing Body of St Michael's and St George Schools would cease to exist with effect from 31 August 2021. A new Governing Body would be formed for the new school.

Will the standard of education be affected?

St Michael's on the Mount School was inspected and judged to be 'Good' by Ofsted in April 2019.

St George Primary School was inspected and judged to be 'Good' by Ofsted in January 2019.

These proposals are not directly related to the quality of education provided by the existing schools. The governors have made clear to the Council that reducing budgets caused by falling pupil numbers make maintaining the current standards very difficult and unsustainable.

A more stable school will help to maintain standards and will offer a better opportunity for improvement.

What other options have been considered?

Keeping both schools open is not a viable solution given the continuing fall in pupil numbers that would no longer support the separate functioning of two schools.

Closing one of the schools and keeping the other was not considered to be fair or equitable.

What is the timescale for the process?

This proposal will stand for 4 weeks, until 23rd October. Once this period has ended the City Council's Cabinet will be asked to consider the proposal and if agreed, make the formal decision required to close (the law calls it "cease to maintain") the existing schools and to open ("establish") the new school. Cabinet is due to meet in December or January.

It is proposed that both schools would close on 31st August 2021. A new school will be established on the site of St Michael's on 1st September 2021.

How can I give my views?

You can send your views to ian.bell@bristol.gov.uk or by post to Ian Bell, Place Planning Manager, School Organisation (City Hall), Bristol City Council, PO Box 3399, Bristol BS1 9NE by 23 October 2020.

Bristol City Council

STATUTORY NOTICE

Proposals to combine St Michael's on the Mount C of E Primary School and St George C of E Primary School from 1 September 2021

The proposals will have the effect of combining St Michael's on the Mount C of E Primary School and St George C of E Primary School in order to provide a combined primary school serving the area currently served by the schools. The new school will be located on the site of St Michael's on the Mount C of E Primary School. The proposed combined school will admit pupils as a one form of entry school. There will be no change to transport arrangements because displaced pupils attending the existing schools at the time of implementation will be able to attend the combined school.

All applicable consultation requirements relating to this proposal have been complied with. These proposals are linked.

1. Notice is given in accordance with section 15(1) of the Education and Inspections Act 2006 that Bristol City Council, PO Box 3399, Bristol BS1 9NE intends to discontinue St Michael's on the Mount C of E Primary School, Park Lane, Bristol BS2 8BE on 31 August 2021.
2. Notice is given in accordance with section 15(1) of the Education and Inspections Act 2006 that Bristol City Council, PO Box 3399, Bristol BS1 9NE intends to discontinue St George C of E Primary School, Queen's Parade, Bristol BS1 5XJ on 31 August 2021.
3. Notice is given in accordance with sections 11(2) of the Education and Inspections Act 2006 that Bristol City Council PO Box 3399, Bristol BS1 9NE intends to establish a new Church of England voluntary controlled school at Park Lane, Bristol BS2 8BE from 1 September 2021.

The school will have an age range of 4 years (Reception) to 11 years (Year 6). The maximum capacity of the school will be 210, with an admission number of 30.

This Notice is an extract from the complete proposals. Copies of the complete proposals can be obtained from: Ian Bell, Place Planning Manager, School Organisation (City Hall), Bristol City Council, PO Box 3399, Bristol BS1 9NE or by email to ian.bell@bristol.gov.uk or online at www.bristol.gov.uk.

Within four weeks from the date of publication of this proposal, i.e. no later than 23 October 2020, any person may object to or make comments on the proposal by sending them to Ian Bell, Place Planning Manager, School Organisation (City Hall), Bristol City Council, PO Box 3399, Bristol BS1 9NE or by email to ian.bell@bristol.gov.uk

Signed: Alison Hurley, Service Director – Education & Skills

Publication Date: 25 September 2020

Explanatory note

Bristol City Council, together with school governors and the Diocese of Bristol have reviewed Church of England primary school provision in Bristol city centre, resulting in these proposals.

The new school will have a maximum capacity of 210 but initial pupil numbers are likely to be below this number.

Background and Further Information on the Proposed Reorganisation of C of E Primary School Provision in Bristol City Centre.

1. St Michael's-on-the-Mount and St George Schools are Voluntary Controlled C of E primary schools, located in central Bristol. In recent years both schools have operated below their capacity with a large proportion of empty places. St Michael's has a capacity of 210 (7 year groups of 30 pupils). St George has a capacity of 105 (7 year groups of 15 pupils). Numbers of pupils starting school in Bristol peaked in 2016. Falling birth rates mean there is now less demand across the city and the falling numbers at St Michael's and St George reflect this.

Numbers on Roll from January School Census		
	St Michael's	St George
2010	184	80
2011	193	89
2012	184	81
2013	194	81
2014	201	85
2015	196	83
2016	180	79
2017	165	91
2018	170	68
2019	137	57
2020	107	58

2. The schools have not been able to attract sufficient numbers of parents to apply for places for their children in the Reception Year. The table below shows the first preferences since 2015. When Bristol was experiencing growth in applications for Reception, pupils were regularly offered places as the preferred school was oversubscribed. With demand for primary school places now falling, fewer pupils are offered a place that is not in a preferred school. Additionally, fewer pupils are being offered the schools in other year groups as in-year applications can be accommodated in preference schools.

First Preferences (on-time applications)		
Admission Year	St Michael's	St George
September 2015	13	2
September 2016	10	5
September 2017	17	0
September 2018	6	5
September 2019	7	8
September 2020	7	0

3. Although both schools are judged to be 'Good' by Ofsted, the financial issues faced by the schools mean that the governors do not feel able to provide an appropriate standard of education on both sites.
4. To meet the financial and organisational challenges faced by having low numbers of pupils the schools have implemented changes such as sharing a headteacher and business manager and reorganising classes. This has not however proved sufficient to allow the schools to continue without further changes.

5. Following a number of years operating as a 'Federation' with one Governing Body and one Headteacher it is now proposed that the schools are amalgamated. This could have been achieved with the closure of one of the schools but to ensure equity, particularly with regard to staff, it is proposed that both schools close and a new school is opened in their place.
6. The new school will open in the buildings of St Michael's. This site was chosen as the St George site is not large enough to accommodate all the pupils from both schools and would not allow the school to operate at full capacity of 210 pupils, should this be needed in future.
7. If the proposals are approved, all pupils from both schools can be accommodated in the new school. Under DfE guidance parents will be asked to apply for a place at the school and a formal offer made. The majority of pupils are already attending the St Michael's site but for some pupils attending St George, the home to school travel distance may be further. The vast majority of pupils will continue to be within the statutory walking distance.
8. As most pupils will be able to continue to walk to school there is no anticipated increase in car use caused by the proposals.
9. The new school will open significantly below the capacity of 210. This will mean that funding will be challenging from the start. Staffing and class structures will need to reflect the available budget. Costs relating the school buildings can be reduced as there will only be one site to maintain.
10. The amalgamation has been proposed following discussions over a long period involving the schools, the Diocese and the LA and offers an opportunity to continue to provide C of E primary education in the city centre.
11. Under statutory guidance issued by the Department for Education (Opening and closing maintained schools - Statutory guidance for proposers and decision-makers), proposals to close ("discontinue" in legislation), the Local Authority is the 'Decision-maker in these circumstances. Proposers and decision-makers must have regard to the guidance when making proposals and decisions and decisions must be made with regard to the factors outlined in the guidance and follow the relevant statutory process.
12. If the proposal is approved, the St George building would initially be considered for other education uses.

Re-organisation of C of E Primary School Provision in Bristol City Centre

Re-organisation of C of E Primary School Provision in Bristol City Centre

1. Consultation

Consultation was initially undertaken with parents and staff in 2019 and a statutory notice published in December, with an implementation date of September 2020. Meetings were held with parents and staff to explain the proposals and give an opportunity to ask questions.

Following feedback from the Department for Education it was decided that the proposals should be re-published with a proposed implementation date of September 2021.

A revised consultation document was issued in 2020 and further meetings organised with parents and staff. Due to restrictions relating to the COVID pandemic, these meetings were held via Zoom. There was also an opportunity for parents to ask questions by email.

Documents were also made available in community languages.

Notes of the meetings and additional information requested by parents were published on the schools' websites.

<http://www.st-george-pri.bristol.sch.uk/about/amalgamation-consultation/>

2. Issues Raised During the Consultation

A summary of issues raised and the responses are given below.

- The main point of discussion during consultation was around the reason that pupil numbers, particularly at St George have been so low. Parents attending the meetings believed strongly that there had not been enough effort made by Governors to promote the school and that additional promotion would have encouraged more parents to apply.

Response: Both schools have appeared every year in the Council's information for parents and on the website in exactly the same way as every other school in the city offering Reception places.

Other local schools were expanded to meet parental demand during a period of rapid growth in primary school numbers. Since numbers began to decline these schools are not as oversubscribed and so fewer pupils need to be offered non-preference schools. This has meant fewer pupils being offered places at St Michael's and St George.

Governors do not feel they could have done more to promote the schools.

- Other schools were allowed to expand and this has affected numbers on roll.

Response: Bristol experienced unprecedented growth in demand for primary school places from around 2003. In order to accommodate this demand many schools were expanded and some new schools opened. These schools have remained popular but there are now surplus places across the city. Larger schools bring economies of scale and are able to manage the variation in numbers more effectively as they can reduce the number of classes and re-open when demand increases.

- Why was Cathedral Primary School allowed to open?

Response: Cathedral Primary was opened under the Free School programme. The decision was made by the Government. It was opened when there was a growing demand for places and a suitable site had not been secured for an expanded St George. Since this time pupil numbers have declined as the birth rate has slowed and new housing development in the city centre tends to attract students, single people or couples rather than being suitable for families.

- What if primary school numbers rise again?

Response: Bristol currently has around 15% surplus places in Reception. A number of schools have reduced the number of classes to be able to plan for staffing etc. There are some suggestions that the periods of 'lockdown' during the past months may result in increased births. There is not any firm evidence for this yet but if the population were to rise there are already a significant number of primary school classes that can be re-introduced.

- The schools are Ofsted 'good' and have offered children a good education. Why close them?

Re-organisation of C of E Primary School Provision in Bristol City Centre

Response: The proposals do not relate directly to the standard of education offered. The governors have been concerned for some time however that the low number of pupils makes maintaining this standard very difficult and almost impossible in future without significant change. The proposals aim to offer a more secure and viable future for C of E primary education in the city centre. The new school will aim to build upon the high standards and ethos of the existing schools.

- Should the process be stopped in the global pandemic?

Response: The current situation has undoubtedly made life very difficult for parents and for schools but the underlying issue of low numbers and the consequential lack of funding remains. The governors have tried to reduce costs as much as possible by federating the schools and sharing some roles, such as the Headteacher, but the funding remains inadequate to secure a suitable level of staffing and resources to maintain the education provision on both sites.

- Parents raised the possibility of locating the new school on the St George site

Response: The St George site is very small, with a capacity for only 105 pupils (including the annexe building). A one form entry (30 places per year group) school requires accommodation for 210 pupils. Although initially numbers will be well below 210, it is hoped that the new school will encourage more parents to apply as it will have a more viable future.

- The proposal is the easy route and there has been a lack of innovative thinking about other options.

Response: Before making the proposal the option of closing one school was considered but the current proposal ensured that staff and pupils from both schools are treated equally.

Unfortunately the schools financial position due to a lack of pupils makes options very limited. The schools have already federated to reduce costs. Many schools are now part of a Multi-Academy Trust (MAT) which can reduce or spread some costs. The lack financial viability of operating 2 sites however means that a MAT is unlikely to be able to take the schools.

- The historical significance of St George is being overlooked

Response: St George and St Michael's have played a significant part in the history of Bristol's education system. It is hoped that the St George building can continue to provide education provision in some form in future. These proposals are aiming to secure a future for C of E education in the city centre which could be under threat if pupil number continue to decline.

Representation

Full proposals were published on the Bristol City Council website, with a shorter notice being published in the Bristol Post and displayed at entrances to the schools. The full proposals and statutory notices were also published on the school websites.

Copies of the proposal were sent to statutory consultees as listed in the relevant guidance.

6 responses were received to the proposal. The points raised were very similar to those raised in the consultation meetings and have been covered in the summary above.

Ian Bell, Place Planning Manager

Title of report: Reorganisation of C of E Primary School Provision in Bristol City Centre				
Report author: Ian Bell				
Anticipated date of key decision: 25 February 2021				
Summary of proposals: The proposal is to close both St Michael's and St George C of E Primary Schools from 31 August 2021. A new school will be opened in the buildings of St Michael's. No new building is proposed. All pupils from both schools can be accommodated in the new school. Pupils currently attending the St Michael's site will continue to do so. Home to school travel distance for some pupils currently attending St George may be increased but the vast majority will still be within walking distance. The new school will encourage pupils to walk to school where possible.				
Will the proposal impact on...	Yes/No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	No			
Bristol's resilience to the effects of climate change?	No			
Consumption of non-renewable resources?	No			
Production, recycling or disposal of waste	No			
The appearance of the city?	No			
Pollution to land, water, or air?	No			
Wildlife and habitats?	No			
Consulted with:				
Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u>				
The significant impacts of this proposal are very minimal. There are sufficient school places in the new school for all pupils and the majority of pupils will continue to be able to walk to school.				
Checklist completed by:				
Name:				
Dept.:				
Extension:				
Date:				

Verified by Environmental Performance Team	
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Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 25 February 2021

TITLE	Proposal to Close St Pius X Primary School		
Ward(s)	Bishopsworth, Hartcliffe & Withywood, Hengrove.		
Author: Ian Bell	Job title: Place Planning Manager		
Cabinet lead: Councillor Anna Keen	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. Approve the proposal by governors to close St Pius X Catholic Primary School. 			
Evidence Base:			
<ol style="list-style-type: none"> 1. The Governing Body of St Pius X School have proposed closing the school from 31 August 2021. This requires approval from the Local Authority as the ‘Decision Maker’ under Department for Education Statutory Guidance. 2. For a significant number of years St Pius X has faced educational challenges, resulting in the school moving between providing an “Inadequate” provision of education and “Requires Improvement”. It has currently been in Special Measures for a period of 2 years. (Ofsted Rating June 2018) 3. The school has consistently admitted fewer pupils than the capacity which has had a significant impact on the school’s financial situation meaning a deficit budget has had to be set for the last 3 years. During this time the City Council and the Diocese of Clifton has provided both substantial financial support as well as advisory and educational support. 4. From an analysis of pupil places across the area and projected numbers of pupils in future, it is apparent that there is a surplus of pupil places within the immediate area and this will continue for the foreseeable future. This means that even should St Pius X come out of special measures the number of pupils would remain low and this would result in the school continuing to have significant financial issues for the long term. Current Reception figures stand at eleven pupils. Regrettably therefore, this makes the school unsustainable and unable to provide at least a good quality Catholic education. 5. Over a number of years, the Governors have worked closely with the Clifton Diocese and Bristol City Council to carefully consider a number of options to improve the long-term viability of the school, none of which have proved effective for the long term. 6. Owing to the school’s financial situation and low numbers of pupils, the school is not viable to be taken on within a Multi-academy Trust, which has been an option consistently explored by the Diocese of Clifton. 7. The Governing Body have followed the appropriate process under Department for Education Statutory Guidance. 8. All required information required is set out in the full proposal. 9. If the proposal is approved, parents will be asked for their preference of alternative school. Where possible places will be offered at preferred schools. An alternative school place will be offered for every child displaced as a result of the closure. 			
Cabinet Member / Officer Recommendations:			
That Cabinet:			

1. Approves the Governing Body's recommendation to close St Pius X Catholic Primary School.

Corporate Strategy alignment:

1. This proposal will help to improve educational outcomes to help the city become Fair and inclusive.

City Benefits:

1. With pupil numbers remaining very low and a lack of improvement to educational standards, the governing body do not feel the school can offer a suitable education. Improving educational standards and opportunities will benefit the community in the longer term.

Consultation Details:

1. The proposal was the subject of consultation with parents, staff, the LA and Catholic Diocese prior to publication of the full proposal. This included online meetings with parents and staff.
2. As required in the statutory guidance the full proposals were published on the school website on 18th December 2020, with a shorter version published in the Bristol Post. The proposals were also sent to Department for Education and others as required by the guidance. The notice period ended on 15th January 2021.
3. Consultation responses are summarised in appendix B.
4. Most respondents expressed their regret that a small school with a caring ethos was being proposed for closure, whilst recognising the financial difficulties caused by low pupil numbers.

Background Documents:

1. Opening and closing maintained schools - Statutory guidance for proposers and decision-makers (Department for Education, November 2019) [Opening and closing maintained schools1012.pdf \(publishing.service.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/527222/Opening_and_closing_maintained_schools1012.pdf)
2. Education and Inspections Act 2006 (As amended by the Education Act 2011) [Education and Inspections Act 2006 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2006/42/section/1)
3. School Organisation (Establishments and Discontinuance of Schools) Regulations 2013 [The School Organisation \(Establishment and Discontinuance of Schools\) Regulations 2013 \(legislation.gov.uk\)](https://www.legislation.gov.uk/uksi/2013/1211/section/1)
4. Full Proposal and Public Notice [St Pius X Catholic Primary School - Home \(st-piusx.bristol.sch.uk\)](https://www.st-pius-x.bristol.sch.uk)
5. Ofsted Inspection Reports [Ofsted | St Pius X RC Primary School](https://www.ofsted.gov.uk/inspections/141444)

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

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

1. Finance Advice: At the end of 2019/20 the school had a surplus balance of £56k and is forecasting to end 2020/21 with a £110k surplus. Due to the falling number of pupils, funding for 2021/22 will reduce by £96k (taking into account teachers pay and pension grant funding), so unless pupil numbers significantly increase the financial situation is not sustainable without substantial savings and the school will be operating in a deficit position. When closing a maintained school the balance will return to the LA, there is a reserve available which will cover any deficit balance. The final position, which is likely to be a deficit, will only be know when closure date is confirmed and the cost of any redundancies are calculated.

Finance Business Partner Graham Booth – Finance Manager, Children & Education 27 January 2021.

2. Legal Advice: Section 15 of the Education and Inspections Act empowers the governing body of a voluntary aided school to publish proposals to discontinue its own school following the statutory process as detailed in appendix Aii. The School Organisation (Establishment and Discontinuance of Schools) Regulations 2013 specify how the proposals are to be publicised, which bodies are to receive copies and a statutory consultation period. The consultation detailed in Appendix B complies with the specified requirements in the Regulations. The proposals were consulted on prior to

the statutory consultation with the responses summarised in Appendix B. The responses must be taken into account by Cabinet when taking the decision. The statutory consultation period of 4 weeks, inviting comments or objections, ended on 15th January 2021 and no objections or comments were received during that period. The equalities impact assessment at Appendix E will assist Cabinet in complying with the public sector equality duty when making this decision.

Legal Team Leader: Sarah Sharland Team Leader Litigation Regulatory and Community Team. 16th February 2021.

3. Implications on IT: No impact on IT services.

IT Team Leader: Simon Oliver, 4 January 2021.

4. HR Advice: The governors are working with advice from the LA. Should the decision to close the school be approved the school will follow it's procedure for consulting staff and issuing notice, and allowing them to make representations to the Governing Body. Any employees with two or more years' service who do not get a job elsewhere within the authority (or employer covered by the Redundancy Payments Modifications Order) will be entitled to a redundancy payment, calculated in accordance with the school's severance policy (which is based on the council's). All severance costs will fall to the school's budget.

HR Partner: Jan Mackenzie 21 January 2021

EDM Sign-off	Jacqui Jensen	6 th January 2021
Cabinet Member sign-off	Councillor Anna Keen	27 th January 2021
For Key Decisions - Mayor's Office sign-off	Mayor's Office	27 th January 2021

Appendix A – Further essential background / detail on the proposal A (i) – Background Information A (ii) – Full Proposal and Statutory Notice	YES
Appendix B – Details of consultation carried out - internal and external • Summary of consultation carried out by St Pius X School	YES
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal – to follow	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

Background and Further Information on the Proposal to Close St Pius X Primary School

1. St Pius X is a Catholic primary school in Withywood. The school has a capacity of 210 pupils (7 year groups of 30 children). For a number of years the school has operated well below this capacity with a large proportion of empty places.

Number on Roll from January School Census	
2010	116
2011	125
2012	143
2013	159
2014	155
2015	135
2016	127
2017	121
2018	125
2019	123
2020	106

2. The school has not been able to attract sufficient numbers of parents to apply for a place for their child in the Reception Year. The table below shows the first preferences since 2015. When Bristol was experiencing growth in applications for Reception, the school may have had more children start where the preferred school was oversubscribed. With demand for primary school places now falling, fewer pupils are offered a place that is not in a preferred school.

First Preferences (on-time applications)	
September 2015	8
September 2016	6
September 2017	4
September 2018	10
September 2019	2
September 2020	9

3. The school is currently judged to be 'Inadequate' by Ofsted following the last full inspection in June 2018. For a number of years the school has been judged not to offer a satisfactory standard of education, being judged to be Inadequate in 2012, to Require Improvement in 2014 and Inadequate in 2016. Despite extensive support from both the LA and Diocese, the governors do not feel that the school can make the necessary improvements to offer pupils a satisfactory education.
4. As part of the process required for schools judged to be inadequate, the governors, with support from the LA and Diocese of Clifton have been seeking to join a Multi-Academy Trust (MAT). The low number of pupils and accompanying financial uncertainty have meant that no MAT has been prepared to allow the school to join.
5. The Governors of St Pius X Catholic Primary School have therefore proposed and consulted on closing the school from 31 August 2021. The full proposal, as published by the governors of St Pius School, is attached as Appendix A (i). The proposal was published following discussions with both the LA and Diocese of Clifton.

6. Under statutory guidance issued by the Department for Education (Opening and closing maintained schools - Statutory guidance for proposers and decision-makers), proposals to close (“discontinue” in legislation), the Local Authority is the ‘Decision-maker in these circumstances. Proposers and decision-makers must have regard to the guidance when making proposals and decisions and decisions must be made with regard to the factors outlined in the guidance and follow the relevant statutory process.

7. Following a decision by the LA the following have a right of appeal to the Schools Adjudicator:
 - The Diocesan Board of Education of any C of E diocese in the relevant area.
 - The bishop of any Roman Catholic church in the relevant area.
 - The governing body or any foundation of the foundation or voluntary school specified in the proposals.

**St Pius X Catholic Primary School
Gatehouse Avenue, Bristol BS13 9AB**

SECTION 15 OF THE EDUCATION AND INSPECTIONS ACT 2006 (AS AMENDED BY THE EDUCATION ACT 2011) and the SCHOOL ORGANISATION (ESTABLISHMENTS AND DISCONTINUANCE OF SCHOOLS) REGULATIONS 2013

Proposal to close St Pius X Catholic Primary School on 31st August 2021.

1. Contact Details

This information is the Full Proposal published by the Governing Body of St Pius X Catholic, to close St Pius X Catholic Primary School, Gatehouse Avenue, Bristol BA13 9AB.

2. Implementation

The proposal is to discontinue St Pius X Catholic Primary School with effect from 31 August 2021. The proposal is not related to any other school organisation proposal.

3. Reason for closure

St Pius X is a one form entry Catholic Primary school under the authority of Bristol City Council and in the trusteeship of the Diocese of Clifton as a designated Catholic School. For a significant number of years St Pius X has faced educational challenges, resulting in the school moving between providing an “Inadequate” provision of education and “Requires Improvement”. It has currently been in Special Measures for a period of 2 years. (Ofsted Rating June 2018)

The school has consistently admitted fewer pupils than the capacity which has had a significant impact on the school’s financial situation meaning a deficit budget has had to be set for the last 3 years. During this time the City Council and the Diocese of Clifton has provided both substantial financial support as well as advisory and educational support.

From an analysis of pupil places across the area and projected numbers of pupils in future, it is apparent that there is a surplus of pupil places within the immediate area and this will continue for the foreseeable future. This means that even should St Pius X come out of special measures the number of pupils would remain low and this would result in the school continuing to have significant financial issues for the long term. Current reception figures stand at eleven pupils. Regrettably therefore, this makes the school unsustainable and unable to provide at least a good quality Catholic education.

Over a number of years, the Governors have worked closely with the Clifton Diocese and Bristol City Council to carefully consider a number of options to improve the long-term viability of the school, none of which have proved effective for the long term.

Owing to the school's financial situation and low numbers of pupils, the school is not viable to be taken on within a Multi-academy Trust, which has been an option consistently explored by the Diocese of Clifton.

4. Pupil Numbers and Admission

St Pius X School is a Catholic Primary Voluntary Aided School for children aged 4 – 11 and offers up to 30 reception places each year, with a total capacity for 210 pupils across all year groups. Although numbers of pupils at the school have fluctuated for many years, they have been consistently well below the capacity. At the last school pupil census there were 92 pupils on roll, with 15 of these due to leave the school at the end of the current academic year.

5. Displaced Pupils

There is sufficient capacity within the local school system to offer suitable alternative provision now and into the future. Any pupil displaced as a result of a school closure would be given support and assistance by the Council to obtain a suitable place at another school.

6. Impact on the community

The Bishop and Trustees have been reassured that pupils currently attending St Pius X and future pupils in the area can be accommodated in local schools.

Whilst the Bishop recognises the school has had a long history within the community and is saddened to propose withdrawal of Catholic Education within the area it is felt that it is in the community's best interest to proceed to closure.

7. Rural Primary Schools

The school is not designated as a rural primary school under the Designation of Rural Primary Schools (England) Order 2016.

8. Special Educational Needs Provision

The school is not recognised by the local authority as reserved for pupils with special educational needs. Should the proposal be implemented, the Council would work with any pupils who have an Education, Health and Care Plan (EHCP) or may have been identified with additional needs to ensure their needs are met in the most appropriate setting.

9. Balance of denominational provision

Currently very few Catholic children attend the school. The proposed closure would not remove the choice of denominational provision from the area. St Bernadette, School of Christ the King and Holy Cross Primary Schools also serve the parishes of South Bristol. The Clifton Diocese has been involved in all discussions at each stage of the process and is supportive of the proposal.

10. Maintained Nursery Schools

Not applicable

11. Sixth form provision

Not applicable

12. Travel

The vast majority of pupils will continue to be able to walk to school. When required travel support will remain available in line with the LA's Home to School Transport Policy. Details of this can be found by visiting www.bristol.gov.uk/schools-learning-early-years/school-travel

13. Procedure for making representations (objections and comments)

Within four weeks from the date of publication of this proposal (until 15th January), any person may object to or make comments on the proposal by sending them to Eleanor Nye, Chair of Governors, St Pius X C of E Primary School, Gatehouse Avenue, Bristol BA13 9AB or e.nye@st-piusx.bristol.sch.uk

Date of publication: 18 December 2020

Proposal to Close St Pius X Primary School

St Pius X Catholic Primary School

Informal Consultation- 13th October to 17th November 2020.

An informal Consultation took place following the issue of the first proposal to all stakeholders. Staff were invited to a courtesy meeting 12 October 2020, lead by the Chair of Governors, and Director of Education, Clifton Diocese. The purpose of the meeting was to ensure staff were the first to be informed of the Board's intention to propose closure and begin an informal consultation.

All Parents/Carers and Stakeholders were sent copies of the Proposal the following day along with publication on the school website. Staff were given copies of the Proposal to Close document. Stakeholders were invited to send comments or objections to the Chair of Governors by the closing date for consideration by the Board.

Governors received 6 letters from 1 parent & 6 emails from other parents, many of the comments referred to personal circumstances - some of the comments received are as follows :

parents expressed sadness at the proposal to close a small community school

they praised staff and the care they gave to the pupils and parents

"children and parents love St Pius X"

"relationship between staff and parents is amazing"

"I've had my ups & downs with the school, but my children are third generation pupils at the school"

"many parents have struggles with mental health and the school being on the doorstep makes it easier for them to get the children to school"

"I am saddened about the proposal to close St Pius X. "

"I am aware of the financial costs going forward with low pupil numbers, but why does everything revolve around money. Although being rated Inadequate by Ofsted, I feel it is an excellent school"

"The gradual decline in numbers attending both church and school is a sad reflection of the times we live in and I hope this can be reversed and school and church can exist side by side. Myself and my 6 brothers and sisters all attended St Pius along with many other large families in Withywood and Hartcliffe"

Notification of an online petition ([change.Org](https://www.change.org)) with 243 signatures from Parents, Grandparents and Children.

Letter from a member of staff commenting "I was devastated to learn of the potential school closure. I was not surprised to hear of the reasons behind the proposed closure: roll drop, lack of funding"

Letter from an ex Headteacher now retired (22 yrs in post) commenting - "we have fought off a number of proposals to close/amalgamate our beloved school since 1983.

Trustees' articles of government declare that you must preserve the Catholicity of the school so with only a small number of Catholics how can we justify keeping it open?"

Proposal to Close St Pius X Primary School

Letter from the previous Chair of Governors - *"economics don't lie. A school needs enough students to justify its existence."*

Parent Consultation Meeting - 10 November @ 6.00pm to 7.45pm (Virtual Meeting due to Covid Pandemic)

Attendees - Eleanor Nye - Chair of Governors, Colleen Collette - Director at Clifton Diocese, Ian Bell - BCC School Place Planning Manager, Sue Burns - Clerk to the Governors

5 parents, 8 Staff, 1 NEU rep and the Previous Chair of Governors attended the meeting.

Questions and Answers were recorded by the Clerk to be considered by the Governing Board at the determination meeting 18th November 2020.

Extraordinary Interim Exec Board Meeting 18th November 2020

The notes from the Parent Consultation Meeting and letters from parents and staff had been circulated in advance for consideration by the IEB members. All IEB members confirmed that they had read the circulated documents.

It was proposed by the Chair of Governors that the Board determined the closure of St Pius X Catholic Primary School with effect from 31st August 2021.

The proposal was seconded by Colleen Collette and a show of hands was unanimous.

The findings of this meeting were forwarded to the Local Authority.

Formal Proposal

SECTION 15 OF THE EDUCATION AND INSPECTIONS ACT 2006 (AS AMENDED BY THE EDUCATION ACT 2011) and the SCHOOL ORGANISATION (ESTABLISHMENTS AND DISCONTINUANCE OF SCHOOLS) REGULATIONS 2013

A formal Proposal in line with the above was published on the School Website along with a Press Release and 2 Notices clearly posted on all three School Gates on 18th December 2020. The formal consultation period of 4 weeks, inviting comments or objections, ended 15th January 2021.

No objections or comments have been received to date.

**Eleanor Nye,
Chair of Governors, St Pius X Catholic Primary School**

Title of report: Proposal to Close St Pius X Primary School				
Report author: Ian Bell				
Anticipated date of key decision: 25 February 2021				
Summary of proposals: The proposal is to close St Pius X Primary School from 31 August 2021. All displaced pupils will be offered an alternative school place. There are sufficient places in other schools in the surrounding area and although home to school travel distance for some pupils may be increased, the vast majority will still be within walking distance.				
Will the proposal impact on...	Yes/No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Yes	+ive	Closing this building will result in fewer emissions (although overall city emissions may be the same if it is reused for a similar purpose). There may be a small uplift in travel emissions from those living further from alternative schools.	Existing travel plans for alternative local schools should be sufficient to manage any travel impacts.
Bristol's resilience to the effects of climate change?	No			
Consumption of non-renewable resources?	No			
Production, recycling or disposal of waste	Yes	-ive	Furniture, equipment and consumables at this site, may be wasted unless they are transferred to other schools or reused elsewhere. There could also be hazardous wastes, such as oils, paints and cleaning products.	A waste management plan will be drawn up to maximise reuse of any unwanted goods. This may include transferring it to other schools, seeing whether suppliers will take back unopened products, or joining Warp-It (which is free for schools). The plan will include best practice waste reuse, segregation, storage and disposal.
The appearance of the city?	Yes	+ive or -ive	If this site is left unoccupied, it could	A site reuse plan will be drawn up as soon as

			attract vandalism and detract from the appearance of the city.	possible for this site. This will assess the options for reusing the site, including community asset transfer, leasing, refurbishment, redevelopment and demolition and return to green space.
Pollution to land, water, or air?	No			
Wildlife and habitats?	No			
Consulted with:				
Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u>				
<p>The significant environmental impacts of this proposal are reduced emissions from not operating this site. There are sufficient school places in nearby local school for all pupils and the majority of pupils will continue to be able to walk to school. The proposal will make furniture, equipment and consumables unwanted (possibly including hazardous chemicals). The site may have a beneficial or harmful impact on the appearance of the city, depending on whether it is left unoccupied for an extended period and attracts vandalism, or refurbished.</p> <p>These impacts will be mitigated with plans to reuse this site and reuse or correctly treat wastes that arise as a result of this proposal.</p> <p>The overall environmental impact is likely to be positive, subject to the management of harmful impacts.</p>				
Checklist completed by:				
Name:	Ian Bell			
Dept.:	24565			
Extension:	Growth & Regeneration / Development of Place			
Date:	15/02/2021			
Verified by Environmental Performance Team	Giles Liddell – Project Manager – Environmental			

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 25 February 2021

TITLE	Development of Hawkfield Business Park
Ward(s)	South Bristol: Hengrove & Whitchurch Park / Hartcliffe and Withywood / Filwood
Authors: Oliver Roberts	Job titles: Senior Project Manager
Cabinet lead: Cllr 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. To update on the Bottle Yard Studios and the business planning and design work covering the proposed development of additional film and TV studio provision at Hawkfield Business Park and proposed funding arrangements. 	
Evidence Base:	
<ol style="list-style-type: none"> 1. The Bottle Yard Studios (TBYS) on Whitchurch Lane is a successful and financially viable Council run screen production operation. It was estimated that in the 2019/20 financial year the Studios in combination with the Bristol Film Office contributed in excess of £17m of direct spend into the economy and generated 250 Full Time Equivalent jobs through direct, indirect and induced employment. A 2020 study into the impact of Screen Expenditure in Bristol is included in Appendix A. 2. In October 2016 Cabinet approved that the Council agree a market valuation with Homes and Communities Agency, now Homes England (HE) for the Bottle Yard Site to allow the Council to hold an un-restricted freehold of the site to ensure security in its continued use for Film and TV production. A valuation has consequently been agreed in Summer 2020 between HE and the Council at £475,000. 3. In March 2020 Covid-19 caused the temporary shut-down of screen sector activity, including at TBYS. Screen sector guidance was introduced by the British Film Commission in June 2020 allowing the initial recommencement of production, which has continued to increase over following months. The strong pre-Covid-19 demand for studio space has returned, with production companies needing to secure studio space for periods of up to five years. 4. Nationally the screen sector has been identified for its potential to significantly assist economic recovery from the Covid-19 pandemic. This is equally true in Bristol, where screen production fits within the important creative sector and, together with the recent arrival of Channel 4 and Netflix, there is an opportunity to make this an area of significant growth. 5. Screen production at TBYS is expected to be disrupted by the forthcoming Hengrove Park housing development, which is forecast to commence in 2022. The lack of soundproofing in older, unadapted buildings will render three (possibly four) of the current studios temporarily inoperable, significantly reducing the production capacity of TBYS. Without replacement provision or alternative mitigation it is estimated that the direct annual expenditure from film production into the local economy would reduce from over £17m to £10.5m annually up until the completion of disruptive works. 6. In December 2018 Cabinet approved the purchase of the Hawkfield Business Park site (HBP) for approx. £5.55m, with proposals for the purchase cost to be covered through a funding bid to West of England Combined Authority (WECA) Land Acquisition Fund. In addition to the circa £5.6m acquisition costs, provision for £4.5m development costs was made on the Capital Programme (P15319) under the Property Investment Portfolio for the development of new film studios at HBP, again subject to securing a WECA grant. 	

7. The business case for investment in growth of screen production in South Bristol goes beyond safeguarding existing production capacity at TBYS; investment at HBP can create the much-needed ripple effect into the local economy, with local crew, suppliers and contractors employed and engaged on high-end drama productions, light entertainment and children's shows. A workforce development plan will be developed to deliver dedicated skills and training programmes at the TBYS and HBP sites, which can create local jobs and benefits for the people of South Bristol - an area of significant deprivation.
8. Olsberg•SPI, a TV and film industry sector specialist, was commissioned to develop a business plan for TBYS. A summary is provided below with supporting detail in Appendix A. The Business Plan considered how TBYS can be positioned as a catalyst for sector growth within the city, assisting in growing the number of jobs in the sector as well as the promotion of inclusive growth.
9. The Business Plan was developed alongside design feasibility work for the HBP site and considered several different development scenarios for TBYS, including variations of the number of studios retained at the existing TBYS site, the refurbishment of the existing warehouse building at the HBP site and options for additional new build studios at the HBP site. It was assumed that all capital investment, including acquisition costs would need to be on a fully repayable basis through income generated by TBYS.
10. The Business Plan identified that five of the seven options identified would require some level of long-term financial support to the TBYS to offset the purchase price and capital costs. The most advantageous without the requirement for support was the 'option 4', recommended for approval in this report, for the creation of three large new studios at the HBP site through conversion of the existing warehouse building, alongside maintaining eight studios at the existing site, with temporary closures of those studios affected by house building at Hengrove Park for the duration of those works. The option of additional new build studio space at HBP was identified as sub-optimal due to the higher capital investment costs associated with new build, which were significantly greater than the estimates forecast in December 2018 Cabinet papers.
11. The Business Plan was developed on early RIBA Stage 1 assumptions of capital investment costs required for refurbishment and the business plan financial model has been updated based on Stage 2 designs and cost plan submitted in the WECA Outline Business Case.
12. The estimated costs of the Hawkfield Project at RIBA Stage 2 for the core operational requirements for three new film and TV studios are circa £11.86m, comprising £5.55m site acquisition costs, £4.26m conversion costs, £1.7m (40%) optimism bias / contingency and £0.35m fees.
13. An Outline Business Case for the £11.86m Hawkfield Business Park project was approved by WECA Joint Committee of 29th January, awarding £135k of project development costs to develop the Full Business Case and an allocation of a further £11.73m. The project is targeting the submission of a Full Business Case to the June 2021 Joint Committee.
14. In response to the 'One City Climate Strategy' (2020) the project has investigated measures by which the project can support Bristol becoming carbon neutral and climate resilient by 2030 both at HBP and the existing TBYS site. This includes achieving better energy performance, carbon free energy generation and cutting heating demand. The core HBP proposals include carbon savings through replacing lighting with low energy LED alternatives and use of natural ventilation to studios. It is proposed to fund the installation of solar panels (PVs) as a renewable energy investment through existing provision within the Council's Energy Services Capital Programme.
15. Additional decarbonisation measures available at both HBP and TBYS sites, roof insulation and low carbon heating and cooling and potential for additional PVs. The cost of these measures exceeds the ability of TBYS to repay loans or borrowing, so have not been included in the core proposals. These measures have potential to be funded through grants, such as the present public sector decarbonisation fund, and in order to ensure that the project can quickly respond to availability of funding, delegated approval is being sought from Cabinet for submission of future decarbonisation bids, with a value of up to £3m across the two sites and for expenditure of those funds, if the bid(s) is/are successful.
16. The selected option in the 10 Year Business Plan includes the retention of all eight existing studios on the existing TBYS site to maximise the income generation achieved for the repayment of the investment at Hawkfield Business Park, alongside achieving growth in the jobs and direct expenditure generated by screen production activities between the two sites. In order to maintain and grow screen production at the existing Bottle Yard site it will be necessary to undertake an estimated £1.6m of capital works to ensure that these existing buildings / studios are fit for purpose and fully weather tight over the duration of the 10 year Business Plan. There is an existing £430k provision within a TBYS dilapidations budget, the remaining £1.17m

shall need to be met directly by the Council through a property renewal / repair capital budget. These cost estimates contain a contingency of 40%.

Officer Recommendations:

That Cabinet:

1. Approve option 4 of the ten-year Bottle Yard Studios business plan of developing three new studios at the Hawkfield Business Park site alongside maintaining eight studios at the existing Bottle Yard Studios site at a cost of £11.86m for the purchase and development of Hawkfield Business Park and £1.6m for essential renewal and improvement works at the Bottle Yard Studios site.
2. Note the approval of the Outline Business Case for the purchase and development of the Hawkfield Business Park site by the West of England Combined Authority (WECA) Joint Committee of 29th January 2021
3. Approve the submission of a Full Business Case to WECA for the £11.86m of external funding.
4. Authorise, on successful grant award, the Executive Director, Growth & Regeneration in consultation with the Council's s.151 Officer and Deputy Mayor with responsibility for Finance, Governance and Performance, to enter into a grant agreement and procure and award contracts for expenditure of the WECA grant funding for the development of the Hawkfield Business Park site.
5. Authorise the Executive Director, Growth & Regeneration in consultation with the Council's s.151 Officer and Deputy Mayor with responsibility for Finance, Governance and Performance to bid for and, if successful, to enter into up to £3m of external grant agreements and procure and award contracts for additional decarbonisation measures at Hawkfield Business Park and The Bottle Yard Studios, as grant funding opportunities become available.
6. Approve the investment of capital funding of £1.6m on the Capital Programme for essential renewal and improvements at the Bottle Yard Studio site to allow continued operation of existing studios over the term of the ten-year business plan.
7. Authorise the Executive Director, Growth & Regeneration in consultation with the Council's s.151 Officer and Deputy Mayor with responsibility for Finance, Governance and Performance to procure and award contracts of up to £1.6m for essential renewal and improvements.

Corporate Strategy alignment:

1. The project ensures the retention and development of the HBP as an employment site and supports the growth of a successful Council run TV and film studio within a highly disadvantaged and weaker economic area of the city contributing to improved economic and social well-being, which underpins many of the themes of the Corporate Strategy, particularly 'Fair and Inclusive' and 'Well Connected'.
2. The development of local supply chain, training and work experience opportunities at TBYS is an example of how BCC has, and is continuing to deliver inclusive growth and improved city resilience core principles, for instance the Media Production Diploma course run in conjunction with Boomsatsuma has had a strong focus on South Bristol students.
3. Bristol's Economic Recovery Strategy identifies 'Film and TV production over the last 10 years has become the jewel in the crown of Bristol's creative economy. Providing tens of millions of inward investment and hundreds of high paying direct and indirect jobs each year this is a key sector in Bristol's economy.' As a priority for response and recovery it identifies: 'secure funds for initiatives that connect Bristol with our international UNESCO Creative City partners and provide opportunities for film-based education, research, international collaborations and sustainable industry development. SDG: 4' and 'Targeted national and international marketing to promote film, TV and digital production facilities in South Bristol. SDG: 8.3'

City Benefits:

1. The investment in TBYS will help retain employment space in South Bristol, create additional employment on site, and increase the economic impact of film and TV production in the City.
2. The investment will help TBYS build on the international reputation as a centre for film, through continuing to develop strong partnerships across the sector and by providing new and improved studio facilities, which can be linked to developing sought after skills and attracting a diverse talent pool to suit the needs of productions large and small. The City's reputation for film and Creative Industries has been reflected in securing the city's status as a UNESCO City of Film and attracting Channel 4 to select the city as a location for its creative hub.

Consultation Details:

Internal: Culture, Strategic Property, Economic Regeneration, Finance, Housing Delivery and Major Projects

External: Consultation with Film and TV industry as part of business planning process

Background Documents

- December 2018 Cabinet Report

Revenue Cost	£-	Source of Revenue Funding	<i>Operational revenue costs will be covered by leases to production companies, alongside repayment of the Capital Grant</i>
Capital Cost	£13.26m	Source of Capital Funding	<i>Up to £11.86m WECA Grant and £1.6m BCC Capital and dilapidation reserves.</i>
One off cost <input checked="" 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:**2. Finance Advice:**

The Olsberg report & findings, including the financial projections, have been reviewed and assessed in some detail, with full analysis carried out and tested against varying scenarios / potential outcomes. These have been reviewed and agreed with the team & S151 officer and support the Outline Business Case submitted to WECA for grant funding.

Overview

Olsberg produced their final report in April 2020, which was commissioned to provide BCC with an overview of the UK's trajectory in film & TV production over the next 10 years, TBYS position in this market, the impact on the studios whilst the development at Hengrove took place, and options to incorporate the new space at the Hawkfield site.

Overall the report was encouraging, and concluded that:

- The UK's film and television market has seen very strong growth in expenditure over the past five years, with particularly dramatic growth in high-end television (HETV) investment.
- The sector remains of strategic importance to the UK growing 5 times faster than the rest of the UK economy.
- The UK studio sector is seeing unprecedented demand from productions, outstripping the supply of stage space.
- TBYS is an established option for UK and international producers offering basic production facilities at a lower cost than purpose-built space.
- TBYS is the only studio in the South West, and has serviced some major UK and US projects largely in the series market.
- In addition to delivering economic impacts for Bristol and the South West, an expanded TBYS would offer strong strategic potential to provide drive sectoral growth, and provide a focal point for the film and television sector in the region – including in crucial areas such as job creation and inclusion.

- The Business Case for developing the Hawkfield Site would add to TBYS Offer, but obviously dependent on the funding requirements and period of any repayment, though noting this would not be lost expenditure as it would increase the asset value beyond the 10 year period modelled.

Financial Outputs – Olsberg Report

As part of their report, Olsberg produced a ten-year financial model, looking at a number of options addressing both the disruption caused by the development at Hengrove and developing the Hawkfield Site.

The key operational drivers underpinning the financial outputs (P&L) were;

- Space utilised per year, taking account of disruption
- Revenue by sq.ft. (Indexed by 4% pa)
- Cost base (provided by BCC) and flexed for the Hawkfield site. (Indexed by 2% pa)

BCC Assessment

The Financial Modelling carried out by Olsberg was tested and a further review was undertaken and adjustments made on Space, Revenue generation (Rates) and Costs. Based on the revised data, a sensitivity analysis was carried out which tested various rates, selling rates and Capex requirements.

Outline Business Case & Grant Application

The base case used for the Outline Business case (OBC), forming part of the submission to WECA, was based on the current reasonably buoyant market conditions, reflected in the Olsberg report and expectation of high demand and occupancy of developed studio space.

In determining the optimum Grant Funding strategy, 3 options were considered:

- Option 1 – 50% Partial Repayment underwritten by Bristol City Council.
- Option 2 – Profit Share over a 10-year term
- Option 3 – Best Endeavours for full repayment over a 15-year term

Capital costs for the Hawkfield site included a 40% contingency in the absence of detailed quotes & final specification.

Rental Income from the current tenant at TBYS (Matthew Clarke) was excluded.

Whole Life Costs for Buildings were not assessed, though the grant funding & expected profit generation should be sufficient to allow for appropriate reserves to be built up.

The preferred option put forward and supported at WECA's 29th January Committee was Option 1, which showed an overall cash positive position, though with peak funding requirement of £1m, to be managed by further and ongoing assessment of income generation and costs incurred.

Option 1										
TBYS & Hawkfield - Indicative Ten Year Cash Flow (Tax & Working Capital ignored) - £m										
Cash Flow	FY 20-21	FY 21-22	FY 22-23	FY 23-24	FY 24-25	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30
Revenue	2.09	2.28	2.75	2.93	3.11	3.27	3.34	3.70	3.78	3.85
Costs	1.50	1.66	2.23	2.27	2.32	2.40	2.44	2.49	2.54	2.59
EBITDA	0.59	0.62	0.52	0.66	0.80	0.88	0.90	1.21	1.23	1.26
50% Loan over 5 Years	-	(0.30)	(1.19)	(1.19)	(1.19)	(1.19)	(0.89)			
Net Cash Flow	0.59	0.32	(0.66)	(0.53)	(0.39)	(0.31)	0.01	1.21	1.23	1.26
	0.59	0.91	0.24	(0.29)	(0.68)	(0.99)	(0.98)	0.23	1.46	2.72

Repairs to the Bottleyard roof are estimated at a cost of £1.6m, including a 40% contingency of the quoted value (£1.135m). The cost of repair should be funded through utilisation of dilapidations contributions charged to previous tenants of the Bottleyard (c. £430k). The balance of funding (£1.2m) can be met through the element of the funds that will be received from WECA in relation to the purchase of the Hawkfield site for £5.5m. BCC bought the site through funds from Prudential borrowing, which will be reimbursed from the WECA funds. The transfer to Prudential borrowing should therefore be £4.3m, being WECA's contribution to the purchase (£5.5m) minus the cost of roof repairs not covered by the dilapidations contribution (£1.2m).

The funding of the roof repairs at TBYS are contingent on the successful grant application to WECA, with the earliest outcome anticipated in June 2021. If the grant application is unsuccessful then there will not be a funding source for the repairs, which will threaten the viability of the existing Bottleyard site. However, the OBC has been accepted by WECA, and the risk of an unsuccessful application is considered low

Additional exempt elements of financial advice containing commercial information relating to the business affairs of the authority are provided in Appendix I.

Finance Business Partner: Paul Keegan, Interim Finance Business Partner and George Palmer – Finance Business Partner - 10 February 2021

2. Legal Advice: The Bottle Yard Studios is a facility owned by the Council and which is intended to operate on a commercial (ie self-financing) basis. Further and ongoing legal input will be required in order to ensure that any legal risks associated with the proposed revised business plan (and any associated Council support) are identified and mitigated. The contracts for the works outlined in this report will need to be awarded in accordance with any conditions attached to the grant, the council's procurement rules and the Public Contracts Regulations 2015.

The authority being sought involves the procurement of contracts, the value of which is likely to exceed the key decision threshold, without further reference back to Cabinet.

Legal Team Leader: Eric Andrews, Solicitor – 18th December 2020

3. Implications on IT:

No anticipated impact on IT Services

IT Team Leader: Simon Oliver – Director, Digital Transformation, 30.10.2020

4. HR Advice:

The project is managed and resourced by existing BCC staff whose time is recharged to the capital project, therefore there are no current HR implications. Once operational there will be an increased staffing requirement for Bottle Yard Studios to support the expansion of the site.

HR Partner: Celia Williams, HR Business Partner, 25.01.2020

EDM Sign-off	Stephen Peacock	16 December 2020
Cabinet Member sign-off	Cllr Cheney	11 January 2021
For Key Decisions - Mayor's Office sign-off	Mayor's Office	27 January 2021

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

Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice	YES
Appendix H – Legal Advice	NO
Appendix I – Exempt Information Supporting Financial Assessment - Exempt and not for publication by virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (Information relating to the financial or business affairs of any particular person (including the authority holding that information))	YES
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO



25th February 2021 Cabinet

Development of Hawkfield Business Park

Appendix A - Further essential background / detail on the proposal

This appendix includes the following supporting documents referred to in the text:

- The Bottle Yard Studios Business Plan (commercial information redacted) (Appendix A1)
- The Bottle Yard Studios – Impact of Screen Expenditure on Bristol (Appendix A2)
- AHR Architects Layout Design (Appendix A3)

Development of the Hawkfield Business Park Site

The purchase of the Hawkfield Business Park (HBP) site half a mile from the main site enables an upscaling of studio and office space that would form the next stage of The Bottle Yard Studios' business growth, whilst utilising existing back office support. The proposals create further employment opportunities by intensifying the use of the site, which is complimented by the proposed WECA and ERDF funded South Bristol Light Industrial Workspace project at 601 Whitchurch Lane and the development of over 1,400 new homes, as well as commercial and open public spaces at Hengrove Park.

The HBP site was constructed in 1988 and comprises a detached two storey headquarters office building on the site frontage and a standalone high bay warehouse/production facility incorporating ancillary office and amenity areas. The two buildings are linked by a covered walkway. The site has two points of access, vehicular access to the loading bays and separate access to a car park which provides 164 spaces.

No works are proposed to external areas as part of the project except for minor internal site vehicular access improvements to the main building and minor site security improvements. The scheme will also retain the circa 1400m² of existing office accommodation, which will also fall outside the scope of the project's refurbishment works. The office space will be utilised by TBYS for the management of the studios and to let to the production companies filming on the site.

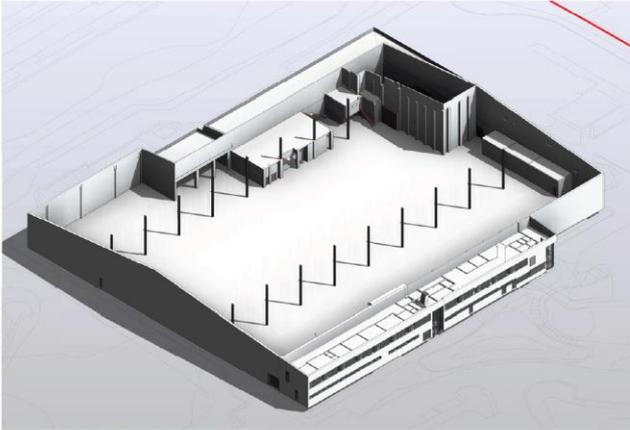
The proposals for the project relate to the conversion of circa 7600m² of ground floor space within the main production building into three studios and back of house provision. The site layout is shown in the plan overleaf, including required internal demolitions within the production building outlined in red.



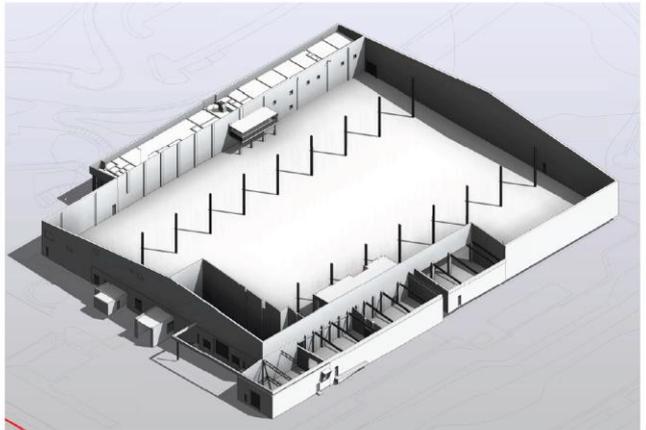
Overall the scheme will refurbish circa. 7600m² of the ground floor of the existing building to create three new large studios (c.4,000m²); Back of House construction area for sets, prop stores and dimmer rooms (c.1650m²); circulation (c.1300m²) and supporting welfare and ancillary spaces (c.650m²).

It is proposed that the Council's BNET ducting shall be used to connect the existing TBYS and HBP sites via private fibre. It has been confirmed that a connection to the BCC Network will not be required (staff will use the TBYS network to access the internet and BCC systems via VPN).

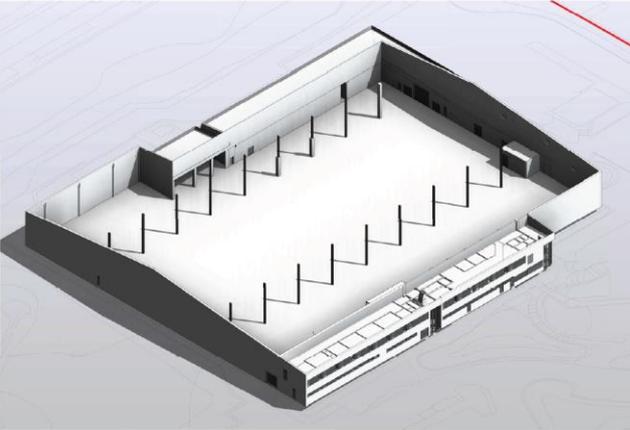
The 3D models overleaf show the internal layout of the production building as existing and following demolition of internal walls to fully open-up the production floor for creation of the new studio spaces. A site layout plan with proposed layout is provided as Appendix A3.



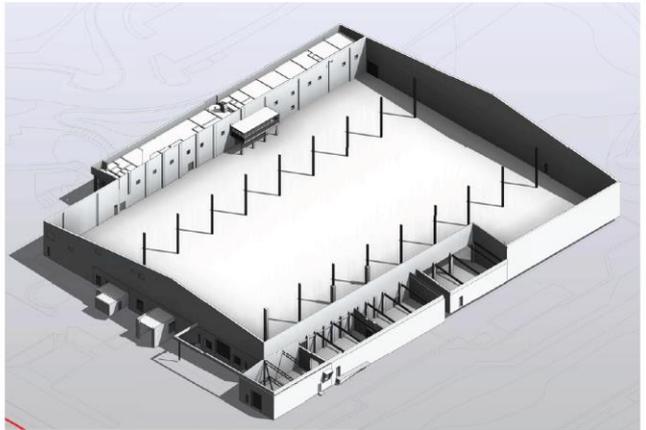
Axonometric South east - Existing



Axonometric North west - Existing

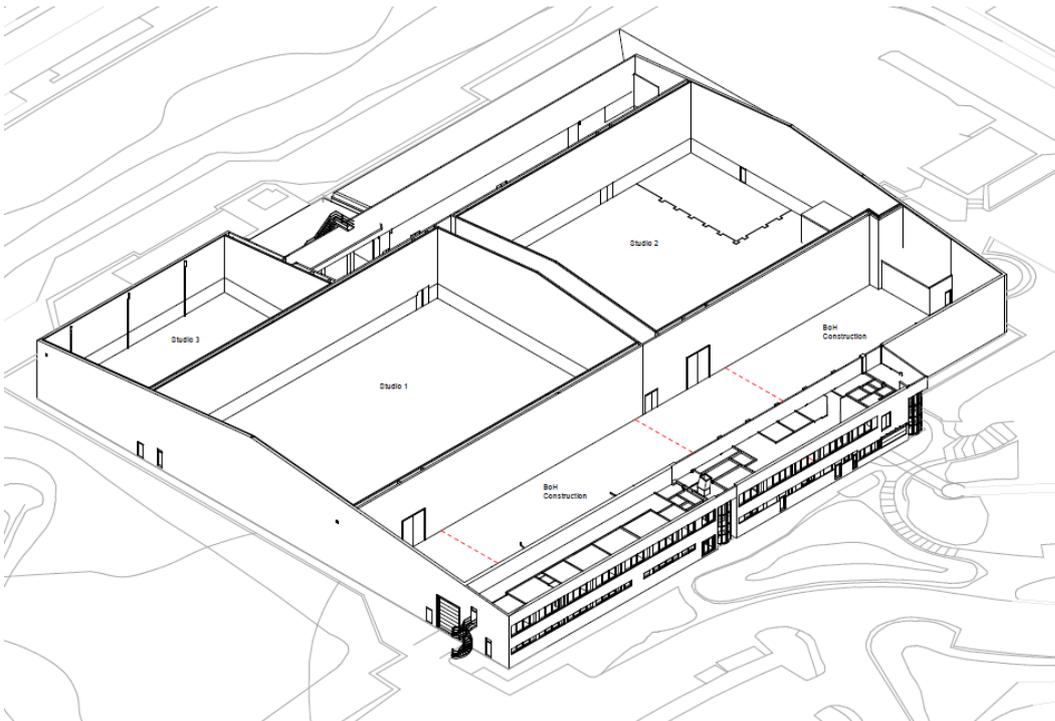


Axonometric South east - After demolition



Axonometric North west - After demolition

The below 3D model shows the proposed conversion works to create three studios.



Growth of Screen Production to support Economic Recovery

Investment at The Bottle Yard Studios (TBYS) is framed within economic development objectives for South Bristol within the Bristol One City Economic Renewal and Recovery Strategy, which sets the strategic need for investment within South Bristol and identifies the significant potential to develop existing assets in film and TV production and associated supply chain.

Nationally the screen sector has been identified as a key growth area with strong potential to significantly assist economic recovery from the COVID-19 pandemic. At TBYS this is reflected in significant post-COVID demand for studio space, with production companies seeking to secure studios for periods of up to five years. Industry Coronavirus Protocol and guidelines were published on 1st June 2020 and studios started opening up again on 2nd June 2020, TBYS being one of the first. Since then

- 85% of domestic film and television production is up and running;
- The British Film Institute has confirmed that the gateway to UK tax relief will remain unchanged;
- Emergency quarantine exemption agreed for key overseas cast and crew (albeit with strict rules around what they can and can't do in the UK for first 14 days);
- Brexit – not expected to impact on people coming to the UK to make films, more UK production companies wanting to film in Europe; and
- The demand for stage space and skills is growing exponentially and the British Film Commission now has a new role – ensuring the growth of UK stage space to meet this demand and have written in support of the project

All of the points listed above point to the film and tv industry being one of the key areas of fast recovery and significant growth for the UK, which is further supported by recent reporting that Netflix will be doubling their investment in the UK this year to £1bn, second only to the USA.

Bristol and the West of England region have built a strong reputation for its creative sector, which has seen the recent arrivals of both Channel 4 and Netflix. Developing screen production capacity at Hawkfield Business Park (HBP) provides a unique opportunity to build on this. We are therefore proposing to create three new studios at HBP financed through a 50% repayable grant from WECA to covering the site purchase and development costs, which combined are presently estimated at up to £11.8m (£5.6m Purchase Price plus estimated up to £6.2m Development Costs). The development of studios at the HBP site provides the opportunity to significantly increase the employment density use of this important site.

A case Study of a high-end drama filmed at TBYS alongside locations entirely in Bristol and Surrounding Regions is provided within a Screen Impact Report provided as appendix A2. Of the approx. £5.1m production budget, £2.3 million (45%) was directly spent on businesses and persons based in Bristol. Somerset was the region to receive the second largest share of direct expenditure (£711,000, or 14%) which reflects the project's extensive use of locations in the county. Around 25% of the production budget (£1.3 million) could not be allocated to any location in the UK due to incomplete data. Further analysis of spend within Bristol identified around half (48%, or £1.1 million) was directly attributable to businesses or persons based in any of the 11 wards of the City of Bristol South of the River Avon, of which £848,000 was spent in the SBRA. The case study illustrates the

significant and important impact of filming at TBYS for South Bristol, the City of Bristol and also the direct expenditure benefits for on location filming in the wider West of England region, including the knock on benefits of increased exposure for the region, generating more income for local Councils and businesses, and further raising the region's profile as a popular tourist destination.

Economic Benefits within South Bristol

The project aims to deliver economic and social benefits to the residents and businesses in the highly disadvantaged South Bristol regeneration target area on its outer periphery centred on the wards of Filwood, Hengrove and Whitchurch Park, and Hartcliffe & Withywood. It is designed to complement the South Bristol Enterprise Support project (currently underway as a separate ERDF/WECA co-funded project until April 2023) which provides advice and support tailored to SMEs in both 'traditional' and emerging new sectors of the South Bristol economy, in particular including those which provide services to the Screen Sector at the existing TBYS Site and have potential to grow as part of the expansion to the new HBP site.

Maximising the efficiency of employment land

HBP is currently designated for industrial and warehouse use in the Bristol local plan. The emerging Bristol local plan review proposes to retain this designation.

The draft Bristol employment land study highlights strong market interest for employment space in South Bristol and calls on BCC to both allocate more land where possible and to ensure that existing space is used as efficiently as possible. Organisations representing business interests in the area have also called for the council to ensure the provision of more employment space.

The use proposed for the HBP site featuring in this proposal would intensify employment on the site, and BCC economic development officers are of the firm view that it is broadly compatible with the designation of the site and the city's objectives for economic growth. It will drive employment opportunities both for the current south Bristol workforce and new entrants as new housing developments come forward.

Development of additional high skilled jobs and apprenticeships

The development of new studio provision at HBP is expected to deliver circa 905 new FTE Jobs over a 10-year period.

To help facilitate this it is proposed that workforce development proposals will be developed in collaboration with partner organisations. TBYS is in discussion over a potential partnership between TBYS, UWE and City of Bristol College. The ambition is to set up apprenticeship schemes based at a mini campus on the City of Bristol Whitchurch Lane site, which is located midway between TBYS and HBP locations.

Vocational training with access to studios such as TBYS provides young people with the opportunity to acquire valuable soft skills which significantly assist their entry into and progression through the industry. Crew trained and basing themselves in the West of England are also well-placed to provide freelance services to London, Cardiff, Birmingham etc, giving them a far wider range of work

opportunities. TBYS are exploring links and opportunities to develop initiatives with Channel 4 and ScreenSkills, a national film skills training organisation.

TBYS is committed to improving pathways into the production industry for young people from all backgrounds. Onsite classrooms are home to more than 70 16-19 year olds studying a Film & TV Production Diploma taught in a working studio environment, delivered by further education provider Boomsatsuma. Development of the HBP will help facilitate building on the success of Boomsatsuma, which is consistently growing its student numbers on site at TBYS and is encouraging them to interact with the tenants to create short videos, i.e. free advertising content for the tenants whilst giving the students hands-on experience. Boomsatsuma is planning to extend this service to the local South Bristol community by forming a production company, South of the River, and bringing back some of their graduates to create film assets for businesses in the local community. They have also just launched a Filmmaking Degree course and the Bristol School of Acting, both supported by TBYS.

Detailed proposals for training and skills will be developed and detailed within the Full Business Case to be submitted to WECA for approval later in 2021.

Cumulative Jobs and GVA

The FTE annual estimates have been projected in below table to reflect a mid range job creation, assuming each cumulative annual job creation total from 2022 is reduced by 50% to factor in the proportion of jobs created not sustained beyond 12 months.

Year (2022-26)	2022	2023	2024	2025	2026
Jobs created (FTE)	290	290	290	290	290
Cumulative Jobs	290	435	580	725	870
Productivity per job (£)	50,398	50,398	50,398	50,398	50,398
GVA (£ m) per year	14,615,420	21,923,130	29,230,840	36,538,550	43,846,260

Year (2027 -31)	2027	2028	2029	2030	2031	TOTAL
Jobs created (FTE)	409	409	409	409	409	3,495
Cumulative Jobs	1074.5	1279	1483.5	1688	1892.5	1892.5
Productivity per job (£)	50,398	50,398	50,398	50,398	50,398	
GVA (£ m) per year	54,152,651	64,459,042	74,765,433	85,071,824	95,378,215	£519,981,000

47.8% of cumulative jobs and GVA has been attributable to development of the HBP site as follows:

- **HBP Cumulative FTE Jobs – 904.6**
- **HBP Site GVA - £248,551,000**

The Bottle Yard Studios Business Plan

Olsberg•SPI, a TV and film industry sector specialist, were commissioned to develop a business plan for TBYS. A copy of the Business Plan is provided as a supporting document (Appendix A1) and finance comments are provided in the Executive Summary.

The requirements of the Business Plan were to:

- I. Provide an overview of the anticipated trajectory of Film & TV drama production in the UK for the next ten years
- II. Provide an oversight of TBYS' position within the UK's studios' infrastructure so that it can prepare a ten year Strategic Plan for TBYS operation.
- III. Provide an overview of how TBYS can/should be positioned as a catalyst for sector growth within the City, assisting in growing the number of jobs in the sector as well as the promotion of inclusive growth
- IV. Prepare a Draft Business Plan that - in order to inform any decisions over capital investment - takes into account local issues currently challenging the business, demonstrates value for money for the City and reassures the Council that TBYS business will continue to be viable in order to inform any decisions over capital investment.
- V. Provide guidance on any interventions it might consider over the creation of an indigenous drama output from within the City that is currently lacking (e.g. production funding).

Item IV. modelled seven development scenarios as set out in the below table:

OPTION	TBYS main site studios in operation	TBY 2 (Hawkfield)	Total no of studios
1	4 studios unavailable from January 2022.	0	4
2	4	3 converted	7
3	4	3 + 2 new	9
4	8	3	11
5	8	5	13
6	0	3 converted	3
7	0	3 + 2 new	5

The Business Plan has been based on all grant funding being by way of a loan and that the TBYS would need to repay Capital Costs expended by the Council for the purchase and development of the HBP site.

Financial forecasts in the Business Plan identify:

- a business case can be identified for investing in HBP and developing the site as a studio facility;
- assigning all capital costs to TBYS has a significant impact on the options modelled;
- for most options, there would need to be some form of additional financial support from BCC or other stakeholders to offset the purchase price and capital costs on the business;

- reducing expansion costs to the TBYS business would improve the option models, and make TBYS more likely to turn a profit sooner and put the business in a position to reinvest, invest in a fund, or return profits to BCC;
- The financial model used to generate these projections is reflective of larger studios with more lettable space, and as a result finds that Option 4, as recommended for approval, would be the most feasible in the long term: maintaining 8 studios at TBYS + 3 converted at HBP.

Project Cost Summary

The below costs are for the delivery of the core requirements for creation of three new Studios at the HBP site, alongside investment required to maintain use of the existing eight studios at the existing TBYS site. The project will consider where appropriate the potential for additional funding and investment for decarbonisation measures, including PVs and new low carbon heating and cooling systems, which if secured and implemented would increase the overall budget envelope for the project.

<i>Cost Heading</i>	<i>Forecast Expenditure</i>
Purchase of Hawkfield Business Park	£5,250,000
<i>Stamp Duty</i>	<i>£304,500</i>
<i>Consultant Fees and Bristol City Council Project Management Costs (includes OBC Project development costs)</i>	<i>£350,000</i>
<i>HBP Conversion Costs</i>	<i>£4,258,000</i>
<i>Contingency (40% of conversion costs)</i>	<i>£1,703,000</i>
<i>Works at Existing Bottle Yard Studios site</i>	<i>£1,600,000</i>
<i>Total</i>	<i>£13,465,500</i>

Procurement

The use of an established Framework for procurement of a Building Contractor for conversion of HBP is presently being considered. The expected route is Lot 1 (South West) of the Southern Construction Framework at the end of the RIBA Stage 3 design process, with contractor involvement in development of the Stage 4 designs through a Pre-Construction Services Agreement (PCSA). It is intended to undertake the procurement for selection of the Contractor in Spring 2021, with appointment through the PCSA in June 2021 directly following WECA approval of the Full Business Case. Delegated approval for award of the building contract is included in the recommendations within the Executive Summary.

The proposals also include procurement of circa £1.6m works for renewal and improvement works at the existing TBYS site, which would be undertaken by the Council’s Building Practice. The recommendations within the Executive Summary include approval of this funding and delegated authority for award of the building contract/s.

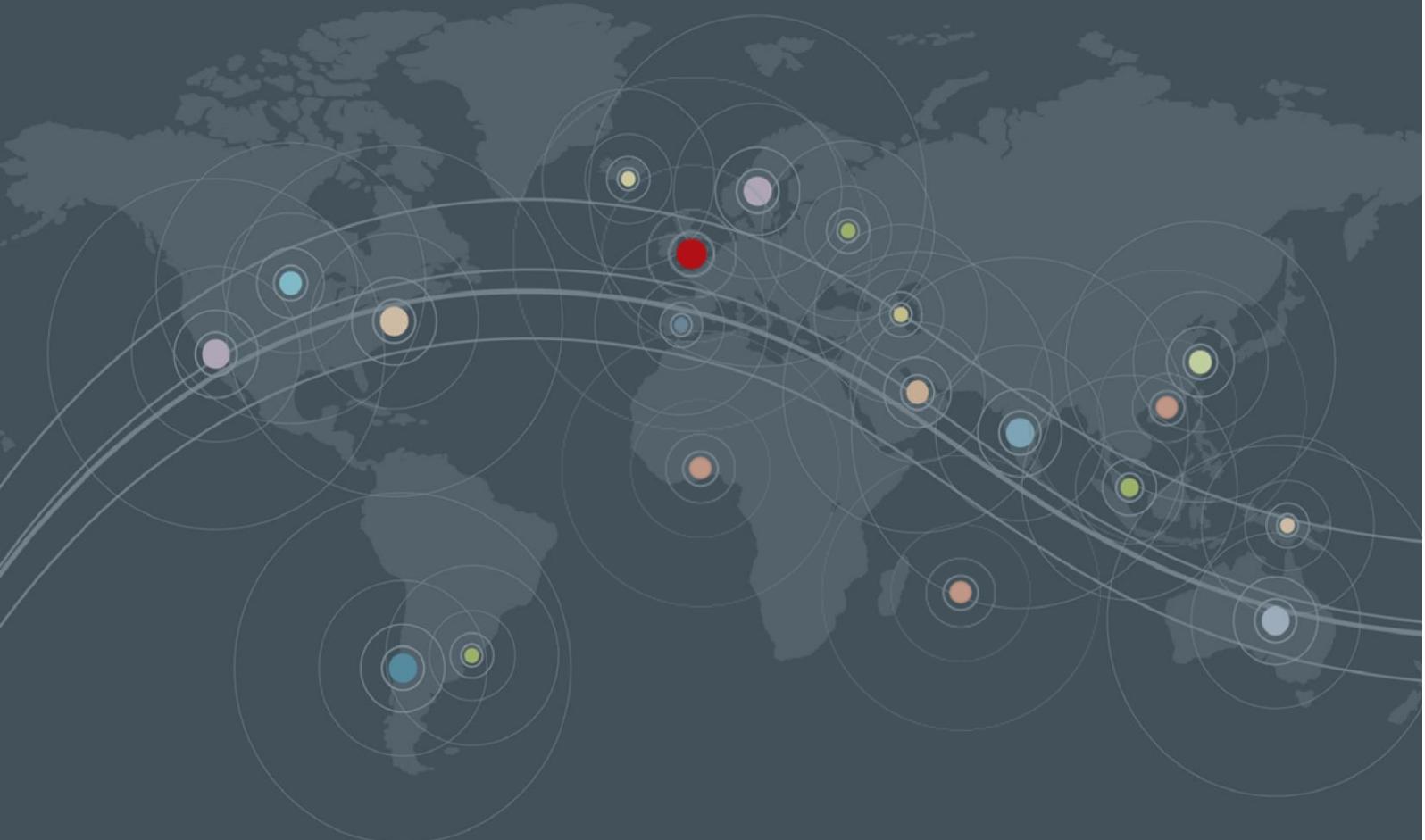
Programme

The below table details the target key milestone dates for the HBP Project. The construction durations are indicative and will be further informed by developed designs and market engagement. The programme will be finalised following the appointment of the Contractor.

Milestone	Target Date
Section 73 application to remove planning condition restriction on percentage of B1 Use to allow more flexible employment use of HBP site.	December 2020 – March 2021
RIBA Stage 3 Design Development	January 2021 - April 2021
Cabinet	25 th February 2021
Development of Tender Documents for Contractor Procurement	March – April 2021
Finalisation of WECA Full Business Case	April 2021 – June 2021
Contractor Tender and Evaluation	May 2021 – June 2021
WECA Joint Committee for Full Business Case	June 2021
Stage 4 design including Contractor work package designs	July – September 2021
Construction	Autumn 2021 to Spring 2022
Opening	Summer 2022

The Bottle Yard Studios – Positioning and Planning for the Future

Final Report to Bristol City Council
by Olsberg•SPI



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1. EXECUTIVE SUMMARY

1.1. Objectives of the Study

The strategy consultancy Olsberg•SPI (“SPI”) has been retained by Bristol City Council (“BCC” or “the Client”) to prepare a business plan (the “Study”) for The Bottle Yard Studios (“TBYS”) which explores the position of the business within Bristol and the UK studio market, and options for its future including the feasibility of expanding to a new site at Hawkfield Road.

TBYS, which has been owned and operated by BCC since 2010, is at a critical point in its business development, both in terms of the growth of the global film and television sector, and in relation to the potential to deliver increased economic, job creation and other benefits for Bristol through improving and expanding its offer.

The Study assesses five key objectives set out by the Client in its Consultancy Brief:

1. Conduct an overview of the UK’s film and television production trajectory for the next 10 years;
2. Assess TBYS’ position within the UK’s studio infrastructure;
3. Develop an overview of how TBYS can/should be positioned as a catalyst for sector growth within Bristol, both in terms of job creation and inclusion;
4. Prepare a Business Plan, to include the costs of building on the Hawkfield Road site (provided by a parallel study); and,
5. Provide guidance on any interventions the Client might consider for the creation of an indigenous drama output in Bristol (e.g. production funding).

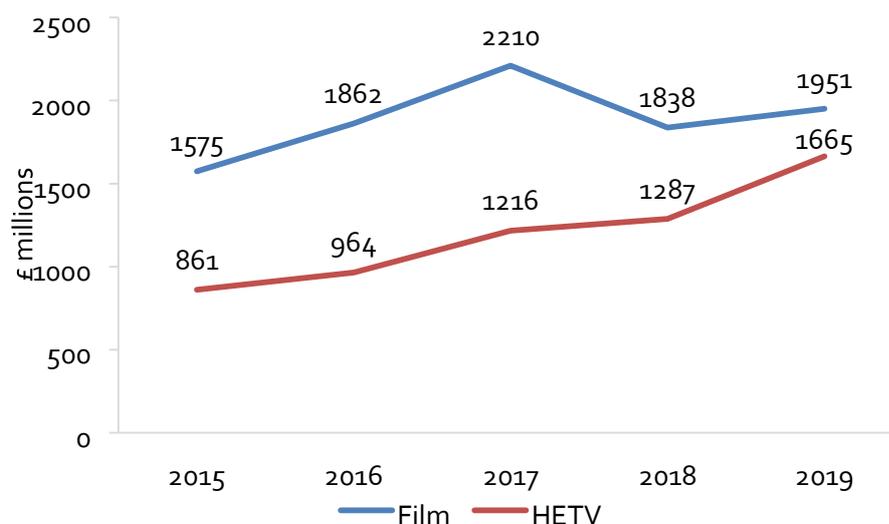
1.2. Key Findings

1.2.1. Film and Television Drama Production in the UK

The UK’s film and television market has seen very strong growth in expenditure over the past five years, with particularly dramatic growth in high-end television (HETV) investment. The total spend for film and HETV production in 2019 reached £3.6 billion, the highest ever reported figure in the UK. HETV production spend has increased 93% since 2015, with a UK production spend of £1.7 billion in 2019.¹

¹ Film, high-end television and animation programmes production in the UK: full-year 2019. BFI, 31st January 2020

Figure 1: Total Spend on Film and HETV Productions in the UK, 2015-2019



Source: BFI

The majority of investment in the sector is flowing from overseas. In 2019, 71 films and 74 HETV productions were inward investment titles and accounted for 89% and 78% of the total production spend, respectively. Inward investment in HETV production has grown considerably since 2015, with production spend increasing by 195% between 2015 and 2019.

The UK is one of the leading international jurisdictions for the production of US feature films. In 2019, US Studio-backed productions accounted for £1.4 billion in UK spend. This was an increase of 9% on 2018 and 20% on 2015. Furthermore, with a total of 16 of the top-grossing projects released in 2018 having been shot in the UK, the UK’s percentage capture of top-grossing films is higher than both California and New York.²

The current strength of the film and television sector is of major strategic value. UK Government data show that the creative industries – of which film and television are a major part – are growing five times faster than the UK’s national economy, contributing almost \$13 million to the UK economy every hour.³ Indeed, film and television production helped the UK economy avoid recession in 2019.⁴

1.2.2. The Bottle Yard Studios’ Position in the UK Studio Market

TBYS is an established facility that offers basic production space at a lower cost than purpose-built shooting space. Crucially, it provides good access to a diverse mix of urban and natural locations in the South West, and also offers access to the Bristol and South West crew base. However, this crew base does have limitations in terms of depth, and this should be considered a key challenge for an expanded TBYS in attracting and servicing a rise in production.

At present, TBYS is an established option for UK and international producers. This is reflected by TBYS’ capacity rates, which were 70.5% in the 2018-19 financial year. The site also reports that it has over-performed in relation to forecasts from a 2014 business plan undertaken by SPI.

² Feature Films: A Profile of Production. Film LA, 2020

³ UK’s Creative Industries contributes almost £13 million to the UK economy every hour. Department for Digital, Culture, Media & Sport. 6th February 2020

⁴ Recession fears fall as economy boosted by film and TV industries. Ibid.

TBYS is the only studio in the South West, and has serviced some major UK and US projects – largely in the series market – including *Poldark*, *Broadchurch*, and *Galavant*. Television drama will continue to be TBYS' core market, rather than major feature films – the production of which tends to focus on the London cluster.

The UK studio sector is seeing unprecedented demand from productions, outstripping the supply of stage space. While total UK film and television expenditure has almost doubled in the past five years – from £2.4 billion in 2015 to £3.6 billion in 2019 – the provision of production space has not expanded at the same rate.

While this creates a clear opportunity for TBYS to expand, the pipeline of potential new facilities has also been growing, as outlined in Section 3. While TBYS will undoubtedly face more competition in the coming years, it remains to be seen how much additional space will come on stream, given the challenges of progressing studio projects. As an existing site, this is an advantage for TBYS.

1.2.3. Financial Forecasts and Modelling

A key part of this Study was the creation of financial forecasts which take into account the housing development at Hengrove Park, which is expected to affect four of the main filming spaces at TBYS' current site, and the potential incorporation of new space at Hawkfield Road into TBYS' business.

A total of seven scenarios were modelled, each involving a different final layout of TBYS as set out below. The four currently-operational stages which will close (either permanently or temporarily) in Options 1 to 5 below are Studio 2, Studio 3, Studio 6, and the Export Warehouse. The models analysed are:

- **Option 1** assumes four stages at TBYS will be affected by the housing development, and that these will be permanently unavailable from January 2022; it assumes no developments at Hawkfield Road.
- **Option 2** assumes that these same four stages would be permanently unavailable from January 2022, but that Hawkfield Road would be acquired and incorporated, with three stages converted in the existing building.
- **Option 3** assumes that the same four stages would be permanently unavailable from January 2022, that Hawkfield Road would be acquired and incorporated, and that three stages would be converted in the existing building and two new stages built at the Hawkfield Road site.
- **Option 4** assumes that the four housing-affected stages would be temporarily unavailable from January 2022 for three years, after which point they would reopen; and that Hawkfield Road would be acquired and incorporated, with three stages converted in the existing building.
- **Option 5** assumes that the four housing-affected stages would be temporarily unavailable from January 2022 for three years, after which point they would reopen; that Hawkfield Road would be acquired and incorporated, and that three stages would be converted in the existing building and two new stages built at the Hawkfield Road site.
- **Option 6** contains no reference to the current site and forecasts a model where three stages are converted at Hawkfield Road.
- **Option 7** contains no reference to the current site and forecasts a model where three stages are converted and two new stages are built at Hawkfield Road.

The capital costs associated with the different options are as follows:

- £5 million purchase price of the Hawkfield Road site;
- £2.5 million in capital costs associated with converting three studios in the Hawkfield Road main building; and
- £10.5 million in capital costs associated with building two new studios at Hawkfield Road.

Financial forecasts for each option outlined in Section 3 show that there may be a business case for investing in Hawkfield Road and developing the site as a studio facility – although assigning all capital costs to TBYS has a significant impact on the options modelled. For most options, there would need to be some form of additional financial support from BCC or other stakeholders to offset the purchase price and capital costs on the business. Any action to reduce expansion costs to the TBYS business would improve the option models, and make TBYS more likely to turn a profit sooner and put the business in a position to reinvest, invest in a fund as outlined in Section 6, or return profits to BCC.

The financial model used to generate these projections is biased towards larger studios with more lettable space, and as a result finds that Option 4 and Option 5 (the largest modelled scenarios in terms of stage space) would be the most feasible in the long term.⁵⁶

It should be noted that if TBYS does pay for the purchase of Hawkfield Road and associated capital costs for conversions and newbuild studios (depending on the scenario) these would not be “lost” expenses, as they would add permanent assets to the TBYS business. These assets would hold their value into the future beyond the 10-year period in question.

Caution is advised around the scenarios with more studios (Options 4 and 5) as qualitative research for this Study has shown that the larger options may not be supportable in terms of current crew capacity. It is understood that four to five larger productions would take the city up to its current capacity limit, so there is uncertainty around servicing any rapid expansion and increase in provision.

Any expansion should therefore be closely linked to a workforce development strategy and phased to enable development of sufficient crew. Phasing would also enable the reassessment of expansion strategy at key points. This could include consideration of building new stages at Hawkfield Road once the converted stages are on stream, so that workforce provision and the competitive landscape can be reassessed.

The issue of infrastructure capacity in the city of Bristol is also an important consideration. According to analysis by AM:PM Hotels reported by Savills, Bristol’s average hotel occupancy has increased year-on-year since 2016 and reached in excess of 80% in 2018.⁷ A workforce development strategy focused on local crew would assist to some degree, by lessening pressure on the city’s hotel market from incoming productions.

1.2.4. Impacts of COVID-19

At time of writing, the global effects of the COVID-19 pandemic were causing significant and unprecedented disruption to film and television production. Stringent government restrictions on social distancing and travel bans have halted production in the UK – and across the globe – as an attempt is made to bring the crisis under control.

⁵ The model is biased towards scenarios with more overall space because TBYS would increase rents to clients by 6% year-on-year while applying a lesser 2% cost inflation for administration, site maintenance and other expenses
⁶ % year-on-year while applying a lesser 2% cost inflation for administration, site maintenance and other expenses
⁷ *Bristol’s fundamentals make it an attractive hotel market for investors.* Savills, 12th June 2019

At the same time, concerns regarding global recession is creating uncertainty about the future of all sectors, including the film and television value chain. With the longevity and ultimate impacts of the current crisis are currently unknown, it is a clearly a critical concern for this Study, and the operators of studio facilities in general.

Despite the uncertainty, SPI's assumption at this point in time is that as consumer demand for film and television content remains very strong, and as major producers remain committed to investment, production will proceed at a similar level once the market is able to function once more. We therefore believe there will be limited long-term effects on film and television production. Indeed, there will be a build-up of productions waiting to enter or resume production once the market starts up again. This is reflected in comments made by Stuart Ford, founder, chairman and CEO of producer, financier and sales agent AGC Studios: "I think the future for original content is still bright. Whenever this crisis abates, the demand from streamers, studios, distributors and broadcasters is going to remain at unprecedented levels even amidst the inevitable economic slowdown."⁸

Meanwhile, Piers Read, managing partner at Twickenham Studios, has said: "If we can mitigate any short-term collateral damage as an industry, then we know there's going to be an absolute avalanche of original content and production demand in the very near future."⁹

It is also notable that many companies driving the pre-COVID-19 production deluge are well capitalised, including entities such as Netflix, Apple, Amazon, and Disney. Once the pandemic is brought under control, producers will be closely focused on territories that offer as little production risk as possible, particularly those with highly-developed skills and infrastructure. As a leading global production hub, the UK is very well placed to come back online as soon as possible, and is likely to see a rapid return of production once the outbreak is contained.

One area that is likely to be particularly impacted, however, is UK independent film production. This sector was already being impacted by structural shifts in the global independent market that was serving to reduce access to finance. BFI data show that domestic independent film spend decreased from £259.0 million in 2018 to £144.7 million in 2019, and the sector is expected to be impacted further from the COVID-19 crisis.

Continued difficulties in the independent film market is not expected to have a major impact on TBYS. As outlined in Section 3.1.2, TBYS' market position has largely involved servicing the series market.

2. FILM AND TELEVISION PRODUCTION IN THE UK

This section assesses current levels of film and television production activity globally and in the UK.

2.1. The Global Production Deluge

There is currently significant growth in film and television production globally, with unprecedented amounts of investment. The result is a global deluge of production, as the emergence of streaming services as significant investors in content licensing and original

⁸ *My Working From Home Life: AGC Studios' Stuart Ford*. ScreenDaily, 25th March 2020

⁹ *U.K. Studios Mull Going Dark Amid Coronavirus Lockdown But Confusion Reigns*. Variety, 25th March 2020

production has brought billions of dollars of new spend into the industry, while traditional studios and broadcasters have also upped their spending to remain competitive.

This is creating global opportunities, as producers look to site projects in jurisdictions with a strong offer of generous production incentives, skilled workforce and infrastructure capacity.

Ampere Analysis estimates that worldwide spending on non-sports content was \$123 billion in 2018, a 29% increase from \$95 billion in 2013. A further rise of 26% over the next five years is forecast.¹⁰

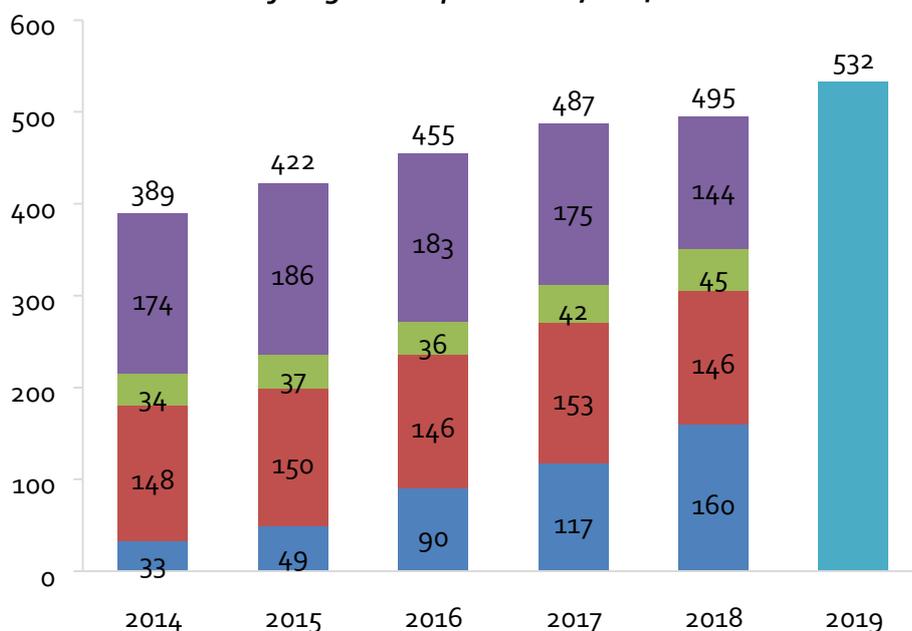
Driving this spend is an increase in content developed for online streaming services. In 2018, online streaming made up 32% of original scripted series aimed at US audiences and will continue to develop as new platforms such as Disney+, HBO Max, NBCUniversal’s Peacock and Apple TV+ join market leaders Netflix and Amazon Prime Video.

In 2019, the “Big Five” streaming platforms (Netflix, Amazon, Hulu, Apple TV+ and Disney+) were estimated to have spent between \$27-28 billion on content. Netflix alone spent \$15 billion on content in 2019. Indeed, Netflix’s CEO has said that the company would spend \$500 million in the UK in 2019 on films and television shows. The Netflix film division, per a New York Times article in 2018, is set up to deliver 55 original film annually, with budgets between \$20 million and \$200 million. This figure excludes documentaries and animated films: inclusive of these formats the annual Netflix original film releases are closer to 90.¹¹

2.1.1. Growth in Scripted Series and Feature Film Production

An area of significant development globally is in scripted original drama. Recent figures from FX Networks stated that there were 532 original scripted dramas, comedies and limited series released in 2019, an increase of 7% year-on-year.¹² As outlined in the figure below, this growth is especially noticeable in regard to online platforms, where it increased by 385% between 2014 and 2018.

Figure 2: Estimated Number of Original Scripted Series, 2014-18



¹⁰ Ten drama trends to watch. Ampere Analysis presentation at Göteborg Film Festival, January 2020

¹¹ Netflix’s movie blitz takes aim at Hollywood’s heart. New York Times, 16th December 2018

¹² Peak TV Update: Scripted Originals Top 500 in 2019, FX Says. Hollywood Reporter, 9th January 2020

■ Total ■ Online Services ■ Broadcast ■ Pay Cable ■ Basic Cable

Source: FX Networks Research. Note: FX Networks’ 2019 release did not include a breakdown of distribution format.

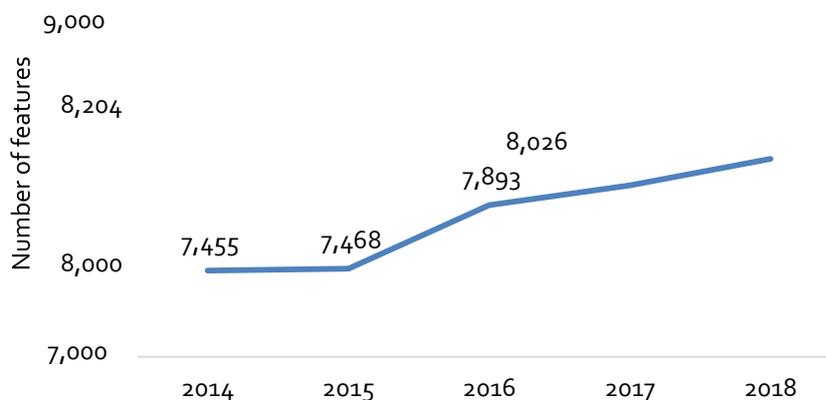
In the UK, the home video market grew 9.5% in 2019 for a total value of £2.6 billion. A significant driver for this growth were Subscription Video-on-Demand (SVoD) services which accounted for 65.9%. Physical and digital ownership, renting and electronic sell-through (EST) made up the remainder.¹³

Efforts from streamers to demarcate themselves from their competitors has led to an increased focus on original content. AT&T’s HBO expanded production of original content in 2019 by 50%, which increased output to 150 hours. Netflix alone debuted 371 new original shows and films in 2019, a 55% increase over the previous year and more than the entire television industry did in 2005, according to *Variety*.¹⁴

The industry has also seen an increase in costs as programmes increasingly engage in ‘tentpole’ television. In 2016/2017, the cost to produce high-end cable and streaming drama was in the range of \$5 million to \$7 million, with broadcast network dramas in the range of \$1.5 million to \$3 million. In comparison, the six-episode final season of *Game of Thrones* reportedly cost \$15 million per episode, with a similar per episode cost being reported for *See* on Apple TV+.

Meanwhile, feature film production has continued to rise, increasing by 10% between 2014 and 2018 with over 8,200 feature films produced in 2018.

Figure 3: Estimated Number of Feature Films Produced Worldwide, 2014-18



Source: European Audiovisual Observatory

2.1.2. Localised content

As competition increases between streaming platforms, demand for internationally-financed and locally-created content has increased as the major SVoD platforms look beyond the US to expand their subscription base.

Netflix is currently leading in terms of subscribers, both within the US and globally. In 2018, annual subscription revenues from outside the US overtook those from domestic subscriptions for the first time. Global markets, such as European, the Middle East and Africa (EMEA) and the

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UK home video market grows 9.5% in 2019, led by streaming giants. Screen Daily, 3 January 2020

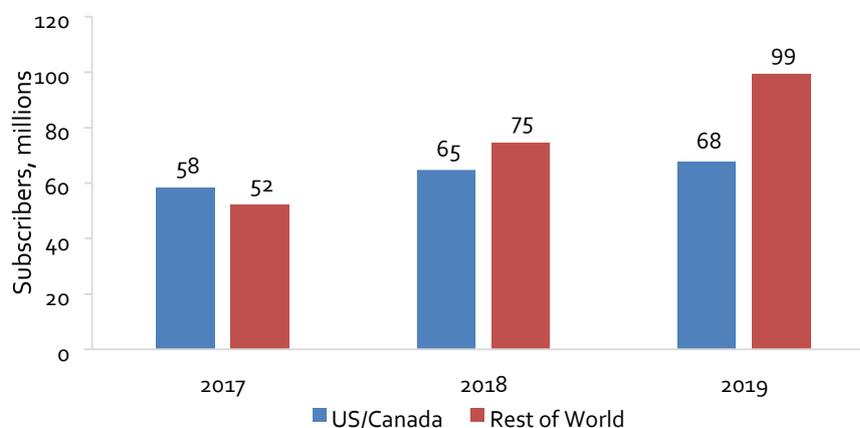
¹⁴

th

Netflix Released More Originals in 2019 Than the Entire TV Industry Did in 2005. Variety, 17 December 2019

Asia Pacific (APAC) are among the fastest growing subscribers for Netflix. In 2019 EMEA added 14.2 million new subscribers to the region, an increase of 38% over the previous year, while APAC reached 16 million subscribers over the same period, an increase of 51% over 2018.¹⁵

Figure 4: Netflix Subscribers by Region, 2017-19



Source: Netflix

However, other streaming platforms are also focusing on original localised content. Director of European Amazon Originals, Georgia Brown, has said that “for Amazon what is important is to design Italian shows for Italian audiences and French shows for French audiences.”¹⁶

This strategy has proven effective with local audiences. Netflix has reported that local originals were among the most popular new titles of 2019 in eight markets. These included *Sacred Games 2* in India; *The Naked Director* in Japan; *Quicksand* in Sweden; *Kingdom* in South Korea; *Money Heist S3* in Spain; *Undercover* in the Netherlands; *The Stranded* in Thailand; and *Home for Christmas* in Norway.

2.2. UK Production Levels

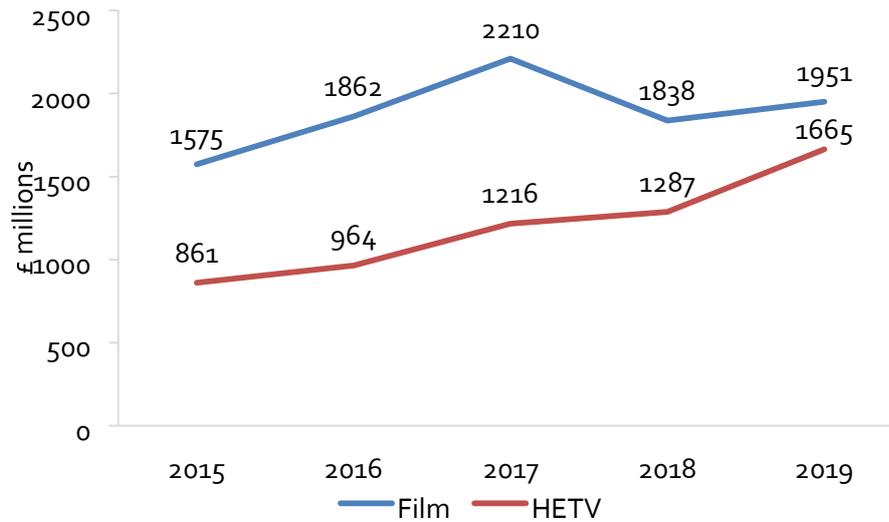
The UK continues to experience high levels of investment in film and HETV productions, with the British Film Institute (BFI) reporting strong levels for 2019.¹⁷ There was a combined total spend on film and HETV production in the UK of £3.6 billion for 2019, an increase of 16% on the 2018 spend total of just above £3 billion.¹⁷ This is the highest figure ever reported for UK production spend, reflective of a strong year of productions such as the new James Bond film *No Time to Die* and Netflix’s series *The Crown*.

¹⁵ st
 Q4 shareholders letter. Netflix, 21 January 2020

¹⁶ rd
 Amazon Studios unveils Italian slate, desire to work with diverse talent in the UK. Screen Daily, 23 January 2020

¹⁷ Film, high-end television and animation programmes production in the UK: full-year 2019. BFI, 31st January 2020 ¹⁷
 The 2019 figures from the BFI are interim spend figures and likely to increase due to a lag in obtaining detailed information on production activity. All other years represent updated figures

Figure 5: Total Spend on Film and HETV Productions in the UK, 2015-2019



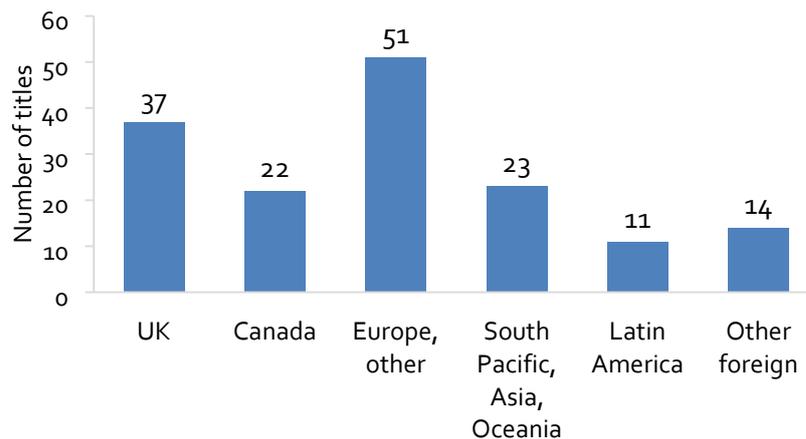
Source: BFI

There has been a steady increase for both film and HETV production spend in the UK over the past five years, with the majority of spend coming from inward investment projects. Film and HETV inward investment in the UK reached over £3 billion in 2019, an increase of 29% over 2018’s figure of £2.3 billion.

In 2019, 71 of the 188 films produced in the UK were inward investment titles. These films had a total UK spend of £1.7 billion, which accounted for 89% of the total film production spend in 2019. This is an increase of 17% year-on-year from 2018.

According to a report from Film LA, the UK is the top international jurisdiction for US feature films, having hosted 37 of the 2018 theatrical releases examined in the report. Additionally, with a total of 16 of the top-grossing projects released in 2018 having been shot in the UK, the UK’s percentage capture of top-grossing films is higher than both California and New York.¹⁸

Figure 6: International Jurisdictions for Theatrical Features: 2018



Source: Film LA

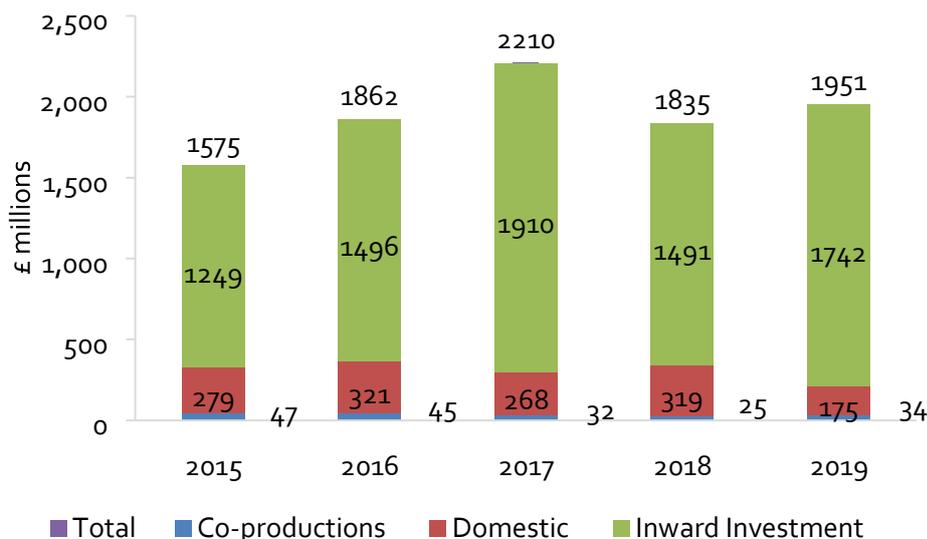
The majority of films produced in the UK in 2019 were independent films. 89% the 188 films which began principal photography in 2019 were independent titles, 56% of which were

¹⁸ Feature Films: A Profile of Production. Film LA, 2020

domestic films and 31% were inward investment. However, the 21 US studio films accounted for 72% of the total UK spend, reaching £1.4 billion, a 9% increase on 2018. The UK spend of independent films accounted for £547 million, of which £368 million came from inward investment. This represents an increase of 42% on 2018's inward investment UK spend of £259 million in independent films.

In comparison, domestic film production decreased in 2019 by 46%. Production spend has fluctuated between 2015 and 2018, however in 2019 UK spend of domestic films dropped to £175 million, a decrease of £144 million from 2018's £319 million.

Figure 7: Value of UK Spend of Inward, Domestic and Co-Production Feature Films, 2015-2019



Source: BFI

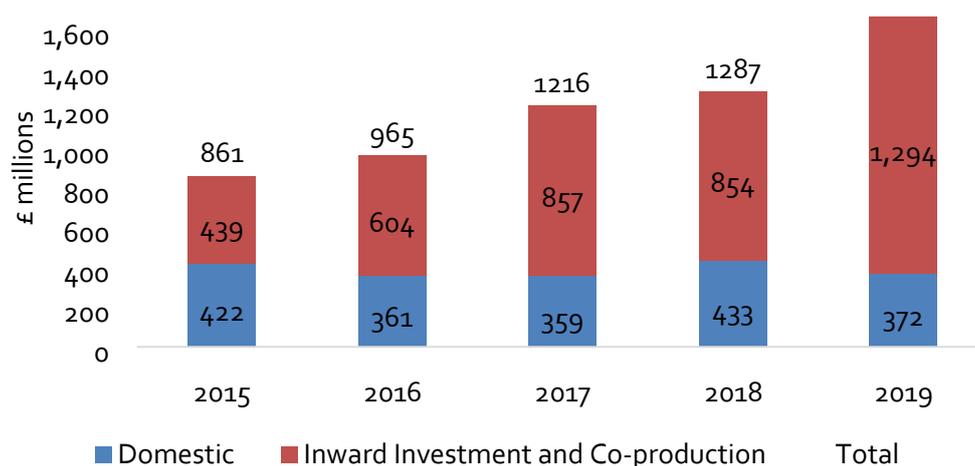
Mirroring the global trend of an increase in original scripted television, inward investment in HETV in the UK has increased considerably over the past five years, with production spend in 2019 representing an increase of 195% over 2015. In 2019, there were 74 inward investment and co-production HETV titles with a total spend of £1.3 billion. This represents 78% of the total HETV spend, an increase of 51% on 2018's figure of £854 million.¹⁹

As with domestic film, domestic HETV production also saw a drop in 2019. UK spend decreased 14% to £372 million in 2019. However, while below 2018's UK spend, 2019 represented a minor increase on levels set in 2016 and 2017.

Figure 8: Value of UK Spend of Inward, Domestic and Total HETV, 2015-2019

1,800 1666

¹⁹ Note: The BFI combines co-production and inward investment to avoid disclosing budget data for individual titles



Source: BFI. Note: The BFI combines co-production and inward investment to avoid disclosing budget data for individual titles

BFI data also assess the value and volume of SVoD-backed HETV productions in the UK between 2015 and 2018.²⁰ The analysis focused on Netflix and Amazon Prime as the two leading stand-alone streaming platforms in the UK with titles such as Netflix’s *Sex Education* and Amazon Prime’s *Hanna*. The analysis reported that the UK spend of HETV SVoD-backed productions reached £205 million in 2018. This was a 19% decrease on 2017’s £254 million, however represents an increase of 149% on 2015’s total UK spend of £82 million on SVoD-backed projects. The UK spend of original SVoD HETV projects in 2018 accounted for 69% of the total UK spend on SVoD-backed projects, while co-partnered HETV projects such as the BBC/Netflix collaboration for the fifth season of *Peaky Blinders* account for the remainder.

2.2.1. Impact for TBYS

The analysis above shows that global and UK expenditure growth is primarily being driven by expenditure on the production of drama series. This is predominantly driven by investment from streamers, but established broadcasters are also increasing their output.

TBYS has already hosted a range of drama series from international and UK commissioners, and additional quality production space would assist Bristol in attracting additional projects – although this is dependent on the city and region’s ability to provide crew, and on the city’s hotel and other infrastructure to service expanded activity.

Although the global volume of feature film has continued to increase, independent UK features are unlikely to be a core provider of throughput for TBYS going forward, given challenges in this sector.

2.3. Anticipated Trajectory of Film and Television Expenditure

One key issue for BCC in considering future investment and expansion of TBYS is the future of film and television expenditure. There are two key elements in considering future expenditure potential:

²⁰ Screen Sector Certification and Production. BFI, 4th October 2019

1. Global demand – i.e. the amount of investment likely to flow into the sector from content investors between 2020 and 2019; and
2. The UK's competitiveness – i.e. the ability of the UK to attract this investment. Within this, the ability for Bristol to compete for projects within the UK market in the future is also a key consideration.

This section considers both areas in turn. It should be noted, however, that the film and television sector is rapidly shifting and investment and production is subject to a wide range of external influences. While a 10-year horizon is included here, a five-year outlook is considered to be more reliable.

2.3.1. Global Demand

SPI's view is that the growth potential for the next five years is in fact greater than some forecasts. This is based on the fact that the Video-on-Demand (VoD) streaming market, which has seen explosive growth in the past five years, is continuing to attract strong investment. Market leader Netflix – which increased its own content investment from \$3 billion in 2014 to \$15 billion in 2019 – has been joined in the market by a raft of competitors, which are also continuing to increase their investments. This includes Disney+, which is continuing its international rollout, and Quibi, which is investing heavily in content ahead of its launch later in 2020.²¹

At the same time, traditional producers are also increasing output in order to compete. HBO, for example, increased its original production from around 100 hours per year to 150 hours in 2019, and will increase to 160-165 hours in 2020.²²

Importantly, growth in investment is underpinned to a strong growth in consumer demand. Consumer spending on global theatrical and home entertainment reached \$101 billion – an increase of 34% from 2015.²³

2.3.2. UK Competitiveness

To date, the UK has been highly competitive as a destination to produce film and television projects. While there is increasing global competition, the UK is an established hub with a proven ability to service the industry's largest and most ambitious projects. This is underlined by the fact that Disney and Netflix have both made long-term commitments to the UK through leasing Pinewood Studios and Shepperton Studios respectively.

The UK's global competitiveness has seen inward investment increase by 80% between 2015 and 2019, from £1.68 billion to £3.03 billion.²⁴

While the outlook for the UK remains very strong – as underlined by Disney and Netflix's studio commitments – there are a number of potential risks that may serve to limit the strength of the UK. At this stage, however, many of these key risks should be considered 'known unknowns' and their impacts are dependent on a number of factors that are still to play out.

A central challenge is the UK's forthcoming exit from the European Union (EU). Post-Brexit, it is likely that UK productions will lose their status as European Works. This is because the EU's

²¹ *Quibi Raises \$750m in Second Funding Round; at \$1.75 Billion Valuation.* FINSMES.com, 5th March 2020

²² *HBO To Increase Original Programming By 10% In 2020 But Digital Platform HBO Max Won't Impact Linear Strategy – TCA.* Deadline, 24th July, 2019

²³ *THEME Report 2019.* MPA, March 2020

²⁴ *Film, high-end television and animation programmes productions in the UK: full-year 2019.* BFI, 31st January 2020

revised Audiovisual Media Services Directive (AVMSD), which provides a European regulatory framework, increases obligations for on-demand services to have at least a 30% share of European content in their services. If UK productions lose their European status, then this will affect the attractiveness of the UK as a production destination for foreign producers – although the impacts of this are unclear. Moreover, such a development would make it more difficult to finance UK independent film productions, which could also affect project volume.

Any negative change to the UK's production tax relief incentives would also have an immediate and pronounced impact on competitiveness. However, given the strategic economic importance of this sector to the UK, this is considered unlikely.²⁵

Other risks include any reduction in business confidence post-Brexit, or any currency fluctuations, given the importance of exchange rates in the flow of international productions.

Meanwhile, the UK Government's intention to review the status of BBC Licence Fee beyond the end of the BBC's current charter period in 2027, and the potential for it to revisit the public status of Channel 4, could result in the possibility of declining resources available to those public service broadcasters for content investment.²⁶

Strategically – and of close relevance to Bristol – is the degree to which the UK Government will be focused on opportunities for growing industries in the North, Midlands and parts of Wales. While uncertain, such a focus could mean it would be more difficult for Bristol and the South West to make its case for resources.

Finally, there are also a number of sector-specific risks. These include the emergence of studio competitors in other parts of the UK may also affect Bristol's ability to compete for projects. The current competitive landscape is assessed in Section 3.

Another major risk is whether the UK is able to ensure a sufficient pipeline of skills to service continued production growth. This is already a key challenge for the UK, and for regional production centres such as Bristol.

2.3.3. Conclusion

Given these factors, global investment levels are continuing to increase and are likely to remain very robust over a five-year horizon, underpinned by strong consumer demand. It is likely that content investment will continue at robust levels beyond the next five years, though given the speed at which consumption and production trends shift, there can be less certainty around this.

Over a five-year horizon, the UK is expected to remain very competitive. There is potential disruption from various Brexit-related factors, although the multi-year deals announced by Netflix and Disney in 2019 at Shepperton Studios and Pinewood Studios respectively would suggest that the competitiveness of the UK outweighs potential disruption.

The Department of International Trade noted in February 2020 that more than £3 billion of inward investment was attracted in 2019, with expectations that this will increase by over 70% over the next five years.²⁷ For the model outlined below, SPI has assumed that growth in total expenditure will in fact occur at a higher rate of 15% annually, for a total of £7.3 billion in 2024.

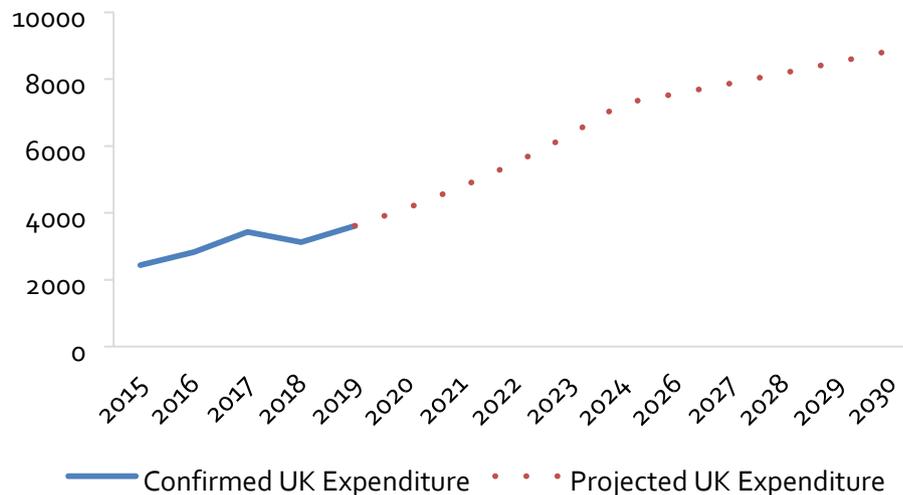
²⁵ An example of this can be seen in the impact that film and television production had in helping the UK economy grow in 2019 and avoid recession. *Recession fears fall as economy boosted by film and TV industries*. The Times, 11th October, 2019

²⁶ *UK government hints BBC licence fee could be scrapped*. Reuters, 5th February 2020

²⁷ *£500 million boost for UK film industry from US firm*. Department for International Trade, 19th February 2020. While the release points to more than £3 billion of inward investment from the UK's creative industries in 2019, SPI

Beyond this five-year timeframe, it is expected that growth will continue – but this is modelled below at a slower rate of 4% annually. As previously outlined, the UK’s ability to attract expenditure is dependent to a degree on wider market and contextual factors that are yet to play out.

Figure 9: Projected Total Film and HETV Production Expenditure in the UK, 2015-2030 (£ millions)



Source: 2015-2019 data from the BFI. Note: this has not been adjusted to account for COVID-19 impacts.

3. THE UK STUDIO MARKET

This section assesses the UK studio market, including the pipeline of new facilities. It also assesses the position of TBYS in this landscape.

3.1. The UK Studio Market

The UK has one of the most well-developed studio infrastructure offerings in the global market. Despite this, significant demand from both inward and national projects in recent years has outstripped the supply of studio space. While total UK film and television expenditure has almost doubled in the past five years – from £2.4 billion in 2015 to £3.6 billion in 2019 – the provision of production space has not expanded at the same rate. In 2018, Pinewood estimated that around 940,000 ft² of additional stage space was needed just in London to meet the demand.

This section provides an analysis of current studio provision in the UK, and also examines the current known pipeline of new studio projects. It should be noted that the market is currently seeing a response to the lack of UK studio space, with a number of projects in the works. However, studio businesses can be challenging to bring to completion so the competitive picture is very much dependent on which projects are able to progress from concept to opening. It is not possible to predict with any certainty what the success rate of the projects in the pipeline will be.

understands this to mean the film and television sector, as BFI data show that inward investment from these sectors was over £3 billion in 2019

3.1.1. Current Studios

SPI's research for this project found 45 studios or filming facilities currently in operation in the UK. Of these, 33 are dedicated filming facilities, while the remainder are pop-ups – i.e. buildings that have been converted for production use.

The majority of these studios are privately owned, but the UK does have several publicly owned facilities, including TBYS. All are dedicated filming facilities. In stage space terms, publicly-owned studios make up a fifth of the total UK dedicated filming facility capacity.

Not all of these are managed by public organisations. For example, Pinewood Wales is owned by the Welsh Government, with Pinewood Group providing marketing, studio operations, and management services in an agreement which will end in March 2020. Belfast Harbour, which owns Belfast Harbour Studios, is a port authority administered as a trust by an independent body.

It is notable that, in relation to some publicly-owned studios, public support can extend beyond site ownership. In February 2014, for example, the Welsh Government purchased a site for £6.3 million for development in collaboration with Pinewood Shepperton, and spent £3.1 million on renovations. The government also established a £30 million Media Investment Budget.²⁸

Production company Bad Wolf has also received a £9 million funding package from the Welsh Government, structured as an initial £4.5 million repayable loan that can be converted into non-repayable grant funding in relation to Welsh production spend milestones. The remaining £4.5 million will be released by the government as grant payments if additional production spend targets are met. Bad Wolf also leases Cardiff's Wolf Studios Wales from the Welsh Government on commercial terms. This opened in May 2017.²⁹

A list of studio facilities currently in operation are outlined in Table 1. We note that a number of these are pop-ups, more of which are likely to exist on more informal terms.

²⁸ *The Welsh Government's relationship with Pinewood*. Wales Audit Office, June 2018

²⁹ *Ibid*

Table 1: Current Studio Facilities in the UK, 2020

Facility	Pop-up/ dedicated	Total ft ²	Number of Stages	Ownership
3 Mills Studio, London	Dedicated	79,197	11	Private
Arborfield Studios, Berkshire	Pop-up	127,020	6	Private
Bay Studios Business Park, Swansea	Pop-up	516,000	4	Private
BBC Pacific Quay, Glasgow	Dedicated	78,011	5	Public
Belfast Harbour Studios, Belfast	Dedicated	65,340	2	Public
Black Hangar Studios, Alton	Dedicated	32,000	1	Private
Buchanan Park, Glasgow	Pop-up	137,279	7	Private
Cardington Studios, Bedford	Pop-up	128,500	5	Private
dock10 Manchester MediaCityUK, Salford	Dedicated	42,050	9	Private
Dragon Studios, Bridgend	Dedicated	50,928	4	Private
DRESD	Dedicated	29,100	4	Private
Ealing Studios, London	Dedicated	25,500	5	Private
Elstree Studios, London	Dedicated	60,914	7	Public
Fly By Nite Studios, Birmingham	Dedicated	18,000	1	Private
Island Media Studios, Isle of Man	Dedicated	14,000	2	Private
Island Studios, London	Dedicated	56,530	9	Private
London Metropolitan Studios, Greenford	Pop-up	105,000	3	Private
Longcross Film Studios, Surrey	Dedicated	91,803	4	Private
Loop Studios (Britvic), Belfast	Pop-up	85,000	3	Private
Maidstone Studios, Kent	Dedicated	18,000	2	Private
Manchester Studios	Dedicated	48,333	7	Private
Neasden Studios, London	Pop-up	67,900	4	Private
North Light Film Studios, Huddersfield	Dedicated	17,956	4	Private
Pelamis Building, Edinburgh	Pop-up	160,000	3	Private
Peregrine Studio, Rotherham	Pop-up	48,000	1	Private
Pinewood Studio Wales	Dedicated	79,000	3	Public
Pinewood Studios, Buckinghamshire	Dedicated	415,297	20	Private
Prime Studios, Leeds	Dedicated	11,563	4	Private
Production Park, Wakefield	Dedicated	17,664	1	Private
Pyramids Business Park, Edinburgh	Pop-up	64,400	1	Private
Roath Lock, Cardiff	Dedicated	175,000	9	Public
Shepperton Studios, Surrey	Dedicated	167,504	14	Private
Space Studios Manchester	Dedicated	80,711	6	Public
Studio 81, Leeds	Dedicated	16,100	1	Private
Tatton Studios, Cheshire	Pop-up	19,600	3	Private
The Bottle Yard Studios, Bristol	Dedicated	111,449	8	Public
The Sharp Project, Manchester	Dedicated	49,700	4	Public

The Yorkshire Studios, Church Fenton	Pop-up	99,018	3	Private
Titanic Studios, Belfast	Dedicated	106,000	6	Private
Twickenham Studios	Dedicated	15,103	3	Private
Wardpark Studios, Cumbernauld	Dedicated	53,000	5	Private
Warner Bros Studios Leavesden	Dedicated	415,200	16	Private
West London Film Studios, Hayes	Dedicated	36,431	6	Private
Facility	Pop-up/ dedicated	Total ft²	Number of Stages	Ownership
Wimbledon Studios, London	Dedicated	15,000	2	Private
Wolf Studios, Cardiff	Dedicated	126,355	5	Public

3.1.2. TBYS' Market Position

TBYS is a regional studio that offers basic production space at a lower cost than purpose-built shooting space.

It offers strong access to a diverse mix of urban and natural locations, and access to the Bristol and South West crew base. While this crew base is developed, it is limited in terms of depth and Bristol would be challenged in servicing more than a handful of series productions at one time. Production office space is also a challenge in Bristol.

Nevertheless, TBYS is an established option for UK and international producers. This is reflected by TBYS' capacity rates, which were 70.5% in the 2018-19 financial year. The site has also over-performed in relation to forecasts from a 2014 business plan undertaken by SPI.

It is the only studio in the South West, and has serviced some major UK and US projects – largely in the series market – including *Poldark*, *Broadchurch*, and *Galavant*. Television drama will continue to be TBYS' core market, rather than major feature films – the production of which tends to focus on the London cluster.

There are regional competitors in Wales, although the offer is different. Indeed, TBYS proximity to the Welsh production base – which receives robust financial support from the Welsh Government – should be considered an opportunity.

While there are a number of studio projects in the UK pipeline, as outlined in the following section, TBYS as an established operator is in a very strong position to take advantage of the current market opportunity immediately.

3.2. The UK Studio Pipeline

In addition to those facilities currently operating, there are a number of other studio projects at various stages of development around the UK.

These include: a major development at Shepperton Studios, where planning permission has been gained to develop 465,000 ft² of stage space; Sky Studios Elstree, which will have at least 280,000 ft² of stage space, subject to planning consent; and an expansion of Belfast Harbour Studios in Northern Ireland where an additional 120,000 ft² of stage space is planned.

Table 2, below, includes a list of know studio and expansion plans. This does not include the potential expansion of TBYS.

It should be noted that some other projects have been announced, but that their full size is unclear. For example, in announcing its acquisition of Twickenham Studios in March 2020, The Creative District Improvement Company, and subsidiary operating company Time + Space

Studios, also announced a £500 million UK studio fund, and the intention to open one million ft².³⁰ It has also announced a £250 million investment in Ashford International Studios in the South East, which will have totalling 80,000 ft² of studio space.³¹

Table 2: Planned Studio Facilities in the UK

Facility	Planned	Total ft ²
Dragon Studios, Bridgend	2019	30,000
Pinewood Studios, Buckinghamshire	2019	90,000
Elstree Studios, London	2020	36,166
Leeds Studios, Leeds	2020	70,000
Littlewoods Film Studios, Liverpool	2020	40,000
Pinewood Studios, Buckinghamshire	2020	100,000
The Yorkshire Studios, Church Fenton	2020	34,000
Belfast Harbour Studios, Belfast	2021	120,000
Dagenham Studio Project, London	2021	70,000
Ashford International Studios, South East	2021	80,000
Shepperton Studios, Surrey	2022	465,000
Sky Studios Elstree	2022	280,000
Blackhall Studios, Berkshire	2022	n/a
Dagenham Studio Project, London	n/a	60,000
Great Point Media Studio Project	n/a	n/a
Mercian Studios, Birmingham	n/a	n/a
Rebellion Studios, Didcot	n/a	215,450

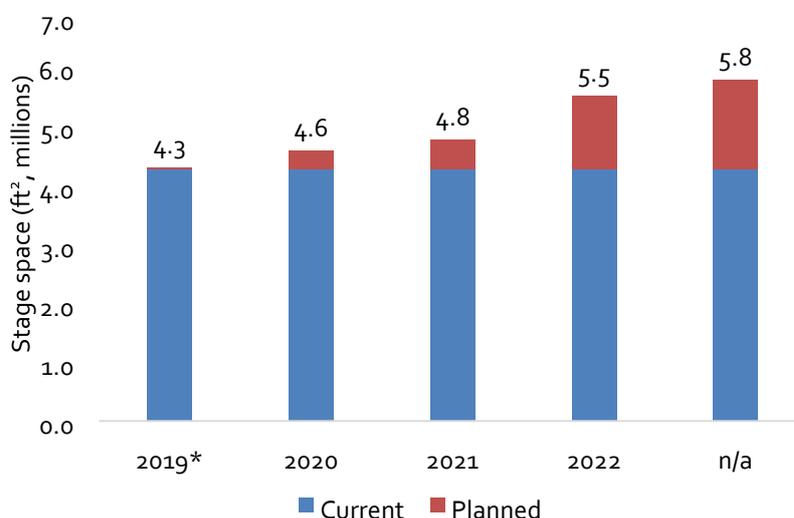
The UK’s current stage space capacity, and the planned additions over the next few years are modelled in Figure 10. This shows that, by 2022, an additional 1.2 million ft² of additional stage space is planned. It should be emphasised that planned additional space is unlikely to translate into additional market capacity, due to reasons such as planning consent. This is relevant for Sky Studios Elstree, for example, a 32-acre site that will consist of 14 soundstages all over 20,000 ft². The development, expected to open in 2022, is subject to planning consent.³²

³⁰ UK investors launch £500m UK studio fund, acquire Twickenham Studios. Screendaily, 2nd March 2020

³¹ New \$292 Million Film & TV Studios to Be Built in Ashford, South-East England. Variety, 22nd March 2020

³² Sky to Develop Major New Studio at Elstree. Elstreestudios.co.uk

Figure 10: Current and Planned Stage Space in the UK, 2019-2022



Source: Olsberg•SPI. Notes: 2019 counts developments that were planned to come onto market in 2019; 'n/a' includes planned studios/expansions where no launch year was available.

3.3. Relevant Market Trends

It is important to consider the studio pipeline in the UK alongside current market trends – particularly the willingness of major global producers to undertake long-term leases of space.

Until recently, the majority of the UK’s studios were independent of major producers, with the exceptions being Warner Bros. Studios Leavesden and facilities operated by public service broadcasters.

Reflecting the limited supply in the UK studio market however, in 2019 several major US production companies announced long-term commitments to studio facilities, as well as plans to develop new infrastructure.

This includes Netflix which, in July 2019, announced that it had reached a deal with Shepperton Studios to lease 14 stages for what is expected to be at least 10 years.³³

In September 2019, Disney signed a similar deal to lease most of Pinewood Studios in Buckinghamshire, again reportedly for 10 years.³⁴

In December, Sky announced a new 14-stage studio in Elstree, which will be made with the backing of Comcast (Sky’s new owner) and NBCUniversal (Sky’s sister company under Comcast), with Legal & General developing the site and providing financing. The stakeholders announced that the site would have capacity to host third-party productions.³⁵

³³ Netflix strikes production deal with Shepperton Studios. The Guardian, 3rd July 2019

³⁴ Disney books out Pinewood Studios/ The Times, 8th September 2019

³⁵ Sky to develop major new studio at Elstree. Ibid

Together, these deals represent at least 862,000 ft² of stage space, or around a third of the UK's current dedicated stage space of 2.6 million ft².

Moreover, the growth in series is putting more pronounced pressure on studio space because of the fact that production cycles are longer than with feature films. This is evidenced by the fact that while feature film spend in the UK increased by 24% between 2015 and 2019, spend from HETV increased by 93% over the same period.

3.4. The Opportunity to Attract a Major Producer

As outlined, there is a trend towards a long-term lease model in the UK. However, these deals have focused on two of the UK's most established and significant production facilities close to London with a cohesive offer and access to the UK's most developed specialised workforce base. Sky's deal focuses on a new-build facility in London.

The potential for TBYS to achieve such a deal with a major producer is more limited for a number of reasons – not least the fact that many majors are now committed at sites in the UK. Because of the consolidation of US production companies (HBO and WarnerMedia are both owned by AT&T, Disney recently acquired 21st Century Fox and Hulu), the deals above, along with Warner Bros.' ownership of Warner Bros. Studios Leavesden, mean that the majority of the major US producers are now committed in the UK.

However, the demand for content is strong enough that these companies will likely require more space than the deals include – for example Netflix, which produced 50 television shows and films in the UK and spent \$500 million (£380 million) in 2019, is likely to need more than the c. 160,000 ft² it has leased at Shepperton.

It should also be noted that producers acquiring studio space have largely focused on a rental, rather than a purchase, model.

While Bristol's attractiveness is underlined by the establishment of Channel 4 in the city, the factors above and the limited workforce will be further barriers.

While attracting a major producer is challenging, TBYS can certainly compete for a high-value returning series for global broadcasters and streaming services given its previous experience in this area.

Such projects can bring highly-significant impacts over a multi-year timeframe. For example, in Northern Ireland, *Game of Thrones* made a huge impact on the economy and on the local production sector.

The possibility of this will of course be increased by the creation of dedicated shooting space at Hawkfield Road, given limitations in supply elsewhere.

4. FINANCIAL FORECASTS AND MODELLING

This section provides a detailed breakdown of SPI’s financial modelling in relation to the future of TBYS.

4.1. Assumptions

A key part of this Study has been the creation of a financial model which takes into account both the planned housing development, which is expected to affect four of the main filming spaces at TBYS’ current site, and the potential incorporation of new space at Hawkfield Road.

4.1.1. Hawkfield Road

The site at Hawkfield Road has been acquired by BCC with the intention of developing it as part of TBYS, subject to a supportable business case.

Hawkfield Road has been surveyed and planned for development by a separate team at AHR – commissioned separately by the Client – which has determined the site to be fit for development and has created a specification for development. The financial model outlined in this section is based on that specification in terms of the number and size of potential stages, as outlined in the following table.

Table 3: Hawkfield Road – Number and Size of Stages

Stage	Type	Size
Stage 1	Conversion	9,590 ft ²
Stage 2	Conversion	12,303 ft ²
Stage 3	Conversion	14,240 ft ²
Stage 4	Newbuild	31,000 ft ²
Stage 5	Newbuild	18,000 ft ²
Total		85,113 ft²

In terms of purchase price and capital costs, Hawkfield Road cost BCC £5 million. To convert the existing building on the site to create three stages plus support facilities is expected to cost £2.5 million, and to build two new stages as above will cost an estimated £10.5 million.

Although not specified by AHR, SPI has assumed for its model that 13,527 ft² of office space will be available at Hawkfield Road. This figure was reached using the plans provided by AHR for the available office space at the main building (estimated 3,414 ft²), and from the marketing materials for Hawkfield Road, which give a figure of 10,113 ft² for the ‘Head Office Building’.³⁶

4.1.2. Spaces and Occupancy

The financial model tests a range of potential scenarios, including the following stage composition options provided by the Client.

³⁶ Hawkfield Business Park marketing materials, Appendix A of the BCC Hawkfield Road acquisition documents

Table 4: TBYS Stage Composition Options

Composition Option	No. of Studios, Current Site	No. of Studios, Hawkfield Road	Total No. of Studios
Option 1	4 of 8 studios permanently unavailable from January 2022	None	4
Option 2	4 of 8 studios permanently unavailable from January 2022	3 converted studios	7
Option 3	4 of 8 studios permanently unavailable from January 2022	3 converted studios and 2 newbuild studios	9
Option 4	4 of 8 studios temporarily unavailable from January 2022 – back online January 2025	3 converted studios	11
Option 5	4 of 8 studios temporarily unavailable from January 2022 – back online January 2025	3 converted studios and 2 newbuild studios	13
Option 6	Current site not included	3 converted studios	3
Option 7	Current site not included	3 converted studios and 2 newbuild studios	5

Source: TBYS

These options were then tested against three different occupancy models. The occupancy models reflect a ‘baseline’ occupancy, which is affected by factors including the availability of studio space and the effect on ancillary facilities. The three baseline occupancy levels are as follows:

- **Low** (50% occupancy)
- **Middle** (70% occupancy, which is the 2019 average across TBYS’ current site)
- **High** (80% occupancy).

For the composition of Hawkfield Road in terms of stages and other leasable space, SPI has used Option 1A from AHR’s *Stage One Report*, as well as estimates from the Client regarding the size of the potential newbuild studios.

The four stages at the current TBYS site which are expected to close, either permanently or temporarily, in all five scenarios are Studio 2, Studio 3, Studio 6, and the Export Warehouse. These will be unavailable between 2021-22 and 2023-24 as a result of the first phase of nearby housing development.

4.1.3. Rates

The financial model calculates the estimated income and expenses using assumed rates for the yearly cost of renting a square foot of stage, office, workshop/flexible, or ancillary space.

Different rates are assumed for the different types of spaces in line with TBYS' current pricing model.³⁷

Reflecting the differences between the current site and the expected development at Hawkfield Road, SPI's indicative rates for the latter site are higher for all types of space. The studios at Hawkfield Road would be larger, and the office space and other facilities would be more modern – particularly in the case of newbuild stages.

The indicative rates for the current site are based on TBYS' existing rate card.

The indicative studio rates for Hawkfield Road are based on TBYS' existing rates, the suggested rate of £█ per ft² per year provided by TBYS, and a 2018 report by commercial real estate consultants Lambert Smith Hampton (LSH).³⁸

LSH's research generated the following indicative rents for 20,000 ft² stages at UK studios outside of Greater London:

- £13 per ft² per year for repurposed warehouses
- £25 per ft² per year for purpose-built film studios.

The 2020-21 financial year rates for TBYS as used in the business plan are set out below. **Table 5: Forecast TBYS Rates, Financial Year 2020-21**

Site	Type of Space	Rate (ft ² /year)
Current Site	Stages	£█
	Offices	£█
	Workshop/Flexible	£█
	Ancillary	£█
Hawkfield Road	Stages	£█ (£25 also modelled for Options 3, 5, and 7)
	Offices	£█
	Workshop/Flexible	£█
	Ancillary	£█

If newbuild stages were added at Hawkfield the rates could increase overall, as the studio offer would be of a higher quality. We therefore also projected Options 3, 5, and 7 – the scenarios involving newbuild studios – assuming £25 ft²/year is charged for stage space at Hawkfield Road.

At present, TBYS adds █% annually to its rates for clients. Bearing this in mind, the financial model assumes that a █% increase will be made to these rates for each year. This means, for instance, that in 2029-30, TBYS will be charging £█ per square foot of stage space at Hawkfield Road.

³⁷ The Hawkfield Road site will have offices and studios. There is no option for permanent tenancies at the site, which should remain at the existing TBYS site to ensure they can continue to provide income

³⁸ Sites, Camera, Action! Lambert Smith Hampton, 2018

4.1.4. Expenses

Against the income from studios and other rentable spaces, the financial model factors in the operational costs of running the facility. These costs differ across each scenario, as they are influenced by the number and availability of stages. In line with the Office for Budget Responsibility’s inflation rate, SPI has assumed a 2% inflation rate on expenses for the 10 financial years covered in the business plan.

The business plan assumes that 9% of TBYS’ total annual income comes from utility recharges.

Assuming the current site was fully operational, and that Hawkfield Road was developed with three converted stages, the annual expenses (provided by TBYS) are estimated as follows.

Table 6: Indicative Annual Expenses for TBYS (Current Site and Hawkfield Road)

Site	Category	Annual Cost (£)
Current Site	Administration	325,429
	Site Cleaning	50,100
	Repairs, Maintenance, Facilities Management	285,685
	Security/Access/Fire	142,475
	Utilities	181,816
	Business Rates	186,291
	IT & Comms	103,220
	Internal Trading/Central Charges	18,500
Hawkfield Road	Administration	46,900
	Site Cleaning	31,700
	Repairs, Maintenance, Facilities Management	130,700
	Security/Access/Fire	67,500
	Utilities	44,500
	Business Rates	165,155
	IT & Comms	17,000
	Internal Trading/Central Charges	2,000

In years where studios are not operational, the costs above are not expected to dramatically change. The expenses for the current site are reduced by 2% in the years where four studios are available.

The costs for Hawkfield Road are estimates based on a site where three studios are converted. In the models where two newbuild stages are included at Hawkfield Road, the costs for this site are projected to increase by 10%.

For Options 6 and 7, SPI removed the expenses for the current site and used a different set of expenses for Hawkfield Road, which were provided by the Client. These are as follows: **Table 7: Indicative Annual Expenses for Standalone Hawkfield Road Options**

Hawkfield Road	Administration	172,000
-----------------------	----------------	---------

Site Cleaning	41,700
Repairs, Maintenance, Facilities Management	187,925
Security/Access/Fire	81,000
Utilities	147,000
Business Rates	165,155
IT & Comms	-
Internal Trading/Central Charges	-

4.2. Income/Expenses Projections

Note: These financial projections do not account for recent and future impacts of COVID-19 on film and television production. Also, the projections do not include any 'meanwhile' use of the four affected stages in overall income figures.

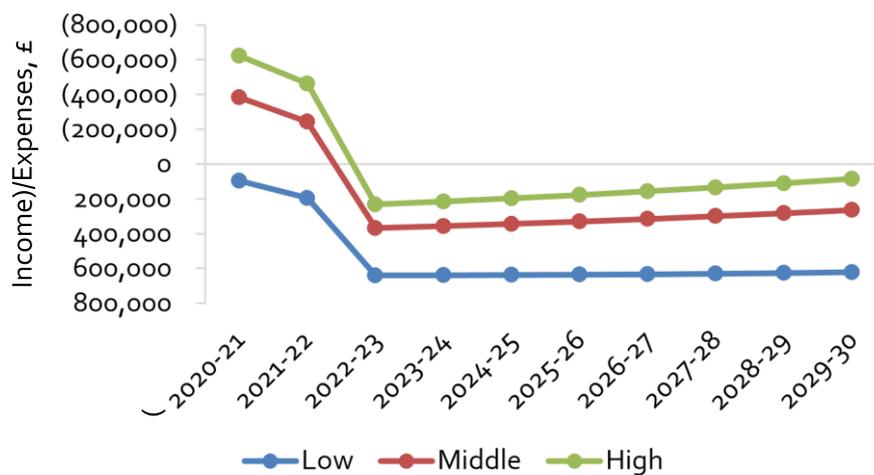
4.2.1. Option 1

The Option 1 scenario assumes that the four stages affected by the first phase of housing development are made permanently unavailable from January 2022. It also assumes Hawkfield Road is not incorporated into the business.

This means that no capital costs are included in this model, as there would be no development of converted/new space, and the purchase price of Hawkfield Road would not apply.

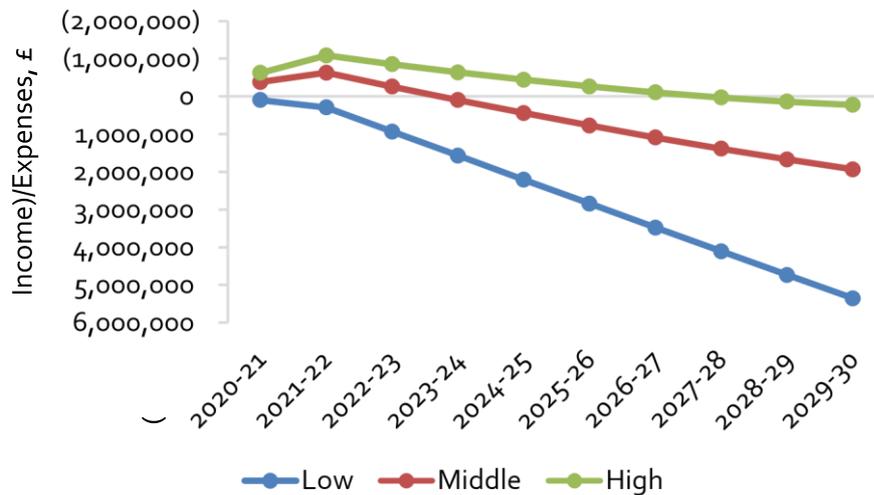
As shown below, the permanent removal of space would significantly affect income at TBYS and the studio would make a substantial loss each year if it continued at the current level of occupancy (70%).

Figure 11: Option 1 – Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

Figure 12: Option 1 – Cumulative Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

Note that this model does not take into account any repurposing of offices or warehouses for non-studio tenants. If four studios at TBYS' current site were permanently closed, based on this model we would advise that additional income could be generated by letting offices and other TBYS spaces to non-studio tenants.

4.2.2. Option 2

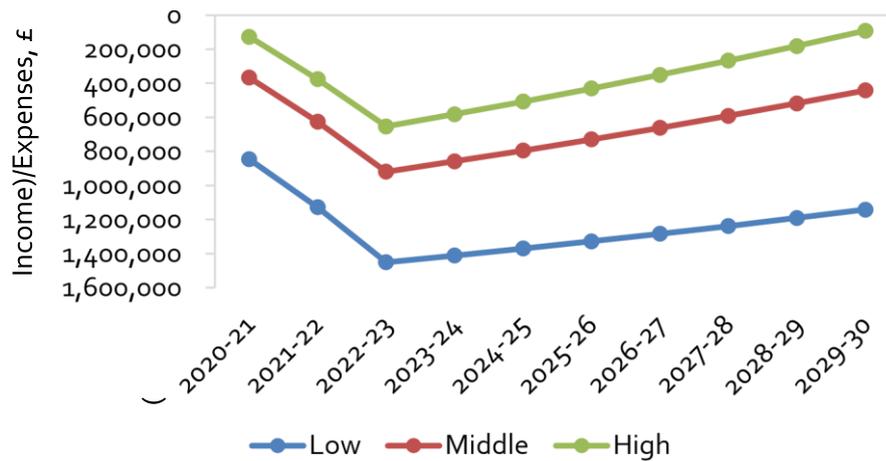
The Option 2 scenario assumes that the four studios affected by the first phase of housing development are made permanently unavailable from January 2022. It also assumes that Hawkfield Road is acquired and converted into three stages with support facilities.

Capital costs for this option would total £7.5 million, comprising the £5 million purchase price for Hawkfield Road as well as £2.5 million for the cost of converting three stages at Hawkfield Road (including support facilities). The tables below show these capital costs paid in instalments over 10 years, with the 3.11% interest rate provided by the Client factored in.³⁹

As above, the permanent removal of space would significantly affect income at TBYS, and the high capital costs and interest would create a substantial annual loss.

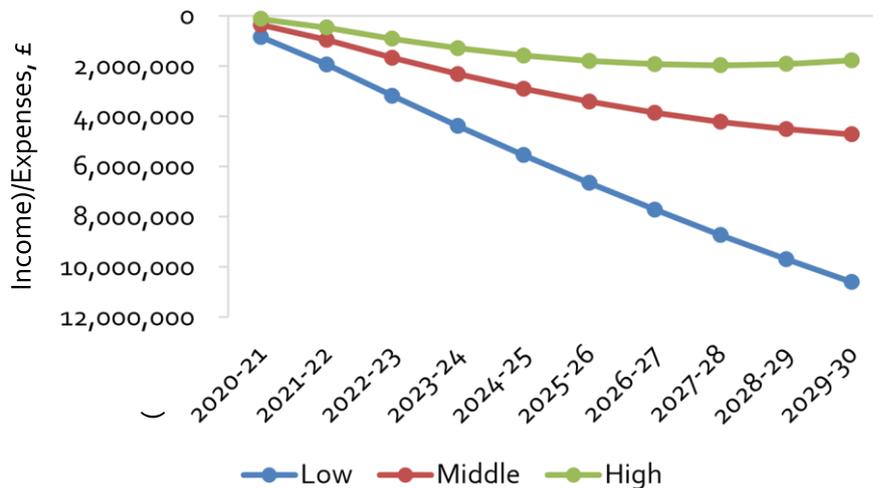
³⁹ This 3.11% interest rate has been added to the purchase price of Hawkfield Road and the capital costs of conversion / new build studios (if applicable, depending on the option). In the case of a 10-year repayment plan, annual repayments are one tenth of the purchase price and capital costs plus any interest on the remaining balance from the previous year. This means that the full amount, plus interest, will be repaid within 10 years

Figure 13: Option 2 – Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

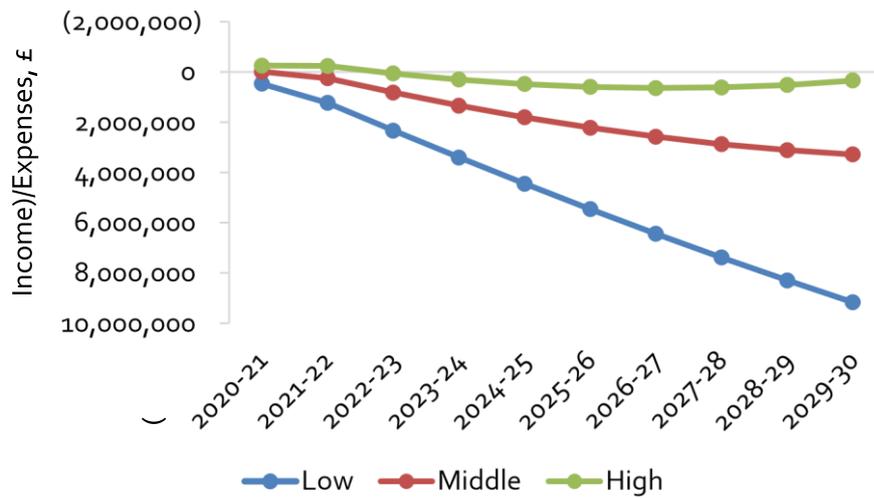
Figure 14: Option 2 – Cumulative Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

The figures above project that this option would not be financially viable in the 10-year period due to the high capital costs. It is notable that if the repayment period for the purchase price and capital costs is extended to 20 years, rather than 10 years, the studio is potentially viable at the high rate of occupancy (80%) – though would make a cumulative loss over the period in question.

Figure 15: Option 2 – 20-year Repayment Period Cumulative Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

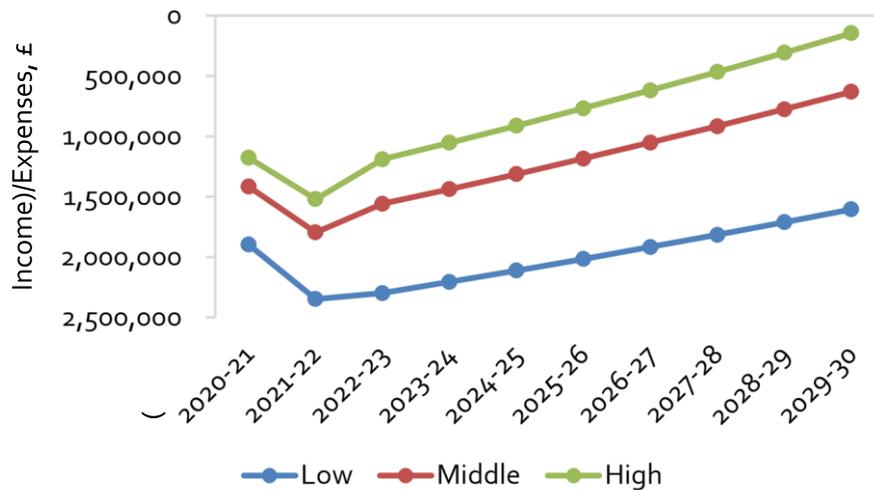
4.2.3. Option 3

The Option 3 scenario assumes that the four studios affected by the first phase of housing development are made permanently unavailable from January 2022. It also assumes that Hawkfield Road is acquired and converted into three stages with support facilities, and that two new stages are built at Hawkfield Road with relevant support facilities.

Capital costs for this option would total £18 million, comprising the £5 million purchase price for Hawkfield Road, £2.5 million for the cost of converting three stages at Hawkfield Road, and £10.5 million to build two new stages. Figure 16 and Figure 17 show these capital costs paid in instalments over 10 years, with an annual interest rate of 3.11%.

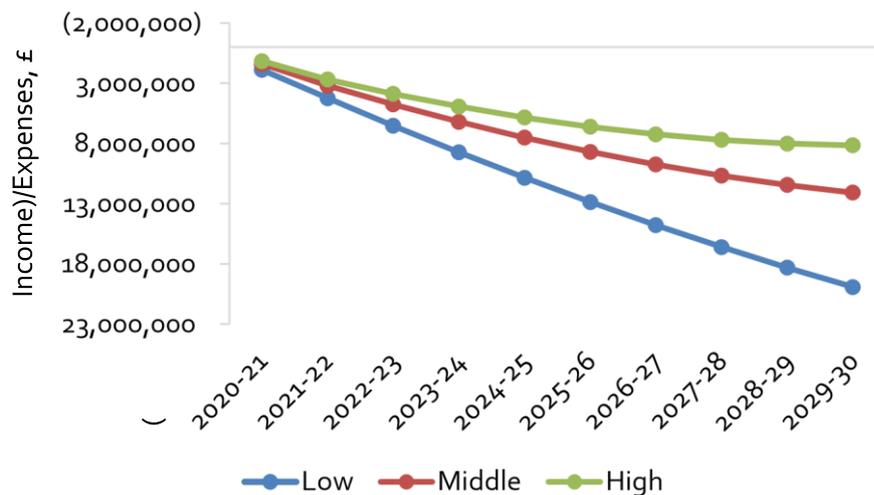
The permanent removal of space would significantly affect income at TBYS. As with the other models, a small (2%) reduction in costs at the main site is forecast after the studios are unavailable for use. For Hawkfield Road, a 10% increase on base expenses is assumed relative to models where no new stages are built.

Figure 16: Option 3 – Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

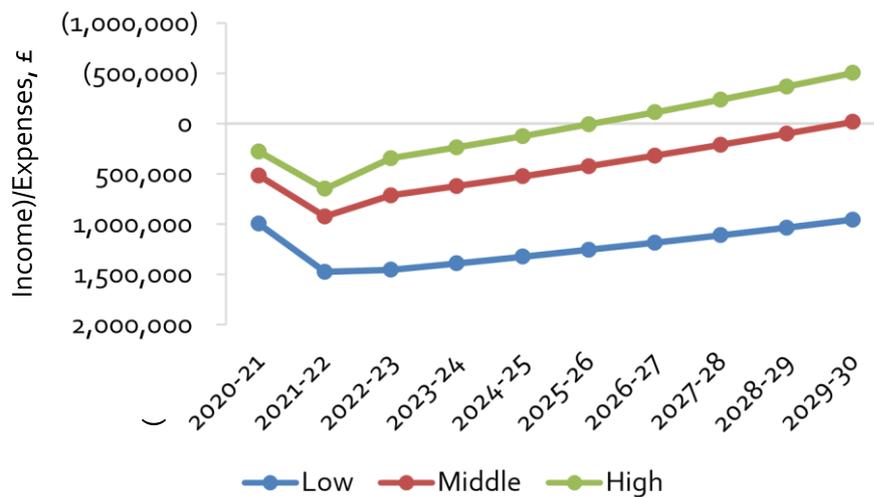
Figure 17: Option 3 – Cumulative Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

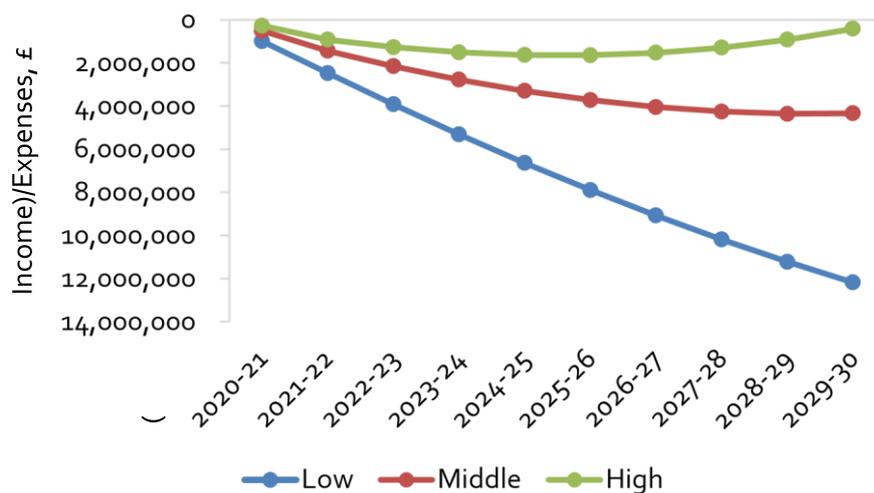
The high capital costs associated with building two new stages (£10.5 million) with the according interest payments mean that this option is better suited to a longer repayment period. The charts below show the same scenario with a 20-year repayment plan.

Figure 18: Option 3 – 20-year Repayment Period Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

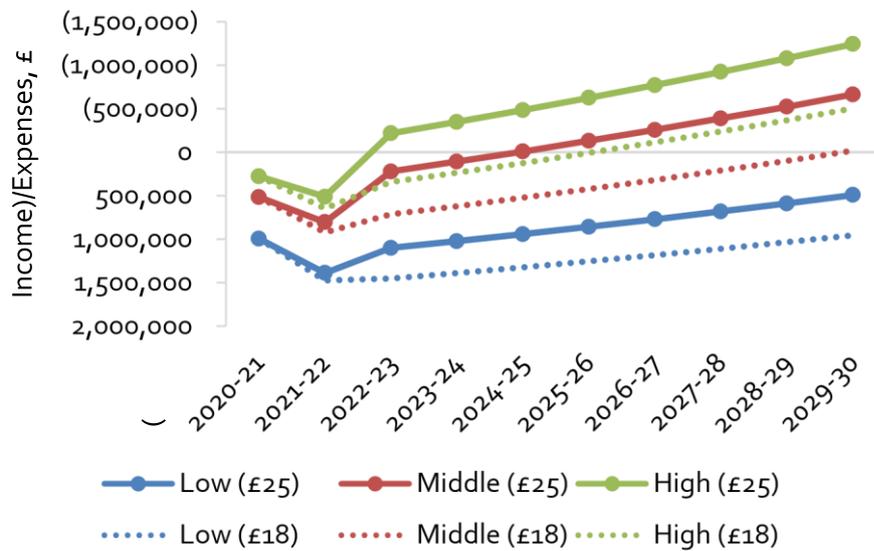
Figure 19: Option 3 – 20-year Repayment Period Cumulative Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

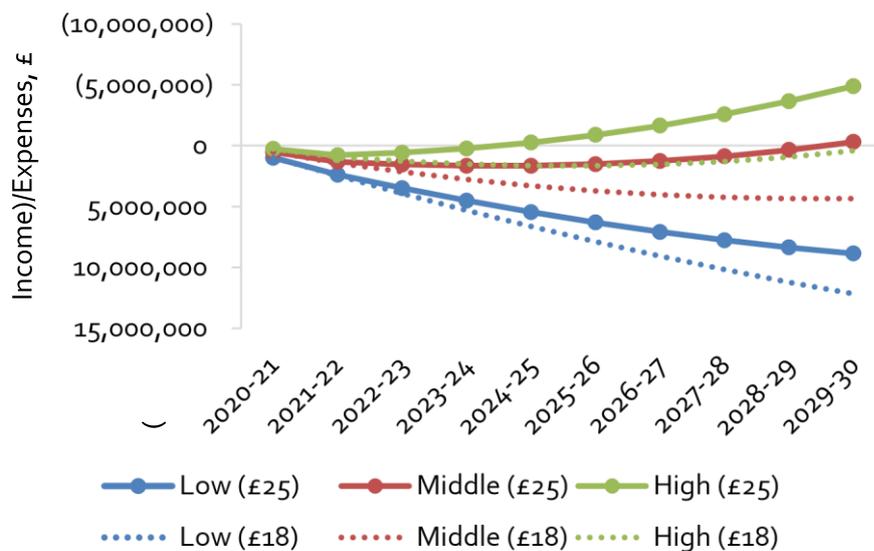
The two newbuild stages included in this model mean that the stage rate at Hawkfield Road could be increased from £15 ft²/year to £25 ft²/year. The charts below show the projected impact of making this change. They assume a 20-year repayment plan.

Figure 20: Option 3 – 20-year Repayment Period Annual (Surplus)/Loss Projections, Hawkfield Road Stage Rate Comparison



Source: Olsberg•SPI

Figure 21: Option 3 – 20-year Repayment Period Cumulative Annual (Surplus)/Loss Projections, Hawkfield Road stage rate comparison



Source: Olsberg•SPI

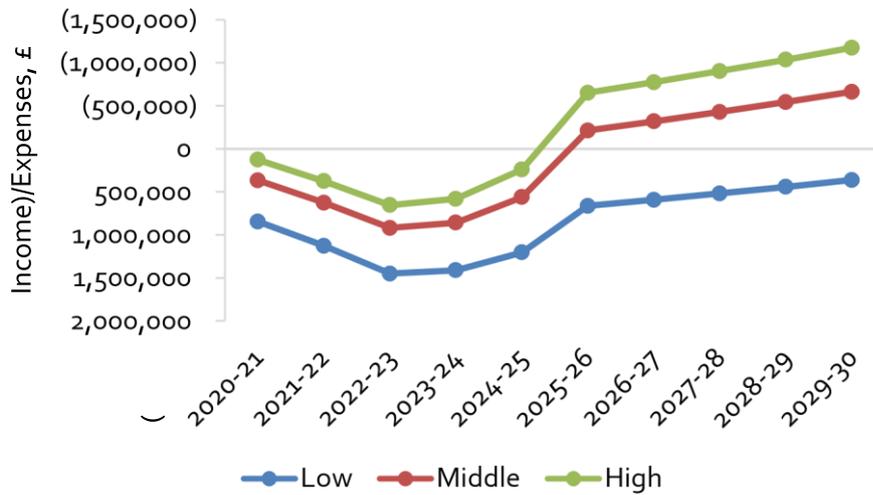
4.2.4. Option 4

The Option 4 scenario assumes that the four studios affected by the first phase of housing development will be unavailable for three years starting January 2022. These stages will then come back online and will be used going forward. It also assumes that Hawkfield Road is acquired and converted into three stages with support facilities, but does not include any new stages.

Therefore, the capital costs for this option would total £7.5 million, comprising the £5 million purchase price for Hawkfield Road and £2.5 million for the cost of converting three stages at

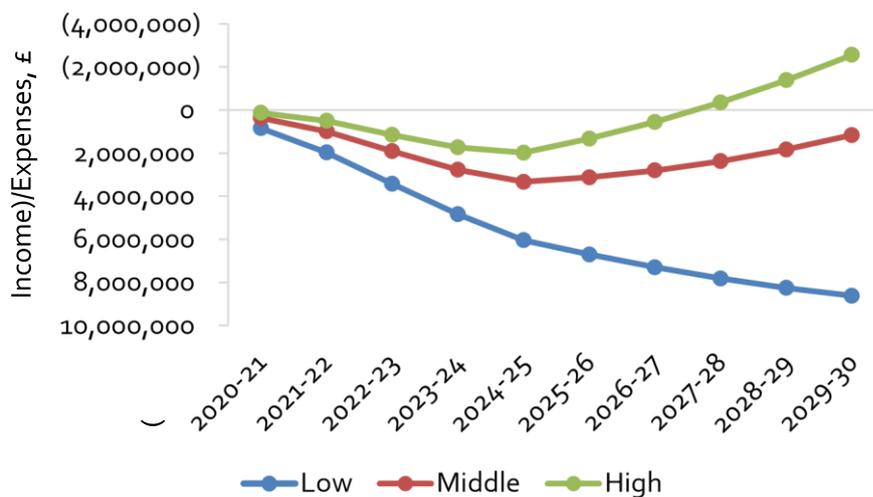
Hawkfield Road. Figure 22 and Figure 23 show these costs repaid over a 10-year period with an annual interest rate of 3.11%.

Figure 22: Option 4 – Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

Figure 23: Option 4 – Cumulative Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

The reintroduction of stages at the current site means that, for this scenario, the business would return to an annual profit after five years and could be expected to break even after the projected period. However, achieving a 70% occupancy at an 11-stage facility would be subject to further workforce development.

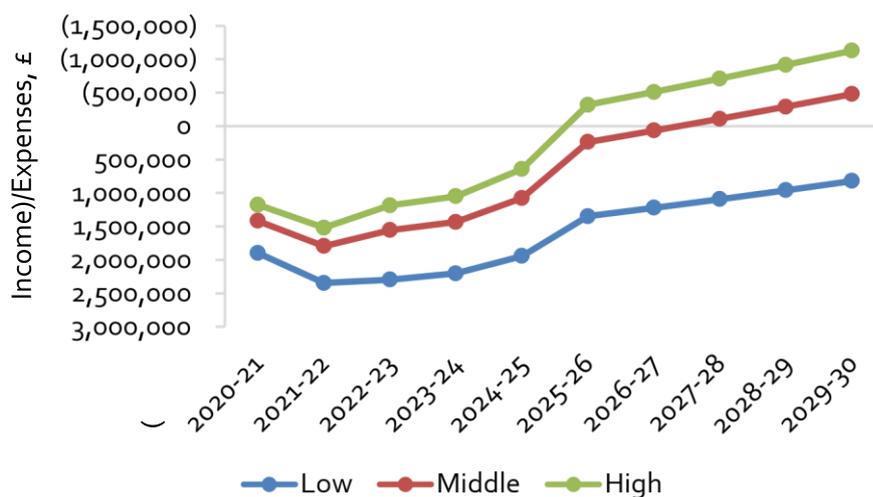
4.2.5. Option 5

The Option 5 scenario assumes the largest facility of those tested. It would ultimately include 13 stages: the four studios affected by the first phase of housing development will be unavailable for three years starting January 2022, but will come back online and be used going forward; at Hawkfield Road this scenario assumes three stages will be converted in the main building and two new stages would be built.

Capital costs for this option would total £18 million, comprising the £5 million purchase price for Hawkfield Road, £2.5 million for the cost of converting three stages at Hawkfield Road, and £10.5 million to build two new stages. Figure 24 and Figure 25 show these capital costs paid in instalments over 10 years.

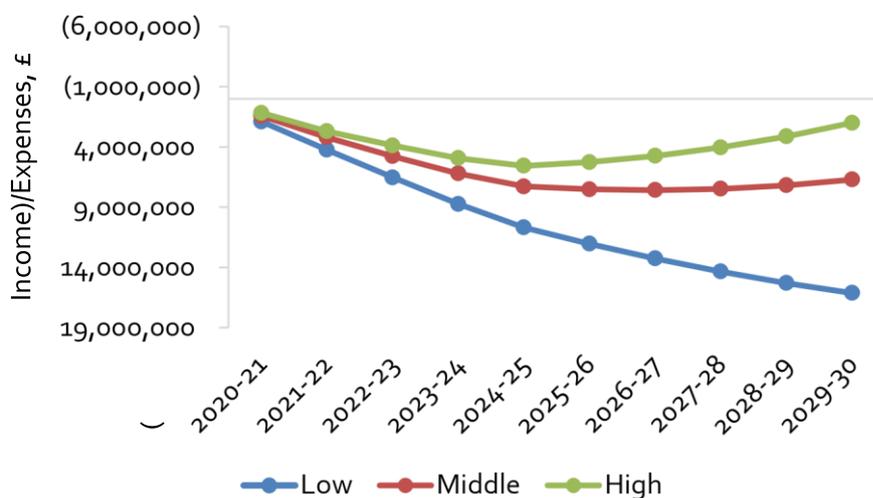
In this scenario the highlighted costs in Section 4.1.4 would be reduced relative to the studio space during housing development and would return to normal after the housing development is completed.

Figure 24: Option 5 – Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

Figure 25: Option 5 – Cumulative Annual (Surplus)/Loss Projections

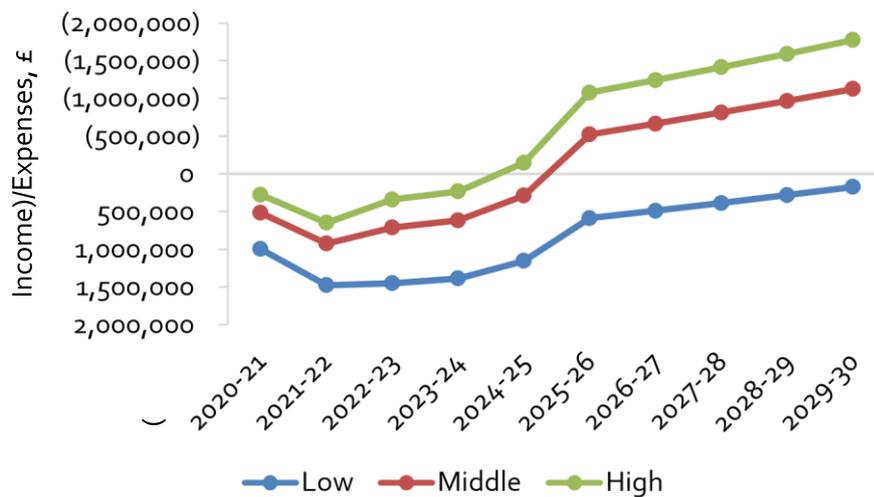


Source: Olsberg•SPI

The model shows a return to annual profit in the sixth operational year (2025-26) assuming a high occupancy level, or in 2027-28 assuming a middle occupancy level. The studio would not break even in the 10-year period.

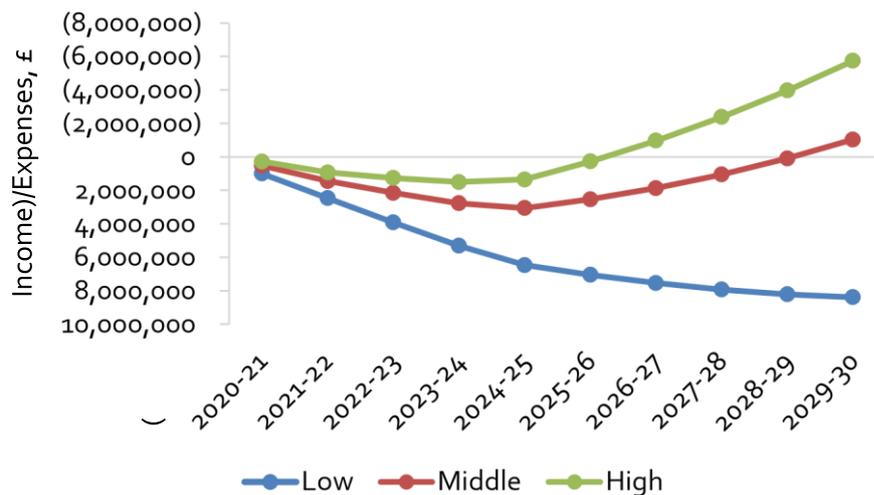
If Option 5 was chosen to go forward, a 20-year repayment period as opposed to the 10-year model shown above, has a positive effect on the business case, outlined below.

Figure 26: Option 5 – 20-year Repayment Period Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

Figure 27: Option 5 – 20-year Repayment Period Cumulative (Surplus)/Loss Projections



Source: Olsberg•SPI

The two newbuild stages included in this model mean that the stage rate at Hawkfield Road could be increased from £15 ft²/year to £25 ft²/year. The figures below show the projected impact of making this change. They assume a 20-year repayment plan.

Figure 28: Option 5 – 20-year Repayment Period Annual (Surplus)/Loss Projections, Hawkfield Road Stage Rate Comparison

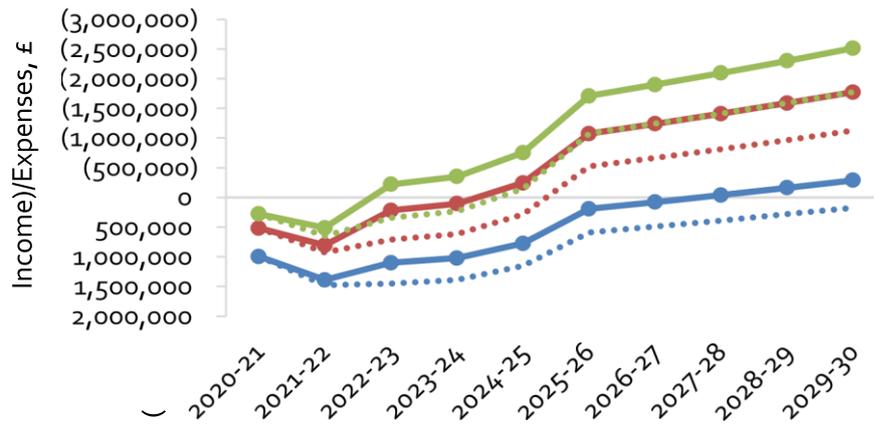
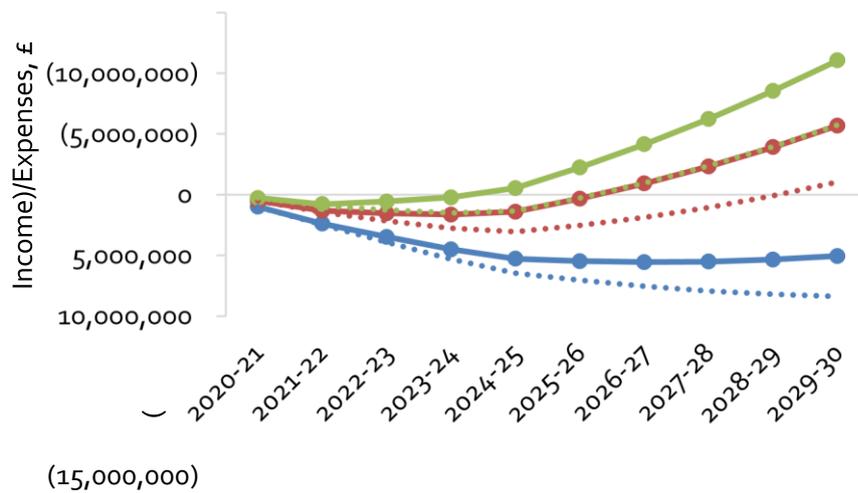


Figure 29: Option 5 – 20-year Repayment Period Cumulative Annual (Surplus)/Loss Projections, Hawkfield Road Stage Rate Comparison



These models show a strong profit for both the middle and high occupancy models. We would however advise caution around these figures, as the model, particularly in the later years, is biased in favour of scenarios which include high amounts of lettable space.

This is because of TBYS' pledge to increase rents to clients by 10% year-on-year, versus the 2% cost inflation for administration, site maintenance and other expenses. This bias applies to all models but is particularly visible here.

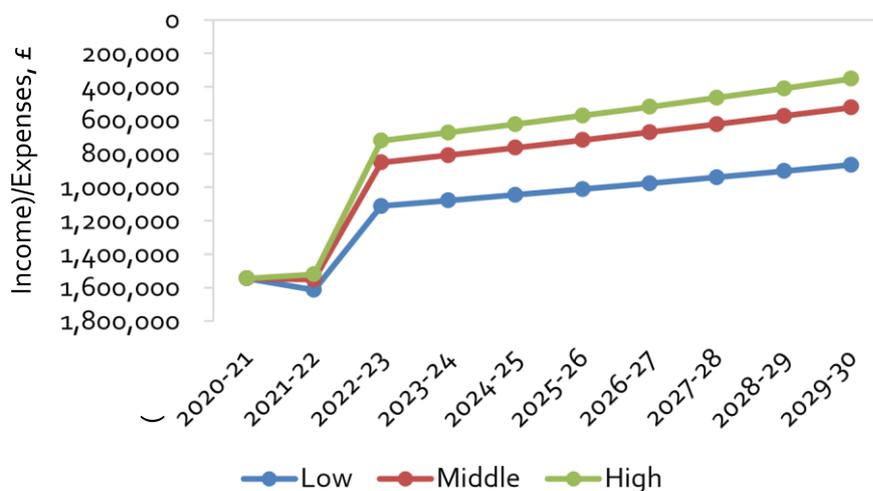
SPI's advises caution around the rapid development of a 13-stage facility in Bristol due to the lack of crew depth city region, and the potential increases in competition over the next few years. Any expansion should therefore be closely linked to a workforce development strategy and phased to enable development of sufficient crew. Phasing would also enable the reassessment of expansion strategy at key points. This could include consideration of building new stages at Hawkfield Road once the converted stages are on stream, so that workforce provision and the competitive landscape can be reassessed.

4.2.6. Option 6

The Option 6 scenario projects the standalone income and expenses for Hawkfield Road, assuming three stages are converted at the site. The model assumes that all annual expenses (capital cost repayment and operational expenses starting at £794,780 in 202021) begin in the first year, while the converted stages come online in January 2021.

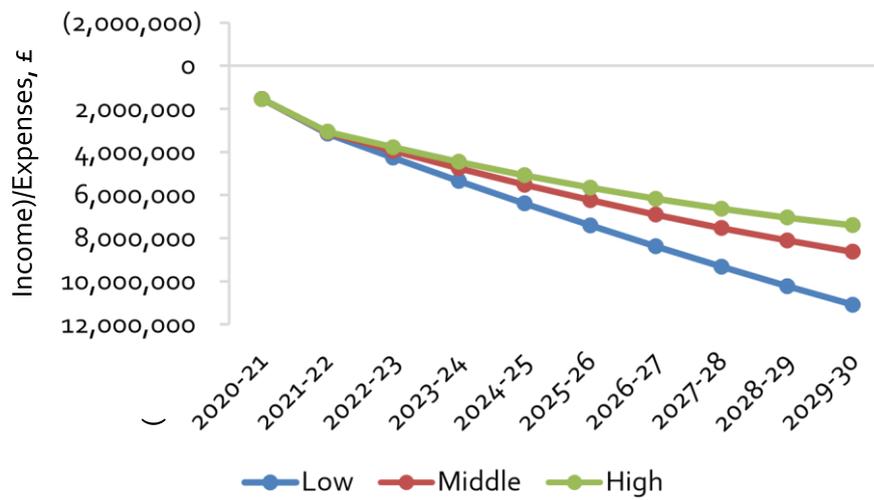
Capital costs for this option would total £7.5 million, comprising the £5 million purchase price for Hawkfield Road, £2.5 million for the cost of converting three stages at Hawkfield Road. Figure 30 and Figure 31 show these capital costs paid in instalments over 10 years.

Figure 30: Option 6 – Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

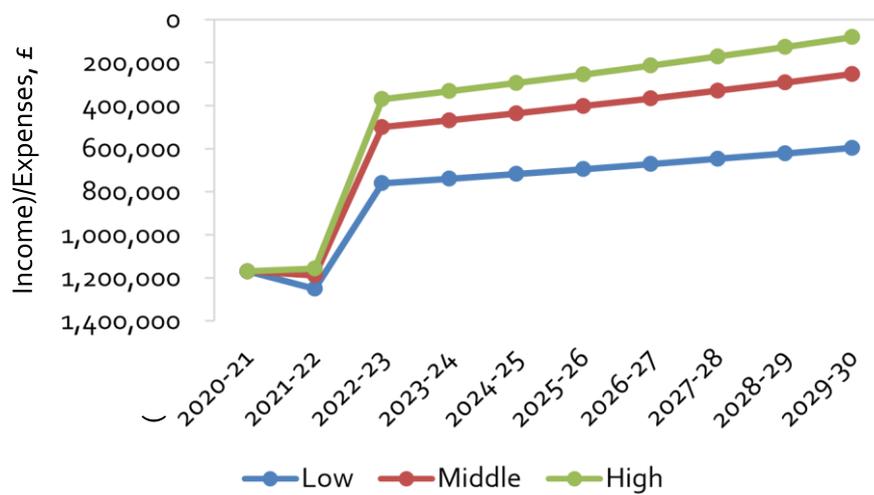
Figure 31: Option 6 – Cumulative Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

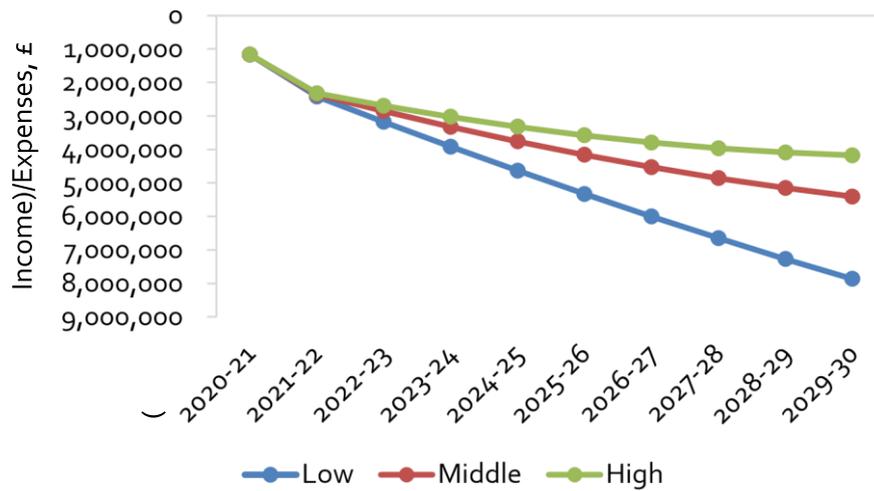
The charts below show the same scenario with a 20-year repayment plan.

Figure 32: Option 6 – 20-year Repayment Period Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

Figure 33: Option 6 – 20-year Repayment Period Cumulative Annual (Surplus)/Loss Projections



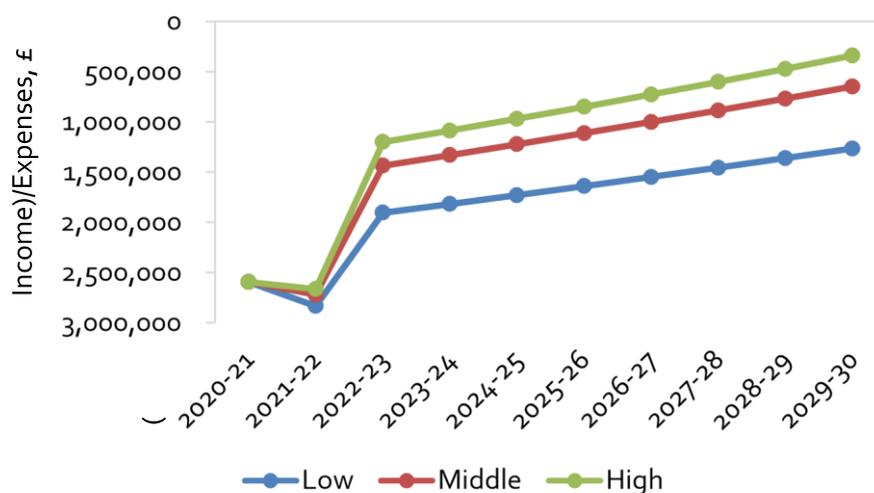
Source: Olsberg•SPI

4.2.7. Option 7

The Option 7 scenario projects the standalone income and expenses for Hawkfield Road, assuming three stages are converted, and two new stages are built at the site. The model assumes that all annual expenses (capital cost repayment and operational expenses starting at £794,780 in 2020-21) begin in the first year, while the converted and newbuild stages come online in January 2021.

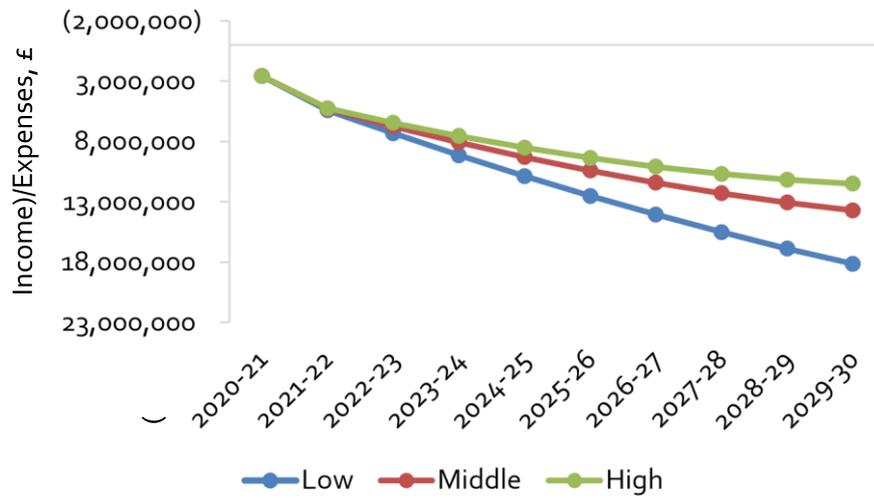
Capital costs for this option would total £18 million, comprising the £5 million purchase price for Hawkfield Road, £2.5 million for the cost of converting three stages at Hawkfield Road, and £10.5 million to build two new stages. Figures 34 and 35 show these capital costs paid in instalments over 10 years.

Figure 34: Option 7 – Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

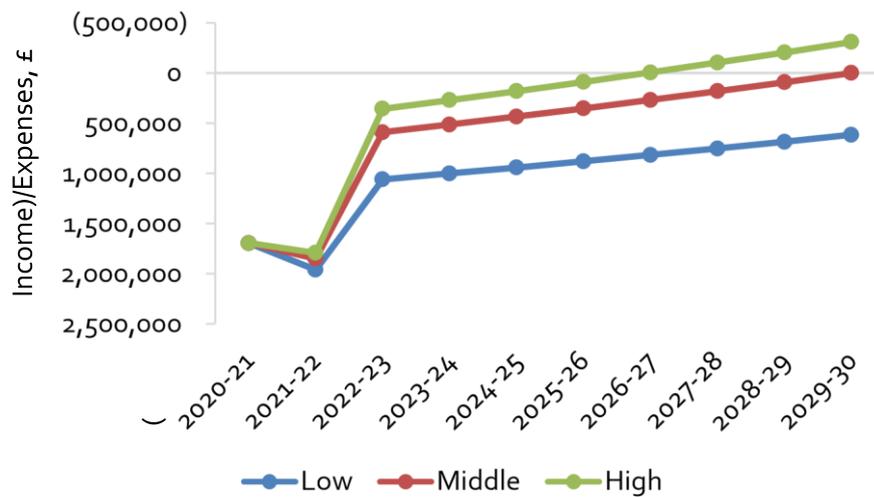
Figure 35: Option 7 – Cumulative Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

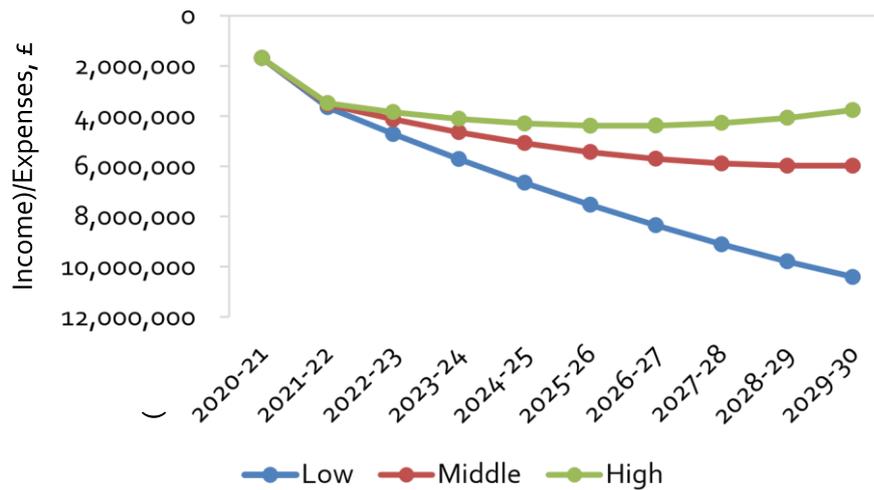
The charts below show the same scenario with a 20-year repayment plan.

Figure 36: Option 7 – 20-year Repayment Period Annual (Surplus)/Loss Projections



Source: Olsberg•SPI

Figure 37: Option 7 – 20-year Repayment Period Cumulative (Surplus)/Loss Projections



Source: Olsberg•SPI

The two newbuild stages included in this model mean that the stage rate at Hawkfield Road could be increased from £15 ft²/year to £25 ft²/year. The charts below show the projected impact of making this change. They assume a 20-year repayment plan.

Figure 38: Option 7 – 20-year Repayment Period Annual (Surplus)/Loss Projections, Hawkfield Road Stage Rate Comparison

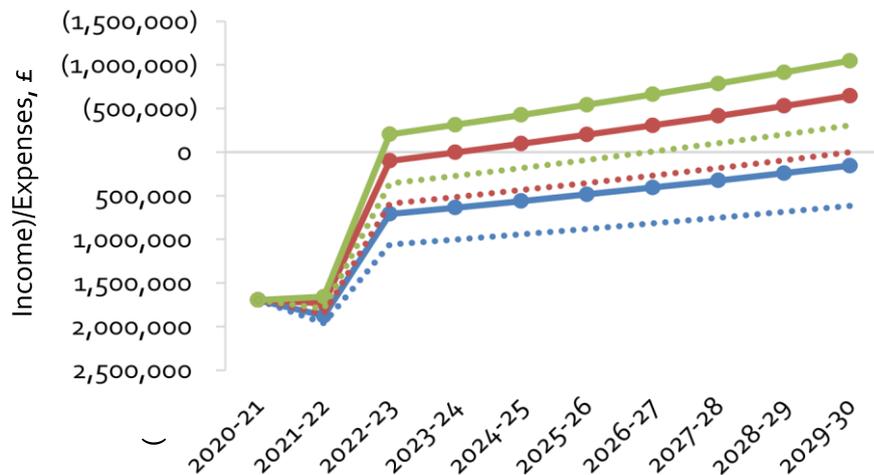
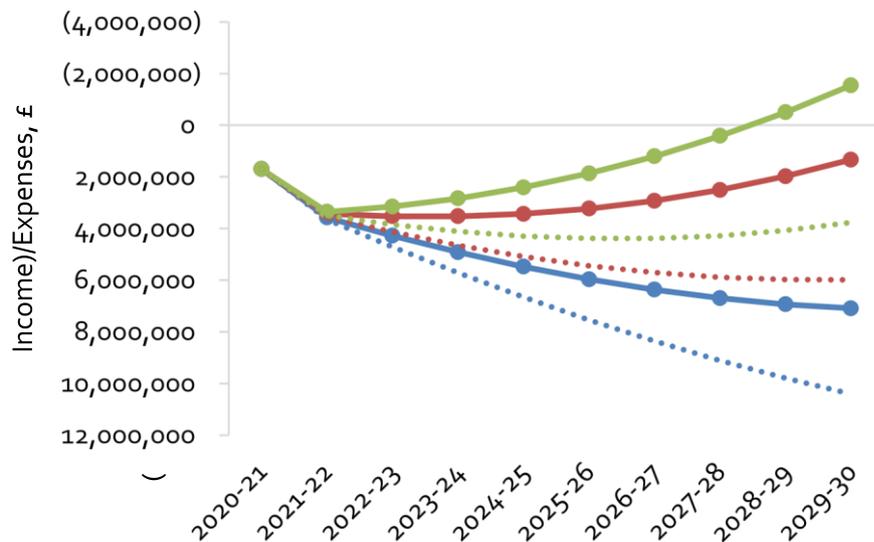


Figure 39: Option 7 – 20-year Repayment Period Cumulative Annual (Surplus)/Loss Projections, Hawkfield Road stage rate comparison

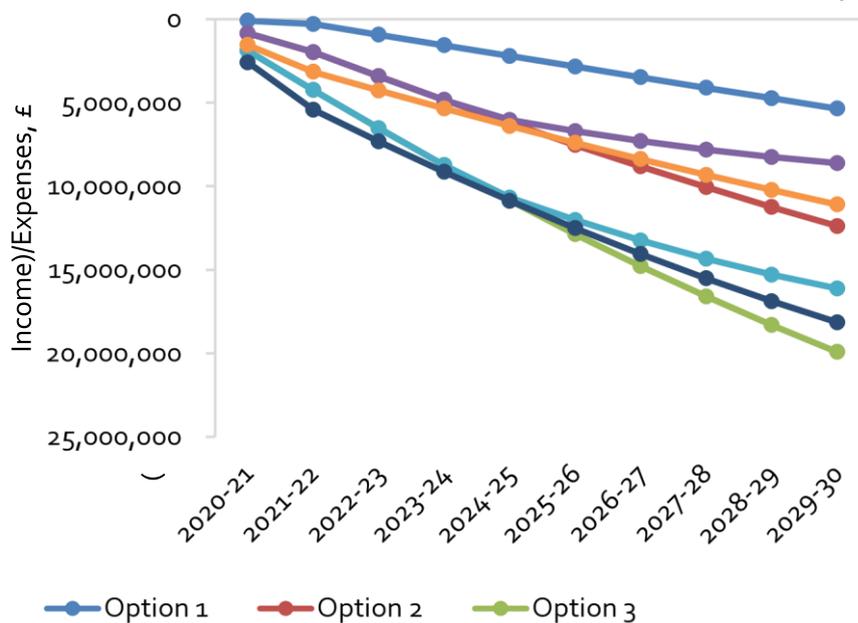


4.3. Comparisons

The charts below show how the different scenarios tested above compare with each other in terms of the cumulative (Surplus)/Loss projections.

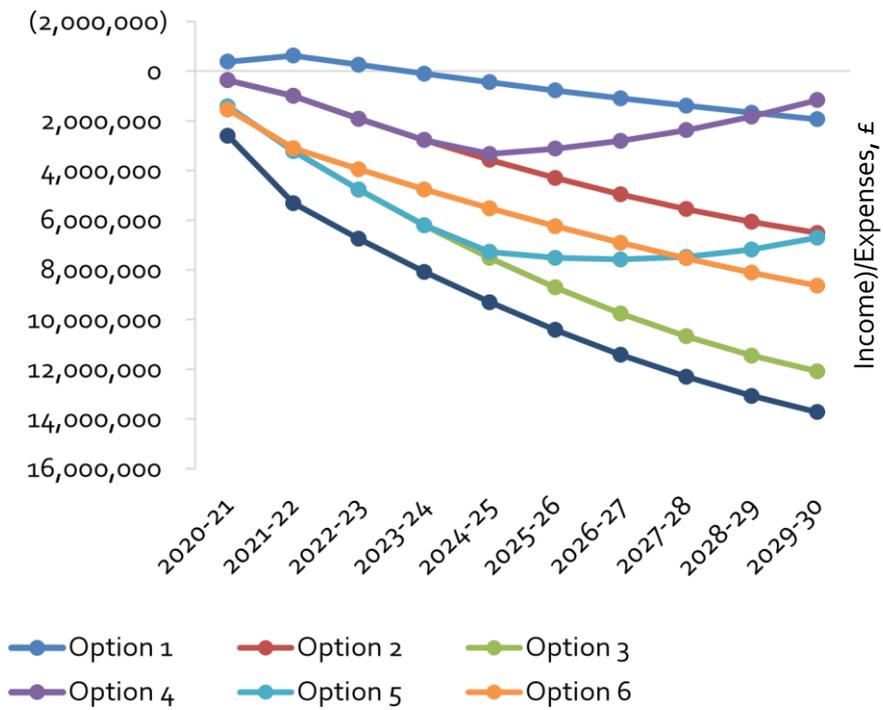
4.3.1. 10-Year Repayment Plan

Figure 40: Cumulative Annual (Surplus)/Loss Comparison – Low Base Occupancy (50%)



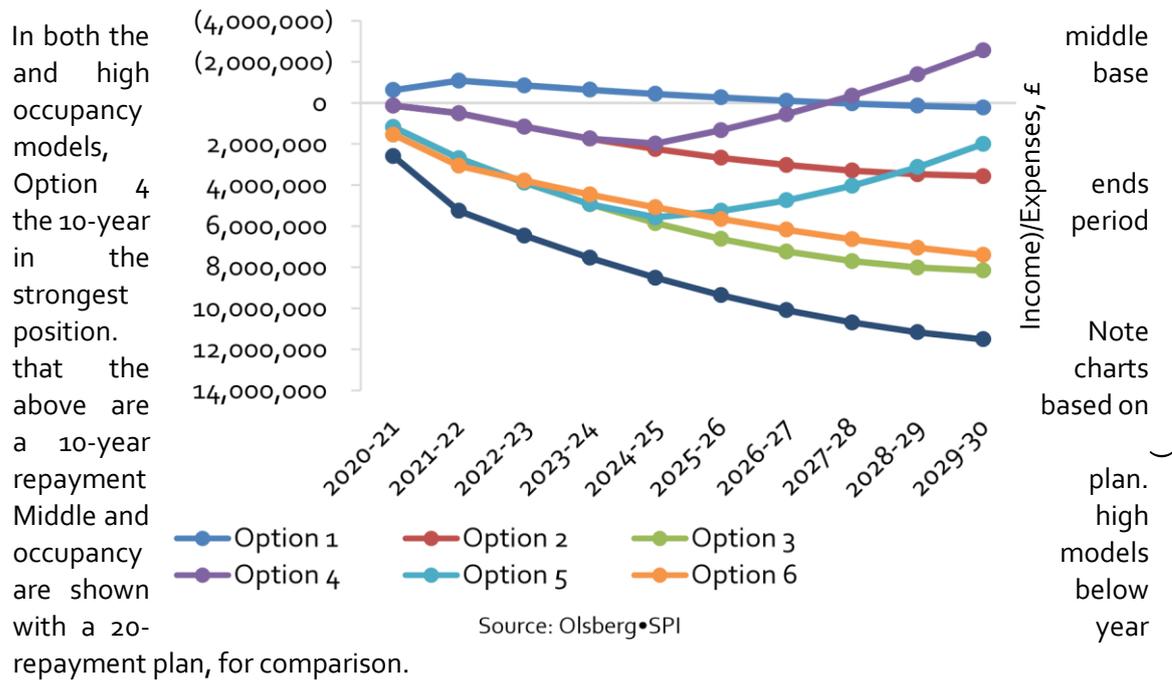
Source: Olsberg•SPI

Figure 41: Cumulative Annual (Surplus)/Loss Comparison – Middle Base Occupancy (70%)



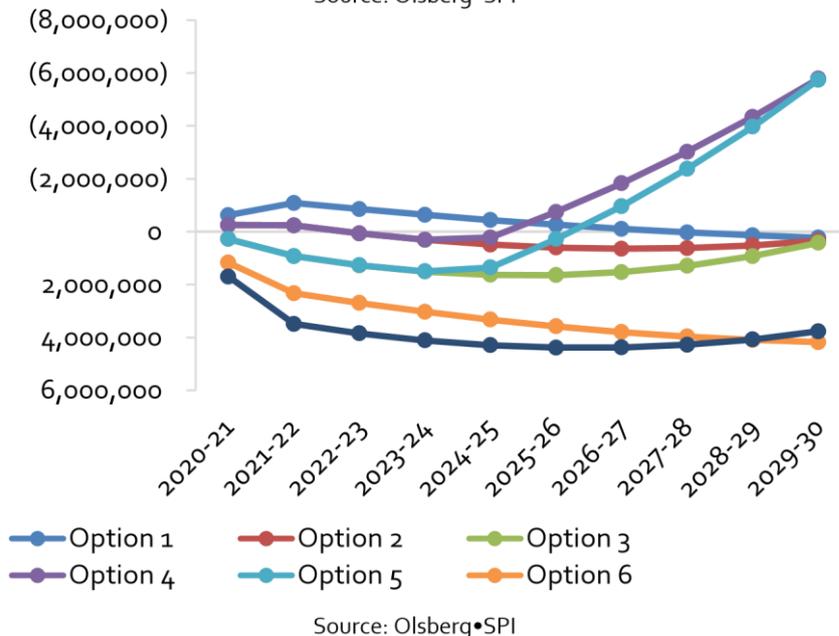
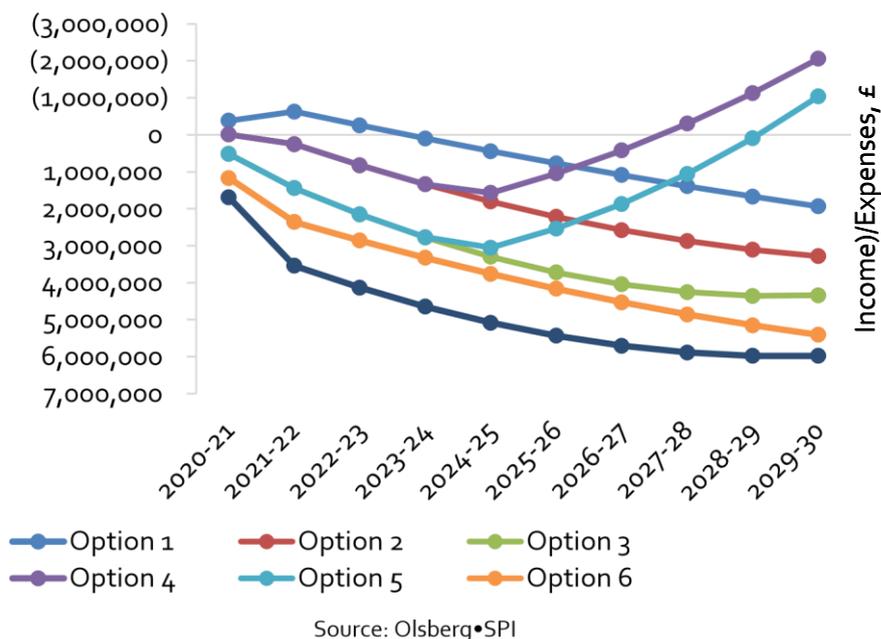
Source: Olsberg•SPI

Figure 42: Cumulative Annual (Surplus)/Loss Comparison – High Base Occupancy (80%)



4.3.2. 20-Year Repayment Plan

Figure 43: Cumulative Annual (Surplus)/Loss Comparison – Middle Base Occupancy (70%)
Figure 44:



Cumulative Annual (Surplus)/Loss Comparison – High Base Occupancy (80%)

4.4. Summary of Findings

Overall, there may be a business case for investing in Hawkfield Road and developing the site as a studio facility. However, for most options there would need to be some form of additional financial support from BCC or other stakeholders to offset the purchase price and capital costs on the business, which have a significant impact on the outlook of the options modelled. Any action to reduce expansion costs to the TBYS business would improve the option models, and make TBYS more likely to turn a profit sooner and put the business in a position to reinvest, invest in a fund as outlined in Section 6, or return profits to BCC.

It should be noted that if TBYS does take on the whole cost of the purchase price and capital costs for conversions and newbuild studios, these would not be “lost” expenses – they would

add permanent assets to the TBYS business, and these assets would hold their value into the future beyond the 10-year period in question.

The financial model used to generate these projections is biased towards larger studios with more lettable space (this is particularly visible in Figure 44), but our qualitative research has shown that the larger options likely require additional work to build crew capacity. This represents a risk in adding several major stages to the Bristol market at one time and a phased approach is therefore recommended, which would also enable future reassessment of strategy.

Additionally, if new studios are built at Hawkfield Road, a higher rate of £25 sq ft/year should be charged for stage space, and a repayment model of more than 10 years would be preferable. Adding two new stages at Hawkfield Road would add to TBYS' offer, particularly in terms of the quality of the space, but would require more than double the combined investment required to purchase the site and convert the existing building into a studio.

5. TBYS AS A CATALYST FOR SECTOR GROWTH

In addition to delivering economic impacts for Bristol and the South West, an expanded TBYS would offer strong strategic potential to provide drive sectoral growth, and provide a focal point for the film and television sector in the region – including in crucial areas such as job creation and inclusion. This section provides an overview of this opportunity.

5.1. Context

In the UK, there is an increased realisation that the film and television sector as a critical economic driver. Latest UK Government data show that the creative industries are growing five times faster than the UK's national economy – contributing almost \$13 million to the UK economy every hour.⁴⁰ Film and television is a major element of this. Indeed, strong levels of film and television production helped the UK economy avoid recession in 2019.⁴¹

In Gross Value Added (GVA) terms, the screen sectors supported by UK tax reliefs delivered a total of £7.91 billion for the UK economy in 2016.⁴²

At the regional level, the film and television sector has very strong potential. As outlined in Section 6, several regions in the UK are investing in infrastructure or production funding in order to ensure the flow of valuable film and television projects. While the UK feature film production sector has traditionally been based around London, the flow of drama series to the UK's nations and regions is pronounced in some areas. This includes the multi-year production of *Game of Thrones* in Belfast, *Outlander* in Cumbernauld, Scotland, and *Victoria* outside of Leeds. Manchester has also seen pronounced growth in television production.

Bristol, as a unique and world-renowned centre of creativity and diversity, is primed for further growth. TBYS has already delivered the production of some major projects in the city, while Channel 4's establishment of a commissioning hub in Bristol underlines the city's credibility within the sector.

⁴⁰ UK's Creative Industries contributes almost £13 million to the UK economy every hour. Department for Digital, Culture, Media & Sport. 6th February 2020

⁴¹ Recession fears fall as economy boosted by film and TV industries. Ibid.

⁴² Screen Business. Olsberg•SPI with Nordicity, October 2018. These sectors are film, HETV, animation, video games, and children's television ⁴³ End of year figures. Bristol Film Office

Film and television is already a significant economic contributor in Bristol. According to data from the Bristol Film Office, in 2017/18 total inward investment to the city from production using services provided by the office totalled £15.2 million. While the volume of production was down year-on-year – the office assisted 383 productions in 2017-18, down from 484 – the number of filming days actually increased by 9% year-on-year, to 1,141.⁴³ The level of investment in 2018-19 remained at a similar level of £16 million, according to the Bristol Film Office.

Beyond delivering economic impact, the film and a television sector align closely with elements of both city and region-level strategies. These include:

- *BCC's Business Plan*. This focuses on four themes, including empowering and caring, fair and inclusive, well connected, and wellbeing. Related to the third theme is the intention to “work with cultural partners to involve citizens in the Bristol story, giving everyone in the city a stake in our long-term strategies and a sense of connection”. Another action point is to create a plan of action to use the assets of the film office, TBYS and Bristol's City of Film status to maximise the opportunities provided by the opening of the Channel 4 creative hub. There is also a commitment to work with local partners on a Bristol adult skills plan. Meanwhile, the importance of culture is underlined by the wellbeing theme.
- *BCC's Corporate Strategy 2018-2023*. This emphasises the need for economic and social equality, as well as creating a stronger workforce and building up infrastructure. It also focuses on reducing the proportion of young people who are not in education, employment or training and developing a diverse economy that offers opportunity to all and makes quality work experience and apprenticeships available to every young person.
- *The Bristol One City Plan*, which underlines the city's commitment to sustainability and inclusivity, with six priority themes: connectivity, economy, environment, health and wellbeing, homes and communities, learning and skills. One key goal is for Bristol to be widely recognised as the most creative city in the UK by 2047.
- The West of England Combined Authority (WECA) study *West of England Cultural Strategy Phase 1: Regional Evidence Base*. This pointed to the West of England's film and television sector as the third most significant in the UK. Strengths of the region are noted as including recognised existing creative clusters with high levels of productivity, and exceptionally strong film, television and tech sector ecology. WECA's February 2019 study *Local Industrial Strategy – Evidence base report* notes that Bristol is one of only two cities outside London which feature in the top 10 for both Creative and High-Tech clusters, according to Nesta

There is a clear opportunity for TBYS to take a more strategic role in tying together and helping deliver on these various strands. As outlined below, this includes areas such as workforce development, training, job creation, and inclusion. Taking a proactive, strategic role in these areas would also ensure that TBYS can strengthen the facility's workforce foundations and mitigate to some degree risks posed by a competitive UK studio pipeline.

5.2. Training, Skills Development and Inclusion

This area is of critical importance to Bristol, and a key area of opportunity for TBYS – particularly given its location in South Bristol. According to the Ministry of Housing, Communities and Local Government's Indices of Deprivation for England, reported in a BCC

document, Bristol contains deprivation hot spots that are among some of the most deprived areas in the country. The 10 most deprived neighbourhoods in Bristol are all in South Bristol.⁴³

Against this backdrop, an expanded TBYS would offer significant opportunities to expand workforce in the city and region, as well as providing pathways for workers new to the sector.

TBYS has already provided a degree of strategic impact into the growth of the sector in Bristol, as well as opportunities for residents in South Bristol. This includes the delivery of training for post-16-year-olds in partnership with BoomSatsuma, as well as providing space for 23 small or medium enterprises.

With workforce expansion a core challenge for TBYS in considering expansion, there is scope to widen and deepen activity in this area. The Bristol One City Plan, for example, underlines the need to improve the availability of work experience and post-16 pathway support in the cultural and creative industries, reflecting the future skills needs of the city. As one of Bristol's key industry hubs, ensuring provision here aligns closely with this need.

Inclusion and diversity is a major priority for the UK film and television sector generally, and skills campaigns – such as Screen Skills' recent cinema advertising – have focused on informing young people about the diverse range of roles available in the film and television sector.

5.3. Challenges

While there are clear opportunities for TBYS to drive sectoral growth, there are also some challenges. These include resources: taking a more strategic and proactive role in skills development and inclusion will require more resource, particularly at an expanded site.

Aligning strategy with the wide range of city and regional stakeholders will also be a challenge – although it is noted that TBYS management is skilled in this regard.

⁴³ *Deprivation in Bristol 2019*. Summary findings of the 2019 English Indices of Deprivation within Bristol Local Authority Area. October 2019

6. POSSIBLE INTERVENTIONS FOR INCREASED INDIGENOUS DRAMA OUTPUT

6.1. Overview

A number of UK nations and regions are exploring production funding as a means to attract projects and producers and create employment, and economic and social opportunities. Regional production funds are currently available in Liverpool, Yorkshire, Scotland, Northern Ireland, and Wales.

While notably strong in natural history, Bristol is currently lacking in local drama production. There are presently no indigenous drama production companies or producers based in the city, and only two small independent film companies are active – Ignition Films and Hummingbird Films.⁴⁴ As a result, while the increase in drama production through TBYS offers new opportunities for technical crew, producers and directors often lack pathways into the industry as many of these productions are made by companies from outside the region. Comparatively, the strong foundation for factual and natural history content in Bristol offers more training pathways to new and emerging creative practitioners in Bristol and the surrounding areas.⁴⁵

Many of the regional funds currently in operation focus on production attraction. To this end, the creation of a production fund in Bristol would help stimulate demand. A content fund could be used to encourage drama projects into Bristol, while also support the development of more robust local drama content.

6.2. Potential Models

While the majority of regional content funds have been designed to attract production, some are structured with a degree of flexibility so that the fund can both deliver production attraction and offer support to local producers. For example, funding for the BBC series from Leopard Pictures *The Snow Spider* came from the Liverpool City Region Production Fund and included the hiring of 6 local trainees to work on the production. While the fund does not have a specific requirement for workforce training, this was negotiated as part of the funding and fulfils the funds aim to deliver positive social impacts and create high-quality jobs.

As part of any funding offer, Bristol could include stipulations tying funding to local creativity and workforce. For example, the Welsh Investment Budget requires that productions allocate a minimum of 40% of the below-the-line production budget to be spent on goods and services supplied by Welsh businesses and freelancers. A requirement such as this would allow for the local industry to develop in parallel with any non-Bristol productions, building opportunities for skills development and work experience and supporting the local economy.

In a 2017 study, members of the film and television industries in Bristol noted how difficult many of them found it to break into the industry. The inclusion of training and education provisions into the content fund would be a potential avenue to alleviate this area of difficulty and ensure pathways into the sector.⁴⁷

As there are currently no indigenous drama production companies based in Bristol, another potential model would follow the relationship between the Welsh Government and Bad Wolf. In this case, the model focused on attracting established producers to set up in the jurisdiction.

⁴⁴ *Go West! Bristol's Film and Television Industries*. UWE Bristol, November 2017

⁴⁵ This is underlined by the 2019 announcement of a multi-year overall deal between Netflix and Bristol-based producer James Honeyborne. While not drama, it underlines that attracting global interest in Bristol producers is possible. *Netflix announces multi-year overall deal with James Honeyborne*. Netflix Media Centre, 30th January 2019

⁴⁷ *Go West! Bristol's Film and Television Industries*. UWE Bristol, November 2017

As addressed in Section 3.2.1, Bad Wolf received a £9 million funding package from the Welsh Government. The investment from the Welsh Government is conditional on certain milestones, including the profit of the company and the potential for a 12:1 return on spend.

In addition to operating Wolf Studios Wales, Bad Wolf has also committed to supporting the development of the Welsh film and television industry, and has committed to dedicating at least 55% of all production spend on skills and services in Wales, ensuring a degree of local economic and workforce development. At least £95,000 of every production using the facilities is to be spent on training and apprenticeships, which are delivered through Screen Alliance Wales.⁴⁶

Through partnerships with the University of South Wales, the Welsh Government and other training schemes such as 'It's My Shout', Screen Alliance Wales now offer a range of training and education programmes through Wolf Studios Wales, including work shadowing placements, traineeships, a training network and educational tours for students from the ages of nine and older. During the first year of the partnership between the University of South Wales and Screen Alliance Wales, 49 students received work shadowing placements and 30 students have been employed in paid trainee positions on productions such as *Industry*, *A Discovery of Witches* and *His Dark Materials*. Over 3,000 school students have engaged with the film and television industry through their education programmes.^{47,48}

6.3. Examples of Regional Funding in the UK

6.3.1. Liverpool City Region Production Fund

The Liverpool City Region Production Fund is a discretionary fund developed to “help drive the further growth of the region’s film and television sector by investing in a diverse portfolio of high-quality content”. Managed by the Liverpool Film Office, it is funded by the Liverpool City Region Combined Authority through its Strategic Investment Fund with an initial allocation of £2 million.

The Liverpool City Region Production Fund prioritises productions that fulfil the following characteristics:

- Deliver high multiples of local economic benefit relative to investment;
- Demonstrate strong creative and commercial elements;
- Have a realistic prospect of generating a financial return on investment; and
- Increase the cultural visibility of the Liverpool City Region to audiences in the UK and internationally.⁴⁹

Funding is available for production companies at local, national and international levels and can be used to support feature film, television drama, animation and scripted comedy series productions. To be eligible, projects are required to fulfil the relevant British Cultural Test or qualify via one of the UK’s bilateral co-production agreements. The project must be able to demonstrate a credible route to market and also have at least 50% of its total funding already in place. The fund allows investments of up to £500,000 per project, however, is unlikely to invest more than 20% of the total production budget.

⁴⁶ *Bad Wolf Studios*. National Assembly for Wales

⁴⁷ *Students working on the latest TV productions in South Wales*. University of South Wales, 19th August 2019

⁴⁸ RTS Cymru annual lecture 2019: Jane Tranter. Royal Television Society, 5th March 2019

⁴⁹ *Liverpool City Region Production Fund: Overview*. Liverpool Film Office, 2019

In November 2019 it was announced that the BBC family adventure series *The Snow Spider* would be the first production to receive support from the fund. The five-part series is from Leopard Pictures, a Merseyside and London based film company. As part of the funding, Leopard Pictures took on six trainees to assist in camera and lighting, make-up and the production departments for the production of the five-part series. The Liverpool Film Office has stated that it has received 40 formal expressions of interest since its launch in early 2019.⁵⁰

6.3.2. Welsh Sector Support

In 2014, as part of a collaborative agreement with Pinewood Shepperton, the Welsh Government developed the Media Investment Budget (MIB), a £30 million fund for investing in film and television productions to be managed by Pinewood, which would also source suitable productions for Welsh government investment. In 2018, the Welsh Government took over the running of the MIB from Pinewood.

Decisions for investments were to be made on a case-by-case basis, dependent on budget availability and a requirement that productions shoot at least 50% in Wales, with 40% of the below-the-line production budget spent on goods and services supplied by businesses and freelancers either located in or operating from Wales.⁵¹

The original budget plan expected to generate £90 million of expenditure for the Welsh economy, based on a 1:3 ratio of public to private spending. The MIB has underperformed, both in terms of government investing and Welsh spend. In 2018, it was revealed that only £15 million had been spent, which had triggered £18 million in spending, or 20% of the target. Furthermore, of approximately £15 million in funding, there had only been approximately £5 million returned to the Welsh Government.⁵²

Of the 15 productions which received MIB funding, only *Their Finest* recouped the £2 million investment and made an additional £50,000. The film *Take Down* was the first film to receive funding through the MIB, receiving £3 million but ultimately only recouped £1.1 million. Other projects funded included *Journey's End*, which received £0.85 million in funding and recouped £0.6 million; *Eternal Beauty* which recouped £0.77 million on an investment of £1.05 million; and *The Collection* which had a total investment of £1.75 million but only recouped £0.25 million.⁵³

The Welsh government has been criticised for its handling of the programme, and a National Assembly of Wales report from February 2019 concluded it was “disappointed with the underperformance, to date, of the Media Investment Fund, but acknowledge the speculative nature of the film industry and that the investment portfolio is still in its relative infancy. We are reticent to make a judgement on whether value for money has been achieved at this stage”.⁵⁴

Production company Bad Wolf has also received a £9 million funding package from the Welsh Government, structured as an initial £4.5 million repayable loan that can be converted into non-

⁵⁰ Leopard Pictures BBC series 'The Snow Spider' first to receive Liverpool City Region Production Fund cash boost. Business Live, 5th November 2019

⁵¹ Welsh Government Media Investment Budget. We Are UK Film

⁵²

th Welsh Government £30m film fund to miss spending target. BBC, 5 November 2018

⁵³

th All the film and TV projects the Welsh Government has invested in which have lost money. Wales Online, 27 January 2020

⁵⁴ The Welsh Government's relationship with Pinewood. National Assembly for Wales, February 2019

repayable grant funding in relation to Welsh production spend milestones. The remaining £4.5 million will be released by the government as grant payments if additional production spend targets are met.⁵⁵

Where Pinewood Wales was connected to the MIB, Bad Wolf instead has a focus on developing training opportunities to advance the local Welsh screen industry. Bad Wolf has committed to passing on 55% of profits of Wolf Studios Wales, delivered through Screen Alliance Wales, a stand-alone philanthropic company created by Bad Wolf. Per a report out of the National Assembly for Wales, over the course of three years Bad Wolf created 245 jobs, secured £13 million in private investment into Wales and secured future production budget worth £134 million. Furthermore, in 2018 Bad Wolf invested £300,000 in cash and in kind to Screen Alliance Wales.⁵⁶

6.3.3. Northern Ireland Screen Production Funding

Northern Ireland Screen offers production funding in the form of a recoupable loan with profit participation or in limited circumstances as a grant. The funding is aimed at productions which contribute to building a sustainable screen industry in Northern Ireland and which can show a direct economic benefit to the regions.⁵⁷

Funding is available towards the production of feature films, television drama, animation, factual and entertainment television and interactive content. The fund is intended only to assist in completing budgets on productions that are almost fully financed. They will not consider a production with less than 65% of its funding already in place.

To be eligible, projects must be commercially viable and able to demonstrate clear possibilities for commercial exploitation. They must also pass the relevant cultural test. For films, an attachment of an experienced sales agent is an asset, whereas for television an expression of interest from an international distributor or national broadcaster is preferred.

The fund is able to invest a maximum of £800,000 for feature film and television production funding, and a maximum of £500,000 for interactive content production. There is a ceiling of 25% of the overall project budget. It is worth noting that very few projects are awarded the maximum amount.

6.3.4. The Yorkshire Content Fund

Established in 2012, the Yorkshire Content Fund is available for producers based in the Yorkshire and Humber region, or for either national or international production companies who wish to film or establish a base in the region. It is open to the film, television, video games and digital sectors.

The fund was initially created with £15 million in available funds. £7.5 million came from European Regional Development funding which was then matched by private investors.⁵⁸ However, the fund receives no additional top-up funding and relies on the projects it invests in to succeed and add any returns back into the fund for future investments.

⁵⁵ *The Welsh Government's relationship with Pinewood*. Auditor General for Wales, June 2018

⁵⁶ *Film and major television production in Wales: Evidence from Bad Wolf*. National Assembly of Wales, 2018

⁵⁷ *Production Funding*. Northern Ireland Screen

⁵⁸ *Screen Yorkshire unveils £15m production fund*. Screen Daily, 6th February 2012

The fund is run by Screen Yorkshire as a co-investment fund, offering potential investments of up to £500,000 per project, provided that the investment is matched on identical terms by private sector investment.⁵⁹

Over the past seven years, the Yorkshire Content Fund has invested in over 40 projects, including the films *Official Secrets*, *Yardie* and *Ghost Stories* and the television series *Peaky Blinders* and *Ackley Bridge*. Niall Shamma, the COO of Warp Films, has received Yorkshire Content funding for *Yardie* and *Ghost Stories*. He has stated that “Screen Yorkshire doesn’t just offer financial support, it’s also about the support they give productions, too, to help us make the best film we could.” The Yorkshire Content Fund provided the final 10% of the required budget for *Ghost Stories* which went on to gross approximately \$4.1 million globally at the box office.⁶⁰

6.3.5. Film City Glasgow – FOCUS

Running as a pilot program between 2017 and 2019, FOCUS was an initiative set up by Film City Futures, in partnership with the Scottish Documentary Institute and supported by Creative Scotland and Scottish Enterprise.

FOCUS was created after a sector review found that screen businesses in Scotland were not always able to access the business development expertise that they needed in order to achieve significant growth. To change this, for the pilot FOCUS partnered with 20 participating companies to provide comprehensive business development training, primarily through a one-to-one relationship with a business development consultant.

Through FOCUS, participating companies were able to gain access to sector-specific expertise as needed, such as law, HR and sales and distribution. The pilot was co-funded by Creative Scotland and Scottish Enterprise, with each allocating £250,000 towards the project’s delivery. The participating companies were required to contribute a further £250,000 in funding, resulting in a cumulative funding amount of £750,000 for the two-year pilot.

A report from EKOS found that the pilot had a ‘significant impact’ on the 20 companies that took part. According to the study, it contributed to an increase of approximately 19 full-time equivalent roles and £1.5 million in additional turnover. In addition to the 20 companies participating in the pilot, more than 100 companies benefited from free workshops, events and briefings provided alongside the programme. A further 10 companies took part in a bootcamp course delivered in January 2020, while 4 companies are receiving business mentorship through a partnership between FOCUS and MG ALBA. As participants, companies become members of the FOCUS alumni community and gain access to an online portal and are eligible to apply for further FOCUS funding support.⁶¹

⁵⁹ Funding: The Yorkshire Content Fund. Screen Yorkshire

⁶⁰ *Ghost Stories* (2017). Box Office Mojo

⁶¹ FOCUS launches business bootcamp for Scottish screen companies. Screen Scotland, 6th December 2019

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by Olsberg•SPI

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1. INTRODUCTION

1.1. About the Study

Strategy consultancy Olsberg•SPI (“**SPI**”) has been retained by Bristol City Council (“**BCC**”) to prepare a business plan for The Bottle Yard Studios (“**TBYS**”) which explores the position of the business within Bristol and the UK studio market, and options for its future including the feasibility of expanding to a new site at Hawkfield Road.

This document (the “**Study**”) contains additional economic analysis undertaken in relation to this business plan and provides further insight into the impact of film and television (“**Screen**”) production undertaken at TBYS and in Bristol.

There are two elements to the analysis:

1. Calculation of full-time equivalent (“**FTE**”) job creation from expenditure in Bristol facilitated by TBYS and the Bristol Film Office between 2015-16 and 2019-20. FTE job creation is also presented in relation to several future scenarios, using modelling developed for the TBYS business plan.
2. Analysis of vendor impacts in Bristol. This provides insight into the effects that expenditure by Screen productions facilitated by TBYS or the Bristol Film Office (“**BFO**”) has on individuals and vendors in Bristol and further afield. It also examines the geographical impact of spend by Screen productions.

1. ANALYSIS OF JOB CREATION

1.1. Overview

To demonstrate the impact of Screen expenditure to Bristol and the wider south west region, detailed analysis was undertaken into the job creation effects of production expenditure.

This is based on direct inward expenditure in Bristol for the past five years, provided by the BFO. These data show the amount of production spend facilitated by the BFO and TBYS, with the TBYS proportion included where available.

The BFO calculates these data using average spend totals provided by Creative England, and actual total spend may be higher.

Table 1: Direct Expenditure from Screen Productions Facilitated by BFO and TBYS, 2015-16 to 2019-20

	TBYS Component (£)	Total (£)
2015-16	--	16,674,000
2016-17	13,776,750	18,385,350
2017-18	11,573,500	15,248,000
2018-19	12,800,000	16,000,000
2019-20	12,948,000	17,057,500

Source: BFO

1.2. Direct Job Creation

Using the spend data outlined in Table 1, analysis was undertaken into job creation using an FTE model. FTEs are a method of measuring employment in industries with non-standard or freelance employment patterns, such as Screen production. Each FTE job is equivalent to the average annual work undertaken by an individual employed on a full-time basis.

Analysis of the direct employment from Screen productions facilitated by the BFO shows that, on average, 117 FTE jobs have been created annually for the past five years from this direct spend.

Table 2: Estimated Direct FTE Employment, 2015-16 to 2019-20

	2015-16	2016-17	2017-18	2018-19	2019-20
Total	114.0	132.4	108.5	112.5	118.5
TBYS	N/A	99.2	82.4	90.0	90.0

Note: TBYS estimates a subset of total

1.3. Indirect and Induced FTE Employment

In addition to direct job creation, expenditure on Screen production also creates additional employment impacts through indirect and induced spending. Indirect impact is employment arising due to business purchases which the Bristol Screen production sector makes from other sectors in the course of production such as transport, hospitality, and equipment manufacturers.

There are also induced employment impacts, arising due to spending by people who are employed by the Screen production sector (including freelancers) as a result of earnings received from the sector. These impacts are outlined in Tables 3 and 4.

Table 3: Estimated Indirect FTE Employment, 2015-16 to 2019-20

	2015-16	2016-17	2017-18	2018-19	2019-20
Total	74.4	86.4	70.8	73.4	77.4
TBYS	N/A	64.8	53.8	58.8	58.7

Note: TBYS estimates are subset of the total

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Table 4: Estimated Induced FTE Employment, 2015-16 to 2019-20

	2015-16	2016-17	2017-18	2018-19	2019-20
Total	47.0	54.6	44.7	46.4	48.9
TBYS	n/a	40.9	33.9	37.1	37.1

Note: TBYS estimates are subset of the total

1.4. Total FTE Employment

Summing direct, indirect and induced employment shows that expenditure in Bristol facilitated by the BFO and TBYS created nearly 250 FTE jobs in 2019-20, with an average of 242 FTE jobs created annually over the past five years.

Table 5: Estimated Total FTE Employment, 2015-16 to 2019-20

	2015-16	2016-17	2017-18	2018-19	2019-20
Total	235.3	273.4	224.1	232.3	244.7
TBYS	n/a	204.9	170.1	185.9	185.8

Note: TBYS estimates are subset of the total

1.5. Estimated Future Job Creation Impacts

The TBYS business plan undertaken by SPI models the potential future operation of TBYS in different scenarios specific to the loss of existing space and the potential addition of new space at Hawkfield Road. While the business plan contains models for seven potential compositions of TBYS, for the purposes of this Study four of these scenarios have been

modelled as they are considered generally representative of the range of future scenarios.¹ These are outlined in the following table.

Table 6: Selected TBYS Stage Composition Options

Composition Option	No. of Studios, Current Site	No. of Studios, Hawkfield Road	Total No. of Studios
Option 1	4 of 8 studios permanently unavailable from January 2022	None	4
Option 2	4 of 8 studios permanently unavailable from January 2022	3 converted studios	7
Option 3	Current site not included	3 converted studios and 2 newbuild studios	5
Option 4	4 of 8 studios temporarily unavailable from January 2022 – back online January 2025	3 converted studios	11

In the business plan, the projected TBYS income for each option above has been modelled to 2024-25 and 2019-30. In order to understand the

¹ The options outlined in Table 6 represent options 1, 2 and 7 in the business plan. Option 7 has been renamed Option 3 in this document

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job creation elements of the models above, the impact of each model in the business plan to 2024-25 and 2029-30 were applied to the total expenditure of projects facilitated by the BFO.

Table 7: Direct Expenditure from Screen Productions Facilitated by The Bristol Film Office and TBYS, 2015-16 to 2019-20

	2024-25 (£)	2029-30 (£)
Option 1	10,459,421	12,725,484
Option 2	20,491,556	24,931,111
Option 3	18,041,636	21,950,409
Option 4	22,865,417	36,483,768

These expenditure estimates were then used to calculate job creation potential, as outlined in Table 8.

Table 8: Estimated Employment Impacts of Projected TBYS Options

	2024-25	2029-30
Direct employment (FTEs)		
Option 1	64.2	69.1
Option 2	125.8	135.3
Option 3	110.8	119.1
Option 4	140.4	198.0
Indirect employment (FTEs)		
Option 1	41.9	45.1
Option 2	82.1	88.3
Option 3	72.3	77.8

Option 4	91.7	129.3
Induced employment (FTEs)		
Option 1	26.5	28.5
Option 2	51.9	55.8
Option 3	45.7	49.1
Option 4	57.9	81.6
Total employment (FTEs)		
Option 1	132.6	142.6
Option 2	259.9	279.4
Option 3	228.8	246.0
Option 4	290.0	408.9

2. **VENDOR IMPACTS**

2.1. **Overview**

One of the benefits of Screen production is the impact of expenditure across a wide range of business sectors in an economy – including those that have been particularly harmed during the COVID-19 pandemic, such as travel and hospitality, as well as freelance workers.

A recent SPI study analysed five productions of varying types and sizes and found that, on average, 67% of production costs were spent in the overall economy outside of the Screen production sector. Of the total, 33% was spent specifically in the Screen production sector.²

Furthermore, Screen production can deliver substantial and powerful amounts of expenditure in a short space of time, with significant impacts on employment and the wider economy. Screen productions can be compared to major, specialist, high-tech manufacturing operations that quickly enter production, expend large amounts of capital and employ hundreds, before shrinking to a handful of key operatives as the bulk of those previously employed move on to new projects.

To provide insight into these impacts in Bristol, this section provides two case studies of high-end television drama series facilitated by TBYS. One was entirely filmed in Bristol and surrounding regions, and another used TBYS for its interior scenes whilst undertaking location shooting elsewhere.³ In both cases, the production budgets have been analysed and the resulting impact on a variety of sectors of the economy

is modelled. The location of spend within the UK has also been assessed, with a focus on the impact on the City of Bristol.

The data analysis in both case studies is based on cost reports provided to SPI by the Client, detailing the value of each expense, the date, the buyer (i.e. what department to which each expense is attributable), and the creditor, including their location.

Postcode data were then used to determine the location of the vendors supplying each production, including those in South Bristol. For the sake of clarity, this geographic impact analysis is based on where each vendor company was based and may not therefore necessarily reflect the precise geographic location of labour expenditure.

2.2. **Case Study 1: High-End Drama Filmed Entirely in Bristol and Surrounding Regions**

2.2.1. **Impact on Bristol Vendors**

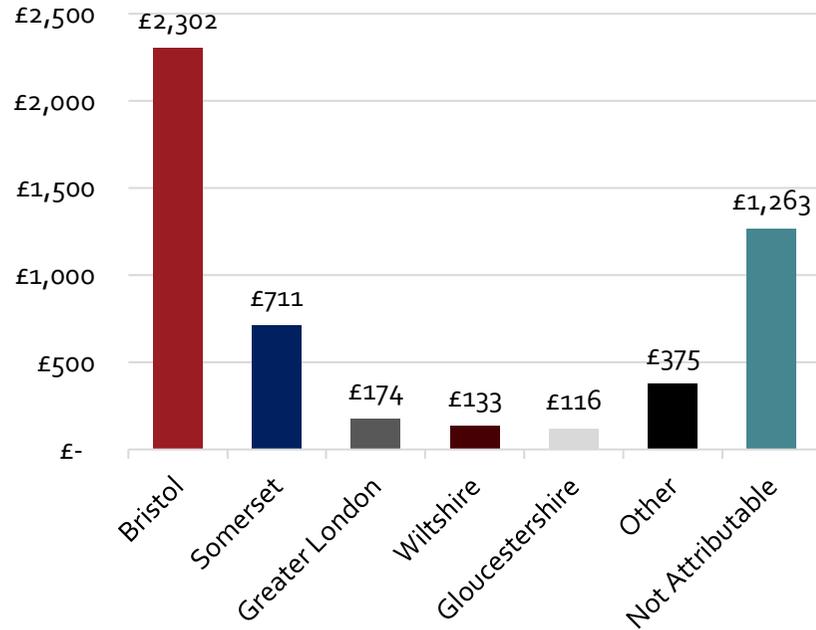
This production had a total budget of roughly £5.1 million. Of that, £2.3 million (45%) was directly spent on businesses and persons based in Bristol. Somerset was the region to receive the second largest share of direct expenditure (£711,000, or 14%) which reflects the project's extensive use of locations in the county. Around 25% of the production budget (£1.3 million) could not be allocated to any location in the UK due to incomplete data.

² *Global Screen Production – The Impact of Film and Television Production on Economic Recovery from COVID-19*. Olsberg•SPI, 2020. <https://www.o-spi.co.uk/wp-content/uploads/2020/06/Global-Screen-Production-and-COVID-19-Economic-Recovery-Final-2020-06-25.pdf>

³ The project names are not included for commercial confidentiality

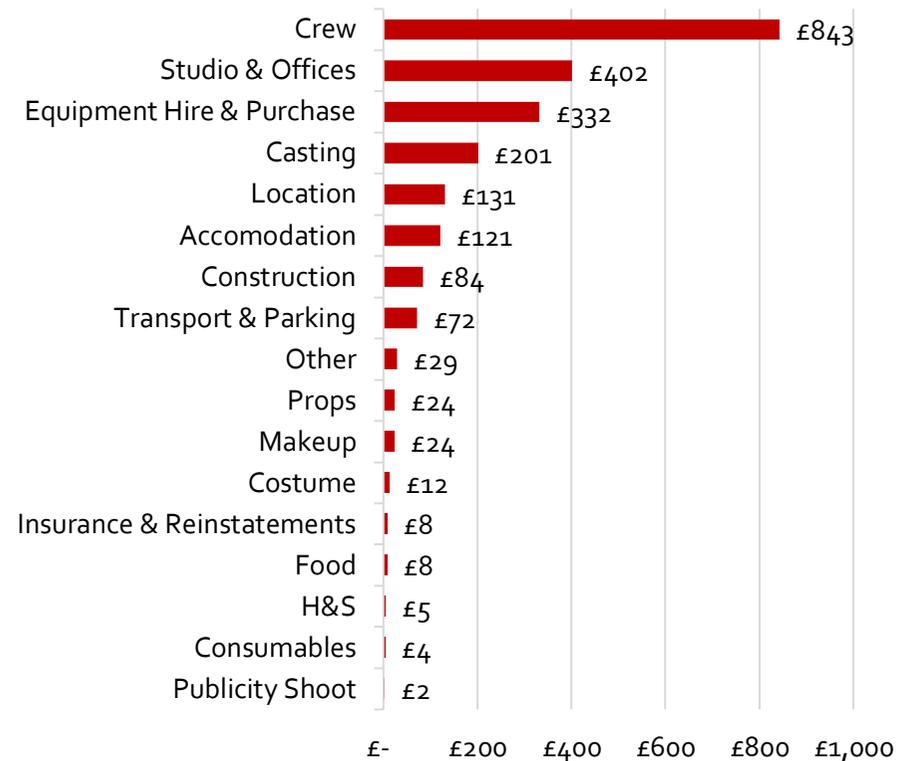
The Bottle Yard Studios – Impact of Expenditure

Figure 1: Production Expenditure by Creditor Location – Case Study 1 (£000s)



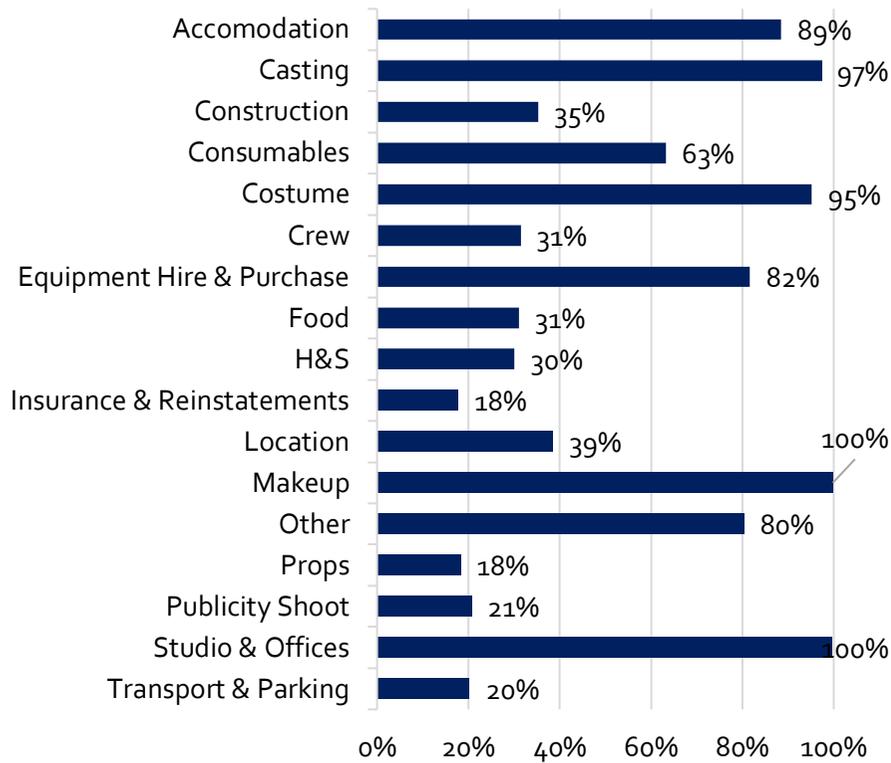
Bristol accounted for 89% of total accommodation expenses, 63% of all consumable expenses, and 82% of equipment hire and purchase expenses, for a total of £457,000 spent in Bristol across those three categories. Furthermore, despite the series being set in large part in Somerset, Bristol attracted the largest share of the location budget (39%, around £131,000).

Figure 2: Production Expenditure in Bristol by Category – Case Study 1 (£000s)



The Bottle Yard Studios – Impact of Expenditure

Figure 3: Production Expenditure by Category, % of Expenditure Attributable to Bristol – Case Study 1



neighbourhoods in Bristol are all in the South Bristol areas of Hartcliffe, Whitchurch Park and Knowle West.⁴

Specifically, the direct economic impact of Screen production on the South Bristol Regeneration Area (SBRA) and the City of Bristol South of the River Avon (COBSRA) was assessed. The SBRA makes up for 22% of the City of Bristol by population.

The production analysed for this case study had a sizeable impact on South Bristol. As previously outlined, at least £2.3 million was spent in the City of Bristol; of this, around half (48%, or £1.1 million) was directly attributable to businesses or persons based in any of the 11 wards of the City of Bristol South of the River Avon, or in the SBRA. In total, £848,000 was spent in the SBRA and £808,000 was spent in the COBSRA (of which £560,000 is attributable to the postcodes that overlap between the two geographical delimitations).

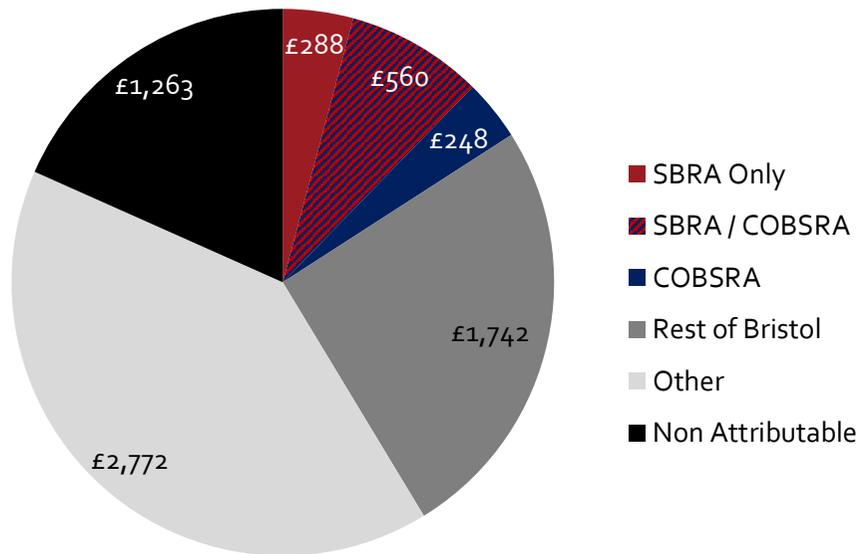
2.2.2. Impact on South Bristol

Further analysis was undertaken to ascertain impact on South Bristol, where TBYS is located. According to BCC, the 10 most deprived

⁴Deprivation in Bristol in 2019. BCC, October 2019

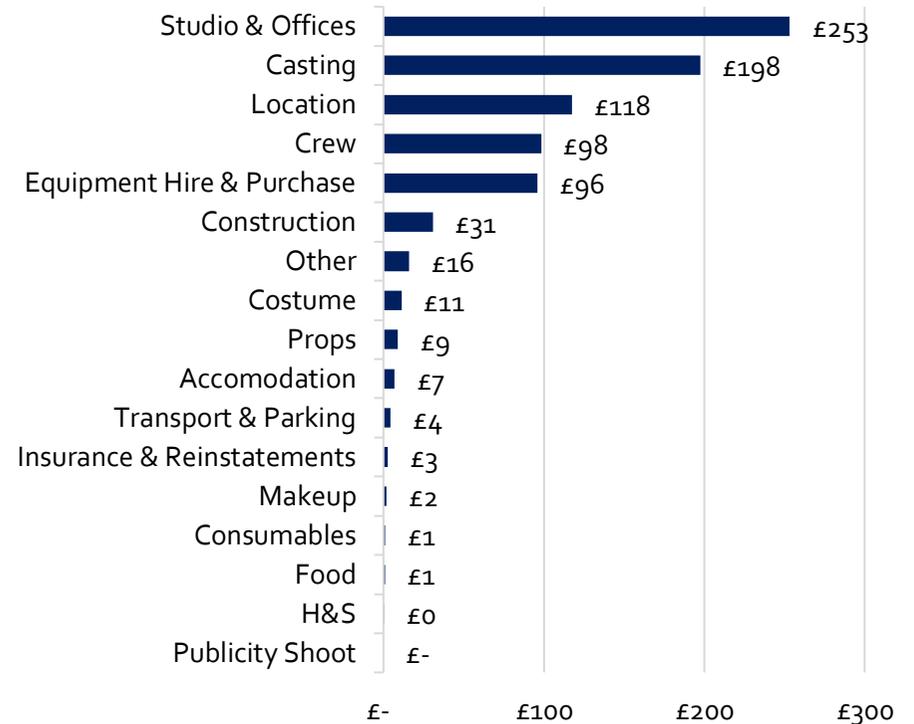
The Bottle Yard Studios – Impact of Expenditure

Figure 4: Production Expenditure by Creditor Location – Case Study 1 (£000s)



Overall, the SBRA attracted 17% (£848,000) of total production expenditure for the project considered for this case study, with a further 5% (£248,000) being spent in areas comprised of the 11 wards of the COBSRA.

Figure 5: SBRA Production Expenditure by Category – Case Study 1 (£000s)

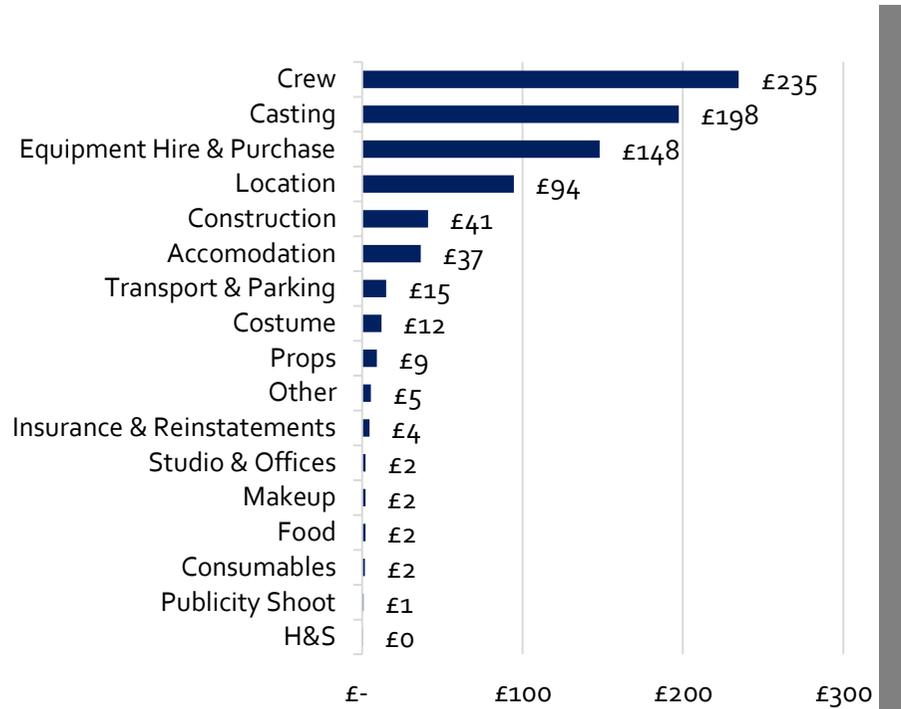


Studio and Offices was the largest category of production expenditure in the SBRA, and these made up 63% of total expenditure in this category. The SBRA accounted for 90% of total Bristol location expenditure and 35% overall, and 98% of casting expenditure in the city (96% overall), for a total £316,000 spent in the area across the two categories. Notably, however, the SBRA made up for 14% of total crew expenditure in Bristol, and just 4% overall, despite crew representing the largest single category of spend in Bristol and overall.

The Bottle Yard Studios – Impact of Expenditure

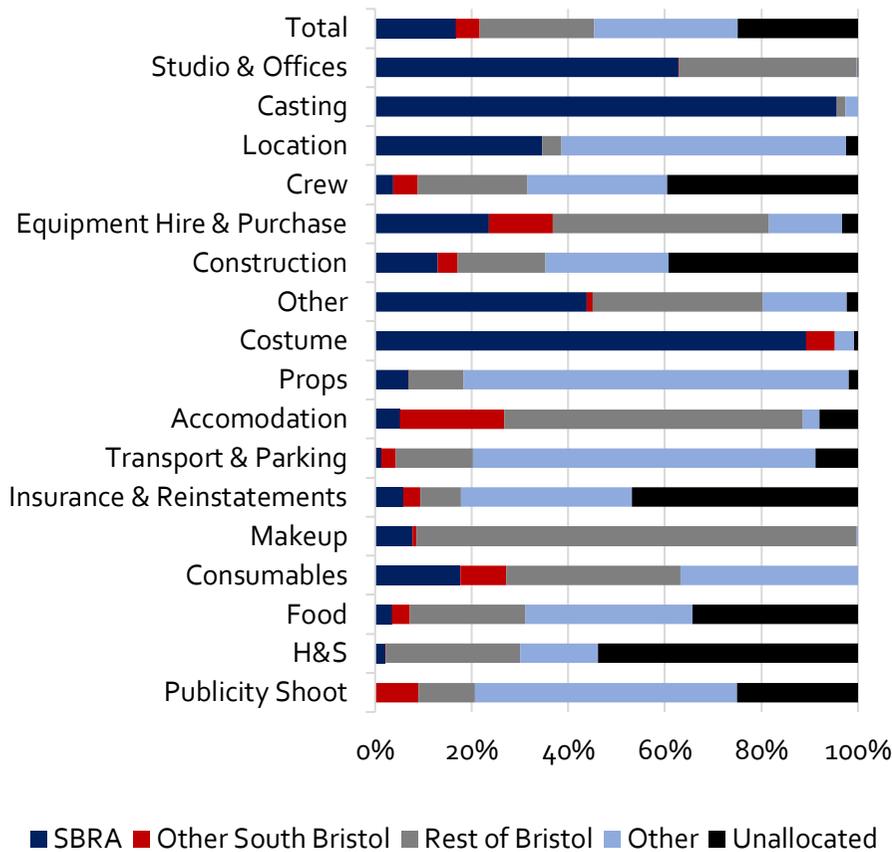
Meanwhile, the COBSRA attracted 16% (£808,000) of total production expenditure for the project considered for this case study.

Figure 6: COBSRA Production Expenditure by Category – Case Study 1 (£000s)



Crew was the largest category of production expenditure in the COBSRA, despite it making up just about 9% of total expenditure in this category. The COBSRA accounted for 98% of casting expenditure in the city and 96% overall, as well as accounting for 45% of Equipment Hire & Purchase expenditure in the City of Bristol (37% overall), and 72% of total Bristol location expenditure (28% overall), for a total £440,000 spent in the area across the two categories.

Figure 7: Percentage of Total Production Expenditure Attributable to the SBRA, South Bristol, and other Areas by Category – Case Study 1⁵



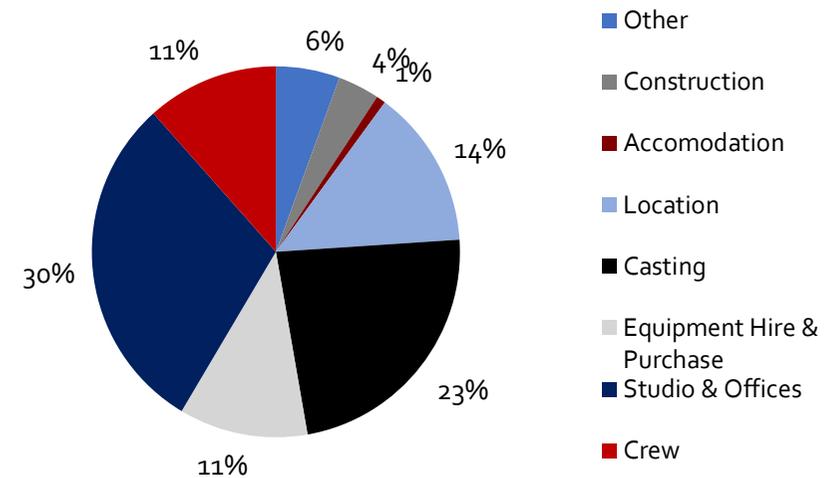
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2.2.3. Range of Spend

Production expenditure in Bristol benefits a wide range of economic sectors in Bristol, including accommodation, construction and transport. Of the £1.1 million spent in Bristol from the case study production, 37% went to crew; this compares to 53% of the overall budget being devoted to crew.

While the production considered in this case study supported these sectors in the SBRA too, they made a smaller proportion of the overall production expenditure attributable to the area.

Figure 8: Production Expenditure in SBRA by Category – Case Study 1 (%)



⁵ In Figure 7, "Other South Bristol" refers to expenditure attributable to postcodes in the COBSRA that do not overlap with the SBRA

The Bottle Yard Studios – Impact of Expenditure

Figure 9: Production Expenditure in the COBSRA by Category – Case Study 1 (%)

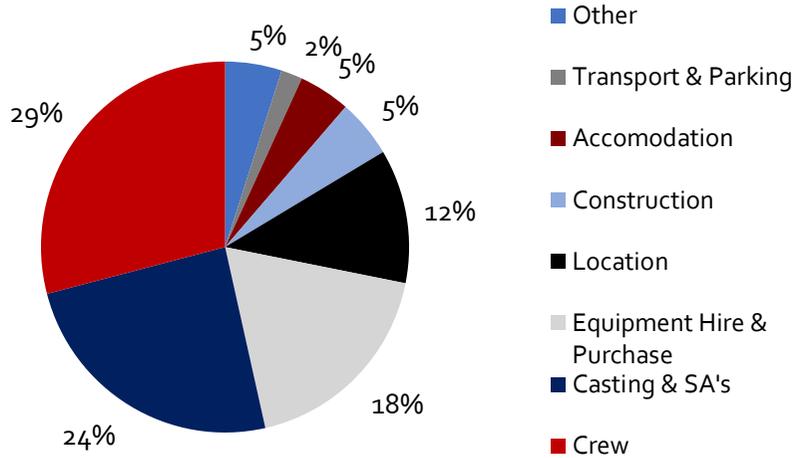


Figure 10: Production Expenditure in Bristol Overall (including SBRA) by Category – Case Study 1 (%)

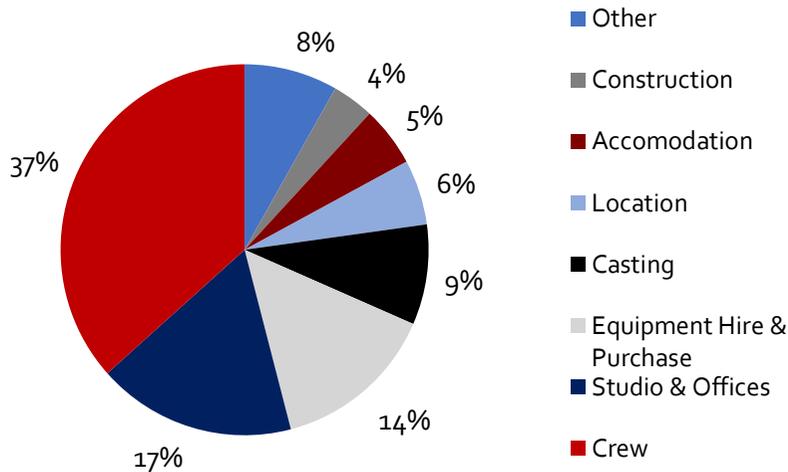
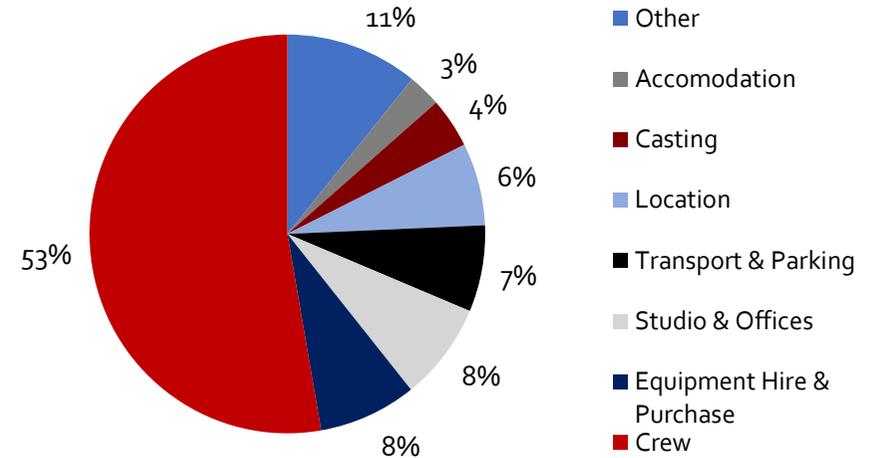


Figure 11: Total Production Expenditure (including outside of Bristol) by Category – Case Study 1 (%)



2.2.4. Wider Geographical Impact

The impacts of a production based at TBYS are not necessarily confined to the City of Bristol, and projects facilitated by TBYS impact on the south west region – and the wider UK.

While based at TBYS, this case study production made significant impacts on Somerset, with Wiltshire, Gloucestershire and Hampshire also seeing sizeable direct expenditure related to this project.

Figure 12: Production Spend by UK Location of Creditor – Case Study 1

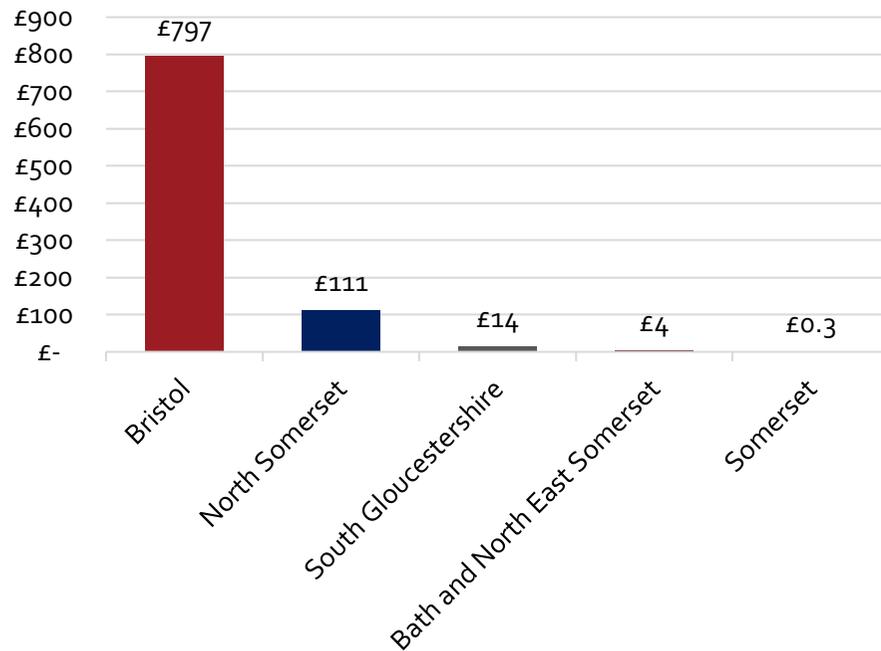


2.3. Case Study 2: High-End Drama based at TBYS for Interior Scenes

2.3.1. Impact on Bristol Vendors

This was a high-budget series which shot mostly in location outside the UK, but which used TBYS for interior scenes. While we do not have information on the overall budget, the total budget for scenes shot at TBYS was £930,000. Of that, £797,000 (86%) was directly spent on businesses and persons based in Bristol, followed by North Somerset (£111,000, or 12%). This is largely explained by the fact that all location shooting was done outside the UK.

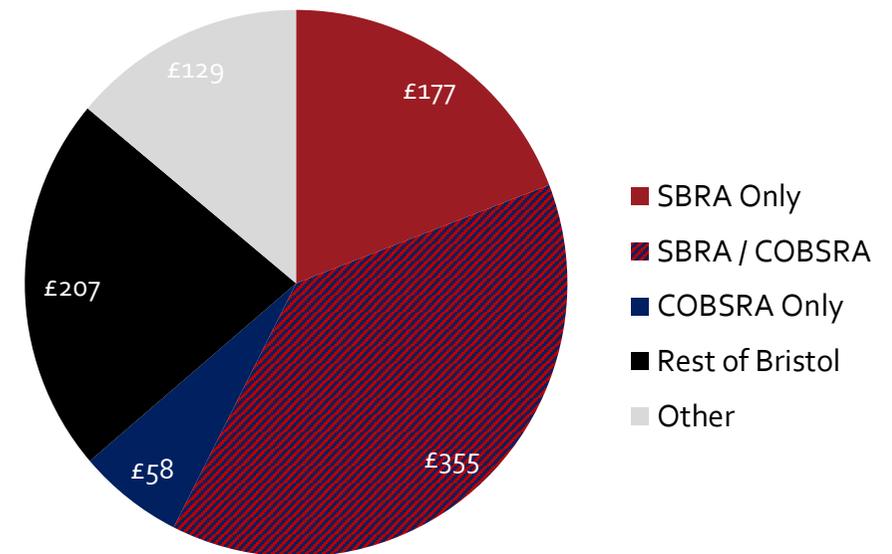
Figure 13: Production Expenditure by Creditor Location – Case Study 2 (£000s)



2.3.2. Impact on South Bristol

The production considered in this second case study was for the majority concentrated in South Bristol, due to the nature of the production process (i.e. TBYS used as the main basis of all interior scenes). Of the £797,000 spent in the City of Bristol during principal photography, around three quarters (74%, or £590,000) was directly attributable to business or persons based in any of the 11 wards of the COBSRA, or in the SBRA.

Figure 14: Production Expenditure by Creditor Location – Case Study 2 (£000s)

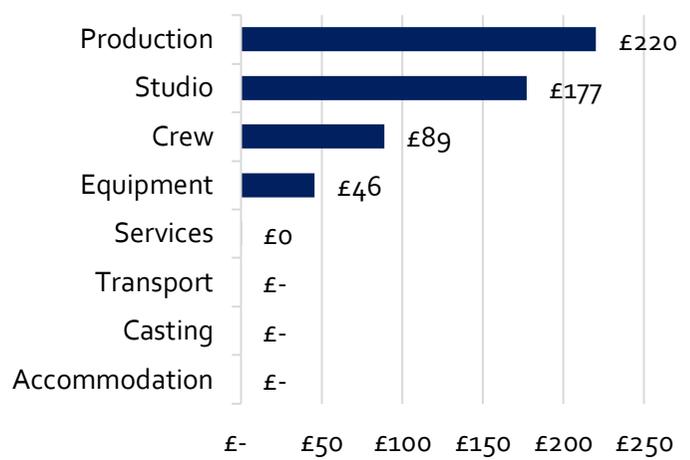


Overall, the SBRA attracted 57% (£532,000) of total production expenditure for the show considered in this case study, with a further

The Bottle Yard Studios – Impact of Expenditure

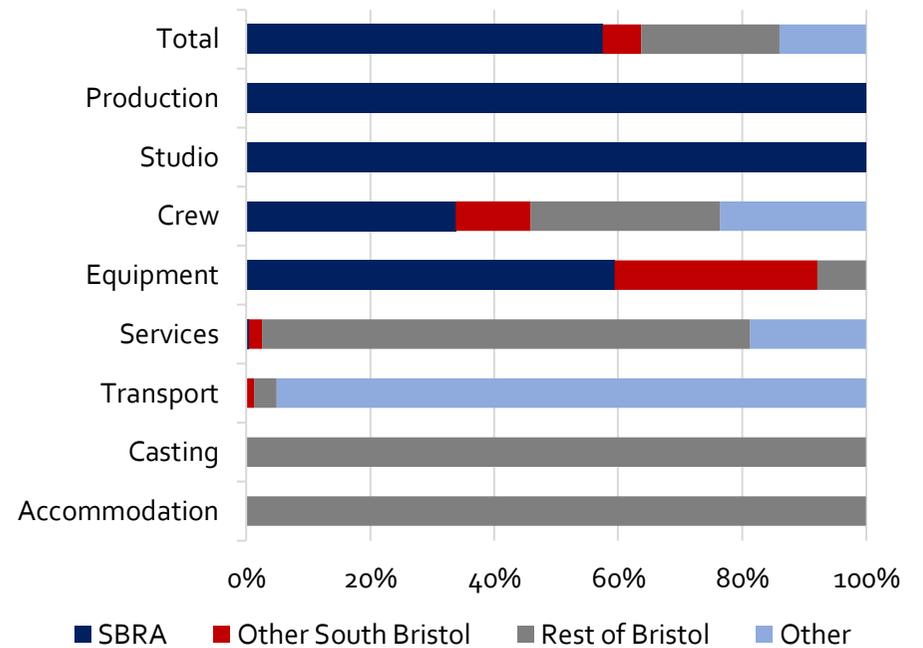
6% (£58,000) being spent in areas comprised by the 11 wards of the COBSRA which are not part of the SBRA.

Figure 15: SBRA Production Expenditure by Category – Case Study 2 (£000s)



The production considered in this case study spent all of its Studio and Production budget in the SBRA (i.e. at The Bottle Yard Studios). The Regeneration Area also benefited from spending on crew (34% of the total expenditure in that category), and equipment (59%). However, no accommodation, transport or casting expenditure materialised in the area, with very little going to the rest of South Bristol.

Figure 16: Percentage of Total Production Expenditure Attributable to the SBRA, South Bristol, and other Areas by Category – Case Study 2⁶



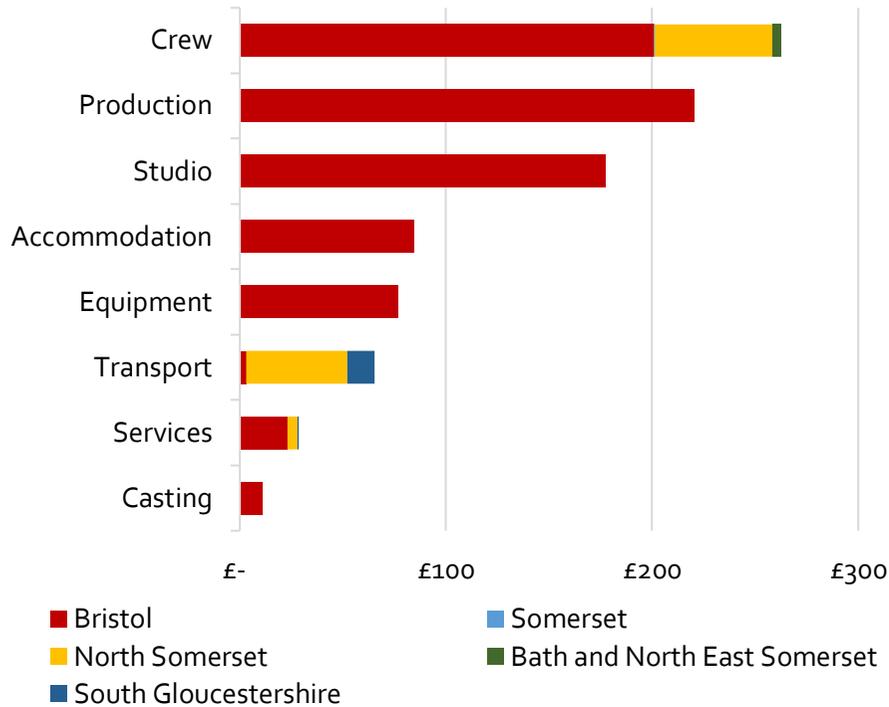
2.3.3. Range of Spend

Crew accounted for the largest share of production expenditure (£262,000 or 28%), the vast majority of which (76%) went to businesses or persons based in Bristol.

⁶ In Figure 16, "Other South Bristol" refers to expenditure attributable to postcodes in the COBSRA that *do not* overlap with the SBRA

The Bottle Yard Studios – Impact of Expenditure

Figure 17: Production Expenditure in Bristol by Category – Case Study 2 (£000s)



Because of the large proportion of the overall budget spent in Bristol, there was not a lot of difference in the overall breakdown of the budget by cost category and the breakdown of expenditure that went to Bristol. Categories that do not directly pertain to film production, such as accommodation, transport, and services, made up 20% of the overall budget, and 25% of the expenditure realised in Bristol, but none of the spend realised in the SBRA.

Figure 18: Production Expenditure in SBRA by Category – Case Study 2 (%)

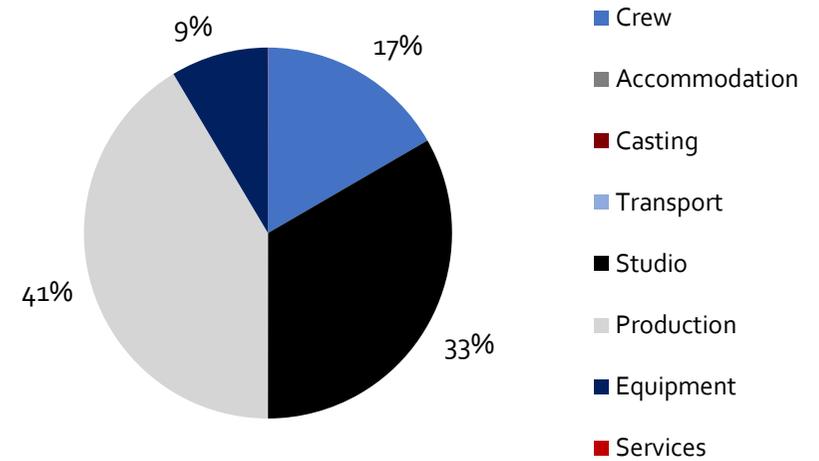
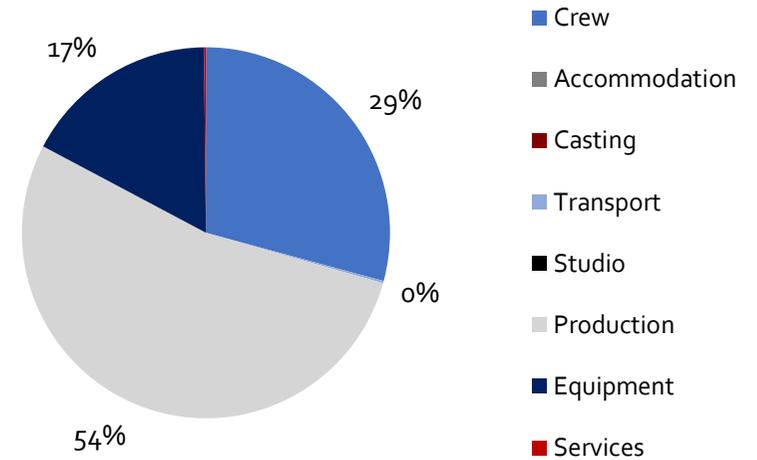


Figure 19: Production Expenditure in the COBSRA by Category – Case Study 2 (%)



The Bottle Yard Studios – Impact of Expenditure

Figure 20: Production Expenditure in Bristol Overall (including SBRA) by Category – Case Study 2 (%)

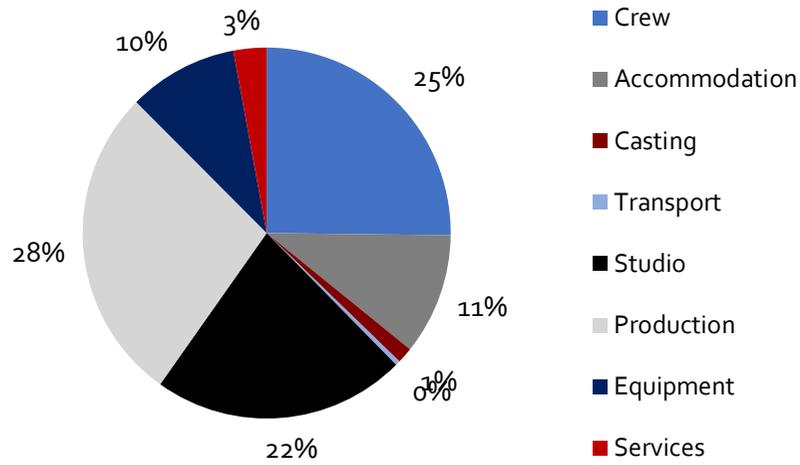
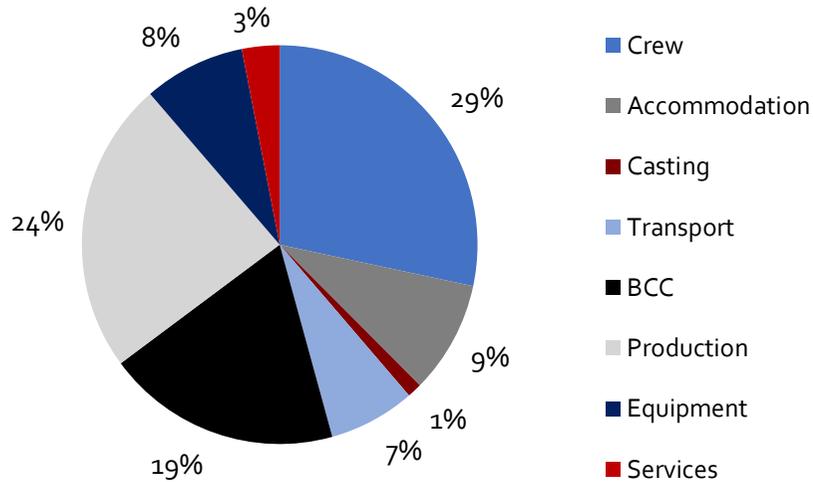


Figure 21: Total Production Expenditure by Category (including outside of Bristol) – Case Study 2: (%)



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2.4. Appendix One: Methodology for Estimating FTE Employment

This Study presents estimates of the extent of employment supported by Screen production expenditure by projects facilitated by the Bristol Film Office and TBYS. The estimates were derived from spend data supplied by Bristol the Film Office for the years 2015-16 through 2019-20 inclusive.

These Screen production expenditure data for Bristol and TBYS were converted into headcount employment figures using data from the Annual Business Survey (ABS) on total purchases of goods, materials and services and employment for the industry classification 5911 (motion picture, video and television programme activities) from 2015 to 2018 inclusive. The headcount employment figures were then adjusted to produce FTE employment estimates using data from the UK Labour Force Survey for 2019 on the number of respondents employed full-time and part-time in sector 5911.

This process gives an estimate of **direct** FTE employment – employment supported by the Screen production sector’s own activities. In addition to this, the analysis uses employment multiplier estimates from *Screen Business*, a 2018 study undertaken for the British Film Institute by Olsberg•SPI with Nordicity to produce results for the wider employment impact.

The wider employment impact consists of two categories:

- **Indirect:** employment arising due to business purchases which the Bristol Screen production sector makes from other sectors in the course of production (e.g. transport, hospitality, equipment manufacturers)
- **Induced:** output and employment arising due to spending by people who are employed by the film production sector in the Bristol Screen sector (including freelancers) as a result of earnings received from the sector.

Total employment supported by the Bristol film sector is the sum of direct, indirect and induced employment.

The forecast estimates for production expenditure in 2024-25 and 2029-30 under three different scenarios are used to produce direct, indirect and induced employment estimates of employment in these two future years under the assumption that employment costs per FTE person employed will continue to evolve as they did over the period 2010-2018 in the ABS data.

20,000sqft Sound stage

6,800sqft Sound stage

15,000sqft Sound stage

6,000sqft Back of House

7,000sqft Back of House

Dedicated Production Office Space



APPENDIX E

Bristol City Council Equality Impact Assessment Form



Name of proposal	Bottle Yard Studios – Hawkfield Business Park
Directorate and Service Area	Growth and Regeneration, Major Projects
Name of Lead Officer	Oliver Roberts

Step 1: What is the proposal?

1.1 What is the proposal?

The Bottle Yard Studios (TBYS) on Whitchurch Lane is a successful and financially viable Council run screen production operation. It is proposed to develop three new studios within an existing warehouse building at the Hawkfield Business Park site, purchased by the Council in 2019 to expand the level of screen production facilities within the City.

Nationally the screen sector has been identified for its potential to significantly assist economic recovery from the COVID-19 pandemic. This is equally true in Bristol, where screen production fits within the important creative sector and together with the recent arrival of Channel 4 and Netflix there is an opportunity to make this an area of significant growth.

Screen sector growth of the Bottle Yard Studios can create the much-needed ripple effect into the local economy, with local crew, suppliers and contractors employed and engaged on high-end drama productions, light entertainment and children's shows. It is proposed that the Capital investment to develop three new film studios will be linked to separate Workforce for the Future WECA bid/s for development of dedicated skills and training programmes, which would include initiatives at the Bottle Yard Studios to create local jobs and benefits for the people of South Bristol (an area of significant deprivation), including targeted initiatives for people with protected characteristics.

Step 2: What information do we have?

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

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

The South Bristol Regeneration Area (SBRA) includes 22% of the City of Bristol and 8.8% of the West of England population. “It is distinctive in being one of the most disadvantaged areas, yet with great untapped potential, in one of the wealthiest cities in the UK.” South Bristol SUD Strategy 2018.

The SBRA consists in whole or in part the wards of Filwood, Hengrove and Whitchurch Park, Hartcliffe and Withywood, Bishopsworth, Bedminster, Windmill Hill, Knowle and Stockwood. The SBRA is predominantly White British with a high of 93.9% in Bishopsworth and a low of 79% in Windmill Hill as compared to 77.9% for Bristol as a whole. Residents within the SBRA identifying as being from a Black, Asian or other Minority Ethnic group are below the city wide average (16%) with all wards with the exception of Windmill Hill below 10%. The SBRA includes neighbourhoods within the most disadvantaged 1-10% nationally in the Index of Multiple Deprivation, with income, employment, education, skills, training, health and disability being particular issues.

The unemployment rate within parts of the SBRA remains consistently higher than the Bristol average and, in the BCC Quarterly Economic Bulletin (September 2019), three of the five wards with the highest claimant count (Hartcliffe and Withywood, Hengrove and Whitchurch Park and Filwood) are in the SBRA.

As regards enterprise formation by women, young people, and BME residents, we see fewer formations and systemically poor take-up of traditional enterprise support packages. The 2019 Rose Review underscores this and highlighted that gender parity gap between male and female entrepreneurs in the UK has been worsening steadily since 2013. Whilst the number of men starting businesses raised steadily, the number of women becoming entrepreneurs has decreased. The report goes further to state that the declining trends suggests that targeted efforts to encourage women entrepreneurs needs to be maintained and reinforced constantly over time if they are to have lasting effect. In addition, the 2018 study of Bristol BAME Enterprise commissioned by the Black South West Network has vividly highlighted the barriers and discrimination often faced by BAME entrepreneurs to start up and grow businesses across the city. Whilst the proportion of BAME residents in South Bristol communities is lower in comparison to East and North Bristol, the issues remain the same or even greater due to the very limited peer support networks, and so their needs must be clearly prioritised alongside those of other disadvantaged groups.

Enterprise formation within the SBRA is further limited by higher than average

rates of disability prevalence, particularly among older women. Indeed, Filwood has the highest prevalence of disabled people in the city with Bishopworth, Hartcliffe, Whitchurch Park and Hengrove also consistently higher than the city average (fig.1). The Bristol City Council report “Disabled People Living in Bristol” (2015) notes that:

- Economic activity levels are much lower for the disabled population than for the non-disabled population. Three quarters (75.4%) of the disabled population aged 16 and over are economically inactive compared to a quarter (24.9%) of those not disabled.
- Of the people who do work, disabled people are more likely to work part time (39.6%) than people who aren’t disabled (28.4%).
- Disabled people have much lower qualification levels than the population as a whole. Half (47.9%) of disabled people aged 16 and over have no qualifications compared to just 13.4% of people without a disability; 16.5% have a degree or higher compared to 36.7% of those not disabled.
- Disabled people are less likely to be employed in a managerial or professional occupation (19.8%) than those not disabled (34.7%) but a higher proportion work in routine and semi-routine occupations (37.8%). 11.5% of disabled people have never worked or are long-term unemployed.

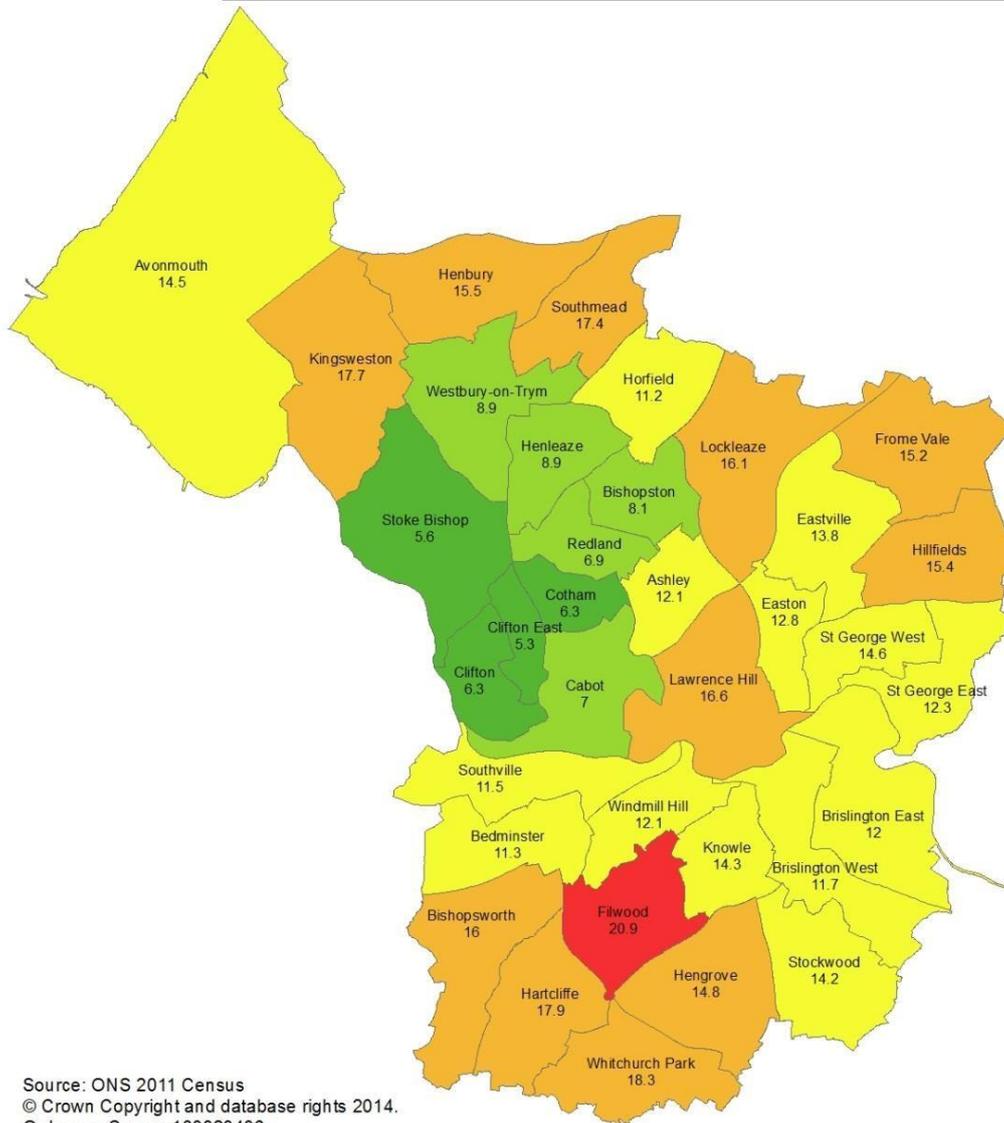
This high level of disadvantage is illustrated below in **Figure 1**

Legend

Longterm health problem or disability by ward

Proportion of working age people whose day-to-day activities are limited

- Much better than the city average [< -1.5 Std. Dev.]
- Better than the city average [$-1.5 - -0.50$ Std. Dev.]
- Similar to the city average [$-0.50 - 0.50$ Std. Dev.]
- Worse than the city average [$0.50 - 1.5$ Std. Dev.]
- Much worse than the city average [$1.5 - 2.1$ Std. Dev.]



Source: ONS 2011 Census
© Crown Copyright and database rights 2014.
Ordnance Survey 100023406.

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

Given the age of the data (2011 Census), there may be population demographic change that is not captured in the underlying equality and diversity data and so assumptions made on the basis of this data may be inaccurate. However, the latest Index for Multiple Deprivation published in October 2019, and the

domains related to income, employment, education and health, have also been reviewed, which draw on more recent data sources, and it can be concluded that the profile of disadvantaged social and demographic groups across the area has not significantly changed.

The above data has been supplemented with on-the-ground intelligence from Council Officers, voluntary, community and private sector organisations active in the SBRA and wider South Bristol area, as well as drawing on the extensive evidence base developed over a number of years by partners in the South Bristol Enterprise Support project including YTKO Ltd, The Prince's Trust and Knowle West Media Centre, and the School for Social Entrepreneurs.

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

The consultation and consideration of the needs of specific communities and under-represented groups in enterprise was undertaken for the South Bristol Enterprise Support project and can be applied to this Project, which include the need to maximise accessibility and support facilities in the design of workspace, e.g. in terms of proximity to public transport, access and adaptations for disabled people, and other services.

Step 3: Who might the proposal impact?

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

No, the proposal is being developed with objectives to positively engage and impact local businesses and entrepreneurs related to Screen Production, this will include those with protected characteristics and under-represented in enterprise, such as young people, BAME communities, women and people with disabilities.

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

N/A.

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

The main benefit will be the creation of modern good quality TV and Film production studios, which will support the development of start-up and growing small businesses in the screen production and creative sectors, which will include considerations around ensuring disabled accessibility and adaptation. The proposals will build on established practice at the main Bottle

Yard Studios site for positive engagement of young, female and BAME residents in the adjacent communities who are interested to enter the film/TV industry.

The Project has linkages to the South Bristol Enterprise Support project, which can provide support to businesses and entrepreneurs that provide support functions to the screen production industry at the main Bottle Yard Studios and proposed Hawkfield expansion site. The table below demonstrates there are significant potential benefits to people and groups with protected characteristics from the advice and support provided by SBES, which will also apply to this project.

Consortium Lead	Service Type	Target Beneficiary	Service Details
Knowle West Media Centre	Pre-pre-start	Hard to reach potential entrepreneurs	Intensive support to engage potential entrepreneurs – via 1:2:1 coaching, engagement with hard to reach communities etc. Bursary is available to cover expenses and facilitate attendance.
YTKO Ltd	Pre-start (private)	Established entrepreneurs	Introduction to Enterprise workshops, via the OutSet brand, to support entrepreneurs to explore business idea and start trading.
The Princes Trust	Pre-start (youth)	Entrepreneurs under the age of 30	Enterprise Programme supports young people to explore their business idea in workshop format.
Dartington Hall Trust / the School for Social Entrepreneurs	Pre-start (social)	Entrepreneurs creating social enterprises	Social enterprise programme supports people to explore their social enterprise idea in workshop format. Bursary is available to cover expenses and facilitate attendance.
Knowle West Media Centre	Growth (private)	Existing enterprises with a sector focus on creative, digital and manufacture	Workshop and 1:2:1 coaching programme aimed at SMEs to develop marketing, finance and business strategy growth. Tailored materials and resources for key sectors.
YTKO Ltd	Growth (private)	Existing enterprises with a sector focus on construction and food	Workshop and 1:2:1 coaching programme aimed at SMEs to develop marketing, finance and business strategy growth. Tailored materials and resources for key sectors. Additional capital and revenue grants are available to unlock further SME investment.
The Prince's Trust	Growth (youth)	Existing enterprises where the owner is under 30	Workshop programme aimed at SMEs (where the business owner is under 30) to develop marketing, finance and business strategy growth.
Dartington Hall Trust / SSE	Growth (social)	Existing social enterprises	Workshop and 1:2:1 coaching programme aimed at social enterprise SMEs to develop marketing, finance and business strategy growth. Additional grant available defined against turnover increase in SME.
BCC subcontractor –	Growth (pre-scale up)	Existing enterprises demonstrating	Grants to support growth issues, such as leadership and

(to be procured)		considerable growth	governance, for businesses which are not official Scale Ups (20% increase in turnover year-on-year).
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Note: the “pre-pre start” elements contain a package of support, including subsidised childcare, which enable those with additional barriers to enterprise formation to engage in start-up support. Monitoring and evaluation from previous schemes suggests the overwhelming majority of participants in this work stream have protected characteristics, primarily young people, women and people with impairments.

3.4 Can they be maximised? If so, how?

It is proposed that the Capital investment will be linked to separate Workforce for the Future WECA bid/s for development of dedicated skills and training programmes, which would include initiatives at the Bottle Yard Studios to create local jobs and benefits for the people of South Bristol (an area of significant deprivation), including targeted initiatives for people with protected characteristics.

Linking to the South Bristol Enterprise Support project, benefit maximisation will be achieved via a networked approach to project delivery. This includes delivering content in community-based venues providing an income stream to VCSE organisations within the South Bristol Regeneration Area and supporting community venues as well as being as physically accessible as possible for those with additional barriers whether they are caring responsibilities, physical impairments or low self-esteem. Furthermore, the networked approach is embedded by consortium delivery partners making referrals within and across the work streams to ensure participants are receiving the most appropriate support, delivered by the most appropriate partner, or, if necessary, outside of the consortium to other enterprise support programmes operating at City or West of England level.

Step 4: So what?

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

The Project will be designed with those facing significant additional barriers to enterprise in mind and as such the project team is seeking to embed equalities best practice into proposals. Having said that, through the process of developing the equalities impact assessment, there is an awareness that some barriers remain to providing maximum accessibility for physically disabled people, e.g. additional lifts, toilets and reception facilities beyond the statutory

requirement, such as overall financial constraints related to reliance on external funding. In addition it is anticipated that operational challenges and longer term changes arising from the current Covid 19 crisis must be considered in detail, especially for impacts and adjustments required for key protected and vulnerable groups, including disabled entrepreneurs and employees. For mitigation of any possible negative impacts, e.g. deterring entrepreneurs from protected groups from providing services for the Screen Production sector at the Bottle Yard Studios, this has made it even more important that complimentary and targeted employment, skills and support initiatives are introduced and linkages created and maintained with the 1to1 support available from the South Bristol Enterprise Support project.

4.2 What actions have been identified going forward?

1. To ensure, prior to finalising the detailed design of the workspace and procurement documents, that provision of good quality access and facilities for disabled employees / workers have been well considered and included, consistent with the budgetary constraints and other objectives for the project.
2. To ensure Capital investment will be linked to separate Workforce for the Future WECA bid/s for development of dedicated skills and training programmes and to liaise with the South Bristol Enterprise Support Project consortium steering group to ensure future co-ordination between the two projects.

In addition, the following actions to be implemented by the South Bristol Enterprise Support project are also relevant and applicable to this Project:

1. A commitment from delivery partners to update their organisations equality and diversity policy to bring them in line with emerging council policy regarding Trans and gender non-binary people.
2. Commitment to cross and intra refer participants within and outside of the delivery consortium to ensure maximum benefit to the end user.
3. The “pre-pre start” work stream has been enhanced to better suit the needs of groups facing additional barriers including the time, setting and duration of 1:1 and group activity to ensure delivery is as flexible as possible to meet the needs of participant groups.

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

A structured monitoring and evaluation plan is being developed as part of the Full Business Case and Application to the West of England Combined Authority which will include consideration of equality and diversity monitoring at the new Hawkfield site.

Service Director Sign-Off:
Nuala Gallagher

Equalities Officer Sign Off:
Simon Nelson

Date: 12th February 2021

Date: 11th February 2021

Eco Impact Checklist

Title of report: Hawkfield Business Park and Bottle Yard Studios				
Report author: Oliver Roberts				
Anticipated date of key decision: 25th February 2021 Cabinet				
Summary of proposals:				
<p>The development site is at Hawkfield Business Park (HBP), a former warehouse / factory building, purchased by the Council in 2019. The proposed development is to convert the building to develop three film and tv studios, with supporting back of house and ancillary facilities. Overall the scheme will refurbish circa. 7600m² of the ground floor of the existing building to create three new large studios (c.4,000m²); Back of House (BoH) construction area for sets, prop stores and dimmer rooms (c.1650m²); circulation (c.1300m²) and supporting welfare and ancillary spaces (c.650m²). No works to the existing office building and 1st floor office area is proposed as part of the project.</p>				
Will the proposal impact on...	Yes/ No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Yes	-ive	<p>During construction there will be direct emissions from construction vehicles and staff travel and indirect emissions through energy consumption.</p> <p>Embodied carbon in building materials.</p> <p>The development will lead to an intensification of the site and therefore during operation there may be increased indirect emissions from energy consumption and occupier travel, visitor travel, generation of waste to landfill.</p> <p>If all the measures needed to contribute sufficiently to achieving carbon neutrality are not introduced now and need to be retrofitted later, they will be more expensive and</p>	<p>A Construction Management Plan (CMP) will be developed for the project, which will identify appropriate environmental management measures to minimise waste and the impacts of construction traffic.</p> <p>The development will consider opportunities to reduce embodied carbon in the materials used for construction. Where possible, BRE Green Guide A or B rated materials will be used.</p> <p>A Travel Plan will be produced to encourage and maximise use of public transport and active travel for occupiers and visitors to the HBP Film Studios. The development will provide secure cycle parking. The site is well connected to the existing public transport network located at Hengrove Park, including the Metro Bus route. The close proximity to the existing Bottle Yard Studios will allow active travel between the two sites and short journeys for moving equipment and sets.</p> <p>2 Electric vehicle charging points</p>

			<p>disruptive and will mean that more carbon is emitted in the interim.</p> <p>+ive Improved energy efficiency of buildings</p>	<p>have been installed as part of meanwhile use and further will be considered if grant funding is available.</p> <p>The converted building will have improved energy efficiency, through proposed measures, including replacement of lighting with LED units and natural ventilation, in place of existing mechanical ventilation units.</p> <p>The development will explore funding opportunities to further reduce carbon emissions in accordance with the citywide carbon neutrality target.</p> <p>It is proposed to remove the gas radiant heaters as part of the conversion works. Options for electric heating will be considered, including the option of electric radiant heating supplied by solar and fully renewable tariff. The option of air source heat pumps is being considered if supporting grant funding can be secured. It is noted that considerations for direct electric heating are higher running costs, cumulative impact on the grid and higher carbon emissions than heat pumps. See resilience for avoiding overheating.</p> <p>The roof is suitable for photovoltaic solar arrays and feasibility studies on different options have been carried out, including sleeving surplus power to be used on the main Bottle Yard Studios site. A business case for investment in a solar array is being developed for funding through the Council's Energy Services Capital Programme.</p>
Bristol's resilience to	Y	+ive	Development of brownfield land	The development will be on Brownfield, rather than Greenfield

the effects of climate change?		-ive	<p>The high levels of vegetation and tree cover on the boundaries of the site help provide resilience to climate change</p> <p>The development will likely increase mains water and energy consumption.</p> <p>The development is not in a flood risk area and is not changing the site in a way that would make flooding more likely.</p> <p>The council's satellite heat mapping data shows that hot spots sometimes develop around the North Eastern corner of the site in hot summer weather.</p> <p>A housing development adjacent to the Southern boundary of the site will create some noise during both construction and use, but there will be a wildlife corridor left between the two sites.</p>	<p>land and will repurpose and intensify the use of the site, making better use of available land resources.</p> <p>Landscaping across the site will be retained and managed.</p> <p>Specification of products with low energy / water consumption use. Tenants will be encouraged to use water and energy efficiently, including in respect of equipment bought in for productions.</p> <p>Natural ventilation is part of the design, but the potential for additional roof insulation and heat pump cooling will be dependent on additional funding bids. The acoustic ceilings above the studios will provide limited thermal insulation.</p> <p>The existing thermal and acoustic Rockwall insulation in the double-skinned external and internal walls are adequate for keep sound and temperature gain and loss within acceptable tolerances. Acoustic ceilings will be installed over studios.</p>
Consumption of non-renewable resources?	Y	-ive	<p>In the short-term, there is potential for the consumption of fossil fuels and other non-renewable materials arising through the use of energy and materials during the construction works.</p>	<p>Sustainability of building materials will be considered in the design. For example the project is specifying use of Fermacell Gypsum Fibreboard in place of plasterboard, which is made from recycled gypsum, recycled cellulose fibres from post consumer waste paper and recycled water.</p>

			In operation there will be consumption of fossil fuels for heating and power, and also for travel to and from the site.	<p>A Travel Plan will be developed for the development</p> <p>Reduction in consumption of non-renewable resources will be investigated through the option of on-site renewable energy generation through a photovoltaic array. In addition consideration of a sleeving arrangement to the main Bottle Yard Studios Site would ensure full utilisation of any energy generated between the two sites.</p>
Production, recycling or disposal of waste	Y	-ive	<p>Waste will arise from construction and demolition works.</p> <p>Waste will arise from the normal operation of the site.</p>	<p>Minor demolitions of internal walls are required to facilitate the conversion works. There will not be opportunities for reuse of materials on site. Waste Management Plans will be created for the Construction and Operational Phases of the development to minimise the level of waste produced and maximise the amount of waste that is reused, recycled and diverted from landfill.</p>
		+ive	Adaptability of development to avoid future waste	<p>The Bottle Yard Studios are developing a Sustainability Statement, which will also apply to the Hawkfield Site.</p> <p>The studios will be developed to ensure future adaptability for changes in future use requirements. The potential to donate certain types of set building materials to reuse organisations will be considered.</p>
The appearance of the city?	Y	+ive	The proposed development will not alter the external appearance of the building, but will create good quality studios spaces within the converted building for users and visitors, including audiences and help raise the profile of the city. This use of the	

			site will protect the wooded area of the site.	
Pollution to land, water, or air?	Y	+ive	Contamination	The development is located on a brownfield sites; the proposals will assess the risk of any potential contamination, including for asbestos in the existing building and put in place suitable remedial measures.
		-ive	There is a risk of hazardous materials (e.g. fuels or paints) being accidentally released during construction works. Construction works may generate mud, dust and noise. An increase in traffic associated with intensification of the site's use will potentially impact on air quality within the city.	Construction environmental management arrangements will be produced and documented, which will include detailed controls and measures for the Control Of Substances Hazardous to Health (COSHH); and for minimising and mitigating the resulting effects of construction activity, such as the generation of dust and noise. It is expected that during the construction phase the site(s) will be registered to the Considerate Constructors Scheme. The site is in close proximity to existing public transport and cycle path networks, including multiple bus routes. A Travel Plan will be developed to maximise use of these forms of travel over car use.
Wildlife and habitats?		+ive	The site has good vegetation cover around boundaries, which will be retained and managed.	No works are proposed which will reduce vegetation on the site or destroy any habitats. Potential for bird / bat boxes on the site can be considered.
<p>Consulted with: 2. At a project/design level, proposals have been developed in collaboration with internal teams, including Strategic Property, Economic Development, Major Projects and Culture - including the Bottle Yard Studios.</p> <p>The Council's Environmental Performance Team has reviewed and commented on this assessment.</p>				
<p>Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u></p>				

The significant impacts of this proposal are the creation of waste through demolition and construction works. Consumption of non-renewable resources and emission of Climate Changing Gases associated with the construction and operation of the Studios.

Key considerations and actions have been identified as follows:

- a Construction Management Plan (CMP) will be developed by the Contractor for the project, which will identify appropriate environmental management measures to minimise waste and the impacts of construction traffic.
- project development has considered opportunities to reduce embodied carbon in the materials used for construction.
- a Travel Plan will be produced by the Council to encourage and maximise use of public transport and active travel for occupiers and visitors. The development will provide secure cycle parking. The site is well connected to the existing public transport network located at Hengrove Park, including the Metro Bus route.
- The project has considered opportunities to reduce carbon emissions in accordance with the citywide carbon neutrality target by 2030. The Core Proposal for the development of HBP includes energy efficiency measures for the installation of natural ventilation to studios and upgrading of lighting with low energy LED lights.
- The Core proposals are based on the existing TBYS model of production companies bringing in heating and cooling equipment as required for their production requirements. The project is considering other heating options including an added value option of installing air source heat pumps to provide heating and cooling to the Studios and is looking at grant funding opportunities for this.
- Investigation of potential for reduction in consumption of non-renewable resources to be secured via on-site renewable energy generation through a photovoltaic array, based on availability of energy investment or grant funding.
- Migrate site electricity supply to 100% renewable tariff in May 21, when the contract renews.
- A business case for investment in a solar array is being developed for funding through the Council's Energy Services Capital Programme.
- It is proposed to look at not using the existing gas connection for any heating and the potential option of disconnecting the supply will be considered.
- Tenants will be encouraged to use water and energy efficiently, including in respect of equipment bought in for productions.
- The significant areas of existing landscaping across the site will be retained and managed where appropriate for nature conservation / ecological benefit.
- Waste Management Plans will be created for the Construction and Operational Phases of the development to minimise the level of waste produced and maximise the amount of waste that is reused, recycled and diverted from landfill.
- The Cabinet Report is seeking approval for future bids for decarbonisation grant funding up to the value of £3m for carbon reduction measures at both the HBP site and the existing Bottle Yard Studios site, to allow the sites to be reactive to future

funding opportunities, based on assessment of available carbon reduction measures.

The overall environmental impact is likely to be positive, although it may not be possible to finance the full range of measures needed to make this a carbon neutral site at this time.

Checklist completed by:

Name:	Oliver Roberts
Dept.:	Major Projects
Extension:	x 74179
Date:	22/01/2020
Verified by Environmental Performance Team	Giles Liddell, Project Manager - Environmental

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

Decision Pathway

PURPOSE: Key decision

MEETING: Cabinet

DATE: 25th February 2021

TITLE	Southmead Regeneration	
Ward(s)	Southmead	
Authors: Paul Owens with Matthew Brown	Job titles: Senior Project Manager – Special Projects and Housing Project Manager	
Cabinet lead: Cllr Cheney (with Cllr Helen Godwin/Mayor Rees)	Executive Director lead: Stephen Peacock	
Proposal origin: <i>Other</i>		
Decision maker: Cabinet Member Decision forum: <i>Cabinet</i>		
Purpose of Report:		
<ol style="list-style-type: none"> 1. To seek Cabinet’s support for housing delivery and regeneration in line with the implementation of the local community-led ‘Southmead Masterplan’. 2. To authorise capital investment to support the commercial viability of Southmead District Centre and the efficient delivery of public services in Southmead. 3. Funding is sought from Strategic Community Infrastructure Levy 		
Evidence Base:		
<p>In 2018 an ambitious community-led ‘Southmead Masterplan’ was developed to guide regeneration in Southmead. The Masterplan shows the spatial redevelopment of a range of central Southmead sites to support improved public service provision, local amenity, regeneration, and the delivery of around 300 new homes. A copy of the Masterplan showing spatial plans can be found at: https://www.southmead.org/wp-content/uploads/2018/10/FV_18061_U01_002_Masterplan-Report_181010.pdf</p> <p>Implementation of the Southmead Masterplan, which will need to be taken in a number of interlinked phases, will enhance development densities, protect retail provision and provide a sustainable future for the local centre, and improve accessibility and efficiency of local services.</p> <p>In 2019 Bristol City Council (BCC) received a £3.6m Housing Infrastructure Fund (HIF) funding award from the government’s Homes England agency to support public realm and site acquisition to support the delivery of the Masterplan and 300 homes. To achieve ambitious Southmead Masterplan and Community Plan objectives coordinated change will be required in a number of areas:</p>		
Housing Delivery:		
<p>A range of sites within central Southmead have been identified with redevelopment potential to deliver around 300 new homes. Some of this development will take place on open space and former church facilities will enhance densities. BCC are currently seeking to purchase sites in central Southmead, utilising HIF funding, to enable the delivery of new homes.</p>		

Glencoyne Square:

BCC have agreed to sell open space at Glencoyne Square to the Southmead Development Trust (SDT) for £1 (the Market Value) to facilitate the first phase delivery of 120 new homes and community 'hub' facilities in conjunction with Radian and United Communities (UC) Housing Associations. This is in accordance with recommendations approved at Cabinet in July 2018, and July 2019 for the disposal of council owned land in Central Southmead to support the Arnside and Glencoyne Square Regeneration. The community 'hub' is expected to accommodate a combined public library and health centre (both relocated from other Southmead locations to facilitate additional development).

BCC are seeking capital funding for the 'hub' and non-residential community facilities. The NHS, due to budget constraints, is currently expected to be unable to meet any capital costs of new Health Centre provision. SDT are seeking BCC funding to incorporate a community enterprise space within the development. SDT/Radian/UC are expected to seek a significant Affordable Housing Grant from BCC and Homes England, the application for which has not yet been received. The Planning Committee resolved to grant permission for the Glencoyne Square development, subject to conditions, on 13th May 2020, and can be accessed from the following link: <https://planningonline.bristol.gov.uk/online-applications/applicationDetails.do?keyVal=PYFOUQDN0DG00&activeTab=summary>

Retail:

The 'anchor' supermarket for Southmead District Centre, which underpins the sustainability and vitality of the centre is owned and operated by Aldi. Aldi have provided notification that it proposes to close the current small-format store and move out of Southmead unless a larger 'full-size' store can be accommodated.

The Aldi store currently accommodates around 600,000 shopper visits per annum. The loss of this supermarket will have a severe and negative impact on the commercial vitality of Southmead District Centre and delivery of local regeneration plans.

BCC officers have explored with Aldi's representatives a range of potential supermarket locations within central Southmead but only expansion to encompass the adjacent Southmead Library and Youth Centre site was regarded as viable. Supermarket expansion on these sites is also in accord with the community-led Southmead Masterplan. To achieve this retail ambition Southmead Library will need to be relocated within the area and the existing Youth Centre building, which includes a private gym, will need to be closed. The disposal of the site to Aldi will be on commercial terms to ensure best value is achieved.

Library

The Southmead Masterplan proposes the relocation of the Southmead Library to shared 'hub' premise together with the Southmead Health Centre in bespoke new premises to be built at the Glencoyne Square nearby. Such a move is supported by BCC Library Services as it would be expected to aid improved service delivery and longer opening hours as well as enable supermarket expansion. It is proposed that Southmead Library is temporarily relocated to Southmead House (owned by BCC) until new library space at the Glencoyne Square 'hub' can be constructed, with relocation costs requested as part of CiL funding.

Youth Centre

The Southmead Youth Centre building was leased by BCC to the Southmead Development Trust (SDT) in 2014 for a period of 15 years for an annual peppercorn rent. SDT have also received BCC grant support for the operation of the Youth Centre. SDT rent out space at the Youth Centre building, including to a combat gym operator, to generate income. BCC have also made other premises in the area available to SDT, including The Greenway Centre and The Ranch.

The Southmead Masterplan identifies an opportunity for a new Youth Centre to be provided on the 'Greystoke Strip' adjacent to Greystoke Avenue. Funding for this new Youth Centre has not yet been identified. In the meantime BCC Officers have been exploring together with SDT and other stakeholders alternative options for youth provision locally.

In order to protect the economic vitality of the local centre, BCC officers have been liaising with SDT to seek surrender of the remaining term of the lease to BCC in order to enable Aldi to expand and to secure the sustainability of Southmead District Centre and local employment, and to facilitate the delivery of the community-led Southmead Masterplan. Without SDT agreeing to surrender the lease, the supermarket cannot be expanded to ensure the vitality of local retail provision. BCC is currently exploring funding opportunities for Youth Provision in the local area to mitigate for the loss of the Southmead Youth Centre, likely through a grant to support improvements to the Ranch, a youth facility close by.

In 2002, BCC received a grant from Sport England for investment into the Youth Centre. The deed of dedication notes that written consent must be sought from Sport England if disposition of the estate is required before Feb 22, 2023. BCC Officers are in the process of obtaining such consent. SDT will require similar consent.

Health Centre

The existing Southmead Health Centre occupies aging low density single-storey accommodation. This site, in conjunction with underused land at the adjacent church site, has the capacity to accommodate a significant quantum of new homes. National Health Service (NHS) providers at the Health Centre are keen to relocate to new shared 'hub' accommodation with Southmead Library within the Glencoyne Square development. These co-located services are expected to achieve operational efficiencies in accordance with the One Public Estate agenda. However the NHS CCG (Clinical Commissioning Group) have advised that they are unable to vary their constrained accommodation budget to reflect this improved accommodation.

Public Realm and Drainage

The council is investing in public realm and drainage works in Southmead district centre to improve the streetscape, address traffic and flooding issues, and support the wider masterplan. The council has worked closely with the Arnside and Glencoyne Regeneration Project (AGRP) team on the development of the designs. Work around Arnside and Glencoyne Square has started on site, with construction planned to take place throughout 2021.

Flood Risk/Public Realm Improvements

Flood risks associated with climate change have been identified in Southmead. In addition, the public realm around the 'Arnside' retail area has suffered from a lack of investment over many years. £2.2m of Homes England HIF funding is proposed to be invested in mostly underground Sustainable Urban Drainage (SUDs) and associated public realm improvement works, including design and project management costs. These works will reduce flood risks as well as improve the environment and accessibility of the retail area.

Public Open Space

Whilst a modest reduction in the amount of Public Open Space can be anticipated due to proposed residential and library/health centre hub development, HIF investment in public realm, following public consultation, is expected to improve local parks and playgrounds.

Capital Underwriting/investment

The overall Southmead Regeneration programme is expected to lead to investment of around £56m. This investment would be expected to support economic recovery in addition to providing new homes and

regeneration benefits.

Negotiations are still progressing with relevant landowners and NHS partners. Construction costs and site values are being re-assessed in the light of Covid-19 and firm figures are not currently available. VAT assessments, based upon BCC reclaim ceilings are still being assessed.

It is currently anticipated that Library, Health Centre, and other community space costs will total approx. £7m.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Approve the delivery of new homes and regeneration in Southmead in accordance with the spatial principles of the Southmead Masterplan.
2. Authorise the Executive Director Growth and Regeneration, in consultation with the S151 Officer and Cabinet Member for Finance, Governance and Performance to negotiate with third parties and enter into contracts to secure the delivery of new homes and regeneration in Southmead within the budget envelope detailed in the report.
3. Approve the allocation of Strategic CIL funds of up to £7m to support development and library relocation costs and fund Health Centre, Library and Community enterprise space development.
4. Authorise the Executive Director Growth & Regeneration, (in consultation with the S151 Officer, Cabinet Member for Housing and Cabinet Member for Finance, Governance and Performance) to use Strategic CIL funds up to £7m to support development and library relocation costs and fund Health Centre, Library, and Community enterprise space development.

Corporate Strategy alignment:

Bristol’s Corporate Strategy 2018–2023 includes a strong focus upon working with city partners to secure objectives, to build a better Bristol, to develop people and places and to improve outcomes whilst empowering communities and reducing the need for council services. The proposed Southmead Regeneration plans support increased housing provision in line with BCC Housing Targets within the context of strong place-making which creates a healthy, inclusive and sustainable area for local people and directly addresses the Corporate Strategy themes of: Empowering and Caring, Fair and Inclusive, Well Connected, and Wellbeing.

City Benefits:

The transformation of Southmead, including the provision of new homes, an improved town centre and a healthy and inclusive local community environment will contribute to city-wide targets for housing and for developing economic and social opportunity and environmental sustainability.

Consultation Details:

The Southmead Masterplan has been the subject of extensive community-led consultation within Southmead.

Background Documents: Southmead Masterplan: https://www.southmead.org/wp-content/uploads/2018/10/FV_18061_U01_002_Masterplan-Report_181010.pdf

Glencoyne Square open space planning application: <https://planningonline.bristol.gov.uk/online-applications/applicationDetails.do?keyVal=PYFOUQDN0DG00&activeTab=summary>

Revenue Cost	£	Source of Revenue Funding	n/a
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Capital Cost	Up to £7m	Source of Capital Funding	Strategic Community Infrastructure Levy (CIL)
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. Finance Advice:

1. The report is an amalgamation of various propositions that is parts of the overall ambitious community-led 'Southmead Masterplan'. A review of the financial viability of the propositions has confirmed that taken together, the combined propositions (including consideration for social value, as well as other non-financial benefits) generates a negative Net present value of -£734k over 20 years (after allowing for contingencies). The July 2018 Cabinet report had introduced the prospects of a possible transfer of assets for social value rather than "capital receipt" and that is a significant factor that plays into the financial viability assessment as some of the assets are assumed to be disposed for a minimal cash value.
2. A number of factors that could explain the negative NPV have been identified as follows:
 - a. Non-Cashable social value generated by the proposition, but not captured in the modelling.
 - b. Property prices relative to development costs in this area is low.
 - c. Majority of the build (apart from the NHS, Library and community hub) is likely to be affordable housing – estimated at 85% currently.
 - d. The level of developer funding required ensuring the scheme viable.
 - e. The benefit of rental income, plus sales receipts from property sales does not accrue to the Council.
 - f. The NHS site, Library and Community hub sites are not let at the full commercial rates (although the Council will continue to negotiate to secure a near commercial level or some compensation towards the development cost of the Health Centre).
 - g. Potential capital receipts from disposal of assembled land to developers have not been assumed as available to offset again development costs for the community/public sector assets.
 - h. Disposal of land to SDT for a £1 (based on professional valuation and advice from BCC property team).
 - i. Level of public sector intervention required i.e. for the development of the NHS offices as well as the Library & Community hub.
3. It is important that all the propositions that are eventually agreed and signed into agreements demonstrate that the Council will/has receive best consideration for any of its disposed assets. It is therefore important that officers ensure that the necessary Section 123 valuations are completed and are signed off by the officers with the right delegated authority. This report seeks delegated authority for all such disposals to be agreed by the Executive Director in consultation with S151 as well as the Cabinet Member for Finance, Governance and Performance.
4. To enhance the viability of this scheme, more attention needs to be focused on the agreement between the Council and the NHS. It is worth noting that the new health centre, which will remain the property of the Council, should be let to the NHS at a commercial rent. As a result, it is essential that negotiations be escalated to the appropriate levels within both organisations to ensure the added benefit this generous proposition the council is offering is appropriately considered and responded to.

5. The existing Southmead health centre consists of single storey building over the majority of the site with associated car parking and small garden area with a group of mature trees is 6000m². This land will be sold at market value as part of the land assembly. In its place, following the principles of the community-led Southmead Masterplan, the council will fund the building of a New NHS facility to be co-located with a New Library (the old library is part of the land assembly) as well as community enterprise space at a cost of up to £7m (including allowance for contingency and optimism bias) and currently with no contribution from the NHS. It is expected that the old health centre site can accommodate approximately 45 dwellings based on site capacity work undertaken by the City Design Group.

6. Social value – The regeneration of Glencoyne Square is expected to facilitate;

- a. Affordable homes for local people – 85% of homes will be affordable
- b. Investing in the local economy and creating a liveable and connected town centre - 42 businesses and employers will directly benefit, project will support the employment of 372 people, 20 new apprenticeships, 104 weeks of pre-employment placements, and 5 paid internships.
- c. Tackling crime and anti-social behaviour - A 16-26% reduction in crime is expected
- d. Wellbeing and community resilience - scheme has been designed with mental and physical wellbeing at its heart.
- e. Sustainability - scheme is being built to the highest standards of energy and transport sustainability
- f. Innovation and community leadership - project has won high profile awards at the National Planning Awards, Royal Town Planning Institute and Locality Convention

Source: SDT - Social and Economic Value Summary

7. This report is seeking Cabinet approval to fund the cost of the new Health Centre, Library, and community enterprise space (£7m) from Strategic CIL. The total cost includes adequate contingencies as a result the proposition in this report is not expected to result in any additional financial implications for the council.

8. The number of significant risks still remain at this stage, and should be taken into consideration when considering the recommendations in this report:

- a. Potential cost over-run on the BCC funded elements of this development i.e. Library, health centre as well as other community and infrastructure elements.
- b. Potential costs over-run of the total regeneration project and the implications for the Council.
- c. Additional cost implications if the Council are to fund alternative youth provision as part of securing the Aldi site.
- d. NHS not providing any contribution towards the capital cost of their new health centre, and subsequently not paying a commercial rent after the council has fully funded the construction costs.
- e. Unforeseen infrastructure or other costs not covered by contingency provisions.

Finance Business Partner: Kayode Olagundoye, Interim Finance Business Partner, Growth and Regeneration, 18/12/2020

2. Legal Advice: Any contracts for the purchase of services, goods and/or works in relation to the project,

including professional services, will need to comply with the council's procurement rules and the Public Contracts Regulations 2015 (PCR2015) (unless the contract falls within one of the exclusions) or has an estimated value below the applicable threshold. Where contracts are caught by PCR2015, the Council must ensure compliance with its obligations. Legal advice should be taken on the procurement of and terms of any contract with any external contractors to deliver the project.

State aid (public subsidy) compliance is an area that must also be considered and addressed before proceeding to complete on any property transaction. Disposals at less than market value and acquisitions at greater than market value could raise issues in this regard. Legal advice should be taken on the Council's compliance with appropriate rules.

The Council is also under a duty by virtue of S123 of the Local Government Act 1972 to achieve best value for its assets and any disposal should be at the best price reasonably obtainable. The duty to seek best consideration is subject to certain exceptions, most notably section 3 of the Local Government Act 2000 providing the Council with well-being powers to accept a disposal at undervalue within the £2 million threshold, where the authority considers the disposal will help it to secure the promotion or improvement of the economic, social or environmental well-being of its citizens.

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.

Current youth centre premises let to SDT: the written consent of Sport England (SE) is required to any surrender of the lease and change of use of the premises, including demolition and redevelopment. SDT is under a similar obligation.

Legal Team Leader: Eric Andrews, Legal Services, 16/02/2020. Dorothy Butcher, Legal Services, 14/12/2020

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

ICT Team Leader: Simon Oliver, Director Digital Transformation 09/09/2020

4. HR Advice: There are no HR implications evident

HR Partner: Celia Williams, HR Business Partner 04/09/2020

EDM Sign-off	Stephen Peacock	9 th Dec 2020
Cabinet Member sign-off	Cllr Cheney	16 th Dec 2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	27 th Jan 2020

Appendix A – Summary of Business Case	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

Appendix A - Summary of Business Case

Southmead Regeneration Project

Housing Delivery Service

Date: 15/02/2021

Cabinet Date: 25/02/2021

To provide context to the Southmead Regeneration Cabinet paper to be considered on 25/2/2021, a summary of the business case for the wider project is set out in this document, to provide further detail on the rationale for decisions made to support the Southmead Regeneration project, and to support the decision for the current cabinet paper.

1.1 ECONOMIC CASE Options Appraisal

1. In 2015 a 'Southmead Community Plan 2015-25' was developed by local residents outlining aspirations for the area. In 2018, building upon the Community Plan, an ambitious community-led 'Southmead Masterplan' was developed to guide local regeneration. The Masterplan shows the redevelopment of a range of central Southmead sites to support improved public service provision, local amenity, regeneration, and the delivery of around 300 new homes. A copy of the Masterplan showing spatial plans can be found at: https://www.southmead.org/wp-content/uploads/2018/10/FV_18061_U01_002_Masterplan-Report_181010.pdf
2. Implementation of the Southmead Masterplan, which will need to be taken in a number of interlinked phases, will enhance development densities, protect retail provision and provide a sustainable future for the local centre, and improve accessibility and efficiency of local services.
3. In 2019 Bristol City Council received a £3.6m Housing Infrastructure Fund (HIF) funding award from the government's Homes England agency to support public realm and site investment to support the delivery of the Masterplan and 300 homes.
4. To achieve ambitious Southmead Masterplan and Community Plan objectives coordinated change will be required in a number of areas:

Housing Delivery

5. A range of sites within central Southmead have been identified with redevelopment potential to deliver around 300 new homes. Some of this development will take place on open space and former church facilities, allowing enhanced densities.
6. BCC have agreed to sell open space at Glencoyne Square to facilitate the delivery of around 120 new homes and community 'hub' facilities. A Planning Application has been made for this development (<https://planningonline.bristol.gov.uk/online->

[applications/applicationDetails.do?keyVal=PYFOUQDN0DG00&activeTab=summary](https://www.bcc.gov.uk/applications/applicationDetails.do?keyVal=PYFOUQDN0DG00&activeTab=summary))

7. BCC have made offers to purchase further sites in central Southmead, utilising HIF funding, to facilitate the delivery of required additional new homes in the area to meet local need.

Retail

8. The 'anchor' supermarket for Southmead District Centre which underpins the sustainability and vitality of the centre is owned and operated by Aldi. Aldi have provided notification that it proposes to close the current small-format store and move out of Southmead unless a larger 'full-size' store can be accommodated.
9. The Aldi store currently accommodates around 600,000 shopper visits per annum. The loss of this facility would be expected to lead to the demise of the Arnside shopping area and reduced choice, including of affordable fresh fruit and vegetables, for local people.
10. The potential closure of this supermarket will have a severe and negative impact on the commercial vitality of Southmead District Centre and delivery of local regeneration plans.
11. Aldi have a track record of closing smaller stores where store expansion to 'full-sized' has not been achievable.
12. BCC officers have explored with Aldi's representatives a range of potential supermarket locations within central Southmead but only expansion to encompass the adjacent Southmead Library and Youth Centre site was regarded as viable. Supermarket expansion on these sites is also in accordance with the community-led Southmead Masterplan. To achieve this retail ambition, Southmead Library will need to be relocated within the area and the existing Youth Centre building will need to be closed, with the site being sold on a commercial basis to Aldi.

Library and Youth Centre

13. The Southmead Masterplan proposes the relocation of the Southmead Library to shared 'hub' premises together with the Southmead Health Centre in bespoke new premises to be built at the Glencoyne Square nearby. Such a move is supported by BCC Library Services as it would be expected to aid improved service delivery and longer opening hours as well as enable the expansion of the supermarket. It is proposed that Southmead Library is temporarily relocated to Southmead House until new library space at the Glencoyne Square 'hub' can be constructed.
14. In order to achieve the retail ambition set out above, the existing Southmead Youth Centre will need to be closed. The Southmead Masterplan identifies an opportunity for a new Youth Centre to be provided on the 'Greystoke Strip' adjacent to Greystoke Avenue. Funding is not currently identified for this, however BCC is currently exploring grant funding opportunities for Youth Provision in the local area to mitigate for the loss of the Southmead Youth Centre, likely through a grant to support improvements to the Ranch, a youth facility close by.
15. Alongside the new co-located library and health centre at Glencoyne Square, community enterprise space is expected to be built as part of the western wing of the development,

with final arrangements currently being discussed with project stakeholders and the resident led steering group. Consideration was given to a proposal submitted by the Southmead Development Trust for the library to be co-located with an income generating enterprise centre, but this was considered to present unacceptable financial viability risks compared with the library being co-located with NHS funded Health Centre provision.

Health Centre

16. The existing Southmead Health Centre occupies aging low density single-storey accommodation. This site, in conjunction with underused land at the adjacent church site, has the capacity to accommodate a significant quantum of new homes. National Health Service (NHS) providers at the Health Centre are keen to relocate to new shared 'hub' accommodation with Southmead Library within the Glencoyne Square development. These co-located services are expected to achieve operational efficiencies in accordance with the One Public Estate agenda. Health delivery partners are keen to relocate into new accommodation shared with library services. However, the NHS CCG (Clinical Commissioning Group) have advised that they are unable to vary their constrained revenue accommodation budget to reflect this improved accommodation. The CCG have also advised that whilst they/NHS delivery partners are able to pay rent, they are not able to make a capital contribution towards new Health Centre space.

Public Realm and Drainage

17. Flood risks associated with climate change have been identified in Southmead. In addition the public realm around the 'Arnside' retail area has suffered from a lack of investment over many years. £1.8m is proposed to be invested in mostly underground Sustainable Urban Drainage (SUDs) and associated public realm improvement works. These works will be funded by HIF grant and will reduce flood risks as well as improve the environment and accessibility of the retail area.

Public Open Space

18. Whilst a modest reduction in the amount of Public Open Space can be anticipated due to proposed residential and library/health centre hub development, HIF investment in public realm, following public consultation, is expected to improve the quality of local parks and playgrounds.

1.2 STRATEGIC CASE: Rationale for Change (Background and Programme Investment Objectives)

Southmead was developed during inter and post war years as low density municipal housing. Southmead remains one of Bristol's most disadvantaged wards with neighbourhoods within the 10% most deprived in the country, Southmead District Centre, located around Arnside Road, is a deteriorating but functioning centre with impressively few voids. The anchor store for the shopping Centre is a small-format 'Aldi', currently accommodating around 60% of Aldi's standard product lines, which attracts some 600,000 shopper per annum. Around 50% of the predominantly 3-bed local housing stock is privately owned and 36% social rented. Local community facilities (including: community centre, Health Centre, library) are plentiful but deteriorating and not fully accessible.

Central Southmead as a neighbourhood and its District Centre face both threats and opportunities.

Threats include:

- The anchor supermarket operator for the District Centre, Aldi, have advised BCC that they will move out of Southmead unless a 'full-sized' store can be accommodated. This could jeopardise the commercial vitality and amenity of Southmead District Centre
- Risk of flooding to residential properties in the event of severe weather events which is becoming increasingly likely due to climate change
- A surfeit of underused religious establishments/buildings, some of which face being abandoned
- Inadequate youth facilities with associated risk of anti-social behaviour
- Tired, inefficient, and sometimes inaccessible community buildings/facilities, including: Community Centre, Health Centre, and library
- Inadequate local employment opportunities
- Unappealing and wind-swept public open space, including Glencoyne Square

Opportunities include:

- A strong core of ambitious local organisations and residents who are actively participating in delivering regeneration and improvements to the area
- A coherent local Community Plan and Southmead Masterplan with strong community support for implementation
- Sites capable of higher-density development than the predominant historic low density built environment
- Government HIF funding award of £3.6 million
- Reasonable provision of Public Open Space in the vicinity

The identified business need is...

- Protect the future vitality and sustainability of shopping centre to ensure amenities remain available to local people
- Need to provide additional new homes to meet local need and BCC corporate and UK government priorities
- Meet One Public Estate commitments to rationalise and increase efficiency of public services and estate
- Address flood risks within Southmead
- Protect District Centre employment

The existing arrangements need to change to meet future business needs because....

- Without intervention the 'anchor' supermarket is expected to close potentially leading to demise of shopping centre with associated loss of local amenity and employment

Consequently, the Programme / Project Investment objectives are...

- Secure expansion and retention of anchor supermarket
- Site acquisition and development to provide new homes
- SUDs and associated public realm investment
- Provision of integrated library/health centre hub, and seek alternative youth provision

1.3 Programme Benefits

Investment into the Southmead Regeneration project is expected to have a broad range of financial and non-financial benefits. Financial benefits include additional Council Tax receipts from the development of new homes, additional business rates and the increased value of HIF funded site acquisitions and public realm investments. Non-financial benefits include approximately 370 jobs supported/created, 20 new apprenticeships created, 207 new homes provided (forming a large proportion of the wider masterplan for 300 homes, 42 businesses benefitting directly from improvements, a predicted reduction in crime of 16-26%, and 30 additional trees planted. Non quantifiable, non-financial benefits include improved local amenity, improved local access to library services for disadvantaged groups and the mitigation of flood risks.

1.4 Preferred Way Forward

1. BCC to support the regeneration of central Southmead in accordance with Southmead Masterplan spatial principles
2. BCC to support measures to sustain the vitality of Southmead District Centre, to include the retention/expansion of anchor supermarket provision
3. BCC to relocate Southmead Library, in two steps, to:
 - a. sustain the vitality of Southmead District Centre and to improve local library service provision, including extended opening hours
 - b. form a Southmead community 'hub' sharing accommodation with a Health Centre to gain service delivery efficiencies and achieve One Public Estate objectives
 - c. ensure that library premises are fully accessible
 - Step 1 is interim relocation to former Customer Service Point space within Southmead House
 - Step 2 is permanent relocation to new integrated 'hub' premises with Health Centre at Glencoyne Square
4. BCC to seek surrender of Youth Centre lease and to seek alternative youth provision locally
5. BCC to sell existing Library and Youth Centre sites to Aldi to enable anchor supermarket expansion and retention
6. BCC to sell Glencoyne Square open space to the Southmead Development Trust to facilitate the delivery of circa 120 new homes on the site together with the provision of a combined Library/Health Centre 'hub'
7. BCC to meet the estimated capital cost of library relocation and new build within 'hub' (noting anticipated capital receipts from disposal of existing library & youth centre sites)
8. BCC to underwrite the cost of providing new Health Centre space within at Glencoyne Sq development, and support the development of community enterprise space through one-off capital investment.

9. BCC to acquire selected Southmead sites to support residential development utilising part of a £3.6m Homes England HIF grant award, including existing Health Centre site
10. BCC to invest in SUDs and public realm utilising part of a £3.6m Homes England HIF grant award
11. Promote new residential development on acquired sites.

1.5 Risks

Key risks associated with the delivery of the Southmead Regeneration Project include the following:

- Inability to acquire development sites
- Inflation in project costs associated with Glencoyne Square
- Loss of anchor supermarket
- Failure to obtain statutory consents

These are explained in more detail in Appendix D- Risk Register.

1.6 Commercial Strategy

The overall Southmead regeneration programme is expected to lead to investment of around £56m, which will provide significant long-term investment into Southmead's local economy. The support for the expansion of the anchor supermarket will provide wider support for the local centre, through an increase in the number of shoppers to the area. The delivery of approx. 300 homes (207 in the immediate area around Glencoyne Square) will bring in approximately up to £3million in council tax over 20 years and circa 600 new residents into the area, which will have a positive impact on the vitality and resilience of the suburban local centre in terms of spending and trips. The £1.8million spending of HIF funding on public realm improvements in the local centre will also make this area a more attractive place to shop, work and live. The expansion of the supermarket is also expected to provide further business rates to the Council of circa £50k per annum.

In order to ensure this number of homes is delivered and the subsequent commercial benefits of the development are realised to achieve best public value, several sites need to be acquired by the council utilising the HIF funding, with the relocation of the Library and Health Centre integrated into the Glencoyne Square development. Negotiations are still progressing with relevant landowners and leaseholders. Concurrently, the expansion of the supermarket anchor store needs to be secured, but is progressing.

Construction Costs

Recent cost appraisals have been made by BCC's cost consultant on the most up-to-date costs to ensure value for money. Currently these costs are coming in higher than expected, justified as a result of COVID and Brexit uncertainties, along with increased demands due to heat hierarchies and the quality of the design. The council will be working to drive these costs down as much as possible. As the contractor will be entering into a Design and Build Contract, there will be a high level of certainty to the costs once the contract is agreed, as the contractor takes on the risks and contingencies of the construction project once agreed. At this stage there may be some fluctuation to the costs stated above due to further value engineering exercises, changes in apportionment of costs to non-residential elements, however these will need to be agreed by all stakeholders ahead of signing any contracts, in consultation with the council's section 151 officer.

Supporting Information

Southmead Masterplan Summary	Link: https://www.southmead.org/wp-content/uploads/2018/10/FV_18061_U01_002_Masterplan-Summary-Report_181010.pdf
Glencoyne Square Planning Application	Link: https://planningonline.bristol.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=PYFOUQDN0DG00

Southmead Regeneration Risk Register

Negative Risks that offer a threat to Southmead Regeneration and its Aims (Aim - Reduce Level of Risk)

Ref	Risk Description	Key Causes	Key Consequence	Status Open / Closed	Strategic Theme	Risk Category	Risk Owner	Key Mitigations	Direction of travel	Current Risk Level			Monetary Impact of Risk £k	Risk Tolerance		
										Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating
A	Development sites acquisition	There is potential that sites may not be able to be acquired from existing	Inability to deliver masterplan and HIF funding terms	Open		External	MB	Offers being made, and specialist	Worsened	3	4	12			0	25/01/20
B	Viability of Glencoyne Square	Inflation in project costs may impact overall viability of scheme	Inability to deliver masterplan and HIF funding terms	Open		External	MB	Appraisal of costs/income & BCC financial	Worsened	3	5	15			0	25/01/20
C	Loss of anchor supermarket	Inability to secure expansion site or retailer decision	Loss of key anchor retailer in district centre	Open		External	MB	Youth Centre site acquisition &	Unchanged	2	5	10			0	25/01/20
D	Failure to obtain statutory consents for development	Issues pertaining to planning permission for developments around	Inability to deliver masterplan and HIF funding terms	Open		Internal / External	MB	Engagement with local community	Unchanged	1	5	5			0	25/01/20

Bristol City Council Equality Impact Assessment Form

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



Name of proposal	Southmead Regeneration
Directorate and Service Area	Growth & Regeneration/Housing Delivery Team
Name of Lead Officer	Paul Owens

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?

1. To support the delivery of new homes and regeneration in Southmead in accordance with the spatial principles of the Southmead Masterplan.
2. To authorise Executive Director Growth and Regeneration to negotiate with third parties and enter into, and proceed to completion of, contracts and transfers to secure the delivery of new homes and regeneration in Southmead within the budget envelope detailed in the report.
3. Authorise the Executive Director - Growth & Regeneration, (in consultation with the S151 Officer, Cabinet Member for Housing and Cabinet Member for Finance, Governance and Performance) to; use Strategic CiL funds up to £7m, including £1.5m to support development and library relocation costs, and fund Health Centre/Community space development costs of up to £5m, and contingency of £0.5m

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?

Proposals are geographically targeted within Southmead Ward and therefore Southmead residents, present and future, will be most affected.

Proposals include regeneration and housing delivery investment in Southmead working in partnership with local communities to bring forward development.

Key demographics which relate to the protected groups are listed below:

- 15.7% of Southmead’s population are of Black, Asian and minority ethnicity, which is slightly lower than the Bristol average of 16%.
- Southmead experiences significantly greater deprivation than average. Central Southmead includes Lower Layer Super Output Areas within the most deprived 10% in the country. In Bristol, on average people in more deprived areas, not only have shorter lives but they also spend more of their later years with a disability.
- Southmead has higher than [Bristol] averages of people aged >65 and <15
- 66.4% of Southmead households occupy properties of 3 or more bedrooms, which is significantly higher than the Bristol average of 55.4%.

Bristol’s Quality of Life Survey data records for the population of Southmead¹ for 2019-20:

- 41% have limiting illness, health problem or disability (26% average Bristol)
- 14% who’s physical health prevents them leaving their house when they want to (8% average Bristol)
- 57% respondents who feel safe when outside in their neighbourhood after dark (67% average Bristol)
- 8.2% in receipt of means tested benefit (7.1% average Bristol)

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

We don’t have ward level data for Southmead for some protected characteristics e.g. Sexual Orientation or Gender Reassignment

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

The **Southmead Regeneration** proposal seeks to respond to and support the delivery of the local community-led Southmead Masterplan published in 2018. Implementation of the Southmead Masterplan includes the need for site assembly to support housing delivery, the provision of a new/relocated Southmead Library and Health Centre in shared premises, and the reprovision

¹¹ https://bristol.opendatasoft.com/pages/quality_of_life_results_201920/bristol-trend-view#bristol-trend-view

of youth services and a community hub; as well as new public space integrating healthy lifestyle designs and potentially new sports facilities to include a new skate park. These measures are required to improve development densities within the area and to provide new housing development opportunities.

The Southmead Development Trust have agreed to lead on community involvement for these regeneration proposals and are well placed to do so. Full public consultation has taken place prior to the submission of the Glencoyne Square planning application, and will occur for all subsequent major developments being submitted as part of the wider masterplan. Local residents will have the opportunity to view and comment on the proposed layouts at consultation events. The Southmead Community Plan, which led to the Southmead Masterplan, included exploration and development of key priorities for Southmead in nine key areas such as Housing, Health, and Crime. Over 950 households engaged in this consultation process, led by a team of local volunteers through door knocking, conversations with residents, meetings, workshops, events, news articles, displays, leaflets, etc. Much of this has been carried out by residents themselves in order to address equalities issues.

The development of the now granted application at Glencoyne Square has involved extensive community consultation with residents and is tailored to address particular issues with the current housing stock in Southmead, notably that there are a low number of smaller properties for existing residents who want to stay in the area to downsize into. In 2017 a project group was set up for the Arnside and Glencoyne Regeneration Project (AGRP), made up of community stakeholders, activists, BCC officers, SDT trustees and staff. Their mandate was to oversee the development of a vision for the regeneration of the centre of Southmead and it continues to meet on a monthly basis.

A Statement of Community Involvement will form part of the planning applications and will set out details of how people have been consulted, their responses and how the proposals have been influenced by stakeholders.

The Planning Authority will also consult local residents surrounding the site for their views and give them the opportunity to raise objections.

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?

From the current data available we know there are existing inequalities for people in Southmead which this proposal seeks to address.

In particular children and young people, older people and disabled people are likely to be impacted by the physical redevelopment of sites and loss of public open space including play-space.

It is therefore important to ensure a robust consultation process to allow for all members of the community to comment on the emerging design proposals that will be submitted for planning.

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

In order to reverse existing inequalities, future delivery projects will be underpinned by 17 sustainable development goals (see Appendix B – Masterplan Report).

The potential negative impact of reduced public open space can be mitigated by ensuring that remaining public open space within the area is upgraded to provide enhanced utility.

Redevelopment projects are likely to take place on off-street development sites behind hoardings to minimise disruption. Planning Applications for these projects would also be expected to include method statements to minimise disruption locally.

Mitigation of any specific potential negative impacts will be considered on a project-by-project basis.

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

The proposal to facilitate the construction of some 300 new homes, including affordable homes is expected to positively impact upon citizens with protected characteristics. A wider choice of new homes constructed to modern environmental and access standards will be provided constructed in accordance with Bristol Development Framework Core Strategy and Building Regulations requirements.

Implementation of public realm improvements can be expected to benefit citizens on the basis of their protected characteristics and increase accessibility for disabled people.

3.4 Can they be maximised? If so, how?

See above

Step 4: So what?

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

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

The assessment has raised the issue of how residents could be affected by the project on the basis of their protected characteristics.

It has highlighted that residents and representative groups should be communicated with earlier, using a variety of methods and at key stages.

It also highlights that local partners working with the city council must adhere to Equalities Policies and understand that they will be required to adapt their communication practices depending on the equalities group.

4.2 What actions have been identified going forward?

It is expected that individual development projects, to be considered further down the line, will include communication and consultation events in relation to the development. Future delivery projects will be expected to consider the needs of people with protected characteristics (including groups who may not be identified in this Equalities Impact Assessment).

- Tailor communication methods and needs
- Southmead Development Trust to be able to confidently engage with local residents, with a particular focus on those with protected characteristics, and discuss resident comments and concerns

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

- Lessons Learned Log will be compiled as the project progresses, noting down areas that could have been dealt with differently/better.
- Number of respondents to consultation event and how the demographics of respondents compare to the current demographics.

Service Director Sign-Off: <i>Reviewed by Zoe Willcox, Director: Planning</i>	Equalities Officer Sign Off: <i>Reviewed by Equality and Inclusion Team</i>
Date: 17/12/2020	Date: 15/12/2020

Eco Impact Checklist

Title of report: Southmead Regeneration				
Report author: Matthew Brown				
Anticipated date of key decision: February 25 th , 2021				
Summary of proposals:				
Will the proposal impact on...	Yes/ No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Yes	-ive	Housing and commercial development: development is expected to generate short-term emissions through the use of energy, transport fuel and materials during construction works.	All building works will meet planning policy guidance for sustainability and energy. At Glencoyne Square, a fabric first approach has been used to minimise energy demands at source through good fabric, but also through efficient services design. Although it sits outside the heat priority area, the heat hierarchy has been considered and wider energy policy including the 20% renewable energy target have been applied.
		+ive	HIF investment in infrastructure: Drainage and public realm improvements will generate emissions during construction.	Public realm and pedestrian improvements expected to support walking and cycling and subsequently expected to slightly reduce dependence upon cars and associated emissions.
Bristol's resilience to the effects of climate change?	Yes	+ive	Additional households will be accommodated in Southmead. All developments will be subject to Planning Consents. Glencoyne Square and areas to the South are known to be a flood risk.	New developments will be constructed in accordance with Core Strategy policy BSC13. HIF funding will support appropriate SuDs provision. Major developments will be subject to BREEAM for Communities. The current predicted score

			<p>New developments may:</p> <ul style="list-style-type: none"> - Be at risk of flooding. - Increase the flood plain making surrounding buildings more vulnerable to flooding. - Place additional demand on the mains drainage system. - Increase water runoff by creating more impermeable surfaces or removing trees. - Be designed to cope with extreme weather including heat wave and warmer weather. - Increase water consumption associated with the area. 	<p>indicates that a BREEAM Excellent rating is achievable on the Glencoyne Square project.</p> <p>Ensure housing development design and infrastructure can deal with extreme weather events through integrating into project briefs across the masterplan area.</p>
Consumption of non-renewable resources?	Yes	-ive	<p>Short-term use of fossil fuels and other non-renewable materials through the use of energy, vehicle fuel and materials during construction works.</p> <p>Long term consumption of fossil fuels for occupying and travelling to and from dwellings. This includes energy and heat provision to houses.</p>	<p>Developments will at least meet Building Regulations requirements. There will be some onsite energy generation (solar panels) At Glencoyne Square, there should be a 20% renewable energy provision as per the energy and sustainability strategy.</p> <p>New dwellings will benefit from proximity to local services.</p> <p>Heating systems will be installed according to the heat hierarchy policy. At Glencoyne Square, part of the heating requirements will be</p>

				fulfilled by ground source heat pumps.
Production, recycling or disposal of waste	Yes	-ive	<p>Waste will arise from construction works.</p> <p>Waste will arise from the normal occupation of the homes.</p>	<p>Construction contractors will be obliged to a prepare site waste management plan in an approved format, which will detail how waste will be minimised, and recycling promoted.</p> <p>It is anticipated that homes will be designed to provide adequate off footpath recycling facilities, waste management storage and access for pick up by council contractors.</p>
The appearance of the city?	Yes	+ive	New homes will alter the appearance of the city.	<p>Good 'placemaking' is key to Southmead regeneration. Local community aspirations are being taken into account, and have informed the design and appearance of the development at Glencoyne Square at all stages. It is anticipated that the next phases will follow a similar structured approach to community involvement. All developments will be subject to usual consultation and statutory Planning controls, with extensive input from the City Design Group.</p>
Pollution to land, water, or air?	Yes	-ive	Construction works will involve the use and storage of materials that could contaminate land, watercourses and surface water drains, if accidentally	<p>Planning Consents will be expected to require the use of a Construction Management Plan, to be approved by the planning authority. This plan should mitigate for all of the issues noted in</p>

			<p>released.</p> <p>Works are likely to create dust and noise.</p> <p>Construction works may create new sewage discharges.</p> <p>Diffuse pollution will be created from runoff from new roads and vehicular parking areas created by the development.</p> <p>Site may have been contaminated by previous activity.</p> <p>New dwellings will impact upon traffic flows and noise levels in the surrounding area.</p> <p>Any increases in traffic resultant from the dwellings will impact on local air quality.</p>	<p>relation to construction activity and the production of pollution.</p> <p>The development scheme at Glencoyne Square includes dedicated cycle storage and will be delivered alongside cycleway improvements alongside Arnside. This will reduce the number of journeys taken by car by new and existing residents in Southmead.</p>
Wildlife and habitats?	Yes	-ive	<p>Development and densification expected to lead to the loss of open space, albeit space with relatively low ecological value.</p> <p>Materials, such as bricks and timber, can have a detrimental effect on wildlife and habitats if not carefully sourced.</p>	<p>Development sites will be subject to ecological impact assessments prior to development. Appropriate avoidance/mitigation measures will be considered and implemented on a site-by-site basis.</p> <p>At Glencoyne Square, the arboricultural impact assessment identified that number of new trees required to be planted to mitigate for the impact of</p>

			<p>the loss of trees due to new construction. The same approach will continue to be used across other developments at Southmead.</p> <p>Procure sustainably sourced materials and encourage contractors to do the same.</p>
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Consulted with:

n/a

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

The significant impacts of this proposal mainly related to the proposed development of some 300 new homes and investment into improved public realm.

The proposals include the following measures to mitigate the impacts: Sustainable Urban Drainage (SUDs) provision. The impacts and mitigation of individual housing development sites will be considered on a site-by-site basis.

The net effects of the proposals are mixed but will have positive aspects in the provision of SUDs and efficient housing provision.

Checklist completed by:

Name:	Matthew Brown
Dept.:	Growth & Regeneration
Extension:	n/a
Date:	28/10/2020
Verified by Environmental Performance Team	Giles Liddell, Project Manager - Environmental, 22/01/2021



Decision Pathway

PURPOSE: Key decision

MEETING: Cabinet

DATE: 25 February 2021

TITLE	Lawrence Weston Community Hub	
Ward(s)	Avonmouth and Lawrence Weston	
Author: Paul Owens/Jay Ridsdale	Job title: Property Development Manager/Senior Project Manager	
Cabinet lead: Cllr Cheney	Executive Director lead: Stephen Peacock	
Proposal origin: <i>BCC Staff</i>		
Decision maker: Cabinet Member Decision forum: <i>Cabinet</i>		
Purpose of Report:		
<ol style="list-style-type: none"> 1. To seek approval to grant a new 35 year lease of Council owned land at Broadlands in Lawrence Weston to Ambition Lawrence Weston to develop a new community hub on the site. The new lease would be granted at undervalue with no capital receipt or rental income due to the Council. 2. To provide a grant up to £1m from the Council's Capital Programme Strategic CIL allocation, together with an allocation of £150k from the Port Communities Resilience Fund, as a contribution towards the development costs of the new community hub. 		
Evidence Base:		
<p>The Lawrence Weston Community Hub Project (Hub) is being driven by Ambition Laurence Weston (ALW) who have been seeking to have a community hub built in Lawrence Weston for over 8 years. The proposed Hub will be on Council owned land forming part of the former City of Bristol College site off Broadlands Drive, which is identified in the local plan for community use to replace the previous community provision provided by the demolished College buildings.</p> <p>The Hub will be developed by ALW on land leased to them by the Council and will provide the community with a multipurpose space including spaces where classes and events can be held. ALW will enter into a linked service agreement to ensure agreed social outcomes.</p> <p>The high-level objectives of the Hub project are:</p> <ul style="list-style-type: none"> • To have a community facility in Lawrence Weston this is well accessed and supported by the community and is financially viable and sustainable. • The vision is to have a Hub which provides activities and support, which empower people to make changes in their lives to improve their health and wellbeing. The aim is that it will reduce poverty and isolation, improve health (including mental health) and increase skills, confidence and employment levels. • To create a space for community involvement and volunteering and thus help create a sustainable well balanced community. 		

Original proposals for the Hub were developed by ALW, and the Council took over the delivery of the project as part of the Central Government funded One Public Estate (OPE) initiative. Full planning permission was granted for a multi-agency facility in 2017 including the Hub, a doctor's surgery, pharmacy and space for Bristol City Council. However, the project did not proceed following the withdrawal of the NHS selected provider; and removal of proposals for an additional floor of Council Office Space due to this provision not being affordable within the identified project budget.

ALW has since taken the lead on the project to focus on the delivery of a standalone Hub by the community group themselves with development funding being sought from the Council, the National Lottery and other partners.

As a result of the original partners' withdrawal from the project along with the recent consequences coming from the Covid 19 Pandemic, ALW have altered the original design to better meet its needs including changes that ensure the building is as "Covid safe" as possible. These changes have been supported and directed by the local community, as was the original design.

The Hub project was originally developed as part of wider proposals for releasing adjoining surplus plots of land for development, including a new Lidl Supermarket; and housing, which is being developed by Persimmon Homes, securing £2.47m of receipts from these disposals by 2020/21.

The development costs for the Hub project have been estimated by ALW at circa £1.6m assuming VAT is reclaimable. These costs are based on outline designs. The project would be funded in the following way:

- Bristol City Council Strategic CIL contribution £1M
- National Lottery Funding £0.45M (secured)
- Port Communities Resilience Fund £0.15M (to support local economic development as approved by Cabinet in August 2017)

This approval will only grant a facility of up to £1.15M. The details of the grant drawdown will be agreed following due diligence on the final build costs and programme.

ALW currently occupy and provide a community facility from Council owned premises at the Lawrence Weston Youth Club, Long Cross, Lawrence Weston. Vacant possession of the Youth Club premises would be handed back to the Council on completion of the new Hub. The Youth Club is held from the Council by ALW under a 5 year lease from January 2021 at a peppercorn rent, subject to a break clause so that the lease can be ended when the new Hub premises are ready for occupation.

The Youth Club site is 0.66 acres. Once handed back to the Council this land will be available for disposal, to be promoted by Housing Delivery, and will offer the potential to deliver around 14 new homes. There is also potential to increase the area and the number of new homes being promoted by including adjacent Council owned land. With the benefit of a planning consent for residential development the Youth Club site would have a market value in the region of £350,000.

The new lease of the hub site to be granted to Ambition Lawrence Weston would be for a term of 35 years with no capital receipt or rental income due to the Council. Under the terms of the proposed lease ALW would be responsible for fully insuring and repairing the hub building. At the end of the lease term there are a number of scenarios (1) ALW could choose to hand the building back to the Council. (2) The Council could seek vacant possession under the Landlord and Tenant Act 1954 providing certain grounds are met (3) A new lease to ALW could be agreed.

Should the site be marketed exclusively for a community use for a term of 35 years it is possible that a premium in the region of £65,000 could be achieved for the land. In a different scenario, where the Council was seeking to maximise the disposal proceeds for the same lease term, a mixed-use scheme including a reduced community facility together with new housing could generate a receipt in the region of £300,000.

There is no requirement for the Council to seek consent from the Secretary of State to the grant of the lease at less

than best consideration as the amount of the undervalue is less than £2 Million and the Council considers that the land disposal will help it to secure the promotion or improvement of economic, social or environmental well-being in Lawrence Weston.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Approve expenditure of £1m Strategic CIL within the Capital Programme, and the expenditure of £150k from the Ports Communities Resilience Fund, by way of grants to Ambition Lawrence Weston towards the development of the Lawrence Weston Community Hub, conditional upon S151 officer sign-off of the due diligence of the final project business case.
2. Authorise the Executive Director of Growth & Regeneration, in conjunction with S151 officer, to negotiate terms for the award and drawdown of the proposed grants.
3. Note the proposed development will promote or improve the economic, social or environmental well-being of Lawrence Western and its community
4. Authorise the Executive Director for Growth & Regeneration (in consultation with the Cabinet Member for Finance, Governance and Performance) to agree terms for the grant of a 35 year lease to Ambition Lawrence Weston, at an undervalue.

Corporate Strategy alignment:

The Bristol City Council Business Plan 2020/21 (Fair and Inclusive 2019/20)

- Key Commitment 1: Make sure that 2,000 new homes (800 affordable) are built in Bristol each year by 2020.
- Key Commitment 4: Help develop balanced communities which are inclusive and avoid negative impacts from gentrification - point 1 states: Continue to invest in the voluntary and community sector through the Bristol Impact Fund to deliver life-improving projects to help the city's most disadvantaged people, pending Cabinet approval.

City Benefits:

1. The project is being delivered within one of the most deprived communities in the City, as part of wider regeneration proposals.
2. The Hub will provide new community facilities to better serve the existing community.
3. Relocation of ALW from the existing Lawrence Weston Youth Centre, supports the future regeneration of the Council owned site at Long Cross offering the potential for the delivery of new housing.

Consultation Details:

1. Residents – involved in the Community Plan, identifying the concept for a Hub.
2. Planning –proposals for the previous hub building as part of a multi-agency facility were submitted for planning, which included a consultation period. Planning consent was secured. A revised planning application will need to be submitted by ALW for the new scheme.
3. Officers – there is wide-ranging officer awareness and support for the proposal.
4. Local Ward Members.

Background Documents:

[Bristol Local Plan 2011](#)

Revenue Cost	£	Source of Revenue Funding	
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Capital Cost	£1.15m.	Source of Capital Funding	Bristol City Council Strategic CIL £1M National Lottery Funding £0.45M Port Communities Resilience Fund £0.15M
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. Finance Advice:

Overview

This report seeks approval for funding to be made available to ALW for the development of the Lawrence Weston Community Hub, through utilisation of £1m CIL and 150k Port Resilience Fund. As noted in the report, this funding is to contribute to the high-level costing provided by AWL, totalling £1.6m. The additional cost is to be met by lottery funding awarded directly to ALW. ALW will develop a site on BCC land, which BCC will lease to ALW over a 35 year timeframe.

Financial benefits of proposed scheme

The current proposal will potentially contribute financially to the council if the opportunity to dispose of the current youth club site is realised, however, this is contingent on successful delivery of the project.

Risk appraisal

The final costing and delivery of the project has not been assessed, as these are yet to be finalised by ALW, therefore there is currently unquantified risk around the feasibility of the proposals. Before BCC confirming the funding to ALW, suitable due diligence by the service must be undertaken, in conjunction with finance, to assess whether:

- Project costs are reasonable given the scope of the project
- Suitable contingency and optimism bias has been incorporated
- Future revenue costs are considered, and ALW have credible plans to meet these

BCC must also ensure that the funding agreement and lease agreement protects BCC from revenue and capital cost pressures that could arise through the project build and subsequent operation of the site.

Considering the financial value of the grant proposed, and the currently unassessed risk in the final project proposals and subsequent operation, finance support the recommendation that the due diligence and grant agreement are approved by the S151 officer.

Funding

Strategic CIL is available to fund the project (£1m), in conjunction with the Port Infrastructure Fund (£0.15m).

The capital programme currently reflects a budget of £4.15m (PL34). £1.15m is funded through CIL and the Port Infrastructure Fund. The residual £3m relates to previously assumed contributions from other organisations that are no longer going to be funding the project. The capital budget will be updated to reflect the current proposed project budget.

Alternative options

Alternative options could be considered for the land that could generate a financial return, such as sale or development.

Finance Business Partner: George Palmer, Finance Business Partner, Growth and Regeneration, 22/01/21

2. Legal Advice: The Council is also under a duty by virtue of S123 of the Local Government Act 1972 to achieve best value for its assets and any disposal should be at the best price reasonably obtainable. The duty to seek best consideration is subject to certain exceptions, most notably section 3 of the Local Government Act 2000 providing the

Council with well-being powers to accept a disposal at undervalue within the £2 million threshold, where the authority considers the disposal will help it to secure the promotion or improvement of the economic, social or environmental well-being of its citizens.

It follows that if the Council considers this transaction secures the promotion or improvement of the economic, social or environmental well-being of its citizens, the transaction falls within the £2million undervalue threshold and the Council will have authority to grant the lease without the need to obtain Secretary of State consent to the transaction.

Provided the proposed funding of £1m is a genuine grant (and not a contract) it will not raise any procurement issues. Nor, given the nature and purpose of the financial support, should it raise any state aid/subsidy issues.

Legal Team Leader: Eric Andrews/Andrew Jones, Legal Services, 26/1/21

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

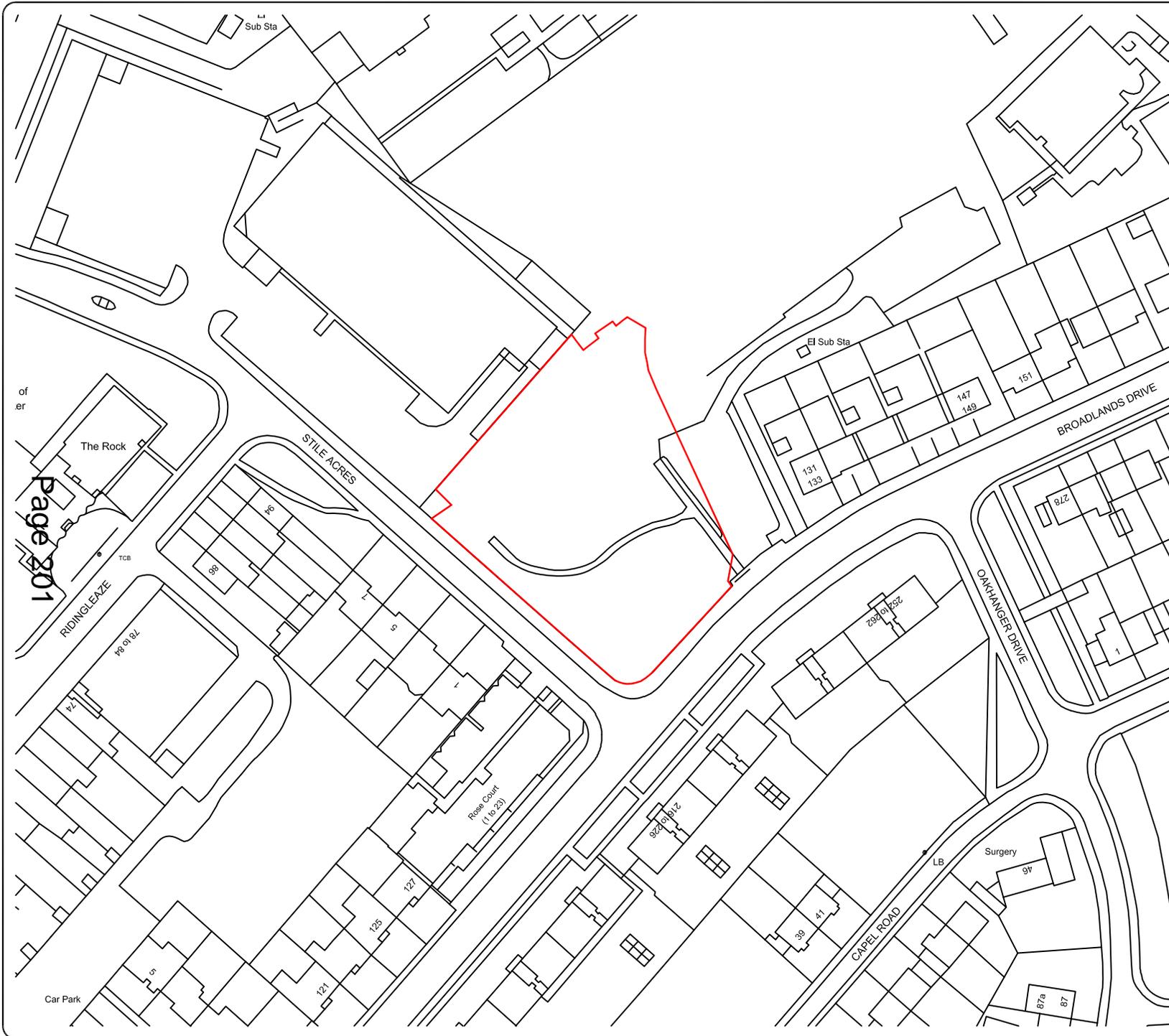
IT Team Leader: Simon Oliver, 13/1/2021

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

HR Partner: Celia Williams, HR Business Partner – Growth and Regeneration, 13/1/2021

EDM Sign-off	Stephen Peacock	20/1/2020
Cabinet Member sign-off	Cllr Craig Cheney	27/1/2021
For Key Decisions - Mayor's Office sign-off	Mayor's Office	1/2/2021

Appendix A – Further essential background / detail on the proposal Plan of the proposed Hub site at Stiles Acre, Lawrence Weston	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



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Land at Stile Acres and Broadlands Drive, Lawrence Weston, Bristol.

 Location of community hub site.

SITE PLAN : To ensure boundary accuracy, please refer to deeds.

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Ordnance Survey 100023406.

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PROPERTY

Plan No	: N7542b
Prop ID Ref	: 138962 (part)
Polygon Ref	: 123292 (part)
Scale	: 1:1,250 @A4
Date	: 01/12/2020



CORPORATE PROPERTY
City Hall, PO Box 3399, Bristol. BS1 9NE

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Bristol City Council Equality Impact Assessment Form



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

Name of proposal	Lawrence Weston Community Hub
Directorate and Service Area	Growth & Regeneration/Housing Delivery Team
Name of Lead Officer	Miles Reynolds / Paul Owens

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? <ol style="list-style-type: none">1. Approves expenditure of £1.15m within the Capital Programme & Strategic CIL to enable the development of the Lawrence Weston Community Hub.2. Approves that the Council enters into an Agreement for Lease with Ambition Lawrence Weston on terms to be negotiated and agreed by the Executive Director Growth and Regeneration.3. Authorises the Executive Director of Growth & Regeneration to negotiate mutually acceptable terms for the drawdown of the BCC grant.4. Authorises the Executive Director for Growth & Regeneration to agree terms for the grant of a 35 year lease at an Undervalue.
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Step 2: What information do we have?

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

2.1 What data or evidence is there which tells us who is, or could be affected?
The proposal is to have a community hub built in Lawrence Weston providing the community with a multipurpose space including spaces where classes and events can be held, empowering people to make changes in their lives to improve their health and wellbeing.
The proposal aim is to reduce poverty and isolation, improve health (including mental health) and increase skills, confidence and employment levels.

Bristol's Quality of Life Survey data records for the Avonmouth and Lawrence Weston ward¹ for 2019-20:

- 6.8% of Lawrence Weston's population are of Black, Asian and minority ethnicity, compared to Bristol average of 16%.
- In Lawrence Weston 5.3% of residents say they have above average wellbeing compared to Bristol overall figure of 10%.
- The proportion of people with a serious long term illness or health condition in Lawrence Weston is significantly worse (35%) than the Bristol average (26%).
- 27% are satisfied with activities for children/young people compared to the Bristol average of 37%.
- 20% are satisfied with leisure facilities/services compared to Bristol average 46%.
- 44% respondents who feel anti-social behaviour is a problem locally which is significantly worse to Bristol average 33%.

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

We don't have ward level data for Avonmouth and Lawrence Weston for some protected characteristics e.g. Sexual Orientation or Gender Reassignment

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

The proposed Lawrence Weston Community Hub Project (Hub) is being driven by Ambition Laurence Weston (ALW) who have been seeking to have a community hub built in Lawrence Weston for over 8 years. The proposed Hub will be on Council owned land forming part of the former City Of Bristol College site off Broadlands Drive, which is identified in the local plan for community use to replace the previous community provision provided by the demolished College buildings.

The Hub will be developed by ALW on land leased to them by the Council and will provide the community with a multipurpose space including spaces where classes and events can be held. ALW will enter into a linked service agreement to ensure agreed social outcomes.

¹¹ https://bristol.opendatasoft.com/pages/quality_of_life_results_201920/bristol-trend-view#bristol-trend-view

The Hub project was originally developed as part of wider proposals for releasing adjoining surplus plots of land for development, including a new Lidl Supermarket; and housing, which is being developed by Persimmon Homes, securing £2.47m of receipts from these disposals by 2020/21.

The development costs for the Hub project have been estimated by ALW at circa £1.6m assuming VAT is reclaimable. These costs are based on outline designs. The project would be funded in the following way:

- Bristol City Council contribution £1M
- National Lottery Funding £0.45M (secured)
- Port Communities Resilience Fund £0.15M

This approval will only grant a facility of up to £1.15M. The details of the grant drawdown will be agreed following due diligence on the final build costs and programme.

ALW currently occupy and provide a community facility from Council owned premises at the Lawrence Weston Youth Club, Long Cross, Lawrence Weston. Vacant possession of the Youth Club premises would be handed back to the Council on completion of the new Hub. The Youth Club is held from the Council by ALW under a 5 year lease from 15 December 2015 at a peppercorn rent. A new 5 year lease has been agreed, on similar terms to the existing, subject to a break clause so that the lease can be ended when the new Hub premises are ready for occupation.

The Youth Club site is 0.66 acres. Once handed back to the Council this land will be available for disposal, to be promoted by Housing Delivery, and will offer the potential to deliver around 14 new homes. There is also potential to increase the area and the number of new homes being promoted by including adjacent Council owned land. With the benefit of a planning consent for residential development the Youth Club site would have a market value in the region of £350,000.

Proposals for the previous hub building as part of a multi-agency facility were submitted for planning, which included a consultation period. Planning consent was secured. A revised planning application will need to be submitted by ALW for the new scheme.

We will carry out a public consultation on proposals for the Hub project to seek the views of people who are affected – including individuals and organisations from protected characteristic groups.

Step 3: Who might the proposal impact?

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

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

We have not identified any significant negative impacts from the proposal at this stage, however from the current data available we know there are existing inequalities for people in Lawrence Weston which this proposal seeks to address.

Existing and future residents of Lawrence Weston will be most affected. In particular we need to ensure we are meeting the needs of:

- children and young people using youth centre facilities (Age)
- disabled people who may be disproportionately impacted by disruption during works in terms of accessibility (including communications)
- other groups who may also be disproportionately impacted by disruption during works e.g. older people, pregnant women / parents

It is therefore important to ensure a robust consultation process to allow for all residents to be involved in the Community Plan, identifying the concept for a Hub.

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

As above – we will address any emerging issues identified through public consultation. This proposal is limited in scope to approving overall expenditure / lease arrangements. Mitigation of any specific potential negative impacts will be considered on a project-by-project basis.

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

The proposal to have a Hub which provides activities and support, which empower people to make changes in their lives to improve their health and wellbeing. In addition it will help develop balanced communities which are

inclusive and avoid negative impacts in accordance with Bristol City Council Business Plan 2020/21 (Fair and Inclusive 2019/20).

Implementation of community hub improvements can be expected to benefit citizens on the basis of their protected characteristics and increase accessibility for disabled people.

3.4 Can they be maximised? If so, how?

See above

Step 4: So what?

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

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

The assessment has raised the issue of how residents could be affected by the project on the basis of their protected characteristics.

It has highlighted that residents and representative groups should be communicated with earlier, using a variety of methods and at key stages.

It also highlights that local partners working with the city council must adhere to Equalities Policies and understand that they will be required to adapt their communication practices depending on the equalities group.

4.2 What actions have been identified going forward?

It is expected that individual development projects, to be considered further down the line, will include communication and consultation events in relation to the development. Future delivery projects will be expected to consider the needs of people with protected characteristics (including groups who may not be identified in this Equalities Impact Assessment).

- Tailor communication methods and needs
- Ambition Laurence Weston to be able to confidently engage with local residents, with a particular focus on those with protected characteristics, and discuss resident comments and concerns

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

- Lessons Learned Log will be compiled as the project progresses, noting down areas that could have been dealt with differently/better.
- Number of respondents to any consultation events and how the demographics of respondents compare to the current demographics.

Service Director Sign-Off:

Zoe Willcox,
Director Development of Place

Equalities Officer Sign Off:

*Reviewed by Equality and Inclusion
Team*

Date: 25/01/2021

Date: 18/01/2021

Eco Impact Checklist

Title of report: Lawrence Weston Community Hub				
Report author: Mohammed Al-bayatti				
Anticipated date of key decision: 25th February 2021				
Summary of proposals:				
Will the proposal impact on...	Yes/No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Yes	-ive	Lawrence Weston Community Hub development: development is expected to generate short-term emissions through the use of energy, transport fuel and materials during construction works.	All building works will meet planning policy guidance for sustainability and energy. At Lawrence Weston, a fabric first approach has been used to minimise energy demands at source through good fabric, but also through efficient services design.
		+ive	Biomass in the structure of the building will store the carbon contained by those materials.	Biomass will be maximised in the design where it is reasonable to do so. For example, timber framing may be used. On-site solar panels and a 20% renewable energy provision will reduce the use of fossil fuels.
Bristol's resilience to the effects of climate change?	Yes	-ve /+ive	All developments will be subject to Planning Consents.	New developments will be constructed in accordance with Core Strategy policy BSC13. The development will achieve a minimum of BREEAM Excellent using BREEAM for Communities, while attempting BREEAM Outstanding.
			Broadlands Drive doesn't fall within any flood risk zones, but is on a hillside.	Developments will avoid placing additional demands on mains drainage by including

			<p>Broadlands Drive does not contain any consistent hot spots for overheating, but a significant proportion of the surrounding population is vulnerable to overheating (over 65, or in poor health).</p> <p>Water use may be increased.</p>	<p>design features that slow runoff.</p> <p>Ensure that for all developments (including housing development), design and infrastructure can maintain comfortable internal temperatures if daytime temperatures exceed 30 degrees Celsius for more than five consecutive days without the use of air conditioning (passive measures are preferred). This will be integrated into project briefs across the masterplan area.</p> <p>Developments will include water efficiency features to avoid excessive water use. This may also include rainwater recovery, at least for outside areas. If internal rainwater recovery is used, contractors will take great care to avoid plumbing rainwater into potable water supplies.</p>
Consumption of non-renewable resources?	Yes	-ive	<p>Short-term use of fossil fuels and other non-renewable materials through the use of energy, vehicle fuel and materials during construction works.</p> <p>Long term consumption of fossil fuels for occupying and travelling to and</p>	<p>Developments will at least meet Building Regulations requirements. There will be some onsite energy generation (solar panels) At Lawrence Weston, there should be a 20% renewable energy provision as per the energy and sustainability strategy.</p> <p>New dwellings will benefit from proximity to local services, reducing the need to make single</p>

			from dwellings. This includes energy and heat provision to houses.	occupancy car journeys. Heating systems will be installed according to the heat hierarchy policy. Wherever possible, heating systems with a typical coefficient of performance exceeding 2 and do not rely on fossil fuels will be installed.
Production, recycling or disposal of waste	Yes	-ive	Waste will arise from construction works. Waste will arise from the normal occupation of the homes.	Construction contractors will be obliged to a prepare site waste management plan in an approved format, which will detail how waste will be minimised, and reuse and recycling promoted. It is anticipated that homes will be designed to provide adequate off footpath recycling facilities, waste management storage and access for pick up by council contractors.
The appearance of the city?	Yes	+ive	New hub will alter the appearance of the city.	Good 'placemaking' is key to Lawrence Weston Hub. Local community aspirations are being taken into account, and have informed the design and appearance of the development at Lawrence Weston at all stages. It is anticipated that the next phases will follow a similar structured approach to community involvement. All developments will be subject to usual consultation and statutory Planning controls, with extensive input from the City Design Group.

Pollution to land, water, or air?	Yes	-ive	<p>Construction works will involve the use and storage of materials that could contaminate land, watercourses and surface water drains, if accidentally released.</p> <p>Works are likely to create dust and noise.</p> <p>Site may have been contaminated by previous activity.</p> <p>Construction works may create new sewage discharges.</p> <p>Diffuse pollution will be created from runoff from new roads and vehicular parking areas created by the development.</p> <p>New dwellings will impact upon traffic flows and noise levels in the surrounding area.</p> <p>Any increases in traffic resultant from the dwellings will impact on local air quality.</p>	<p>Planning Consents will be expected to require the use of a Construction Management Plan, to be approved by the planning authority. This plan should mitigate for all of the issues noted in relation to construction activity and the production of pollution.</p> <p>Soil samples will be taken and analysed if there is any reason to believe that the ground has been contaminated in the past.</p> <p>Sewer and storm drain connections will be checked very carefully to ensure to avoid causing pollution.</p> <p>The development scheme at Lawrence Weston includes dedicated cycle storage and will be delivered alongside cycleway improvements alongside Arnside. This will reduce the number of journeys taken by car by new and existing residents in Lawrence Weston.</p>
Wildlife and habitats?	Yes	-ive	Development and densification expected to lead to the loss of open	Development sites will be subject to ecological impact assessments prior to development.

		<p>space, albeit space with relatively low ecological value.</p> <p>Materials, such as bricks and timber, can have a detrimental effect on wildlife and habitats if not carefully sourced.</p>	<p>Appropriate avoidance/mitigation measures will be considered and implemented on a site-by-site basis.</p> <p>At Lawrence Weston, the arboricultural impact assessment identified that number of new trees required to be planted to mitigate for the impact of the loss of trees due to new construction. The same approach will continue to be used across other developments at Lawrence Weston.</p> <p>Wherever possible, a net gain in biodiversity will be achieved.</p> <p>Construction materials used will be A or B rated in the BRE Green Guide for Specification.</p> <p>Timber and wood products will be certified as sustainably and legally sourced using schemes accepted by the UK government.</p>
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Consulted with:

n/a

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

Although not relevant to this assessment, it is worth noting that the purpose of the development is to deliver some significant non-environmental impacts to improve the lives of some of Bristol's most disadvantaged people through the voluntary and community sector.

The significant environmental impacts of this proposal will include emissions, waste, material consumption, travel and loss of habitat associated with construction, as well as the potential to pollute. Energy, water and travel will result from occupation.

The range of proposed mitigation measures include using sustainable building materials,

aiming for biodiversity net gain, improving cycle infrastructure, achieving a minimum of BREEAM Excellent, and plans to minimise waste and pollution risk.

The overall impact of construction works and operating buildings is likely to involve some environmental harm, but with all reasonable measures put in place to reduce the likelihood or mitigate this.

Checklist completed by:

Name:	Mohammed Al-baytti
Dept.:	Place/Growth & Regeneration
Extension:	n/a
Date:	17/01/2021
Verified by Environmental Performance Team	Giles Liddell

Decision Pathway

PURPOSE: Key decision

MEETING: Cabinet

DATE: 25 February 2021

TITLE	Commissioning of Rough Sleeping Services		
Ward(s)	<i>City wide</i>		
Author: Hywel Caddy	Job title: Commissioning Manager (Homelessness)		
Cabinet lead: Councillor Helen Godwin	Executive Director lead: Stephen Peacock		
Proposal origin: <i>BCC Staff</i>			
Decision maker: Cabinet Member Decision forum: <i>Cabinet</i>			
Purpose of Report:			
<p>This report seeks approval for the tendering for Rough Sleeper Service from October 2021 as set out in the draft Commissioning Plan for reducing rough sleeping and to delegate approval of the final Commissioning Plan to the Executive Director of Growth and Regeneration and Head of Procurement in consultation with the Cabinet Member for Housing.</p> <p>The new contract will be for a three year contract from October 2021 with break clauses and options to extend for two periods of two years subject to internal BCC budgets.</p> <p>Approval is also sought for the submission of funding bids made to the Ministry of Housing, Communities and Local Government (MHCLG) for the Protect Programme, Protect Plus funding and the Rough Sleeping Initiative (RSI) continuation funds that have subsequently been awarded. Additionally, the report asks that approval is given for the Executive Director of Growth and Regeneration to authorise and accept the (MHCLG) RSI potential additional grant funding and to spend it to reduce rough sleeping for 2021/22.</p>			
Evidence Base:			
Background			
Increase in rough sleeping in Bristol			
<p>The Rough Sleeper Service (RSS) is commissioned to reduce rough sleeping in the city. The current RSS started on October 1st 2014 for three years and has subsequently been extended - with Cabinet approval – to September 2021. The number of people sleeping rough in Bristol has increased markedly since 2013 coinciding with government reductions to local authority funding and freezing of Local Housing Allowance rates. The recent annual snapshot count of people sleeping rough was much lower due to the impact of ‘Everyone in’ (50 in comparison to 98 last year) but the level of people coming onto the streets has doubled this year. The Government has provided additional funding to local authorities through the Ministry for Housing, Communities and Local Government (MHCLG) in order to fulfil the aims of the Rough Sleeping Strategy to end rough sleeping by the end of this Parliament (2024).</p>			
Funding for rough sleeping services			
<p>Aside from funding for supported housing, the majority of annual funding for rough sleeping services in the city is funded by MHCLG. In 2020-21, the overall pot of funding for direct service provision to assist people off the streets or to prevent people rough sleeping is £3,425,326 of which 15% or £521,553 comes from an internal revenue fund. Since 2010, Central government grants to local authorities – including retained business rates – have been cut by</p>			

38% in real-terms between 2009/10 and 2018/19 and this has impacted on the funding available for rough sleeping services in the city. The BCC budget to tackle rough sleeping was £557,000 in 2013 and reduced to £521,553 in 2017. There has been no inflationary uplift in this figure since 2013 and reflects the difficulties we have in aiming to reduce and end rough sleeping in the city by 2027 without additional government funding. The proposed budget in the tendering process will be £559,550 p.a.

Whilst additional government funding is welcomed by BCC, the MHCLG funding streams and bidding opportunities have short run in periods and are for short time periods creating difficulties in regard to strategically commissioning services to reduce rough sleeping – we are in the process of preparing a bid for submission for 2021-22. MHCLG has confirmed that Bristol will receive at least as much funding in 2012-22 as was funded current year (continuation funding of £2.815M). Currently we are proposing continuation funding for:

1. A high support hostel until a move into the supported housing pathways can be secured (in place of the St Anne's night shelter).
2. Two flexible floating support services to assist people to move into sustainable housing options (low and high support).
3. 2 prison release posts
4. Two additional Outreach worker posts
5. Mental health nurse working with the Outreach team
6. Rough Sleeping Prevention Service (RSPS) linked to a low support hostel
7. Two posts to source and link people to private sector tenancies (for prevention and pathway move-on)
8. A supported housing team to support people working with the RSPS to move into PRS accommodation
9. Navigators
10. Overall coordination of programme

Additionally, we are looking to submit proposals around a range of new interventions to strengthen our current services - and fill any gaps- to augment our approach to reducing rough sleeping. We will also be meeting with providers to consider services that they are proposing as gaps in the current system. As the MHCLG have been so late in opening the application process and the May elections will prohibit formal decision making over grant acceptance, agreement over use of grant and procurement of services funded a request is being made to delegate authority the Executive Director of Growth and Regeneration to authorise acceptance and spend of any additional RSI funding for new services in 2021-22 awarded by MHCLG.

On 5th November Bristol City Council was named one of the ten areas in England to receive funding for the Protect Programme from MHCLG aimed at the provided accommodation for clinically vulnerable rough sleepers this winter during the second Lockdown. A bid was submitted on the 16th November for the Protect programme and the Cold Weather fund and following further discussions on content the bid has now been assessed and Bristol has been awarded a total of £705,695. We have also been successful in applying for £122,663 through the Protect Plus MHCLG fund due to the implications of this third Lockdown. Approval is sought from Cabinet to accept the grant funding and agree spend of the grant funding on the projects set out in Appendix A.

Approval for recommissioning of the Rough Sleeper Service – and associated Commissioning Plan and services – went to Cabinet for approval on March the 3rd 2020. Since then the COVID-19 Pandemic halted the recommissioning process and has depleted the financial reserves that provided the financial security to commission two rough sleeper services for a two and a half year period. As a result a revised draft Commissioning Plan has been produced. The new Commissioning Plan will not be consulted on again as the general principles behind service commissioning were already established in the previous Commissioning Plan and any changes are forced through financial reasons or due to COVID-19.

As the Government Spending Review has again been limited to one year we are seeking approval to recommission the core Rough Sleeper service at a cost of £559,550 per annum (for longer term rough sleepers and those returning to the streets). We are proposing that the service is commissioned for an initial period of three years with an option to extend for two consecutive periods of two years (3+2+2). Unfortunately, due to the short term funding arrangements from MHCLG we can only commit to funding the Rough Sleeper Service for more than one year as it is

funded from internal council budgets. The Rough Sleeping Prevention Service can only be funded on an annual basis due to the Government being restricted to a one year spending review due to COVID-19 restricting longer term funding opportunities from MHCLG.

Draft Commissioning Plan

The draft Commissioning Plan is attached as appendix to this report. We are asking for approval to progress with recommendations arising from the final commissioning plan and associated procurement processes, and subsequently award of contracts to be delegated to the Executive Director of Growth and Regeneration and Head of Procurement. Delegated approval is being sought because there will be no Cabinet until June 2020 due to local Mayoral and Councillor elections. The draft Commissioning Plan sets out the recommendations we are making for future services and this will be finalised once going through the internal sign off processes.

Service	Process	Timescale
Prevention/new to the streets service	<p>We are proposing that this will be a direct award to St Mungo's from 1st April 2021 to 31st March 2022 (subject to funding from MHCLG) under PCR Regulation 32 extreme urgency.</p> <p>The current service of the YMCA leased hostel (to March 21)/other accommodation with support and the Rough Sleeping Prevention Service will be provided by St Mungo's until the current contract variation comes to an end on 31st March 2021.</p> <p>If we do receive longer term funding from MHCLG after 2021-22 we also propose to return to our initial proposal of going out to tender for this service subject to longer term funding.</p>	<p>Direct award under the PCR Regulation32 - Extreme Urgency. 1st April 2021.</p> <p>If longer term funding made available after 2021-22 consider going out to tender.</p>
A longer term/returner service for people sleeping rough (core rough sleeper).	<p>This lot will be through a competitive tender.</p> <p>The current Rough Sleeper Service will be provided by St Mungo's at 1 New St until the current contract comes to an end on 30th September 2021.</p> <p>Contracts are proposed to be for three years, with options to extend for two further periods of two years subject to funding.</p>	<p>Competitive process – from April 2021</p> <p>New service in place – 1st October 2021</p>
Resettlement, longer term support and navigation	<p>Current services extended to 31st March 2022.</p> <p>If longer term funding available from MHCLG after 2021-22 then propose to put in place a Framework of providers with competitive call-offs for the following services (and any similar types of services that may be needed):</p> <ul style="list-style-type: none"> • Navigation • Longer term support <p>The Framework will be in place for five years with the option to extend for up to a further two periods of one year each. Contract lengths will be determined by the length of the funding available.</p>	<p>Current services extended/varied to 31st March 2022.</p> <p>Framework established and call-offs – Autumn 2021</p> <p>New service in place at the earliest – 1st April 2022</p>
Accommodation Framework	<p>This will be a Framework of providers with competitive call-offs for the following services (and any similar types of services that may be needed):</p> <ul style="list-style-type: none"> • Shelter provision – subject to reduced risk of COVID-19 transmission; • Local lettings agency -if decided not to use BCC PRT team; 	<p>Current services likely to be extended/varied to 31st March 2022</p> <p>Framework established and call-offs – Autumn 2021</p>

	<ul style="list-style-type: none"> Longer term accommodation. <p>The Framework will be in place for five years with the option to extend for up to a further two periods of one year each. Contract lengths will be determined by the length of the funding available.</p>	<p>(at the earliest) New service in place – 1st April 2022 (at the earliest)</p>
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As stated above, when we go out to tender for these services/frameworks we will be ensuring that there are clauses included that allow for any reductions in funding from MHCLG in future years – in recognition that funding levels from the MHCLG for 2022/23 onwards will not be known. There are also interventions required around the supply of accommodation and affordable move on options (aligned to the Accommodation Options framework) that are currently being developed into more robust proposals. When these proposals have been assessed for viability we will seek any further approvals.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Authorise the Executive Director of Growth and Regeneration and Head of Procurement, in consultation with the Cabinet Member for Housing, to approve the final Commissioning Plan, tendering recommendations for the core Rough Sleeper Service and to take all steps necessary to deliver, procure and award a contract from October 2021 for three years with options to extend for two periods of two years at a cost of £1,678,650.
2. Approve the submission and spend of Ministry of Housing, Communities and Local Government’s Protect Programme, Protect Plus and Rough Sleeper Initiative continuation funding - assumed above in this report – in line with grant conditions.
3. Authorise the Executive Director of Growth and Regeneration, in consultation with the Cabinet Member for Housing to authorise and accept the (MHCLG) RSI potential additional grant funding above assumed above in this report and to spend to reduce rough sleeping for 2021/22 in line with any grant conditions.

Corporate Strategy alignment: Key commitment to reduce the overall level of homelessness and rough sleeping, with no-one needing to spend a ‘second night out’.

City Benefits: The Draft Commissioning Plan and EQIA provide a useful overview. In brief the proposal will assist many rough sleepers to access accommodation and support improving their health and reducing the physical and mental health impact of living on the streets.

Consultation Details: Pre-consultation - Staff and client feedback - 17th October to 31st October 2019 35 staff and 70 service users, from a range of services for people rough sleeping, gave feedback in different ways. This informed the draft Commissioning Plan which was consulted on from 14th December 2019 to the 31st March 2020. The new draft Commissioning Plan has been discussed with people with lived experience on the IF group. Full consultation on the new draft has not been undertaken as the principles of the Commissioning Plan were established and consulted on at the beginning of the year and any changes are due to financial constraints and the impact of COVID-19.

Background Documents:

Rough Sleeping Strategy: <https://www.gov.uk/government/publications/the-rough-sleeping-strategy>

Delivery Plan: <https://www.gov.uk/government/publications/rough-sleeping-strategy-delivery-plan>

Revenue Cost	£5,321,776 (total of funding shown opposite Source of Revenue Funding)	Source of Revenue Funding	<p>General Fund Budget</p> <ul style="list-style-type: none"> £1,678,650 Funding for longer term/returner service for people sleeping rough (core rough sleeper service). Ongoing cost of £559,950 p.a. <p>Additional Grant Funding sources:</p> <ul style="list-style-type: none"> MHCLG Protect programme Grant for 2020-21 (£705,695). One-off cost MHCLG Protect Plus Funding 2020-21 (£122,663). One-off cost MHCLG RSI Grant for 2021-22 (minimum of £2,814,768). One-off cost
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Capital Cost	£0	Source of Capital Funding	n.a.
One off cost <input checked="" 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: There is an annual general fund budget of £0.560 million for the provision of rough sleeping prevention service. Due to the uncertain economic climate and the potential for reduced Local Government funding in the medium term, the three year contract should not be volume specific and should include relevant break clauses to enable Council expenditure on this service provision to remain within the allocated budget each year. Any further grants awarded by MHCLG during 2021/22 will be used to provide services as per the bid or grant conditions.

Whilst an indication has been given by MHCLG of the level of grant Bristol may receive it has yet to be formally allocated so until grant is confirmed formally some spend should be held in abeyance to mitigate the risk of a lower than anticipated grant award. Government have announced their spending review for 21/22 and set departmental limits so this risk remains low.

Commissioning services to reduce rough sleeping using one-off funding confirmed late doesn't help deliver long term outcomes through effective commissioning and procurement of services and representation should continually be made for longer term more secure funding for this area.

Finance Business Partner: Michael Pilcher, Chief Accountant 16/02/2021

2. Legal Advice: : If the grant funding bid is successful, 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 grant agreement, conduct of the procurement process and the resulting contractual arrangements.

Legal Team Leader: Husinara Jones, Team Leader/Solicitor, 1st December 2020

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

IT Team Leader: Simon Oliver 1 December 2020

4. HR Advice: There are 11 fixed term posts that are based in four teams within Homes and Landlord Services which are directly affected by the proposals. These fixed term posts are funded through the Rough Sleeping Initiative (RSI) funding stream from MHCLG. If funding for these posts is not agreed by MHCLG for the 2021-22 funding bid the fixed term contracts would be terminated on the grounds of redundancy, and the individuals in the roles (with the exception those seconded from another post) would qualify for a redundancy payment.

HR Partner: Celia Williams 11th December 2020

EDM Sign-off	Stephen Peacock	2 nd December 2020
Cabinet Member sign-off	Councillor Helen Godwin	7 th December 2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	18 th December 2020

Appendix A – Further essential background / detail on the proposal A1 Breakdown of Protect Programme, Cold Weather fund and Protect Plus Award. A2 Draft Commissioning Plan.	YES
Appendix B 1-3 – Details of consultation carried out - internal and external – Appended to Draft Commissioning Plan.	YES
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	YES

Appendix E – Equalities screening / impact assessment of proposal	YES
<p>Appendix F – Eco-impact screening/ impact assessment of proposal: A full Eco-Impact Assessment is not required for this report. The third party running the hostel will be responsible for some minor environmental impacts, but there will be no significant changes to the service (with the exception of a slight increase in travel impacts likely from the use of additional staff). The service has considerable non-environmental benefits. There is potential for the procurement process to take the existing impacts into account, as it may be possible to reduce the impacts in the following areas:</p> <ul style="list-style-type: none"> • Heat, power and water used in the accommodation. The quality of the building envelope and the efficiency of heating and lighting equipment are likely to be most relevant. • Travel impacts, such as the need for staff travel, location and access to public transport • The provision and correct use of waste and recycling facilities. <p>Giles Liddell 14 December 2020.</p>	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

Appendix A1: Protect Programme, Cold Weather Fund and Protect Plus award Bristol 2020-21

a) Protect Programme and Cold Weather Fund award

Protect Programme	Protect programme Bid	Cold Weather Fund element	Agreed Funding from MHCLG
			£224,000
Spot purchase of hotel rooms for vulnerable rough sleepers	£224,000		
Increase provision at Hotel for most vulnerable		£58,800	£58,800
extra security at Hotel	£55,860		£55,860
Remodel use of YMCA	£44,276	£78,224	£44,276 plus £78,224,
Extra month for YHA (currently end Feb)	£10,890		£10,890
Dilapidations and deep clean at Hotel & YHCA	£30,000		£30,000
Cost for 20 block from original block (12 month contracts).	£32,375	£32,376	£0
Outstanding cost for 100 block (12 month contracts). Only 6 months covered so far	£16,1460		£0
support for additional 60 people in hotels and HMOs with high support needs	£120,000		£120,000
Spaces held with Pathways accomm for those who need to shield	£2,308		£2,308
Spaces held with Pathways accomm for those symptomatic	£3,840		£2,840
Increase social work team directly linked to emergency accommodation group	£15,280		£15,280
This has been priced to reflect two periods of SWEP (for a period of 5 days)	£32,870		32,870
Food provision to extra people at Arnos, self-isolating or at risk (approx. 20 people)	£10,000	£3,000	£13,000
Co-ordinator for Wick House decant-where around 50 of the 80 occupants (60+%) will be in Protect groups	£17,467		£17,467

	£759,506	£140,000	£705,695
Total		£899,506	

Total Funding Agreed	PP	CWF
£705,695	£565,671	£140,024*

b) Protect Plus award - £122,663 awarded in recognition of the additional spend in these areas:

1	Emergency accommodation (including Hotels and B&Bs)
2	Supported housing expansion
3	Settled accommodation
4	Support workers



Bristol City Council

Reducing Rough Sleeping

Commissioning Plan

Jan 2020

Draft

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Section A – Introduction and context

Purpose of this document

This Commissioning Plan was originally agreed and published in February 2020 with the intention of going out to tender on 1st April 2020. It has been delayed due to the Pandemic. It describes how we will commission services that prevent and reduce rough sleeping in the Bristol for the next 5 years and what these services will look like. The draft of this document has been consulted on with clients who use current services, providers and stakeholders. The consultation reports and the ‘You said, we did’ documents from the consultations sets out any changes made as a result and can be found in Appendices 2,3& 4 at the end of this document.

Following the last election in December 2019, the Prime Minister has stated an intention to end rough sleeping by the end of the current parliament in 2024, three years earlier than the previous target of 2027. To some extent we can commission services that can prevent and alleviate some of the personal circumstances of people who end up rough sleeping in Bristol; however, future government policy also needs to address structural factors to assist us in achieving this aim.

Additionally, we are in the middle of a pandemic that has had a massive impact on the way that we deliver services and has created a COVID-19 cohort of people accommodated following the call for Everyone In. This has had an immediate impact on the reduced number of people who are currently on the streets – 50 in the last annual count – but the economic impact of the Pandemic will lead to an increase again in homelessness. Furthermore, the increase in govt borrowing could impact on the funding we receive from government to reduce rough sleeping in the city.

There is far more to be done by government in addressing structural factors in ending rough sleeping and understanding and communicating the correct metrics for people who are homeless. The National Audit Office report on Everyone In is clear when stating, “The number of people accommodated under Everyone In over several months far exceeds the number officially recorded as rough sleeping in the annual national snapshot”¹.

What we are trying to achieve

Aims of the commissioning process

This process seeks to deliver services that achieve the following:

- a. Effective, quality service, delivering good outcomes.
- b. Value for money.
- c. Good procurement practice (including ability to flex service to meet changing needs/budget).
- d. Contributes to coherent system (although this is impacted by annual grant funding from govt).
- e. Enable a good mix of providers but with system leadership active across the services (again, due to the delay in this commissioning process and annual govt funding this puts constraints on providers being able to bid for existing services in relation to the financial risk of taking on services, including TUPE).

¹ Investigation into the housing of rough sleepers during the COVID-19 pandemic – National Audit Office and MHCLG

Both the pre-consultation and the main consultation undertaken before this process was put on hold in March 2020 confirmed that the following areas need to be central in the commissioning process:

Person Centred approach

Throughout this commissioning process we have identified a '*golden thread*' – a greater focus on the needs of the individual - running throughout the process and influencing the final commissioned services. We have and will endeavour to maximise engagement with people using services to review their experiences and determine their priorities for change. This will also link to identifying system blockages for people and seek to ensure that co-production with people using the services can help mitigate blockages or improve access. We will also adopt any learning around this from the Golden Key programme.

We also recognise that there may be constraints in this approach and that it may not always be possible to effect all system changes identified. This approach will be complimented by the greater use of **navigators** to assist people to access the services they need to assist in their recovery and seek to ensure that people only need to **tell their story once** encouraging services to overcome any communication barriers within the constraints of GDPR.

Trauma informed approach

It is now widely recognised that a significant number of people who end up sleeping rough in Bristol will have experienced significant trauma in their early lives as a result of adverse childhood experiences. Research has highlighted neurodevelopmental damage caused by ACEs, the connection with attachment theory (and resilience), the impact on physical and mental health and the risk behaviours in later life.

This research informed Menschner and Maul's (2016) trauma-informed model of care. The benefits of this approach for people using services will be that they:

- feel safe and supported;
- increase their engagement;
- understand that symptoms may be linked to childhood trauma;
- receive support experiences that do not add to previous trauma;
- start on a recovery journey; and as a result have
- improved outcomes and build a level of stability and resilience.

This plan is seeking to embed a Trauma Informed Care (TIC) approach into all services that support people who have slept rough and will sit alongside a Psychologically Informed Approach (PIE) that is an integral part of our supported housing pathways.

Outcomes

The commissioning process will seek to achieve the following outcomes:

1. Reduces levels of people sleeping rough in the city – *measured through detailed analysis of the flow of people onto the streets and off the streets, not just reliant on ‘snapshots’ of information such as nightly counts.*
2. Minimises returners / increases resilience – *what is it that people need to sustain their accommodation and well-being, and avoid returning to street homelessness?*

We are looking to deliver a real change in outcomes for people who end up rough sleeping in the city. It is recognised that this can only be achieved through working in partnership with the wider community that is already concerned and involved in helping people sleeping in the city. This commissioning plan and the associated procurement processes can be a valuable tool - rather than barrier - to help achieve this and enable the selection of partners with skills, expertise and the desire to work collaboratively in order to deliver these outcomes together.

This will also be an element of the monitoring framework that will be used for these services a key part of which will focus around monitoring outcomes around an individual and the outcomes achieved for them through involvement of multiple services as opposed to KPI's that focus purely on measuring aspects of the service in isolation.

Prevention

In line with the aims of the Homeless Reduction Act 2017, the governments Rough Sleeping Strategy and Bristol City Council's Preventing Homelessness and Rough Sleeping Strategy 2019-24, we are seeking to put in place services that look 'up-stream' and seek to prevent people ending up sleeping on the streets.

As set out in the governments previous Rough Sleeping Strategy we will be aiming to halve the number of people sleeping rough by 2022 and end rough sleeping by 2027 (the government have since set out a commitment to end rough sleeping by 2024). However, in order to achieve this we acknowledge that there will need to be wider system changes that need to happen alongside this and future commissioning approaches in order to achieve this alongside longer term funding from government rather than annual grant funding.

Increased Wellbeing

People who end up sleeping rough often experience barriers in accessing both health and care services and it is well documented that they experience poor health outcomes in comparison to the rest of society. Crisis have found that Homeless people are more likely to die young, with an average age of death of 47 years old and even lower for homeless women at 43, compared to 77 for the general population, 74 for men and 80 for women².

People who become street homeless often have high and complex support and treatment needs as a result of trauma experienced in their childhood. The Kings fund recently published a piece of work assessing the effectiveness of existing initiatives in achieving the following outcomes:

² https://www.crisis.org.uk/media/236799/crisis_homelessness_kills_es2012.pdf

- that people sleeping rough can access health services of equal quality to others, and the impact of rough sleeping on health is minimised;
- that ill health does not prevent people moving off the streets or sustaining a settled lifestyle.

The study focused on four areas that had developed effective systems to deliver effective health and care systems to people sleeping rough and identified five shared principles that all the areas had in common and that any area can make progress if it:

- takes steps to find and engage people sleeping rough;
- builds and supports its workforce to go above and beyond existing service limitations;
- prioritises relationships;
- tailors the local response to people sleeping rough; and
- uses the full power of commissioning.

The report identified local leadership and positive relationships to create the platform for this approach but stated that government departments need to work together to provide longer-term resources to allow local areas to plan effective services. We will adopt learning from this study building on the improved joint work with the CCG and Public health as a result of the Pandemic and incorporate local data and learning from BCC's Complex Needs - Health Needs Assessment (working title) which is currently being undertaken by Public health overseen by the Homeless Health Forum.

Those who experience rough sleeping can have high and complex support and treatment needs. Effective health and care services should address these needs but could also play an essential role in providing a solution to entrenched homelessness. This also links to building the **confidence and skills** of people who end up sleeping rough to strengthen their recovery and build resilience to prevent repeat homelessness.

Local & national strategic context

Corporate Strategy 2018-23³ – The strategy contains a number of priorities relevant to this plan, including:

- Decent affordable homes, providing the springboard to achieving a high quality of life.
- Getting involved early to reduce risks later.
- Leading and championing learning and skills – keeping Bristol working and learning.
- Reducing health inequalities by focussing on prevention and early intervention and the causes of ill health.
- Promoting good mental health in the wider community, emphasising early intervention, especially for children and young people and those at greatest risk.
- Key commitment to reduce the overall level of homelessness and rough sleeping, with no-one needing to spend a 'second night out'.

The National Rough Sleeper Strategy 2018⁴ was published in August 2018. A new feature of government policy has been the growth in collaboration and use of homelessness charities including Crisis, Homelessness Link and St Mungo's to adopt a new role particularly in terms of leading national homelessness policy and development. The action plan provides resources to halve rough sleeping by

³ <https://www.bristol.gov.uk/documents/20182/33620/Bristol+City+Council+Corporate+Strategy+2018+to+2023.pdf/3e7d7377-ed1f-5d67-c6ab-af49b7159a5e>

⁴ <https://www.gov.uk/government/publications/the-rough-sleeping-strategy>

2022 and eradicate it by 2027. The current govt has committed to ending rough sleeping by the end of this Parliament (2024).

Homelessness and Rough Sleeping Strategy, 2019–24⁵ - The review noted that the annual rough sleeping count in November 2018 in Bristol reported 82 people sleeping rough, which is the fifth highest return nationally. Reducing rough sleeping is priority one in the strategy, **key objectives:**

- Will focus maximum efforts and resources to halve rough sleeping by 2022 and eradicate it by 2027.
- We will develop effective services to address rough sleeping, using evidence-based approaches that have been proven to work with existing and emerging client groups and specifically target clients with complex multiple needs.
- We will build on existing work with our partner organisations to develop a ‘Housing First’ approach for homeless people with the highest level of need.
- We will evaluate and adapt housing pathways (including supported housing) to ensure they meet the needs of those living with complex needs as well as new/emergent client groups.
- We will increase supply of move-on accommodation available to people who have slept rough.

More than a roof – Bristol Housing Strategy 2016-2020⁶ - Emphasises how good quality, suitable housing is essential in helping people to thrive and achieve a high quality of life.

Bristol’s One City Plan outlines a shared vision for ‘Homes and Communities’ and by 2022 reiterates the govt rough sleeping target that:⁷ -

Rough sleeping in Bristol has decreased by 50% since 2018

The Homelessness Reduction Act 2017 - The Homelessness Reduction Act came into force in April 2018, key measures in the act include:

- An extension of the period ‘threatened with homelessness’ from 28 to 56 days.
- A new duty to prevent homelessness for all eligible applicants threatened with homelessness, regardless of priority need.
- A new duty to relieve homelessness for all eligible homeless applicants, regardless of priority need.
- A new ‘duty to refer’ - public services will need to notify a local authority if they come into contact with someone they think may be homeless or at risk of becoming homeless.

The Act has prompted a comprehensive review of how homelessness prevention services are delivered and some of these duties are an integral part of the services that we will be commissioning.

Investigation into the housing of rough sleepers during the COVID-19 pandemic – National Audit Office/MHCLG – A report to support Parliament in its scrutiny of the government’s response to the COVID-19 pandemic

Budget

The Council’s Corporate Strategy aimed to make £92m savings, required because of a mixture of government cuts and increasing demands for services. Consequently, the level of funding available from

⁵ <https://www.bristol.gov.uk/documents/20182/3719704/Homeless+Strategy+2019+to+2024.pdf/cd7349fe-ea02-7081-08ae-b2fc5bd31bc4>

⁶ <https://www.bristol.gov.uk/housing/housing-strategy-and-supporting-strategies>

⁷ <https://www.bristolonecity.com/one-city-plan/>

Bristol City Council that funds the core Rough Sleeper Service was reduced by 10% in 2017 and is now £521,553 in 2019-20. For 2021-22 we have identified a slight up lift on the current level to bring it up to £559,550.

In addition Bristol City Council has been successful in applying for a number of different funding streams from the Ministry for Housing, Communities and Local Government (MHCLG). The overall spend on services that prevent or reduce rough sleeping in 2020-21 are set out in the table below (this excludes for the Social Impact Bond for 125 rough sleepers with complex needs 2017-21):

Project	Funding 2020-21	Funding source
Rough Sleeper Service	£521,553	Bristol City Council
Rough Sleeper initiative funding 2020-21	£2,814,768	MHCLG
MHCLG funding underspend 2019-20	£89,005	
Total	£3,425,326	

Additional Funding due to COVID-19

Bristol City Council has also received additional funding from MHCLG through the Next Steps accommodation Programme⁸. Bristol received Interim funding to cover the costs of the initial Everyone In call of £1,935,927 which has left us up to £238,611 short on expenditure during 2020-21 we have committed to. We have received additional capital to secure 51 units of Move-on accommodation with some support attached to it. Unfortunately wider revenue costs that we applied for were not awarded which has meant that overall between 2021-2024 Bristol City Council is £1.5 million down on committed expenditure. We have appealed to MHCLG about this, particularly as this funding would also cover up to 28 Housing First Units, an essential element to helping some of the most vulnerable clients to move into accommodation that is sustainable.

Bristol has also been selected as one of 10 areas to receive additional funding over the winter to receive a share of £15 million through the Protect Programme to accommodate and support clinically vulnerable people who are rough sleeping over the winter 2020-21. Bristol has been awarded £705,695 from this fund (including £140,000 from the Cold Weather Fund).

Bristol City Council has also applied to other funding streams linked to the COVID-19 response for people who are sleeping rough and are waiting to hear back on the outcome for the bids:

- 2020/21 Transformation Funds - Specialist Mental Health Services for Rough Sleepers.
- MHCLG/PHE Rough Sleepers Substance Use Funding.
- Out of Hospital Care Fund – to reduce strain on hospitals

MHCLG Rough Sleeping Initiative Funding

Due to COVID-19, the government has announced that there will be a one year spending commitment again this year. We had been hoping for a three year spending review in order to embed a more strategic, 'whole system' approach to rough sleeping, staffed by a skilled workforce with more longer-term job security.. Unfortunately, this has impacted on some of the proposals that were put forward in the earlier Commissioning Plan signed off in February 2020.

⁸ <https://www.gov.uk/government/publications/next-steps-accommodation-programme-guidance-and-proposal-templates>

We are therefore proposing to recommission the Rough Sleeper Service – for longer term and repeat rough sleepers - for a period of three years with an option to extend for a further two years with a further option to extend for a further two years on top of this. This will be funded from the internal BCC funding- but retain some flexibility to alter the contract part way through if funding necessitates this - rather than extending existing services beyond the agreed contract period. We are unable to commit to a longer-term contact for the Prevention service without having the funding agreed and in place.

Methodology

Consultation introduction

A Commissioning Plan was originally approved in February 2020. When the government announced the Everyone In approach in late March a decision was made to halt the Recommissioning intentions and tendering for new services for rough sleepers and Cabinet approved contract extensions to existing services. In reviewing the Needs Analysis and the commissioning plan it is clear that COVID-19 has had an impact on the number of people who are rough sleeping or at risk of rough sleeping and the changing needs of clients with the identification of a new cohort (people made homeless as a result of the impact of the Pandemic).

Despite this we feel that the original pre-consultation and consultation clearly focussed on the issues that people rough sleeping or at risk of rough sleeping face and feel that the consultations established clear principles informed by current service users, people with lived experience, providers and stakeholders. These principles have not changed within the Commissioning plan, are relevant to addressing the needs of the newly identified cohort, and remain central to services commissioned through this plan. In reviewing the plan, changes have only been made due to factors outside our control – i.e. as a direct result of either changes in the financial situation of Bristol City council, funding from MHCLG, or the ways services are now delivered as a result of COVID-19 and any new variants. The proposals set out in the Commissioning Plan have been discussed with a member of the Golden Key IF group who has been working alongside the team in relation to the response to COVID-19 and responses to this are included in You said, we did.

The proposed recommendations have been discussed with an IF team representative and feedback on this has been included in You said, we did.

Pre-consultation - Staff and client feedback - 17th October to 31st October 2019

We are keen to keep the client and staff voice at the heart of our recommissioning. We set-up an intensive pre-consultation process as well as the current consultation as we want to hear what staff and service users feel is working and what is not working, in relation to preventing and reducing rough sleeping in Bristol and to find out what does or could make a real difference to them.

Feedback methods and mechanisms

Over the course of two weeks in October 2019 the homelessness commissioning team carried out a range of group and 1-2-1 sessions with a variety of staff teams and service users in order to inform this draft commissioning plan. Service user sessions took the form of focus groups, drop-ins and prearranged 1-2-1s via phone call or in person. We spoke to staff at team meetings and through 1-2-1's.

Overall in the region of 35 staff and 70 service users, from a range of services for people rough sleeping, gave feedback in different ways during the two weeks.

This is a summary of the responses received from people. The full staff and client feedback report can be found in Appendix 1.

Key Themes emerging from the pre-consultation that have informed our thinking

(i) Feedback from service users

Key reasons for rough sleeping

The responses to this broadly reflected the main reasons causing rough sleeping recorded from the Rough Sleeper Service clients, of which the top three were eviction, relationship breakdown and leaving prison/remand.

How to prevent returning to R/S when housed

Feedback focussed on the need to have longer term ongoing support that links to the proposal to commission navigators to guide people through services and to provide a person-centred focus rather than a one-size-fits-all approach. Other responses covered practical help to cover rents and benefit advice, as well as help to give up alcohol and drugs, establishing a support network and help to access education, training and employment opportunities.

What prevents people leaving the streets?

Again, the lack of a person-centred focus was raised here alongside access to the right services and time to engage and build trust with people that echoes the need to establish a cohesive navigator approach. Not feeling safe in shelters and hostels was also highlighted.

Which people/services stand out as important?

A wide range of services were mentioned here that reflect the wider partnership of organisations that work in the city of commissioned and voluntary services.

What hasn't worked well for people?

The responses again reflected the need for a person centred-approach and the need for navigators to help people through a complexity of services with more or longer access to day and night shelter services. Difficulty finding or having enough services for people with multiple issues and for women were also highlighted. "I need mental health supported housing, but often with a drink problem they don't want to take you on".

What matters most to those sleeping rough?

Again, feedback was for clear support planning and help to access services reflecting the person – centred approach and the need for navigation. Services that can aid recovery and improve confidence and self-esteem were highlighted: "Doing volunteering helps me a lot, I feel proud".

(ii) Feedback from staff

What's working?

Generally good staff teams, partnership work and the ability to offer flexible solutions to individuals.

Barriers and Challenges

On the downside access and affordability of accommodation is an issue. Other barriers were KPIs distracting from a wider system approach which is more person-centred, limited communication around services available, high staff turnover, a lack of women specific services and need for improved training to work with clients.

Which services do staff feel are having the most impact?

Again as with service-users, no one service dominated responses. A wide range of services were mentioned here that reflect the wider partnership of organisations that work in the city of commissioned and voluntary services.

Where do we currently have gaps?

Summary of responses:

- lack of preventative services;
- support and specialist support (especially around mental health);
- lack of access to housing (including accessible housing and for those people with pets).
- need for personalised support; and
- ongoing support or navigation.

What one change in our services do you think would help to reduce rough sleeping?

- staff and clients to have more influence;
- better sharing of information about services;
- staff to have the right competencies, skills and behaviours;
- services to focus on the needs of the individual;
- review Pathways accommodation & create more guardianship accommodation;
- services to have a greater emphasis on prevention with longer term funding.

How to spend time more valuably?

A number of changes to improve the system were suggested (see Appendix 1)

What motivates and demotivates you?

Again, valuable insight was given by staff of system approaches and the approach to services provision (more info in Appendix 1).

Staff and wellbeing

Staff work in a difficult environment and resources are stretched; however there is clearly a significant amount of satisfaction in obtaining outcomes for the people they are supporting.

Consultation on Draft Commissioning Plan

The information from the pre-consultation gave us a valuable insight from both people using services and staff supporting them informing the draft commissioning plan. Consultation on the draft commissioning plan with service users, staff, providers and stakeholders was conducted from 13th December until 31st January 2020. The 'You said, we did' document can be found in Appendix 2.

The original Commissioning Plan was developed by the Council's Contracts and Commissioning Team, with a multi-disciplinary project board providing governance, including the following teams:

- Bristol City Council:

- Public Health
- Homelessness Prevention Team
- Substance Misuse Commissioners
- Street Intervention Team
- Procurement
- Mental Health Commissioner (BCC/CCG)
- Advisor from the Ministry for Housing Communities and Local Government (MHCLG).

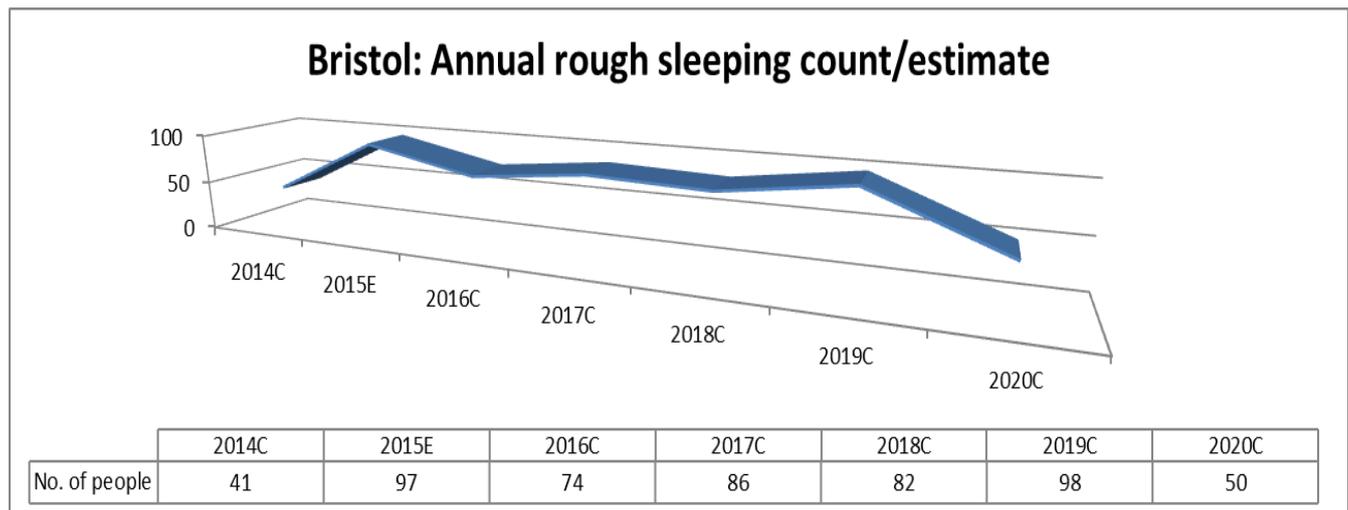
The Commissioning Plan has been updated in 2021 following a challenging year in in 2020 with the COVID-19 Pandemic and will be signed off by the Executive Director for Growth and Regeneration.

Section B - Analysis

This section sets out a synopsis of the findings from the Needs Analysis. The graphs below set out the information we have on levels of rough sleeping in the city including information on the profile of people using the Rough Sleeper Service.

Demand/information on the extent of rough sleeping in the city

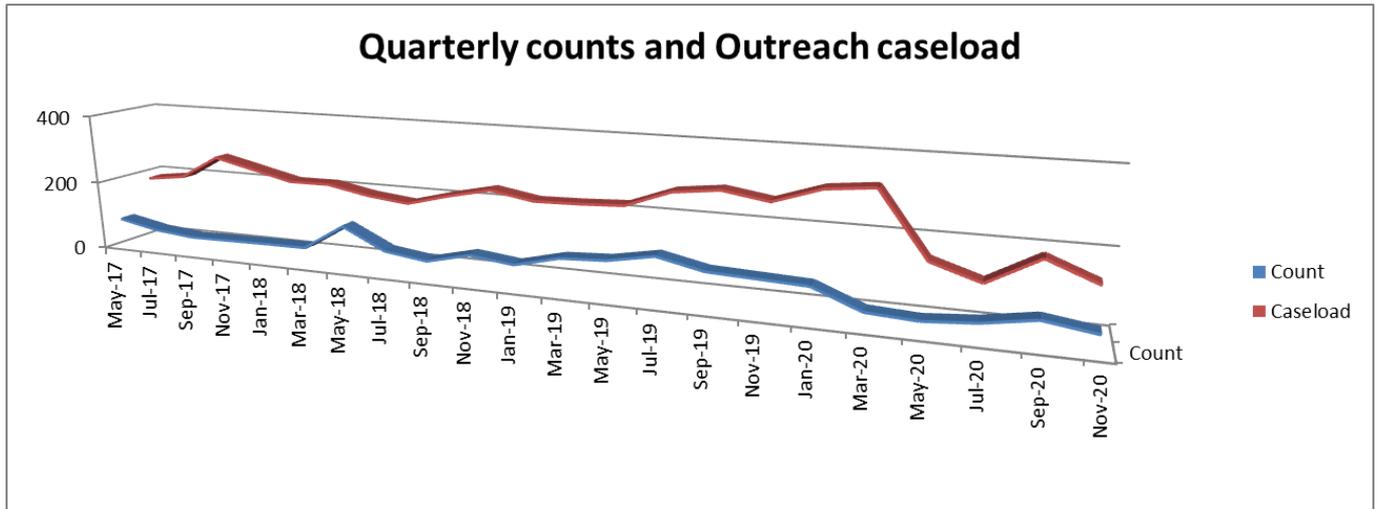
Annual rough sleeping counts/estimates



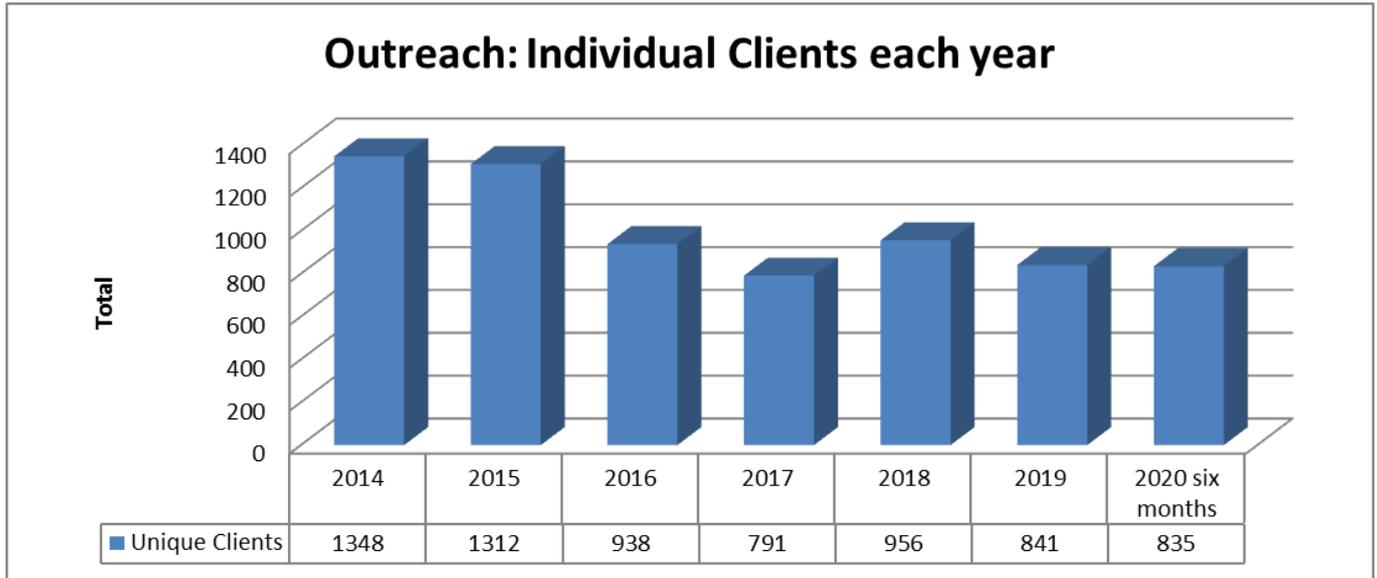
The number of people sleeping on the streets had risen significantly in Bristol since 2013 in a similar way to all parts of the country. The government has adopted annual 'snapshot' counts or estimates on any one given night in the autumn - prior to December - as their preferred methodology, but this does not give the full picture of the levels of people sleeping rough in the city.

Other data gives us a more accurate picture of the true scale of the number of people who end up rough sleeping in Bristol. Since May 2016, the Outreach team (Rough Sleeper Service) have conducted regular counts on a quarterly basis using the govt. count methodology. The data gives a more accurate picture of the more recent increase in the number of people who are street homeless in the city, particularly when it is combined with the overall caseload of people that the Outreach team are working with.⁹ The increase in the number of people seen on the quarterly counts clearly correlates with increased Outreach caseload as seen in the chart below up until March 2020, after which the impact of Everyone In is evident. The graph below shows the information from these counts alongside the caseload of the Outreach team.

⁹ Outreach caseload includes people in squats, night shelters or sporadically rough sleeping (when insecurely housed).



The information in the graph below shows the levels of individuals that have been worked with in each year since 2014. The levels of individual rough sleepers surged in 2014 and 2015, reducing in 2016 and 2017, before increasing again. In 2019 the figure dropped slightly, but following Everyone In in March 2020 the figure in 2020 and 2021 is likely to reach the high levels experienced in 2014 and 2015.



Rough Sleeping during the Pandemic

Between May and August, during the Everyone In programme rough sleeping remained consistently low, with a low of 25 people on the 5th of August. In September the closing of emergency hotel accommodation saw this figure climb to 95 on the 30th of September, more in line with annual counts from recent years. Throughout the reporting period, an average of 71% of people sleeping rough had either refused or been evicted from or abandoned emergency accommodation. More recently, the number has dropped again.

From the most recent bi-monthly count undertaken on the 20th November, 50 people were found to be rough sleeping in the city. We expect the figure to further reduce in the immediate future as we provide further accommodation for those people who have underlying physical health issues through the

Protect programme. In the medium to long term we expect an increase in people coming onto the streets.

Needs of people sleeping rough in the city

This section summarises the key findings from the Needs Analysis.

Bristol Population (Background information)

- In Bristol people are living longer: men living 1.4 years longer and women 0.8 years.
- Life expectancy for both men and women is below the England average.
- There is significant variation in life expectancy across the city.
- The population of Bristol has grown considerably over the last decade (2009-19) by 10.6% compared to the growth rate of 7.6% nationally.
- The population grew up to mid-2018 but in the 12 months to mid-2019 the population remained unchanged – this is in-line with the UK population which grew at its slowest rate for 15 years.
- Almost 72,000 people in Bristol - 14% of the population - suffer from income deprivation.

Housing (Background information)

- There is a serious shortage of affordable housing in the city and rising homelessness.
- The private rented sector increased significantly from 12% in 2001 to 29%, overtaking the social rented sector.
- Between 2016 and 2036 the emerging target for Bristol is around 33,000 homes and the need for affordable homes in Bristol is projected to be an additional 18,800 between 2016 and 2036.
- In 2016 the cheapest homes in Bristol were over 9 times the annual earnings of lower income households.
- The private rental sector is becoming particularly unaffordable to those on benefits or on low incomes.
- Social housing lets have reduced in the city to 1,800 per year, down from 3,000 per year 10 years ago.

Client profiles from the Rough sleeper service

- In 2019-20, 40% of people coming onto the streets were 'returners'¹⁰
- In 2019-20 the top 3 reasons for people rough sleeping were eviction, relationship breakdown and leaving prison/remand; this shifted to relationship breakdown, eviction and prison in Q1-2 2020-21.
- Information on local connection is difficult to show in percentages as different entries are possible for one client can change if unknown or unspecified and this later changes. Not known or local connection unspecified has been falling between 2017-20.
- Mental health, drugs, alcohol, physical health and Benefits/finances are the top five areas that people identified as needing support within 2019-20; however, people reported lower levels of needs around alcohol, drugs and mental health in Q1-2 2020-21 which is likely to be a reflection of the new cohort of people who are rough sleeping for reasons connected to the COVID-19 pandemic.
- The majority of people (over 75%) who were sleeping on the streets and had contact with the Rough Sleeper Service were between the ages of 26-50.
- Women represent 19% of people rough sleeping in the city in 2019-20; this reduced to 16% in Q1-2 2020-21.

¹⁰ Defined as someone who has slept rough before but returned to the streets after a gap of at least 12 months

- There are higher levels of Black/African/Caribbean/Black British people, white other and lower levels of Asian/Asian British people engaging with the service compared to the Bristol population; during the COVID-19 period show a reduction in those identifying as white British, from 62% in both previous time periods to 52%.
- For the first two quarters of 2020-21 the proportion of individuals reporting as British reduced to 67%, from 72% in 2019-20 and 74% on average for 2017-20; the rise in non-British nationalities in 2020-21 likely connects to high levels of individuals who have no recourse to public funds (NRPF) engaging with services during the pandemic.
- A significant number of people stated they had no religion, other or did not wish to disclose. 12% of people said they were Christian with 4% of people saying they were Muslim.
- The majority of people - on entry to the service - responded to say that they did not have a disability. There is clear evidence that the true level is likely to be in excess of 50% (see profiles of clients in Pathways and the Health Needs section).
- Information on sexual orientation does not reflect the level of 4% for Bristol Quality of life Survey 2016 and there is evidence that this level is likely to be higher than the general population for people who are homeless.

Rough Sleeping and Single Homelessness (see section above on counts and estimates)

- The number of people sleeping rough in snapshot counts in Bristol has increased markedly between 2010 and 2019 (from 9 to 98) higher than national trends; the count of 50 in November 2020 reflects the impact of Everyone In.
- In the first six months of 2020-21 835 people had contact with the Outreach team, almost the same number as the total for 2019-20.

Health Needs

- People who end up sleeping rough often experience barriers in accessing both health and care services and experience poor health outcomes in comparison to the rest of society.
- The average age of death of men is 47 years old and even lower for homeless women at 43.
- *Lifestyle*: A national audit found that 77% of people who are homeless said they smoke, compared to 21% of the general population. 35% did not eat at least two meals a day.
- *Physical health*: 41% said that this was a long term problem, the most common longstanding physical health problems were musculoskeletal in nature, followed by respiratory and dental.
- *Sexually transmitted infections and blood borne viruses*: research that is available suggests that this patient group is at increased risk of acquiring STIs and BBVs compared to the general population.
- *Substance misuse*: Drug and alcohol addiction represent a significant health problem amongst people who are homeless, and it accounts for just over a third of deaths¹¹. A national study found that 39% of people who are homeless said they take drugs, or are recovering from a drug problem and 27% said they have or are recovering from an alcohol problem¹².
- *Mental Health*: 80% of people who are homeless report some form of mental health issue and 45% have a diagnosed mental health condition – compared with 25% for the general population.
- *Suicide*: People who are homeless are over nine times more likely to commit suicide, and a report by the Salvation Army found that 53% of women who are homeless and 34% of men who are homeless had attempted suicide at least once.

¹¹ Crisis 2011

¹² <https://www.homeless.org.uk/sites/default/files/site-attachments/The%20unhealthy%20state%20of%20homelessness%20FINAL.pdf>

- *Use of health services:* People who are homeless are heavy users of health services. A&E visits and hospital admissions are four to eight times higher than for the general public at a cost of an estimated £85 million per year.

Client needs in supported accommodation Pathways

- *Mental Health:* 79% of adults and 43% of young people have mental health needs.
- *Physical Health:* 39% of adults and 16% of young people have physical health needs.
- *Drug and alcohol issues:* 63% of adults and 18% of young people have drug & alcohol needs.
- *Exploitation & violence:* 12% of adults & 15% of young people have support needs relating to domestic violence, sexual violence, child sexual exploitation or trafficking and forced marriage.
- *Sex work:* 4% of adults and 1% of young people have support needs relating to sex work.
- *Debt:* 34% of adults and 28% of young people raised debt as a major issue.
- *Benefits & sanctions:* 8% of adults and 6% of young people have no income due to delays in benefit payments or sanctions at the time of entering the services.

At the time of writing, shortly before the end of the second national lockdown, 454 people remain in emergency COVID-19 accommodation. 50¹³ people are known to be sleeping rough in Bristol who have either refused accommodation, been evicted from or abandoned accommodation or have yet to have an offer of accommodation.

Since the announcement of new national restrictions, there has been an increase in homelessness presentations and it is anticipated that the demand for services will increase from these levels during the winter months. To a certain extent this was to be expected as the National Audit Office have outlined that those accommodated under Everyone In far exceeds the number officially recorded as rough sleeping in the annual national snapshot¹⁴.

Future demand is expected to fall into the 'COVID-19 homeless' category described in Section C, and to include people returning to the streets from emergency accommodation or move on options that have not been sustained.

At the national level, new homelessness is reported to be rising among young people as a result of loss of employment, including in sectors such as hospitality and retail, and due to people leaving overcrowded shared accommodation or being served eviction notices despite the evictions ban.¹⁵ Bristol has higher numbers of young people compared with national averages, high levels of people living in shared housing and hospitality and retail are among the top sectors for employment. As a result, the continued disruption to these sectors is likely to drive higher levels of new rough sleeping, including those who would otherwise be able to maintain their accommodation with the right support.

Further detail is included in the Needs Analysis.

Current services

The current Rough Sleeper Service was commissioned during 2013/14 and began on the 1st October 2014. At that time the number of people who were sleeping on the streets in Bristol – although increasing – was far less than the level of people who currently end up on the streets today. St Mungo's were successful in being awarded the tender. The original service was based at the Compass Centre (Jamaica St) and 1 New St, St Jude's and consisted of the following elements:

¹³ Annual Count 2020

¹⁴ Investigation into the housing of rough sleepers during the COVID-19 pandemic – National Audit Office and MHCLG

¹⁵ <https://www.theguardian.com/society/2020/nov/08/tens-thousands-homeless-despite-uk-ban-evictions-covid-pandemic>

- Outreach and engagement with rough sleepers;
- Lease and management of the ground floor of the Jamaica Street hostel;
- Education, training and employment activities (ETE), including volunteering;
- Direct access and additional support to clients in 16 Extra Support Beds (OABs);
- Coordination of the Severe Weather Emergency Protocol (SWEP).
- Lease and management of 1 New Street premises in St Judes;
- Delivering a No Second Night Out service;
- Delivering a pre-employment support programme.

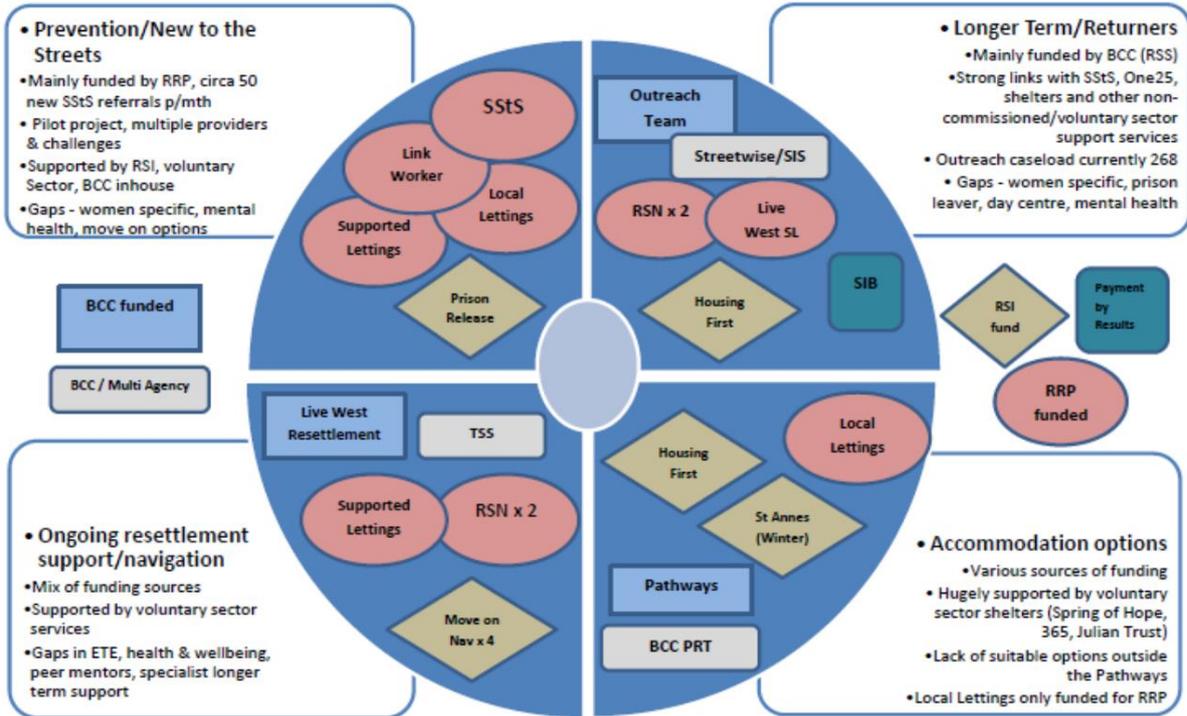
As the number of people rough sleeping in the city has increased and new funding streams from the Ministry for Housing Communities and Local Government (MHCLG) and BCC have been introduced the service has reduced ETE resources and shifted to provide more street outreach and engagement. There has been little time to procure new services – so waivers and a range of variations to existing contracts across the sector have been necessary.

Additional services

- MHCLG Entrenched Rough Sleeping – Social Impact Bond 2017-21 (3.5 years)
- MCCLG Rough Sleeper Initiative Funding 2018-21 to fund the following projects in 2020-21:
 - YHA leased Hostel with support (formerly 24 hour Shelter in St Anne’s House):
 - High and low flexible floating support teams (remodelled due to COVID-19 from additional night shelter funding);
 - Mental health nurse (working with Outreach Team);
 - Two additional Outreach Workers
 - Working with prison leavers to prevent rough sleeping (two workers);
 - YMCA leased Hostel with support and Rough Sleeping Prevention Service;
 - Additional private rental team officers
 - Supported lettings team;
 - Welfare Benefits Advice worker;
 - Navigators;
 - Specialist advisors;
 - BCC coordination and monitoring

As part of this re-commissioning process we have set out a map of Bristol rough sleeping services which also includes links with the Distinct Accommodation Pathways for adults (supported housing) and other associated services not mentioned above. This is still the desired model for our system approach except we will only have annual funding from MHCLG:

Bristol Rough Sleeping Services – Current Service Model



Section C – A new ‘whole system’ approach

Recommendation 1

We will commission two main services (in the light of funding restrictions, only one of these services can be tendered at this point) that work directly with two different client groups set out below.

During the consultation period, Bristol City Council’s Housing Option Service gave consideration as to whether the service or elements of the service could be run in house. Housing Options decided that the only element that needed to be undertaken by the Homelessness Prevention Team was in relation to Statutory Duties under the Homeless Reduction Act. Homelessness Prevention Team (HPT) members will be co-located within both services to ensure HRA statutory duties are effectively met. The HPT staffing required will depend on the extent of full Homelessness Assessments that are required.

The two lots will be:

1. A Prevention/New to the streets service.

This service will be aimed at preventing rough sleeping or working with those people who are new to the streets. It will include the provision of a Hub/accommodation where people can stay for a short period of time until a route off the streets is found for them e.g. Reconnection, a room in a private sector property or where there are significant support needs into supported housing. Private sector properties will be sourced through a specialist post based in BCC Private Sector team.

Currently we consider that functions such as prison release work and coordination will be shared between the prevention/new to the streets service and the longer term/returners service.

We are also seeking to develop a more outward facing service – e.g. a regular engagement/presence in the prisons, queues for open access hostels, active links with hospital discharge alongside the Homelessness Prevention Team, not necessarily a 9-5 building-based assessment service that is the current model.

The current model for the service has been influenced by the impact of COVID-19 in that the use of a shelter style provision - as used in the pilot for the Somewhere Safe to Stay (SSStS) Hub is at the Compass Centre at 1 Jamaica St – is no longer suitable and the ‘Hub’ is now operating from the leased YMCA building. The Rough Sleeping Prevention Service – currently located at 1 New St, St Judes – will be the likely location. The lease for New St will be held by the provider of the Longer term/Returners service (see below). There will be a clause in the lease that allows, if requested for the St Mungo’s Recovery College to remain in the building.

Part of the requirements for providing this service is that the agreed support plan to leave the streets for clients will form the basis of the Prevention and Relief duty letters where there is a full Homelessness Assessment under the Homeless Reduction Act 2017.

Where clients come into the longer term/returner service with no or low support needs they will be able to be referred into this service where it is felt that this is more appropriate for their needs. Similarly, where clients who are new to the streets have multiple and overlapping needs they will be able to be referred into the longer/term returner service where it is felt that this is more appropriate for their needs. There may be occasions when a client does not wish to engage with the provider of this service,

in these circumstances (and where appropriate) a referral will be made to the longer term/returner's service.

Due to the short term nature of the funding (annual) we are proposing that this service is directly awarded to St Mungo's as we do not envisage any other organisation wanting to bid for this service due to the risk of taking on the TUPE obligations for a one year funded service. Please note that this will be subject to receiving funding for this service from MHCLG.

If we do receive longer term funding from MHCLG after 2021-22 we also propose to return to our initial proposal of going out to tender for this service subject to longer term funding.

2. A longer term/returners service

The Longer term/returner services for those people who have spent many years rough sleeping, often moving in and out of accommodation and services or for people who return to rough sleeping after a gap of at least twelve months since they last left the streets.

The service will have the following elements:

- Outreach and engagement with rough sleepers;
- Currently envisaged that it will be operating from leased space in New St, St Judes;
- Direct access to Outreach Access beds;
- Potential for some 'day centre' provision to support and engage with those people waiting for supported accommodation;
- Coordination of the Severe Weather Emergency Protocol (SWEP);
- Coordination of bi-monthly (every two months) and annual rough sleeper counts in the city;
- The provider of this service will take a lead in ensuring that all rough sleeper services work coherently and effectively and has strategic oversight of rough sleeping within the city.

This service is seen as our core service requirement and this would be prioritised in circumstances of reduced overall funding from MHCLG.

In recognition that a significant number of rough sleepers are known longer term rough sleepers/returners we are proposing to set bid evaluation criteria that reward a more personalised approach. This will entail agreeing outcome measures /monitoring that reflects this more person focussed service expectation. Part of the requirements for providing this service is that the agreed support plan to leave the streets for clients will form the basis of the Prevention and Relief duty letters where there is a full Homelessness Assessment under the Homeless Reduction Act 2017.

Where clients come into the Prevention/New to the streets service with multiple and overlapping support needs they will be able to be referred into this service where it is felt that this is more appropriate for the needs. Similarly, where clients who are longer term/returners to rough sleeping have no or low support needs they will be able to be referred into the Prevention/New to the streets service where it is felt that this is more appropriate for their needs. There may be occasions when a client does not wish to engage with the provider of this service, in these circumstances (and where appropriate) a referral will be made to the Prevention/New to the streets service.

Client Data

Client data for both services to record relevant details regarding the client, support plans and details of to leave the streets rough sleeping counts and outcomes will be recorded on the Bristol Housing Support Register.

Triage and single point of entry to services

There will be one single point of entry for the two main rough sleeping services, even if these are being run by different organisations.

TUPE

Work of a similar nature to the proposed new services is currently undertaken by another organisation on behalf of the Council. It is possible that TUPE will apply. The Council will endeavour to provide the relevant staffing information with the bid documents. However it will be for each bidder to seek independent advice and to reach its own view on the application of TUPE.

Recommendation 2

Ongoing resettlement support/navigation

We currently fund some flexible resettlement support within BCC that we propose to retain.

In addition, we propose to directly award to current providers of the navigation services/posts due to the short term nature of the funding (annual) as we do not envisage any other organisation wanting to bid for these posts due to the risk of taking on the TUPE obligations for a one year funded service. Please note that this will be subject to receiving funding for these posts from MHCLG.

The service will help engage with people who are rough sleeping and help to guide them through often complex and disparate services e.g. out of prison and into accommodation, from engagement on the streets and into accommodation. This service will also be involved in identifying system failures/gaps and blockages for both commissioners and strategic meeting groups to address.

If we do receive longer term funding from MHCLG after 2021-22 we also propose to return to our initial proposal from February 2020 to develop a Framework of providers who are able to provide navigation services. This will then lead to call offs for a navigation service. If we do secure longer term funding for a navigation service beyond 2021-22, we will be creating one navigation service/team which could potentially have TUPE implications.

Navigator services will focus on those who are the most vulnerable and who have overlapping needs.

This framework will also enable us to respond quickly to future funding opportunities, for example:

- (i) Services that can deliver longer term support when current programmes end e.g. Housing First & Street Impact Bristol.
- (ii) New initiatives/interventions for clients who require longer term support and facilitated access to specialist services – e.g. Any future Housing First programmes.
- (iii) Support services for longer term supported housing initiatives e.g. for those with enduring needs/end of life care.

All the services above will use personal budgets with clients to assist people to move through systems and pathways towards recovery and unlock any blockages.

Recommendation 3

Accommodation Options

PRS coordination – We recognise that there is a need for coordination in the city in relation to access the private rental sector. Coordination of this will remain with Bristol City Council.

In addition, if we do receive a longer term we propose to develop a Framework of providers who are able to provide accommodation-type services and also enable us to respond quickly to future opportunities. This could include one or more contracts for the:

- (i) Provision of overnight or 24 hour shelter provision in the city whilst people have to wait to secure accommodation to move off the streets.
- (ii) Local lettings agency that secures access to private sector accommodation options.
- (iii) Securing accommodation within the social housing and Private Rental Sector for Housing First type schemes that require longer term accommodation and a tolerant approach from the landlord.
- (iv) Longer term supported accommodation for those with enduring needs
- (v) Developing effective shared housing models in the city in social housing either with Registered Providers or within Bristol City Council housing stock.

Draft recommendations not included in this plan/whole system improvements

Access to health services

A continued focus on improving access to health services in the city – physical health, mental health and drug and alcohol services - building on the work of the Homeless Health Service and the Homeless Support Team (hospital discharge) and the ACE Team, as well as access to dental and optician services. This will be an ongoing piece of work as a result of closer working with CCG and Public Health as a result of COVID-19 and subsequent funding opportunities for substance misuse and mental health linked to the MHCLG's Next Steps Accommodation Programme (NSAP).

Prevention

Seek to reduce evictions from all tenures, particularly focussing on social housing as an area that we can exert a certain amount of control over.

Welfare Benefit Advice

Improve access to welfare benefit advice for people who are in rough sleeping or are in services and in recovery to reduce the impact Universal Credit and other welfare reforms for those who are homeless or at risk of homelessness.

Section D – Recommissioning Intentions

What we are proposing to buy

The suggested proposals in this plan will lead to the following homelessness prevention and recovery services:

- A prevention/new to the streets service for people likely to end of sleeping rough or preventing a second night on the streets.
- A longer term/returner service for people sleeping rough (with outcome measures recognising a more person-centred approach).
- A Framework for resettlement, longer term support and navigation.
- A Framework to provide and source suitable accommodation such as night shelters, PRS, shared and longer term accommodation.

Process for recommissioning

Service	Process	Timescale
Prevention/new to the streets service	<p>We are proposing that this will be a direct award to St Mungo's from 1st April 2021 to 31st March 2022 (subject to funding from MHCLG) under PCR Regulation 32 extreme urgency.</p> <p>The current service of the YMCA leased hostel (to March 21)/other accommodation with support and the Rough Sleeping Prevention Service will be provided by St Mungo's until the current contract variation comes to an end on 31st March 2021.</p> <p>If we do receive longer term funding from MHCLG after 2021-22 we also propose to return to our initial proposal of going out to tender for this service subject to longer term funding.</p>	<p>Direct award under the PCR Regulation32 - Extreme Urgency. 1st April 2021.</p> <p>If longer term funding made available after 2021-22 consider going out to tender.</p>
A longer term/returner service for people sleeping rough. Baseline contract if funding reduces	<p>This lot will be through a competitive tender. Despite finding ourselves in a third period of Lockdown potentially until the 31st March from a procurement perspective we have been informed that there is no other option than going out to tender on the 1st April 2021 for the main Longer term/returner services.</p> <p>The current Rough Sleeper Service will be provided by St Mungo's at 1 New St until the current contract comes to an</p>	<p>Competitive process – April 2021</p> <p>New service in place – 1st October 2021</p>

	<p>end on 30th September 2021.</p> <p>Contracts are proposed to be for three years, with options to extend for two further periods of two years subject to funding.</p>	
Resettlement, longer term support and navigation	<p>Current services extended to 31st March 2022.</p> <p>If longer term funding available from MHCLG after 2021-22 then propose to put in place a Framework of providers with competitive call-offs for the following services (and any similar types of services that may be needed):</p> <ul style="list-style-type: none"> • Navigation • Longer term support <p>The Framework will be in place for five years with the option to extend for up to a further two periods of one year each. Contract lengths will be determined by the length of the funding available</p>	<p>Current services extended/varied to 31st March 2022</p> <p>Framework established and call-offs – Autumn 2021 (at the earliest) New service in place at the earliest – 1st April 2022</p>
Accommodation Framework	<p>This will be a Framework of providers with competitive call-offs for the following services (and any similar types of services that may be needed):</p> <ul style="list-style-type: none"> • Shelter provision – subject to reduced risk of COVID-19 transmission; • Local lettings agency -if decided not to use BCC PRT team; • Longer term accommodation. <p>The Framework will be in place for five years with the option to extend for up to a further two periods of one year each. Contract lengths will be determined by the length of the funding available.</p>	<p>Current services likely to be extended/varied to 31st March 2022</p> <p>Framework established and call-offs – Autumn 2021 (at the earliest)</p> <p>New service in place – 1st April 2022 (at the earliest)</p>

All contracts will have variation and termination clauses which allow for changes over time.

Section E – Appendices

**Appendix 1 – October Staff and Service
User feedback Analysis**

**Appendix 2 – RSS Consultation –
Stakeholder Consultation Feedback**

Appendix 3 – You said, we did.



Bristol Rough Sleeping Services Recommissioning - Staff and Service User feedback 17th October – 31st October 2019

Background and Context

Bristol City Council is currently recommissioning its rough sleeping homelessness services – to enable us to have remodelled services in place by October 2020. We are keen to keep the service user and staff voice at the heart of our recommissioning. We want to hear what they feel is working and what is not, hear their ideas, and find out what does or could make a real difference to them – both in the context of *what* services we should be providing and also the way in we deliver those services. Over the course of two weeks in October, the homelessness commissioning team carried out a range of group and 1-2-1 sessions with a variety of staff teams and service users in order to gather their feedback.

Feedback methods and mechanisms

Overall, in the region of 35 staff and 70 service users from a range of our rough sleeping services gave feedback in different ways during the two weeks.

Service user sessions took the form of focus groups, drop-ins and prearranged 1-2-1's via phone call or in person. We spoke to staff at team meetings and through 1-2-1's.

There was also an online questionnaire for staff and service users to complete independently, or in the case of some service users, with the help of a support worker. Paper versions of the questionnaire were made available for those who preferred this method or who found the online version inaccessible to them in any way. The survey was sent to a wide range of commissioned and non-commissioned services/organisations who work with people in Bristol who are rough sleeping, are at risk of rough sleeping or who have formerly rough slept.

What did we ask?

A set of 6 questions for Service Users and 8 questions for staff were put together and these same questions formed the basis of the questionnaire and all 1-2-1 and group sessions.

See Appendix 1 to view the two sets of questions.



Group and 1-2-1 feedback sessions undertaken:

Staff: Outreach Team (team session), Somewhere Safe to Stay (team session and 1-2-1's with operational Service Manager and Deputy Manager).

Service Users: St Annes House (drop-in session), Somewhere Safe to Stay (focus group), Methodist Centre (drop-in session), Spring of Hope (drop-in session), One25 (drop-in session).

- 15 service users attended the focus group at Somewhere Safe to Stay/Compass Centre.
- 8 women attended the drop in at Spring of Hope.
- 10 service users attended the drop in at the Methodist Centre.

Other drop-ins (at One25 and St Annes) were less well attended, but still produced some quality feedback from a handful of services users.

Responses to the questionnaire

In total 53 service users completed feedback questionnaires, via a range of services as follows:

Service/Organisation	Number of returns
St Annes Shelter	3
Somewhere Safe to Stay/Compass Centre	4
Prison Release worker	8
Supported Lettings (BCC)	2
Supported Lettings (Live West)	2
Move On Navigator	3
365 Shelter	1
Methodist Centre	10
Recovery College	5
One25	3
Spring of Hope	8
Anonymous/Not known	4
Total	53

This feedback was given either by completion of the online questionnaire, completing a paper form with or without a support worker or completing a form with a member of the commissioning team at a drop-in session.

Bristol City Council Homelessness Commissioning team would like to thank all service users and staff who submitted feedback and to all staff and managers who supported us with obtaining service user feedback.



Findings based on feedback collected from Service Users

From analysis of the feedback collected from services users, we have been able to see there are consistent themes across the six questions asked, as highlighted in the table below.

Key reasons for rough sleeping	How to prevent returning to R/S when housed
<ul style="list-style-type: none"> • Eviction (hostels and PRS) • Relationship breakdown • Losing job • Rent Arrears • Benefits issues - new or escalating • Prison Release - nowhere to be released to or being recalled and losing accommodation • Old contacts or old way of life “pulling them back in” • Abandoning housing • Stress/Mental Health decline • Returning to substance misuse • Not knowing who to contact/turn to for help. Lack of information about services • Fleeing Domestic Violence relationship <p><i>Nb. In most cases the underlying reason was a combination of factors above</i></p>	<ul style="list-style-type: none"> • Ongoing support to maintain housing • Ongoing support to “stay on track” and keep moving forward • Not feeling or being alone • Someone to call when there are issues, struggles or when things go wrong • Someone to keep checking in and for this to be available longer term • Services “sticking with” clients rather than just evicting or discharging from the service • Support to manage rent/rent paid direct to landlord • Finding work, volunteering having structure and something to do • Support network, relationships and connections • Not returning to alcohol or drugs
What prevents people leaving the streets?	Which people/services stand out as important?
<ul style="list-style-type: none"> • Being “stuck in a rut” and not able or ready to engage immediately. Need more regular and consistent contact from services to build trust & break down barriers • Alcohol/drug dependency • Lack of good and easily accessible information about services and what to do/where to go • Lack of housing and accommodation options (speed of access and range) • Services don’t (or can’t) sufficiently take into account each person’s individual set of needs, circumstances and wants. • Too much “one size fits all” approach • No phone – difficulty in reaching or contacting/staying in contact with services 	<p><i>(Most commonly mentioned in feedback, no particular order)</i></p> <ul style="list-style-type: none"> • Resettlement/Supported Lettings • Rough Sleeping Navigator • Outreach • Prison Release Worker • One25 • Spring of Hope • ARA • BDP • SIB • ACE • Health Services, Homeless Health Centre • Friends and family • Places for daytime, shower, food, wet clinic, shelter: <ul style="list-style-type: none"> - Wild Goose - Julian Trust • Probation



<ul style="list-style-type: none"> • Feeling that our hostels & shelters generally negative and risky environment to be. Chaotic and noisy, especially Compass Centre, Level 1 hostels • Fear and past experience of services • It's where their 'friends and family' are 	<ul style="list-style-type: none"> • Soups and clothes runs • St Annes – things to do, 24hour • Somewhere Safe to Stay • Recovery College
<p>What hasn't worked well for people?</p>	<p>What matters most to those sleeping rough?</p>
<ul style="list-style-type: none"> • Lack of good and easily accessible information about services and what to do/where to go • Feeling alone and hopeless. Not enough regular and consistent (same person) contact from Outreach/other Rough Sleeping services • Not being able to find or contact Outreach worker (or to <i>be</i> found) • System is too complex. No one to guide people through it. • Nowhere for people to go in the day. No structure, routine. People are bored and feeling useless and unvalued • Not enough provision (or not aware of provision) for staying clean and well-dressed to able to maintain some pride • Lack of phones/ways to contact support, services, family, friends (phones get stolen a lot, lost chargers, nowhere to charge, no credit) • Unkindness/cruelty from public • Feeling that main focus is on those with highest needs and "who shouts loudest" • Sanctions/deductions from benefits when homeless and rough sleeping • Restrictive opening hours of shelters, late opening/early kick out • Nowhere for you if you need mental health support and are drinking or taking drugs at the same time • Not enough provision for "women only" e.g. SOH not 7days, One25 drop in not able to be open everyday 	<ul style="list-style-type: none"> • Finding and keeping housing • Stability and security "putting down roots" • Feeling like there is a clear plan. Knowing at each stage what's next and feeling like there is movement forward and hope. • "Getting and staying clean" – alcohol and drug recovery and abstinence • Relationships and connections (pets, establishing or re-establishing family relationships and friendships) • Keeping busy, having something to do to stop boredom • Getting some routine and structure • Feeling useful and valued • Finding and keeping work • Getting some proper help with mental and emotional health • To have more regular and consistent communication • To not feel so alone or disconnected. • Someone to be a "constant" and to guide through the services and system. • Support to see/have contact with children • Going to college and training • Being able to keep faith and "on the right path" when difficult times hit • Not having to rough sleep again • Feeling safe • To be able to feel proud • To feel important and noticed • To have somewhere to call home



Client Feedback - In their own words.....

“I need mental health supported housing, but often with a drink problem they don’t want to take you on”

“I came out of jail and there was no help quick enough for me on the outside”

“Being on the streets with your mate is like being home or being with your family”

“My main concern is my dog being alright, I have to make sure she is safe and secure. She means so much to me”

“I am worried about being in housing again as in the past people have found out where I am and beat me up”

“Doing volunteering helps me a lot, I feel proud”

“I still feel stressed from living on the streets; sometimes I sleep with the light on and am worried about noises I hear”

“everything works for me here in a hard way, because I am used to it. But I would rather be indoors”

“It’s important I keep a roof over my head, to keep my home”



Feedback from Staff

Whilst we are not able to list every single idea and piece of staff feedback here, we have been able to see there are consistent themes and feedback across the eight questions asked, as highlighted in the table below. All feedback however has been reviewed with a view to taking forward as many of staff ideas & feedback to the appropriate forums, in order to improve and develop existing services.

What's working?	Barriers and Challenges
<ul style="list-style-type: none"> • Good city wide recognition of the issue • Overall a good wide range of rough sleeping services, and linked support services, easier to be person centred • Good relationships, joint working and partnerships between rough sleeping services – particularly supports and facilitates client engagement • Multi-agency approach good and growing links with police, GP's, prison/probation, hospitals • Good team - morale and support • Good diversity of staff • Being able to be flexible and creative in the way we deliver services and work with clients • Services that have smaller caseloads per worker/team and are able to give more time and focus on clients • Having access to HSR as an information source and way to make referrals for housing • Having access to money for client welfare/personal budgets • Prompt assessment and response for people who are new to the streets • Appropriate referrals between services • Innovative solutions e.g. Doctor going out with Outreach Team • An increasing focus on the taking of services and support to where the client is at – Assertive Outreach • Regular and bigger street counts – missing less people and covering a wider area of the city • Changes to the way Outreach works. Not being based in compass centre means they are out more and more assertive 	<ul style="list-style-type: none"> • Not enough accommodation (temp or long term) • Cost and availability of Private Rented • Too much focus on meeting own service KPI's/targets. Not enough consideration of wider picture and impact • Mixed messages/unrealistic expectations given to clients by different services. • Criteria for entry into services too restrictive and generic. Is not always person centred, nor takes into account people with more complex needs. Same with clients being discharged or closed from services due to non-engagement. • Stretched resource everywhere. A lot of firefighting. No time to sit back and take time to consider what is best for the client. Can lead to poor decisions and more work later on • Too many evictions from supported housing pathways • Some inadequate communication and sharing of information about clients between organisations and services • Hard to keep up with all the services and resources available for clients – and not easy to find the information about what is available • Not having the right tools to aid effective & smart working (laptop, tablet, phone, systems) • High turnover of staff in sector. Impacts clients, communication, consistency • Lack of places to deliver women specific support. Not always being able to cater for or be flexible enough to meet needs of women • Knowledge, skills and confidence of



<p>outreach into services (e.g. Methodist Centre)</p> <ul style="list-style-type: none"> • Outreach Access Beds 	<p>some staff – particularly when working with harder to reach or more chaotic/complex needs clients</p> <ul style="list-style-type: none"> • Management/inter-agency politics and battles
<p>Which services do staff feel are having the most impact?</p>	<p>Where do we currently have gaps?</p>
<p><i>(A wide range of services were mentioned in the feedback. The following are the services that were mentioned a number of times so stand out as being the ones staff feel are most important out of everything available)</i></p> <ul style="list-style-type: none"> • SStS • Outreach • Recovery College • Night Shelters (e.g. 365, Julian Trust) • St Annes • Rough Sleeping Navigators • Housing First • SIB • Spring of Hope and One25 for women • Methodist Centre • Homeless Health Centre • Supported Lettings/Resettlement • BCC Private Rented Team 	<ul style="list-style-type: none"> • Prevention services. “Catching people before they fall” • Lack of specialist (and quick) support around mental and emotional health • Specific services for those with Learning Difficulties (and skills, knowledge, expertise) • Not enough resources in Outreach team • Affordable housing – not enough, limited range, not available quickly enough. • Lack of housing for people with pets and specific needs (e.g. prison leavers, MAPPA, vulnerable women, Asylum Seekers, Care Leavers) • Lack of immediate access housing (e.g. for people leaving hospital, prison, Rehab, NAS) • Training gaps – especially for frontline staff in relation to complex needs and trauma • Places for people to go in the day – that provides routine, structure and activities/things to do • Inadequate Resettlement and ongoing Tenancy Sustainment services. Current provision too generic, too short term • Support for clients on Outreach Team caseload who are in OAB’s • Personalised support for clients wanting to train to work and help for client to transition to work • Ongoing contact “keeping in touch” and monitoring of clients who leave our services. Both to see longer term impact and help prevent issues and people returning to rough sleeping • Wet clinics/safe injection sites



One change	How to spend time more valuably?
<ul style="list-style-type: none"> • Staff and clients voices to be at more of the strategic and partnership meetings so they have more influence on the way we do things as a city • Better sharing of information, updated and outcomes with staff. Often feel out of touch and “last to know” • The right people recruited into all roles- consistent attitudes, behaviours and competencies. Someone that oversees this or set guidelines for all services to meet when recruiting. One poor experience for a client can have a huge impact and unravel a lot of good work. • Base system and services on person’s individual needs rather than length of rough sleeping • Move SStS from Compass Centre • More Level 3 and 4 accommodation • Review Pathways model – is not working • Fewer large hostel sites (e.g. Logos/Ron Jones) in favour of more sites with smaller number units. • More money spent on and focus on prevention and ongoing resettlement and tenancy sustainment support • A de-concentration of services. Too much located in the same area of the city • Less reliance on volunteers, more focus on recruiting and maintaining a quality and consistent staff base • More use of empty buildings/guardianship scheme (but needs support and further move on element attached else will just fill up and block up) • Less short term funded services that come and go. Better to have fewer, longer term and consistent services than lots of temporary ones. • Spend some money on revamping and renovating our buildings and hostels to make them more uplifting and positive places for clients and staff to be 	<ul style="list-style-type: none"> • More resource/staff in service. Always stretched • Move SStS from Compass Centre • Less time having to deal with incidents and managing behaviour • More admin support roles in services • Being able to have more focussed 1-2-1 time with clients and lower caseload • Better systems and ways to share information across services and organisations. Less duplication of data input and recording. A one city, one system approach. • More regular review of staffing structure and processes. Letting staff lead more in the design or feed into staffing structures in services. Feel powerless to make changes that could have a huge impact. • Review and/or put in place a fair, clear and consistent policy and procedure regarding referrals and nominations on HSR. • Making sure all staff across all services have had sufficient training to work with our clients – someone to monitor this • More fast track ways into certain services and departments for those who are rough sleeping (or the person working with them) to quickly resolve key issues such as ID, benefits, bank accounts • Not spending so much time in meetings • A regularly updated resource to help determine exactly who to go to in each service and how to obtain the support you need for your client (or to be able to signpost them for the right support).



What motivates?	What demotivates?
<ul style="list-style-type: none"> • The cause – people should not be homeless and sleeping on our streets • Service Users – seeing positive changes and people’s lives moving forward • Making a difference • Feeling like (and knowing – i.e. having access to more stats and successful outcomes) the work is actually having an impact • Colleagues and having a great team around to work with and get support from. • Positive environments to work in • Giving people chances. Not giving up on someone too quickly and the moment you feel a breakthrough with someone, however small or large • Seeing a client housed and off the streets • Effective multi-agency working • Success and positive outcomes for clients – being able to get and see result for people • Feeling valued in the work • Feeling supported by manager and team • Feeling appreciated – when someone (client, colleague or manager) says thank you • Being and feeling trusted to make own decisions and not always having to ask permission or for authorisation • Being able to try new things • Being the service that sees positive outcomes happen for clients knowing other services have failed them in the past. Changing clients views of services • Seeing the commitment of the team and successes. As a manager it’s nice to be part of that and see people develop. 	<ul style="list-style-type: none"> • Decisions made by management which staff feel are not good for delivering services or for clients. Not being able to influence these decisions enough • Feeling that decisions are made for staff and clients not with. • Lack of housing and move on options • Too much admin and paperwork • Buildings that are run down, dated, not fit for purpose, depressing environments and atmospheres. Brings everyone down and impacts wellbeing service delivery/positive outcomes • Seeing/feeling we are letting clients down with poor and outdated provision, lack of communication, systems and policies that don’t yet properly provide enough flexibility for those with complex needs. • Too many evictions rather than a focus on resolve • Lack of funding and longer term/permanent roles for staff. Poor job security • Unreachable targets/KPI’s and/or impact of external factors out of control • Seeing great services start, get going, start having an impact and then disappear as not funded anymore • Poor salaries for front line staff who are taking the brunt of the impact of client work • Rushed way of services being set up. No time to plan, implement ideas, and improvements. Feeling on a back foot from the outset.



What do staff say about their wellbeing?

The majority of staff fed back that their feeling of wellbeing at work can range between 2 and 5 depending what is happening on any given day or week, the average score being 3.5.

The key things that were reported as driving wellbeing down were:

- Feeling stretched and under resourced
- Erratic or tiring shift work and work patterns
- Backlogs of work
- Stress and firefighting. Having to be reactive, not proactive
- Seeing managers stressed and/or not seeing managers and feeling unsupported
- Feeling that we are failing some clients
- Seeing how things could work better, but feeling powerless to make changes or not being involved in decision making
- Not feeling valued (both in a monetary sense but also being not thanked for work or feeling hard work is noticed)
- Seeing the issue (rough sleeping) get worse, feeling like we are not having an overall impact

The key things that were reported improving wellbeing were:

- Seeing successful and positive outcomes for clients
- Feeling of making a difference
- Positive work environment
- Feeling supported by managers and team
- Seeing staff develop and flourish
- Flexible working
- Time out – team socials, away days, being able to work from home
- Time off



Appendix - Client Feedback Questions

Sleeping on the streets	Why are we asking?
What led to you to sleep on the streets and do you think there is anything that could have been done either by you, support services or anyone else to prevent you from rough sleeping?	How can we better help prevent people from rough sleeping?
When you are housed or (or now you are housed) what do you think would help prevent you from returning to sleeping on the streets?	What helps or hinders people sustaining housing?
What prevents you or other people you know who are sleeping rough from wanting to or being able to leave the streets?	How can we better help prevent people from rough sleeping/leave the streets?
What has worked well/not so well?	
Are there any particular people or services that stand out for you as being really important to you right now? Who/what are they and why?	What is working? What services have most impact?
What didn't work/hasn't worked so well for you?	What is not working?
What's most important to you right now? Or what matters most to you right now? (this may not relate to housing)	What matters most to Service Users at different stages of their journey?

Staff Feedback Questions

Client work		What do we want to know?
Q1	What is working that enables you to do the right thing for the person you are trying to help?	What's working?
Q2	What are the barriers and challenges that prevent you?	What's not working?
Q3	Thinking about our range of services for people who are rough sleeping -which do you think are having the most positive impact?	Where are we getting it right?
Q4	Where do you think we currently have gaps in the services we provide?	Gaps in provision
Q5	What one change in our services do you think would help to reduce rough sleeping?	Creative ideas – 'right placement and support first time' ethos
Staff efficiency, wellbeing and morale		
Q6	What could be changed to enable you to spend more time on the things you feel are important and valuable to your role and your clients?	Valuable work versus non-valuable work
Q7	What motivates and demotivates you in your role?	Staff motivations and morale
Q8	How would you rate your wellbeing at work? (rate 1-5, 1 being low, 5 being high) Why?	Staff resilience and wellbeing to deliver our services.



Rough Sleeping Services Recommissioning Consultation

Stakeholder Feedback Report

Between 13th December 2019 and 31 January 2020 Bristol City Council held a formal consultation for recommissioning of Bristol's rough sleeping services. This report documents a snapshot of the key feedback received during the consultation period and shows the extent to which our stakeholders agree, or disagree, with our key proposals.

In our draft Commissioning Plan, we set out a number of recommendations for remodelling the way we will offer out contracts to our providers and proposed some changes to the services we provide. We feel that these proposals will have a positive impact on the way services are delivered to those who need it, and will ultimately reduce rough sleeping in the city.

We have asked to hear the views of service providers, clients, voluntary sector partners and the community about our key proposals. We also sought comments and ideas from as wide a range of people as possible about how we can ensure the services that we provide will have the most effective outcomes and lasting impact for our service users.

Stakeholder feedback has been collated in the following ways:

- Online survey on Bristol City Council's consultation hub
- Hard copy surveys completed by clients
- At staff and client events, focus groups and drop-ins
- Provider events and workshops
- Agenda item at key multi-agency meetings

THE CONSULTATION IN NUMBERS

Number completing the online survey	274
Number of hard copy surveys completed by clients	21
Number of clients attending focus groups	13
Number of stakeholders attending staff/provider events	90

It is worth noting that the feedback we have received through the online survey primarily came from providers, employees of Bristol City Council, external homelessness and related services and Bristol City residents. There were fewer clients and staff focussed sessions during this formal consultation period, and perhaps therefore less clients submitting feedback, due to the fact that we held a two week client and staff focussed pre-consultation in October. During this time we engaged with around 70 clients and 35 staff members to obtain feedback about our current services and what they felt worked well or needed to change. A copy of the report from this pre-consultation can be requested by emailing homelessness.contracts@bristol.gov.uk.



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WHAT WE TESTED THROUGH CONSULTATION

The Two Main Contracts

We are proposing to have two main Rough Sleeping Services contracts – one for prevention/new to the streets and one for those who have been rough sleeping longer term/or are returning to rough sleeping – and that the two different services delivered are by two different providers

- Overall, do people support this proposal?
- What are the perceived advantages and disadvantages of this proposal?

Specialist Support Services Framework

- What do people feel are the most important support services and/or specialist expertise for us to commission and imbed in our rough sleeping services?
- Do people feel that these are better purchased/delivered as one main contract or as smaller specialist contracts?

Access to Housing

- Do people agree with the council having a contract under which just *one* provider sources and develops all the accommodation options for our service users? Or should this be delivered by a framework of different organisations for different needs?
- How should this be delivered and coordinated?
- Any further comments or ideas on how we can source and deliver a wider range of accommodation options and to increase overall supply?

Peer Support

- What ideas do people have about how we can increase the number of peers in our services and opportunities for those who wish to become a peer?
- How can we make sure this service is run in a coordinated way which ensures consistency of quality provision for all our peers and service users?

Navigator Service

- What do people think is the best way to for this service to be implemented and run?
- How much client ownership and leadership should the Navigator role have?
- Where do people feel we should focus the Navigator resource?

Working Better Together

What ideas do people have on how we can ensure the proposed services, with different lead providers, will work together effectively always keeping the needs and wants of the client at the centre?



RESULTS OF THE CONSULTATION SURVEY

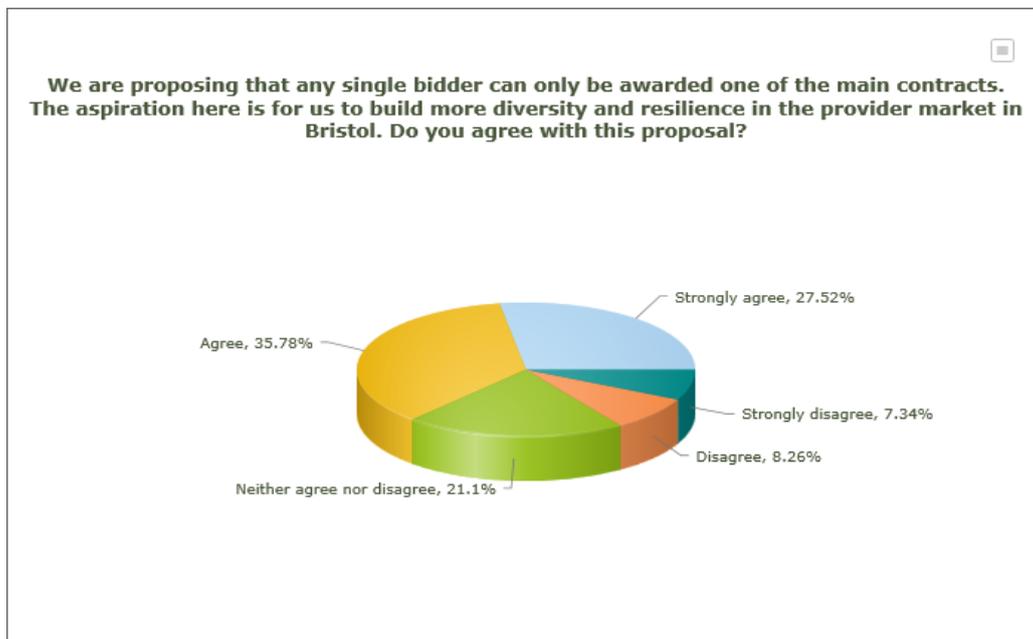
In total we received 207 responses to the online survey. In the main those completing the online survey represented a mixed gender White British population, aged between 35 and 74. 15% considered themselves to have a disability, 27% had experienced homelessness in the past and 11% had previous experience of rough sleeping.

As well as the online survey, hard copy 'easy read' versions were delivered into a number of services across Bristol including; Somewhere Safe to Stay, Homeless Health, Wild Goose, SIB, Recovery College and One25. Electronic versions were emailed out to all rough sleeping and homelessness services, asking those services to support and encourage client to take part.

We also carried out two provider events, a staff focus group with the two main current rough sleeping services, a Navigator services workshop, two client focus groups and a client drop in.

See Appendix 1 for graphs of the various demographics of those who completed the online survey and the demographics of clients who completed hard copy surveys.

The Two Main Contracts



Overall, people are supportive of the proposal to have two main contracts delivered by two different organisations.



Here is some of the feedback we have received about the advantages and disadvantages of this proposal:

Advantages	Disadvantages
Diversity of skills, knowledge, experience	Potentially adds complexity and confusion for services and clients
Guards against provider monopoly and complacency	More time spent on building effective partnerships and communication than service delivery
Promotes innovation and change	Risk of people falling through the gaps
Lowers risk and impact of provider fail	Possible higher cost to BCC
Drives up quality and standards of service delivery and provision	Harder for BCC to oversee, monitor & manage performance
Avoids overwhelm and too much responsibility on one organisation	Could exclude one provider from delivering the highest quality service for both contracts
Could lead to better partnership working between two organisations	Possible loss of expertise from already experienced providers
Better comparison of approach and quality or service delivery/performance	Organisations may not cooperate well with another - client impacted as a result
More ideas and opportunities created by BCC working closely with more than one main provider	Could reduce consistency of service for clients who move from one service to another

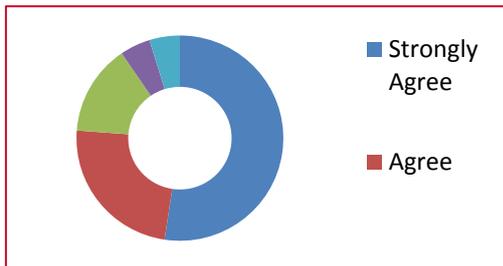
What else do our stakeholders say about the concept of two main contracts being run by two different providers?

- Best to develop a one single point of entry for people.
- Each service needs clear definitions for entry criteria.
- Two services enables distinct tailoring of each service for each client group.
- Willingness/expectation for criteria services to be flexible so no client falls through the gaps.
- Need clear, well thought through contract terms and delivery/performance expectations with regular review.
- Organisations should be held more accountable for non-delivery or poor quality service.
- People with all levels of support needs will enter either service. Staff across both services must be able (and adequately trained & supported) to meet the needs of all.
- BCC need to ensure they are able to effectively manage and monitor delivery – including spending regular time in services.
- Move focus away from length of time (i.e. new or long term) and more towards level of individual support need.
- Include current and former service users in design of service and in deciding the contractual expectations of the providers.
- Same and consistent standard of service delivery and quality of service expected from both services. Contractual obligation.
- Both services need to use the same client recording system and all information about all clients should be stored and shared only via this one database.
- More regular formal review (by BCC) needed with action plans for barriers, challenges, poor performance.



- Employ a person with lived-experience/experience of RS services to support contract management and delivery.
- Consider financial penalties for poor quality service and/or non-delivery of contractual obligations.
- Contractual ability for BCC to break contract and seek new provider (for non-delivery and/or poor quality service).

CLIENT VOICE



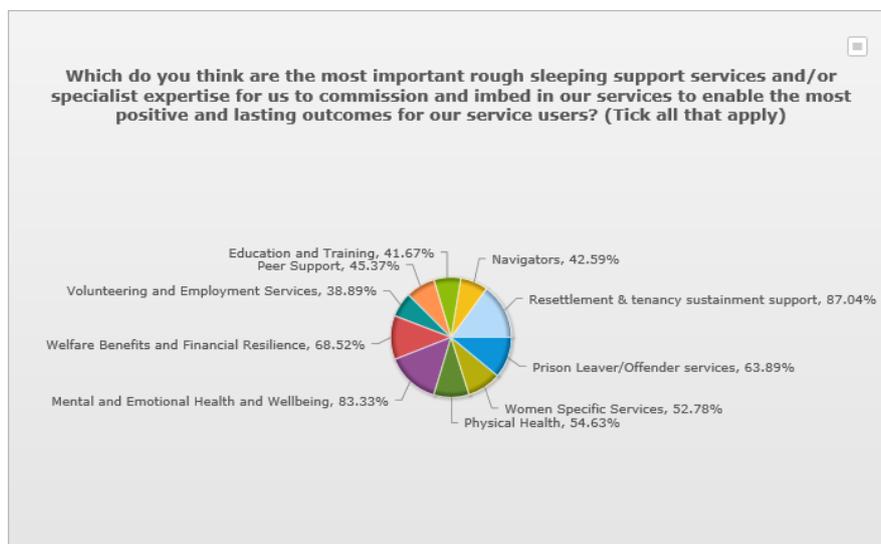
Clients who submitted feedback into the consultation overall strongly support the recommendation of having two different providers for the two main services.

“Two organisations would bring more help and more ideas. I don’t think there will be problems, it is helping homeless people and that should come first”

“Stops organisations becoming too powerful, or thinking they are, when they have all the services. Could cause issues with communication though and clients might suffer as a result”

SPECIALIST SUPPORT SERVICES

We asked people which specialist support services that they feel we should commission and imbed in our rough sleeping services.

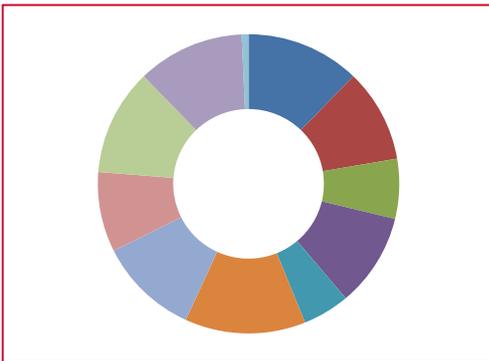




It is perhaps not surprising that most people felt that all of the specialist support services are almost equally as important as each other, particularly when we are working with individuals with a wide range of differing needs. If we are to be able to work in a truly person centred way with every person then we need to ensure, whether commissioned through Rough Sleeping Services or not, that there is easy and clear access for our service users into a range of different support services in the city. It was noted that we missed out drug and alcohol misuse as a specialist area of support.

There was a slight lead on Mental and Emotional Health and Wellbeing, Welfare Benefits and Financial Resilience and Resettlement and Tenancy Sustainment Support. Perhaps this could be driven by a belief that if a person has secure and solid foundations in these three areas then they are better able to take next steps into volunteering, training and employment?

CLIENT VOICE



Similarly to other stakeholders, clients feel that all support services are important depending on the needs and wants of the individual person.

There are areas which stand out as particularly important to clients: Physical Health (lilac), Resettlement and Tenancy Support (blue), Welfare Benefits and Money advice (light purple), Mental Health and Wellbeing (orange), services for prison leavers (light green) and Navigators (red).

LIVED EXPERIENCE AND PEER SUPPORT

We asked what people think we should do to make sure peer services and roles are run and managed in a coordinated way, one which ensures consistency and quality provision?

Here are some of the ideas and thoughts that our stakeholders have fed back to us:

- Key to define what a Peer actually is and what they are expected to do in their role/s.
- Employ a Peer Coordinator or Peer Coordination team to develop a robust peer programme, lead on recruitment and awareness and monitor quality and consistency across organisations.
- Let our clients and former clients tell us what they want and need in a peer service.
- Develop a steering group which includes existing Peers and people with lived-experience.
- Give a contract to one organisation to coordinate a sector wide peer programme, rather than lots of different organisations doing it piecemeal, with differing approaches and quality of provision.



- Make sure commissioned contracts are funded adequately enough to allow for the additional costs and resource that is needed to effectively recruit, train and retain Peers.
- Agree and imbed city wide expectations and standards for recruiting and retaining peer roles. Standard set of basic values, behaviours and competencies that organisations recruit in line with.
- Develop a robust training and a recognised qualification programme.
- Clear sector wide objectives and measures of success.
- Ensure consistency in the way services are being run and quality of provision - our Peers are learning from those they are working with and being managed by.
- Ongoing regular peer partnership group, led by Peers and attended by Peer champions from a range of services. Bring experience and knowledge into one room for best practice sharing and collaboration.
- Seek advice and learning from already established peer services in and outside of Bristol.
- Develop and shape existing Bristol peer service/s rather than starting from new.

How can we increase the number of Peers in our services and opportunities for those wanting to become a Peer?

Invest in leadership and coordination. Employ Peer Coordinator or Peer contract to one organisation	Fund/create more social enterprises run by current/former service users	Develop structured pathway for service users
Contractual commitment from all commissioned services to have at least one staff member with lived experience	Provide paid opportunities not just volunteering. Wider range of roles	Regular peer awareness/ recruitment days
Invest time in learning from success peer models (other sectors and other local authorities)	Engage community centres and voluntary services to promote & support recruitment	Develop a recognised peer related qualification and/or create other opportunities for peer to gain a qualification

Many people also feel it is crucial for at least one current or former service user to be a member of and/or attendee of all strategic homelessness and rough sleeping related groups, forums and meetings. For example, this could be The Rough Sleeping Partnership Group, Support Providers Agencies Meeting (SPAM), or strategic meetings about our Supported Housing Pathways.



CLIENT VOICE

A selection of the thoughts and feelings clients of our current rough sleeping services have about Peer Support, and how we can recruit more peers in our services.

“Homeless people need to know never to give up hope of being housed. They need to hear this from people that has been homeless in the past”.

“Unless you have been through it yourself you don’t know what it is like. It’s rougher and harder being homeless now”

“All the peers I have met are doing a fantastic job”

“You have listeners to talk to and listen to so you can share experience and knowledge”

“Have photos and details about peers on pinboards in many organisations; who they seen to get advice, where they are now, which way they are heading”

DEVELOPING OUR NAVIGATOR SERVICE

In our October pre-consultation, service users told us that it makes a positive difference to them if they have a consistent person as a source of support, to help them navigate through our services. We currently have two Rough Sleeping Navigators, employed through MHCLG Rapid Rehousing Pathway funding, as well as other commissioned services that take a Navigator style approach (e.g. SIB, Housing First, and Move on Navigators). We have seen a range of successful outcomes in most of these services including housing and tenancy sustainment outcomes. There has also been a noticeable increase in positive engagement of some clients who have historically been the hardest to reach and to engage.



We are looking at the possibility of developing the navigator service which could include:

- Increasing provision by employing more Navigators
- Having one Navigator team rather than separate Navigators in different organisations
- Specialist Navigators (e.g. drug and alcohol, women with overlapping needs, young people)
- Opening up new referrals routes, making Navigators available to a wider range of services

Through consultation we asked for people's views on how they think we should develop the navigator service going forward and how it should be run and managed.

We have done this through the online survey, obtaining service user feedback, through provider events and client focus groups. We also held a specific workshop with those people who are working in existing navigator teams.

Most people who completed the survey, so far feel that we should split navigator resource evenly across three different areas:



However, additional comments received in this area of the consultation overall (i.e. including at provider events and the navigator workshop) evidenced a general feeling that the navigator team's work should focus on those people that are currently rough sleeping, those who are most vulnerable and/or who have dual or more overlapping needs, and those who have been using our rough sleeping and homelessness services the longest.

There is recognition that a person who is technically 'new' to rough sleeping will not necessarily always have what we would term "low needs". Indeed a significant number of people with medium to high support needs enter the current Somewhere Safe to Stay service.

Some feedback suggested that there should be an increased focus on young people, including better links into colleges the universities who might be able to identify young people at risk earlier.

Stakeholders think that we should build a navigator service around the following principles:

- One Navigator team, managed by one organisation.
- Robust and strategic BCC oversight/management.
- Available to a range services and client groups – but target the most vulnerable.
- Specialisms – young people, prison leavers, drug and alcohol, women.
- Secondments, bringing in expertise in from specialist organisations.



- Multi-Agency case ownership – keep it collaborative.
- Empower clients to lead their own cases.
- Clear decision pathway/appeals process.
- Keep caseloads small – less is more.
- Resourced enough to allow for plenty building partner agency links and relationships.
- Not an entry level role, pay for the right people & experience.
- Co-located working with services, particularly rough sleeping services.
- Consider Senior or lead Navigator role – leads on strategic development of the team. and proactively supports team to overcome challenges or barriers.
- Regular multi agency case review meetings (led by Navigator team).
- Clear remit and split of responsibilities for Navigator team and services.
- Easier access to client support funds.
- Lived experience imbedded in team and/or involved in service development.
- Ability to advocate directly to BCC/accommodation services for vacancies.
- Keep in touch service - clear and efficient way for Navigators to check in with former clients and vice versa, prevention returning to rough sleeping.
- Ongoing learning from Navigator Services in other local authorities.

CLIENT VOICE



Clients feel that the Navigators should either be one team managed by an external team or individual Navigators employed by specialist organisations and managed by one lead organisation. It should be noted that there was a mistake in the way this question was worded in the client survey. The option for Navigators employed by different providers and managed by one organisation implied that that one organisation would be one of the main contract holders. This is not our suggestion, though it is interesting to see that this would be a preferred option for many of our service users and it is important feedback for us to take on board as we seek to further develop the Navigator service.

RESETTLEMENT AND TENANCY SUPPORT

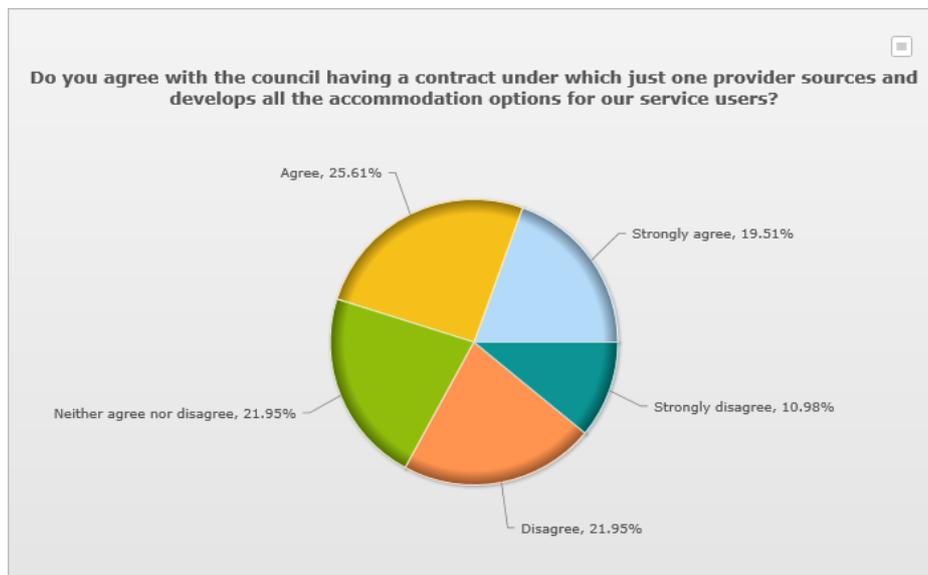
Service user feedback that we obtained in early stages of the recommissioning process (October pre-consultation) presented us with a very clear picture that most users of our services feel that having ongoing, effective and person-centred support, after they are housed, is key to their chances of success in sustaining tenancies and avoiding returning to homelessness and rough sleeping. Many felt that this support needs to be available/in place for longer periods of time and for there to be easy access back into support should they start to struggle at any point.



Although there were no specific questions in the formal consultation regarding review and possible expansion and development of our commissioned resettlement services for former rough sleepers coming through the Prevention/New to the Streets Service (e.g. Supported Lettings) this is something that we have under serious consideration – particularly with a view to how we can imbed specialist knowledge and experience in the team to enable them to work with a wider remit of people (i.e. support needs).

INCREASING HOUSING AND ACCOMMODATION SUPPLY

Although we didn't intend to imply through the consultation questions that we would consider bringing all housing and accommodation sourcing and procurement in house, the feedback we got back through this question indicates that most people feel that this should be a joint effort between Bristol City Council and external organisations – but one which needs better, more hands on, strategic coordination by BCC. People are also divided on whether it would be a good idea (which again, is not our intention) to give one overall main contract for housing and accommodation supply or for this to be delivered through a number of smaller contracts.



Overall, people felt that it would be too much responsibility for just one organisation to hold a contract and that this would limit opportunities, innovation and creativity. It was fed back that it could cause a monopoly situation, which directly goes against part of our rationale behind another of our recommendations (i.e. having the main service contracts run by different organisation in a bid to diversify the provider market and reduce associated risks of only having one main provider).



The idea of Bristol City Council developing a housing & accommodation supply provider framework is very much supported.

Some of the key ideas people have for how we can increase supply of accommodation and housing:

Development of an attractive payment by results model	Make it more of a city responsibility. Engage residents, churches, community & businesses	Better promotion and publication of success stories and more "calls to action"
More resource and focus on bringing empty homes & buildings back into use. Empty shops/office tax?	Use of empty shops for temporary dormitory style shelter and washing spaces	Regular steering group – keep it on the agenda and in focus
Learn from/adopt what works in other local authorities and countries	Institutions with empty properties (RP's, Charities, MOD, university etc)	Hold developers more to account to provide a % of new build at LHA rate – planning requirement

Standards of Accommodation

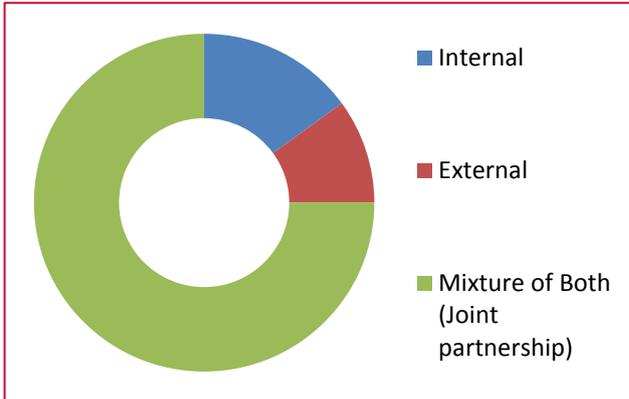
In addition to considering how we increase access into and supply of accommodation and housing, people feel we need to focus resource on ensuring and maintaining a consistent standard of accommodation across the board. This is made more difficult with several organisations or providers procuring and managing accommodation.

The following suggestions have been made:

- BCC to employ a housing and accommodation supply coordinator
- BCC to develop set of clear standards for all types of accommodation and housing
- More regular inspection of commissioned accommodation/housing
- Financial or contractual penalties for poor repair, H&S and accommodation standards
- BCC to have the ability to 'take over' or reassign management of accommodation where a provider or housing/building management company is not keeping it to the expected standards



CLIENT VOICE



Clients agreed with our other stakeholders that we should not offer out one contract to one provider for all of our accommodation needs. They also feel that the best approach is one of joint partnership between Bristol City Council and external organisations, especially charities.

Here are some of our clients thoughts and ideas about how we can source and provide more accommodation:

- Task many organisations
- Make housing benefit easily available for people to spend nights in hostels, if no other accommodation is available (such as Rock and Bowl or backpackers). Agreed a number of rooms for this and the hostel can claim back from the council or HB
- Fines for landlords with properties empty 6 months or make compulsory for them to let via Local Authority from 6 months empty
- Do up empty houses
- Use empty shops and buildings
- More container type accommodation
- Build more new housing

WORKING BETTER TOGETHER

Feedback regarding how we can work better together broadly falls into three categories: Culture change, Effective leadership and Contractual obligation

Culture Change - all organisations to imbed a set of common values and behaviours which supports effective communication, collaboration and partnership working

Effective Leadership - For the leaders in the Local Authority and organisations providing services to drive forward this culture change

Contractual - The suggestion that BCC embed and monitor contractual obligations around effective and proactive partnership working within its commissioned contracts



Many of the specific suggestions for working better together are things that we already do well as a city and a sector such as multi agency meetings, engaging with the Voluntary Sector and case review panels.

Some new ideas include:

- Finding a way to make this a contractual and service delivery obligation that a provider can be reviewed and measured against.
- Employing a Partnerships Coordinator.
- Regular networking events and newsletters which keep everyone up to date with what different providers and organisations are doing.
- System change away from contractual targets and KPIs that can compete against each other, and more towards a truly person-centred approach to measuring outcomes. One which allow for partners to work together in a more cohesive way and that is right for the service user rather than being outcomes and targets focussed.

There is a lot of support for a “one system” approach whereby all agencies are working with and using the same assessment model and client recording system.

CLIENT VOICE

Here are some of the ways our clients feel we can work better together, along with a few other ideas and comments:

- Multi agency meetings for clients monthly. Get decisions made and identify problems quickly.
- People not wearing a suit and tie. They are more approachable.
- A day centre for homeless people, open 7 days a week that gives people correct and up to date information to ensure they know what to do and where to go.
- Talking to someone who has been through it. Involve ideas from rough sleepers.
- They need to all be in the same building as homeless people may not have money to travel and it's much easier to access.
- Support worker avoids me and doesn't do enough. The staff need to be good.
- If I have a complaint I don't know where to go
- Keep funding charities with ultimate goal of being housed and awareness of the human and his wants and needs.
- Tailored support. One size doesn't fit all.
- Used noticeboards in GP's communities centres and other places homeless people go to tell them about what services are out there for them and how to find or contact them
- Recognising the real problems e.g. drugs, money and mental health.
- I want to tell my story once.



FINAL THOUGHTS

Throughout the commissioning process we have identified a '*golden thread*' – a greater focus on the needs of the individual - running throughout the process and influencing the final commissioned services. Our current rough sleeping and homelessness services already work in a person-centred way but we want even more focus on this as we recommissioning services. We want the client to stay at the heart of things at every step, wherever possible to lead their own journeys and for the client voice to be heard more often and in more ways.

During the consultation period we heard a range of different thoughts and ideas about how our services can be more person-centred and how we, as commissioners of services, could monitor this through contract delivery.

At our closing provider event, we had some table discussions on this and we have collated ideas and comments from stakeholders at the event, with a view to holding another focus group in due course. We will of course also be involving clients themselves, to find out what "person-centred" means to them and how they feel we can make sure our services are keeping them – their wants, needs and individual aspirations - as the primary focus.

Trauma-Informed Services

It is now widely recognised that a significant number of people who end up sleeping rough in Bristol will have experienced significant trauma in their early lives as a result of adverse childhood experiences. Research has highlighted neurodevelopmental damage caused by ACEs, the connection with attachment theory (and resilience), the impact on physical and mental health and the risk behaviours in later life.

We have not yet directly consulted on how we can ensure our services and staff are supported and sufficiently trained to deliver a Trauma-informed service to our clients, or how we can monitor this. However, this sits as a priority on our agenda, will be a focus area of work in the coming months and will be firmly imbedded in the contracts issued for our services in the future.

WITH THANKS....

Bristol City Council Homelessness Contracts and Commissioning team would like to thank anyone who has taken the time to attend consultation meetings and events, has fed into the consultation survey and supported us with obtaining feedback from people with lived experience.

Copies of the following documents can be requested from the Homelessness Commissioning Team at the following email address: homelessness.contracts@bristol.gov.uk :

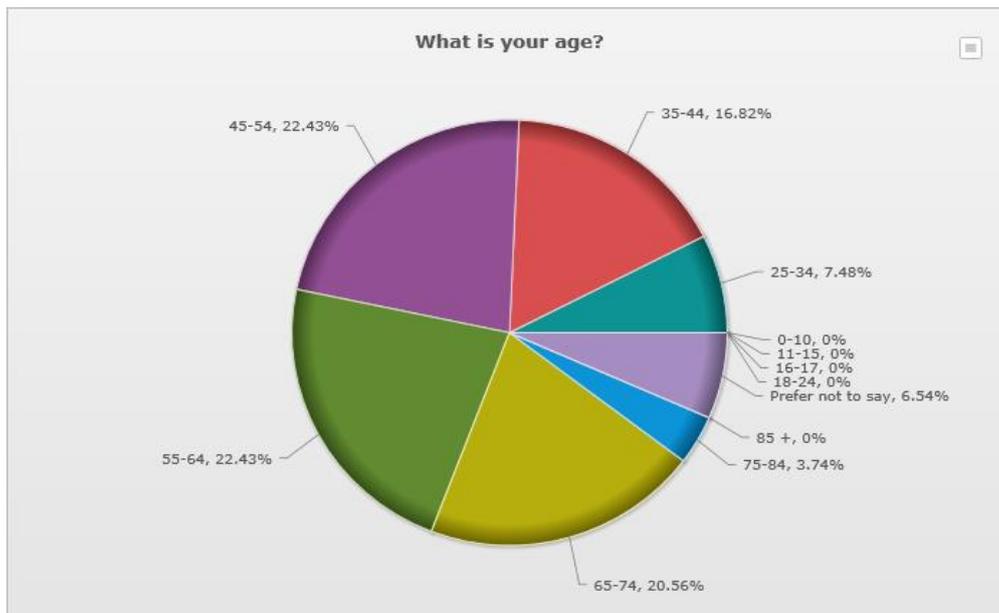
- Needs Analysis and Options Appraisal
- October Pre-Consultation feedback report
- Draft Commissioning Plan



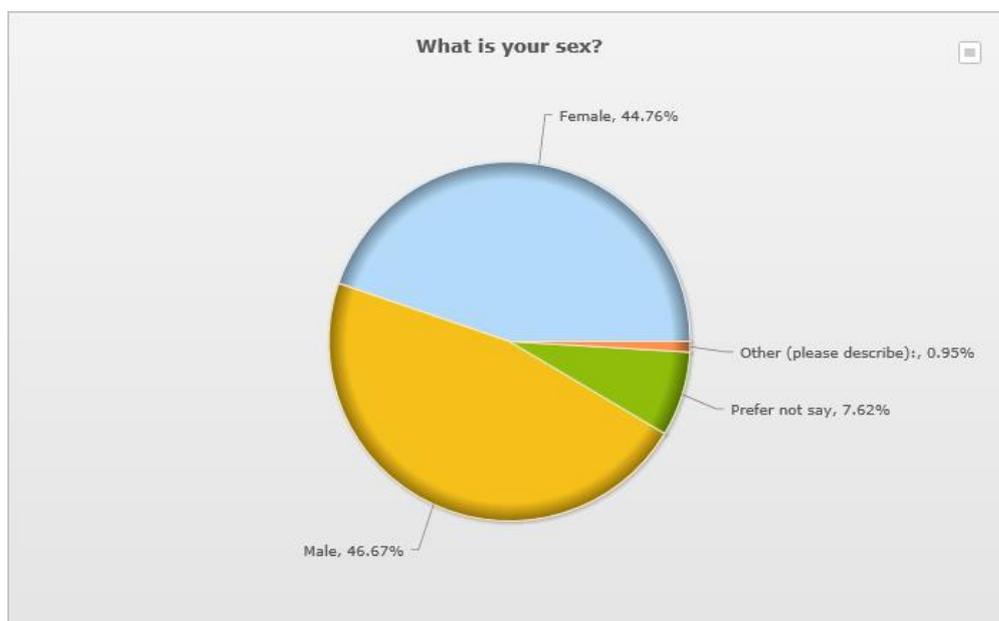
Appendix 1

Demographics of those completing the online consultation survey.

Age



Sex

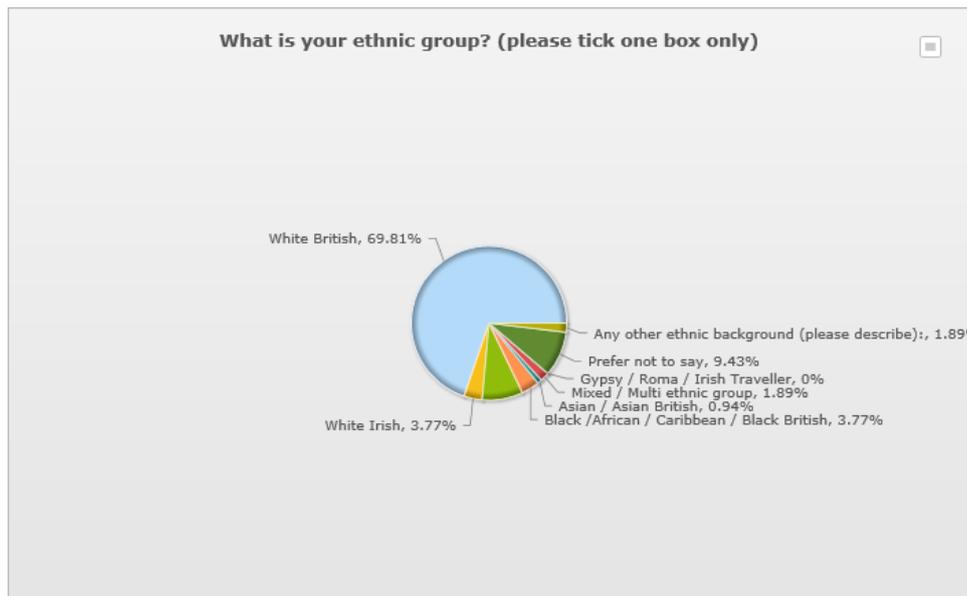




Appendix 1

Demographics of those completing the online consultation survey.

Ethnic Group



Stakeholder Type

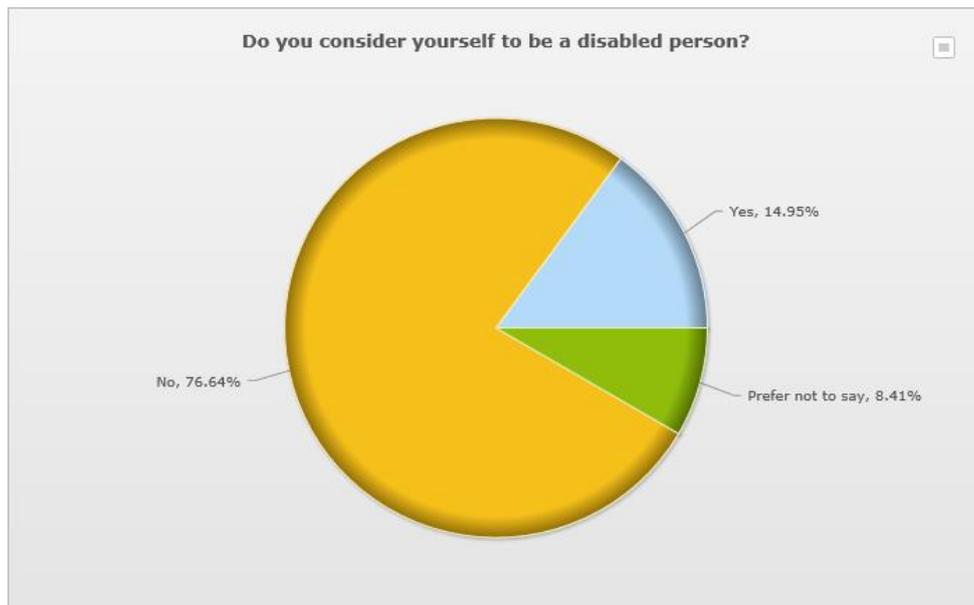




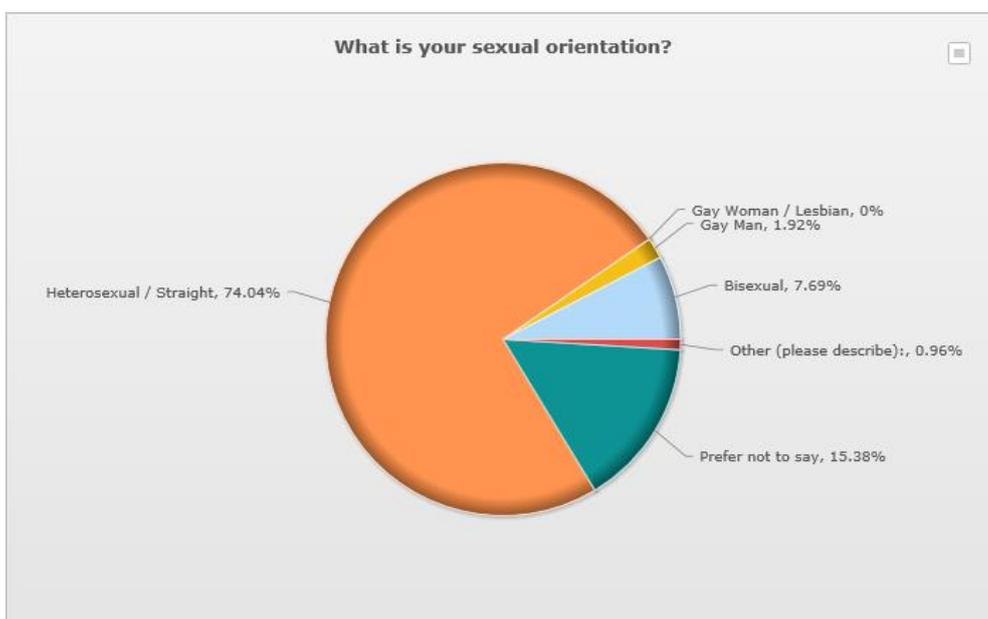
Appendix 1

Demographics of those completing the online consultation survey.

Disability



Sexual Orientation

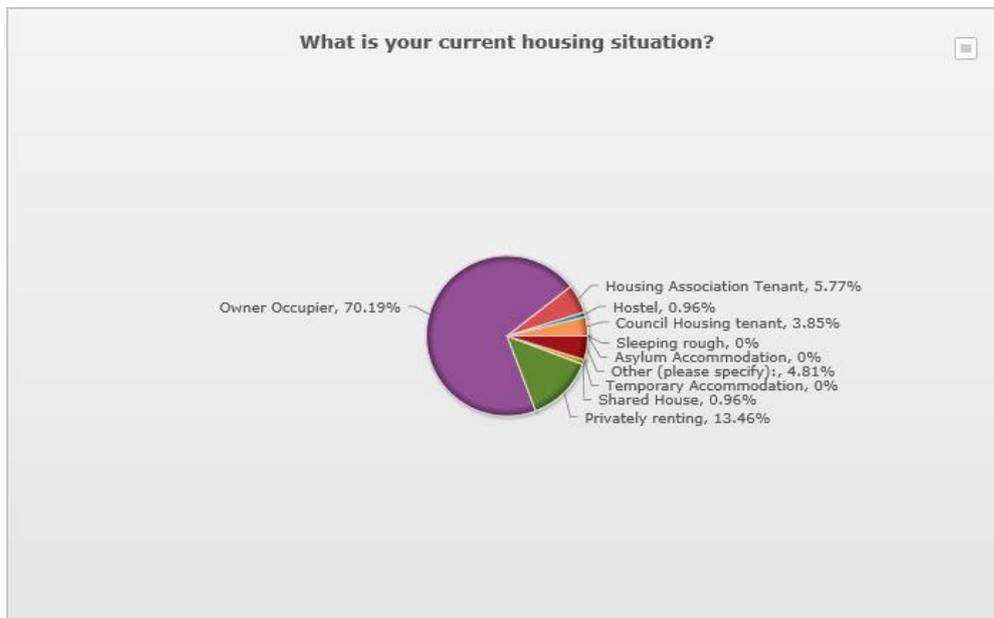




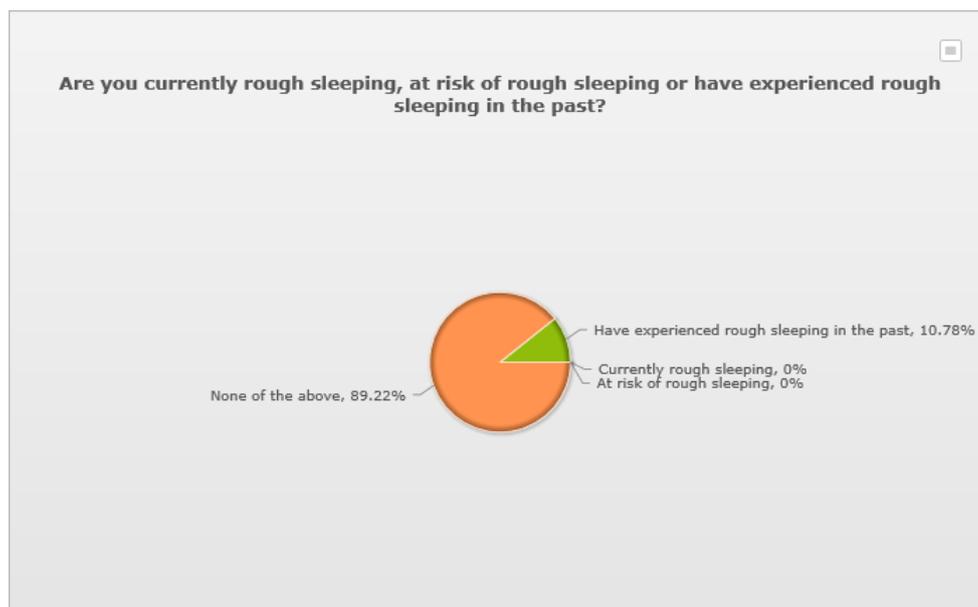
Appendix 1

Demographics of those completing the online consultation survey.

Current Housing Situation



Past experience of Rough Sleeping

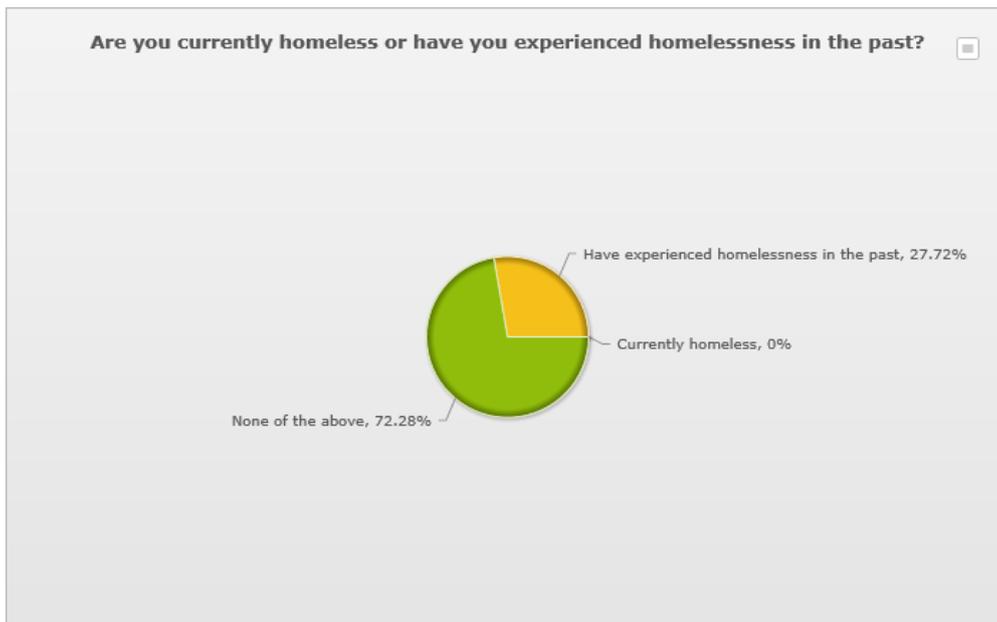




Appendix 1

Demographics of those completing the online consultation survey.

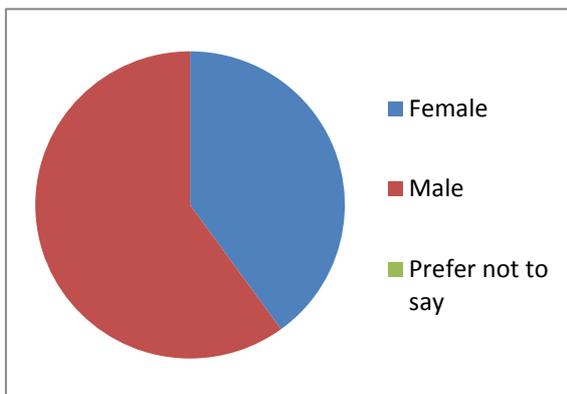
Past experience of Homelessness



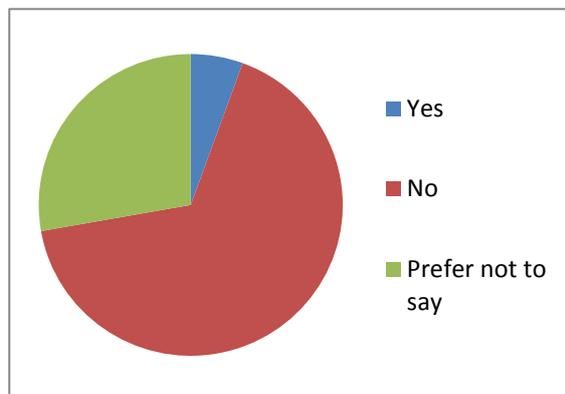
CLIENT VOICE

Demographics of the service users who completed our consultation survey

Sex



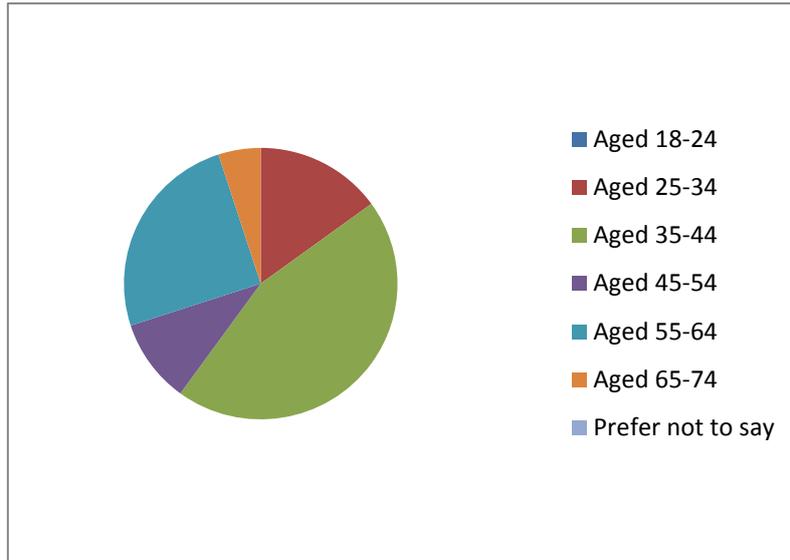
Disability



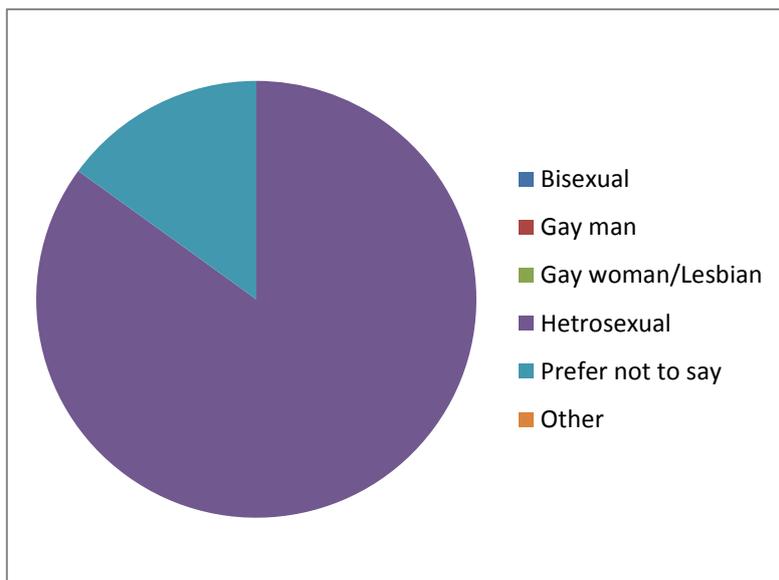
CLIENT VOICE

Demographics of the service users who completed our consultation survey

Age



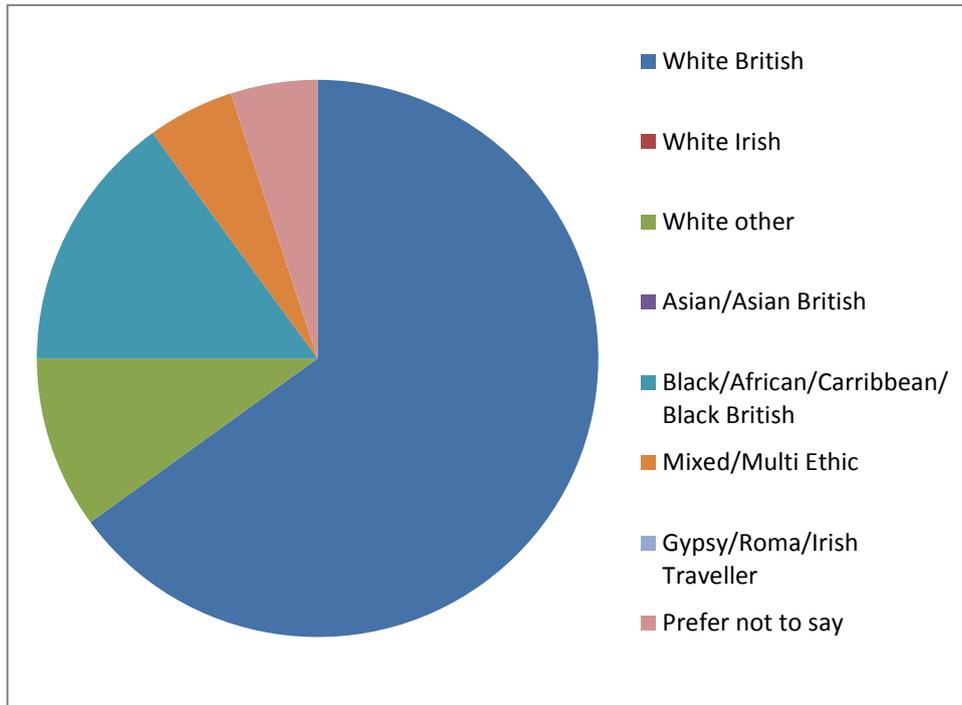
Sexual Orientation



CLIENT VOICE

Demographics of the service users who completed our consultation survey

Ethnicity



Author – Nikki Cottrell. Contracts and Commissioning (Homelessness)
Version date 07.02.2020

Reducing Rough Sleeping Commissioning Plan – You said, we did

We Asked	You Said	We Did/In progress
Recommendation 1 – Two Main Contracts		
<p>We proposed that we will have two main rough sleeping contracts; one for prevention and those who are new to rough sleeping and one for those who have been rough sleeping longer term and/or have returned to rough sleeping.</p> <p>Due to changes in our financial position we are only able to fund one service with internal funding. This will be the Core service, for those who have been rough sleeping longer term and/or have returned to rough sleeping.</p>	<p>You support us having two separate contracts, managed by two separate providers.</p> <p>Overall numbers completing online survey back two separate contracts, two providers - over 60%</p> <p>76% of clients who feedback into the consultation also support this.</p> <p>Feedback IF member 18-1-21: Agreed principle (separate prevention and longer term/returners services) and thought that this specialisation makes good sense, that the focus on prevention was especially important, that splitting the services meant smaller teams making staff more accountable</p>	<p>The proposals in the draft commissioning plan published in February 2020 have needed to change due to the delay in tendering and a change in financial circumstances. The prevention service is funded on an annual basis by MHCLG for 2021/22 so we will not be able to fund two longer-term contracts and therefore are not in a position to insist on different providers.</p>
Linked issue/s arising in consultation		

We Asked	You Said	We Did/In progress
Single Point of Entry	You feel we need to make it completely clear how a person first accesses our services and that we should have one single point of entry for the two main rough sleeping services, even if these are being run by different organisations.	We have already started exploring this with providers and stakeholders. We held related table discussions on this subject at the final consultation event and have further meetings booked in with existing providers and other relevant stakeholders. More work is needed to finalise the arrangements on this and will be agreed with providers in the Implementation period.
Clear definitions of services and remits/responsibilities	You said that we need clear definitions of each service criteria or remit to stop people falling through the gaps	<p>More work is needed to finalise the arrangements. We are currently engaging with existing providers around this.</p> <p>Clear definitions of each service's remits, responsibilities, entry criteria and referral/entry processes will be set out in the new service specifications.</p>
	You said that the two organisations delivering the main services would need to have one shared database.	<p>Bristol City Council's Housing Support Register will be used for this purpose and is currently in use for the two current services.</p> <p>It will be a condition of new contracts that the</p>

We Asked	You Said	We Did/In progress
		new services use the HSR as a central database for client information and risk recording and sharing.
	You said that we need to make organisations more accountable for working together	See comments on this in “Working Better Together” section.
Recommendation 2- Developing our Navigator Service		
<p>We asked you if you felt our Navigator should be one team, managed by one lead organisation or whether we should commission individual roles in different organisations.</p> <p>We apologise that this question was a little misleading with the options given, as we alluded to the idea that Bristol City Council was considering managing the Navigator team in house. This was a mistake, this is not our intention.</p>	<p>You said we should have one team of Navigators managed by an external organisation.</p> <p>Clients fed back that they felt the navigator service should be a single team, managed by an external organisation, furthermore that the Navigator team should sit in one of the main contracts*. There was equal support from clients for there to be specialist Navigators employed in different organisations and led by one provider. It was clear that clients do not want Bristol City Council to run the Navigator service.</p> <p><i>*A mistake was discovered after printing and distribution in the Easy Read booklet, which</i></p>	<p>This is a later phase of our recommissioning. As such, we will be developing the Navigator service over the course of 2021-2 with a view to it becoming a single team managed by one external organisation should we receive Rough Sleeping Initiative funding from MHCLG longer than one year. Existing Navigator teams and clients of existing navigator services will be fully involved in this process.</p> <p>From April 2020 we increased the number of Rough Sleeping Navigator roles we commission (funded through increased MHCLG funding awarded to Bristol). Although these Navigators are each employed by different organisations via this funding, we are working with Navigators and providers to ensure they operate in a team</p>

We Asked	You Said	We Did/In progress
	<p><i>most clients used to submit feedback. The tick box option for Navigators employed by different providers and managed by one organisation implied that organisation would be one of the main contract holders. This is not our suggestion, though it is interesting to learn that this is supported by many of our service users. This feedback will be taken on board as we seek to further develop the Navigator service.</i></p>	<p>like and collaborative way over the coming year (with a Coordinator in place – subject to funding), in the likelihood that they will become one team in the future (subject to ongoing MHCLG funding).</p>
<p>We asked you how much ownership the Navigator should have over the client case and decision making for the client.</p>	<p>There was equal support from you for Navigators to either fully own the client case and decision making, or for there to be joint ownership and multi-agency decision making.</p> <p>Clients fed back a preference for the navigator having sole ownership, though there was limited further feedback given on why this was the preferred option.</p> <p>In a workshop attended by representatives of our existing Navigator services, feedback was heavily weighted on joint ownership and decision making. The two main reasons for this were that 1) it could place too much responsibility on the Navigator and that 2) it could impact effective multi-agency</p>	<p>We will be holding further workshops, which will include current Navigators and navigator style services, other relevant stakeholders and clients of navigator services/lived experience, focussing on the development of the Navigator service. Case ownership and decision making will be included on the agenda.</p> <p>We will use best practice from Golden Key to help inform our decision making and incorporate any relevant ideas from the Making Every Adult Matter ‘Team around me’ approach.</p>

We Asked	You Said	We Did/In progress
<p>We asked you where you feel we should focus resource as we increase resources in our Navigator services.</p> <p>We accept and apologise if it was unclear if this recommendation, and the questions relating to it, referred to Navigators or floating/resettlement support.</p> <p>When we use the word “Navigator” in the document we are referring to our Rough Sleeping Navigator and related roles, not resettlement and floating services.</p>	<p>partnerships and relationships.</p> <p>You said that you felt we should fairly evenly split Navigator resource across all client groups.</p> <p>However, detailed comments submitted conveyed a need to focus on those who are most vulnerable and who have multiple overlapping needs, not just whether they are new to the streets or people who have been rough sleeping longer term.</p> <p>Client feedback indicated that they feel Navigators need to help everyone.</p>	<p>There are resource implications of providing Navigator resource to all client groups. Bristol City Council and existing Navigator services agree that current resource needs to focus on those who are the most vulnerable and who have multiple overlapping needs.</p> <p>From April 2020 we increased the number of Rough Sleeping Navigators (funded through increased MHCLG funding). This allows for a greater number of clients to benefit from a Navigator and also mean that we can add additional referral routes into a Navigator.</p> <p>The enhanced Supported Lettings Team (also funded through increased MHCLG funding) will provide additional support to those with lower support needs moving into the PRS.</p> <p>Through the recommissioning the intention is to combine Navigator resources into a single team (subject to ongoing MHCLG funding).</p>
<p>We asked which support services you feel are most important to imbed and or commission</p>	<p>You said that to provide a truly person centred service we need to ensure that people have</p>	<p>As a later phase of the recommissioning, (subject to funding from MHCLG), we will be</p>

We Asked	You Said	We Did/In progress
<p>within our rough sleeping services.</p>	<p>access any or all of the suggested services, dependent on their individual needs.</p> <p>Top 3 from survey:</p> <ol style="list-style-type: none"> 1. Resettlement & Tenancy sustainment 2. Welfare Benefits 3. Mental health & wellbeing <p><i>Client voice echoed this, and also highlighted 4. physical health</i></p>	<p>developing a Framework of support service providers and will ensure that this Framework includes providers offering a range of services. Once in place this Framework will enable us to directly and quickly commission specific support services to sit alongside our main rough sleeping services as and when appropriate funding opportunities arise.</p> <p>We will also imbed terms relating to this in the service specifications for two main new contracts, ensuring they have clear routes and mechanisms for clients to link into appropriate support services as part of a holistic and person centred service. We will ensure it also forms part of ongoing contract management and review.</p>
<p>18-01-21 Discussed principle of having navigators with IF representative</p>	<p>Felt that Navigators are a nice idea but said that having any pathways at all can be overcomplicated. Questioned the need to have navigators and whether it would be better just make the system less complicated i.e. so that it isn't so difficult to navigate. Thought that if we are providing appropriate accommodation, that should be enough and questioned what it is that means people need to navigate between offers. Suggested that they don't have navigators for MH, they just put people into the</p>	<p>Unfortunately, clients and Stakeholders have feedback that navigating the homelessness system and access services is difficult and the system is too complex. We will work towards making the system less complicated but this is some way off. In a recent Mental Health consultation, having navigators in the system has been widely supported in consultations. Agreed that navigators are better suited to people with Complex needs and that this will be the targeted client group.</p>

We Asked	You Said	We Did/In progress
	right service at the front end. Also suggested that navigators might be best suited to those people where they have more complex needs and a final option is not immediately available, but everyone else should be moved to their final accommodation option as fast as possible.	
Linked issue arising in consultation		
Ongoing resettlement support and floating support	<p>Feedback conveyed that this needs to be person centred and tailored to the needs of the individual, is able to flex on the length of time and level of support provided, and has a clear and easy access open door policy.</p> <p>This arose in the pre-consultation feedback from clients and was endorsed by client representation, providers and stakeholders in the final consultation event</p>	<p>Through the recent increased rough sleeping services MHCLG funding awarded to Bristol, we are increasing staff resource and specialist skills (substance misuse team and mental health support) in our existing Supported Lettings Resettlement team (funded by MHCLG). This will allow for a more tailored service, and for the team to work more effectively with clients with support needs around substance misuse and/or mental health.</p> <p>The service is operating a service that is flexible the needs of the individual and has a flexible approach to people re-accessing the service if they need to.</p>
	In the Navigator workshop that we held, queries and concerns were raised over differing	There was general agreement from all stakeholders, including Bristol City Council, that

We Asked	You Said	We Did/In progress
	<p>caseload sizes in different services. We need to decide what is an acceptable caseload and balance this with:</p> <ul style="list-style-type: none"> - quality of service delivery - impact and outcomes - client focus - value of contract delivery versus funding award 	<p>lower caseloads results in higher quality outcomes and higher levels of client engagement and sustainability of outcomes. Navigator services are currently working with caseloads of up to 12 people. Caseload levels are discussed regularly in the Navigator meetings.</p>
<p>Recommendation 3 – Increasing housing and accommodation Supply</p>		
<p>We asked you whether we should commission just one provider to be responsible for increasing the supply and range of housing and accommodation options for those using our rough sleeping services, or to use a range of providers.</p> <p>We also asked if we should deliver our housing services completely in-house, completely externally, or a take a mixed approach (the current approach).</p> <p>We apologise that the some of the questions in this section in the consultation implied that we would potentially bring sourcing of</p>	<p>You said that sourcing of housing and accommodation should be a collaborative approach and involve a number of providers.</p> <p>You said that this should be made up of a mixture of BCC in house teams and external providers collaborating. This was supported through survey responses and feedback collated from service users.</p> <p>You support the recommendation that we develop a framework of different providers to deliver the city’s accommodation needs to prevent and relieve rough sleeping.</p>	<p>Subject to longer term funding from MHCLG we will be setting up a Housing and Accommodation supply Framework which will consist of different external providers. As this a later phase of the recommissioning we are aiming for this framework to be in place between January-April 2022 (subject to longer term funding). Once in place this Framework will enable us to directly and quickly commission the right providers to deliver housing related services.</p> <p>We will ensure that any accommodation</p>

We Asked	You Said	We Did/In progress
<p>accommodation and housing options completely in house. This was a mistake and is not our position or intention.</p>	<p>Feedback from IF representative 18-01-21 Felt that shared communal areas are good, especially in lockdown. Appreciated the benefits of shared living but also understands anxieties around this from homeless people</p>	<p>services provided by the city council will dovetail with this framework.</p> <p>We are looking at shared accommodation options as this is often a more affordable option for people and can prevent isolation.</p>
<p>Linked Issues arising from the consultation</p>		
<p>We asked you for your thoughts and ideas on how we can increase our range and supply of accommodation for those who are rough sleeping or at risk of rough sleeping.</p>	<p>You fed back a wide range of ideas for us to explore, particularly concentrating on bringing empty properties and buildings back into use.</p>	<p>We have recently recruited to a new post in the commissioning team that will focus on increasing accommodation and move on options. This post holder is exploring the ideas that have come back through the consultation in further details, as well as putting a renewed focus on bringing empty homes and buildings back into use. This will not only look at council owned property and buildings, but will also expand to empty shops and private and commercially owned buildings in the city. The post holder has been instrumental in sourcing accommodation to house people during the COVID19 Pandemic and is implementing a Move on Project Strategy to increase move-on</p>

We Asked	You Said	We Did/In progress
		accommodation in the city.
Working Better Together		
<p>We asked you for your thoughts and ideas on how we can ensure the proposed services, with different lead providers will work together effectively always keeping the needs and wants of the client at the centre.</p>	<p>You said that system change is needed, to move away from specifying KPIs that can compete against each other and towards a more person centred approach to monitoring</p> <p>You suggested we could employ a partnerships coordinator to be able to focus on organisations working better together (linked to better communication of what is being done).</p>	<p>We explored this with providers and stakeholders at the final consultation event. More work is needed to finalise the arrangements. We are currently engaging with existing providers and this will be set out in the new service specifications.</p> <p>We have additional funding from the MHCLG for 20/21 to employ additional resource in the commissioning team for overseeing the coordination of all services that are supporting people that are rough sleeping in the city. Further development of effective and multi-agency working and interagency communication will sit within the remit of this role.</p> <p>The Chaplain to the Bishop of Bristol is also currently leading on a piece of work to improve collaboration between services that are</p>

We Asked	You Said	We Did/In progress
	<p>You suggested that we should impose contractual obligations around providers working together and get them to evidence it through monitoring.</p>	<p>supporting people that are rough sleeping in the city. This has been put on hold during the Pandemic but there is still an aim to progress this piece of work.</p> <p>We will be engaging with other local authorities to learn how they approach this. We will be exploring this further with our existing providers and clients.</p>
<p>Peer Support</p>		
<p>We asked you for your thoughts and ideas on how we can increase the number of peers in our services and opportunities for those wanting to become a peer.</p>	<p>You feedback a wide range of thoughts and ideas with four leading suggestions as below.</p> <ol style="list-style-type: none"> 1. Investing in leadership and coordination (either a co-located team or one organisation). 2. Make it a contractual commitment to have at least one staff member with lived experience. 3. Pay peers rather than only/mostly offered volunteering. 4. Develop a recognised qualification. 	<p>This is a longer term piece of work however, we will make this a key priority area of work within the contracts and commissioning team work plan. There is a clear need to identify resources to enable better peer support coordination.</p> <p>In response to point 2, we will also explore options around possible contract terms. There needs to be recognition that it is not always feasible for all team to have lived experience within the immediate team.</p> <p>We work with IF group members who have experience of using services to advise on service provision and are paid for this role.</p>

We Asked	You Said	We Did/In progress
		With reference to points 4, we don't feel that the development of a recognised qualification is in the scope of this Commissioning Plan.
Person centred approach		
We want to ensure that this commissioning process has an inherent focus on the needs of the individual.	Providers said that they want this to be more client led (or a separate client plan or outcome star) and also to concentrate on distance travelled on wellbeing rather than measured through KPIs.	We recognise that the improved wellbeing is an integral element of recovery from trauma. Further work needs to undertaken on this in relation to try to develop a tool that can move with the individual client through different services.
Trauma informed approach		
We want to ensure that this commissioning process embeds a Trauma Informed Care (TIC) approach within services.	Providers gave feedback for a need for a consistent framework across providers, linked to Psychologically Informed Approach (PIE) structures	Trauma Informed Care (TIC) needs to sit alongside a Psychologically Informed Approach (PIE). We recognise that organisations will have different policy and practices in relation to this so a basic framework for both needs to be developed within Commissioned services.
General Comments		

We Asked	You Said	We Did/In progress
	<p>Providers said that Short term government funding (currently awarded annually) impacts on effectiveness of service and staff retention.</p>	<p>This is largely out of our control. We have feedback to the government on the need for longer term funding and it is hoped that a three year spending review will be linked to funding from 2022-23. We had sought to maximise contract lengths for the two main services by underwriting through reserves, with review clauses if there are changes to MHCLG funding (2.5 years, with options to extend annually for a further three years subject to MHCLG funding). However, following the COVID19 Pandemic the financial situation has changed at the city council and all the reserves are now spent so we are only able to commission the Longer term/returner service as this is from an internal budget.</p>
	<p>Clients gave additional feedback that providers should not be profit making.</p>	<p>We will ensure through any commissioning processes that we will only allow reasonable and proportionate on-costs for providers through emphasis on assessing bids on cost as well as quality.</p>

Reducing Rough Sleeping Commissioning Risk Register

Negative Risks that offer a threat to RSS recommissioning and its Aims (Aim - Reduce Level of Risk)

Ref	Risk Description	Key Causes	Key Consequence	Status Open / Closed	Strategic Theme	Risk Category	Risk Owner	Key Mitigations	Direction of travel	Current Risk Level			Monetary Impact of Risk £k	Risk Tolerance			Date
										Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating	
1	Rise in rough sleeping if Government commitment to funding services to reduce rough sleeping reduces markedly	Impact of Brexit/financial squeeze /change in Government priorities.	Increase in rough sleeping and increase in deaths due to impact of rough sleeping/street lifestyle. Increased pressure on Homeless Prevention Services, Temporary Accommodation (TA). Increased pressure on wider emergency /street services (eg A&E, police, ASB team). Impact on local businesses.	Open	Empowering & Caring	Reputational loss with Bristol citizens and Impact on tourism.	Housing Options Manager	Clearly communicate risk early within BCC. Consider scaling down service to reduce cost but maintain 'prevention' element. Govt have formally announced funding for 2021-22 for existing services. Govt recognition of scale of rough sleeping in Bristol and making a formal announcement before Christmas.	2	5	10	See details below in Ref 3	1	5	5	Dec-20	
2	Risk of providers not applying to go onto frameworks without longer term certainty of funding from MHCLG.	Uncertainty of future funding from MHCLG.	Government changing tack on commitment to ending rough sleeping.	Open	Empowering & Caring	Reputational loss with Bristol citizens and Impact on tourism.	Housing Options Manager	No change in govt policy at present. Liaise frequently with Govt Advisors on future funding.	2	5	10	Unknown	1	5	5	Dec-20	
3	Funding ends completely from MHCLG in 2022-23	Impact of Brexit/financial squeeze /change in Government priorities.	Increase in rough sleeping and increase in deaths due to impact of rough sleeping/street lifestyle. Increased pressure on Homeless Prevention Services. Likely increase in TA costs. Increased pressure on wider emergency /street services (eg A&E, police, ASB team). Impact on local businesses.	Open	Empowering & Caring	Financial Risk	Housing Options Manager	Only one main contract from internal funding. Only one year contracts from frameworks and prevention service unless longer term funding confirmed. Temporary Accommodation spend likely to significantly increase.	2	5	10	Impact on TA subsidy loss calculated to be in the region of £1M Per year from March 2022 if contracts end at that point and TA use increases by 30%	2	5	10	Dec-20	
4	Pressure on funding available for Rough Sleeper Service due to growing deficit in overall Housing Options budget.	Increase in TA use, and associated HB subsidy loss, creates hole in overall Housing Options Service budget.	Potential need to reduce commissioned services and therefore impact on ability to support people to move off the streets. Likely increase in rough sleeping and increase in TA costs - vicious circle.	Open	Empowering & Caring	Financial Risk	G&R Director	Look for commitment to ring fence Rough Sleeper Service budget so that it is not at risk if the TA costs and associated housing benefit subsidy loss increases.	2	5	10	n.a.	1	5	5	Dec-20	
5	Reduction in RSI funding not including internally funded posts.	Reduction in funding for MHCLG from Treasury.	Lack of internal funding available to cover cost of internal posts. Possible redundancies and associated costs.	Open	Empowering & Caring	Financial Risk	Housing Options Manager	Govt have formally announced funding for 2021-22 for existing services. Govt recognition of scale of rough sleeping in Bristol.	2	4	8	n.a.	1	4	4	Dec-20	

Bristol City Council Equality Impact Assessment Form

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



Name of proposal	Reducing Rough Sleeping Commissioning
Directorate and Service Area	Growth and Regeneration
Name of Lead Officer	Hywel Caddy

Step 1: What is the proposal?

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

1.1 What is the proposal?

Commissioning services that will prevent and reduce rough sleeping in Bristol from October 2021 for the next 3 years with option to extend for 4 additional years (2 +2 year extensions). The draft commissioning plan (accompanying this document) sets out the services we are proposing to commission.

This process was delayed from a Commissioning and tendering process that was set out in early 2020 which has been delayed due to the Pandemic.

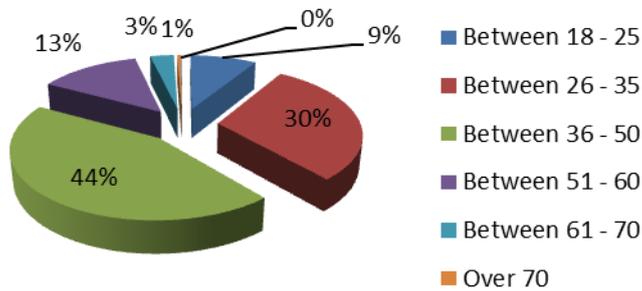
Step 2: What information do we have?

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

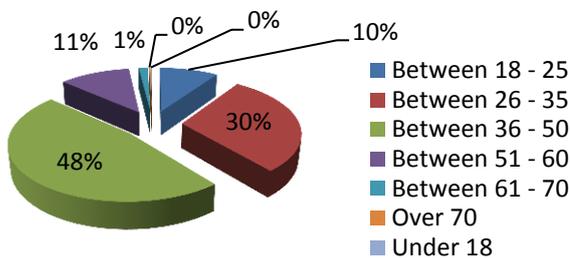
2.1 What data or evidence is there which tells us who is, or could be affected?

Age profile

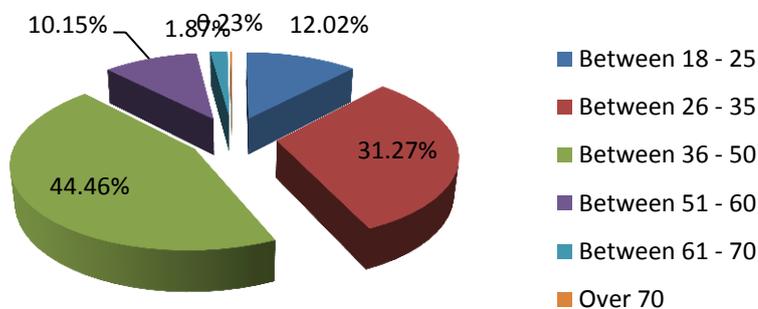
Age profile 2017-2020, 1941 individuals



Age profile 2019-2020: 873 individuals



Age profile Q1, Q2 2020-21, 857 individuals



Gender

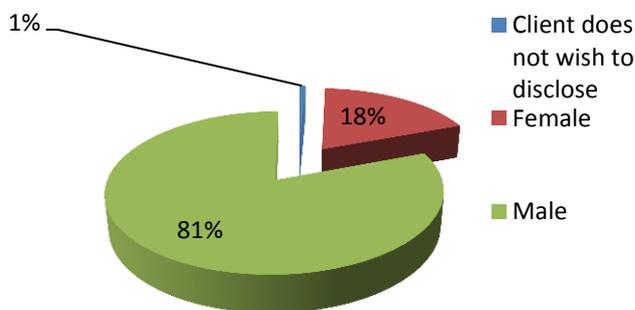
The majority of people (over 75%) who have accessed the current Rough Sleeper Service last year are aged between 26 and 50 years old. The number of **young people (18 to 25)** is 10% of the client group. Young people (up to the age of 25) are offered accommodation in the young people's pathway as this is often more appropriate for their needs and prevents them being exposed to older people with more complex needs who may take advantage of their vulnerability. There are rarely any people who are under 18 who access the service as they are immediately referred into social services and accommodated immediately through the Emergency Duty Team.

Only 1% of clients who have contact with the service are **61 years or older**. This is partly reflects the vulnerability of people who end up sleeping on the streets and the complexity of their issues. The mean age at death was 45 years for men and 43 for women, far lower than for the general population, which is 76 years and 81 years for men and women respectively. This often reflects the impact of living on the streets and the trauma that many people experience in early life.

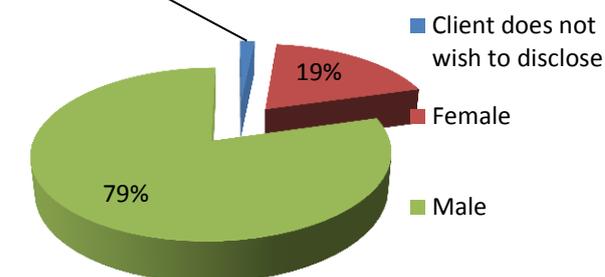
Figures for Q1-2 this year are slightly different but not markedly so.

Gender

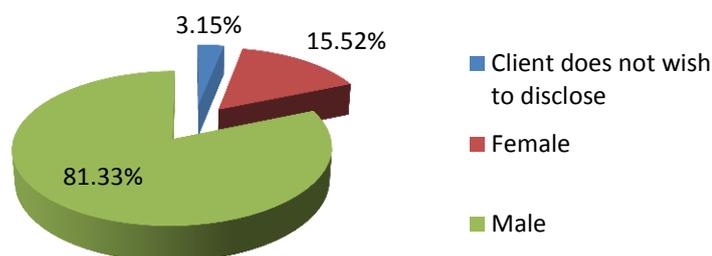
Gender profile 2017-2020, 1941 individuals



Gender profile 2019-2020, 873 individuals



Gender profile 2020-2021 (Q1-Q2) 857 clients



In the last 6 months – compared to the average for the last three years - there has been a slight shift in the gender of people accessing the service with the number of female clients decreasing to 16% of the total client group, compared to 19% in 2019-20. In the last two quarters there have been more people coming onto the streets who were previously sofa surfing and of this cohort there are proportionately more men than women.

Ethnicity

Information from the Needs Analysis tells us that there are higher levels of Black/African/Caribbean/Black British people, white other and lower levels of Asian/Asian British people engaging with the service compared to the Bristol population in 2011. However, this census data is now out of date and is no longer thought to correspond with averages in Bristol.

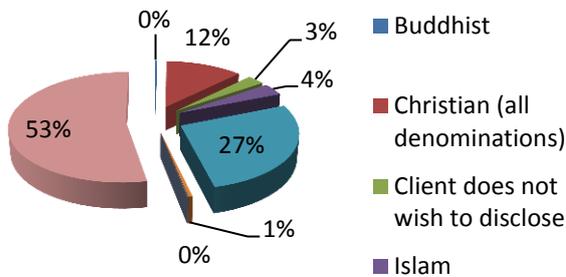
Information for the first two quarters of 2020-19 during the COVID19 period show a reduction in those identifying as White British, from 62% in both previous time periods to 52%. This drop is explained by slight increases in most other ethnicities - in particular double the number of individuals identifying as Black or Black British: African or where the ethnicity is unknown. This suggests that the COVID pandemic has had more of an impact on non-White British people who are disproportionately likely to enter the rough sleeping service. During 'Everyone in' the government suspended legislation around people who had no recourse to public funding which is likely to have had an impact in the reduction of white British clients in comparison to previous years.

Religion

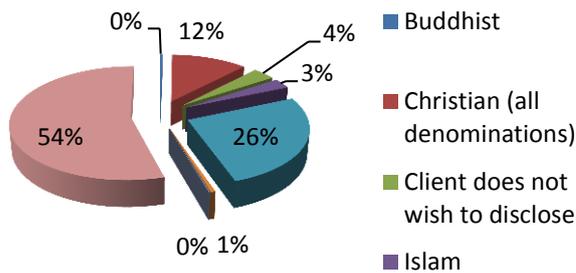
A significant number of people stated they had no religion, other or did not wish to disclose. In the first two periods, 12% of people said they were Christian with 4% of people said they were Muslim. For the first two quarters of 2020-21 an increased proportion (68%) were of unknown religion, likely due

to the speed with which many people engaging with the service were accommodated in Emergency Accommodation.

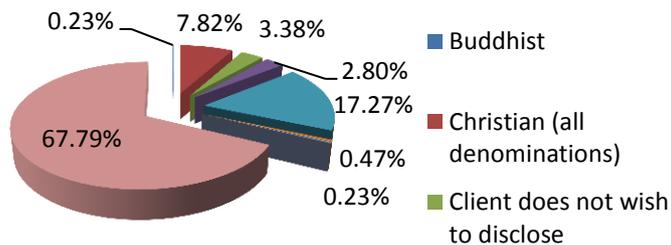
Religion profile 2017-2020, 1941 individuals



Religion profile 2019-2020: 873 individuals



Religion profile 2020-2021 (Q1,Q2) 857 individuals



Disability

The majority of people on entry to the service responded to say that they did not have a disability; indeed only 9% in 2017-2020 and 7% in 2019-20 stated that they did have a disability. The first two quarters of 2020-21 there was an increase in those where their disability status was unknown, again possibly

reflecting people who moved from rough sleeping before fuller details were collected.

However, as noted in the Needs Analysis, this contrasts with a 2010 Health Needs Audit of 152 people in homelessness services or supported housing, whereby 59% said they experienced a long term physical health need or problem. We also know that in the adult supported accommodation pathways in 2018-19, 73% of people have mental health needs and 43% of people have physical health needs.

Sexual orientation

Information on sexual orientation does not reflect the level of 4% of LGBT* people in Bristol Quality of life Survey 2016¹. This reflects a need to assimilate in recommendations from Stonewall's 'Finding Safe Spaces' so that people feel safer in services in the city to feel confident to be open about their sexuality.

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

There is no data on marriage and civil partnership.

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

People who are using services have been asked about gaps in services or improving access to services in the pre-consultation in November 2019. A wider consultation was undertaken between the 13th December 2019 and the 31st January 2020. The Commissioning process was then halted due to the Pandemic and a further limited consultation will be happening from mid-December 2021 to mid- January 2021

Step 3: Who might the proposal impact?

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

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

No, there is nothing in the proposals that has been identified as having an adverse impact on people because of their protected characteristics, although this will be further explored in the consultation.

¹ Sexual Orientation and gender - 2015/16 Bristol Quality of Life Survey adult population

3.2 Can these impacts be mitigated or justified? If so, how?
Not applicable at this stage
3.3 Does the proposal create any benefits for people with protected characteristics?
The following are proposed in the consultation: <ul style="list-style-type: none"> 1. We will be seeking to maintain services and staffing levels for women accessing services who often find it difficult to access services (dependent on the RSI government funding bid). 2. Public Health and Safeguarding are undertaking a thematic review of deaths in homelessness services to see how services can better support people who are at risk, particularly people who have substance misuse issues.
3.4 Can they be maximised? If so, how?
Not applicable at this stage. We will use findings from the public consultation to maximise positive impact and inform the final commissioning plan.

Step 4: So what?

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

4.1 How has the equality impact assessment informed or changed the proposal?
Information collected on sexual orientation is poor in the current service (although the current provider, St Mungo's is very proactive in supporting LGBTQ+ service users). We will ensure that commissioned providers assimilate recommendations from Stonewall's 'Finding Safe Spaces' so that people feel safer in services in the city and confident to be open about their sexuality.
4.2 What actions have been identified going forward?
We will continue to monitor data and ensure that all commissioned services produce an EQIA with an action plan each year to improve access to services for all protected characteristic groups.
4.3 How will the impact of your proposal and actions be measured moving forward?
The EQIAs and action plans will be an integral part of the annual reviews of

services.

Service Director Sign-Off:



Stephen Peacock

Date: 14.12.2020

Equalities Officer Sign Off:

*Reviewed by Equality and Inclusion
Team*

Date: 11/12/2020

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 25 February 2021

TITLE	Improving Public Health: Bristol Clean Air Plan – Full Business Case		
Ward(s)	Citywide		
Author: Adam Crowther	Job title: Head of Strategic City Transport		
Cabinet lead: Mayor	Executive Director lead: Mike Jackson, Chief Executive		
Proposal origin: <i>Other</i>			
Decision maker: Mayor Decision forum: <i>Cabinet</i>			
Timescales:			
<ul style="list-style-type: none"> • Outline Business Case to Cabinet for approval – 5 November 2019 • Full Business Case to Cabinet for approval - 25 February 2021 • If approved by Cabinet, Full Business Case submitted to Joint Air Quality Unit (JAQU) on 26 February 2021 • Implementation of Clean Air Zone by 29 October 2021, as per current Direction 			
Purpose of Report:			
<p>To seek approval from Cabinet to:</p> <ul style="list-style-type: none"> • Submit the Full Business Case (FBC) to the Joint Air Quality Unit (JAQU), setting out the recommended option for which Clean Air Zone (CAZ) scheme should be implemented in Bristol; • Authorise officers to continue to work with JAQU and to agree implementation plans for the Clean Air Zone; • Approve the necessary resources, as set out in the Full Business Case required to deliver the recommended option; • Delegate authority to the Chief Executive Officer (Clean Air Zone Senior Responsible Officer - SRO), in consultation with the Cabinet member for Finance, Governance & Performance to seek further funding should it be required, from JAQU (Joint Air Quality Unit - DEFRA and DfT officers) To seek approval to spend and award contracts in line with the requirements of the Full Business Case 			
<p>Bristol City Council is committed to improving air quality in the shortest possible time and the Mayor has often cited the moral and legal duty to do so. Pollution from traffic is a serious problem in Bristol and other major UK cities and has been for many years. The central areas of the city and the main arterial routes have been identified for a number of years as being in breach of the legal levels set by the UK and the EU for levels of Nitrogen Dioxide (NO2) due to the amount of vehicles using these routes. The Council’s own reports have calculated that the deaths of around 300 Bristol residents could be attributed to air pollution each year.</p> <p>The Council’s Corporate Strategy outlines a vision for Bristol that includes leading the way on tackling the damaging impact of air pollution, alongside a pledge to develop an air quality action plan and work with bus operators to explore and invest in new fuel technologies to help reduce air pollution overall.</p> <p>While these Clean Air Zone proposals focus on achieving legal compliance in relation to NO2 limits, Bristol City Council recognises the health improvements that can be achieved by reducing pollution from particulate matter. In most cases, the measures to reduce NO2 pollution should also reduce particulate pollution.</p>			

Due to the need to improve air quality in urban areas nationally, in 2017 the Government formally directed 24 local authorities, including Bristol City Council, to:

- submit plans for how they will achieve compliance to the legal Nitrogen Dioxide (NO₂) limits
- explain how they would implement these plans by March 2021.

Local authorities were required to model various options for achieving cleaner air and to take forward the option that delivers compliance using the following three legal tests:

1. Achieves compliance with the legal NO₂ limits in the shortest period of time.
2. Reduces human exposure as quickly as possible.
3. Ensures that compliance is not just possible but likely.

Bristol City Council has remained committed to delivering an option that complies with the legal tests while at the same time seeking to put in place measures that will mitigate any disproportionate adverse impacts on vulnerable citizens and those on low incomes. To develop Bristol's recommended option we have been working with officials from the Government's Joint Air Quality Unit (JAQU).

Poor air quality is the largest known environmental risk to public health in the UK. Investing in cleaner air and doing more to tackle air pollution are priorities for the EU and UK governments, as well as for Bristol City Council (BCC). The administration recognises that achieving improved air quality is not solely a transport issue. Notwithstanding the Council's work on a Clean Air Zone, efforts have been made to make citizens more aware of – and take personal responsibility for – various sources of air pollution, from traffic fumes to solid fuel burning. The Mayor has articulated a 'call to action' for local people, businesses and organisations to consider how small changes can make a significant difference in cutting toxic fumes across the city as well as writing to government asking for more powers from to tackle non-motorised pollution. BCC has monitored and endeavoured to address air quality in Bristol for decades and declared its first Air Quality Management Area in 2001. Despite this, Bristol has ongoing exceedances of the legal limits for Nitrogen Dioxide (NO₂) and these are predicted to continue until around 2027 without intervention.

The Secretary of State has an obligation to achieve specified "limit values" for certain pollutants including nitrogen dioxide (NO₂) which must not exceed 40 µg/m₃ as an annual mean (i.e. measured over a calendar year). (regulation 17 and Schedule 2 of the Air Quality Standards Regulations 2010) The primary drivers for these 'Limit Values' are public health concerns associated with NO₂ and PM₁₀. Specific health impacts for these pollutants can be summarised as follows¹:

- NO₂: high concentrations can lead to inflammation of the airways. Long-term exposure can increase symptoms of bronchitis in asthmatic children and reduced lung development and function; and
- PM: Long-term exposure can increase risk of developing cardiovascular and respiratory diseases, including lung cancer. Research shows that particles with a diameter of 10 microns and smaller (PM₁₀), and especially particles with a diameter of 2.5 microns or smaller (PM_{2.5}) can be inhaled deep into the respiratory tract.

More generally, a range of other public health issues are linked to poor air quality, as detailed below. These issues are believed to affect at-risk groups such older people, children, people with pre-existing lung and heart conditions².

- Long-term exposure to air pollution is linked to chronic mortality;
- Long term exposure can also reduce life expectancy by increasing deaths from lung, heart, and circulatory conditions;
- Short term exposure can contribute to adverse health effects including exacerbation of asthma, effects on lung function and increases in hospital admissions; and

¹ [Ambient \(Outdoor\) Air Quality and Health Fact Sheet](#). World Health Organisation (2016). Accessed February 2018.

² World Health Organization (2013) *Review of evidence on health aspects of air pollution – REVIHAAP Project*. <http://www.euro.who.int/en/health-topics/environment-and-health/air-quality/publications/2013/review-of-evidence-on-health-aspects-of-air-pollution-revihaap-project-final-technical-report>

- Other adverse health effects including diabetes, cognitive decline and dementia, and effects on the unborn child³ are also linked to exposure.

In light of the public health issues outlined above, the UK government is legally responsible for ensuring that it complies with the Air Quality Standards Regulations 2010 which implement the provisions of the EU Air Quality Directive 2008. The Government assesses air quality compliance in 43 areas across the country at single locations, using both monitoring and modelling. It uses DEFRA's Pollution Climate Mapping (PCM) model to forecast exceedances, which is adjusted based on the monitored data. This is the approved means of reporting air quality information to assess legal compliance with the Air Quality Standards regulations.

To meet UK Government regulations, local authorities must demonstrate that they are working towards the National Air Quality Objectives. The objective level for concentrations of NO₂ and PM₁₀ within the national legislation are the same as the European regulations (annual mean of 40 µg/m³) but are applied and assessed differently. Air Quality Objectives only apply where people are exposed for the averaging period of the objective (i.e. for a year) and therefore compliance with air quality objectives is assessed most commonly at building facades (where people are regularly present) including around busy major junctions.

The Government's Local Air Quality Management (LAQM) regime requires all local authorities to regularly review and assess whether Air Quality Objectives (AQOs) have been achieved at relevant locations. Where the assessment shows exceedances at relevant locations, the authority must declare an Air Quality Management Area (AQMA) and prepare an action plan which identifies appropriate measures in pursuit of the objectives.

The UK Government's latest air quality plan (July 2017) identifies that for the majority of non-complying zones, a network of Clean Air Zones is the most effective route to compliance of annual mean NO₂ with legal limits. DEFRA's vision for Clean Air Zones is: "Clean Air Zones improve the urban environment to support public health and the local economy, making cities more attractive places to live, work, do business and spend leisure time. They support cities to grow and transition to a low emission economy thus ensuring these benefits are sustainable for the long term." The UK government has discretionary powers to pass on their responsibility (and associated legal outcomes) to local authorities.

BCC was directed in July 2017 to produce a Local Clean Air Plan to address the air quality Limit Value exceedances within Bristol to achieve compliance with the NO₂ legal limit in the shortest possible time and reduce human exposure as quickly as possible. There are both public health and regulatory imperatives for improving air quality in Bristol City.

Initial modelling and analysis available at the time of submitting the Outline Business Case to the Joint Air Quality Team (JAQU) identified that a Hybrid scheme (a medium CAZ C including a diesel car ban in the smaller zone) would achieve compliance with the legal NO₂ targets in line with the legal tests. In particular, the Hybrid would achieve compliance in the shortest possible time, earlier than the benchmark option known as medium CAZ D. It would have also achieved the greatest reduction in emissions in the long term, as well as reducing human exposure earlier than all other options. In particular, for the majority of sites, exposure would have been reduced sooner than 2025.

On 5 November 2019 Cabinet approved the submission of an Outline Business Case (OBC) for the Hybrid option to Government (DEFRA).

Some changes were subsequently made to the diesel ban zone boundary following consideration of the wider impacts and consultation. The movement from the A370 to the A4 and vice versa, to provide better management of through traffic; and access to Cabot Circus Car Park from the M32 to ensure support for the city centre retail offer were both allowed and a new model run carried out. This model run also included removal of the weight restriction on Upper Maudlin St as this was felt to be undeliverable and unenforceable. The revised modelling indicated that while air quality declined slightly from the original Hybrid scheme, the change was limited and the compliance year remained the same.

Following submission of the OBC in November 2019, further modelling and evaluation work continued and there were regular discussions between Bristol City Council and JAQU. The main discussions included:

³ Royal College of Physicians (2016) 'Every breath we take: the lifelong impact of air pollution', 2016 www.rcplondon.ac.uk/projects/outputs/every-breath-we-take-lifelong-impact-air-pollution

1. Technical questions relating to the diesel ban, in particular the area of the ban and assumptions around behaviour change
2. Additional technical work that was carried out at that time showed a compliance date for the hybrid scheme of 2023
3. Matters relating to the commitment of the government in delivery of a diesel ban zone due to the need to pass secondary legislation to provide Bristol City Council with the appropriate powers to be able to implement and enforce a diesel ban zone.
4. Further modelling work to ensure that other viable options were being considered should they be required. This included modelling a medium CAZ C together with a small CAZ D, and that of a Medium CAZ D (which is the benchmark option).

The most important aspect to note with this option was that the compliance year for the Hybrid option moved from 2025 to 2023.

In response to the submission of the OBC and the ongoing work that had been undertaken as set out above, the Government then formally Directed Bristol City Council on the 13 March 2020, in summary:

Duty to implement the local plan for NO2 compliance.—(1) *The authority must take steps to implement the local plan for NO2 compliance for the areas for which it is responsible. (2) The authority must ensure that the local plan for NO2 compliance is implemented so that— (a) compliance with the legal limit value for nitrogen dioxide is achieved in the shortest possible time, and by 2023 at the latest; (b) exposure to levels above the legal limit for nitrogen dioxide are reduced as quickly as possible.*

Duty to submit additional documentation

4.—(1) *The authority must submit to the Secretary of State further options appraisal (including transport, air quality and economic modelling and must include consideration of the financial and delivery detail of any options modelled) by 10 April 2020 at the latest, in order to provide assurance that the local plan for NO2 compliance will deliver compliance in the shortest possible time and by 2023 at the latest. (2) The revised air quality modelling provided under paragraph (1) must demonstrate the applicable class of charging Clean Air Zone, appropriate behavioural assumptions, and what (if any) additional measures, or adjustments to the local plan for NO2 compliance would need to be implemented by the authority to deliver compliance in the shortest possible time.*

Duty to prepare and submit a full business cases

5.—(1) *The authority must as part of its feasibility study continue with the work necessary to prepare a full business case for the area for which it is responsible. (2) The full business case must be submitted to the Secretary of State as soon as possible and by 18 September 2020 at the latest.'*

In addition to the formal Direction received, the Rt. Hon Rebecca Pow MP wrote to Mayor Rees on the 13 March 2020 stating the following:

To ensure delivery of NO2 compliance in the shortest possible time, I attach to this letter a Ministerial Direction requiring Bristol City Council to:

- *Implement a charging Clean Air Zone Class C with additional measures as soon as possible and at least in time to bring forward compliance to 2023. I expect this to begin to be in place by 1 April 2021 at the latest; and*
- *Submit to JAQU a Full Business Case by 18 September 2020 at the latest.*

'In the event that your preferred option of a medium CAZ C with additional measures, which could be either a diesel ban or small area CAZ D, is either not deliverable or is shown through further modelling to not deliver compliance in the shortest possible time, I expect you to pursue an alternative option for compliance, including a medium size class D CAZ.'

COVID-19:

Following submission of the OBC and receipt of the Direction on the 13 March 2020 the situation changed dramatically, without warning, due to the global pandemic caused by Covid-19.

The council reviewed the impact of the pandemic and the inevitable change to the project baseline that this presented, in the form of reduced levels of traffic and vastly altered working patterns. As such, consideration needed to be given to how we could move forward in a way that improved air quality and improved health benefits to Bristol, recognising the unprecedented times we were in while also supporting economic recovery.

Officers have been in continual dialogue with JAQU to consider the most suitable manner in which Bristol can respond to the pandemic and take into account the new environment. Our bold plans to reallocate through traffic away from the city centre in response to Covid-19 is testament to the level of ambition we hold in transforming how people get around the city. In a short space of time, and with the help of enabling legislation from Government, we accelerated radical changes to some of the most polluted areas in Bristol. We closed Baldwin Street to through traffic to help insulate and promote local bus services and ensure that residents are encouraged to adopt public transport and active modes of travel. Other measures include the closure of Bristol Bridge to through traffic other than buses, motorbikes, taxis and cyclists, new segregated cycle routes on Park Row, Upper Maudlin St and Lewin's Mead and the pedestrianisation of the Old City. Access to the central hospital and Bristol University has also been improved with new segregated cycle routes. Our plans for the autumn and winter will expand the area of focus to our local neighbourhoods, improving livability and air quality in several neighbourhoods while protecting local businesses.

The proposals sought to build on these measures and develop further schemes to ensure we are successful in improving air quality on our most polluted corridors, also making schemes permanent or extended as required.

In April 2020 JAQU issued a statement from the Joint Heads of Department confirming that no Clean Air Zones would be implemented before January 2021. This was in recognition of the challenges and unknown entities that the situation presented.

Despite the challenges that the first lockdown (which commenced on the 23 March 2020) presented, council officers made significant progress in continuing with the additional required modelling and technical assessments as set out in the letter from Minister Pow on the 13th March 2020. These were all submitted in line with the requirements placed upon us.

Following the submission of the required information and subsequent discussions with JAQU officers, the Council was issued with a new [Direction](#) on 20 August 2020 which required the Council to:

'Implement the local plan for nitrogen dioxide (NO₂) compliance, specifying a Medium Charging Clean Air Zone Class C with small Charging Clean Air Zone Class D and additional measures, subject to provision of further evidence to be submitted to the Secretary of State in accordance with Article 5 '.

'To be implemented as soon as possible and at least in time to bring forward compliance to 2023.'

This new Direction was as a direct result of intense engagement with JAQU which has continued in order to satisfy both parties that the Bristol Clean Air Zone is the right strategic fit for Bristol and that it will meet the legal requirements.

Taking into account the changing environment, the diesel ban element of the proposal was no longer pursued as an option given the uncertainty about the ability to secure relevant legislation and this position was supported by government.

The need to take account of the changes that have occurred since Covid-19 inevitably meant that the baseline data changed as a result of changes to traffic patterns and altered travel behaviours. These changes needed to be factored where possible into the evidence base for future decision making. In order to do this a new modelling approach was agreed with JAQU, to update the baseline and provide an analysis of the most recent evidence available to facilitate decision makers in agreeing a way forward.

A methodology was adopted that carried out modelling and sensitivity testing (reports that test the modelling results against different scenarios), as well as capturing real time information from existing air quality monitoring units and automatic number plate recognition (ANPR) data.

Street Space Schemes and Fast Track measures

The Street Space schemes and Fast Track measures are being implemented to open up road space usually reserved for parking and movement of general traffic to cyclists and pedestrians to:

- Enable better social distancing, especially in local shopping areas;
- Encourage people to travel by bike or walk; and
- Reduce air pollution.

It must be noted that the Street Space scheme and Fast Track measures are two different schemes, albeit modelled in combination in this assessment so that the Small CAZ D impacts can be identified.

BCC is monitoring the impacts of the changes and will liaise with local residents, businesses and ward councillors before making any changes permanent. However, it is hoped that the measures will be permanent, as the administration is committed to the Street Space schemes, some of which have been part of the council's transport strategy for a number of years and would likely have been implemented in the fullness of time without the pandemic having happened. Where problems have emerged, changes have been made but the main elements of the schemes have been retained. We are confident that the schemes as a whole work for the City's transport network and will be retained long term having captured the benefits. The council are fully committed to not only enabling social distancing but also to making the city more accessible for all as part of our liveable neighbourhoods aspirations. There is more chance of the schemes being retained than there is of them being removed so it was agreed that they should be included in the modelling as part of the Baseline.

Changes to the old city have been made sooner than planned because of Covid-19 in part to:

- Allow for social distancing
- Enable businesses to make use of the outdoor space

The overview of the Street Space schemes is shown FBC 04 Strategic Case 2.5.2 and a summary of the individual schemes included are shown in Table 8.1 of FBC 16 Options Appraisal.

The specific measures identified as Fast Track measures are as follows:

- Cumberland Rd closure inbound;
- Cycle scheme
- Additional air quality monitors; and
- Traffic Signal management.

A further summary of the Fast Track Measures is provided in Section 8.3 of FBC 16 Options Appraisal.

It should be noted that although the Fast Track measures are classified as CAZ measures, they were initially incorporated into the Baseline to assess the impact of a charging zone.

The inclusion of the Street Space schemes and Fast Track measures now provides an updated Baseline model against which the Clean Air Zone scheme requirements can be assessed. Following this technical report, the Baseline was once again remodelled but this time with the Fast Track measures removed. This was aimed at seeing the current picture with what had actually been implemented; the Fast Track measures have not begun to be implemented yet. The aim of this was to understand the true baseline, i.e. the position without the Small CAZ D scheme or any Fast Track measures.

Preferred Option

The preferred outcome would be to not have a charging zone, if the evidence supported this. The Mayor has made a call to action to the city, to encourage a continuation of the travel and traffic behaviors experienced during lockdown which led to less pollution and cleaner air.

On 8 October 2020, the Mayor stated:

It has been an immensely challenging year but we have moved quickly to try and capture the benefits that lockdown brought to our environment and air quality by accelerating major transport improvements, such as the pedestrianisation of the Old City. We need all of Bristol's help if we are to protect each other from dangerous pollution and toxic fumes. Everyone faces their own unique set of obstacles in tackling the environmental challenges we all face so we would encourage everyone to look at the changes they can make to their own lifestyles. No matter how big or small the change is, it will make a difference if we all work together, and the council is here to help people along their journey. If we unite we can make our city a healthier place for everyone to live.

This statement was accompanied by suggestions for and advice about how people can minimise their contribution to air pollution. People were encouraged to:

- Change how they get around, by walking, cycling or scooting for short journeys
- Reduce stove or fire impact by minimising usage and switching to cleaner fuel.
- Recycle waste and recycle more
- Turn off vehicle engines when stopped, especially around air pollution and idling hotspots, such as schools and hospitals
- Respond to the council's consultation on a charging zone for vehicles that was live at the time

Since the beginning of the pandemic, there has been a great deal of behavioural, lifestyle and working changes, such as working from home and therefore less need to travel into the city centre. Organisations have also quickly adapted to new technology, allowing people to work and operate in different, more flexible ways.

Modelling of the Street Space schemes indicated that while there were significant improvements to air quality throughout the central area, far sooner than would have been achieved with a CAZ, the most problematic area of Upper Maudlin St and Marlborough St in particular did not see any improvements. Traffic flows remained largely the same and therefore the schemes did not achieve all of the objectives required. It should be noted that this is based on pre-Covid-19 traffic flow data. There is not enough evidence at present to justify changing this flow data to what might be expected post-pandemic. For the duration of the Street Space programme there has been limited capacity on public transport due to the Covid-19 pandemic. This has restricted the ability of the public to make changes to their mode choice and therefore further inhibited the ability to realise and model a significant change in behaviour following the Mayor's call to action.

In addition to this, assessment of the Medium CAZ C/Small CAZ D indicated that the majority of the air quality receptors driving compliance are situated within the Small CAZ D zone. The council anticipated that the Street Space schemes may not fully resolve the air quality issues on the most difficult corridors. Approval was therefore sought and granted from JAQU to also model a small CAZ D as a standalone scheme on top of the Street Space measures. This would test whether the impact of the Street Space schemes was sufficient to enable reduction in size of the C zone to match that of the D zone, this is explained fully in FBC 16 – Options Appraisal Table 8.2.

Modelling of the Small CAZ D zone with the Medium CAZ C effectively reduced to the size of the small D, with the Fast Track Measures, also indicated a compliance year of 2023. This scheme therefore achieves the same compliance year as the Medium CAZ C/Small CAZ D Option, without the wider economic impacts associated with a Medium CAZ C zone. Therefore, the Small CAZ D Option is being recommended as the preferred option in this report.

The Small CAZ D Option involves a charging element – the scheme would charge non-compliant buses, coaches, taxis, HGVs, LGVs and private cars across the small zone. However, there are mitigations that will exempt low paid households, allow for hospital access and disabled drivers. FBC 17 CAF Bid.

The Small CAZ D Option includes the following measures:

- Small Area Class D (charging non-compliant private cars, buses, coaches, taxis, HGVs and LGVs);
- Fast Track Measures:
 - Closure of Cumberland Road inbound to general traffic; and
 - Holding back traffic to the city centre through the use of existing signals.

Bristol City Council is currently under legal direction to implement a scheme before 29 October 2021. This will be fully assessed by JAQU following receipt of the full business case on or before the 26 February 2021.

DEFRA's Clean Air Zone Framework (May 2017 and subsequently revised a number of times) prevents Local Authorities from setting a charge as a revenue raising measure, but any charging scheme will need to be set at a level to produce a change in behaviour. As a result, the Plan may produce revenue in excess of the operational costs of running the scheme. In accordance with the Transport Act 2000 this revenue will be re-invested to facilitate the achievement of local transport policies which aim to improve air quality and support the delivery of the ambitions of the Plan. In this way, the Plan may realise additional benefits through supporting further measures with any excess revenue. Excess revenue from the Plan may be used to help develop and deliver Liveable Neighbourhoods across the city. Liveable Neighbourhoods aim to improve the local environment by addressing levels of through traffic in residential areas. The anticipated revenue from the Plan has been calculated alongside the operational costs to understand the potential for excess revenue – see Financial Case for further details, FBC 07.

It is considered that the Small CAZ D, whilst not initially being the preferred approach of the Council, offers a balance between meeting our legal duties and plans to improve air quality which is responsible for so many deaths per year in Bristol with the need to support businesses as much as possible by not having 2 charging zones.

To ensure that this balance is maintained, alongside the FBC Bristol will also be submitting a bid to the Clean Air Fund (CAF Bid). The CAF is funding allocated to authorities for the implementation of measures to mitigate the impact of a charging zone. CAF measures have been discussed with stakeholders, included in both full public consultations and have been through many iterations as the project measures have evolved. The final bid consists of 4 main packages;

- Financial Support packages for commercial vehicles, businesses and non-compliant private car owners
- Sustainable Travel Team – offering business engagement and public support including Mobility Credits
- Freight support – focussing on only mile and last mile deliveries in the central area
- Sustainable Travel Infrastructure – Legible City signage

A summary finance table including CAF bid can be found in appendix G.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Note the results from the public consultation on Traffic Clean Air Zone options and Equalities impact assessment;
2. Approve the Full Business Case for submission to the Joint Air Quality Commission (JAQU) by the 26th February 2021;
3. Approve the necessary resources, as set out in FBC 33 Scheme Costs and FBC 17 CAF Bid, required to deliver the Full Business Case and following submission, implement the preferred option if approved by the Joint Air Quality Unit and the Minister.
4. Authorise the Chief Executive in consultation with the Cabinet Member for Finance, Governance & Performance, and S151 officer, to apply for further funding for implementation of the Clean Air Zone and submit the Clean Air Fund (CAF) bid
5. Authorise the Chief Executive, in consultation with the S151 officer, to make amendments to the existing Clean Air Fund (CAF) bid if required, whilst ensuring no changes are made that would impact on legal compliance being achieved

6. Authorise officers to continue to work with JAQU to agree implementation plans for the Clean Air Zone and resource allocation in line with the existing scheme of delegation
7. Authorise the Chief Executive) to make and approve further minor amendments to the Full Business Case if required to enable implementation
8. Authorise the Chief Executive to make any necessary amendments to the Exemptions in order to ensure that implementation in line with legal compliance is achieved

Corporate Strategy alignment:

The key strategic themes and principles of the existing policies overlap with several of critical success factors used in the economic assessment, including those related to air quality improvements, benefits to the economy, social inclusion and public health benefits.

The Corporate Strategy 2018-2023 commits the City Council to: “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.”

This project also supports the Council’s vision; “we play a leading role in driving a city of hope and aspiration where everyone can share in its success.....We are committed to building a better Bristol that includes everyone in the city’s success. We are here to take care of the economic, social and environmental wellbeing of Bristol alongside many other local, regional and national organisations”.

A draft Bristol Transport Strategy⁴ was prepared in 2018 to fill the gap in transport policy for Bristol between the West of England level (JLTP4) and individual transport strategies, such as walking and cycling. The Transport Strategy was consulted on at the end of 2018 and was adopted in July 2019⁵. The vision is for Bristol to be ‘*a well-connected city that enables people to move around efficiently with increased transport options that are accessible and inclusive to all*’. It focuses on how we can get people from all areas of the city to be able to access jobs, training, education and everyday facilities by many different transport options, such as buses, trains, cycling and walking. The aim is to reduce congestion and address wider challenges by exploring, enabling and delivering actions with neighbouring councils and other groups and partners across the city. The Transport Strategy is supported by a number of mode specific plans that will support the wider air quality objection some of which are complete others are in the process of being drawn up. This includes work on options for mass transit, park and ride, the development of a Parking Strategy, the LCWIP, Liveable Neighbourhoods and the WECA Bus Strategy. The key strategic themes and principles of the existing strategy documents are set out in FBC -4 Strategic Case Table 2.1

City Benefits:

This proposal will improve public health by achieving legal nitrogen dioxide objectives and reducing particulate pollution in accordance with the Clean Air Plan.

The Bristol One City Plan outlines how the city will become an inclusive and sustainable city by 2050. The aim of the One City Plan is to bring together the ideas and goals of many stakeholders across Bristol and combine these into a focused long-term plan for the city. The vision is to make Bristol “*a fair, healthy and sustainable city. A city of hope and aspiration, where everyone can share in its success*”.

The key strategic themes and principles of the existing strategy documents are set out in FBC -4 Strategic Case Table 2.1

Consultation Details:

Bristol City Council undertook a six-week consultation from 1 July to 12 August 2019 on the original options 1 and 2. Engagement as part of the consultation included:

- six drop-in sessions across the city
- Communications Toolkits distributed to partner organisations to help them publicise the consultation

⁴ <https://www.bristol.gov.uk/documents/20182/3641895/Bristol+Transport+Strategy+-+adopted+2019.pdf/383a996e-2219-dbbb-dc75-3a270bfce26c>

⁵ <https://www.bristol.gov.uk/documents/20182/3641895/Bristol+Transport+Strategy+-+adopted+2019.pdf/383a996e-2219-dbbb-dc75-3a270bfce26c>

- public events such as the Harbour Festival
- media engagement
- social media posts
- bus shelter and variable message road side advertisements.

Data was collected via online and paper copies of the questionnaire, interview surveys with under-represented groups, meetings with specific stakeholder groups and letters and emails received by the Council. As a result, the Council received 5,034 responses to the consultation. 70% of these responses were from within the BCC area, 7% were from South Gloucestershire, 3% were from North Somerset, and 1% were from Bath & North East Somerset (B&NES).

Second CAZ Consultation (October to December 2020)

The second public CAZ consultation ran from the 8 Oct 2020 to 13 December 2020 on the new options 1 and 2. Due to the limitations caused by the COVID-19 Pandemic, drop-in sessions and face-to-face activities were much reduced. To boost response rates and to target low-responding parts of Bristol, 20,000 paper surveys were delivered direct to addresses in areas which have historically low response rates to consultations and high levels of deprivation.

The Traffic Clean Air Zones Consultation survey received 4,225 responses. A summary of responses from groups with protected characteristics and income deciles is contained within the report. More than half of respondents (54%; 2,250 respondents) agree or strongly agree that Option 1 is a good way to improve air quality (20% strongly agree and 34% agree). A higher proportion of respondents (60%; 2,466 respondents) agree or strongly agree that Option 2 is a good way to improve air quality (32% strongly agree and 28% agree).

Briefings were held with several groups including Business West (with 55 businesses joining), University Hospital Bristol NHS Trust, Southmead Hospital, University of Bristol, University of West of England, Bristol Workplace Travel Network, waste contractors, and neighbouring councils. We also contacted 1,385 businesses about the consultation.

Further information and analysis is contained in FBC- 37 Consultation Report.

Attendance at Scrutiny:

- Growth and Regeneration Scrutiny Commission – 26th July 2018
- Growth and Regeneration Scrutiny Commission - 21st February 2019
- OSMB – 17th July 2019
- OSMB - 30th October 2019
- OSMB – 30th January 2020
- OSMB – 24th April 2020
- OSMB – 26th August 2020
- OSMB – 5th October 2020
- OSMB – 30th November 2020
- OSMB – 2nd February 2020

Background Documents

- Air quality: clean air zone framework for England; Principles which local authorities should follow when setting up Clean Air Zones in England.
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/612592/clean-air-zone-framework.pdf
- Clean Air Zone Outline Business Case – 5 November 2019 <https://democracy.bristol.gov.uk/mgAi.aspx?ID=17389>

Revenue Cost	£2.9m p.a.	Source of Revenue Funding	New CAZ Revenue budget (Fully funded from CAZ Charges)
Capital Cost	£45.5m (one-off)	Source of Capital Funding	JAQU Grant

One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>
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Required information to be completed by Financial/Legal/ICT/ HR partners:

For Finance comments refer to appendix G

Finance Business Partner: Kayode Olagundoye, Interim Finance Business Partner, Growth and Regeneration, 17/02/2021.

2. Legal Advice:

The submission of a Full Business Case (FBC) to DEFRA by the 26th February is required to meet the Direction given to the Council on the 20th August 2020. In the FBC the Council must demonstrate that the option it selects meets the three legal tests of (1) achieving compliance with the NO2 limits in the shortest period of time (2) reduces human exposure as quickly as possible (3) ensures that compliance is not just possible but likely. Once DEFRA has assessed the Council’s preferred option the Council will be issued with a further Direction to require implementation of the preferred option within a designated period of time.

Consultation has taken place in relation to the decision that is to be taken. The responses to consultation must be taken into account by Cabinet when taking the decision. Cabinet should be satisfied that a proper consultation has taken place in that (i) the proposals were consulted upon at a formative stage (ii) sufficient reasons have been given for the proposals and (iii) adequate time has been allowed for considerations and response. Appendix FBC 37 and this report clearly sets out the process that was undertaken and how responses have been taken into account by officers when developing the proposals for final recommendation and decision by Cabinet.

The Council must comply with the requirements of the Public Sector Equality duty when making any decision. The duty requires the decision maker to consider the need to promote equality for persons with “protected characteristics” and to have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. In order to do this the decision maker must have sufficient information about the effects of the proposed decision on the aims of the Duty. The Equalities Impact Check/Assessment is designed to assist with compliance with this duty. Its purpose is to assess whether there are any barriers in place that may prevent people with a protected characteristic using a service or benefiting from a policy. Cabinet must take into consideration the information in the check/assessment alongside the general public sector equality duty before taking the decision.

Legal Team Leader: Joanne Mansfield : Advice given 16th February 2021

3. Implications on IT:

The report does not amend previous IT Services guidance to this project. The submission plans to use CCTV as a key part of the project to monitor traffic movements. This will be a standalone system and while an integrated approach to the CCTV and storage/usage across the Council would have had benefits, doing so would have unacceptably impacted the timescales of clean air compliance.

IT Team Leader: Simon Oliver : Director – Digital Transformation - 17 February 2021

4. HR Advice:

To ensure continuity of service, early communication of the proposed changes to all staff and service providers is required. In particular, to those employees who are required to travel through the planned CAZ and currently use a private motor vehicle to do so.

Services will be asked to consider what changes they could/should make to their delivery models, including replacing the expectation for employees to use their own transport with provision from the BCC fleet.

Employees using private vehicles for in-work travel is recognised as a health and safety and insurance risk to the authority. If the Council chooses to retain this as an option then those employees will either be encouraged or required to ensure their vehicle complies with the CAZ standards.

Employees who are Bristol citizens will be encouraged to access the support programmes that will be made available.

Changes will be required to the Council's Expenses, Benefits and Travel Policy, which will be the subject of consultation with leaders, managers, affected staff and the trade unions.

Data analysis is underway to establish which BCC fleet vehicles will enter the planned CAZ. Some reallocation of vehicles may be necessary to ensure that non-compliant fleet vehicles do not enter the CAZ. Some additional capital investment may be required in order to augment the fleet vehicle renewal programme.

HR Partner: Mark Williams : Head of Human Resources - 17 February 2021

EDM Sign-off	Mike Jackson, Chief Executive	17.02.2021
Cabinet Member sign-off	Councillor Kye Dudd	17.02.2021
For Key Decisions - Mayor's Office sign-off	Mayor's Office	17.02.2021

The Full Business Case forms the appendices to this report. Highlighted below are key documents for ease of reference. Please note these documents are set out in the required templates by JAQU.

Appendix FBC 2 – Executive Summary – Further essential background / detail on the proposal <i>Use this section to provide more details to expand upon the points made in this report.</i>	YES
Appendix FBC 37 – Details of consultation carried out - internal and external	YES
Appendix FBC 35 – Risk management <i>(template available by following the link on the Decision Pathway page on The Source)</i>	YES
Appendix FBC 42 – Equalities screening / impact assessment of proposal	YES
Appendix FBC 21 – Environmental Assessment - impact assessment of proposal	YES
Appendix FBC 7 – Financial Case <i>(Financial officer must be the author of the advice)</i>	YES
Appendix FBC 8 – Management Case <i>(Legal Services must be the author of the advice)</i>	YES
Appendix I – Exempt Information <i>(Legal Services must confirm that information is to be exempt in accordance with the constitution)</i> Exempt on the basis of schedule 12a(3) of the Local Government Act 1972 – information relating to the financial or business affairs of any particular person (including the authority holding that information). FBC 33- Sections including full scheme costs breakdowns FBC 41 – Sections of the financial model report pertaining to the full scheme costs FBC 35 – Sections of the QRA relating to costings	YES



Bristol Clean Air Plan Full Business Case

Executive Summary

FBC-2 | 1

February 2021

Bristol City Council

Draft

Bristol Clean Air Plan Full Business Case

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Acronyms and Abbreviations

AQAL	Air quality assessment levels
AQMA	Air Quality Management Area
BCC	Bristol City Council
CAF	Clean Air Fund
CAP	Clean Air Plan
CAPEX	Capital expenditure
CAZ	Clean Air Zone
EU	European Union
FBC	Full Business Case
HGV	Heavy Goods Vehicle
JAQU	Joint Air Quality Unit
JTP	Joint Transport Plan
JTS	Joint Transport Strategy
LGV	Light Goods Vehicle
NO ₂	Nitrogen Dioxide
OBC	Outline Business Case
OPEX	Operational expenditure
PCN	Penalty Charge Notice
WECA	West of England Combined Authority

1. Background

Poor air quality is the largest known environmental risk to public health in the UK¹. Investing in cleaner air and doing more to tackle air pollution are priorities for the EU and UK governments, as well as for Bristol City Council (BCC). The Mayor of Bristol has often cited Bristol's 'moral and legal duty' to improve air quality in the city and the administration recognises that achieving improved air quality is not solely a transport issue. Notwithstanding the Council's work on a Clean Air Zone, efforts have been made to make citizens more aware of – and take personal responsibility for – various sources of air pollution, from traffic fumes to solid fuel burning. The Mayor has articulated a 'call to action' for local people, businesses and organisations to consider how small changes can make a significant difference in cutting toxic fumes across the city. BCC has monitored and endeavoured to address air quality in Bristol for decades and declared its first Air Quality Management Area in 2001. Despite this, Bristol has ongoing exceedances of the legal limits for Nitrogen Dioxide (NO₂) and these are predicted to continue until around 2027 without intervention.

The added context is that of the COVID-19 pandemic. Recent research suggests that poor air quality may be correlated with higher death / infection rates from COVID-19. This is further compounded by growing evidence that suggests that those from black, Asian and minority ethnic communities are more at risk of catching and dying from the virus and the fact that individuals from these communities are more likely to live in areas where air quality is poor. The challenge of maintaining public health and supporting economic recovery while also achieving legal air quality levels after lockdown restrictions are lifted will remain live and intersecting issues for the foreseeable future.

The UK Government continue to transpose European Union law into its Environment Bill², to ensure that certain standards of air quality continue to be met, by setting air quality assessment levels (AQALs) on the concentrations of specific air pollutants. It's very unlikely that these AQALs will differ to EU Limit Values prescribed by the European Union's Air Quality Directive and transcribed in the UK's Air Quality Standards Regulation 2010. Therefore, these Limit Values will remain in enforcement post-Brexit. In common with many EU member states, the EU Limit Value for annual mean nitrogen dioxide (NO₂) is breached in the UK and there are on-going breaches of the NO₂ limit value in Bristol. The UK government is taking steps to remedy this breach in as short a time as possible, with the aim of reducing the harmful impacts on public health. Within this objective, the Government has published a UK Air Quality Plan and a Clean Air Zone Framework, both originally published in 2017 (noting there have been subsequent revisions). The latter document provides the expected approach for local authorities when implementing and operating a Clean Air Zone (CAZ). The following business cases have been submitted to JAQU for the Clean Air Plan; Strategic Outline Case (April 2018), and an Outline Business Case (November 2019 and updated between April and June 2020).

¹ Public Health England (2014) Estimating local mortality burdens associated with particular air pollution.

<https://www.gov.uk/government/publications/estimating-local-mortality-burdens-associated-with-particulate-air-pollution>

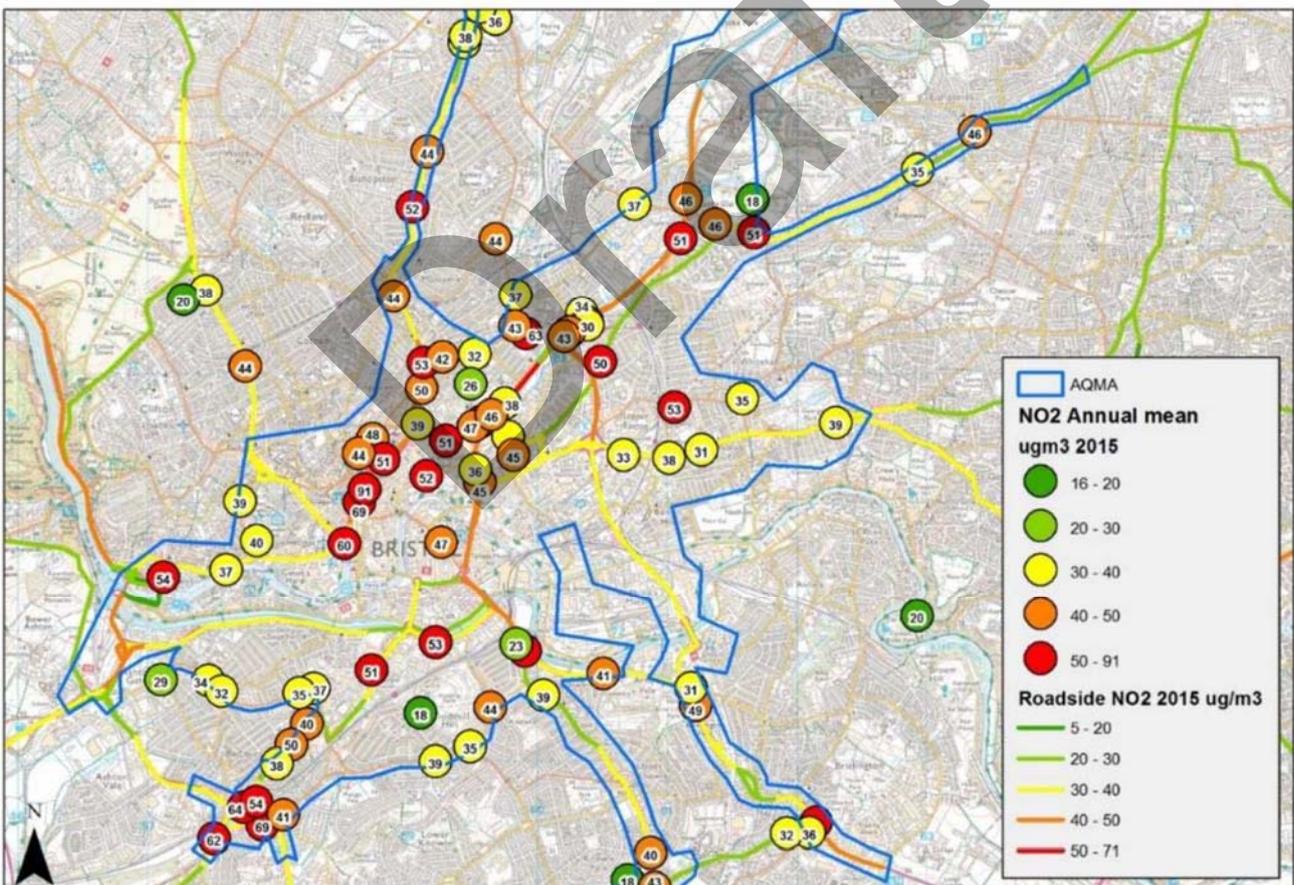
² Environment Bill 2019-21 <https://services.parliament.uk/bills/2019-21/environment.html>

2. Project Objective

The focus of the Clean Air Plan is on achieving air quality and public health improvements in compliance with the legal requirements set out above. It will prioritise the central area of Bristol which experiences the highest level of exceedances and has been the focus of a recognised Air Quality Management Area (AQMA) since 2001. Figure 2-1 shows the PCM modelled concentrations in Bristol (required to meet European regulations), and the local monitoring data recorded by BCC (required to meet UK Government regulations) as recorded in 2015.

The Clean Air Plan fits well with the objectives of existing policies in the region not least the Bristol Transport Strategy which includes outcomes aiming to minimise the impact of congestion and air quality within BCC. focuses on congestion and the council's Climate Action Plan. Other policies either being drafted or underway include the Joint Local Transport Plan 4 and the Joint Transport Strategy (JTS), Joint Transport Plan (JTP) and the One City Climate Strategy. The measures proposed within the Clean Air Plan are complementary to existing policy objectives and to support wider transport initiatives. Bristol City Council is working closely with the West of England Combined Authority (WECA) to ensure that all emerging policy also reflects the magnitude of the air quality problem and the urgent need to address it.

Figure 2-1: Comparison of Existing Annual Nitrogen Dioxide Concentrations Measured at Monitoring Sites in Bristol and Estimated by the Pollution Climate Mapping (PCM) Model.



3. Full Business Case (FBC) Development

3.1 Five Cases

The (FBC) is structured around five cases in accordance with HM Treasury/JAQU guidance, namely:

- Strategic Case – sets out the case for change and the spending objectives of the Plan.
- Economic Case – assesses the preferred option that achieves compliance in the shortest possible time from a value for money perspective, as well as identifying distributional impacts of the preferred option.
- Commercial Case – establishes the preferred route to procurement, based on supplier capability and likely delivery solution.
- Financial Case - sets out the detailed costings for the Plan and available funding sources.
- Management Case – provides governance and management arrangements to deliver the preferred option.

There is a chapter for each case which are in turn supported by a comprehensive set of appendices that include drawings, technical notes, stakeholder and engagement plans, Clean Air Fund (CAF) proposals, modelling reports, finance reports and the procurement strategy.

3.2 Modelling Approach

Bristol's monitoring network is focused on NO₂, as the concentrations of this pollutant near busy roads exceed the health-based national Objectives and European Limit Values, though some data is also available about particulate matter.

The Bristol City Council and Defra monitoring network in 2019 consisted of:

- 7 real time NO₂ monitors which provide continuous live data which is uploaded automatically to a public website: <https://opendata.bristol.gov.uk/pages/air-quality-dashboard-new/air-quality-now#air-quality-now>;
- 4 real time particulate monitors (1 x PM2.5 and 3 x PM10); and
- 102 NO₂ diffusion tubes which provide a monthly and annual concentration for this pollutant.

3.3 Overview of Modelling Work

In 2013, BCC commissioned CH2M (now Jacobs) to update the existing GBATS model, primarily to assess the MetroWest scheme. The updated model is called the GBATS4 Metro Model (GBATS4M). The GBATS4M model consists of:

- A Highway Assignment Model representing vehicle-based movements across the Greater Bristol area for a 2013 autumn weekday morning peak hour (08:00-09:00), an average inter-peak hour (10:00-16:00) and an evening peak hour (17:00-18:00);
- A Public Transport (PT) Assignment Model representing bus- and rail-based movements across the same area and time periods; and
- A five-stage multi-modal incremental Variable Demand Model (VDM) that forecasts changes in trip frequency and choice of main mode, time period of travel, destination, and sub-mode choice, in response to changes in generalised costs across the 12-hour period (07:00-19:00).

The air quality model base year is 2015 since the 2017 data was not available at the time the model was developed, and in 2016 there was a significant amount of disruption from roadworks in the city (related to the Metrobus scheme) which prevented some monitoring data from being collected and altered the typical travel patterns across the city.

As the GBATS4M model has a base year of 2013, a 2015 traffic model has been developed to support this by interpolating from the 2013 and 2021 models. It was therefore pragmatic to undertake disaggregation of the traffic model by vehicle compliance / fuel type in the 2015 model rather than 2013. The validation of the 2015 fleet composition will be reported within the T4 Transport Modelling Forecast Report.

3.3.1 Consideration of recent traffic volume and air quality data

Bristol City Council have collated traffic and air quality data to consider the impact of the COVID-19 pandemic. Combining the evidence base available for both traffic volumes and air quality before, during and post lockdowns, the work concluded that the evidence shows a decline in traffic volumes and improvements to air quality during the first lockdown in particular. The second lockdown however, was less restrictive than the first and as such didn't lead to such a steep decline in traffic volumes. Following lockdown 2 and a subsequent transition between tiers 2 and 3, traffic numbers appeared to have returned to that of a similar pattern to pre-lockdown and a worsening of air quality in some parts of the city.

For comparative purposes, data from October 2019 and October 2020 was considered as October 2020 was the key period when traffic had most chance to return to normal levels; before the lockdown 2 and Christmas period changed things again. This showed that traffic in the critical locations during October 2020 was 82% of that same time the previous year.

Taking everything into consideration, it was concluded that with some areas of the city back to near normal traffic levels (although not all), that compliance will not be achieved at a small number of key sites by non-charging measures alone and therefore this means that annual compliance will not be met.

4. Option Assessment

4.1 Summary of option assessment work post-OBC

4.1.1 Updated Baseline Model

During the COVID-19 pandemic a number of Street Space Schemes have been implemented within Bristol in order to free up road space, which would normally be used by traffic and parking, for the use of public transport, cyclists and pedestrians. These schemes have significantly improved air quality in the centre of Bristol. It was hoped that these schemes alongside other measures would enable the council to meet its air quality aims without a charging zone. Due in part to the COVID-19 pandemic, it was not possible to demonstrate sufficient behavioural change on key corridors, such as Upper Maudlin St/Marlborough St to avoid having a charging zone. Further work was therefore carried out to assess what impact the street space schemes would have on the charging zone options and the baseline model was updated to include Street Space schemes.

4.1.2 Small CAZ D Option

Previous work as part of the OBC had selected the Medium CAZ C/Small CAZ D option as the preferred scheme option. However, modelling completed for the medium CAZ C/small CAZ D Option found that the majority of key air quality locations within Bristol are situated within the small CAZ D Zone. It was therefore proposed that, with the street space schemes in place, a small CAZ D Option could produce the same compliance year as a medium CAZ C/small CAZ D Option. This would avoid the wider economic impacts associated with a medium CAZ C Option, due to the dispersion of traffic more widely around the city. Therefore, following the submission of the OBC, modelling was carried out in order to assess the effectiveness of a small CAZ D Option, without the addition of a medium CAZ C Zone. Modelling was completed for the small CAZ D Zone and Fast Track Measures with the addition of Street Space Schemes.

The assessment work carried out found that the Small CAZ D option with Fast Track Measures is likely to achieve compliance by 2023, the same year as the Medium CAZ C/Small CAZ D. Therefore, the Small CAZ D Option was selected as the preferred option to be assessed within the FBC. The Small CAZ D option includes the following measures:

- Small Area Class D (charging non-compliant cars, buses, coaches, taxis, HGVs and LGVs);
- Fast Track Measures:
 - Closure of Cumberland Road inbound to general traffic; and
 - Holding back traffic to the city centre through the use of existing signals.

5. CAF Measures

To support the implementation of the CAZ, a series of additional measures are proposed to mitigate the impact of the CAZ on businesses, local residents and visitors. There will also be a number of sunset periods and exemptions considered and implemented; these will be further refined following stakeholder engagement between the OBC and FBC in accordance with the compliance objectives / legal direction.

The final list of measures taking into consideration the impact of the COVID-19 pandemic, new consultation data, business engagement feedback, previous evidence are as follows:

Financial Support:

- A loan / grant scheme to assist those earning low incomes / needing to travel into the zone to work, to replace or upgrade their vehicle
- Provision of grants for taxi, private hire and LGV drivers to upgrade and / or retrofit their vehicles
- A loan scheme to assist small local businesses to replace their vehicles
- Additional funding for supported bus services and coaches to retrofit vehicles and avoid CAZ charges

Infrastructure:

- Increase, improve and update Legible City Signage

Sustainable Travel Choices:

- Mobility credits and/or subsidised bus travel for certain demographic or income groups
- Targeted door knocking / roadshows in areas of deprivation
- Business support and engagement including personalised travel planning and building audits, targeted at small local businesses
- CAF scheme promotion; leaflets / publicity / events / website etc.

Freight:

- Micro-consolidation unit with cargo freight bikes and Only Mile Delivery centre

Potential Exemptions:

A list of proposed exemptions to the Small area CAZ D Option are listed within Table 5-1.

This is being submitted as a bid to Government alongside the FBC. Following submission of the FBC those measures supported by Government with funding agreed, and with any further additions / changes made as a result of project refinement as noted above, will be progressed.

Table 5-1: Exemptions offered as part of Small CAZ D Option

Measure	Description	Length
Historic vehicles	Full exemption as per the national CAZ framework – would need to register for an exemption	n/a
Disabled passenger vehicle tax classes 78 and 85	Full exemption as per the national AZ Framework – would need to register for an exemption	n/a
Diplomatic Vehicles, Military Vehicles	Full exemption as per the national CAZ Framework – would need to register for exemption	n/a
Specialist vehicles (e.g. cranes, agricultural vehicles and specific security vehicles)	Full exemption as per the national CAZ Framework – would need to register for exemption Security vehicles - that is a designated Cash-in-transit or bullion vehicles being used for the delivery and collection of cash and other valuables.	n/a
Recovery vehicles	Must be licensed as a recovery vehicle under paragraph 5 of Schedule 1 to the 1994 Act, this will all be fully confirmed and explained once the preferred option is approved by Government.	n/a
Showman's vehicles	Must be registered under the 1994 Act and is a "showman's vehicle" or "showman's goods vehicle" within the meaning of section 62 of the 1994 Act	n/a
Emergency service vehicles - Police, Fire, Ambulance services, NHS Patient Transport ambulances & Blood and Transplant vehicles	Full exemption as per the CAZ Framework – would need to register for exemption.	n/a
Motorcycles	Full exemption - "motorcycle means a motor bicycle or a motor tricycle but does not include an electrically propelled vehicle.	n/a
Support for residents living inside the zone	All residents living inside the CAZ area with a non-compliant vehicle will be offered a one- year exemption which they will need to register to receive. This will all be fully confirmed and explained once the preferred option is approved by Government. During this time financial support packages will be available and prioritised to those on low incomes and residents living inside the zone, subject to status and availability	1 year initially
Registered community transport vehicles with a S19 permit	Registered community transport Euro 4 and 5 diesel vehicles with a valid community transport permit i.e. operating under a Section 19 Permit, that are not otherwise exempt vehicles, will be exempt for at least the first year - to be reviewed. Once the vehicle is registered with the council, owners/drivers must register each day they travel into the zone for the charge to be waived. This will all be fully confirmed and explained once the preferred option is approved by Government.	1 year initially
Low income earners travelling into the zone or out of the zone for work purposes	It is proposed to set a threshold capped per individual income of less than £24k p/a gross and earning no more than £12.45 per hour	1 year initially

Measure	Description	Length
	<p>Individuals register one vehicle via MiPermit to go on the permitted vehicle list with evidence being required i.e. VC5, P60.</p> <p>This will all be fully confirmed and explained once the preferred option is approved by Government.</p> <p>Low income earners will also be prioritised for the financial support packages available subject to status and availability</p>	
Commercial vehicles with existing finance agreements exemption	<p>Companies based at an address within the Clean Air Zone and / or businesses keeping or storing vehicles overnight at an address within the Clean Air Zone.</p> <p>This will all be fully confirmed and explained once the preferred option is approved by Government.</p>	1 year initially
Visitors to specified hospitals	<p>Those attending hospital appointments longer term (more than 3 days a week) in non-compliant vehicles will be able register via MiPermit for a set period on a case by case basis.</p> <p>This will all be fully confirmed and explained once the preferred option is approved by Government.</p>	Support offered for 1 year initially
Support for Blue badge holders	<p>Blue Badge holders will need to register one vehicle on MiPermit to receive the year exemption after which time the impact on compliance will be reviewed.</p> <p>This will all be fully confirmed and explained once the preferred option is approved by Government.</p>	1 year initially
Home to School Transport buses / minibuses / coaches only	<p>Buses, minibuses and coaches only, carrying out only a home to school service (serving Bristol schools but may be registered elsewhere). BCC Passenger services to provide a list of vehicles to be added to a manually managed permitted vehicle list held by BCC.</p> <p>Taxi services will be able to access financial support packages subject to status and availability</p>	1 year initially
Support for people attending hospital appointments	<p>Patients attending hospital appointments at BRI. This includes:</p> <ul style="list-style-type: none"> • Bristol Royal Infirmary • Bristol Heart Institute • Bristol Royal Hospital for Children • Bristol Haematology and Oncology Centre • St Michael's Hospital • Bristol Dental Hospital • Bristol Eye Hospital <p>All patients with appointments are exempt.</p> <p>Proposed solution - Pod in Hospital reception area where patients are able to enter details to be added to the permitted vehicle list for the day, which would be a manually managed list held by BCC.</p> <p>This will all be fully confirmed and explained once the preferred option is approved by Government.</p>	1 year initially

6. Economic Assessment

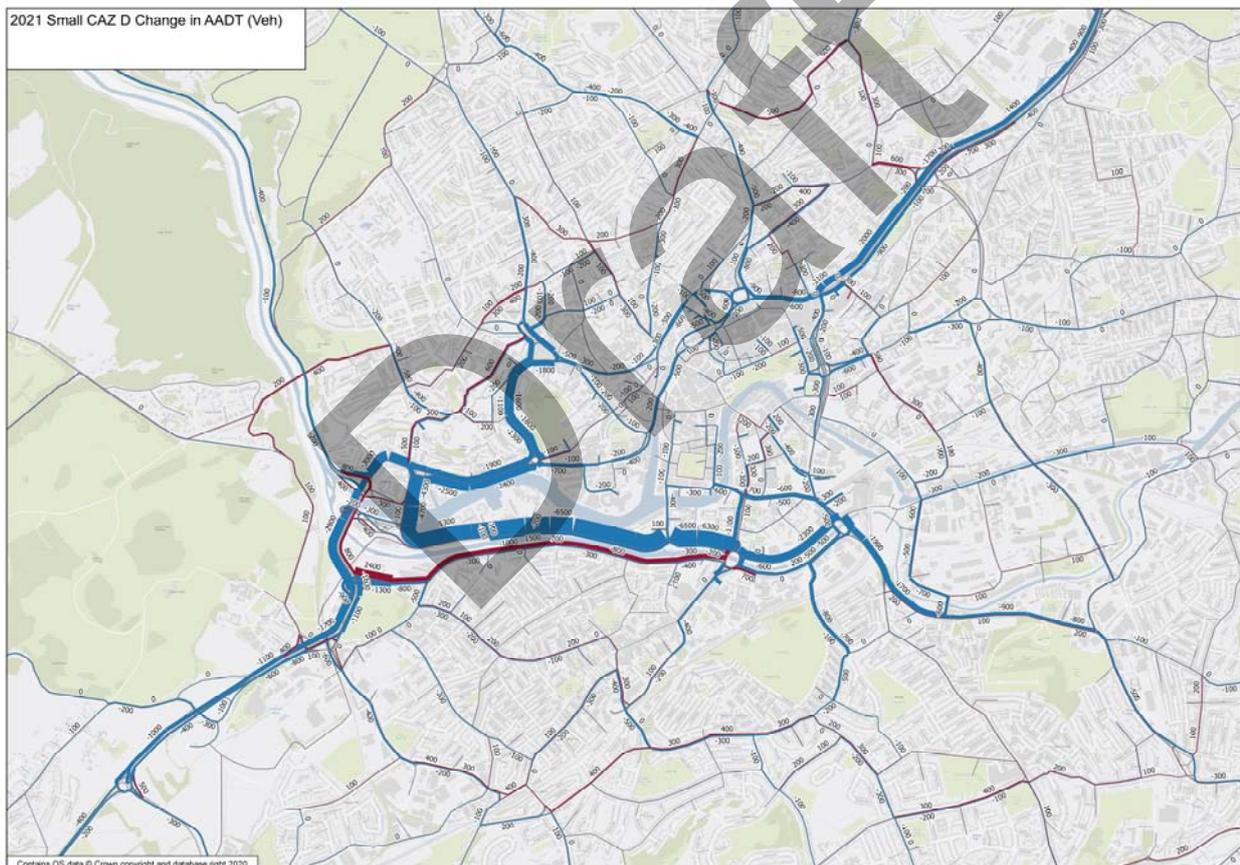
The Economic Case assesses the Small CAZ D option from a value for money perspective, as well as identifying distributional impacts of the preferred option. This work is informed by detailed transport and air quality modelling.

6.1 Small CAZ D Option

6.1.1 Transport Modelling

The transport modelling work was undertaken to assess the changes in traffic and inform the air quality modelling work. To show the impact of the Small CAZ D scheme on traffic flows around the Bristol area, a flow difference plot has been produced representing the AADT traffic flow change (veh) between the Small CAZ D option and Baseline. The change in AADT flows 2021 in Figure 6-1. In all difference plots, Blue represents a decrease in flows and Red represents an increase in flows.

Figure 6-1: 2021 Small CAZ D – Baseline (including Street Space Schemes): AADT (veh)



1 indicates that the Small CAZ D significantly reduces the traffic along Cumberland Road in 2021 compared to the Baseline due to the closure to inbound traffic along Cumberland Road. The introduction of a charge fee over the Small CAZ area reduces the amount of vehicle traffic accessing the City Centre, by approximately 2,000 vehicles per day, and through traffic using roads in the CAZ area.

However, this does result in some increases in traffic on roads mainly outside the CAZ boundary as non-compliant drivers attempt to avoid the charge by routing around the CAZ area. The scale of these potential impacts on other routes is considered to be modest, as almost all the changes on links showing increases can be considered as well within normal day-to-day variation in traffic volumes. A sample of the key roads with AADT increases outside the CAZ area are as follows:

- Clifton Suspension Bridge 4.5% AADT 2-way increase;
- St. Pauls Roads 5% AADT 2-way increase;
- Cotham Hill 2% AADT 2-way increase;
- Lower Ashley Road 2.5% AADT 2-way increase;
- Midland Road 5% AADT 2-way increase; and
- Bedminster Road 4% AADT 2-way increase.

Within the CAZ boundary, Coronation Road, 5% AADT 2-way increase in flows, due to the closure of Cumberland Road in the inbound direction.

The reduction in vehicles accessing the City Centre, due to the introduction of charge fee, would be approximately 1,500 vehicles per day, which is 500 fewer than in 2021. Furthermore, the slight increases in traffic on roads outside the CAZ boundary are lower by 2023 compared to 2021. All of this is because there are fewer non-compliant vehicles in the 2023 Baseline scenario compared to 2021. The scale of the impact from increases on some roads in 2023 is considered to be modest as almost all the changes on these links can be considered well within normal day-to-day variation in traffic volumes.

6.1.2 Air Quality Modelling

A detailed assessment of the impacts of the Small CAZ D scenario on air quality was undertaken for the FBC. The results indicate that the Small CAZ D would provide total compliance in 2023, compared to the reference case's natural compliance year of 2027.

The main focus areas preventing earlier compliance were Marlborough Street, Upper Maudlin Street and Baldwin Street. The Small Area CAZ D achieves compliance on Marlborough Street in 2023. Compliance on Upper Maudlin Street is estimated to be 2021. Street space schemes in place on Baldwin street alone achieve compliance at this location by 2021. Overall, this scenario achieves compliance by 2023 across the whole of BCC authority area.

Detailed information about the air quality changes associated with the scheme are shown in in Table 6-1.

Table 6-1: 2021, 2023 and 2031 Street Space Scheme Baseline and Small Area CAZ D (including Fast Track measures) modelled annual mean NO₂ results and compliance years at critical locations

	Rupert Street (nr Bridewell St)	Marlborough Street	Upper Maudlin Street	Park Row	Park Street	Queen's Road	College Green	Cheltenham Road	Newfoundland Way	Church Road	Baldwin Street
Receptor ID	15160	12649	12636	12014	6925	7098	11949	12708	13742	24587	11589
2021 Results (µg/m ³)											
Reference	51.4	57.7	48.3	44.7	37.8	34.7	40.7	41.4	49.9	43.5	26.5
Small Area CAZ D	43.1	42.8	37.4	35.3	29.3	28.5	32.8	38.9	39.8	41.6	24.5
Difference	-8.3	-14.9	-10.8	-9.4	-8.5	-6.1	-7.8	-2.5	-10.1	-1.9	-2.0
2023 Results (µg/m ³)											
Reference	46.0	49.4	42.1	38.9	32.4	30.1	35.2	37.0	43.9	37.9	23.7
Small Area CAZ D	39.8	40.3	34.6	32.7	26.5	25.8	29.7	35.5	36.3	36.5	22.2
Difference	-6.2	-9.1	-7.5	-6.1	-5.9	-4.3	-5.4	-1.6	-7.5	-1.4	-1.5
2031 Results (µg/m ³)											
Reference	33.3	33.3	28.2	26.3	22.9	21.5	24.2	26.8	29.4	25.2	18.8
Small Area CAZ D	32.9	35.3	28.1	26.6	22.1	21.4	23.9	27.3	29.0	25.6	18.8
Difference	-0.3	2.0	-0.1	0.3	-0.8	-0.1	-0.3	0.5	-0.4	0.4	-0.1
Compliance Year											
Reference	2026	2027	2024	2023	2021	2021	2022	2022	2025	2022	2021
Small Area CAZ D	2023	2023	2021	2021	2021	2021	2021	2021	2021	2022	2021
Difference	-3	-4	-3	-2	0	0	-1	-1	-4	0	0

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6.1.3 Economic Impacts

By combining the economic impacts, the intervention option is forecast to generate an NPV of between -£118 million, as shown in Table 6-2. See the Economic Case (FBC-9) for more detail on these economic impacts.

Table 6-2: Economic impacts (2018 prices and values £)

Impact (£m, 2018 Prices and Values)	Small CAZ D
Present Value of Benefits	
Air Quality: Changes in NOx	2.85
Air Quality: Particulate Matter	0.77
Active Mode Appraisal Toolkit	1.27
Accident Analysis	6.57
GHGs	0.01
Journey Time/Vehicle Operating Costs	12.96
Present Value of Benefits (PVB)	£24.44
Present Value of Costs	
Consumer Welfare: Behavioural Response – Replace Vehicle	13.11
Consumer Welfare: Behavioural Response – Cancel Trip/Avoid Zone/Re-mode	43.23
Vehicle Scrappage	1.28
Transactions	0.07
Capital Expenditure: Set Up Costs	56.80
Operational Expenditure: Running Costs	28.12
Present Value of Costs (PVC)	£142.63
Net Present Value (NPV)	-£118.19

To provide scale context, these NPVs, have been compared to the forecast GVA in Bristol (forecast at £137 billion in present value terms [2018 prices and values] between 2021-30). Across the 10-year period assessed, the NPV of the intervention option represents -0.09% of present value GVA in Bristol over the same period.

7. Procurement

With a complex scheme of this nature, all procurement options must be considered for each of the deliverables within the project. There are four primary routes available to deliver the scheme:

- Leveraging relevant current BCC contracts;
- Through existing BCC frameworks;
- Through frameworks commissioned by other conveners such as Crown Commercial Services (CCS), the UK Government's professional procurement service for the public sector. We are also working with BaNES to share frameworks where possible; and
- Open tender through the Official Journal of the European Union (OJEU), or as otherwise instructed post Brexit.

These options were considered for each of the deliverables at the OBC stage and a preferred approach is identified as being through a government framework

It is recommended that the Clean Air Zone for Bristol is delivered, where appropriate, through existing contracts and frameworks established by BCC for most of the deliverables. This provides the following assurances to the project:

- To meet the tight timescales of the project, leveraging existing arrangements or frameworks will provide a compliant procurement process in the shortest timeframe;
- These contracts were competitively tendered and were awarded on MEAT (Most Economically Advantageous Tender) criteria ensuring both quality and value for money;
- By utilising current technology, existing operations can maintain business as usual and minimise disruption;
- Existing supplier relationships will allow for swift project on-boarding and encourage innovation; and
- Current technology deployed which is utilised to also support the CAZ will offer savings on licences

Although it is envisaged that BCC contractual arrangements will be able to fulfil the majority of the deliverables, it is acknowledged that some agreements were not optimal. When found to be the case and current arrangements are not wholly aligned with the CAZ requirements then BCC sought alternate supply routes. Where a BCC contract or framework was not deemed appropriate or for deliverables where no existing arrangements are in place, other public sector frameworks were investigated, for example CCS and ESPO. These arrangements provide the benefits of spend aggregation across the public sector, have been competed compliantly and have robust commercial terms. BCC intend to run mini-competitions to re-open competition between the pre-selected suppliers to ensure specification compliance, delivery targets and value for money.

8. Financial Summary

8.1 Costs

The Finance Case covers costs relating to both CAPEX costs (Capital expenditure) and OPEX costs (Operational expenditure).

A summary of the total capital costs incurred by the proposed scheme shows that total capital costs will be £44.3 million (2021 prices). As these capital works are forecast to take place in 2021, no inflation adjustments are considered necessary. Around 17% of CAPEX funding is requested from JAQU via the Implementation Fund with the residual funding requested from the Clean Air Fund.

CAPEX will be incurred by BCC across a range of activities including enforcements systems, highway works, non-charging measures for CAZ implementation, non-charging measures for Clean Air Fund, air quality monitoring installations and risk.

A Quantified Risk Assessment (QRA) risk has been calculated using @Risk software with risks established for the appropriate stage when it is relevant within the project. The QRA figure in line with WebTag guidance (P(80) is £2,801,000.00 during the project Bristol City Council Clean Air Plan: implementation stage). Full details of the QRA are provided in OBC-35 'Quantified Risk Assessment' in Appendix L of the FBC.

The central estimate for operational costs is between £7.7 million (shorter operational period) and £15.9 million (longer operational period) in 2021 prices. OPEX will be incurred by BCC across a range of activities, throughout the operation life of the CAZ, these include:

- Systems operations and maintenance
- Camera, communications, signage and buildings maintenance
- CAZ delivery and ongoing operational management
- Monitoring and evaluation
- Decommissioning
- PCN production
- CAZ publicity and advertising

The majority of these operational costs are accrued on either a fixed, annual basis for the lifecycle of the project or as one-off costs.

8.2 Funding applications

BCC is reliant on funding from the Implementation Fund, Clean Air Fund and anticipated revenue to deliver this Clean Air Plan. Funding requirements are described below:

- Implementation Fund – The funding grant requested from central government through the implementation fund is £8.4 million grant for capital expenditure. Further, BCC request £1.0 million in operational cost funding from the Implementation Fund to cover staff costs and publicity/advertising in advance of CAZ commencement (and therefore revenue generation). This funding requirement is consistent across both the shorter and longer operational period scenarios. In the absence of Implementation Fund support, BCC are unable to cover these costs in this pre-commencement period. That said, BCC recognise that in the event that the CAZ generates sufficient operational surplus in financial year 2021/22, there is scope to refund the requested Implementation Fund grant of £1.0 million to cover upfront pre-opening operational costs. This position will be determined through full reconciliation and audit at the end of the financial year.
- Clean Air Fund - The funding grant requested from central government through the Clean Air Fund is £35.9 million for capital expenditure.

- Revenue from CAZ charges – BCC will utilise anticipated revenue from the CAZ schemes to finance the ongoing operational cost of running the scheme.

8.3 Net operational position (before extended mitigations)

The current analysis indicates that in the 'core' scenario, cumulatively revenue generation is predicted to exceed operational costs, resulting in an estimated net operational surplus of between £17.5 million and £31.4 million across the appraisal period.

However, the scheme will generate a net operational deficit before October 2021 (as no revenue is forecast to materialise prior to CAZ commencement, but some staff costs and publicity/advertising costs are incurred). In the longer term operational period scenario, a deficit is also forecast in some of the later years of the appraisal period (as the number of non-compliant vehicles falls but scheme operations are maintained). The analysis demonstrates that the CAZ revenue is sufficient to cover operational costs of the scheme, as indicated in the table below. Hence, it is possible for BCC to safeguard revenue from early years of the scheme to offset any operational deficit in later years. However, BCC are requesting c. £1.0 million of upfront operational cost grant funding from JAQU's Implementation Fund to cover costs incurred in the period prior to CAZ commencement (and therefore revenue generation).

Table 8.1: Net Operating Position (£000s)

Variable	2021 Prices	Outturn Prices
Three Year Operation		
Operational Income	24,387	24,387
CAZ-Related OPEX	7,692	7,948
Net Operating Position (pre IF grant)	16,695	16,439
Implementation Fund Operational Grant Request	1,016	1,016
Net Operating Position (post IF grant)	17,712	17,455
Ten Year Operation		
Operational Income	47,665	47,665
CAZ-Related OPEX	15,862	17,316
Net Operating Position (pre IF grant)	31,802	30,349
Implementation Fund Operational Grant Request	1,016	1,016
Net Operating Position (post IF grant)	32,819	31,365

With revenue grant funding in place, the Operational Summary demonstrates that the Clean Air Plan is forecast to generate a significant positive cash flow over the appraisal period. Any cashflow surplus associated with the scheme will be ringfenced for the following purposes, in order of priority:

- Deficit coverage for ongoing and long-term operational expenditure, particularly in latter years of operation when the various schemes are anticipated to face an operational deficit, as well as decommissioning.
- Potential repayment of £1.0 million request from Implementation Fund to support operational costs incurred prior to October 2021 switch-on (subject to sufficient surplus and full reconciliation and audit).
- Creation of a reinvestment reserve to cover:
 - any underestimation of operational costs.
 - supplementary schemes to the CAF measures, as well providing an opportunity to further invest in engagement with businesses and local residents affected by the schemes. For example, this funding source would support or extend some of the following measures which may form part of the CAF bid:

- Additional financial support to businesses and residents to upgrade vehicles;
- Increase, Improve, update Legible City Signage on key radials and in city centre;
- Delivery of BCC's 'Liveable Neighbourhoods' aspirations (estimated cost range £45m to £283m);;
- An 'unintended consequences' fund for minor local implementations such as one-ways;
- Support for additional buses to the Bristol Royal Infirmary.

Within this context, the residual cash position for the CAP in Bristol is expected to be neutral throughout the appraisal period.

8.4 Summary of bids

In summary, the total request to central government for the delivery of the Clean Air Plan can be summarised as follows:

- £44.3 million in capital grant funding, of which:
 - £8.4 million from the Implementation Fund
 - £35.9 million from the Clean Air Fund
- £1.0 million in operational funding from the Implementation Fund

The Small CAZ D option can achieve a net operational surplus of between £17.5 million and £31.4 million across the appraisal period.. We have demonstrated above that that any surplus would be used to support further complementary air quality and transport projects in BCC.

9. Scheme management

The purpose of the management case is to ensure that appropriate governance arrangements are in place to successfully deliver the Bristol Clean Air Zone (CAZ), including the CAZ D (commercial and private non-compliant vehicle charging area), additional non-charging measures and wider programme of Clean Air Fund (CAF) measures. In line with JAQU Guidance, this Management case builds on both the Strategic Outline and Outline Business Cases by clearly identifying the optimal solution to the following issues:

- Project Governance structure during the design, implementation and operational phases of the project, including key management roles and responsibilities and the project organogram.
- Evaluation and monitoring processes and associated benefits realisation.
- The Change Control and Financial Management processes.
- Risk management and mitigation, including the setting of contingency elements of the budget.
- Clear and achievable project plan.
- Programme Management arrangements, including within the wider transport programme.
- Communications & Engagement arrangements.

9.1 Experience

Bristol City Council (BCC) has a proven track record of delivering major transport infrastructure projects and programmes of a similar nature and scale to the proposed Bristol CAZ. Moreover, the Transport Service includes an in-house project management team; the Transport Programme Team (TPT). This team grows and employs the learning from these projects and programmes to continually improve project and programme delivery. They are supported by the central BCC Portfolio Management Office (PMO) and are supporting CAZ in relation to this project. Examples of major infrastructure projects include Metrobus, Resident Parking Zones and the Showcase and Greater Bristol Bus Network (GBBN) infrastructure improvements. A summary of these projects follows, with key delivery and monitoring lessons that can be applied to support delivery of the Bristol CAZ highlighted.

The project will be managed under the general principles specified in the BCC programme manual for the delivery of transport capital projects, which are based on PRINCE2 / APM methodologies which are largely Agile focussed. The Transport Programme Team (TPT), in its capacity as the central project management resource for the Transport Service, will support the project. Due to the size, complexity, and public nature of this project, the governance structure has been tailored to the specific project environment. The project will be governed by the Bristol Clean Air Plan Programme Board. The Senior Responsible Owner (SRO) is Mike Jackson, Chief Executive. In addition, the Mayor's Office has a key role on the Project Board as a representative of the Executive.

9.2 Programme

There are several key stages that occur for any scheme or project– these include planning, design development, detailed design, mobilisation, construction, and project end. The planned programme for the Bristol CAP is laid out in a Gantt Chart in Appendix FBC 34, and lays out the anticipated timescales for each element of the project.

The implementation is at this point expected to commence once the FBC is approved and funding is awarded. It will conclude in October 2021, at which point the CAZ will be fully enforceable.

9.3 Communications and stakeholder engagement

Between 1 July and 12 August 2019, the council consulted on two options for a traffic Clean Air Zone which are designed to achieve compliance with legal NO₂ limits in the shortest possible time. The options were:

- Option 1: Clean Air Zone (private cars not charged)

- Option 2: Diesel car ban

The consultation asked respondents how concerned they are about the health impacts of poor air quality in Bristol and it sought feedback from citizens, businesses and other stakeholders on the two options. The findings of this consultation are summarised within the Consultation report associated with the OBC. A Stakeholder summit was run by BCC on Monday 18 November 2019.

A second consultation was held from the 8 Oct 2020 to 13 December 2020. Two further options were presented to the public, both designed to achieve compliance with legal NO₂ limits in the shortest possible time. The options were:

- Option 1: Clean Air Zone C (private cars not charged) with a smaller inner zone of a CAZ D (private cars charged)
- Option 2: Small area CAZ D

The consultation also asked respondents how concerned they are about the health impacts of poor air quality in Bristol and it sought feedback from citizens, businesses and other stakeholders on the two further options.

Due to the limitations caused by the COVID-19 Pandemic, drop-in sessions and face-to-face activities were much reduced. To boost response rates and to target low-responding parts of Bristol, 20,000 paper surveys were delivered direct to addresses in areas which have historically low response rates to consultations and high levels of deprivation.

The Traffic Clean Air Zones Consultation survey received 4,225 responses. A summary of responses from groups with protected characteristics and income deciles is contained within the report. More than half of respondents (54%; 2,250 respondents) agree or strongly agree that Option 1 is a good way to improve air quality (20% strongly agree and 34% agree). A higher proportion of respondents (60%; 2,466 respondents) agree or strongly agree that Option 2 is a good way to improve air quality (32% strongly agree and 28% agree).

Briefings were held with several groups including Business West (with 55 businesses joining), University Hospital Bristol NHS Trust, Southmead Hospital, University of Bristol, University of West of England, Bristol Workplace Travel Network, waste contractors, and neighbouring councils. 1,385 businesses were also contacted about the consultation.

Consultation and Engagement



Traffic Clean Air Zone



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Draft

Executive Summary

ES1 Clean Air Plan and legal framework

To address the need to improve air quality in UK urban areas, in 2017 the government formally directed 24 local authorities, including Bristol City Council, to submit plans for how they will achieve compliance with legal Nitrogen Dioxide (NO₂) limits and how they would implement these plans by March 2021. Local authorities are required to model various options for achieving clean air and to take forward the option that delivers compliance using the following three legal tests:

1. Achieves compliance with the legal NO₂ limits in the shortest period of time;
2. Reduces human exposure as quickly as possible;
3. Ensures that compliance is not just possible but likely.

ES2 The 2020 new Traffic Clean Air Zone options consultation

In 2019, we consulted on two options to reduce air pollution from traffic in Bristol city centre. Since then, changes in lifestyle, work and travel behaviours during the COVID-19 pandemic have led to some improvements in air quality. We have now carried out further air quality modelling to explore alternative ways to reduce traffic pollution, taking into consideration the effects of the COVID-19 pandemic.

Between 8 October and 13 December 2020, the council consulted on two new options for a Traffic Clean Air Zone (CAZ) which are designed to achieve compliance with legal NO₂ limits in line with legal obligations whilst mitigating the impact on vulnerable and low income households. The options were:

- **2020 option 1: a Clean Air Zone (CAZ) covering a small area of central Bristol**
Non-compliant (older, more polluting) types of Heavy Goods Vehicles¹ (HGVs), buses, coaches, light goods vehicles (LGVs²), taxis and private cars would be charged to drive in the zone. This is referred to below as a small CAZ D.
- **2020 option 2: a small CAZ D surrounded by a larger charging zone (a medium CAZ C).** Vehicles would be charged to drive into the small CAZ D as outlined in option 1. Non-compliant (older, more polluting) types of HGVs, buses, coaches, LGVs and taxis would be charged to drive in the surrounding medium CAZ C. Private cars would not be charged to drive in the CAZ C. A vehicle that is charged to enter the CAZ C (outer zone) would not be charged again if they also enter the CAZ D (inner zone).

The proposed zones are shown in Figures ES1 (option 1) and ES2 (option 2).

The 2020 new Traffic Clean Air Zone options consultation used an [online survey](#) to ask respondents how concerned they are about the health impacts of poor air quality in Bristol and it sought feedback from citizens, businesses and other stakeholders on the two options. Respondents were also asked for their views on a range of financial support measures which could be considered to encourage people to change non-compliant vehicles to less-polluting travel options and/or to exempt specific groups from paying charges.

Paper copies of the survey and alternative accessible formats, including language translations, were available on request.

To boost response rates and to target low-responding parts of Bristol, 23,500 paper surveys were delivered direct to addresses in areas which have historically low response rates to consultations and high levels of deprivation. This generated 11% of responses.

¹ HGVs are goods vehicles over 3,500 kg

² LGVs are goods vehicles not exceeding 3,500 kg

The consultation was widely publicised through media, social media and communications with the public, partner organisations and other stakeholders, as described in Section 2.3.

Figure ES1: Map of option 1 CAZ D boundary

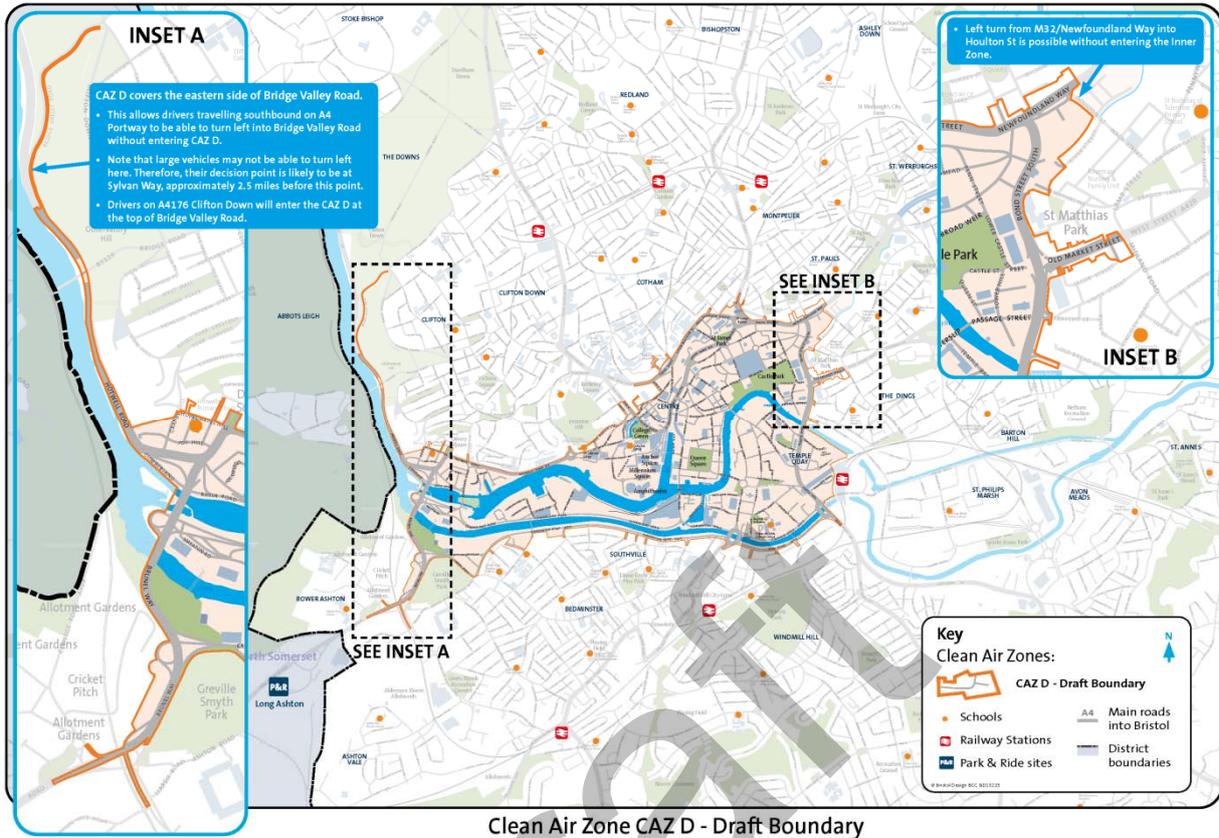
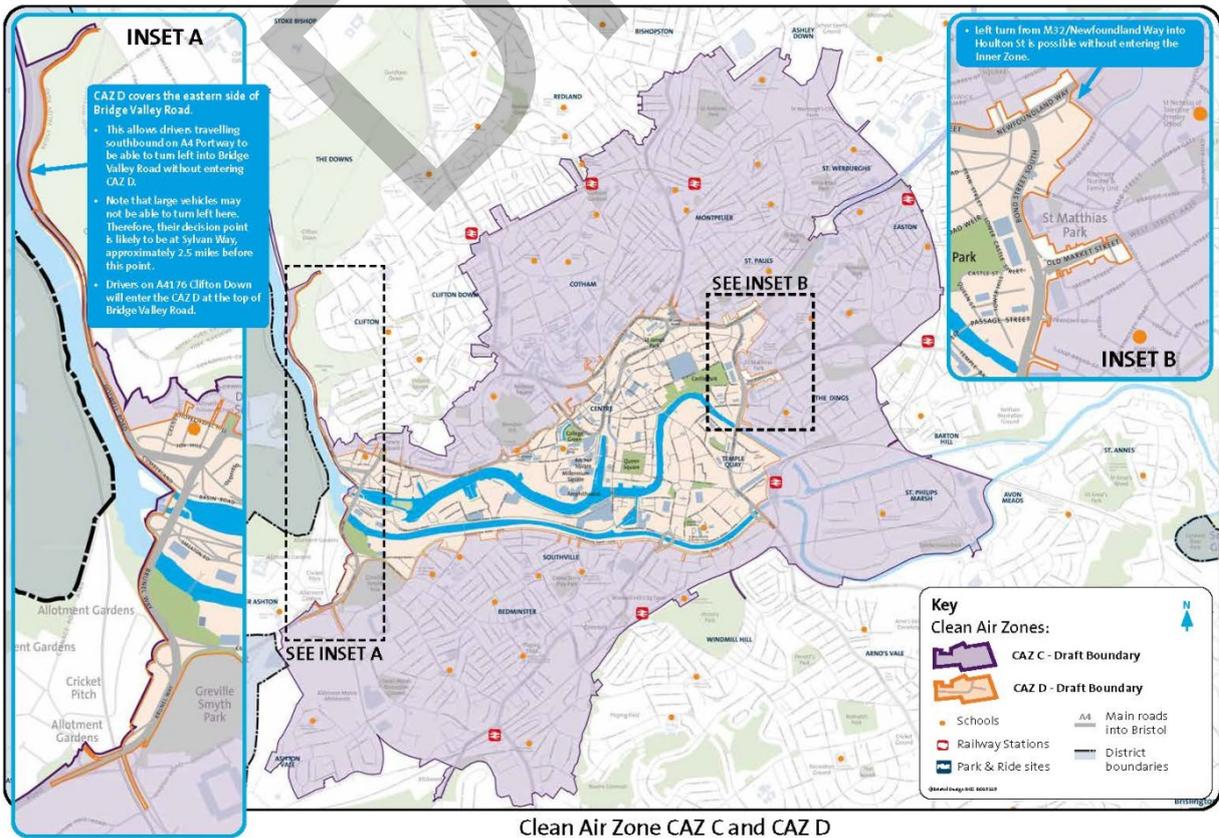


Figure ES2: Map of option 2 CAZ D and CAZ C boundaries



ES3 Scope and use of this report

This consultation report describes the consultation methodology and the feedback received, including quantitative data and analysis of free text comments from the consultation survey responses. The report also summarises the points raised in 19 letters and emails which were submitted as responses to the consultation.

This consultation report does not contain the council's recommendations for a preferred CAZ option, nor an assessment of the feasibility of any suggestions received.

The final proposals for a preferred CAZ option will take into consideration responses to this consultation. The final recommendations will be included in a separate report which, together with this consultation report, will be considered by the council's Cabinet on 25 February 2021. Cabinet will then make a decision on a preferred CAZ option to present to government as part of a Full Business Case on 26 February 2021.

Cabinet decisions will be published through normal procedures for Full Council and Cabinet decisions at democracy.bristol.gov.uk

ES4 Traffic Clean Air Zones Consultation - Key findings

ES4.1 Response rate

The Traffic Clean Air Zones Consultation survey received 4,225 responses of which 3,748 (89%) were completed online and 477 (11%) were completed using paper surveys.

3,431 responses (81%) were received from postcodes within the Bristol City Council area, 356 (8%) responses were from the three other West of England authority areas and 49 (1%) were from further afield. 389 (9%) respondents did not provide an identifiable postcode.

Analysis of respondents' postcodes indicates that the 30% most deprived parts of the city³ (deprivation deciles 1, 2 and 3) were under-represented in the responses, whereas response rates in the least deprived 40% of the city (deciles 7, 8, 9 and 10) are higher than the proportion of Bristol citizens living in those areas. Although the more deprived areas are under-represented, the large number of responses in all deciles enables meaningful comparison of the views of people living in the most deprived and least deprived areas.

Black, Asian and mixed/multi ethnic respondents were under-represented in the response rates compared to the proportion of BAME citizens living in Bristol. We were not able to carry out some of the engagement methods we have used previously to encourage participation in these communities due to COVID-19 restrictions.

A map of response rate by ward for the Bristol respondents is presented in Chapter 3 along with the details of age profile, gender and other respondent characteristics.

ES4.2 Concern about the health impacts of poor air quality

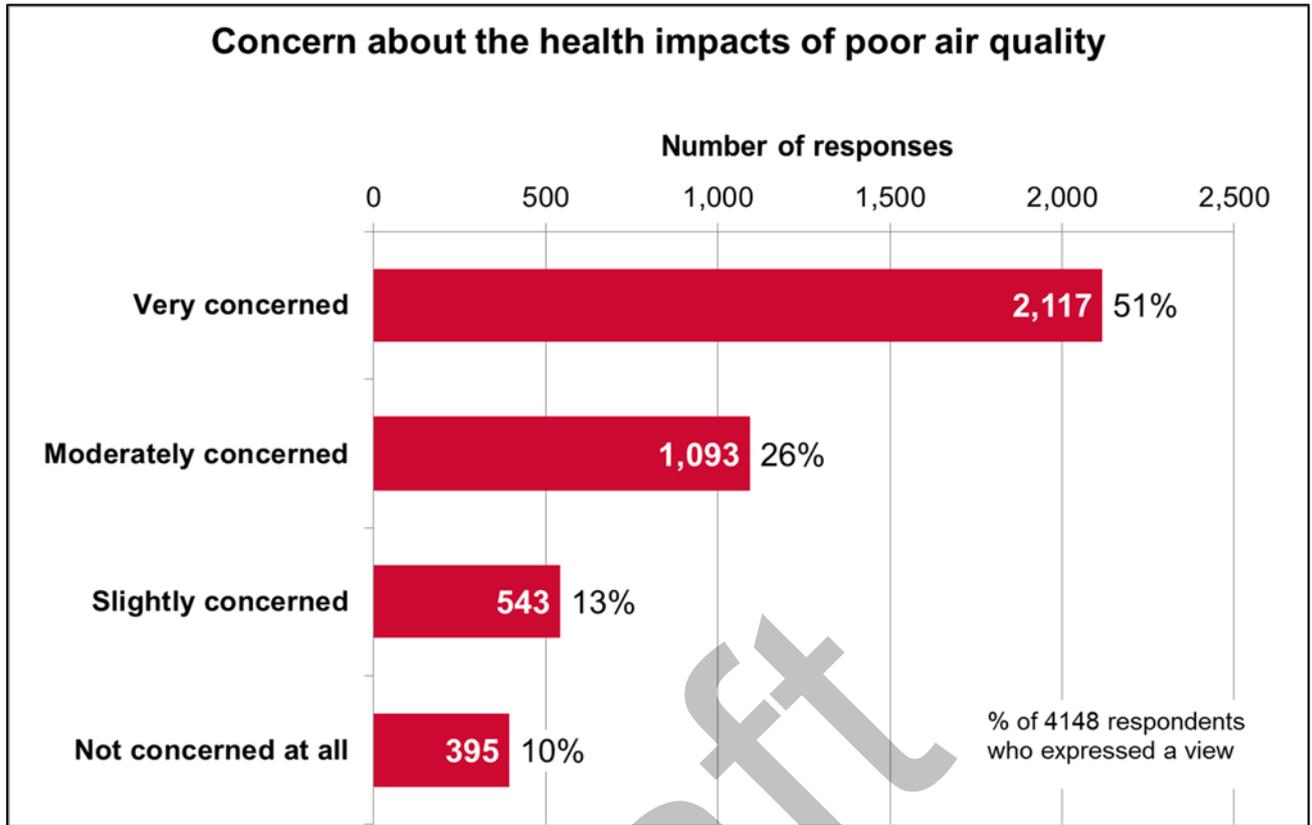
4,148 (98%) of the 4,225 respondents answered the question 'how concerned are you about the impacts of poor air quality in Bristol on your health and the health of your family?'

There is a high level of concern about the health impacts of poor air quality among respondents (Figure ES3):

- 77% of all respondents are very concerned (51%) or moderately concerned (26%);
- 13% of all respondents are slightly concerned;
- 10% of all respondents are not concerned.

³ Based on the 'Indices of Multiple Deprivation' (IMD) measure published by the Office for National Statistics for 263 Census areas (Lower Super Output Areas) in Bristol.

Figure ES3: Concern about health impacts of poor air quality



Concern about health impacts of poor air quality were compared for respondents from areas of Bristol with different levels of deprivation. At least 40% of respondents are very concerned about health impacts in all deprivation deciles. Respondents in the most deprived 10% of Bristol (decile 1) showed the lowest level of concern about health impacts of air pollution, but overall there is no clear trend in how health concerns vary between areas of high and low deprivation.

ES4.3 Willingness to change travel methods

Respondents were asked if they would be prepared to change how they travel into central Bristol if it would avoid the need for a clean air charging zone. Of the 4,225 respondents to the new Traffic Clean Air Zone options consultation, 4,180 (99%) answered this question (Figure ES 4).

1,574 (38%) said they were prepared to change how they travel, while 537 (13%) said they would not change, and 440 (11%) said they were not sure. 1,629 (39%) said that they already walk, cycle, use public transport or a low emission vehicle.

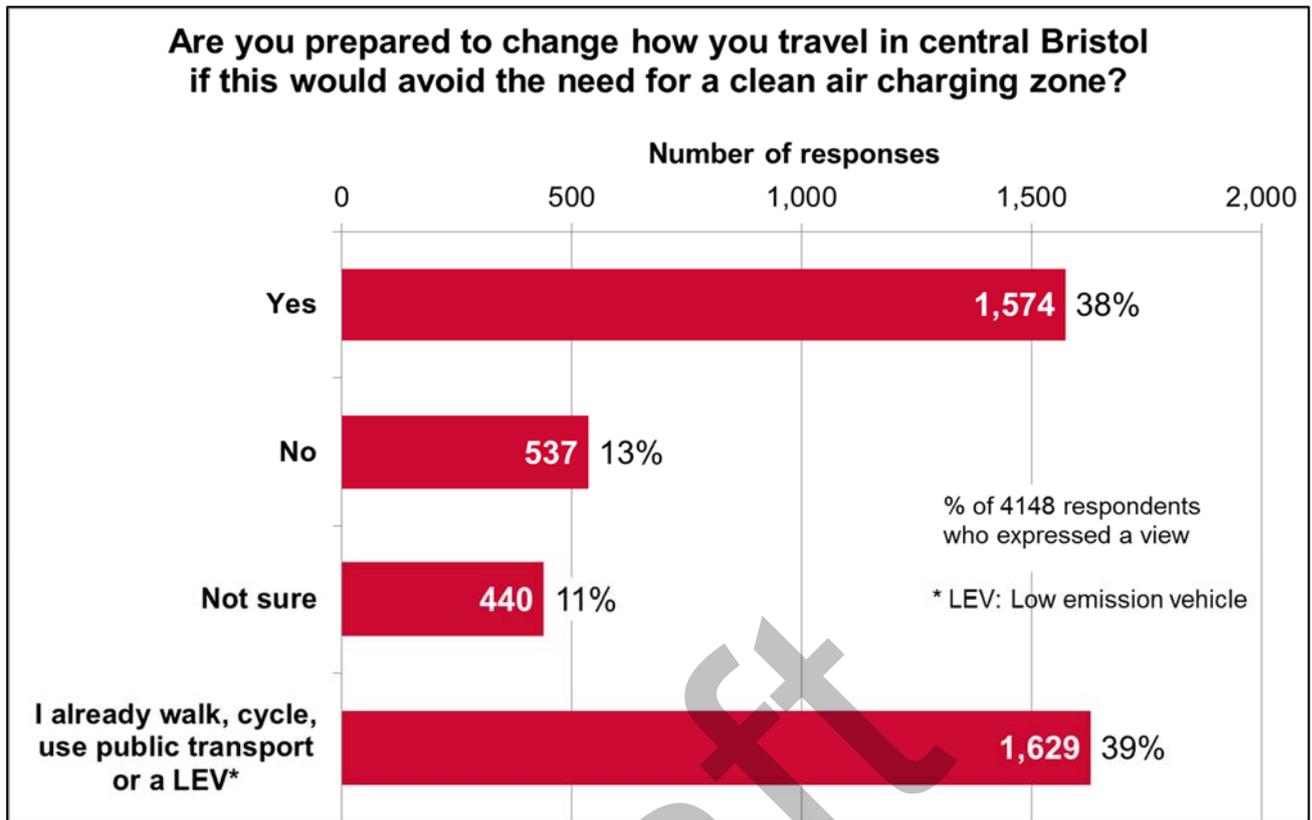
2,708 people answered the follow-up question on **how** they would change their travel. Respondents could select as many choices as they wanted.

The three most common options were switching from driving to walking (53%), using a bus instead of driving (52%) and switching to cycling (50%). The proportions of Bristol respondents selecting these options was higher than for respondents living elsewhere.

Around a third of respondents stated that they would drive a different route to avoid central Bristol (36%), use a train instead of driving (34%), use an electric vehicle (32%) or work from home to avoid driving in central Bristol (31%).

612 (23%) said they would replace their non-compliant vehicle with a compliant one, 248 (9%) said they would car share and 7% said they would use a motorbike or moped.

Figure ES 4: Respondents’ willingness to change how they travel into central Bristol



ES4.5 Views on whether each option is a good way to improve air quality

Overview

Of the 4,225 people who responded to the new Traffic Clean Air Zone options consultation, 4,149 (98%) stated how strongly they agree or disagree that option 1⁴ is a good way to improve air quality in Bristol. 4,143 respondents (98%) stated how strongly they agree or disagree that option 2⁵ is a good way to improve air quality in Bristol (Figure ES5).

The majority of respondents agree or strongly agree with both options (54% for option 1, 60% for option 2). Support is higher for option 2 and more people strongly agree with option 2 than option 1 (20% strongly agree with option 1, 32% with option 2).

A higher proportion of respondents disagree or strongly disagree with option 1 (30%) than option 2 (26%). 16% neither agree nor disagree with option 1 and 14% with option 2.

Differences in views on the merits of the options in areas of high and low deprivation

Views on the merits of each option were compared for respondents from areas of Bristol with different levels of deprivation.

There is higher support⁶ for option 2 than option 1 for respondents in all deprivation deciles.

The lowest support for both options 1 and 2 is in the most deprived 20% of areas (deciles 1 and 2). There is no consistent trend in the views of respondents on the merits of option 1 or option 2 across the other deprivation deciles (deciles 3 to 10); with support being lower than the average for each option in deciles 3, 6 and 10.

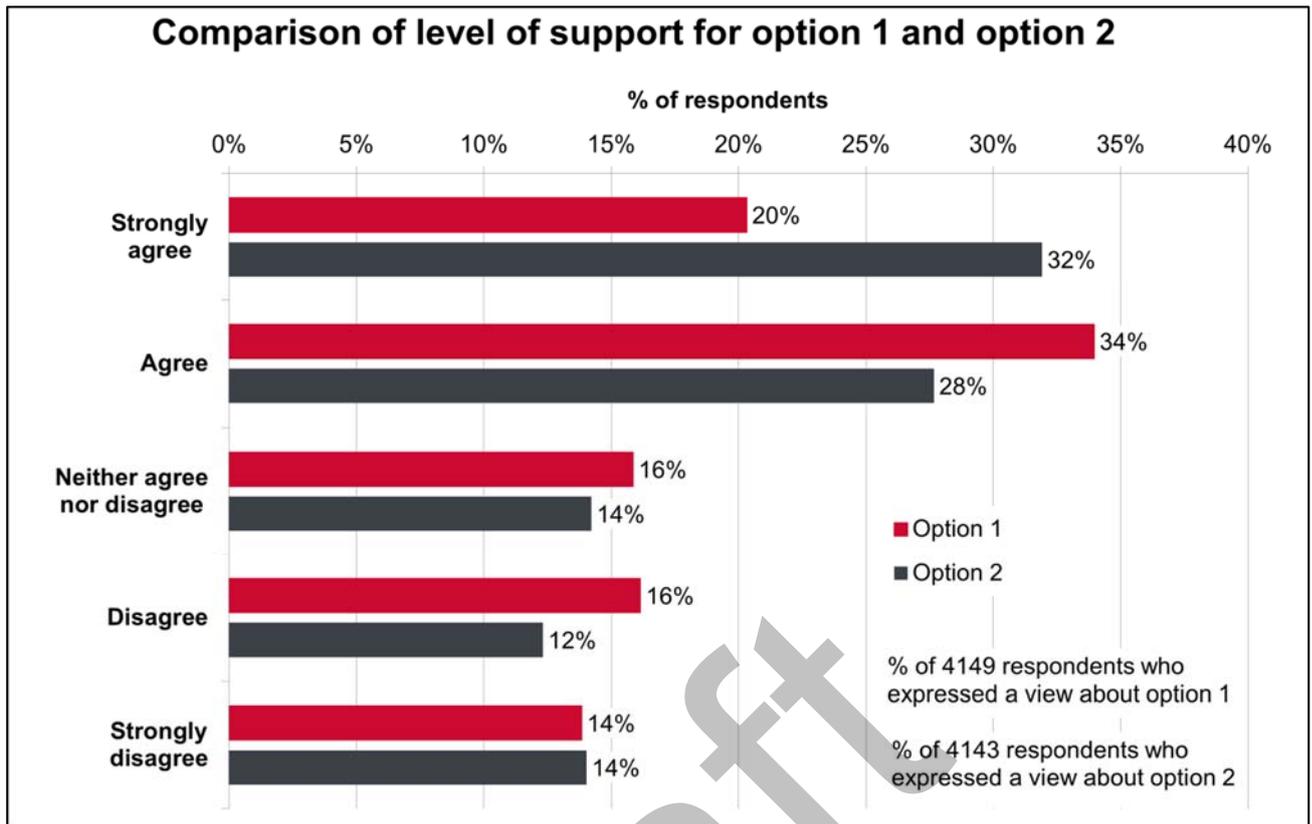
More information on views by deprivation is provided in Section 6.4.

⁴ Option 1 is a small CAZ D covering a central area of Bristol

⁵ Option 2 is a small CAZ D surrounded by a medium CAZ C

⁶ Respondents who agree or strongly agree that an option is a good way to improve air quality in Bristol

Figure ES5: Comparison of the views of all respondents on option 1 and option 2



Forecast compliance dates were not available during the consultation and reasons given as free text indicate that the higher level of support for option 2 is due in part to respondents' assumption that option 2 would be more effective than option 1 at improving air quality.

Reasons for respondents views on the merits of each option

3,153 respondents (75%) provided free text feedback on option 1 and 3,144 (74%) provided free text feedback on option 2.

50% of respondents expressed reservations about aspects of option 1 and 39% mentioned reservations about option 2. The most numerous of these were:

- Neither option would create the desired behaviour change;
- Neither option 1 nor option 2 would sufficiently improve air quality;
- Concerns about unfair implications for certain demographics;
- Concerns about negative implications for certain areas;
- Concerns about negative implications for businesses.

39% of respondents mentioned aspects of option 1 they support and 46% identified things they support about option 2.

Suggested **alterations** and alternatives to each option included:

- Changes to the scheme areas;
- The options should do more to incentivise behaviour change;
- Sustainable transport infrastructure should be improved;
- Higher impact charges should be used;
- Traffic flow should be improved.

More information on reasons for why people agreed or disagreed with each option is in Section 6.5.

ES4.6 Views on financial assistance to change or convert non-compliant vehicles

To explore the potential for financial support to encourage vehicle owners to replace or convert non-compliant vehicles to a less polluting option, respondents were asked if they would use a repayable **loan** of various amounts or a **grant** or **mobility credit** of £2000 to change their non-compliant vehicles.

Loans

Respondents were asked to state what level of loan they think they might borrow (noting that a loan would need to be paid back), selecting from the following suggested loan amounts for each type of vehicle:

- Private cars, LGVs, private hire vehicles: loan options of £1,000, £2,000, £3,000;
- Hackney carriages (taxi): options of £4,000, £5,000, £6,000;
- HGVs: options of £10,000, £13,000, £16,000;
- Buses and coaches: options of £20,000, £25,000, £30,000.

In order to determine if people who own each vehicle type would take loans, respondents who selected 'I don't have this vehicle' have been removed from the following analysis.

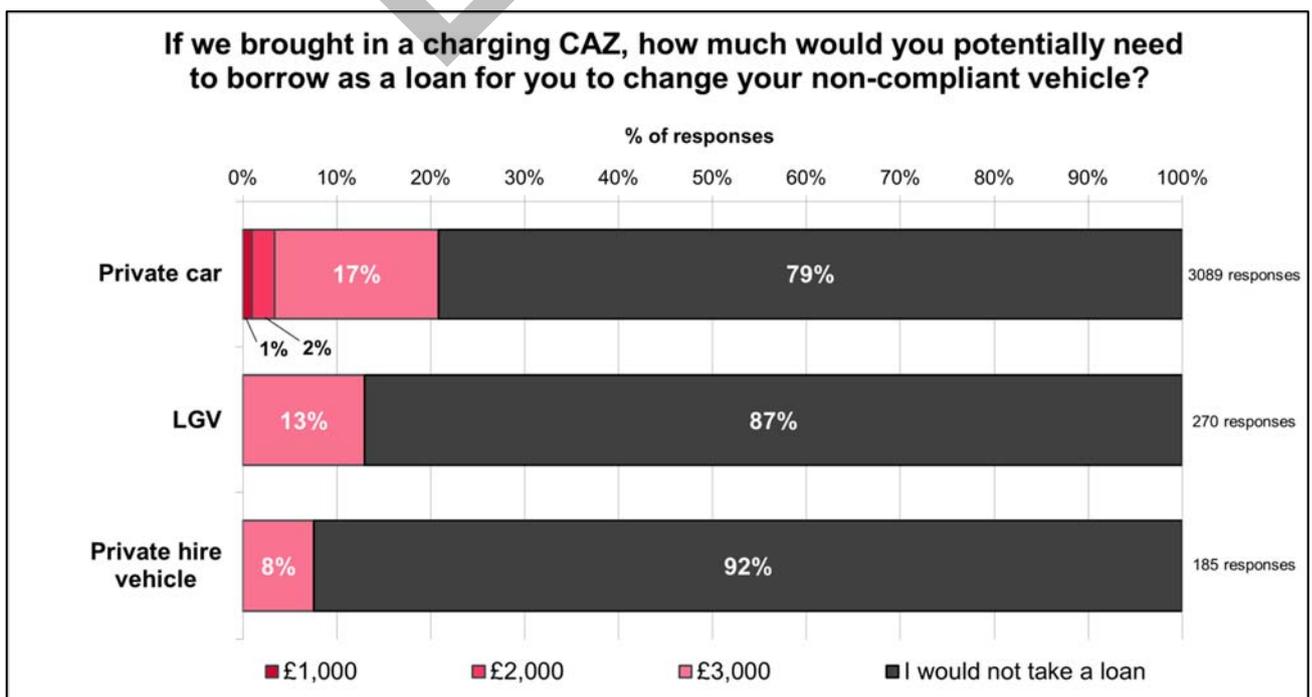
For all vehicle types, the majority of respondents would not take a loan. Of those who would take a loan, the majority selected the highest loan amount.

Owners of private cars (21%) and LGVs (13%) are the most likely to take a loan. The proportion of respondents who would take a loan for other vehicle types is:

- Private hire vehicles: 8% (all at the maximum 8%);
- Hackney carriages (taxis): 7%;
- HGVs: 11%;
- Buses: 8%;
- Coaches: 7%.

Figure ES6 shows the responses for private cars, LGVs and private hire vehicles. The equivalent results for other vehicle types is described in Section 7.2.

Figure ES6: Views on loans for private cars, LGVs and private hire vehicles



Grants and mobility credits

Respondents were asked whether they would replace their non-compliant vehicle if a £2,000 grant⁷ or mobility credit⁸ was available. The question asked about four vehicle types; petrol cars, diesel cars, LGVs and taxis.

Respondents were much more likely to use a grant than a mobility credit for all four vehicle types. More than half of people who stated their intentions would use a grant to replace a petrol car (52%) or diesel car (57%). Fewer respondents would use a grant to replace an LGV (35%) or taxi (22%). This level of uptake for grants is much higher than for loans for all four vehicle types. The breakdown of responses follows.

- **Petrol cars:** 1,967 respondents stated their intentions for petrol cars, of whom 52% said they would replace their vehicle using a £2,000 grant and 14% said they would replace it using a £2,000 mobility credit. 44% said they would not replace their vehicle.
- **Diesel cars:** 1,345 respondents stated their intentions for diesel cars, of whom 57% said they would replace their vehicle using a grant and 12% said they would replace it using a £2,000 mobility credit. 40% said they would not replace their vehicle.
- **LGVs:** 176 respondents stated their intentions for LGVs, of whom 35% said they would replace their vehicle using a grant and 7% said they would replace it using a £2,000 mobility credit. 63% said they would not replace their vehicle.
- **Taxis:** 85 respondents stated their intentions for taxis, of whom 22% said they would replace their vehicle using a grant and 8% said they would replace it using a £2,000 mobility credit. 72% said they would not replace their vehicle.

ES4.7 Views on exemptions and concessions for selected groups

Respondents were asked if they thought specified groups should receive an exemption (pay no charge), a concession (pay no charge for a limited period), or pay the full charge to drive a non-compliant vehicle into the proposed CAZ areas.

Respondents were asked to give their views on four groups: bus operators, coach operators, people living in the CAZ D area using private cars, and 'other' specified by the respondent⁹.

Figure ES7 summarises the views on exemptions and concessions.

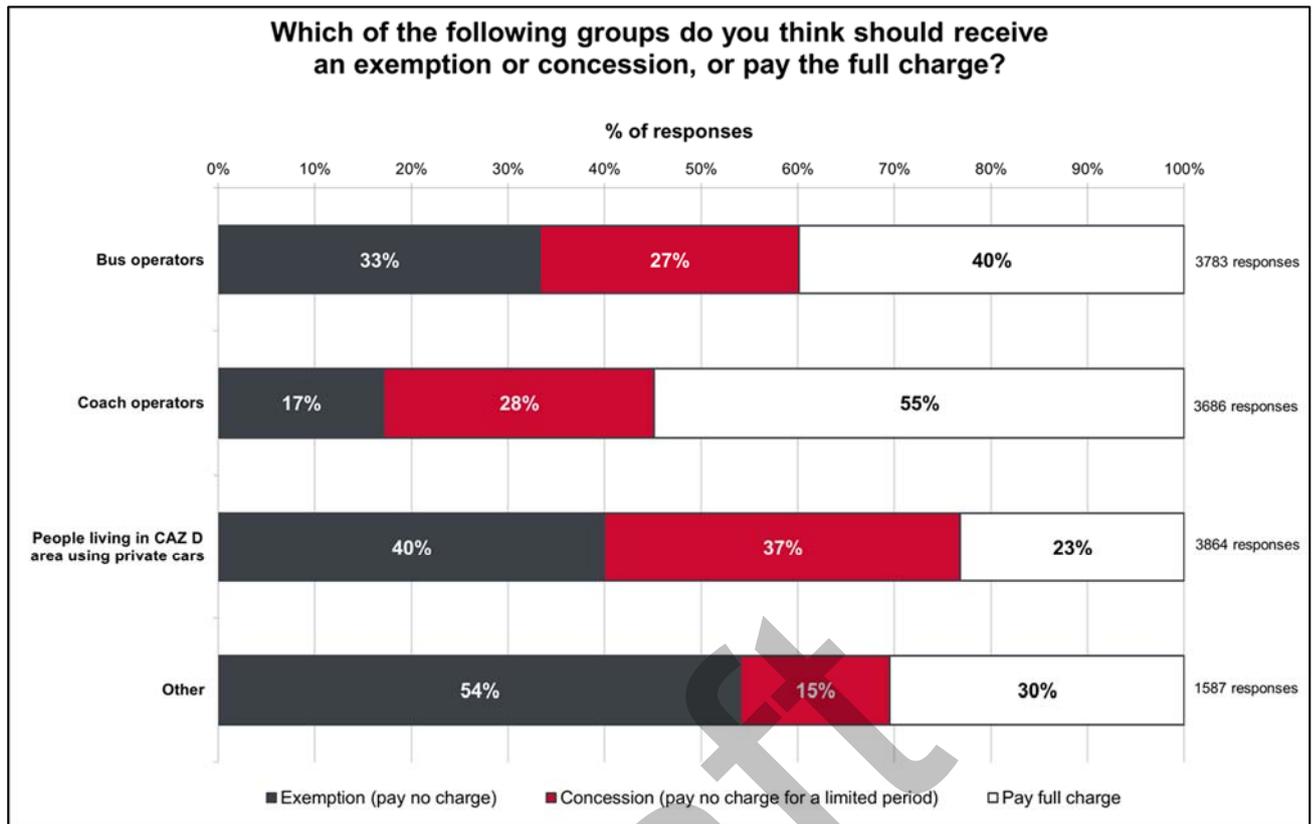
- Over three quarters of respondents thought the people living in the CAZ D area using private cars should be eligible for exemptions (40%) or concessions (37%).
- Fewer thought eligibility should apply to bus operators (33% for exemptions and 27% for concessions) or coach operators (17% for exemptions and 28% for concessions).
- 1,472 respondents provided free text answers for the 'other' category. Of these, the most frequently suggested were disabled people, people who need to drive for their work, people on low incomes, hospital users and taxis. This aligns with several of the concessions and exemptions being considered following the 2019 consultation.

⁷ A **grant** is money provided by the government to replace or convert a non-compliant vehicle.

⁸ A **mobility credit** is money provided by the government to change your mode of transport. The money can be spent on other transport options, for example potentially supporting the purchase of a new bike or towards public transport fares.

⁹ The consultation explained that, following feedback to the 2019 Traffic Clean Air Zones consultation, exemptions are being considered for emergency service vehicles, NHS patient transport ambulances, community transport vehicles and vehicles registered for the disabled passenger vehicle tax class. Concessions are being considered for low income households, small businesses and taxi owners. Potential exemptions and concessions would be finalised as part of the full business case for the preferred scheme in early 2021.

Figure ES7: Exemptions and concessions for selected groups – all respondents



More information about feedback on exemptions and concessions is provided in Chapter 8.

ES4.8 Survey responses: other comments and suggestions

Respondents were invited to provide any other comments or suggestions about the new Traffic Clean Air Zone proposals as free text (Question 12).

Of the 2,034 (48%) respondents who provided further comments on the proposals:

- 876 (43%) made suggestions for **additional measures to improve air quality**. The main comments included requests for more public transport improvements (434 respondents, 21%), more improvements to facilitate cycling and walking (215 responses, 11%), encouraging the use of electric vehicles (136 responses, 7%), and improving the traffic and road layout (88 responses, 4%);
- 590 (29%) provided comments detailing **general support or lack of support for the proposals and/or air quality improvements**. Most of these comments stated respondents' concerns that the proposals are not ambitious enough and changes need to be made immediately, but generally support the need to improve air quality in Bristol;
- 365 (18%) **proposed changes** to the proposals, specifically inclusion of exemptions and concessions, targeting of specific vehicles, and changes to the scheme boundaries;
- 275 (14%) expressed concern about **impacts of a CAZ** on specific groups, journeys and places;
- 105 (5%) commented on **loans, grants and other financial incentives**;
- 65 (3%) outlined **alternative scheme suggestions** to a CAZ, such as pedestrianising the city centre, implementing more road closures, or bringing in a congestion charge;
- 74 (4%) commented on aspects of **the consultation**.

More information on the free text comments and suggestions is provided in Chapter 9.

ES5 Other correspondence on the Traffic Clean Air Zones Consultation

19 letters and emails were received, providing responses to the consultation. These were from other local authorities, business groups and individual businesses, including transport operators, emergency services, healthcare providers, transport/environment interest groups, and community groups.

This feedback is summarised in Chapter 10.

Draft

1 Introduction

1.1 Context

1.1.1 A Clean Air Plan for Bristol

Air pollution is made up of gases and particles in the air which are harmful to humans and other living things. To protect people's health the European Union and the UK Government has set legal standards for a range of air pollutants. In Bristol, levels of nitrogen dioxide (NO₂) exceed the legal standard of 40 µg/m³ in the central area and on main roads into the city.

The government has directed Bristol and several other UK towns and cities to take action which will reduce levels of NO₂ to within legal limits in the shortest possible time. This is known as 'achieving compliance'. The legal tests are that the preferred option to do this should:

1. Achieve compliance with legal limits in the shortest possible time;
2. Reduce human exposure as quickly as possible;
3. Ensure that compliance is not just possible but likely.

In order to clean up Bristol's air quickly, Bristol is developing a clean air plan. A major source of NO₂ in cities is from road traffic, particularly diesel engines. This is why we must tackle road traffic emissions as a major part of our plan.

Since 2017, we have been investigating various options.

1.1.2 Options to reduce air pollution from traffic

In 2019, [we consulted on two options](#) to reduce air pollution from traffic in Bristol city centre. Since then, the world around us has changed due to the COVID-19 global pandemic. This has led to some changes in lifestyle, work and travel behaviours, resulting in improvements in air quality. During the first lockdown in spring 2020, traffic levels fell sharply, largely as a result of the closure of schools, non-essential shops, and other activities. When schools and businesses reopened, there was a gradual increase in traffic volumes although not to levels experienced in previous years.

We have now carried out further air quality modelling to explore alternative ways to reduce traffic pollution, taking into consideration the effects of the COVID-19 pandemic.

We want an approach to improving air quality that does not compound the challenges already facing citizens and businesses during the COVID-19 pandemic. The council's preferred approach is to encourage citizens and businesses to sustain the recent, less polluting travel behaviour, and we are working to support this with modifications to roads around the city that make it easier to walk, cycle or use public transport.

We must also consider additional measures in case the recent positive travel behaviours are not sustained or are not sufficient to reduce pollution to within legal limits in the shortest possible time. Between 8 October and 13 December 2020, the council consulted on two new options for a Traffic Clean Air Zone (CAZ), which are designed to achieve compliance with legal NO₂ limits in the shortest possible time. The options were:

- **2020 option 1: a small CAZ Class D¹⁰ covering a small area of central Bristol;**
- **2020 option 2: a small CAZ Class D surrounded by a medium CAZ Class C¹¹.**

¹⁰ In a CAZ Class D (CAZ D), non-compliant (older, more polluting) types of Heavy Goods Vehicles (HGVs), buses, coaches, light goods vehicles (LGVs), taxis and private cars would be charged to drive in the zone. HGVs are goods vehicles over 3,500 kg; LGVs are goods vehicles not exceeding 3,500 kg.

¹¹ In the CAZ Class C (CAZ C), non-compliant (older, more polluting) types of HGVs, buses, coaches, LGVs and taxis would be charged to drive in the zone. Private cars would not be charged to drive in the CAZ C.

The two options are described in Section 1.2.

The consultation asked respondents how concerned they are about the health impacts of poor air quality in Bristol and it sought feedback from citizens, businesses and other stakeholders on the two options. Respondents were also asked for their views on a range of financial support measures which could be considered to encourage people to change non-compliant vehicles to less-polluting travel options and/or to exempt specific groups from paying charges.

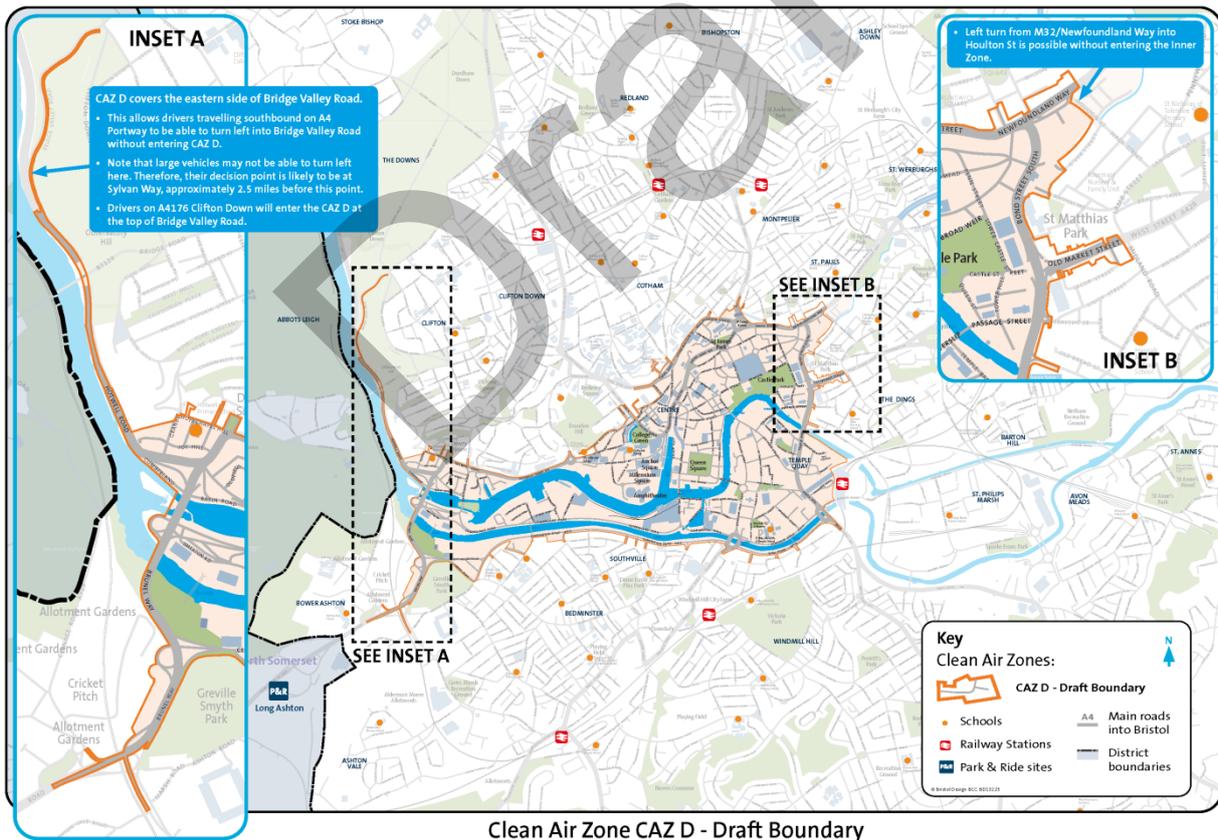
This consultation report describes the consultation methodology and the feedback received, which will be considered by the council’s Cabinet on 25 February 2021. Cabinet will then make a decision on a preferred CAZ option to present to government as part of a Full Business Case on 26 February 2021.

1.2 Description of the 2020 Traffic Clean Air Zone options in the consultation

1.2.1 Proposed Clean Air Zone (CAZ) boundaries

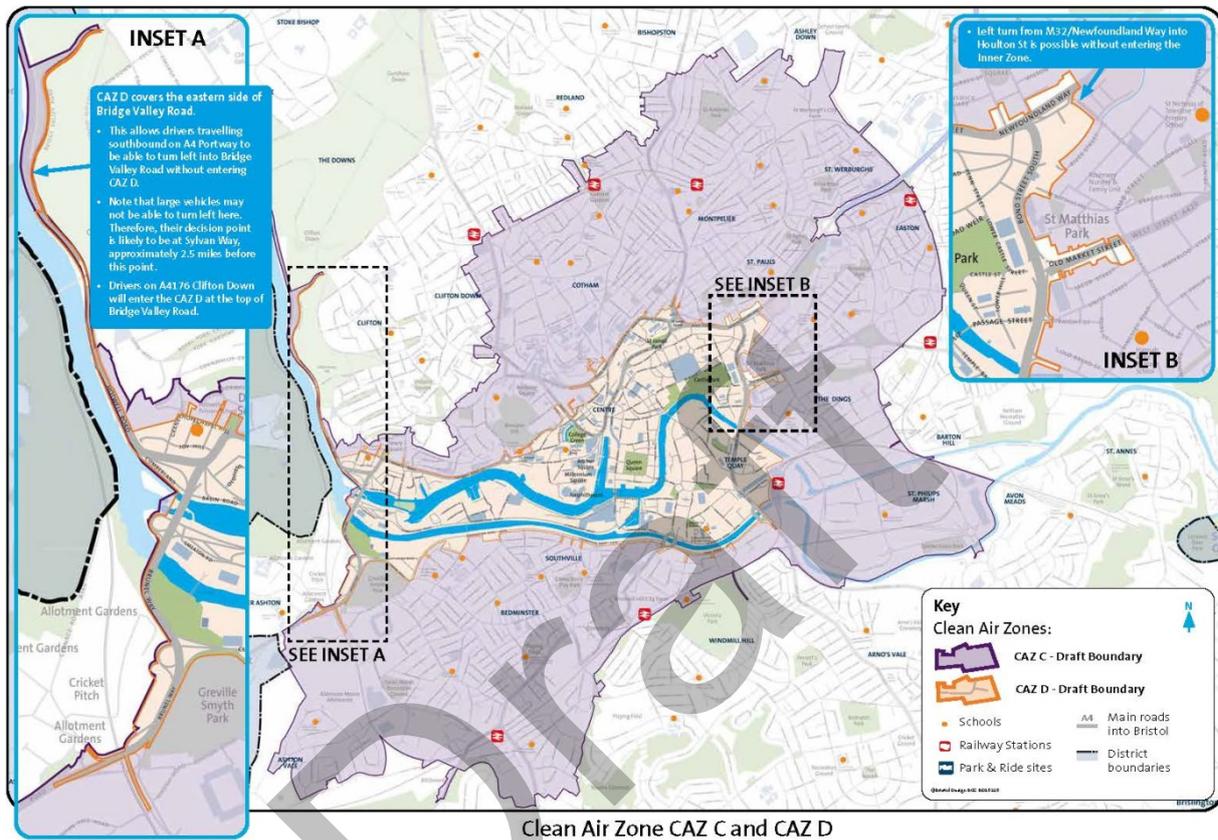
In **2020 option 1**, non-compliant (older, more polluting) types of Heavy Goods Vehicles (HGVs), buses, coaches, light goods vehicles (LGVs), taxis and private cars would be charged to drive in the small central zone shown in Figure 1. This is referred to below as a small CAZ D.

Figure 1: Map of option 1 CAZ D boundary



2020 option 2 comprises a small central CAZ D surrounded by a medium CAZ C. In 2020 option 2, vehicles would be charged to drive into the small CAZ D as outlined in option 1. Non-compliant (older, more polluting) types of HGVs, buses, coaches, LGVs and taxis would be charged to drive in the CAZ C. Private cars would not be charged to drive in the CAZ C. The boundaries of the small CAZ D and the surrounding medium CAZ C are shown in Figure 2.

Figure 2: Map of option 2 CAZ D and CAZ C boundaries



1.2.2 Proposed charges in 2020 option 1 and 2020 option 2

The level of potential charges is not finalised. Charges would be set at a level needed to change travel behaviour and improve air quality to achieve compliance in the shortest possible time. This will be refined as part of the ongoing modelling work, which will also identify if a charging CAZ is needed. The effect of any charges, if needed, would be monitored and evaluated once in place and could be subject to change depending on vehicle and air quality levels.

Table 1 shows our estimate of proposed charges included in the consultation and the types of vehicles that would be charged to drive into the charging zones for 2020 option 1 (small CAZ D) and 2020 option 2 (small CAZ D surrounded by medium CAZ C).

For both options, the charges would apply 24 hours a day, seven days a week to non-compliant (older, more polluting) models of each type of vehicle. Any vehicle would only be charged once in each 24-hour period. For 2020 option 2, a vehicle that is charged to enter the CAZ C (outer zone) would not be charged again if they also enter the CAZ D (inner zone).

In 2020 option 1 and 2, the charges would apply to diesel vehicles which are Euro 5 or older and petrol vehicles which are Euro 3 or older – known as ‘non-compliant vehicles’. Charges would not apply to Euro 6 diesel vehicles and Euro 4, 5 and 6 petrol vehicles.

Table 1: minimum Euro standards for compliant vehicles in 2020 option 1 and 2

Vehicle type	Euro category	Euro standard
Bus	M3 (GVW over 5000 kg and more than eight seats in addition to the driver)	Euro VI
Coach	M2 (GVW not exceeding 5000 kg, ref. mass exceeding 2610 kg and more than eight seats in addition to the driver)	Euro VI
HGV	N2 (GVW over 3500 kg and ref. mass over 2610 kg) N3 (GVW over 5000 kg)	Euro VI
Large van	N1 (GVW not exceeding 3500 kg and ref. mass over 1305 kg but not exceeding 2840 kg)	Euro 6 (diesel)
	N2 (GVW over 3500 kg and ref. mass not exceeding 2840 kg)	Euro 4 (petrol)
Minibus	M2 (GVW not exceeding 5000 kg, ref. mass not exceeding 2840 kg and more than eight seats in addition to the driver)	Euro 6 (diesel) Euro 4 (petrol)
Small van/ light commercial	N1 (GVW not exceeding 3500 kg and ref. mass not exceeding 1305 kg)	Euro 6 (diesel)
		Euro 4 (petrol)
Taxi and private hire	Minibus - M2 (GVW not exceeding 5000 kg, ref. mass not exceeding 2840 kg and more than eight seats in addition to the driver) Passenger vehicle with up to eight seats in addition to the driver	Euro 6 (diesel)
		Euro 4 (petrol)
Private car	Passenger vehicle with up to eight seats in addition to the driver (Please note - private cars which do not meet these Euro standards would be charged in a CAZ D. No charges apply to private cars in a CAZ C)	Euro 6 (diesel)
		Euro 4 (petrol)
Ultra low emission vehicles with significant zero emission range will never be charged for entering or moving through a CAZ. Motorcycles would not be charged.		

The consultation information and questions are summarised in Section 2.1 and the full [consultation survey](#) can be viewed online.

1.3 Structure of this report

Chapter 2 of this report describes the new Traffic Clean Air Zones Consultation methodology.

Chapter 3 presents the survey response rate and respondent characteristics.

Chapters 4 to 9 describe the survey feedback on the new Traffic Clean Air Zone options. This comprises quantitative data and analysis of free text comments from the survey responses:

- Chapter 4: concern about the health impacts of poor air quality;
- Chapter 5: respondents' willingness to change how they travel;
- Chapter 6: views on whether each option is a good way to improve air quality;
- Chapter 7: views on financial assistance for replacing non-compliant vehicles;
- Chapter 8: views on exemptions and concessions for selected groups;
- Chapter 9: other comments and suggestions received in survey responses.

Chapter 10 describes feedback received in other correspondence (19 letters and emails).

Chapter 11 describes how this report will be used and how to keep updated on the decision-making process.

Draft

2 Methodology

2.1 Survey

2.1.1 Online survey

The [consultation on new Traffic Clean Air Zone options survey](#) was available online on the council's Consultation & Engagement Hub (bristol.gov.uk/consultationhub) between 8 October and 13 December 2020.

Survey information

The survey contained the following information as context for the survey questions:

- An overview of the health impacts of poor air quality;
- The effects of COVID-19 on air quality;
- An explanation of the council's legal duty to reduce levels of NO₂ to within [legal limits](#) in the shortest possible time;
- An explanation of the Council's preferred approach to managing air pollution through encouraging sustained less-polluting travel patterns;
- A description of the Traffic Clean Air Zone 2020 options 1 and 2, including:
 - The proposed zone boundary and times of operation for each option;
 - The types of vehicles which would pay a charge for both options;
 - The proposed scale of charges for both options.

A summary of the above information was also provided in a short subtitled video on the first page of the consultation.

Survey questions

The survey questions sought feedback on:

- How concerned respondents are about the impacts of poor air quality in Bristol on their health and the health of their family;
- Whether respondents are prepared to change how they travel in central Bristol if it would avoid the need for a clean air charging zone and, if so, what they would be prepared to do;
- Whether each option would be a good way to improve air quality in Bristol. The question structure (a five-point Likert scale from 'strongly agree' to 'strongly disagree' for each option) made it possible for respondents to indicate if they agreed with both options, disagreed with both options or agreed with one option and disagreed with the other;
- Why respondents agreed or disagreed with options 1 and 2;
- Whether respondents would need a loan to change their non-compliant vehicle, and if so what amount of loan would be required. We asked this about private cars, LGVs, private hire vehicles, hackney carriages (taxis), HGVs, buses and coaches;
- Whether respondents would replace their non-compliant vehicle if a £2,000 grant¹² or mobility credit¹³ was available. We asked this about petrol cars, diesel cars, LGVs and taxis;

¹² a grant is used to help replace a non-polluting vehicle with a less polluting one.

¹³ a mobility credit is used to help pay for other transport options, e.g. buying a bike or public transport fares.

- Whether there should be exemptions (pay no charge) or concessions (pay no charge for a limited period) in option 1 and 2 for bus operators, coach operators, people living in the CAZ D area using private cars, and any other groups respondents could specify.
- Any other comments or suggestions about the Traffic Clean Air Zone proposals.

The 'About you' section requested information which helps the council to check if the responses are representative of people across the city who may have different needs:

- Respondents' postcode – this identifies if any parts of the city are under-represented in responding to the consultation and it can show if people from more deprived areas of the city have different views compared to people living in less deprived areas;
- How respondents normally travel for most of their journeys in Bristol;
- Equalities monitoring information – this enables the council to check if we receive responses from people with protected characteristics under the Equality Act 2010;
- Other information about respondents; for example whether they are a council employee, a councillor, or represent a local business;
- How respondents found out about the consultation – to help the council publicise future consultations effectively.

Respondents could choose to answer some or all of the questions in any order and save and return to the survey later.

2.1.2 Paper surveys and alternative formats

23,500 paper copies of the survey with Freepost return envelopes were delivered to areas in the city with typically low response rates to public consultations. Because response rates from more deprived parts of Bristol tend to be lower than from less deprived areas, the distribution areas targeted the more deprived parts of each ward, as shown in Figure 3.

Paper copies were also sent out on request.

Alternative accessible formats (easy read, braille, large print, audio, British Sign Language (BSL) and translation to other languages) were available on request.

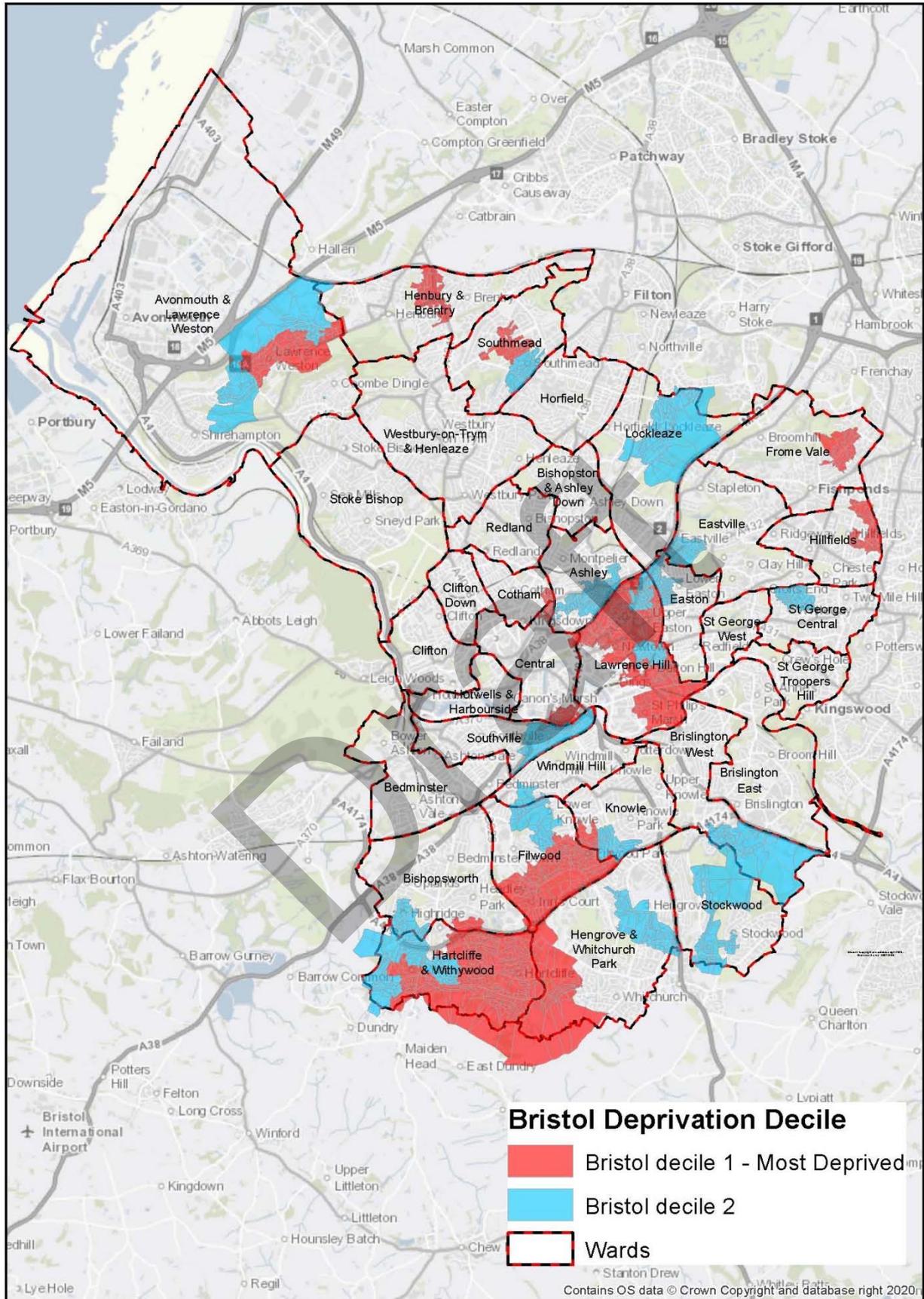
2.1.3 Meetings with specific groups

Council officers briefed the following organisations on details of the 2020 Traffic Clean Air Zones consultation, answered questions and invited survey responses:

- University Hospitals Bristol NHS Foundation Trust;
- Southmead Hospital;
- University of Bristol;
- University of the West of England;
- Bristol Workplace Travel Network;
- Business West (with 55 businesses joining the call);
- Bristol Clean Air Alliance;
- Bristol Walking Alliance;
- Bristol Physical Access Chain;
- Waste contractors.

The officers also briefed officers in neighbouring councils.

Figure 3: Distribution areas for paper surveys



2.2 Other correspondence

19 emails and letters were received in response to the consultation. These are reported in Chapter 10, separately to the survey responses.

2.3 Publicity and briefings

2.3.1 Objective

The following programme of activity was undertaken to publicise and explain the new Traffic Clean Air Zone options consultation. The primary objective was to ensure that information was shared across a wide range of channels, reaching as broad a range of audiences as possible in order to maximise response rates, including feedback by groups that tend to be under-represented in surveys.

2.3.2 Publicity materials

A **Communications Toolkit** was prepared for distribution to partner organisations and stakeholders to help them publicise the consultation. The five-page toolkit included:

- a description of the consultation and how to take part;
- downloadable posters;
- suggested copy for newsletters and websites;
- images and suggested posts for Twitter and Facebook.

120 **posters** were displayed in shops in central Bristol and main shopping centres on busy high streets.

2.3.3 Bristol City Council channels

The consultation and promotional tools were shared via the following council channels and networks:

- Bristol City Council's website;
- Clean Air for Bristol website which also had a wealth of further information about the consultation and air quality in the city;
- E-newsletters: Citizen COVID-19, Ask Bristol, Bristol Older People's Forum newsletter;
- Emails to Citizens' Panel members;
- All members / councillors;
- Tier 1 stakeholders (sent by Mike Jackson) and list of other key stakeholders;
- Voice and Influence Partnership and equalities groups;
- CAZ & transport email subscribers;
- Can Do volunteers;
- Community development team;
- Businesses, schools and community groups;
- Other local authorities;
- Staff-led groups;
- Youth organisations;
- Internal communication channels.

2.3.4 Bristol City Council Partners and other stakeholders

The communications toolkit was shared with partner organisations and other stakeholders with a request to complete the online survey and publicise the consultation via their networks. Emails were followed up with phone calls to many stakeholders by the council's Travel Advisors. The distribution list included:

- MPs;
- All 70 ward councillors;
- Police, fire and ambulance services;
- Highways England and Environment Agency;
- NHS providers and commissioners, including 42 GP practices;
- The University of the West of England (UWE) and University of Bristol;
- 161 primary and secondary schools;
- 19 trade associations including Business West, the CBI, the Federation of Small Businesses and Destination Bristol;
- Business Improvement Districts;
- Transport user groups;
- 112 equalities groups and 26 faith groups;
- Local community associations and voluntary and community sector organisations.

In addition, the council's travel advisors emailed and phoned 1,385 businesses:

- 592 businesses identified to be as most likely to be affected by the proposals, including:
 - 316 general businesses (Bristol markets, builders merchants, catering, cleaning, distribution, engineering, financial, housing associations, legal, manufacturing, trade and membership organisations);
 - 116 retail businesses;
 - 132 transport businesses (car clubs, car hire, taxi, driving schools, transport operators, garages);
 - 28 utilities companies (energy, water, telecoms);
 - Waste and recycling companies.
- 446 additional business contacts with whom the council has established working relationships via the Access West project;
- 347 other businesses in business parks across Bristol.

2.3.5 Public engagement events

During the early part of the consultation, officers gave out postcards and paper surveys and held four engagement events where people could fill in the online survey using tablets:

- College Green;
- Queen Square;
- Crow Lane and Blaise Castle;
- Gainsborough Square.

It was not possible to complete the programme of planned engagement events when more restrictive COVID-19 protocols were introduced in the autumn.

2.3.6 Media engagement

A press release with details of the consultation was issued to coincide with Clean Air Day on 8 October 2020.

This resulted in coverage in all regional media outlets including TV, radio and print.

Information about the consultation was also shared with Bristol's local community newsletters and hyperlocal publications, including advertisements in the Voice magazines, Up Our Street and The Pigeon.

2.3.7 Social Media – posts, outreach and advertising

Regular posts were placed on Bristol City Council's social media channels (Twitter, Facebook, Instagram, Nextdoor and LinkedIn) throughout the consultation, with increased posts at launch, 'two weeks left' and in the final days. The Clean Air For Bristol Twitter account was also used to raise awareness of the consultation.

Targeted posts used wording to appeal to specific audiences. Relevant organisations, groups and other influencers were also tagged in social media posts.

A bespoke infographic and a video of Councillor Dudd talking about the consultation were shared via the Bristol City Council (BCC) and Clean Air For Bristol (CAFB) Twitter accounts.

2.3.8 Radio

The consultation was advertised on local radio stations:

- A five week radio advertising campaign on Ujima Radio and BCFM;
- Live reads on Ujima Radio and BCFM in the final weeks of consultation;
- Promotion on the Ujima social media network.

3 Survey response rate and respondent characteristics

3.1 Response rate to the survey

The Traffic Clean Air Zones Consultation survey received 4,225 responses of which 3,748 (89%) were self-completed online and 477 (11%) were self-completed using paper surveys.

3.2 Geographic distribution of responses

3,431 responses (81%) were received from postcodes within the Bristol City Council area.

214 (5%) responses were from South Gloucestershire, 105 (2%) were from North Somerset, and 37 (1%) were from Bath & North East Somerset (B&NES). 49 (1%) responses were from further afield (Figure 4).

23 (less than 1%) respondents provided unidentifiable postcodes and 366 (9%) did not provide a postcode.

Figure 4: geographic distribution of responses

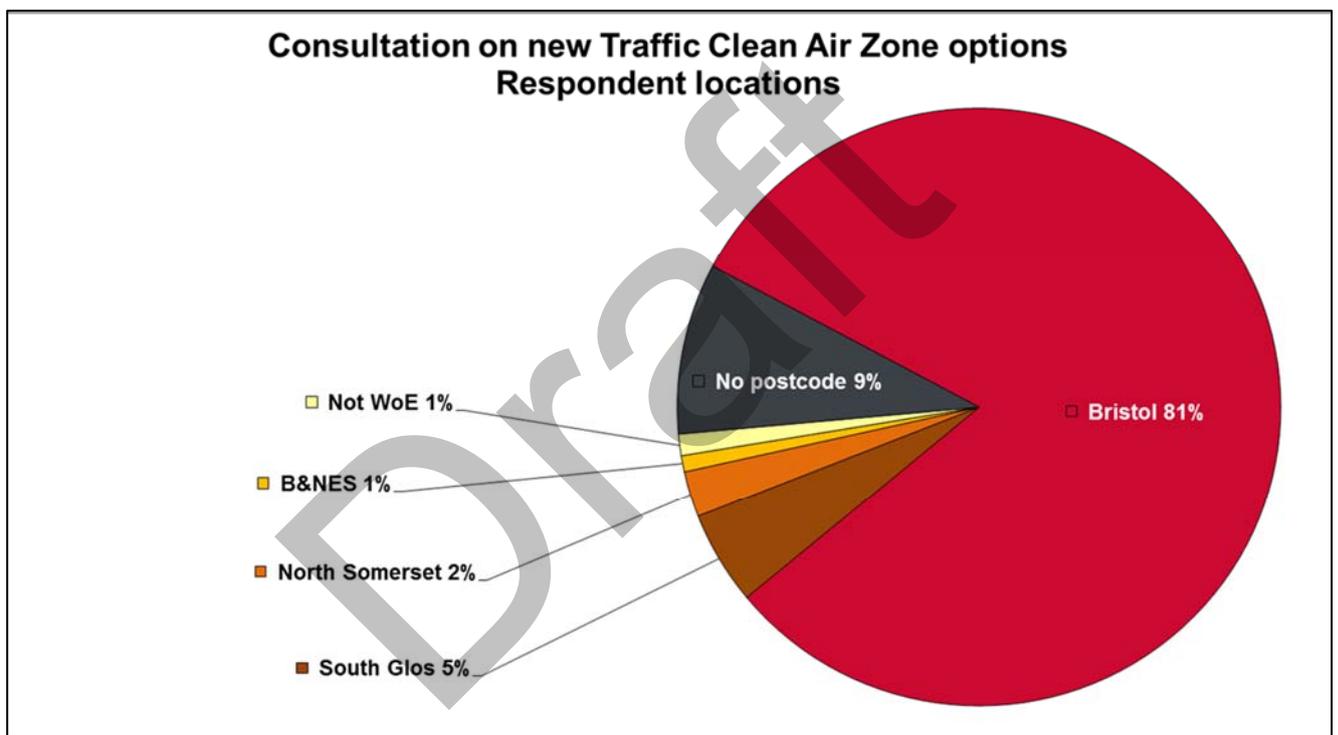


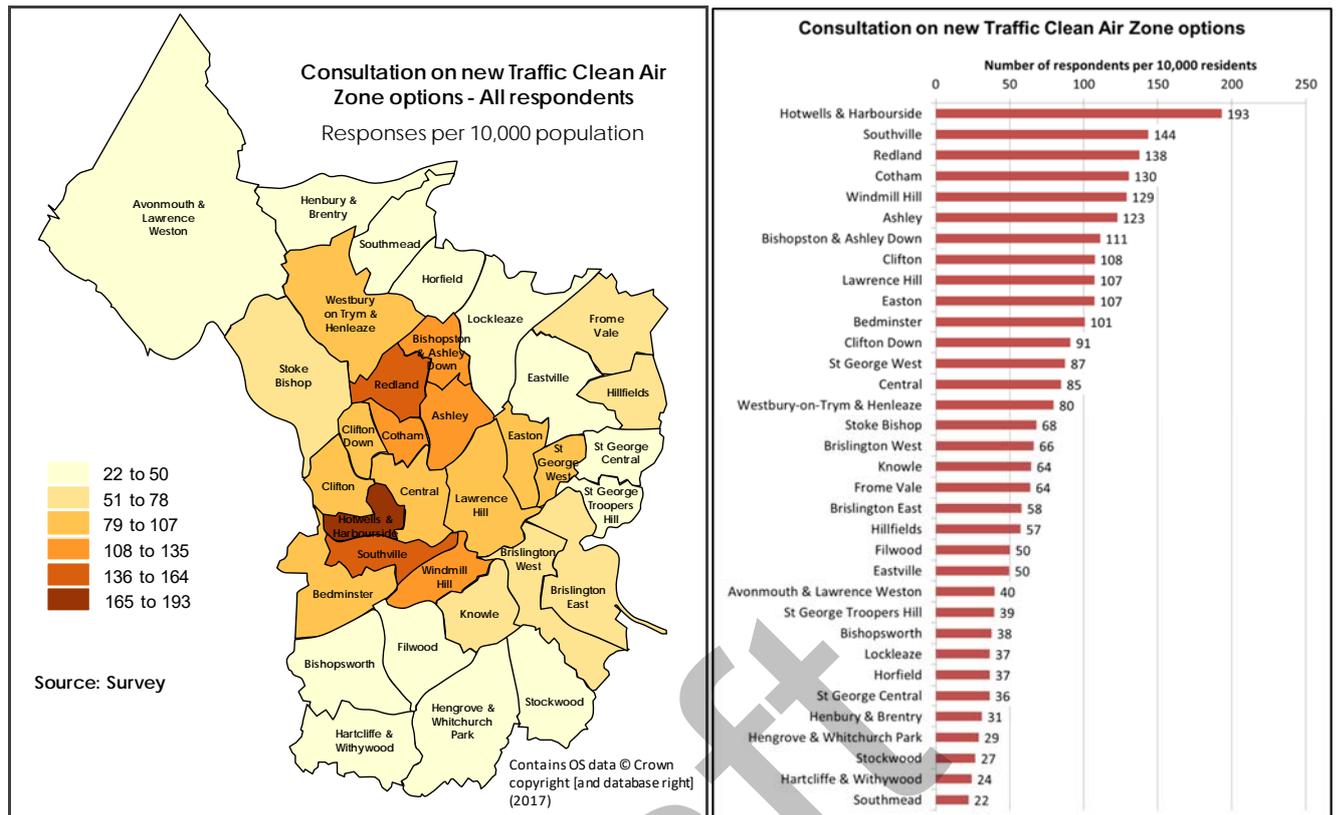
Figure 5 shows the response rates per 10,000 citizens for each ward, based on the 3,431 responses from Bristol postcodes.

The highest response rates are from Hotwells and Harbourside ward which would be within the proposed CAZ D boundary and Southville ward which borders the southern boundary of the proposed CAZ D.

High response rates were received from wards in central and west areas of the city, within or bordering the proposed CAZ C in option 2.

The lowest response rates are from the outer wards in the north and south of Bristol.

Figure 5: geographic distribution of responses in Bristol



3.3 Response rate from areas of high and low deprivation

The home location of respondents in Bristol was compared with nationally published information on levels of deprivation across the city¹⁴ to review if the responses received include a cross-section of people living in more deprived and less deprived areas. This helps the council to know if the views of citizens in more deprived areas differ from people living in less deprived areas.

The comparison looked at levels of deprivation in 10 bands (known as ‘deciles’) from decile 1 (most deprived) to decile 10 (least deprived). Figure 6 compares the percentage of Bristol respondents¹⁵ living in each of the deprivation deciles (red bars) to the percentage of all Bristol citizens who live in each decile (grey bars).

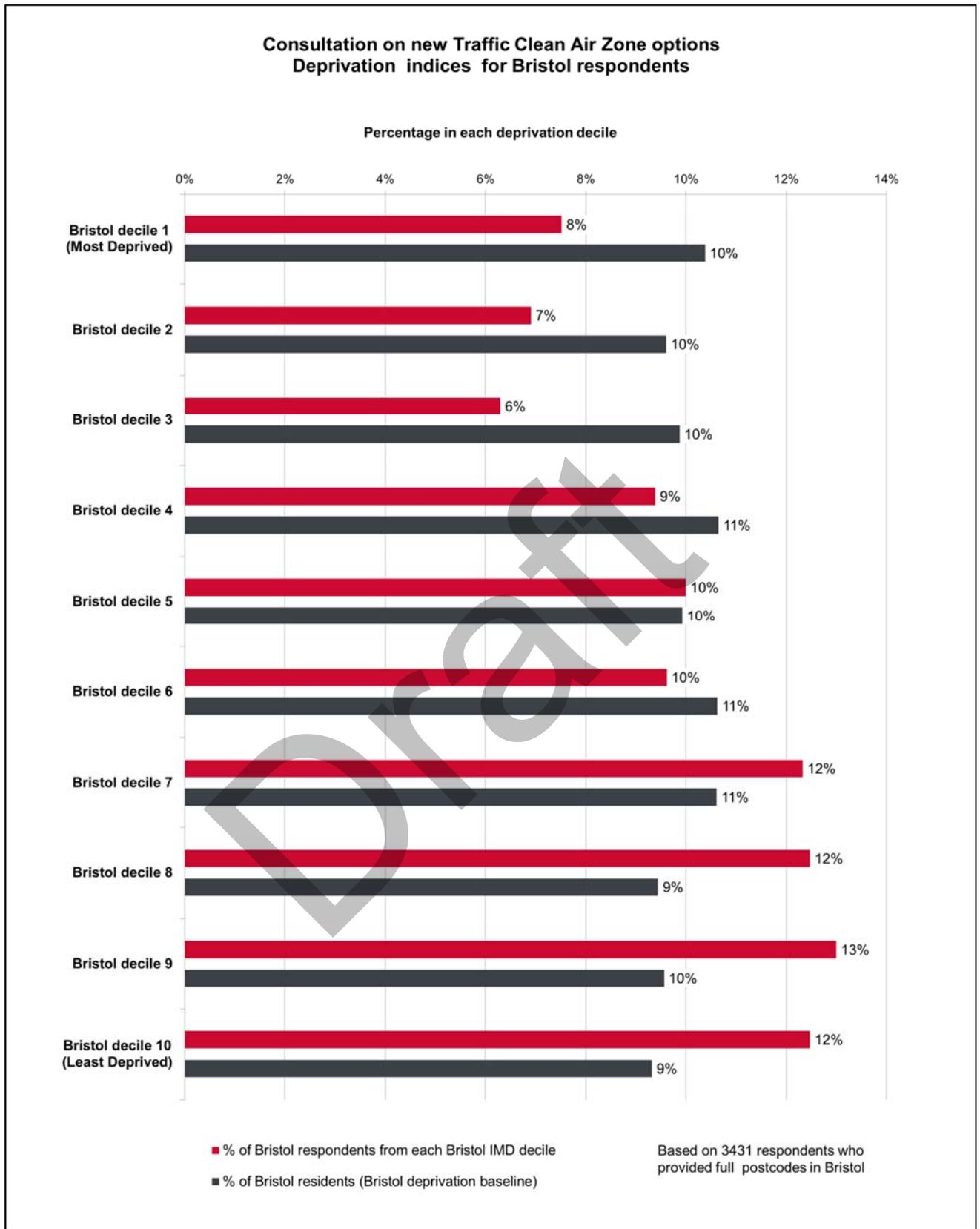
Figure 6 shows the response rate from the most deprived parts of Bristol (deciles 1, 2, 3) is less than the proportion of citizens living in those areas. The proportion of respondents in deprivation deciles 4, 5 and 6 broadly matches the proportion of Bristol citizens living in deciles 4, 5 and 6. Response rates from the least deprived areas of the city (deciles 7 to 10) are higher than the proportion of Bristol citizens living in those areas.

The programme of targeted communications substantially increased responses from the most deprived 20% of the city. Although the more deprived areas are under-represented, the large number of responses in all deciles enables meaningful comparison of the views of people living in the most deprived and least deprived areas.

¹⁴ The Office for National Statistics (ONS) publishes information about deprivation for 32,844 small areas - known as ‘Lower Super Output Areas’ (LSOAs) - throughout England. For each of these areas, a measure of deprivation is published called ‘Indices of Multiple Deprivation’ (IMD), which takes into account 37 aspects of each area that cover income, employment, education, health, crime, barriers to housing and services, and living environment. The home location of respondents to the consultation was compared with the IMD scores for the 263 Lower Super Output Areas that cover the Bristol City Council area.

¹⁵ Based on 3,431 respondents who provided full postcodes in the Bristol administrative area.

Figure 6: Comparison of response rate from areas of high and low deprivation



(Percentages in Figure 6 are given to the nearest integer. The length of bars in the chart reflects the unrounded percentage; hence bars shown as 10% may be slightly different in length.)

3.4 Characteristics of respondents

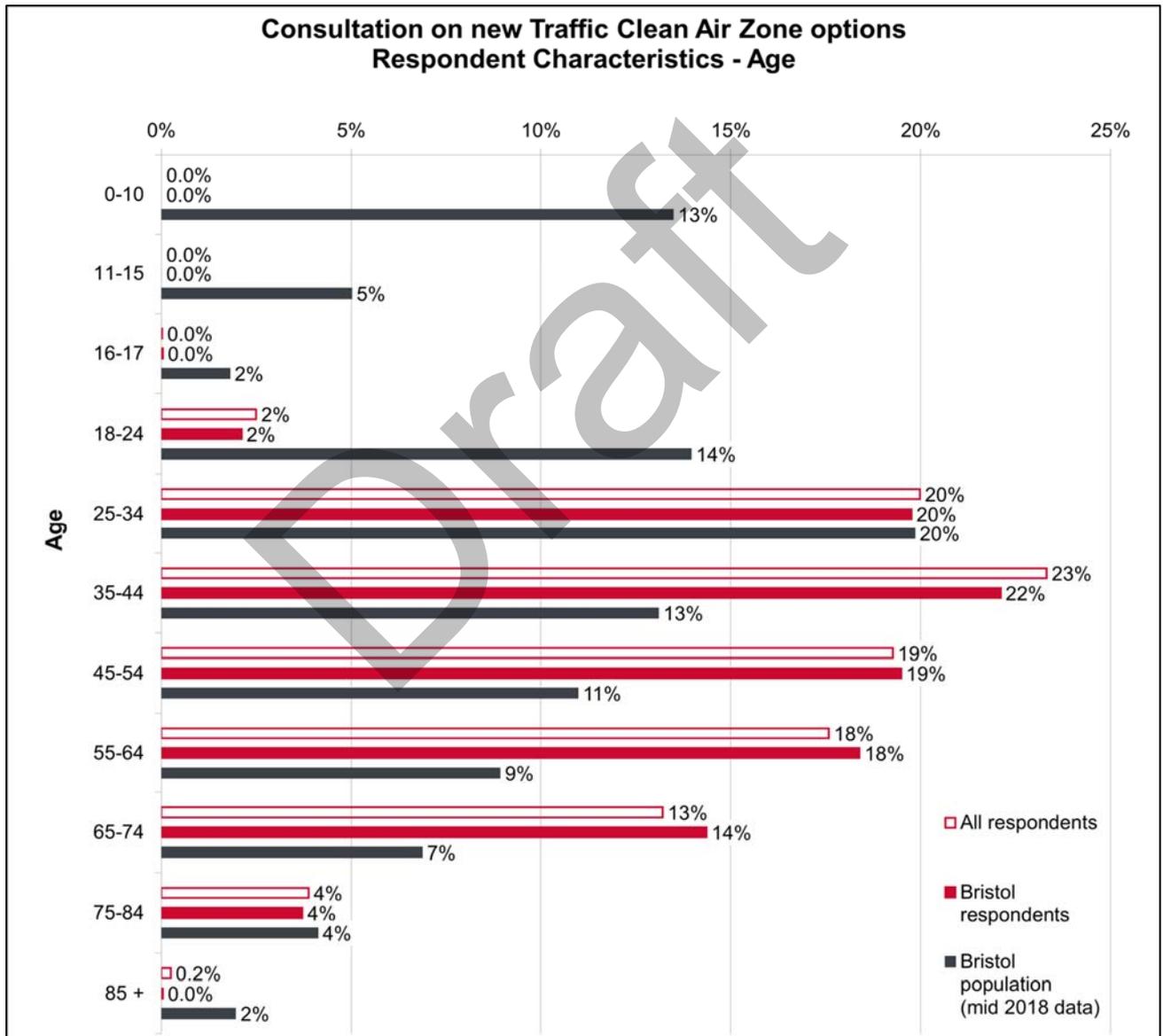
4,192 (99%) people answered one or more of the equalities monitoring questions.

Age

The most common age of respondents was 35-44 years (23%), followed by 25-34 (20%) and 45-54 (19%). The proportion of responses in the age categories 25-34 and 75-84 closely match these age groups' proportion of the population in Bristol. The proportion of responses in the age categories 35-44, 45-54, 55-64 and 65-74 was higher than the proportions of these age groups living in Bristol. Survey responses from children (under 18), young people aged 18-24 and people aged 85 and older were under-represented.

In each age category, the proportions of all respondents and Bristol respondents were similar.

Figure 7: Age of respondents

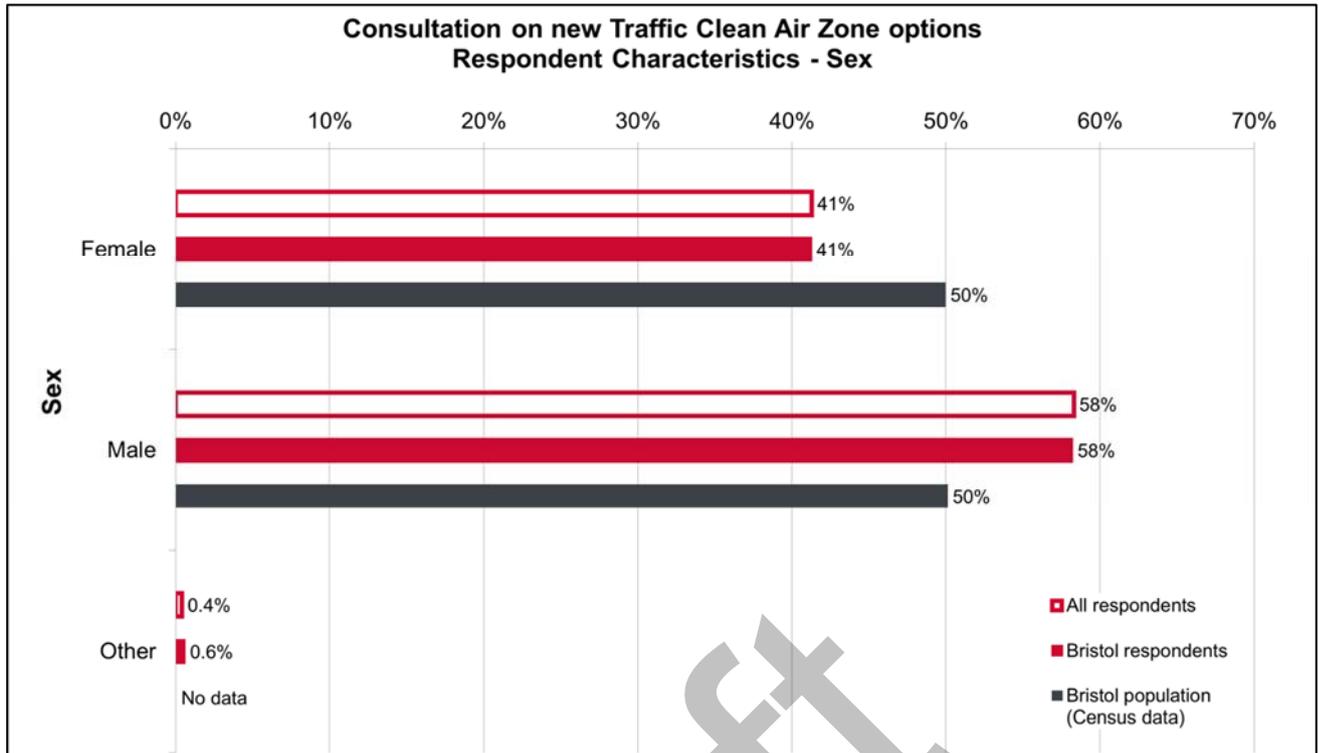


Sex

41% of all responses were from women and 58% were from men. 0.4% were from people who identified as 'other' (0.6% for Bristol respondents).

These percentages exclude the 8% of respondents (7% of Bristol respondents) who answered 'prefer not to say'.

Figure 8: Sex of respondents

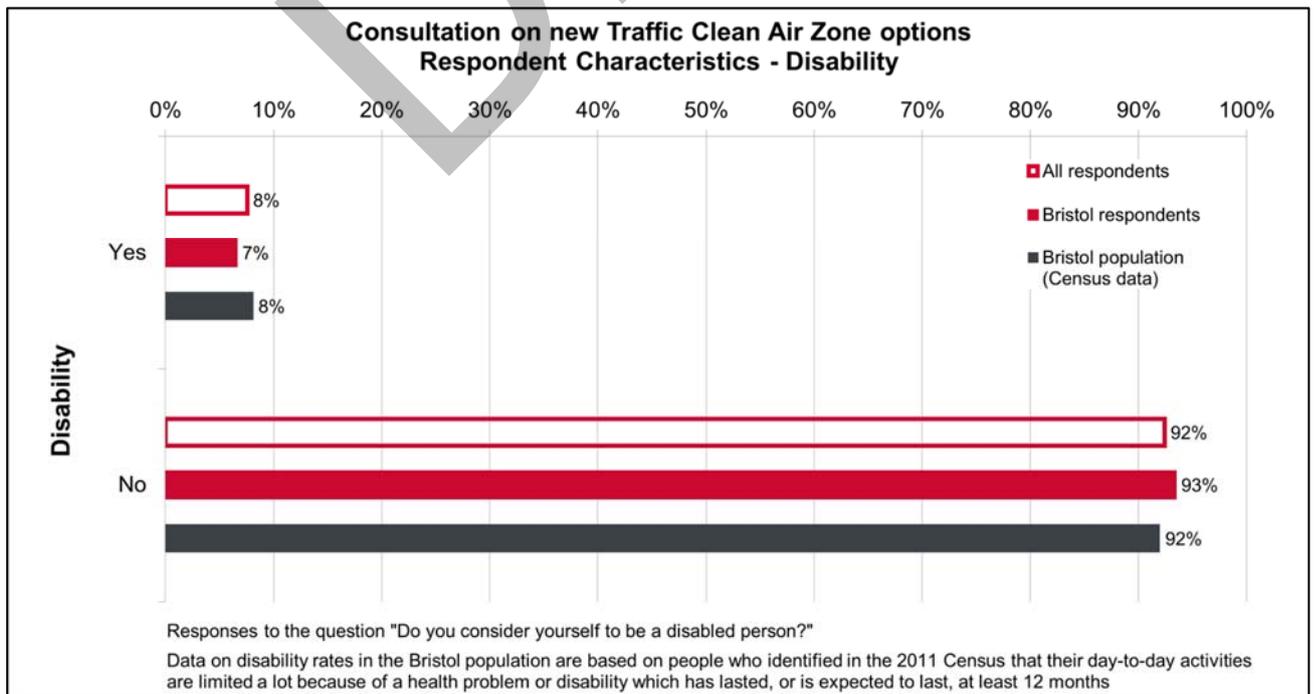


Disability

The proportion of disabled respondents (8%) matched the proportion of disabled people living in Bristol¹⁶. The proportion of disabled respondents from Bristol was 7%.

These percentages exclude the 5% of respondents (5% of Bristol respondents) who answered ‘prefer not to say’)

Figure 9: Disability



¹⁶ Data on disability rates in the Bristol population are based on people who identified in the 2011 Census that their day-to-day activities are limited a lot because of a health problem or disability which has lasted, or is expected to last, at least 12 months.

Ethnicity

The proportions of White British respondents (85%) and White British respondents from Bristol (84%) are higher than the proportion of White British people in the Bristol population.

The response rates from White Irish (2%) and Other White respondents (8%) were also higher than the proportion of these groups living in Bristol.

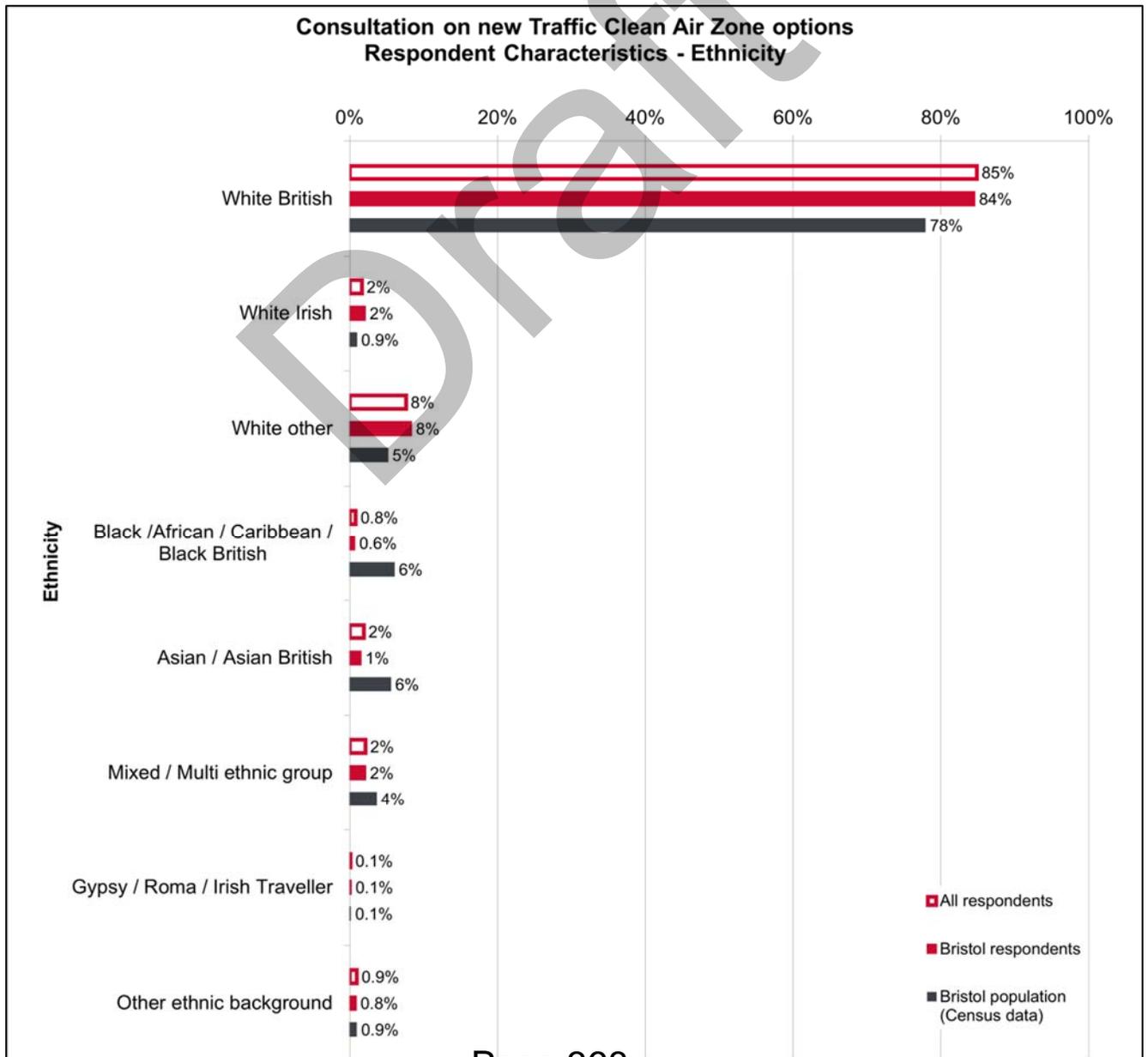
Black, Asian and mixed/multi ethnic respondents were under-represented in the response rates compared to the proportion of BAME citizens living in Bristol. We were unable to carry out some of the engagement methods we have used previously to encourage participation in these communities due to COVID-19 restrictions.

The response rates from Gypsy / Roma / Irish Traveller people (0.1%) and other ethnic backgrounds (0.9%) closely matches the proportions of these citizens living in Bristol.

These percentages exclude the 9% of respondents (8% of Bristol respondents) who answered ‘prefer not to say’)

The proportion of each ethnicity for all respondents closely matches Bristol respondents, with the exception of Asian/Asian British, for whom the response rate for citizens giving Bristol postcodes (1%) is lower than for all respondents (2%).

Figure 10: Ethnicity of respondents



Religion/Faith

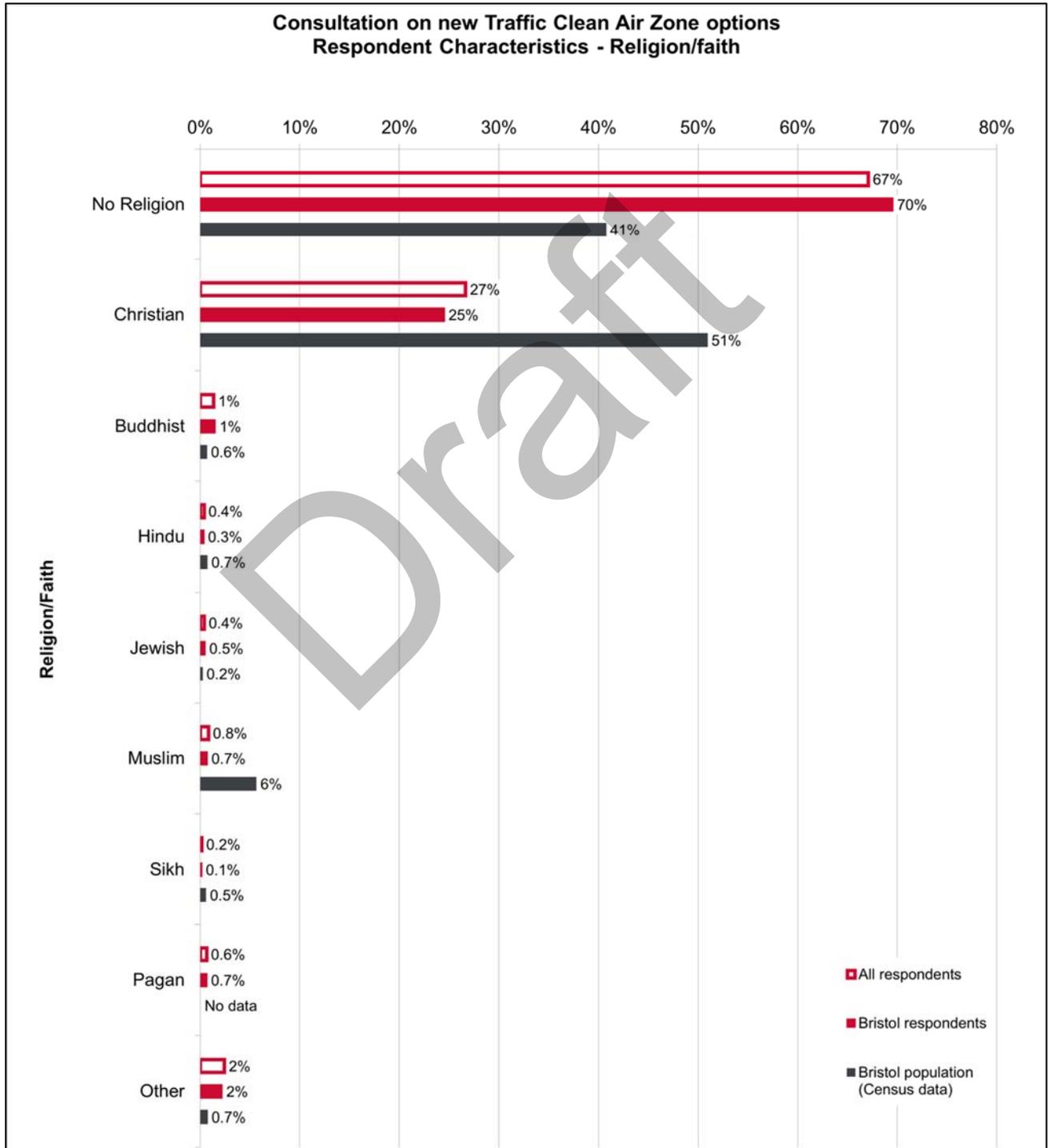
Religion/faith - People with no religion (67% of respondents and 70% of Bristol respondents) responded in higher proportions than people of no religion in Bristol’s population.

Christians (27%), Muslims (0.8%), Hindus (0.4%) and Sikhs (0.2%) were under-represented compared to the proportions of people with these faiths living in Bristol.

The proportion of Jewish respondents (0.4%), Buddhists (1%) and people of other faith (2%) were higher than the Bristol population.

The proportion of each religion/faith for all respondents is similar to Bristol respondents.

Figure 11: Religion / faith of respondents



Other protected characteristics and refugee/asylum status

The survey also asked respondents about three other protected characteristics (sexual orientation, gender reassignment, pregnancy and recent maternity) and if they are a refugee or asylum seeker.

Census data are not available for the proportion of people with these characteristics living in Bristol. Figures 12, 13, 14 and 15 show the proportions of all respondents and Bristol respondents for each of these characteristics. The proportion of each characteristic for all respondents closely matches the proportion for Bristol respondents.

Figure 12: Sexual orientation

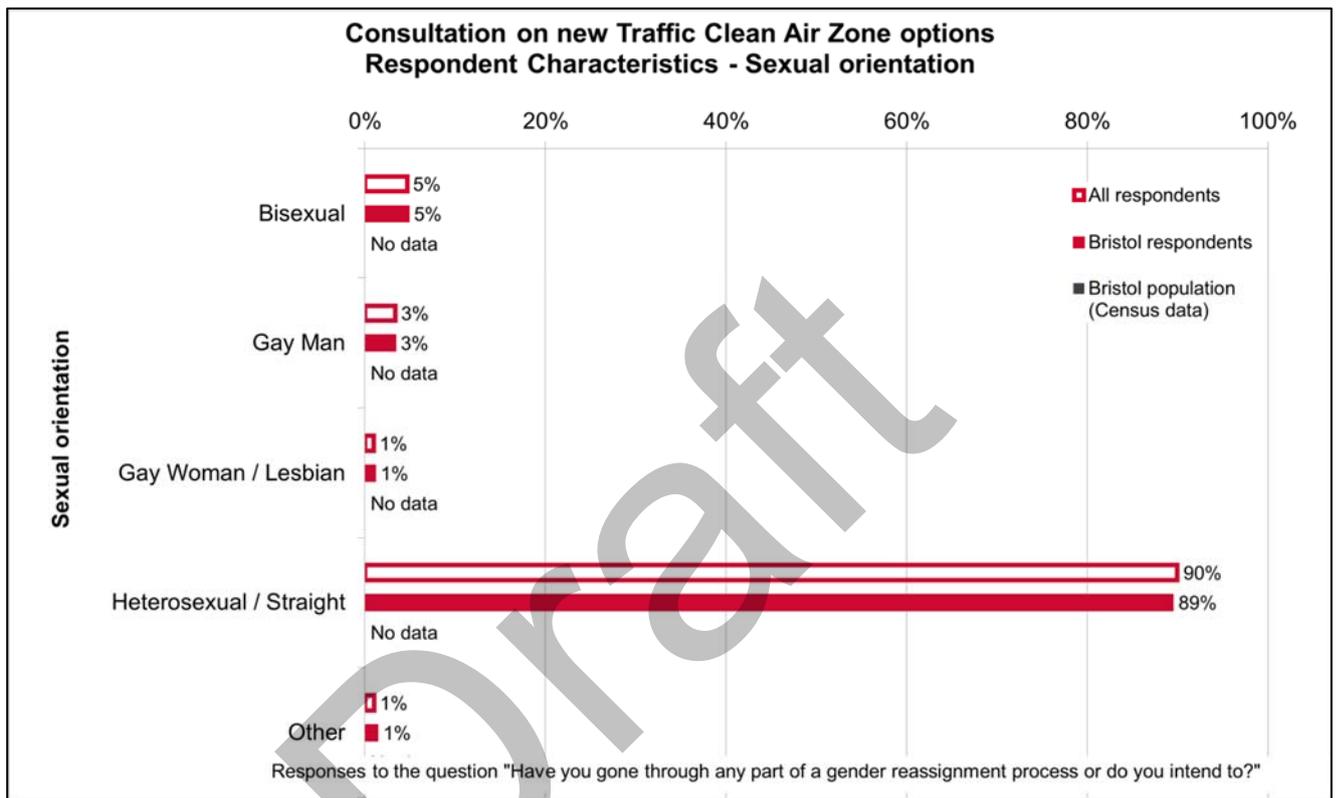


Figure 13: Gender reassignment

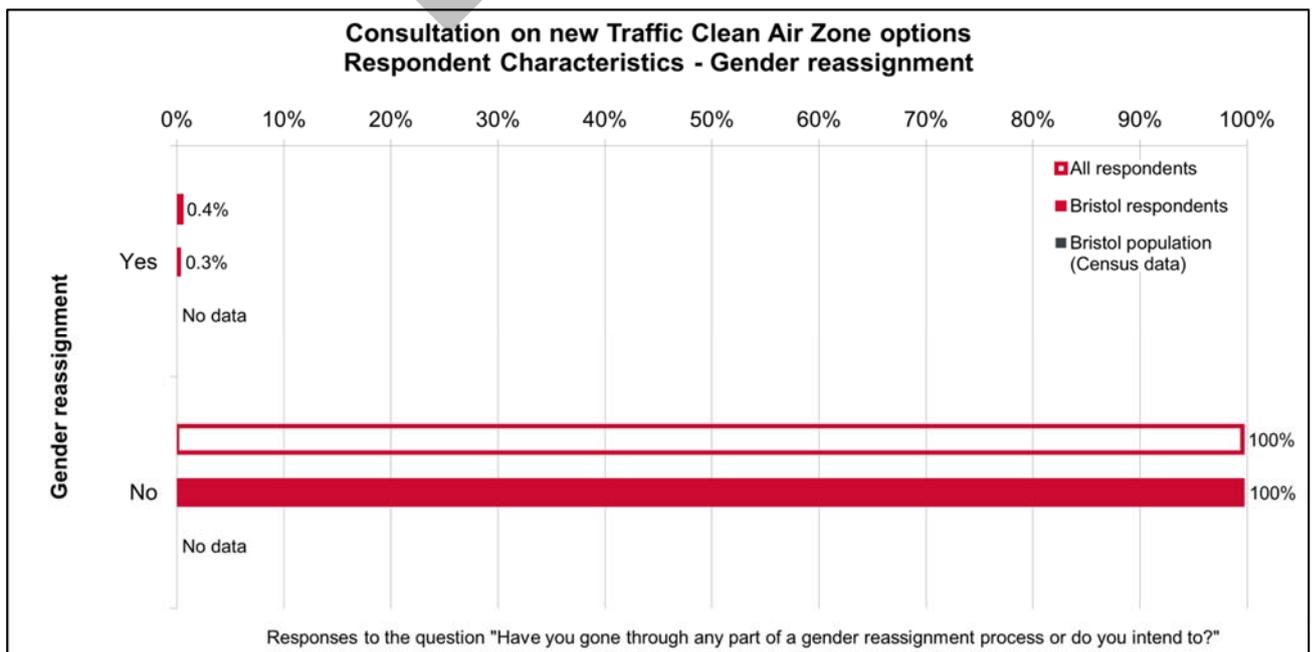


Figure 14: Pregnancy / Maternity

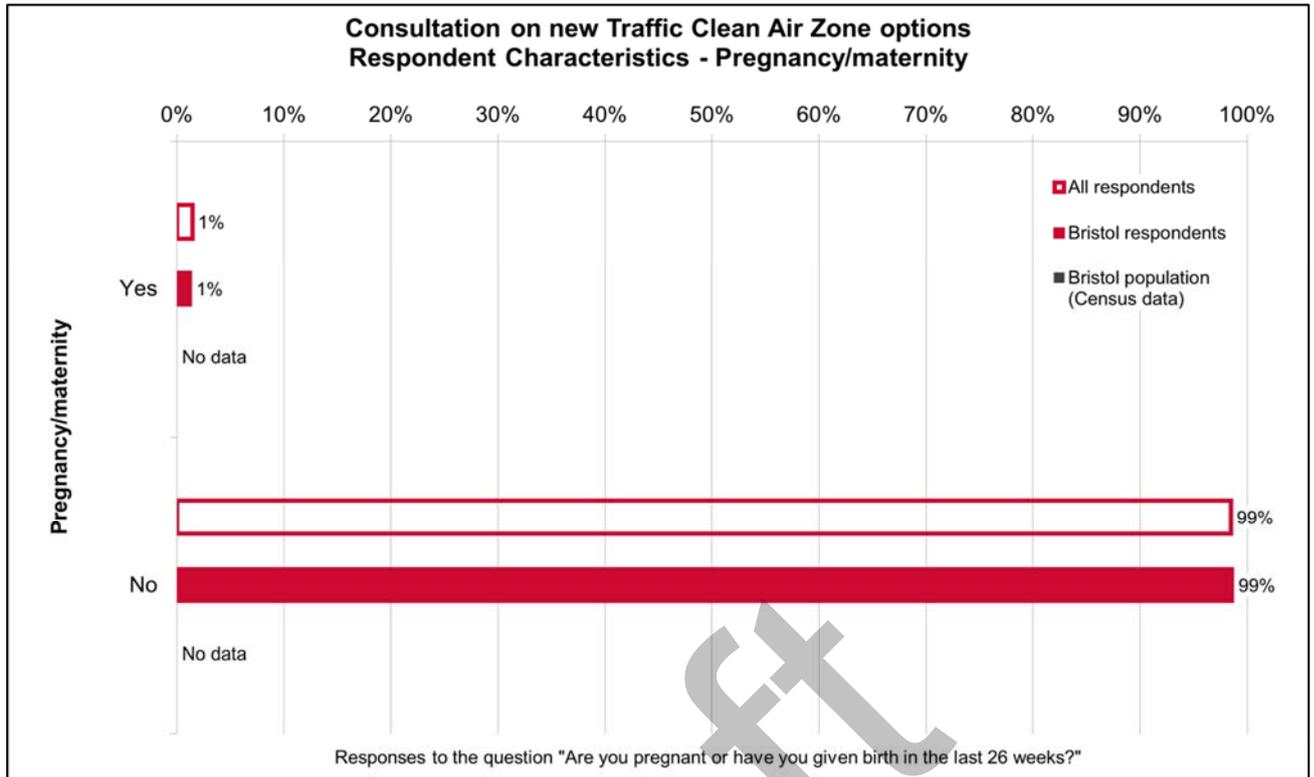
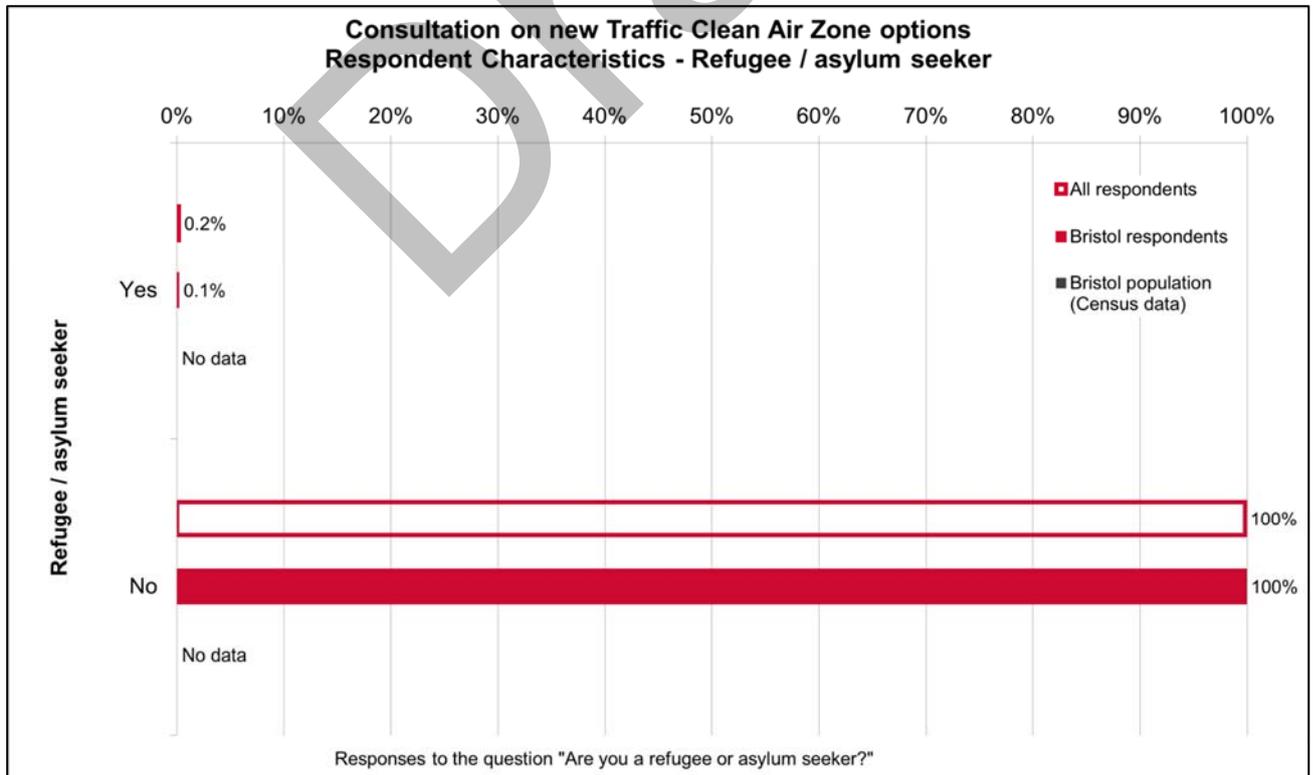


Figure 15: Refugee or asylum seeker



Other respondent characteristics

4,145 (98%) respondents provided other details of their personal situation, selecting from the following list of 13 options¹⁷:

- 3,752 (90% of the 4,145 respondents who answered the question) are residents;
- 344 (8%) work in Bristol but live elsewhere;
- 289 (7%) represent and/or own a local business;
- 80 (3%) drive a van (LGV) for work;
- 18 (0.4%) drive an HGV for work;
- 11 (0.3%) drive a taxi/private hire vehicle;
- 9 (0.2%) were responses on behalf of a public transport provider;
- 8 (0.2%) were responses on behalf of a coach operator;
- 13 (0.3%) were responses on behalf of a Voluntary/Community/Social Enterprise;
- 9 (0.2%) were responses on behalf of a health or social care provider;
- 6 (0.1%) are councillors;
- 1 (0.02%) are MPs;
- 118 (3%) selected 'other'.

Of the 118 respondents who selected 'other':

- 24 provided information about their employment role and 9 stated that they are retired;
- 17 defined themselves in terms of how they travel (e.g. diesel driver);
- 3 said that they were responsible for a fleet of vehicles;
- 26 are visitors to Bristol;
- 19 stated where they live outside of Bristol;
- 16 stated that they both live and work in Bristol;
- 13 stated that they commute out of Bristol;
- 8 stated that they are disabled;
- 4 said that they are students;
- 3 said they have children;
- 2 are carers;
- 24 provided other details.

3.5 Respondents main travel mode in Bristol

4,140 (98%) respondents provided details of how they normally travel for most of their journeys in Bristol. 3,402 of these respondents live in Bristol (81% of all 4,225 respondents to the survey and 99.2% of the Bristol respondents).

The survey required respondents to select one method of travel from a list of 10 options, which they use for most of their journeys in Bristol.

¹⁷ Because respondents could select more than one option, the total percentages exceed 100%

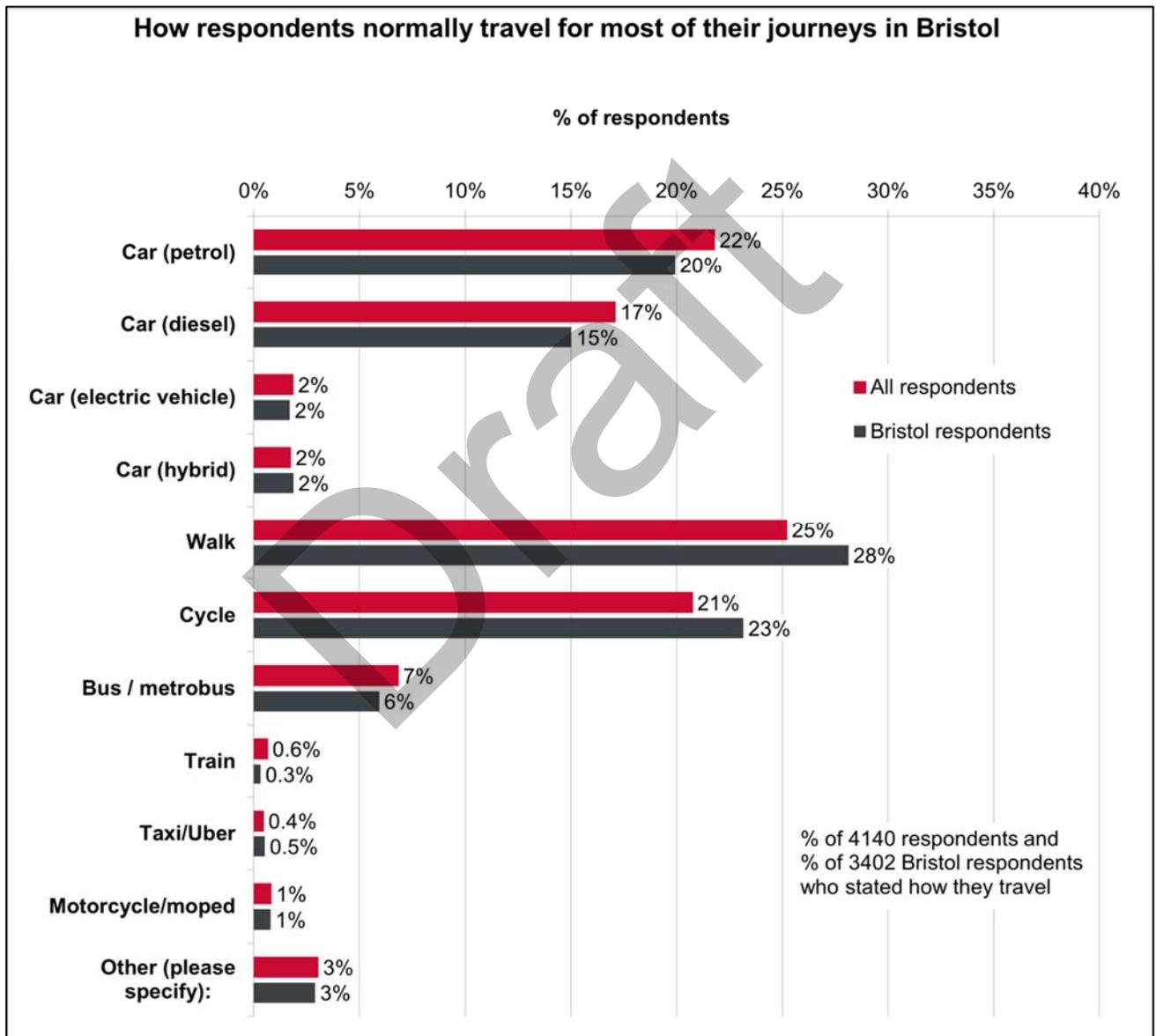
Figure 16 compares the proportion of respondents who travel by each travel mode, for all respondents and for Bristol respondents.

A lower proportion of Bristol respondents use diesel cars (15%) or petrol cars (20%), compared to all respondents (17% diesel cars and 22% petrol cars) and a higher proportion of Bristol respondents walk (28%) or cycle (23%) as their main travel mode in the city.

125 respondents (98 Bristol respondents) selected ‘other’. Of these:

- 71 stated that they use multiple travel modes for different journeys;
- 28 said they used an LGV as their main travel mode;
- 7 said they did not travel into Bristol.

Figure 16: Respondents’ main travel mode in Bristol



4 Survey responses: concern about the health impacts of poor air quality

4.1 Comparison of the views of all respondents and Bristol respondents

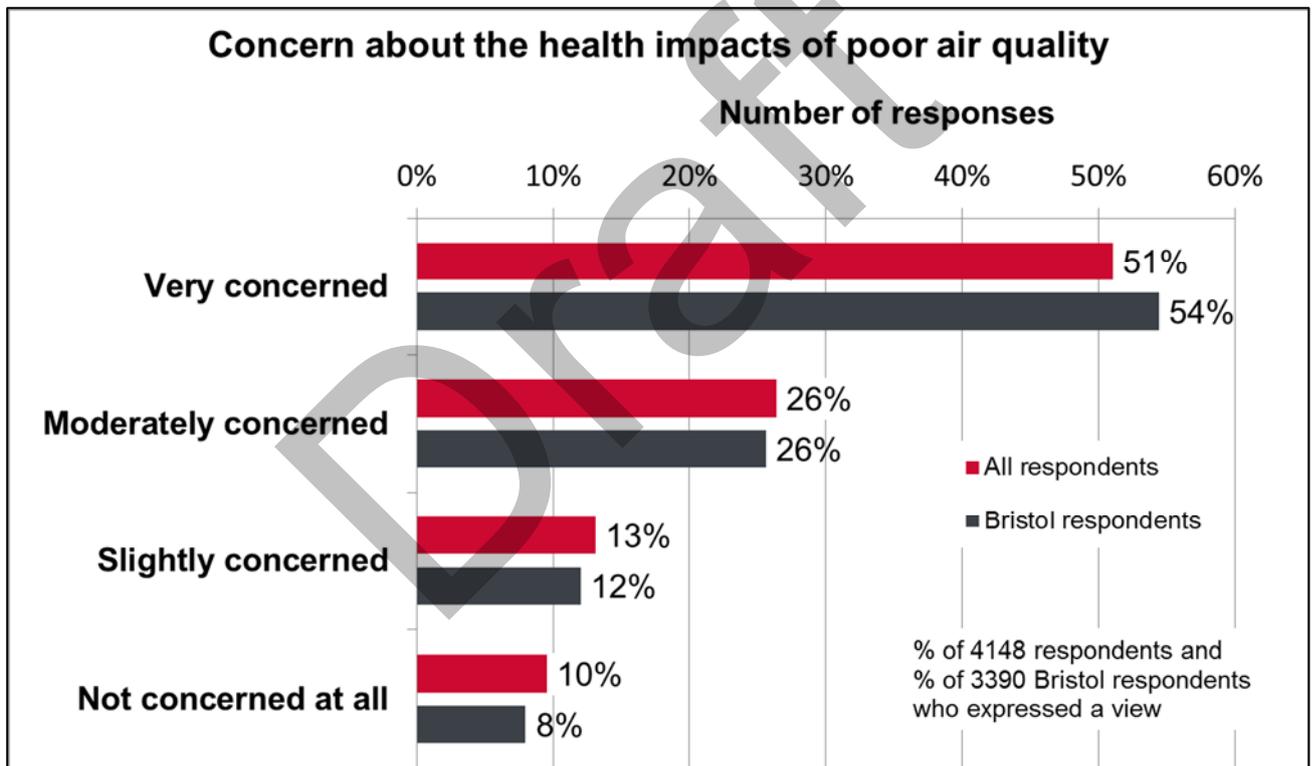
Respondents were asked to state how concerned they are about the impacts of poor air quality in Bristol on their health and the health of their family, choosing from the following four options:

- Very concerned;
- Moderately concerned;
- Slightly concerned;
- Not concerned at all.

Of the 4,225 people who responded to the Traffic Clean Air Zones consultation, 4,148 (98%) stated their level of concern. 77 people did not answer this question.

Figure 17 compares the percentage of all respondents and Bristol respondents who are very concerned, moderately concerned, slightly concerned and not concerned at all.

Figure 17: Concern about health impacts of poor air quality



There is a high level of concern about the health impacts of poor air quality among respondents, and health concerns are higher still among Bristol respondents.

77% of all respondents to the question (3,210 respondents) are very concerned or moderately concerned, with 51% (2,117 respondents) stating they are very concerned and 26% (1,093 respondents) being moderately concerned.

A higher proportion of Bristol respondents (80%) are very concerned or moderately concerned, with 54% being very concerned and 26% being moderately concerned.

13% of all respondents (543 people) and 12% of Bristol respondents are slightly concerned.

10% of all respondents (395 people) and 8% of Bristol respondents are not concerned at all.

4.2 Differences in concerns about health by level of deprivation

Concern about health impacts of poor air quality were compared for respondents from areas of Bristol with different levels of deprivation¹⁸ (Figure 18). The comparison used the postcodes provided by respondents in Bristol to match each response to one of 10 deprivation bands (deciles) as described in Section 3.3.

Figure 18: Concern about health impacts of poor air quality in each deprivation decile

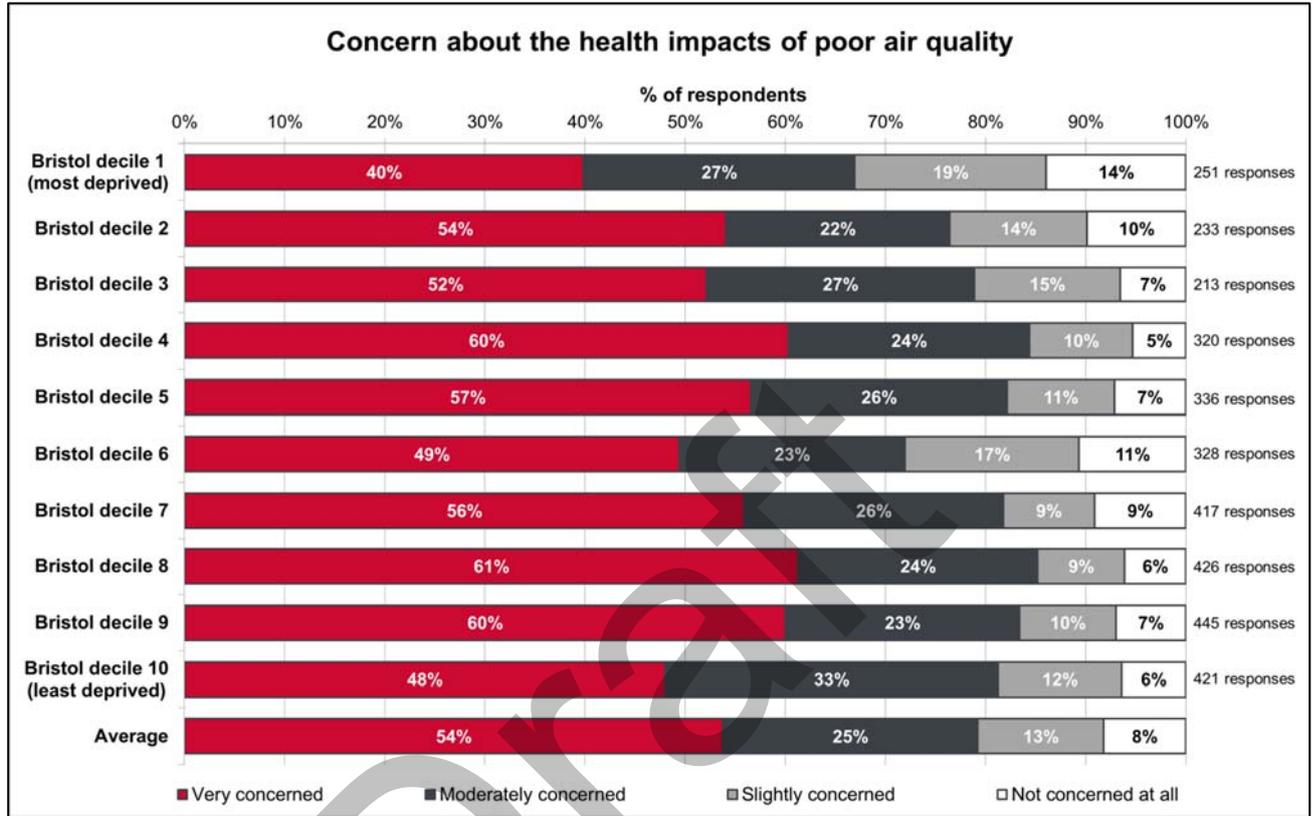


Figure 18 shows that there is a high proportion (at least 40%) of respondents in Bristol who are very concerned about health impacts in all deprivation deciles.

The most deprived 10% of Bristol (decile 1) has the lowest proportion of very concerned respondents (40%) and the highest proportion who are not concerned at all (14%).

However the least deprived 10% (decile 10) has the second lowest proportion of very concerned respondents (48%).

Overall there is no strong trend in how health concerns vary between areas of high and low deprivation.

¹⁸ The Office for National Statistics (ONS) publishes information about deprivation for 32,844 small areas - known as 'Lower Super Output Areas' (LSOAs) - throughout England. For each of these areas, a measure of deprivation is published called 'Indices of Multiple Deprivation' (IMD), which takes into account 37 aspects of each area that cover income, employment, education, health, crime, barriers to housing and services, and living environment. The home location of respondents to the consultation was compared with the IMD scores for the 263 Lower Super Output Areas that cover the Bristol City Council area.

5 Respondents’ willingness to change how they travel

5.1 All respondents

Respondents were asked if they would be prepared to change how they travel into central Bristol if it would avoid the need for a clean air charging zone.

Of the 4,225 people who responded to the new Traffic Clean Air Zone options consultation, 4,180 (99%) answered this question. Of these:

- 1,574 (38%) said they were prepared to change how they travel;
- 537 (13%) said they would not change;
- 440 (11%) said they were not sure;
- 1,629 (39%) already walk, cycle, use public transport or a low emission vehicle (LEV)¹⁹.

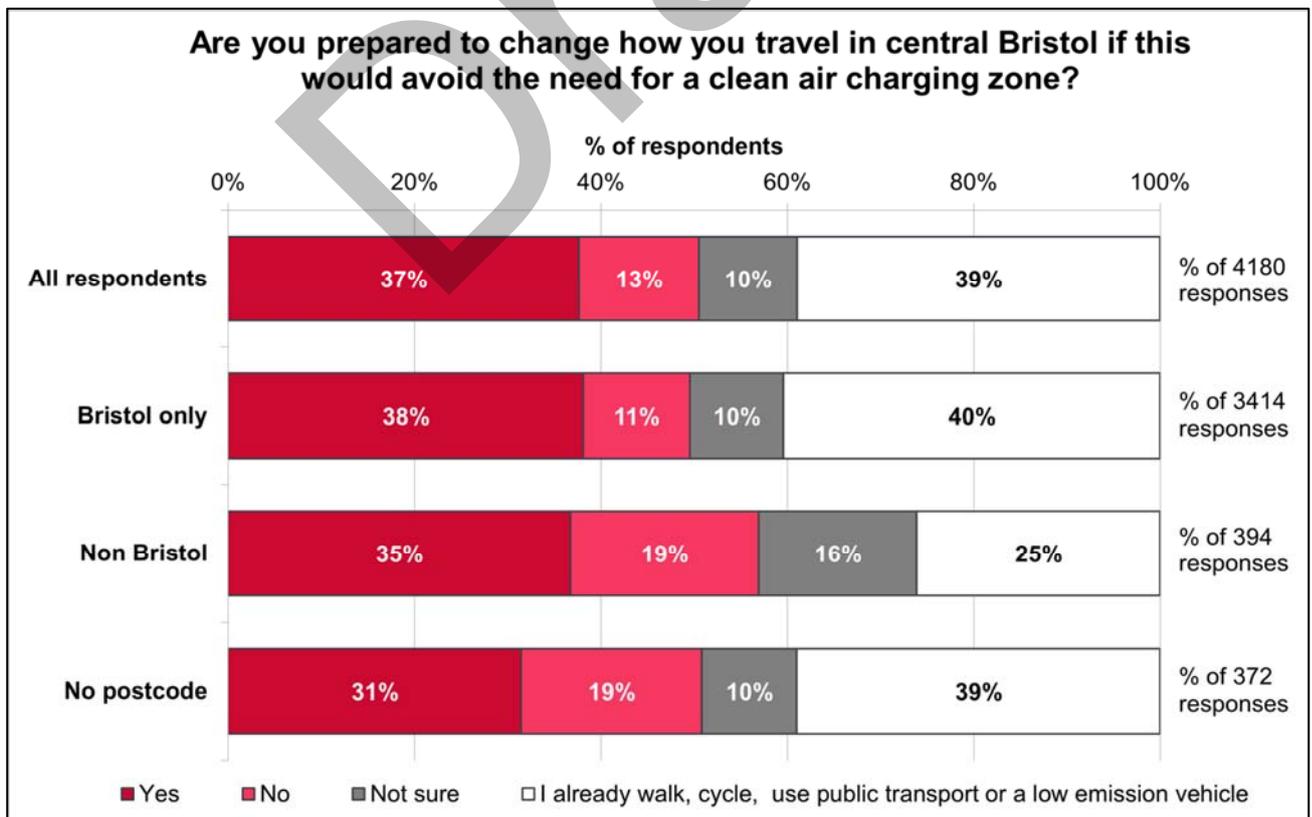
5.2 Comparison of Bristol and non-Bristol respondents

Figure 19 compares respondents’ willingness to change how they travel into central Bristol for three groups of respondents; 3,414 respondents living in Bristol, 394 respondents living outside Bristol and 372 respondents who did not state where they live.

At least 31% of respondents in each of the geographical groups stated they are willing to change how they travel. Similar proportions of Bristol respondents (38%) and non-Bristol respondents (35%) say they are prepared to change how they travel.

However, higher proportions of the non-Bristol respondents said they were not prepared to change how they travel (19%, compared to 11% of Bristol respondents) or were not sure (16%, compared to 10% of Bristol respondents), and a smaller proportion already walk, cycle, use public transport or a LEV (25%, compared to 40% for Bristol respondents).

Figure 19: Respondents’ willingness to change how they travel into central Bristol



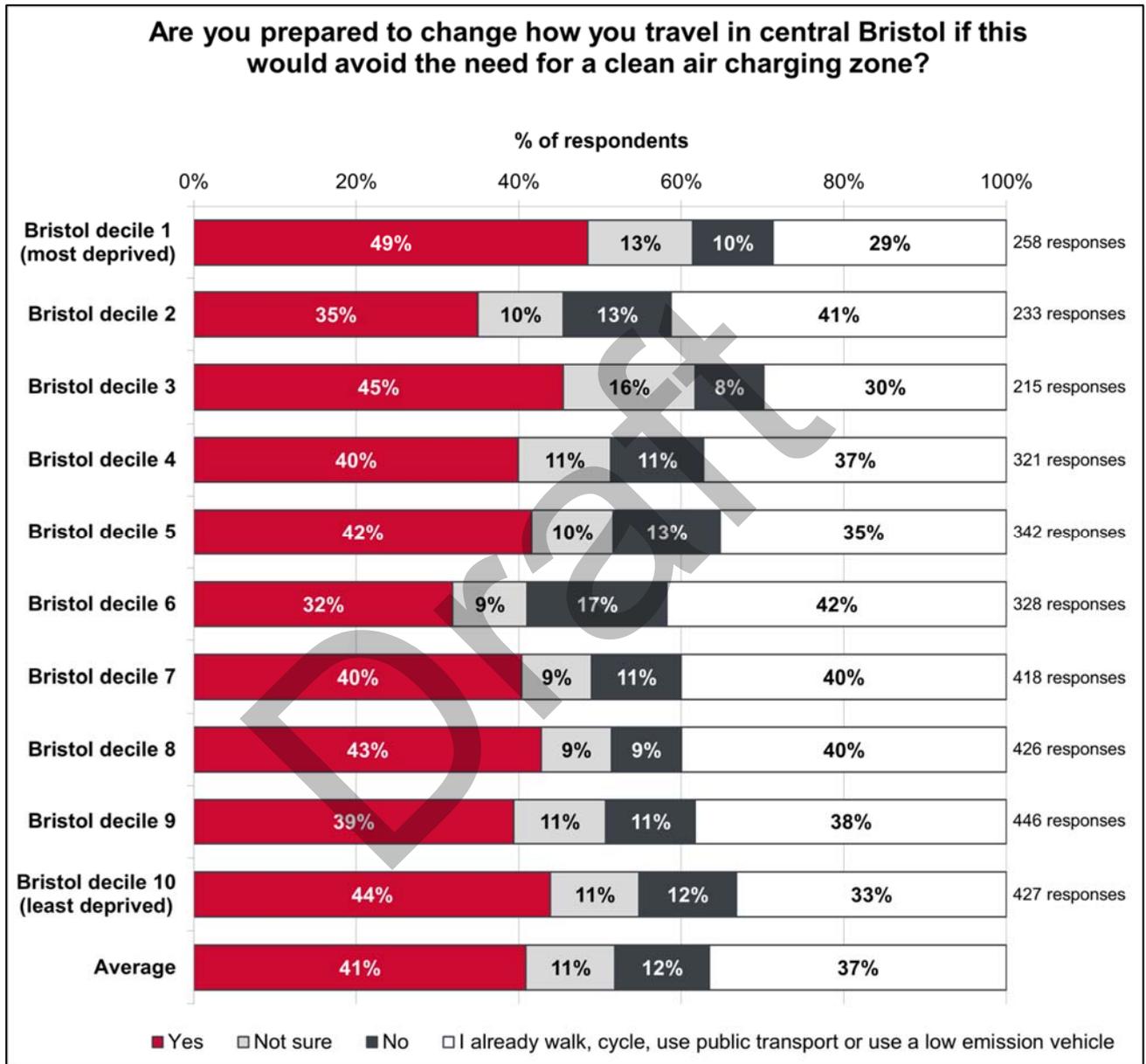
¹⁹ The “I already walk, cycle, use public transport or use an LEV” option was added on 20 October 2020. Of 1,075 responses that had already been submitted by that date, 71 stated as free text that they currently walk, cycle, use public transport or use an LEV, so their response was amended to the new answer option.

5.3 Variation in willingness to change travel by level of deprivation

Respondents’ willingness to change how they travel into central Bristol was compared for respondents from areas of Bristol with different levels of deprivation (Figure 20).

Respondents living in decile 1 (the most deprived 10% of Bristol) and decile 3 were the most prepared to change how they travel if it would avoid the need for a charging CAZ (49% in decile 1; 45% in decile 3). There is no trend across the other deprivation deciles.

Figure 20: Willingness to change travel for respondents in each deprivation decile



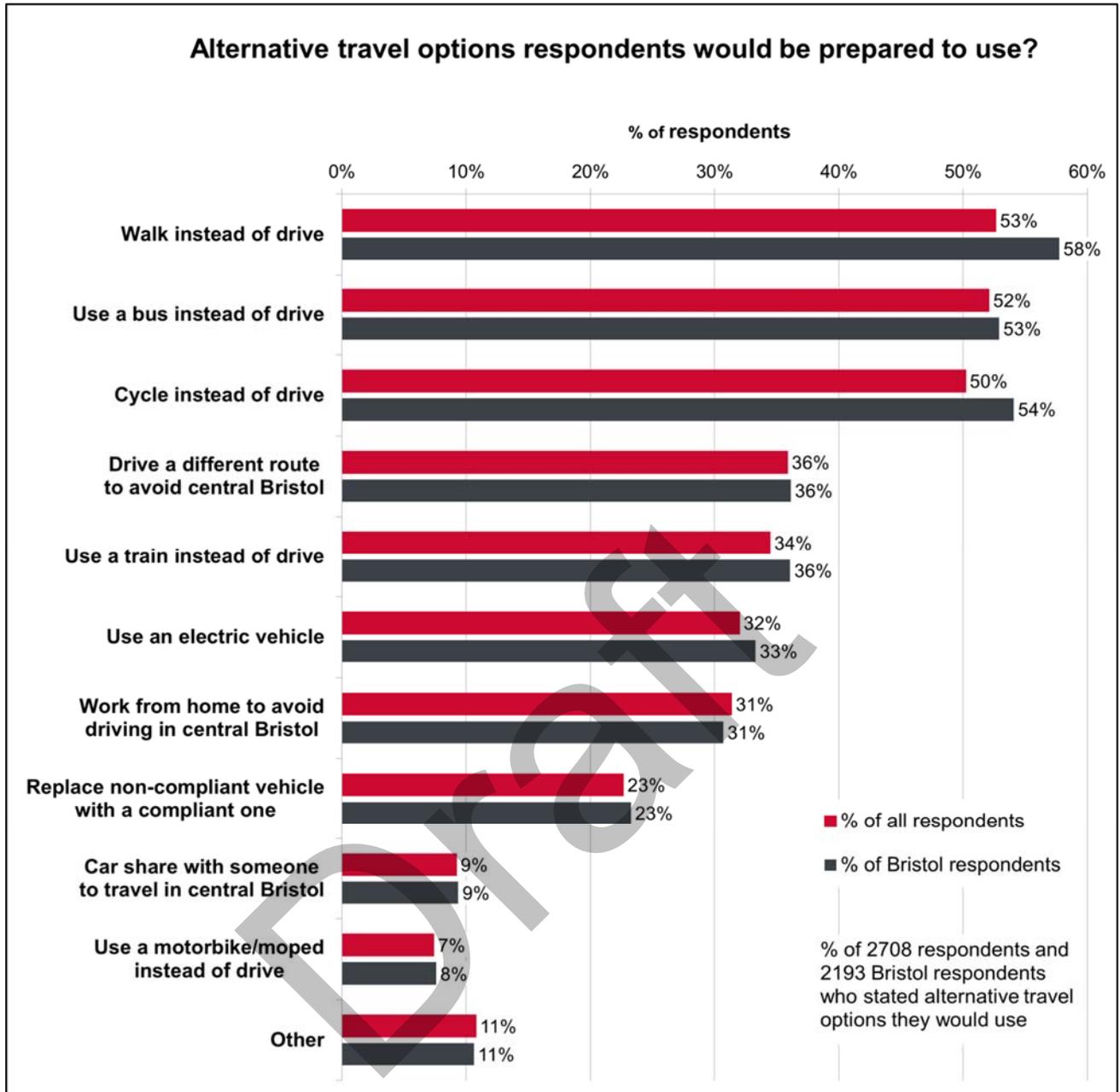
5.4 Alternative travel options respondents would be prepared to use

2,708 people answered the follow-up question on **how** they would change their travel. Respondents could select as many choices as they wanted²⁰.

Figure 21 shows the alternative travel options respondents would be prepared to use for all respondents and respondents who gave a Bristol postcode.

²⁰ The sum of the percentages for the alternative travel options exceeds 100% because respondents could select more than one option.

Figure 21: Alternative travel options respondents would be prepared to use



The three most common options, each selected by at least half the respondents, were:

- Switching from driving to walking (1,424 respondents; 53%);
- Using a bus instead of driving (1,409 respondents; 52%);
- Switching to cycling (1,358 respondents; 50%).

The proportions of Bristol respondents selecting these options was higher than for respondents living elsewhere.

Around a third of respondents stated that they would:

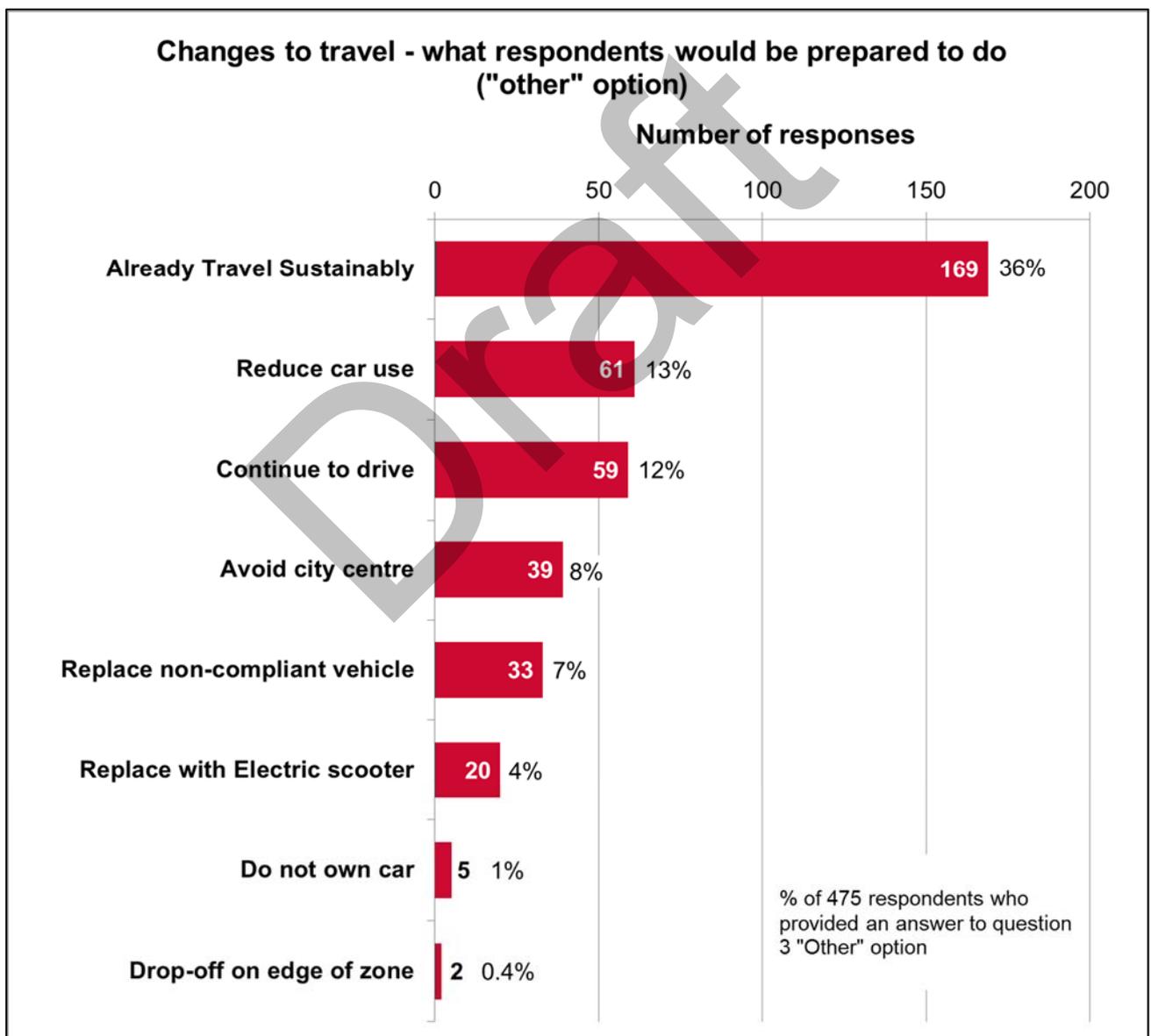
- Drive a different route to avoid central Bristol (970 respondents; 36%);
- Use a train instead of driving (932 respondents; 34%);
- Use an electric vehicle (865 respondents; 32%);
- Work from home to avoid driving in central Bristol (848 respondents; 31%).

612 (23%) said they would replace their non-compliant vehicle with a compliant one; 248 (9%) said they would car share; and 199 (7%) said they would use a motorbike/moped.

291 respondents (11%) selected “other”. A larger number (475 respondents) specified other travel options in the “other, please specify” free text box for this question (Figure 22). Of these:

- 169 (36%) said they already travelled sustainably;
- 61 (13%) said they would reduce their car use;
- 59 (12%) said they would continue to drive;
- 39 (8%) said they would avoid the city centre;
- 33 (7%) said they would replace their non-compliant vehicle;
- 20 (4%) said they would use an electric scooter instead;
- 5 (1%) said they do not own a car;
- 2 (0.4%) said they would get dropped off on the edge of the zone.

Figure 22: Other changes to travel behaviour specified as free text



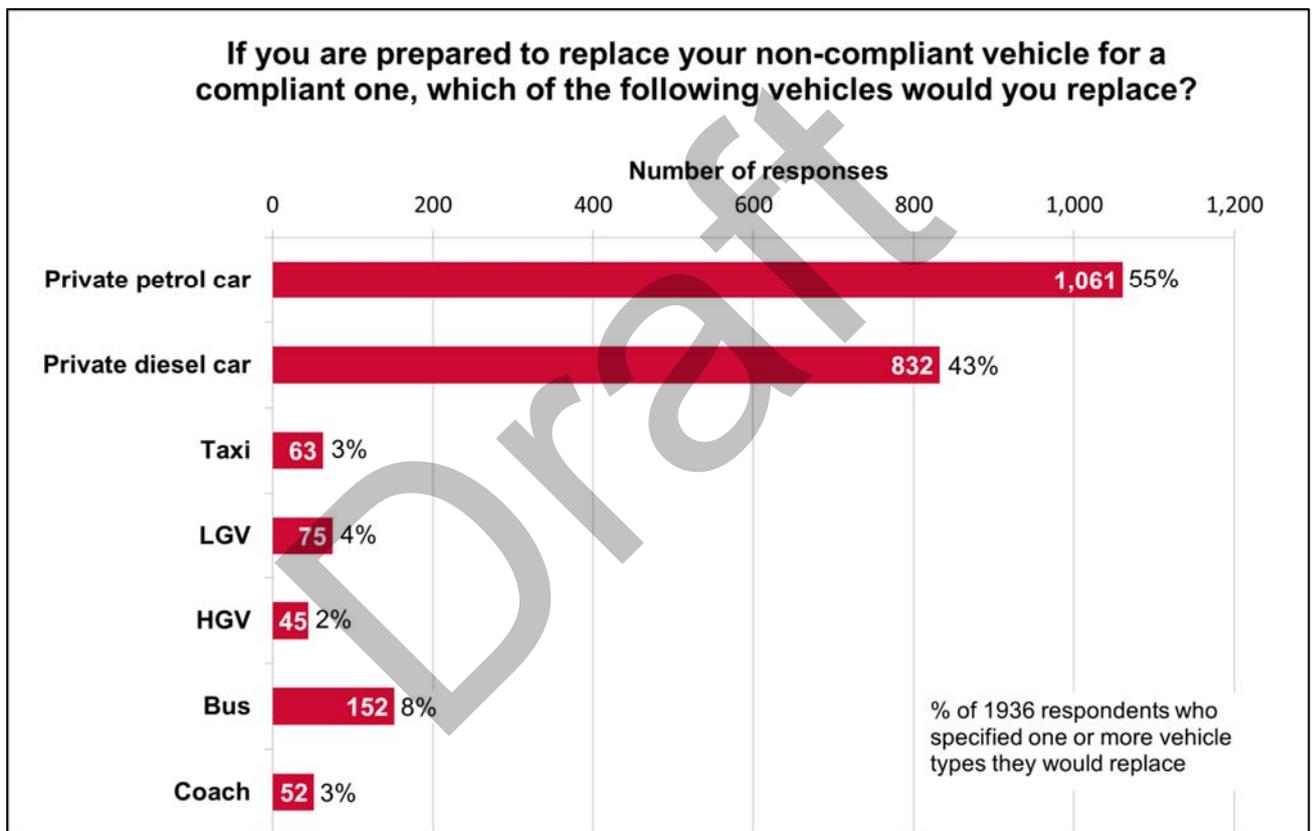
5.5 Willingness to replace a non-compliant vehicle with compliant one

In the response to Question 3²¹, 612 respondents (14% of the 4,225 respondents to the survey) said they would replace their non-compliant vehicle with a compliant one²².

The follow-up Question 4 asked respondents ‘If you are prepared to replace your non-compliant vehicle for a compliant one, which of the following vehicles would you replace?’ 1,936 respondents (46% of the 4,225 respondents to the survey) specified one or more vehicle types they would replace. This is more than three times the number who said they would replace their vehicle in Question 3.

Of the 1,936 respondents to Question 4, 1,061 (55%) said they would replace their private petrol car and 832 (43%) would replace their private diesel car. Much lower numbers would replace other vehicle types (Figure 23).

Figure 23: Types of non-compliant vehicles respondents would replace



²¹ Question 3: If you are prepared to change how you travel in central Bristol, which of the following would you be prepared to do? (Answer options include ‘replace your non-compliant vehicle for a compliant one’)

²² 612 respondents is 23% of the 2,708 respondents who answered Question 3 (Figure 21)

6 Survey views on whether each option is a good way to improve air quality

6.1 Overview

Respondents were asked:

- Do you agree or disagree that 2020 option 1 is a good way to improve air quality in Bristol?
- Do you agree or disagree that 2020 option 2 is a good way to improve air quality in Bristol?

The question structure enabled respondents to agree with both options, disagree with both options or agree with one option and disagree with the other.

6.2 Comparison of level of support for option 1 and option 2

Of the 4,225 people who responded to the new Traffic Clean Air Zone options consultation:

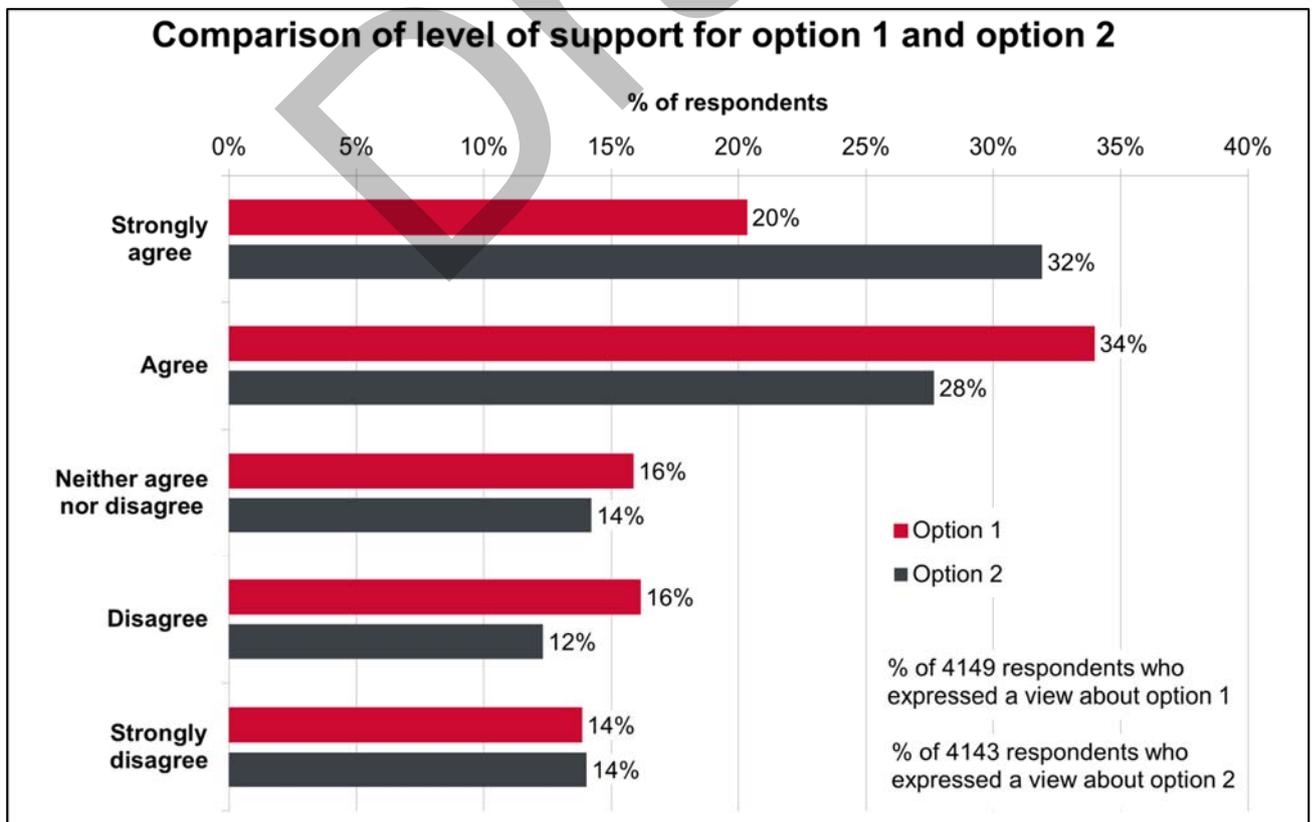
- 4,149 (98%) stated how strongly they agree or disagree that option 1²³ is a good way to improve air quality in Bristol. 76 people did not answer the question;
- 4,143 (98%) stated how strongly they agree or disagree that option 2²⁴ is a good way to improve air quality in Bristol. 82 people did not answer the question.

The majority of respondents agree or strongly agree with both options; 54% for option 1, 60% for option 2 (Figure 24). Support is higher for option 2 and more people strongly agree with option 2 than option 1 (32% strongly agree with option 2, 20% with option 1).

A higher proportion of respondents disagree or strongly disagree with option 1 (30%) than option 2 (26%). 16% neither agree nor disagree with option 1 and 14% with option 2.

Forecast compliance dates were not available during the consultation and reasons given as free text indicate that the higher level of support for option 2 is due in part to respondents' assumption that option 2 would be more effective than option 1 at improving air quality.

Figure 24: Comparison of the views of all respondents on option 1 and option 2



²³ Option 1 is a small CAZ D covering a central area of Bristol

²⁴ Option 2 is a small CAZ D surrounded by a medium CAZ C

6.3 Comparison of the views of all respondents and Bristol respondents

Figure 25 compares views of three groups of respondents on the merits of option 1 as a way to improve air quality in Bristol. The groups are 3,379 respondents living in Bristol, 397 respondents living outside Bristol and 373 respondents who did not give a postcode.

Figure 25: Comparison of views on option 1 for Bristol and non-Bristol respondents

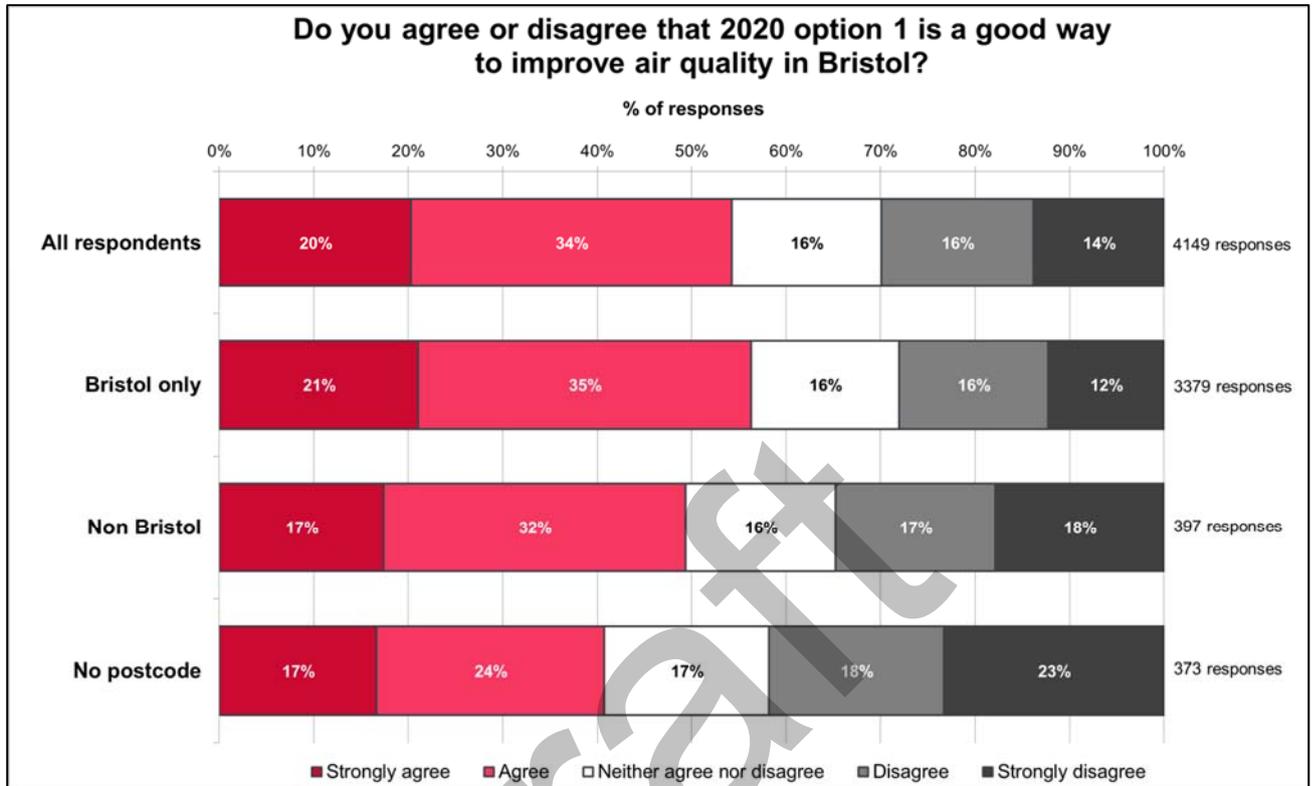
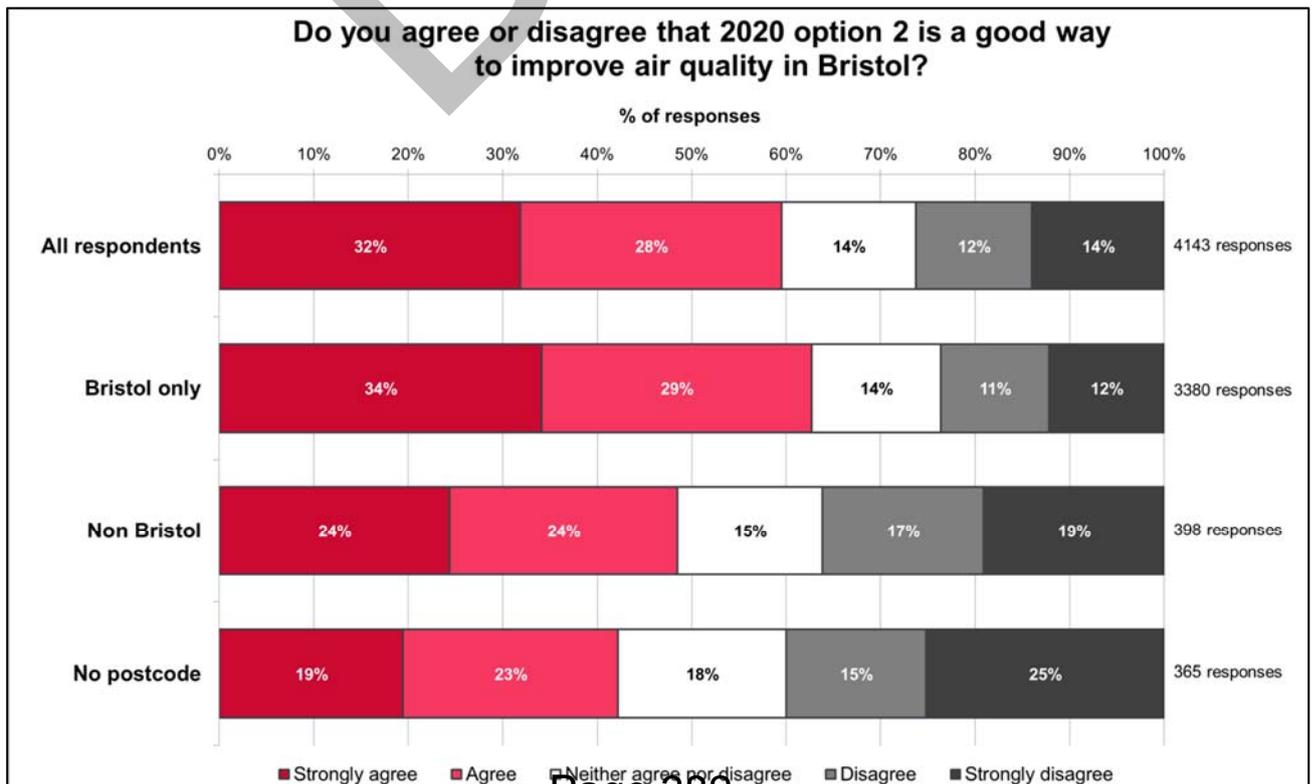


Figure 26 compares views of three groups of respondents on the merits of option 2 as a way to improve air quality in Bristol. The groups are 3,380 respondents living in Bristol, 398 respondents living outside Bristol and 365 respondents who did not give a postcode.

Figure 26: Comparison of views on option 2 for Bristol and non-Bristol respondents



For both options 1 and 2, Bristol respondents are more supportive²⁵ of the CAZ proposals as a good way to improve air quality, than respondents from outside Bristol or respondents who did not state their postcode. The difference is more marked for option 2 than option 1.

- For option 1, 56% of Bristol respondents agree or strongly agree, compared to 49% for non-Bristol respondents and 41% for people who didn't give a postcode.
- For option 2, 63% of Bristol respondents agree or strongly agree, compared to 48% for non-Bristol respondents and 42% for people who didn't give a postcode.

More Bristol respondents agree and strongly agree for option 2 than option 1, and the proportion of strongly agree is substantially higher (34% for option 2; 21% for option 1).

For non-Bristol respondents and respondents without postcodes, the proportion of agree plus strongly agree is similar for options 1 and 2, but a higher proportion strongly agree.

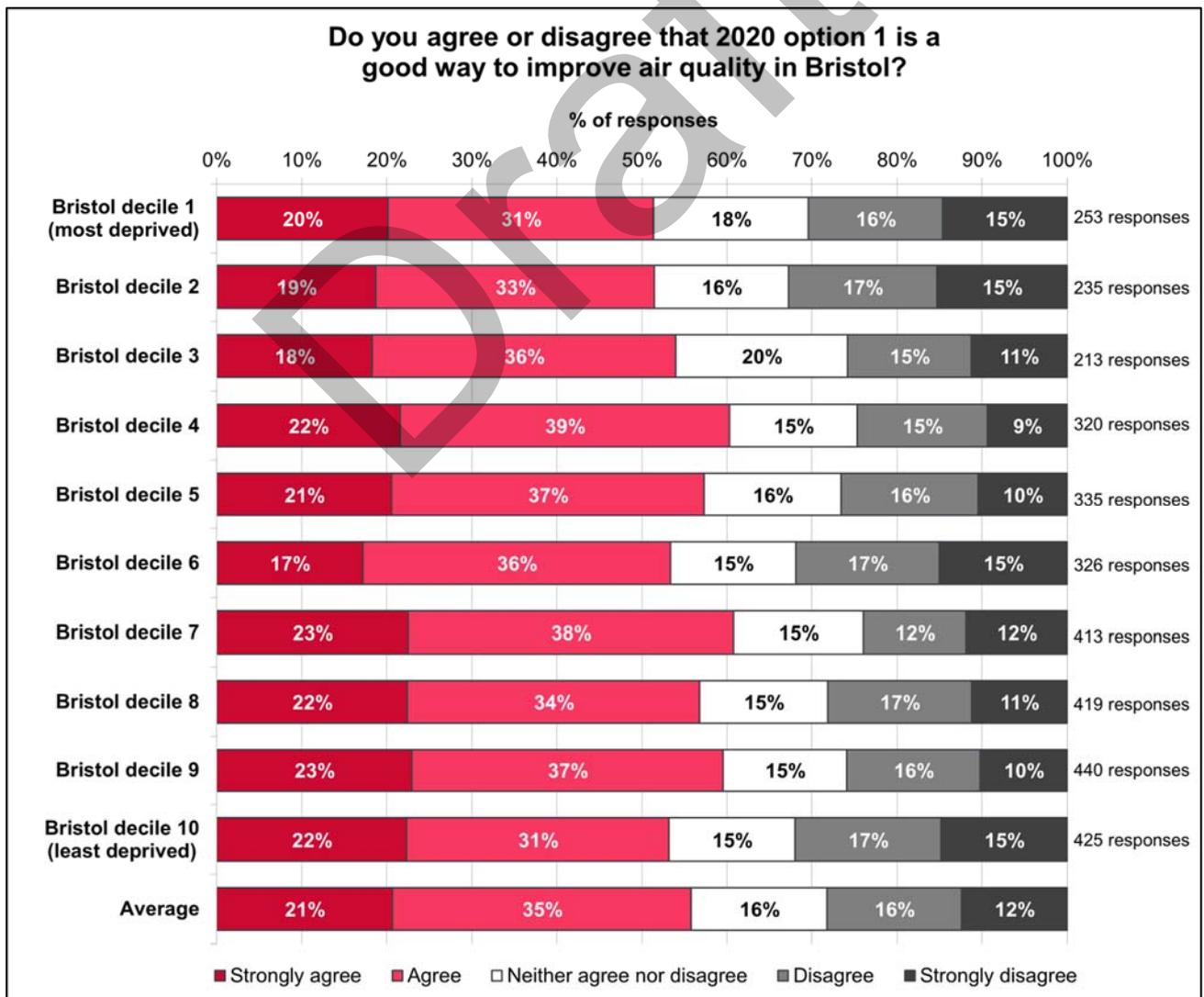
The reasons why people agreed or disagreed is discussed in Section 6.5

6.4 Differences in views on the options by level of deprivation

6.4.1 Option 1

Figure 27 shows the proportion of Bristol respondents in each deprivation decile who agree or disagree that option 1 (small CAZ D) is a good way to improve air quality.

Figure 27: Views on option 1 in areas with different levels of deprivation



²⁵ Supportive - defined as agree and strongly agree that an option is a good way to improve air quality

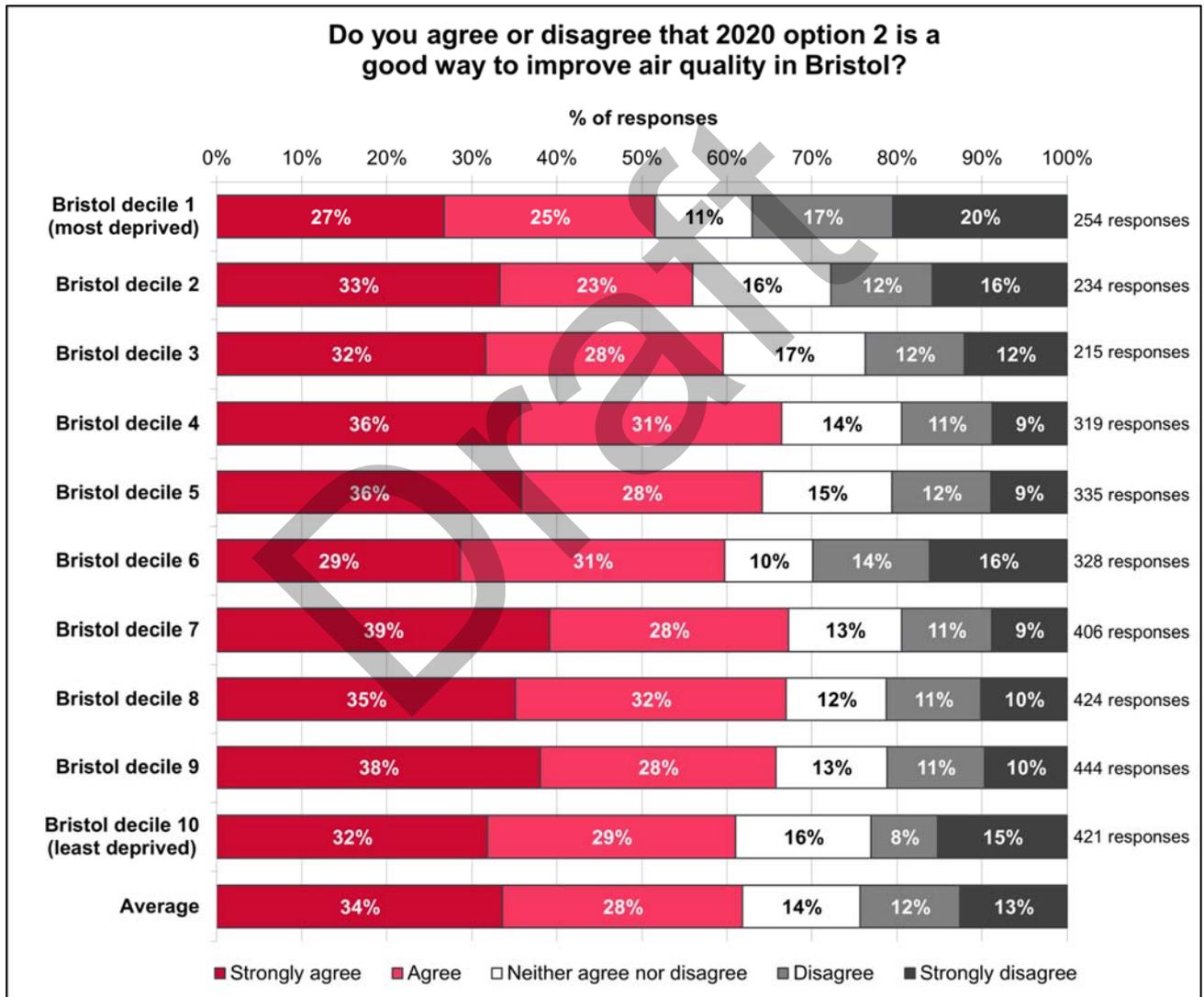
Figure 27 shows that more than half of respondents in all deprivation deciles agree or strongly agree that **option 1** is a good way to improve air quality. The lowest support for option 1 is in the most deprived 20% of areas; 51% agree or strongly agree in both deciles 1 and 2, which compares to an average of 56% across all deciles).

There is no consistent trend in the views of respondents on the merits of option 1 across the other deprivation deciles (deciles 3 to 10); with support being lower than the average for option 1 in deciles 3, 6 and 10

6.4.2 Option 2

Figure 28 shows the proportion of Bristol respondents in each deprivation decile who agree or disagree that option 2 (small CAZ D surrounded by a medium CAZ C) is a good way to improve air quality.

Figure 28: Views on option 2 in areas with different levels of by deprivation



There is higher support for option 2 than option 1 for respondents in all deprivation deciles.

More than half of respondents in all deprivation deciles agree or strongly agree **option 2** is a good way to improve air quality. Similarly to option 1, the lowest support for option 2 is in the most deprived 20% of Bristol. (52% agree or strongly agree in decile 1 and 56% in decile 2. This compares to an average of 62% across all deciles.)

As with option 1, there is no consistent trend in the views of respondents on the merits of option 2 across the other deprivation deciles (deciles 3 to 10); with support being lower than the average for option 2 in deciles 3, 6 and 10.

6.5 Reasons why respondents agree/disagree each option is a good solution

6.5.1 Overview

In Questions 6 and 8, respondents were invited to explain why they agree or disagree that each option is a good way to improve air quality in Bristol.

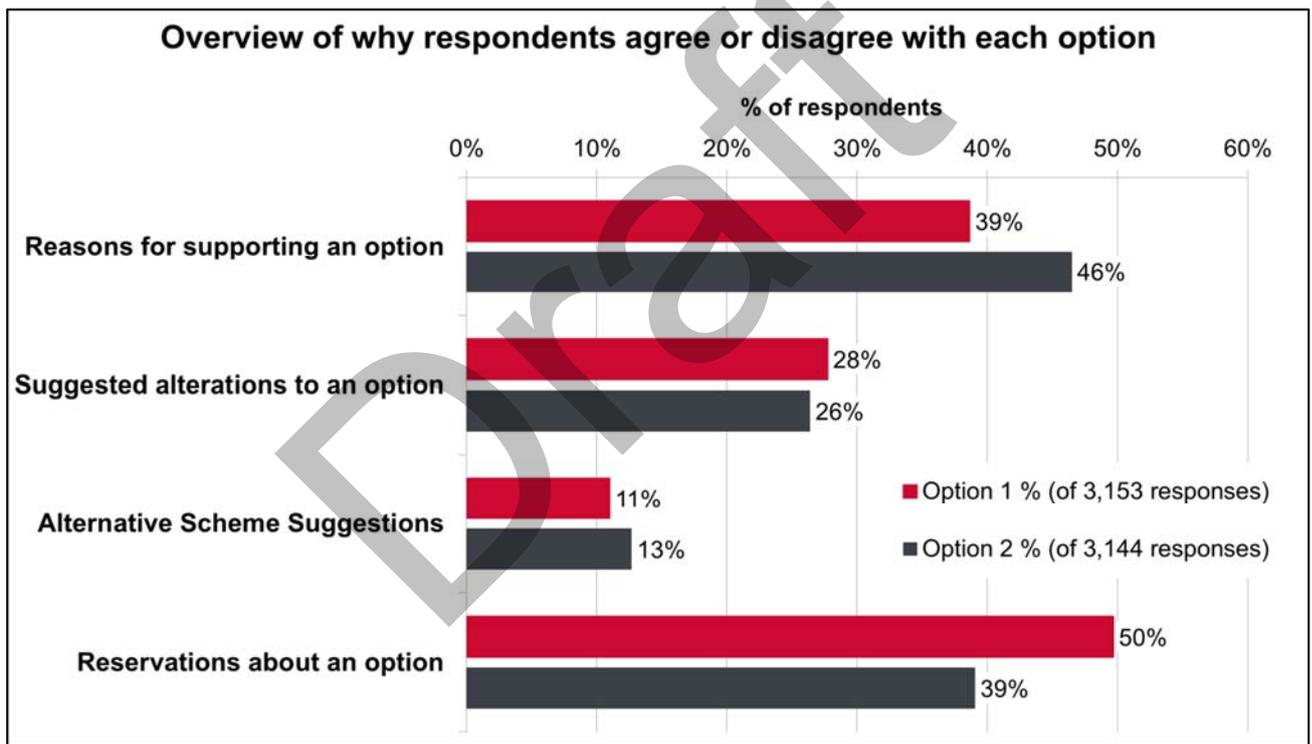
Of the 4,225 respondents to the survey, 3,153 (75%) provided free text feedback on option 1 (Question 6) and 3,144 (74%) provided free text feedback on option 2 (Question 8).

For both options, the comments address the following four themes:

- reasons for support of an option;
- suggested alterations to an option;
- alternative scheme suggestions;
- reservations about an option.

Figure 29 compares the proportion of comments on each theme for the two options.

Figure 29: Main themes why respondents agree or disagree with each option



39% (1,217) of respondents to Question 6 provided reasons why they support option 1. This compares to 46% (1,460) of respondents to Question 8 who explained why they support option 2.

50% (1,565) of respondents expressed criticisms or reservations about parts of the proposed option 1 CAZ. (Criticisms made up the highest number of comments for option 1.) 39% (1,240) of respondents shared criticisms or reservations about option 2.

For both options, there was a wide range of suggestions for how the options could be refined or developed further.

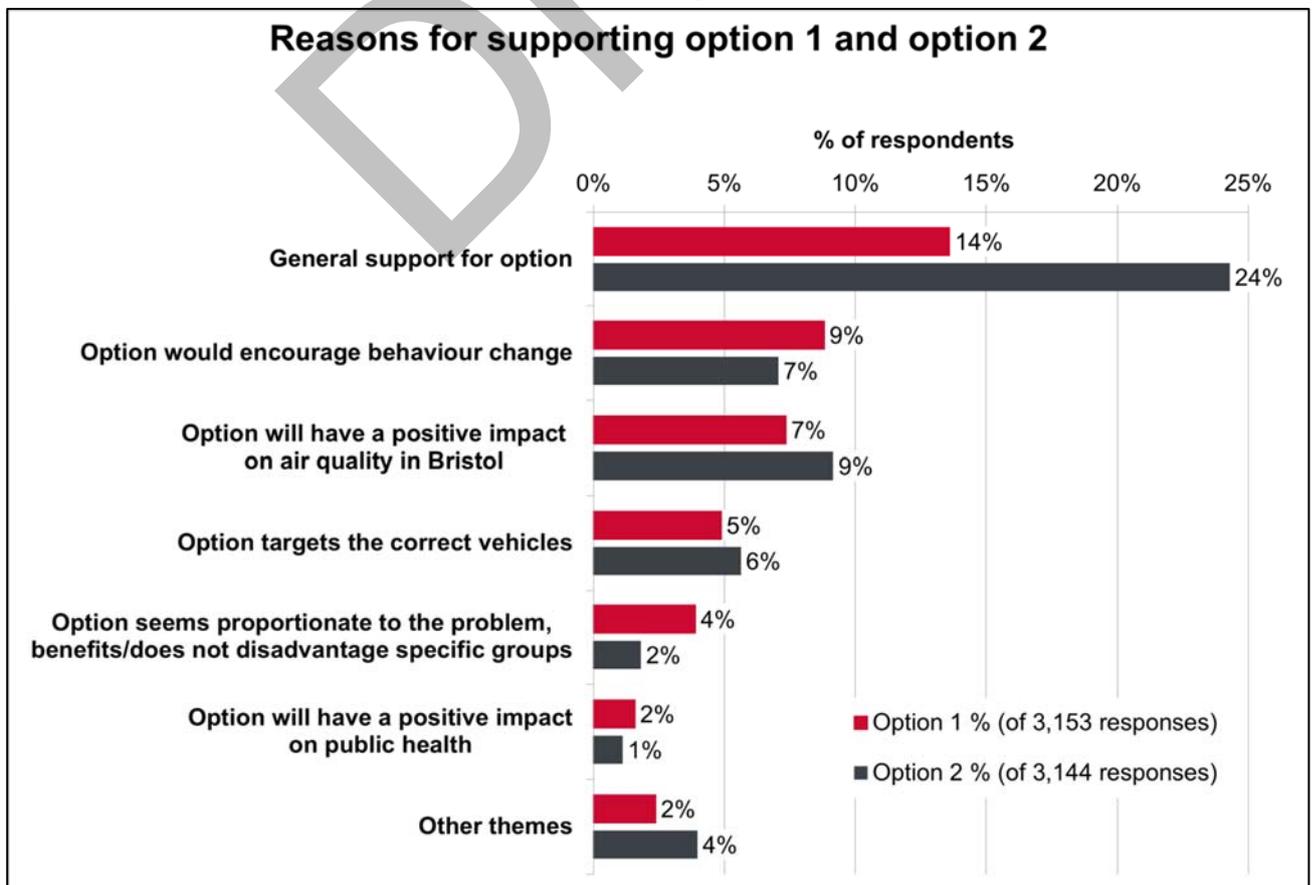
For each of the four main themes shown in Figure 29, a breakdown of the most frequently mentioned issues and topics is provided below, based on the free text responses to Questions 6 and 8.

6.5.2 Reasons for supporting option 1 and option 2

1,217 (39%) respondents stated why they think option 1 is a good way to improve air quality in Bristol. 1,460 (46%) said why they think option 2 is a good solution (Figure 30). Of these:

- 428 (14%) respondents expressed **general support** for option 1; 763 (24%) did so for option 2;
- 277 (13%) respondents suggested that option 1 would **promote behaviour change**, while 221 (7%) suggested that option 2 would – such as encouraging vehicle upgrades (i.e. a move away from diesel vehicles and faster investment in cleaner coaches, buses, taxis, larger vehicles and commercial vehicles), as well as having positive impacts for active modes and encouraging the use of public transport;
- 231 (7%) respondents believed option 1 would have a **positive impact on air quality**, and 287 (9%) thought that option 2 would. Comments included how the option is a good step forward or the more effective option at delivering improved air quality;
- 153 (5%) respondents thought option 1 **targets the correct vehicles** and 176 (6%) felt that option 2 did – with general comments such as the option targets the ‘most polluting’ or ‘right’ vehicle types. There were also more specific comments supporting the targeting of buses, HGVs, commercial/business operators, LGVs and taxis;
- 122 (4%) respondents provided comments that option 1 was proportionate and either **benefitted or minimised disbenefits** to specific groups; 56 (2%) said this of option 2;
- 49 (2%) respondents believed that option 1 would have a **positive impact on health**, and 34 (1%) thought option 2 would;
- 74 respondents (2%) commented on other themes for option 1 and 124 (4%) commented on other themes for option 2.

Figure 30: Reasons for supporting option 1 and option 2



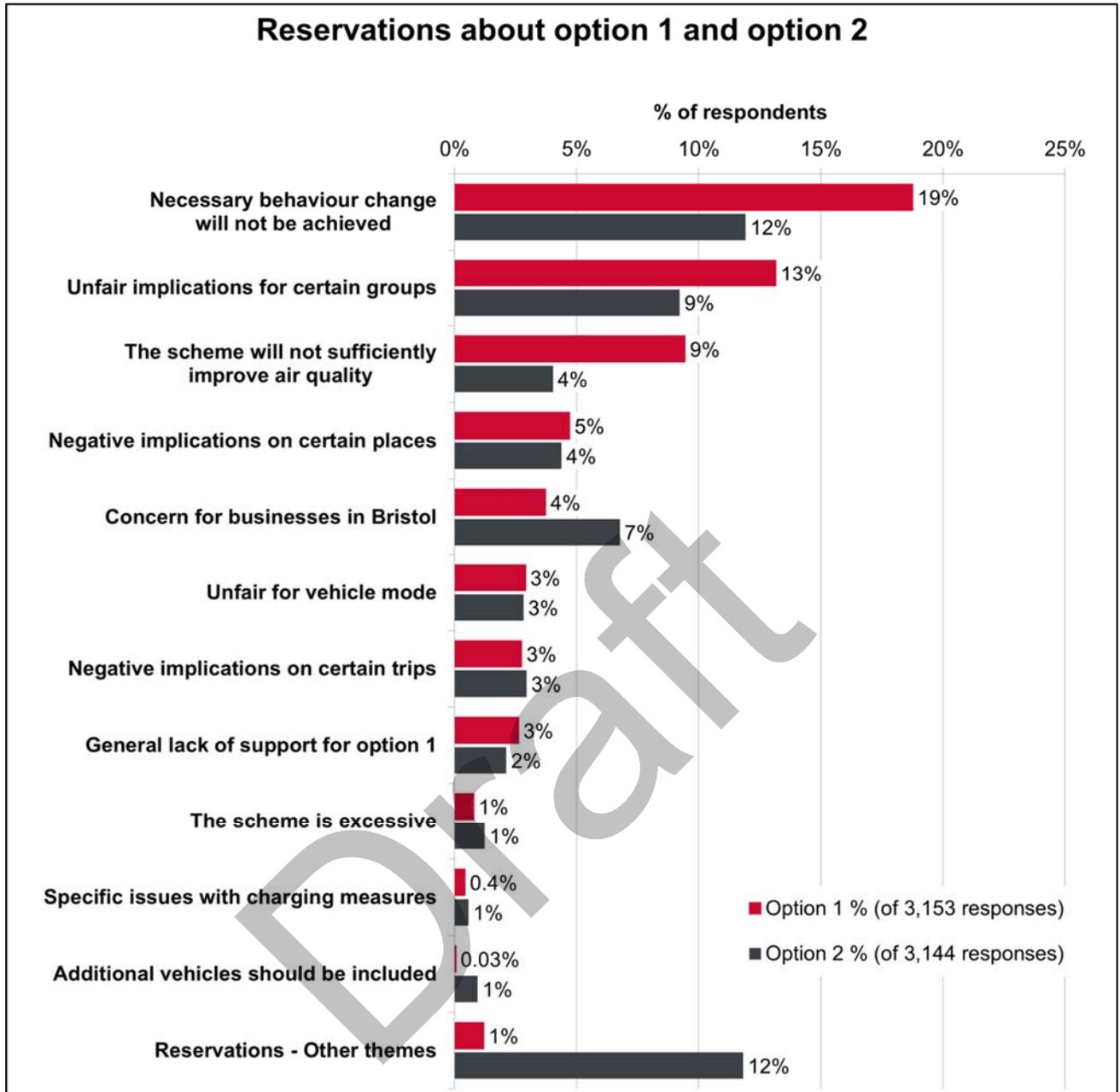
6.5.3 Reservations with parts of option 1 and option 2

1,565 (50%) respondents expressed reservations about option 1 and 1,240 (39%) described reservations about option 2 (Figure 31). Of these:

- 591 (19%) respondents were concerned that **option 1 would not achieve the necessary behaviour change**, while 374 (12%) had these concerns about **option 2**. Reasons included concern that the proposals would relocate traffic onto other routes, that existing public transport would not be able to support the behaviour change, that costs would be passed on to consumers, and non-compliant vehicles would continue driving (business as usual), and that the proposals do not do enough to discourage people from driving;
- 414 (13%) respondents were concerned about the **unfair implications option 1 would have on certain demographics**, and 289 (9%) were concerned about **option 2**. Concerns included impacts on lower income groups, individuals with disabilities, Bristol residents, commuters, and healthcare/hospital patients;
- 297 (9%) respondents did not think **option 1 would sufficiently improve air quality** and 126 (4%) respondents did not think **option 2** would. Comments included how long it would take to achieve compliance and a perception that the proposals do not go far enough to improve air quality, traffic congestion and public health;
- 148 (5%) respondents commented that **option 1 will have negative implications on certain places**, and 137 (4%) said that **option 2** would;
- 117 (4%) respondents outlined concerns that **option 1 would have negative implications on businesses in Bristol**, and 212 (7%) respondents thought **option 2** would. Concerns included the impact on small businesses that deliver into the city, that people will be more likely to visit elsewhere for shopping and leisure facilities and concern that businesses would transfer to Cribbs Causeway;
- 91 (3%) respondents commented that **option 1 would be unfair towards certain types of vehicle**, and 88 (2%) respondents said that **option 2** would be;
- 86 (3%) respondents were concerned that **option 1 would have negative implications on certain trips**, and 92 (3%) respondents showed concern that **option 2** would;
- 82 (3%) respondents expressed **a general lack of support for option 1**, and 66 (2%) for **option 2**;
- 13 (0.4%) respondents expressed **specific issues with charging measures for option 1**, and 17 (1%) for **option 2**;
- 1 respondent (0.03%) said that **additional vehicles need to be charged in option 1**, and 29 (1%) said this for **option 2**.

Figure 31 illustrates the reservations expressed by respondents about options 1 and 2.

Figure 31: Reservations about option 1 and option 2



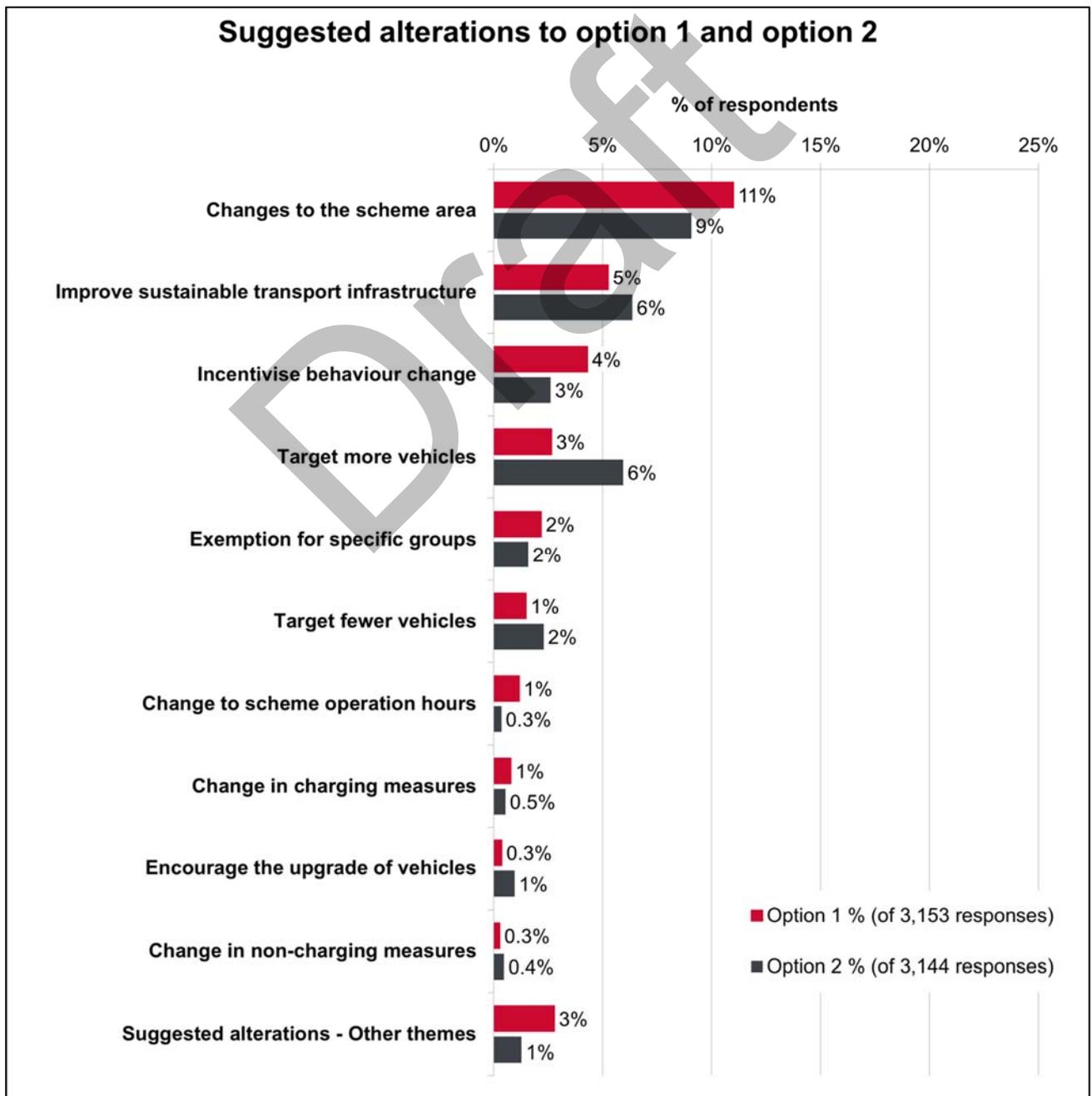
6.5.4 Suggested alterations to option 1 and option 2

873 (28%) respondents suggested alterations to option 1, and 828 (26%) suggested alterations to option 2 (Figure 32). These included:

- 346 (11%) respondents suggested **changes to the scheme area of option 1**, and 284 (9%) for **option 2**;
- 165 (5%) respondents in response to **option 1** and 199 (6%) in response to **option 2** said that the **sustainable transport infrastructure should be improved**;
- 135 (4%) respondents said that **option 1 should do more to incentivise behaviour change** and 81 (3%) respondents thought that **option 2** should– including incentivising the use of public transport, focusing more on promoting cycling and walking and encouraging a behaviour shift towards electric vehicles;
- 83 (3%) respondents stated that option 1 should **target more vehicles** and 186 (6%) that **option 2** should;

- 68 (2%) respondents suggested **exemptions for certain groups for option 1**, and 49 (2%) respondents for **option 2**;
- 46 (1%) respondents stated that **option 1 should target fewer vehicles** and 71 (2%) respondents said that **option 2** should – including not charging/banning diesels, as well as excluding buses and newer diesels;
- 24 respondents (3%) suggested **changes to the charging measures in option 1**, while 16 (1%) suggested this for **option 2**;
- 11 (0.3%) respondents stated that **option 1 should include measures to encourage the upgrade of vehicles**, and 29 (1%) said that **option 2** should;
- 8 respondents (0.3%) suggested **changes to non-charging measures in option 1** and 14 respondents (0.4%) in **option 2**;
- 87 (3%) respondents suggested **other alterations for option 1**, and 39 (1%) wanted **other alterations for option 2**.

Figure 32: Suggested alterations to option 1 and option 2

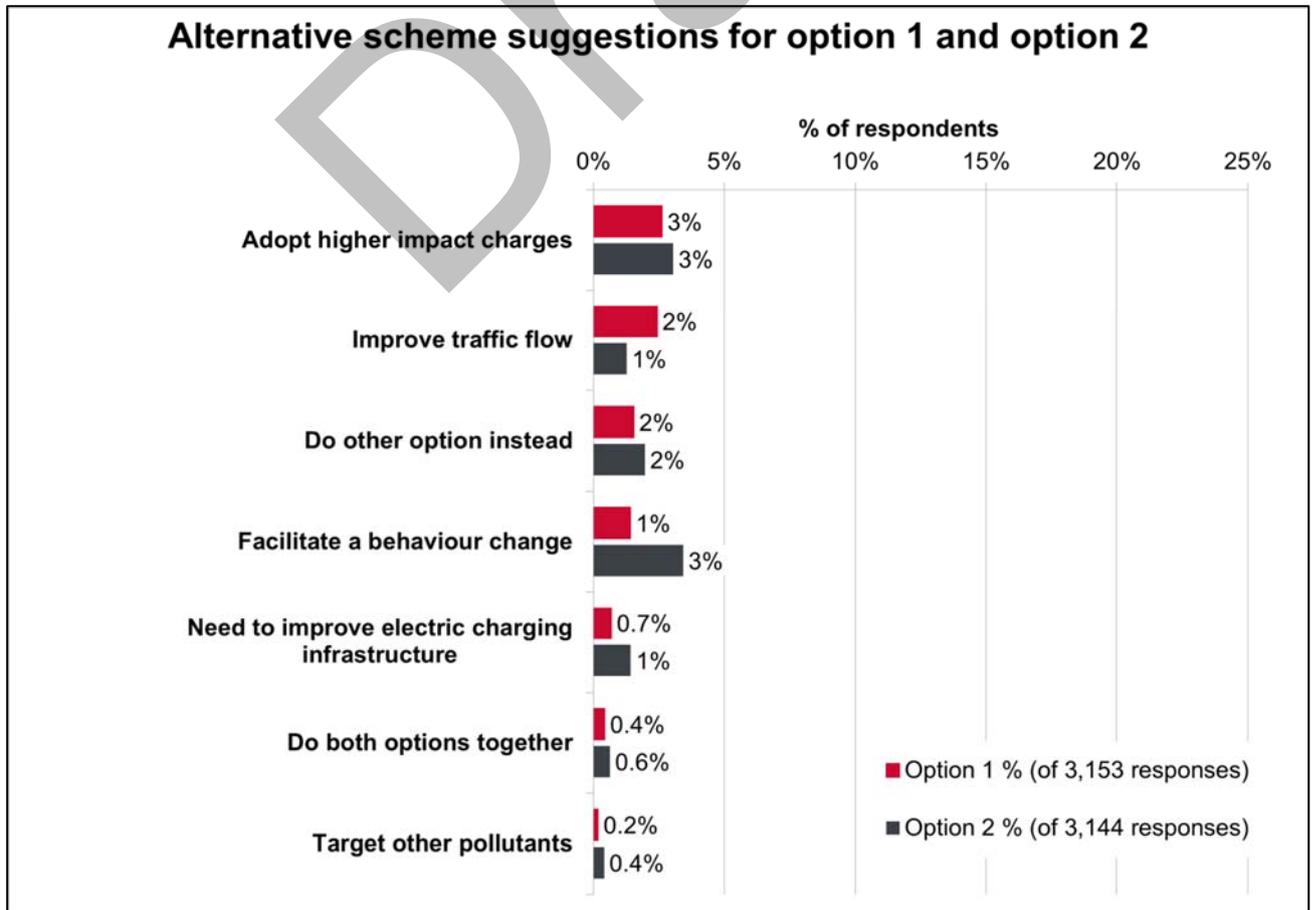


6.5.5 Suggestions for an alternative scheme to option 1 and option 2

345 (11%) respondents provided **suggestions for an alternative scheme to option 1**, and 397 (13%) **for option 2** (Figure 33). Of these:

- 82 (3%) respondents believed that **higher impact charges should be brought in as part of option 1**, and 95 (3%) as part of **option 2** – particularly charging or banning all cars and a ban on all “polluting” vehicles;
- 76 (2%) respondents made suggestions to **improve traffic flows to improve air quality in Bristol** as an alternative to **option 1** and 39 (1%) proposed this for **option 2**;
- 48 (2%) respondents stated that **option 2 should be implemented instead** or **option 2 is preferable to option 1**, and 61 (2%) respondents said the opposite, that **option 1 should be implemented instead** or **option 1 is preferable to option 2**;
- 44 (1%) respondents stated **option 1 should focus on facilitating behaviour change as a way to improve air quality in Bristol**, and 107 (3%) said that **option 2** should – particularly a shift towards travel by public transport and active travel modes, as well as the need for vehicle upgrades;
- 5 (0.2%) respondents stated that **other pollutants should be targeted as a way to improve air quality in Bristol** for **option 1**, and 12 (0.4%) for **option 2**;
- 19 (1%) respondents believed that **no action is required** to improve air quality in response to option 2;
- 79 respondents (3%) gave **other suggestions for option 1**, and 30 (1%) for **option 2**.

Figure 33: Suggestions for an alternative scheme to option 1 and option 2



7 Survey views on financial assistance to replace non-compliant vehicles

7.1 Overview

To explore the potential of types of financial support to encourage vehicle owners to replace or convert non-compliant vehicles to a less polluting option, respondents were asked:

- How much they would potentially need to borrow as a loan to change their non-compliant vehicle if a charging CAZ is brought in; and
- Whether they would replace their non-compliant vehicle if a £2,000 grant or mobility credit was available and a charging CAZ is introduced.

7.2 Loans

Respondents were asked to state what level of loan they think they might borrow (noting that a loan would need to be paid back), selecting from the following suggested loan amounts for each type of vehicle:

- Private cars, LGVs, private hire vehicles: loan options of £1,000, £2,000, £3,000;
- Hackney carriages (taxi): options of £4,000, £5,000, £6,000;
- HGVs: options of £10,000, £13,000, £16,000;
- Buses and coaches: options of £20,000, £25,000, £30,000.

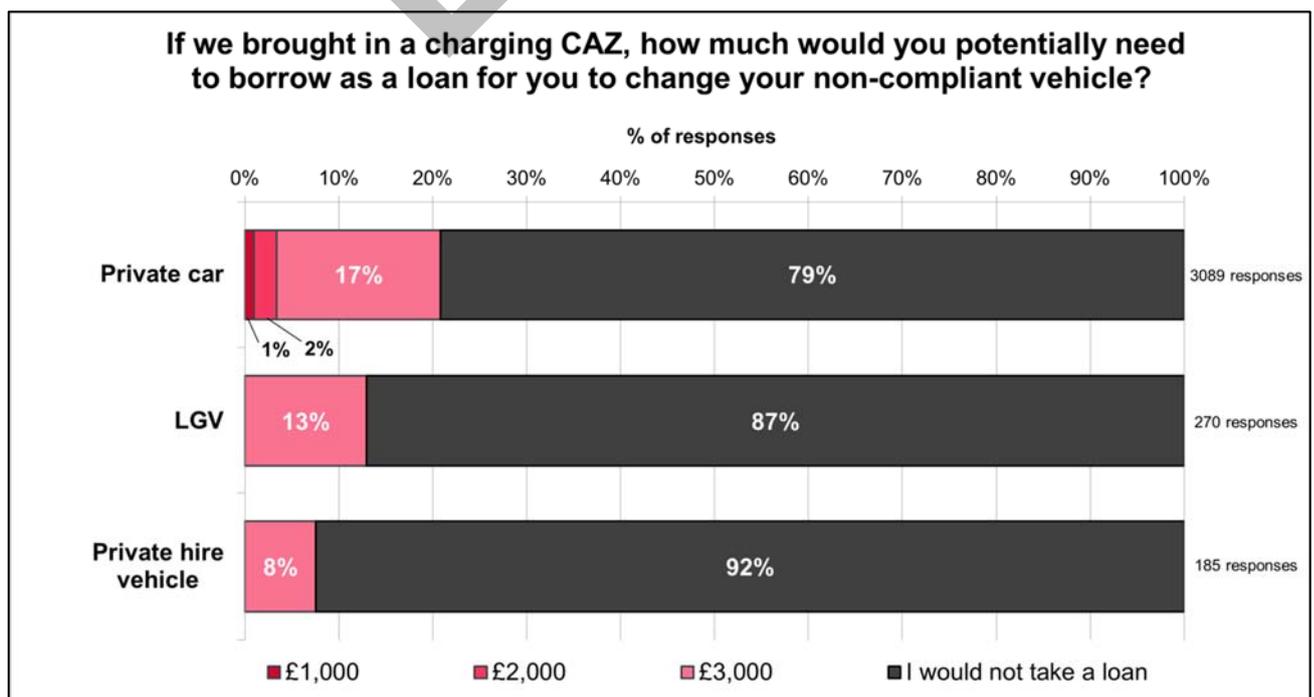
For each vehicle type, respondents could select one of the following if they did not select a loan amount:

- I would not take a loan; or
- I don't have this vehicle.

In order to determine if people who own each vehicle type would take loans, respondents who selected 'I don't have this vehicle' have been removed from the following analysis.

For all vehicle types, the majority of respondents would not take a loan. Of those who would take a loan, the majority selected the highest loan amount. Owners of private cars (21%) and LGVs (13%) are the most likely to take a loan. Figures 34, 35, 36 and 37 show a breakdown of the results by vehicle category.

Figure 34: Views on loans for private cars, LGVs and private hire vehicles

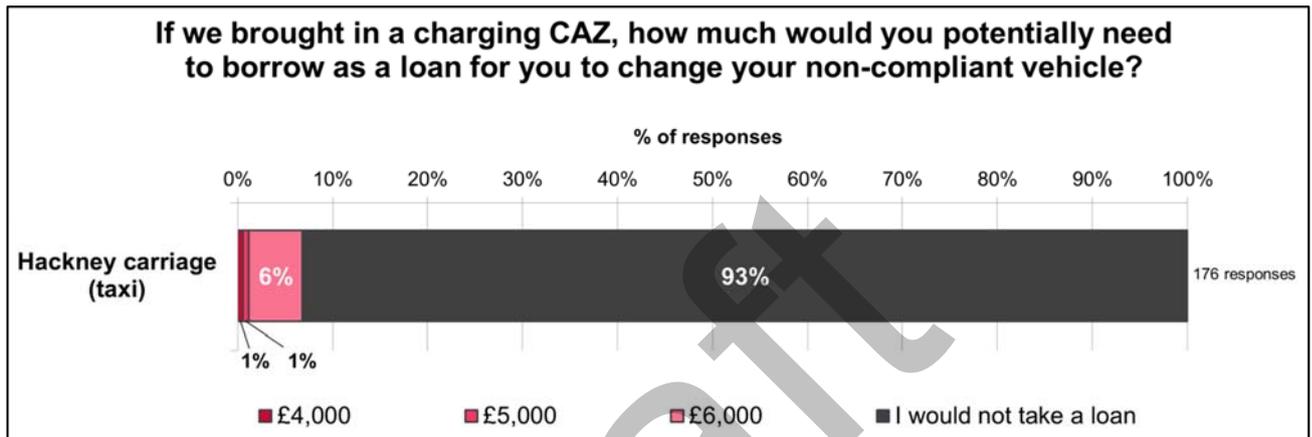


Private cars: of the 3,089 respondents who selected one of the options for a private car, 29 (1%) said they would take a £1,000 loan, 76 (2%) a £2,000 loan, and 538 (17%) a £3,000 loan. 2,446 (79%) respondents said they would not take a loan.

LGVs: of 270 respondents who selected one of the options for LGVs, none said that they would take a £1,000 or a £2,000 loan, 35 (13%) said they would take a £3,000 loan, and 235 (87%) said they would not take a loan.

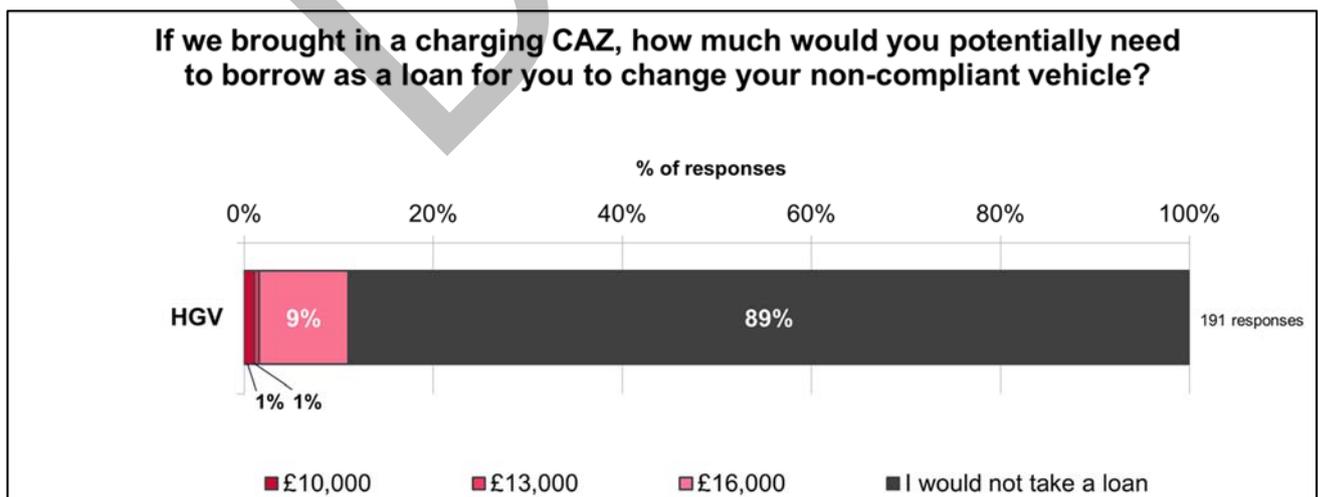
Private hire vehicles: Of 185 respondents who selected an option for private hire vehicles, none said they would take a £1,000 or £2,000 loan, 14 (8%) said they would take a £3,000 loan and 171 (92%) said they would not take a loan.

Figure 35: Views on loans for hackney carriages (taxis)



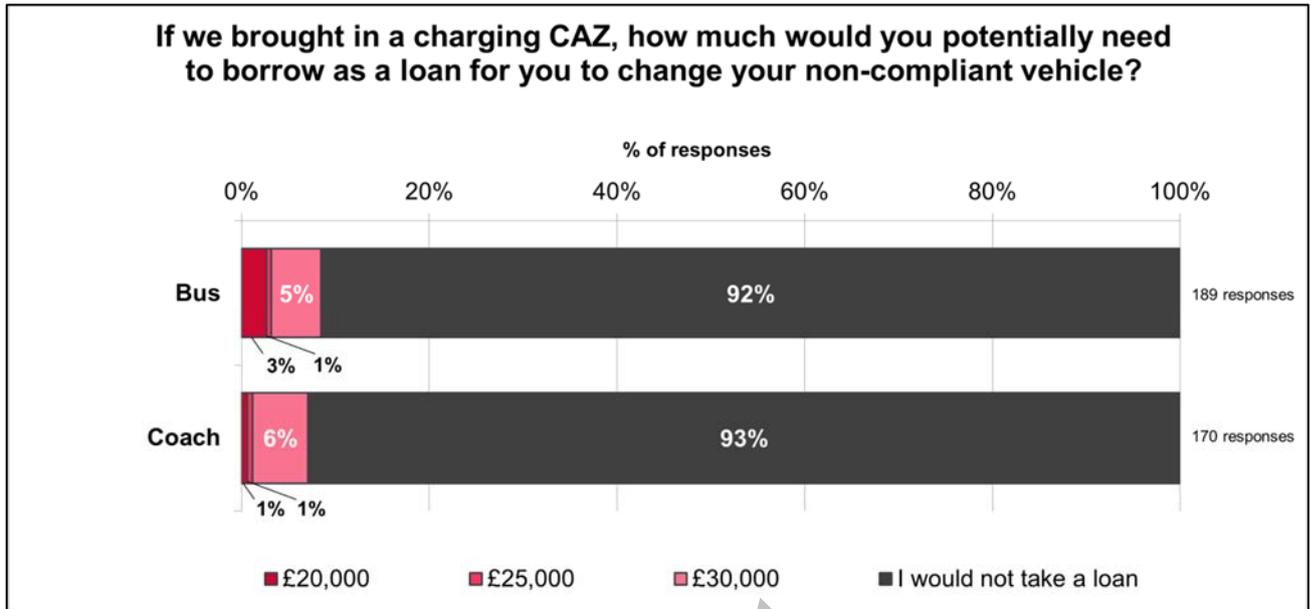
Hackney carriage (taxi): of 176 respondents who selected an option for hackney carriages, 1 (1%) said they would take a £4,000 loan, 1 (1%) said they would take a £5,000 loan, 10 (6%) said they would take a £6,000 loan, and 164 (93%) said they would not take a loan.

Figure 36: Views on loans for HGVs



Heavy Goods Vehicles (HGVs): of 191 respondents who selected an option for HGVs, 2 (1%) said they would take a £10,000 loan, 1 (1%) said they would take a £13,000 loan, and 18 (9%) said they would take a £16,000 loan. 170 (89%) said they would not take a loan.

Figure 37: Views on loans for buses and coaches



Buses: of 189 respondents who selected an option for buses, 5 (3%) said they would take a £20,000 loan, 1 (1%) said they would take a £25,000 loan, and 10 (5%) said they would take a £30,000 loan. 173 (92%) said they would not take a loan.

Coaches: of the 170 respondents who selected an option for coaches, 1 (1%) said they would take a £20,000 loan, 1 (1%) a £25,000 loan, and 10 (6%) a £30,000 loan. 158 (93%) said they would not take a loan.

7.3 Grants and mobility credits

Respondents were asked whether they would replace their non-compliant vehicle if a £2,000 grant²⁶ or mobility credit²⁷ was available. The question asked about four vehicle types; petrol cars, diesel cars, LGVs and taxis.

Respondents were much more likely to use a grant than a mobility credit for all four vehicle types. More than half of people who stated their intentions would use a grant to replace a petrol car (52%) or diesel car (57%). Fewer respondents would use a grant to replace an LGV (35%) or taxi (22%). This level of uptake for grants is much higher than for loans for all four vehicle types.

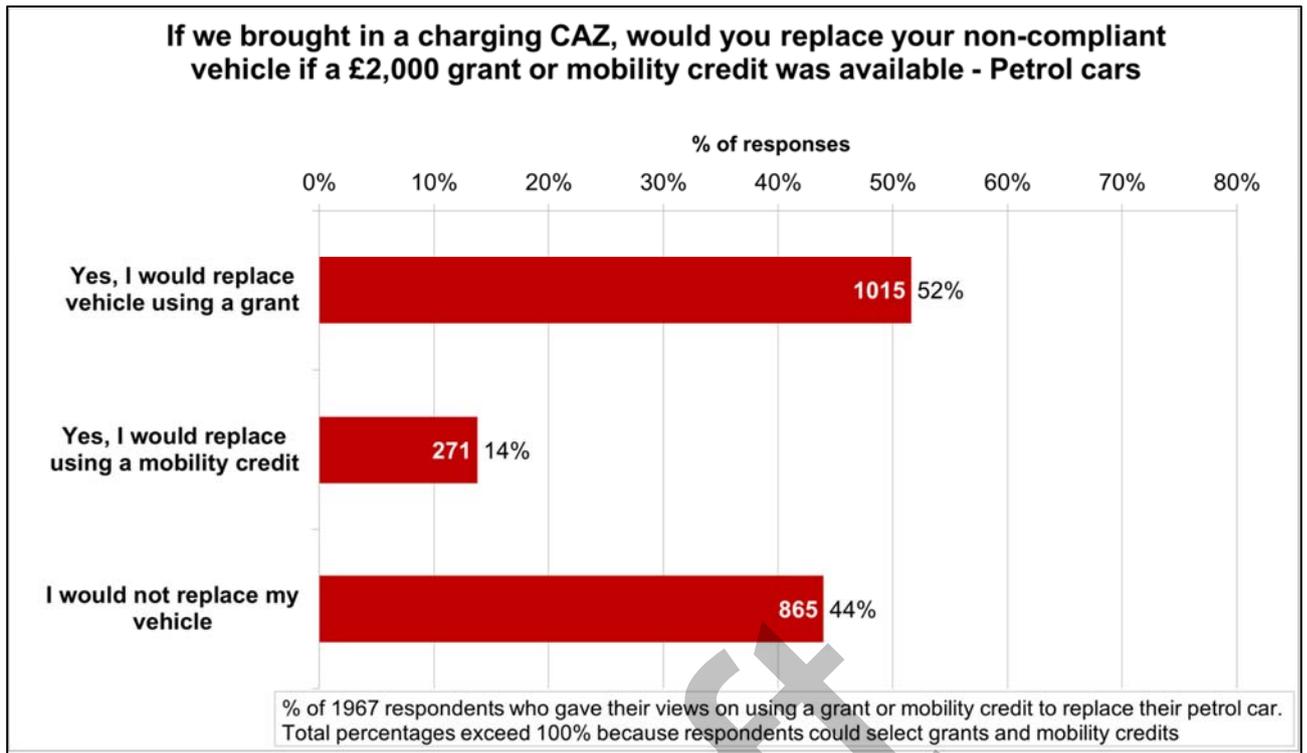
Petrol cars: 1,967 respondents stated their intentions for petrol cars (Figure 38), of whom:

- 1,015 (52%) said they would replace their vehicle using a £2,000 grant;
- 271 (14%) said they would replace it using a £2,000 mobility credit;
- 865 (44%) said they would not replace their vehicle.

²⁶ A **grant** is money provided by the government to replace or convert a non-compliant vehicle.

²⁷ A **mobility credit** is money provided by the government to change your mode of transport. The money can be spent on other transport options, for example potentially supporting the purchase of a new bike or towards public transport fares.

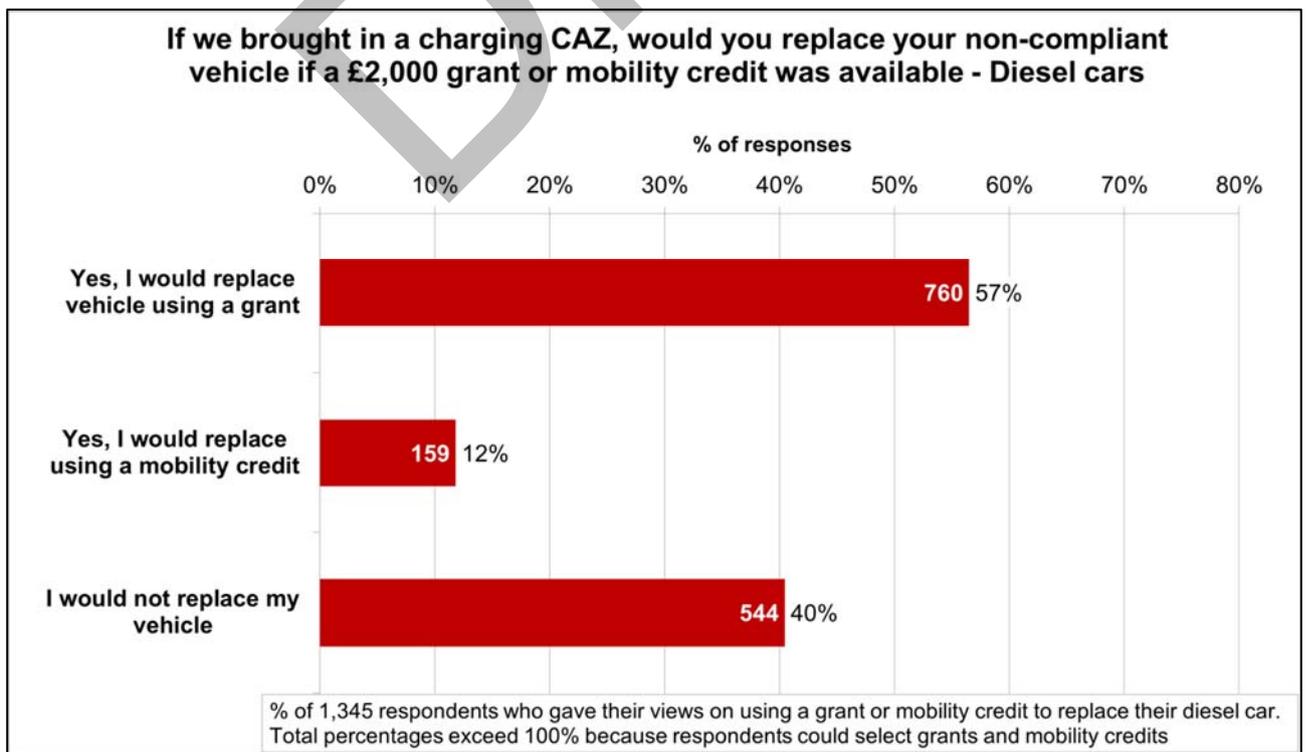
Figure 38: stated uptake of loans and mobility credits for petrol cars



Diesel cars: 1,345 respondents stated their intentions for diesel cars (Figure 39), of whom:

- 760 (57%) said they would replace their vehicle using a £2,000 grant;
- 159 (12%) said they would replace it using a £2,000 mobility credit;
- 544 (40%) said they would not replace their vehicle.

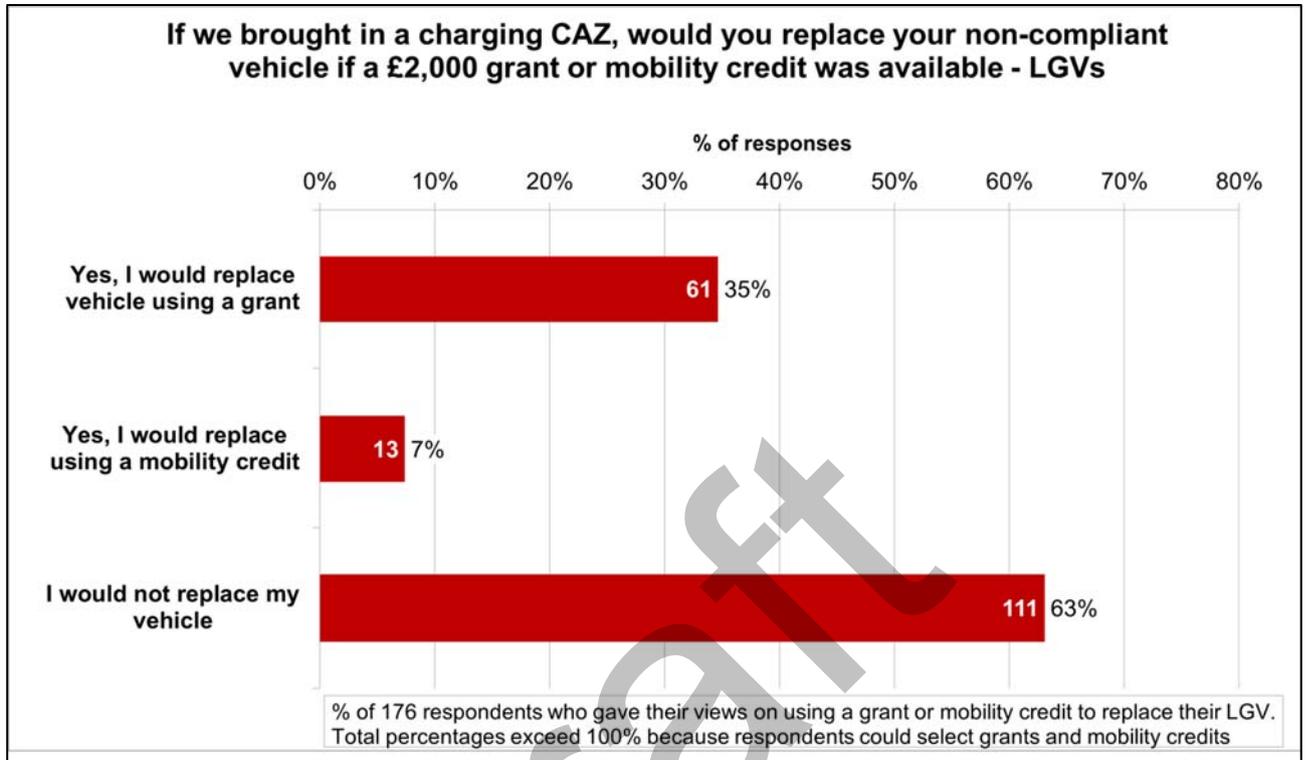
Figure 39: stated uptake of loans and mobility credits for diesel cars



LGVs: 176 respondents stated their intentions for LGVs (Figure 40), of whom:

- 61 (35%) said they would replace their vehicle using a £2,000 grant;
- 13 (7%) said they would replace it using a £2,000 mobility credit;
- 111 (63%) said they would not replace their vehicle.

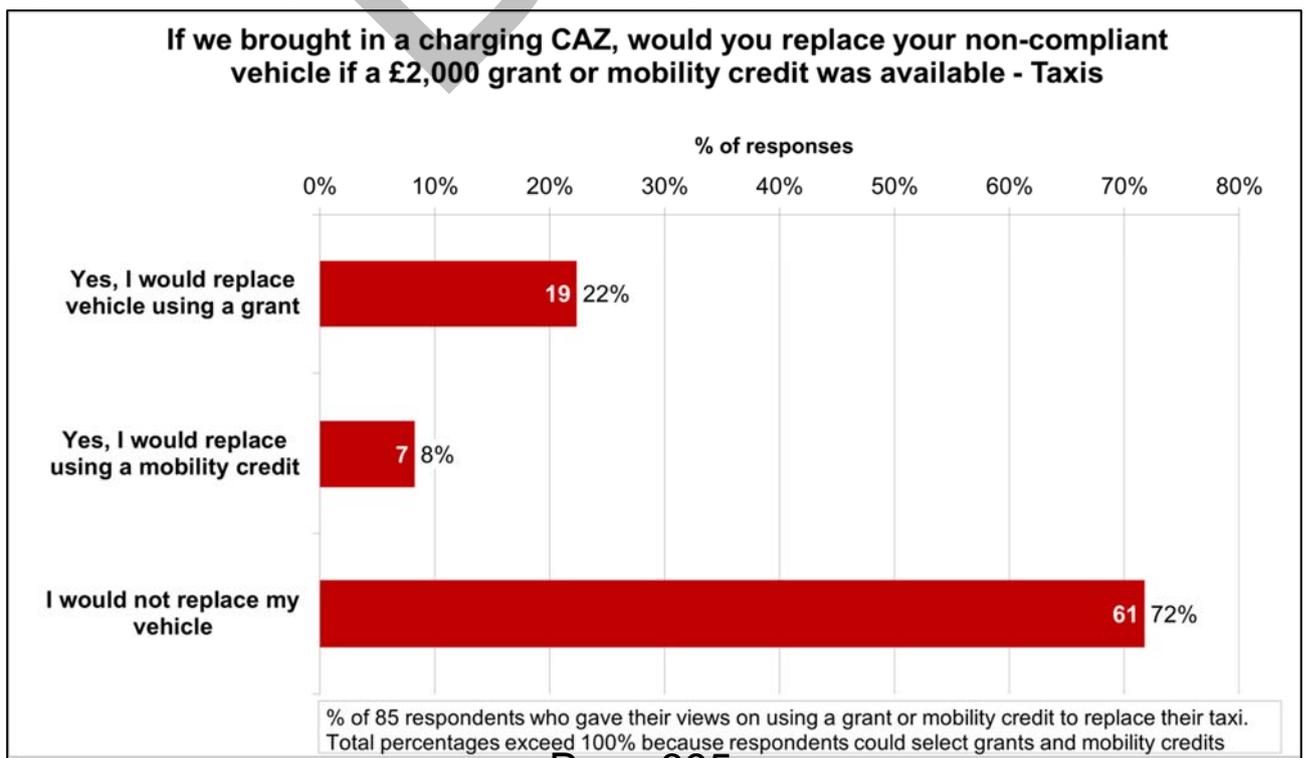
Figure 40: stated uptake of loans and mobility credits for LGVs



Taxis: 85 respondents stated their intentions for taxis (Figure 41), of whom:

- 19 (22%) said they would replace their vehicle using a £2,000 grant;
- 7 (8%) said they would replace it using a £2,000 mobility credit;
- 61 (72%) said they would not replace their vehicle.

Figure 41: stated uptake of loans and mobility credits for taxis



7.4 Difference in views on grants and mobility credits compared a loan

7.4.1 Petrol cars

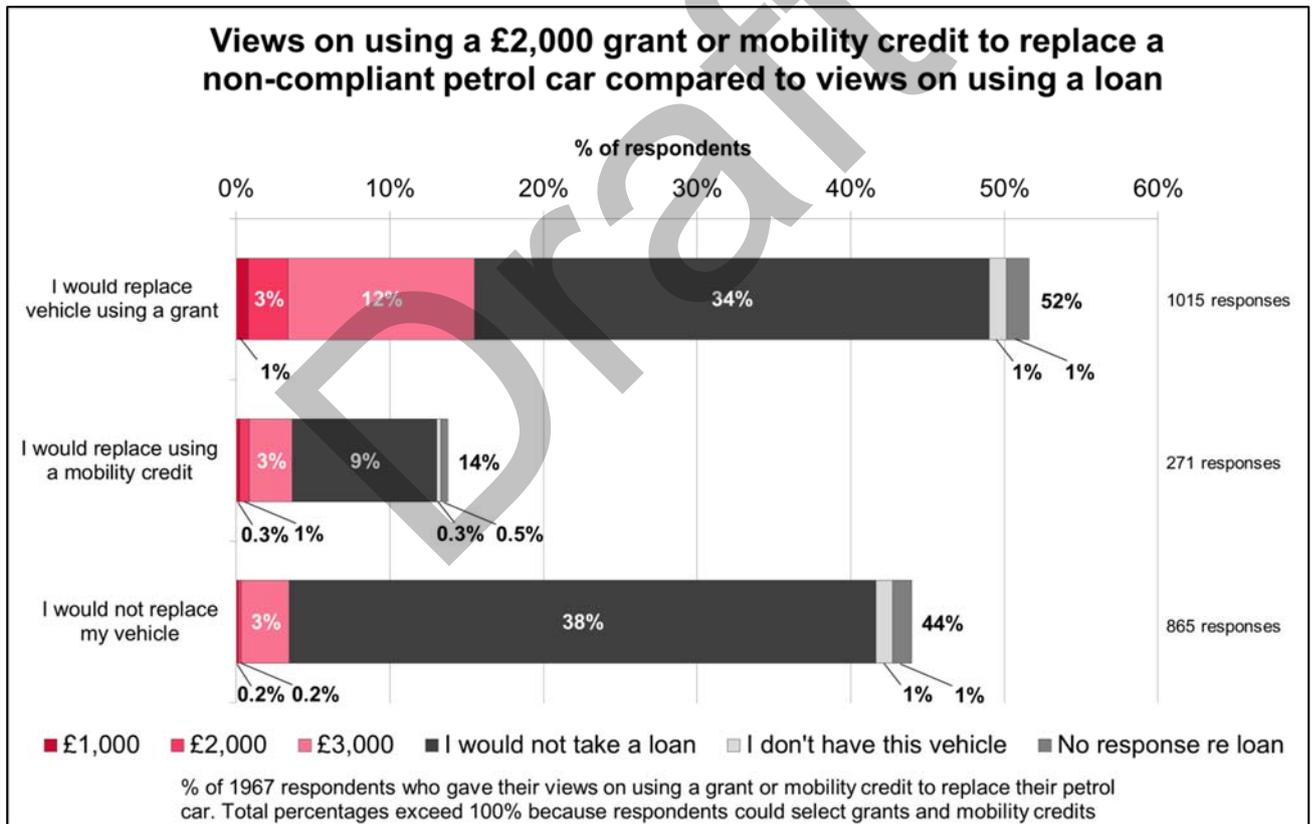
For the 1,967 respondents who gave their views on using a grant or mobility credit to replace their non-compliant petrol car, Figure 42 shows how many would consider using a loan. (All percentages are percentages of the 1,967 who stated their views for a petrol car.)

Of the 1,015 respondents (52%) who said they would replace their petrol car using a grant, the majority (34% of 1,967 respondents) would not take a loan. Of those that would also take a loan, the highest proportion (12%) would take the highest suggested loan amount of £3,000, 2% would take a loan of £2,000 and 1% would take a loan of £1,000.

Of the 271 respondents (14%) who said they would replace their petrol car using a mobility credit, the majority would not take a loan. Of those that would also take a loan, the highest proportion (3%) would take the highest loan amount of £3,000.

Of the 865 respondents (44%) who said they would not replace their vehicle using a grant or mobility credit, the majority also would not take a loan. 61 respondents (3%) would take a loan of £3,000.

Figure 42: views on loans for respondents who stated they would use a grant or mobility credit to replace a non-compliant petrol car



7.4.2 Diesel cars

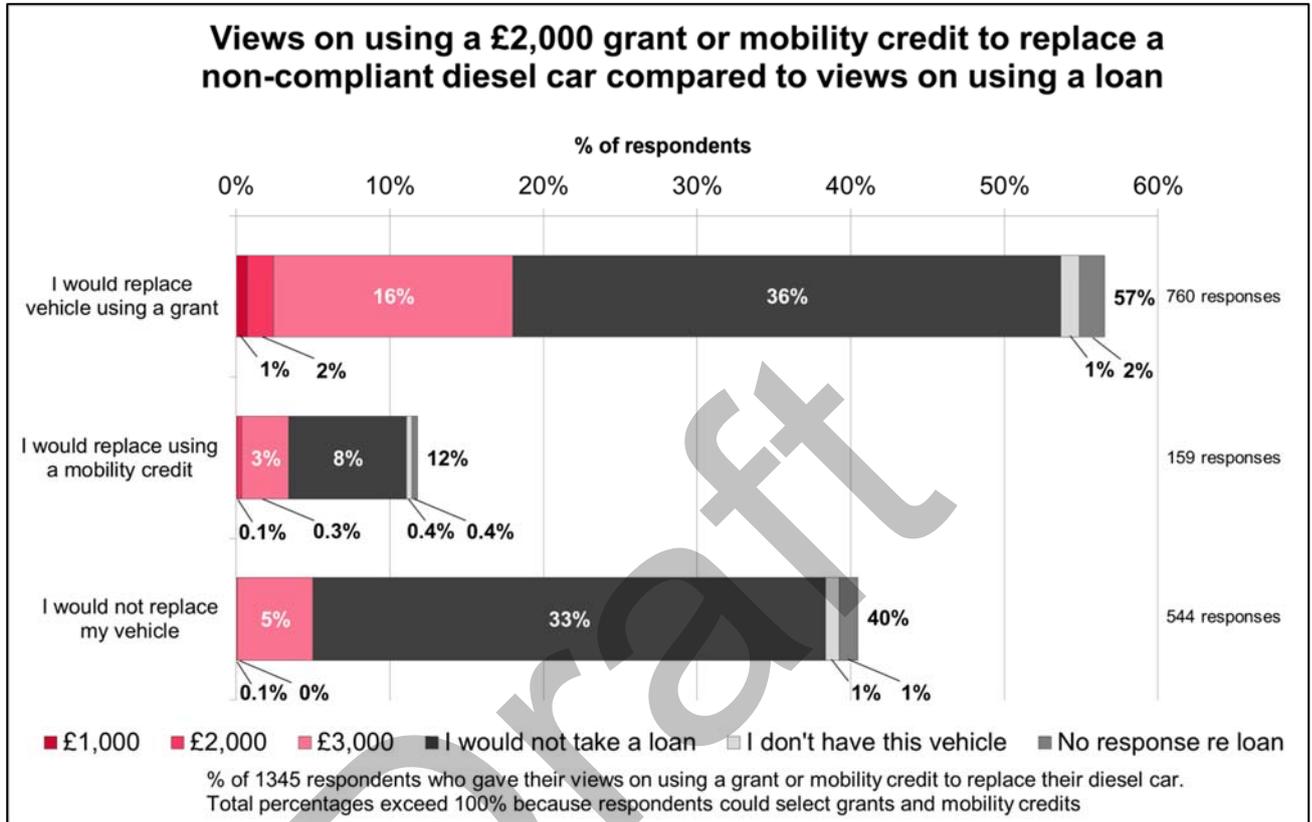
For the 1,345 respondents who gave their views on using a grant or mobility credit to replace their non-compliant diesel car, Figure 43 shows how many would consider using a loan. (All percentages are percentages of the 1,345 who stated their views for a diesel car.)

The 760 respondents (57%) who said they would replace their diesel car using a grant responded similarly to those with petrol cars, with the majority opting not to take a loan. Of those that would also take a loan, the highest proportion (16%) would take the highest suggested loan amount of £3,000, 2% would take a loan of £2,000 and 1% would take a loan of £1,000.

Of the 159 respondents (12%) who said they would replace their diesel car using a mobility credit, the majority would not take a loan. Of those that would also take a loan, the highest proportion (3%) would take the highest loan amount of £3,000.

Of the 544 respondents (40%) who said they would not replace their vehicle, the majority also would not take a loan. 66 respondents (5%) said they would take a £3,000 loan.

Figure 43: views on loans for respondents who stated they would use a grant or mobility credit to replace a non-compliant diesel car



7.4.3 LGVs

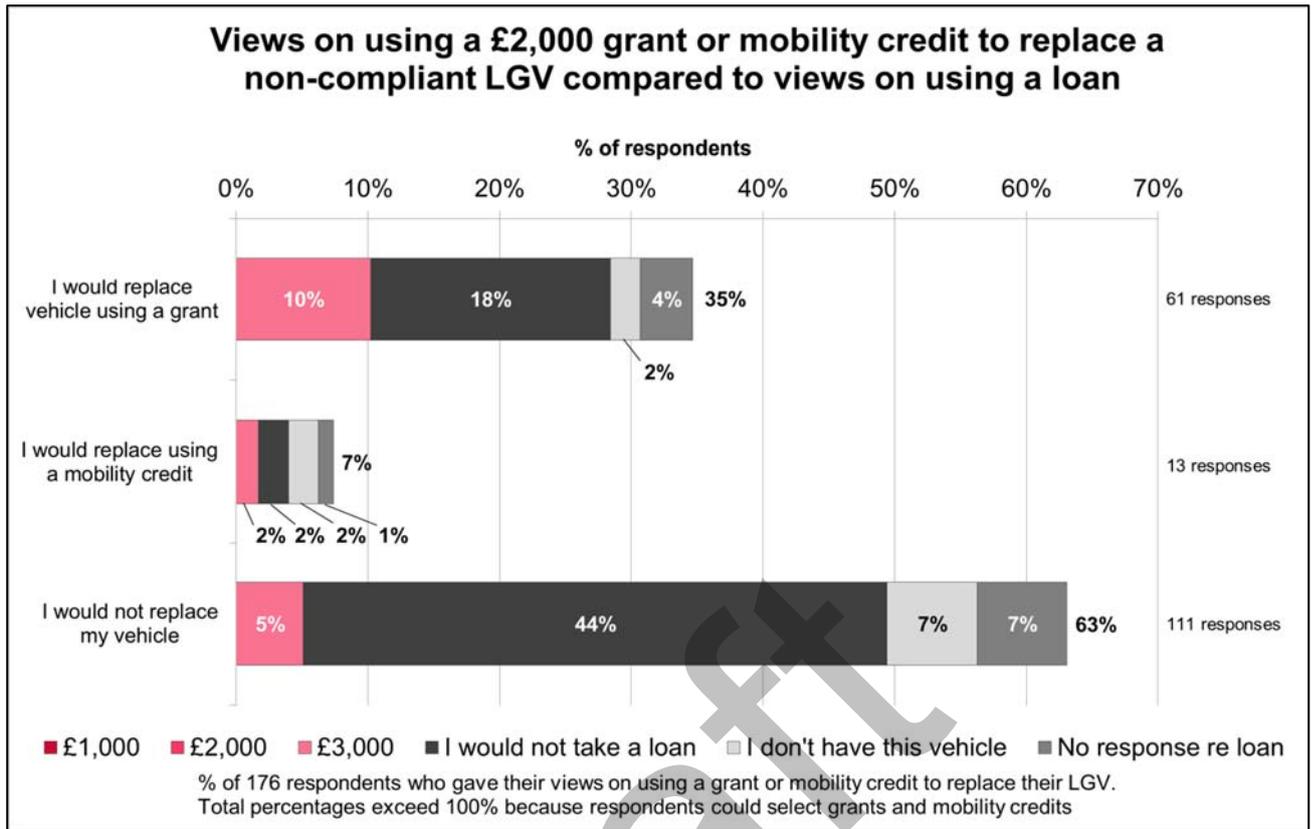
For the 176 respondents who gave their views on using a grant or mobility credit to replace their non-compliant LGV, Figure 44 shows how many would consider using a loan. (All percentages are percentages of the 176 who stated their views for an LGV.)

Of the 61 respondents (35%) who said they would take a grant to replace their LGV, a higher proportion (10% of 176 respondents) said they would take a £3,000 loan than those replacing private cars, The proportion who would not take a loan is 18%.

Of the 13 respondents (7%) who said they would replace their LGV using a mobility credit, a similar proportion said they would take a £3,000 loan as would not take a loan (2%).

Of the 111 respondents (63%) who said they would not replace their vehicle, the majority also would not take a loan. Nine respondents (5%) said they would take a £3,000 loan.

Figure 44: views on loans for respondents who stated they would use a grant or mobility credit to replace a non-compliant LGV

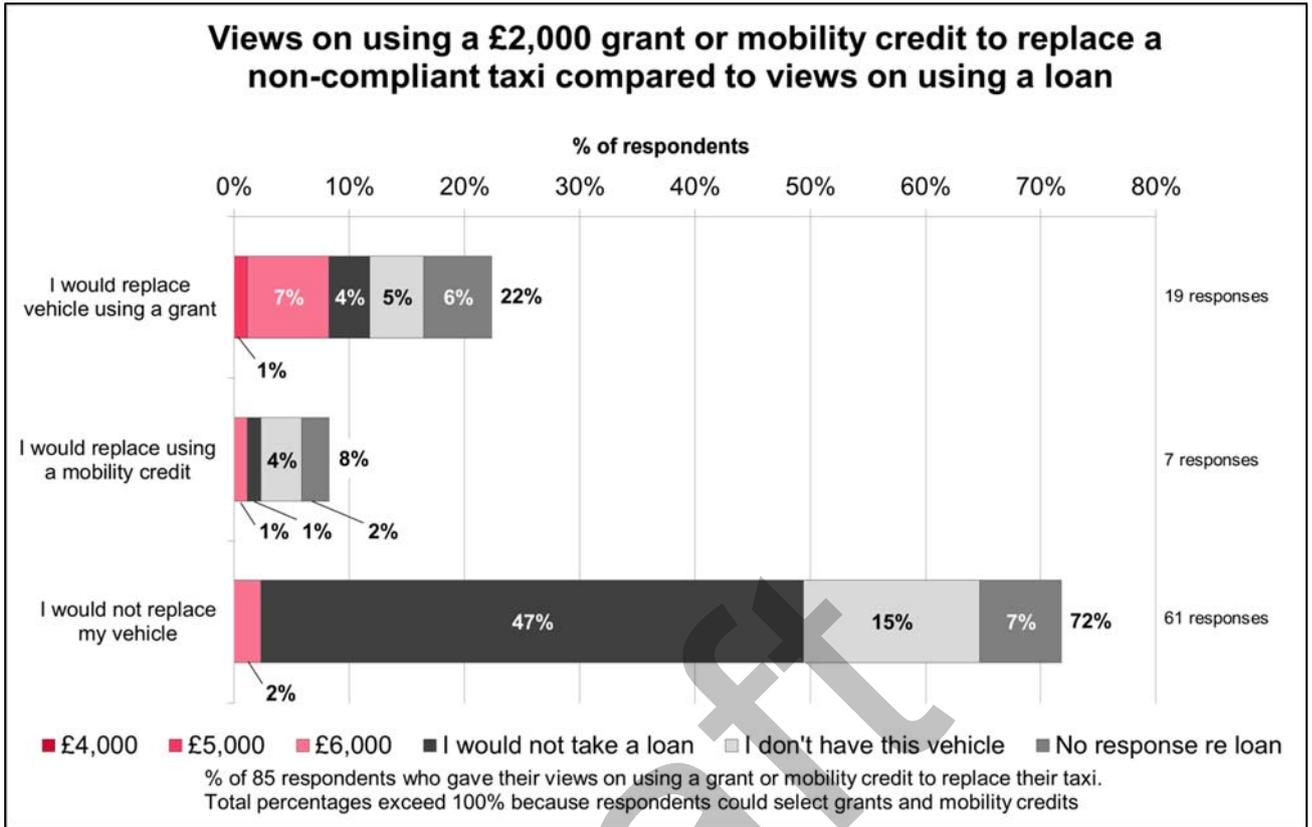


7.4.4 Taxis

For the 85 respondents who gave their views on using a grant or mobility credit to replace their non-compliant taxi, Figure 45 shows how many would also consider using a loan. (All percentages are percentages of the 85 who stated their views for a taxi.)

The proportions should be interpreted with some caution because of the small number of respondents (85) who gave their views for taxis.

Figure 45: views on loans for respondents who stated they would use a grant or mobility credit to replace a non-compliant taxi



Draft

8 Survey views on exemptions and concessions for selected groups

8.1 Overview

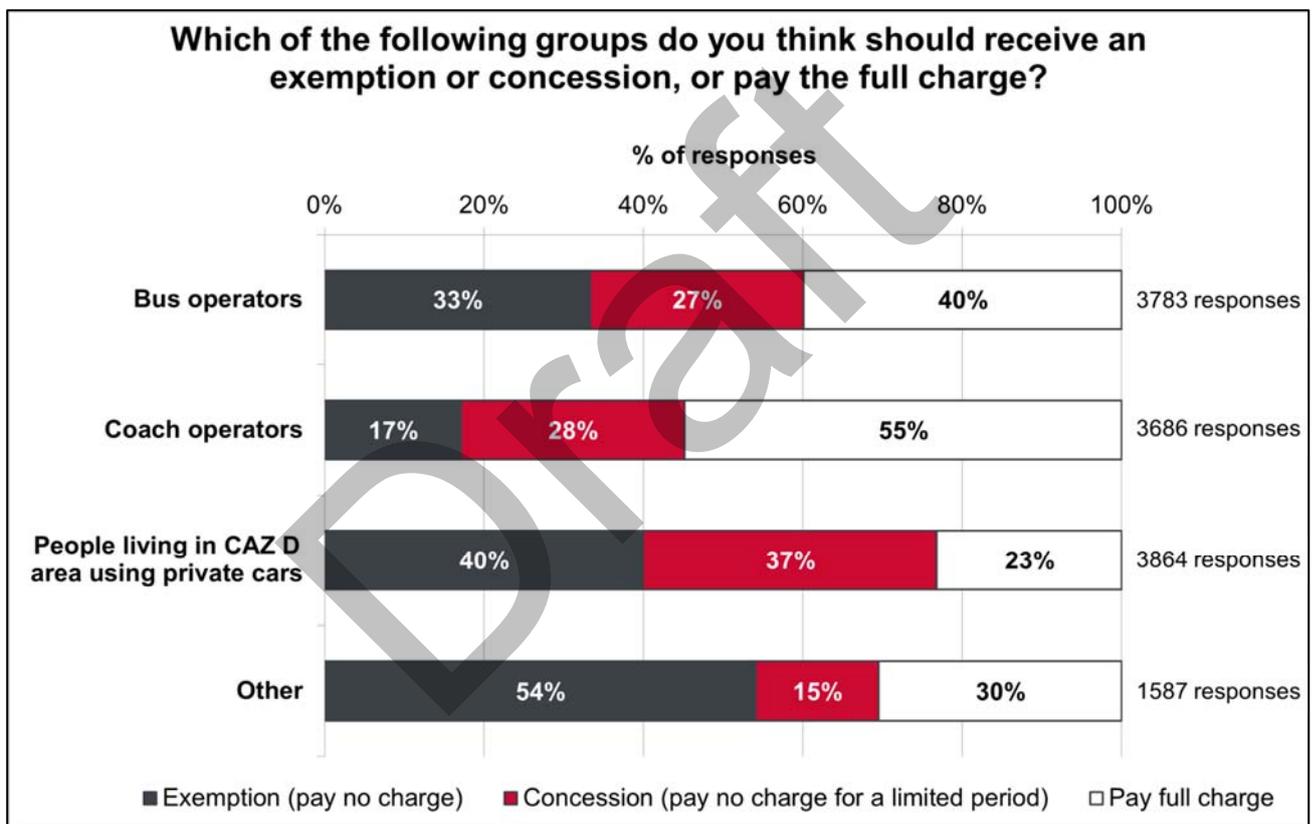
Respondents were asked whether some vehicle users in particular situations should be offered concessions or exemptions if a charging CAZ is needed (Question 11).

- An exemption means that drivers of a non-compliant vehicle in a specific situation would not pay the charge.
- A concession means that drivers of a non-compliant vehicle in a specific situation would not pay the charge for a limited period (to be determined) when the scheme first starts.

Respondents were asked to give their views on four groups: bus operators, coach operators, people living in the CAZ D area using private cars, and ‘other’ specified by the respondent²⁸.

4,053 (96%) respondents provided views on exemptions and concessions (Figure 46).

Figure 46: Views on which groups should receive an exemption or concession



²⁸ The consultation explained that, following feedback to the 2019 Traffic Clean Air Zones consultation, exemptions are being considered for emergency service vehicles, NHS patient transport ambulances, community transport vehicles and vehicles registered for the disabled passenger vehicle tax class. Concessions are being considered for low income households, small businesses and taxi owners. Potential exemptions and concessions would be finalised as part of the full business case for the preferred scheme in early 2021.

8.2 Bus operators

Of 3,783 respondents who gave a view on concessions and exemptions for bus operators:

- 1,260 (33%) said they should receive an exemption;
- 1,014 (27%) supported a concession;
- 1,509 (40%) said they should pay the full charge to drive a non-compliant vehicle in the proposed charging zones.

8.3 Coach operators

Of the 3,686 respondents who gave a view on coach operators:

- 631 (17%) said they should receive an exemption (approximately half the proportion for bus operators);
- 1,033 (28%) respondents said coach operators should receive a concession (similar to the proportion for bus operators);
- 2,022 (55%) respondents said coach operators they should pay full charge.

8.4 People living in CAZ D area using private cars:

3,864 respondents gave a view on people living in the CAZ D area using private cars. Over three quarters of the respondents thought this group should receive either an exemption or concession:

- 1,545 (40%) said CAZ D area residents using private cars should receive an exemption;
- 1,423 (37%) said they should receive a concession;
- 896 (23%) said they should pay a full charge.

8.5 Other groups suggested by respondents

1,472 respondents provided free text answers for the 'other' category. Of these, the most frequently suggested were disabled people, people who need to drive for work, people on low incomes, people living in CAZ areas, hospital users and taxis. This aligns with several of the concessions and exemptions being considered following the 2019 consultation.

The breakdown of 'other' groups that respondents said should receive exemptions and concessions is provided below and in Figure 47.

- 367 (25%) said **disabled people** should receive exemptions/concessions;
- 346 (24%) said **workers** should be eligible, including **emergency service workers, delivery drivers, hospital workers** and **frontline workers**. The full breakdown is shown in Figure 48;
- 121 (8%) said that **people on low incomes** should be eligible;
- 86 (6%) said that **taxis** should be exempt or receive concessions;
- 71 (5%) said that **people who live in the CAZ** should be eligible;
- 67 (5%) said that **patients and visitors to hospitals** should be eligible;
- 67 (5%) said that **businesses** should be exempt or receive concessions;
- 63 (4%) said that **bus operators** should be exempt or receive concessions – this was in addition to the respondents covered in Section 8.2 above;
- 49 (3%) said that **private vehicles** should be exempt or receive concessions, including **classic cars, camper vans** and **hybrid/electric vehicles**;
- 41 (3%) said that **Bristol residents** should be exempt or receive concessions;
- 18 (1%) said that **older people** should be exempt or receive concessions.

Other groups specified include parents, out-of-town drivers, community transport, hire cars, religious groups, and volunteers.

Figure 47: Other groups suggested by respondents for exemptions and concessions

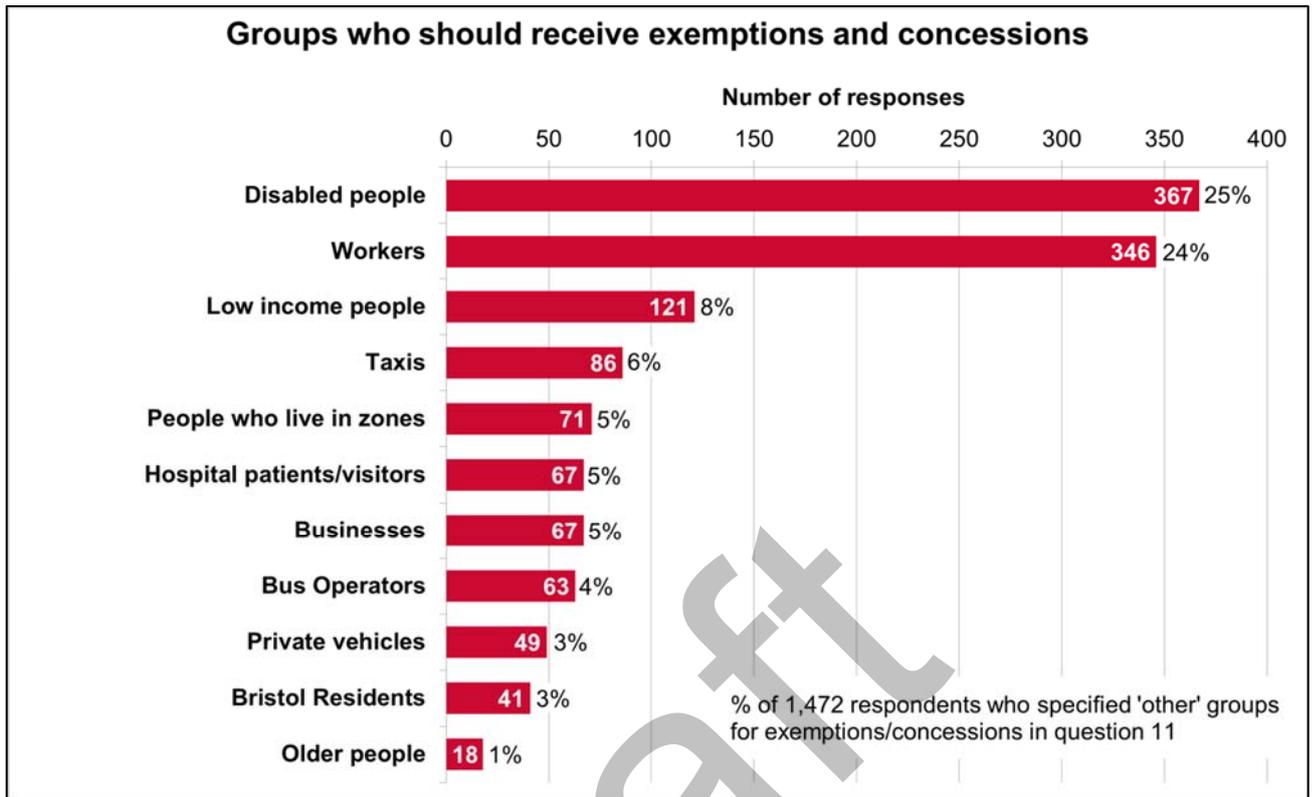
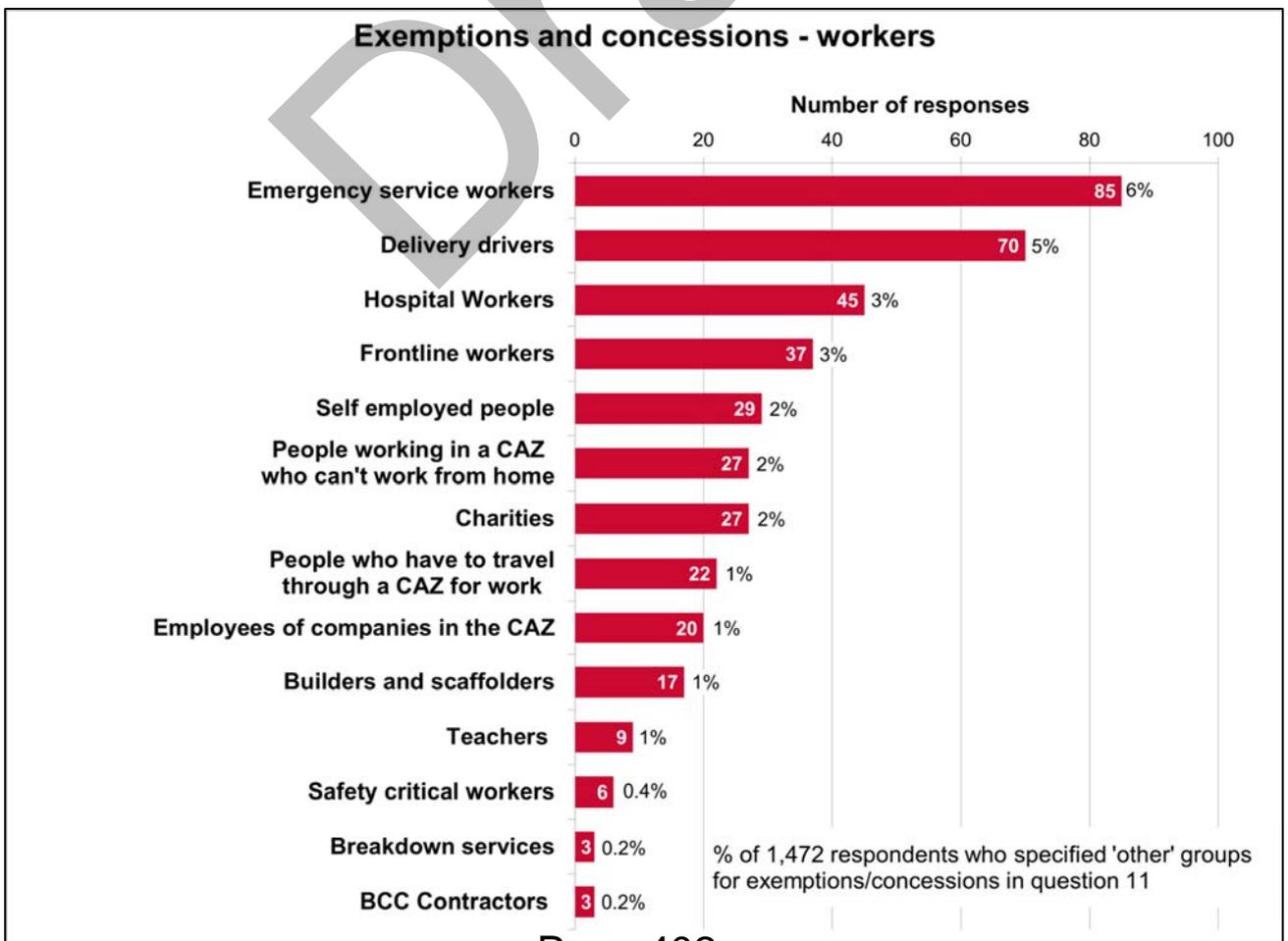


Figure 48: Types of worker respondents identified for exemptions/concessions



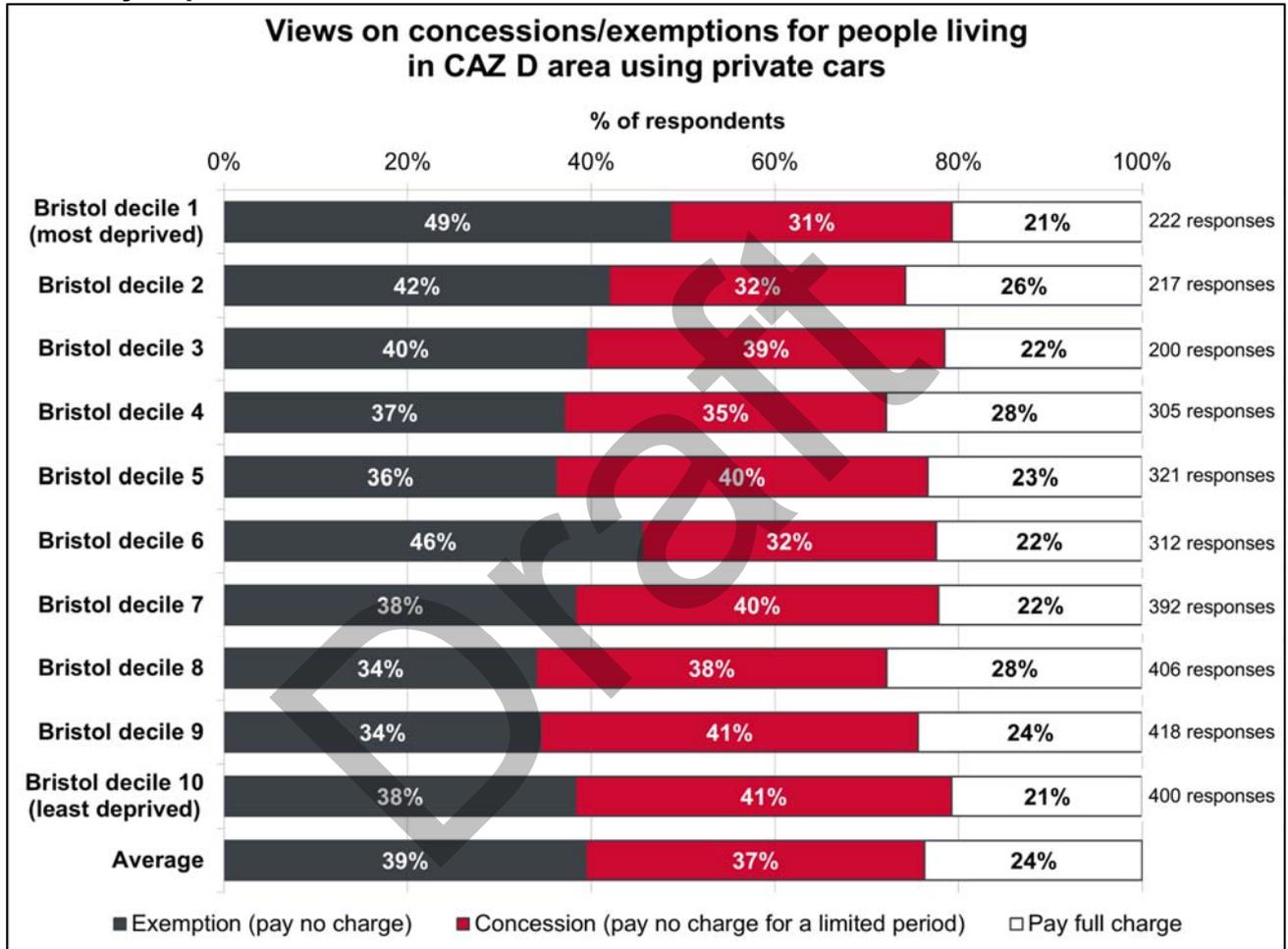
8.6 Views on exemptions and concessions from areas of different deprivation

Figure 49 shows how support for people living in the CAZ D area to be eligible for an exemption or concession varies for respondents in different deprivation deciles.

The most deprived 10% of Bristol (decile 1) has the highest proportion of respondents who support people living in the CAZ D area receiving an exemption (49% compared to an average of 39%). The decile with the second highest support is decile 6 (46%).

However, there is no overall trend between deprivation and the support for exemptions or concession, with most deciles showing similar views to the average.

**Figure 49: Concessions/exemptions for people living in a CAZ D using private cars
Views by deprivation decile**



9 Survey responses: other comments and suggestions

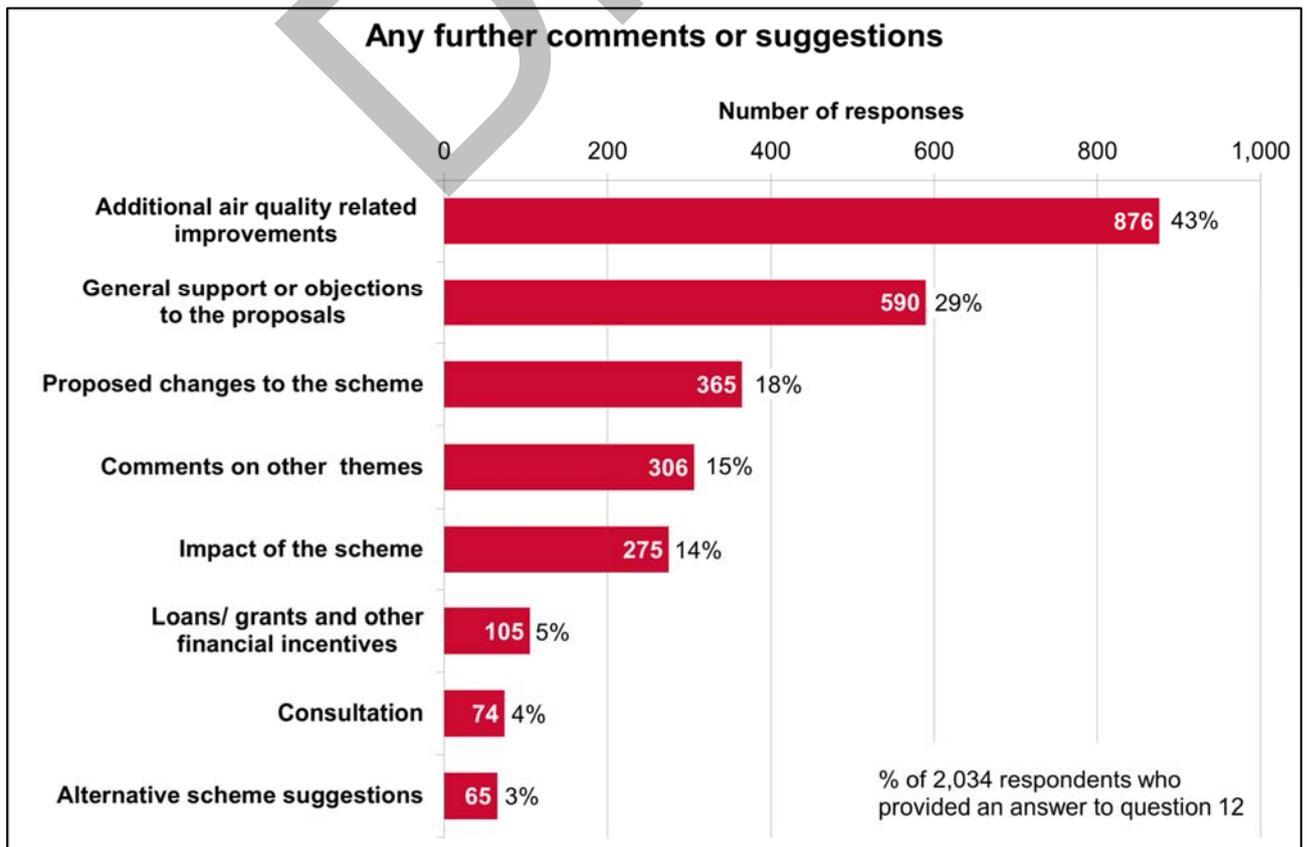
9.1 Overview

Respondents were invited to provide any other comments or suggestions about the new Traffic Clean Air Zone proposals as free text (Figure 50).

Of the 2,034 (48%) respondents who provided further comments on the proposals:

- 876 (43%) made suggestions for **additional measures to improve air quality**. The main comments included requests for more public transport improvements (434 respondents, 21%), more improvements to facilitate cycling and walking (215 responses, 11%), encouraging the use of electric vehicles (136 responses, 7%), and improving the traffic and road layout (88 responses, 4%);
- 590 (29%) made comments detailing **general support or objection to the proposals and/or air quality improvements**. Most of these comments stated respondents' concerns that the proposals are not ambitious enough or would not achieve improved air quality fast enough, but generally support the need to improve air quality in Bristol;
- 365 (18%) **suggested changes to the proposals**, specifically changes to the scheme boundaries, alternative charges and timeframes, which vehicles should be targeted and inclusion of exemptions and concessions;
- 275 (14%) identified concern about **impacts** on specific groups, journeys and places;
- 105 (5%) commented on **loans, grants and other financial incentives**;
- 65 (3%) outlined **alternative scheme suggestions** to a CAZ, such as pedestrianising the city centre, implementing more road closures, or bringing in a congestion charge;
- 74 (4%) commented on aspects of **the consultation**, such as the questionnaire, the consultation process and information provided;
- 306 (19%) commented on **other themes**.

Figure 50: other comments or suggestions about the options - main themes



Sections 9.2 to 9.7 provide a breakdown of each of the main themes.

9.2 Additional measures to improve air quality

Of the 2,034 respondents that provided further comments on the proposals, 876 (43%) suggested additional measures as a way to improve air quality in Bristol:

- 434 (21%) suggested improvements to public transport in Bristol;
- 215 (11%) suggested improvement to active transport modes;
- 136 (17%) made suggestions to encourage the use of electric vehicles;
- 92 (5%) provided suggestions on how to get people to stop driving or drive less;
- 88 (4%) suggested improvements to traffic management and road layout;
- 38 (2%) suggested improvements to parking infrastructure in Bristol;
- 34 (2%) made suggestions that Bristol learn from other cities / schemes;
- 16 (1%) showed support for car sharing schemes;
- 8 (0.2%) suggested incentives for businesses to change their practices;
- 3 (0.1%) made suggestions to encourage fleet changes;
- 5 (0.2%) made suggestions to implement freight consolidation schemes.

9.3 General support or lack of support for the proposals

590 (29%) respondents expressed general support, or lack of support, for the proposals or air quality improvements:

- 251 (12%) expressed general support for the proposals and improving air quality;
- 140 (7%) wanted the proposals and air quality improvements to be enacted more quickly;
- 84 (4%) showed concern that the proposals are not ambitious enough;
- 70 (3%) provided general negative comments relating to the proposals;
- 43 (2%) did not support the proposals due to the charges and impact of the changes.

9.4 Suggested changes to the proposals

365 (23%) respondents proposed changes to any traffic CAZ scheme:

- 80 (4%) recommended that any scheme includes certain exemptions or concessions;
- 72 (4%) suggested scheme boundary changes;
- 59 (3%) suggested that any scheme should target a certain vehicle type;
- 41 (2%) suggested schemes should not target a particular vehicle type;
- 41 (2%) suggested general alterations to charges/bans for vehicles in Bristol;
- 18 (1%) suggested alterations to the scheme timeframe;
- 7 (0.3%) suggested the need for a scrappage scheme;
- 98 (5%) proposed other suggested changes.

9.5 Potential impacts of an air quality improvement scheme

275 (14%) respondents made comments **regarding the potential impacts of an air quality improvement scheme**:

- 164 (8%) expressed concern that any proposals may have a negative impact on certain groups (low income groups, people with disabilities, hospital staff and patients, and older people);
- 65 (3%) suggested potential implications for businesses and the economy;
- 33 (2%) showed concern for effects on traffic, parking pressure and air quality resulting from displacement;
- 18 (1%) commented on the potential behaviour change due to the scheme;
- 98 (5%) gave feedback on other impacts of any scheme.

9.6 Loans, grants and other financial incentives

105 (5%) made comments about **loans, grants and other financial incentives**:

- 61 (3%) suggested negative impacts of the financial incentives;
- 48 (2%) suggested positive impacts of the financial incentives.

9.7 Alternative scheme suggestions

65 (3%) respondents made suggestions for alternative schemes:

- 19 (1%) suggested pedestrianising or banning all vehicles from the city;
- 17 (1%) suggested implementing more road closures;
- 13 (1%) requested the implementation of a congestion charge;
- 10 (0.5%) commented that no action was required.

9.8 Other themes

306 (15%) respondents commented on other themes:

- 84 (4%) provided comments about Bristol's roads, congestion and traffic management;
- 51 (3%) suggested other environmental ideas;
- 49 (2%) gave comments about public transport;
- 30 (1%) commented on other pollution sources not tackled by the traffic CAZ;
- 30 (1%) gave arguments for not changing vehicles;
- 28 (1%) commented on active modes of transport;
- 28 (1%) gave comments that were outside the scope of the consultation;
- 19 (1%) commented on parking in Bristol.

10 Other correspondence on the Traffic Clean Air Zones Consultation

10.1 Overview

19 letters and emails were received, providing responses to the consultation. Of these:

- 18 were from businesses and organisations²⁹ (see Table 3 for details); and
- One was from a member of the public.

Table 3: Business and organisations replying by letter or email

Type of organisation	Name of company/organisation
Transport operators	First West of England Enterprise Holdings Eagle Coaches
Transport/environment interest groups	Client Earth Extinction Rebellion Bristol Bristol Clean Air Alliance Bristol Walking Alliance Bristol Civic Society British Vehicle Renting and Leasing Association Military Vehicle Trust
Emergency services	South Western Ambulance Service
Healthcare providers	NHS organisations (University Hospital Bristol NHS Foundation Trust, Weston NHS Foundation Trust, North Bristol NHS Trust)
Business groups	Business West
Businesses	UPS Hammerson plc SeeTru Limited
Local authorities	North Somerset Council Wraxall & Failand Parish Council
Equalities organisations	Black South West Network

Analysis followed a similar approach to analysis of the feedback in free text questions of the questionnaire. Respondents' comments were grouped and categorised. Where duplicate letters and emails were submitted (for example via both hard copy and email), or where respondents submitted a second response that added information to or updated their first, this was combined as a single response in the analysis.

²⁹ Some of the correspondence was on behalf of multiple businesses/organisations

Within the letters and emails, respondents often commented on multiple issues. The letters and emails identified several of the same themes that were included in the free text responses to the survey.

Comments are categorised into the following five main themes³⁰:

- 16 respondents (84%) **suggested alterations** to the proposals;
- 11 respondents (58%) expressed **support** for the proposals;
- 11 respondents (58%) commented on their **reservations** about the proposals;
- 5 respondents (26%) said that **further information was required** to determine the most effective way to reduce air pollution.

Each of these is summarised in the following Sections 10.2 to 10.5.

10.2 Suggested alterations to the proposals

16 respondents (84%) **suggested alterations** to the proposals:

- 10 (53%) suggested exemptions and concessions for specific groups or vehicles. These included residents from BAME communities, healthcare workers, emergency vehicles, HGVs, coaches, and commercial vehicles;
- 5 (26%) suggested **the boundary for option 1 (small CAZ D) needs to be reduced**, and 4 (21%) that the **option 2 (medium CAZ C) boundary should be reduced**;
- 3 (16%) suggested **increasing the option 1 (small CAZ D) boundary** and 2 (11%) recommended **increasing the option 2 (medium CAZ C) boundary**;
- 4 (21%) suggested that **sustainable transport infrastructure should be improved**, including public transport, active travel methods, and electric vehicle infrastructure;
- 3 (16%) said that **behaviour change should be incentivised**;
- 3 (16%) **suggested changes to grants and funding**, particularly for replacing commercial vehicles;
- 1 respondent said that there should be **higher impact charges**;
- 1 respondent said that there should be **fewer exemptions**;
- 1 respondent said that the **timeline for implementation should be longer** to enable businesses to prepare.

10.3 Support for the proposals

11 respondents (58%) expressed **support** for the proposals:

- 8 (42%) expressed **general support for option 1**;
- 4 (21%) expressed **general support for option 2**;
- 3 (16%) specified that **option 2** would have a **positive impact on air quality and public health** in Bristol;
- 3 (16%) expressed support for the **non-charging measures** such as the financial incentives to replace vehicles;
- 2 (11%) said that option 1 seemed proportionate to the problem and did not disadvantage specific groups.

³⁰ Because respondents commented on multiple issues, the total number of comments is greater than the 41 letters and emails.

10.4 Reservations with the proposed options

11 respondents (58%) expressed their **reservations** about the proposals:

- 4 (21%) said that the **traffic would be pushed elsewhere**, causing issues in those areas;
- 4 (21%) were concerned that **option 2** would **negatively impact businesses**, and 2 (11%) were also concerned that **option 1** would do this;
- 2 (11%) were concerned **neither of the options would improve air quality sufficiently**;
- 2 (11%) said that there were unfair implications for certain groups, including residents from the BAME community and people on lower incomes;
- 2 (11%) were concerned that the proposals would have **negative implications for journeys to the hospital**.

10.5 Further information required

5 respondents (26%) said that **further information was required** to determine the most effective way to reduce air pollution, including:

- Identifying the root cause of air pollution in the impacted areas;
- Information about the air quality and traffic modelling;
- How businesses would be affected by the proposals.

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11 How will this report be used?

This consultation report describes the consultation methodology and the feedback received, which will be considered by Cabinet before they make a decision on a preferred CAZ option to present to government as part of an Outline Business Case. The results of the consultation have also been considered to inform the preferred option to be recommended to Cabinet for approval. The results will also be used to shape the more detailed engagement strategy that will be part of the Full Business Case process.

How can I keep track?

You can always find the latest consultations online at www.bristol.gov.uk/consultationhub where you can also sign up to receive automated email notifications about consultations and engagements.

Decisions related to the proposals in this consultation will be made publicly at the Cabinet meeting on 25 February 2021.

You can find forthcoming meetings and their agenda at democracy.bristol.gov.uk

Any decisions made by Cabinet will also be shared at democracy.bristol.gov.uk

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Bristol City Council Equality Impact Assessment Form



Name of proposal	Improving Public Health: Bristol Clean Air Zone (CAZ) – Full business cases
Directorate and Service Area	Growth and Regeneration
Name of Lead Officer	Mike Jackson, Chief Executive and SRO

1.1 What is the proposal?

Background

Bristol City Council is wholly committed to enabling clean air in the city and to achieving this as quickly as possible, whilst making sure that we put in place measures that will mitigate the impact on people with protected characteristics (and/or from low income households).

Due to the scale of the issue in urban areas nationally, Her Majesty's Government in 2017 formally directed 24 local authorities (including Bristol City Council) to submit plans for how they will achieve compliance to the legal NO₂ limits and how they would implement these plans by the end of March 2021.

Local authorities are therefore required to model various options for achieving clean air and to take forward the option that delivers compliance against the NO₂ legal limits within the shortest possible time, reduces exposure the quickest and ensures that compliance is not just possible but likely.

There have been a number of key changes to the project since the document was last circulated. From 1st July 2019 Bristol City Council carried out a six-week public consultation on two options for achieving NO₂ compliance: option 1: a Medium CAZ C charging scheme with additional non-charging measures and mitigations; option 2, a Small Area Diesel Car Ban with mitigations.

Following consultation and further technical analysis on both options, officers recommended that we progress with a 'Hybrid' option, which merged options 1 and 2 described above. This was the option that achieved compliance in line with our legal obligations.

Since the Council submitted the OBC in November 2019, further modelling and evaluation work has continued as part of refinement work and there have been regular discussions between Bristol City Council and JAQU. The main discussions being;

1. Technical questions relating to the Diesel Ban, in particular the area of the ban and assumptions around behaviour change;
2. Additional technical work that has been carried out that now shows a compliance date for the Hybrid scheme of 2023;
3. Matters relating to the ability to deliver Diesel Ban as Government had not provided the appropriate powers to Bristol City Council to implement a ban by passing the necessary secondary legislation and;
4. The Joint Air Quality Unit (JAQU) requiring further modelling work to ensure that other viable options are being considered by the Council, should they be required. This includes modelling a medium CAZ C with a small CAZ D. Further analysis and sensitivity testing has been continuing on

this option to ensure that the option that is put forward in the Full Business Case fully complies with the Government Direction of achieving compliance with the legal NO2 limits in the shortest possible time.

The further modelling work has enabled good progress to be made on refining the data and has enabled us to move forward positively. The most important aspect to note is that as a result of this additional refinement work, the compliance year has moved from 2025 to 2023. This will bring improved health to Bristol in a much shorter timescale than originally expected.

On the 13th March 2020 a formal Direction was received from the Rt. Hon Rebecca Pow who wrote to Mayor Rees stating the following:

To ensure delivery of NO2 compliance in the shortest possible time, I attach to this letter a Ministerial Direction requiring Bristol City Council to:

- Implement a charging Clean Air Zone Class C with additional measures as soon as possible and at least in time to bring forward compliance to 2023. I expect this to begin to be in place by 1 April 2020 at the latest; and
- Submit to JAQU a Full Business Case by 18 September 2020 at the latest.

'In the event that your preferred option of a medium CAZ C with additional measures, which could be either a diesel ban or small area CAZ D, is either not deliverable or is shown through further modelling to not deliver compliance in the shortest possible time, I expect you to pursue an alternative option for compliance, including a medium size class D CAZ.'

Covid-19 impact

It is important to note that having received the Government Direction and letter from the Rt. Hon Rebecca Pow MP on the 13th March 2020, the situation regarding COVID-19 escalated and further Government advice was subsequently provided.

In continuing discussions with JAQU throughout this period, Bristol City Council continued to assess the situation and monitor the impacts of COVID-19. During this time JAQU issued a statement from the Joint Heads of Department stating that no Clean Air Zones will be implemented before January 2021 in recognition of the challenges and unknown entities that the situation presented.

Despite the challenges that lockdown (which commenced on the 23 March 2020) presented, council officers made significant progress in continuing with the additional required modelling and technical assessments as set out in the letter from Minister Pow on the 13th March 2020. These were all submitted in line with the requirements placed upon us.

Following the submission of the required information and subsequent discussions with JAQU officers, the Council was issued with a new Direction on 20 August 2020 which requires the Council to:

Implement the local plan for nitrogen dioxide (NO2) compliance, specifying a Medium Charging Clean Air Zone Class C with small Charging Clean Air Zone Class D and additional measures, subject to provision of further evidence to be submitted

4.—(1) The authority must take steps to implement the local plan for NO2 compliance for the areas for which it is responsible.

(2) The authority must ensure that the local plan for NO2 compliance is implemented so that—

- (a) compliance with the legal limit value for nitrogen dioxide is achieved in the shortest possible time, and by 2023 at the latest;
- (b) exposure to levels above the legal limit for nitrogen dioxide are reduced as quickly as possible.

Duty to submit additional documentation

5.—(1) The authority must submit to the Secretary of State further options appraisal (including transport and air quality modelling) by 4 December 2020 at the latest, in order to provide assurance that the local plan for NO₂ compliance will deliver compliance in the shortest possible time and by 2023 at the latest.

(2) The revised air quality modelling provided under paragraph (1) must demonstrate the green recovery measures and the applicable class of charging Clean Air Zone, in the medium and small zone, appropriate behavioural assumptions, and what (if any) additional measures, or adjustments to the local plan for NO₂ compliance would need to be implemented by the authority to deliver compliance in the shortest possible time.

Duty to prepare and submit a full business cases

6.—(1) The authority must as part of its feasibility study continue with the work necessary to prepare a full business case for the area for which it is responsible.

(2) The full business case must be submitted to the Secretary of State as soon as possible and by 26 February 2021 at the latest.

Submission of the full business case to the Secretary of State

8. When submitting its full business case, the authority must provide the Secretary of State with the following information—

- (a) the date on which it is proposed that the scheme identified in the full business case will start to be implemented, which must be by 29 October 2021 at the latest;

There is a requirement to have undergone the necessary procurement activities, to have installed infrastructure and be ready to go live with the CAZ from this date. In order to achieve this, the FBC must be submitted well in advance to allow for the continued dialogue with JAQU to take place, agreeing the way forward at every gateway review. The Direction is as a direct result of intense engagement with JAQU which is continuing in order to satisfy both parties that the Bristol Clean Air Zone is the right strategic fit for Bristol that will meet the legal requirements.

Post COVID-19 emerging situation

The Outline Business Case (OBC) that was submitted to JAQU in November 2019 included a set of proposals that offered the most appropriate measures for Bristol at that time and that were aligned with the Mayor's strategic vision for the future development and direction of the city. However, the situation changed dramatically, without warning, due to the global pandemic caused by COVID-19.

The council has reviewed the impact of the pandemic and the inevitable change to the project baseline that this presents, the baseline which included previously modelled results and data analysis having been set in 2018 has now dramatically changed. The methodologies, modelling and assumptions that have been used up until the outbreak of COVID-19 are now outdated and do not take into account the effects of COVID-19 on our city. As such, consideration was given to how we move forward in a way that delivers clean air and improved health benefits to Bristol, recognising the unprecedented times we are in while also seeking to protect and enhance our economy.

In July 2020 the Government announced funding of £2bn to create ‘a new era’ for cycling and walking. It has been a long-held ambition for Bristol to create more liveable neighbourhoods that are free from traffic congestion and pollution, giving more space to residents and businesses and improving walking and cycling journeys. This ambition has become more important than ever in the context of Covid-19.

Officers have been in continual dialogue with JAQU to consider the most suitable manner in which Bristol can respond to the pandemic and take into account the new environment. Our bold plans to reallocate through traffic away from the city centre in response to Covid-19 is testament to the level of ambition we hold in transforming how people get around the city. In a short space of time and with the help of enabling legislation from Government, we have made some radical changes to some of the most polluting areas in Bristol. We closed Baldwin Street to help insulate and promote local bus services and ensure that residents are encouraged to adopt public transport and active modes of travel. Other measures include the closure of Bristol Bridge to through traffic other than buses, motorbikes, taxis and cyclists, new segregated cycle routes on Park Row, Upper Maudlin St and Lewin’s Mead. Access to the central hospital and Bristol University has also been improved with new segregated cycle routes and our plans for the autumn and winter will expand the area of focus to our local neighbourhoods, improving liability and air quality in several neighbourhoods while protecting local businesses.

The new proposals seek to build on these measures and develop further schemes to ensure we are successful in improving air quality on our most polluted corridors, making schemes permanent or extended as required.

The fact that we now need to take account of the radical changes that have occurred as a result of the pandemic inevitably means that the baseline data has changed as a result of changed working patterns, altered and travel behaviours; these changes must now be factored into the evidence base for future decision making. In order to do this, we agreed a new three-staged modelling approach with JAQU to update the baseline and provide the most current evidence to make decisions.

A methodology has been adopted that carries out modelling and sensitivity testing (reports that test the modelling results against different scenarios) as well as capturing real time information from existing air quality monitoring units and the automatic number plate recognition (ANPR) data. As an essential element of the proposals, additional new air quality monitoring units will be installed to capture as much accurate and real time data as possible.

This new methodology is largely due to an emerging change in air quality readings. During the periods of lockdown and post lockdown, air quality and traffic levels were continuously monitored at our five continuous sites and 100 diffusion tubes sites. While the improvement in air quality during this time was a welcome effect of the lockdown, in order to define an area as being compliant (within the legal limits set), the air quality is measured using an annual measurement: annual mean. Therefore, it is not possible to officially state that Bristol had become air quality compliant at that time.

There is evidence that air quality improved during the first lockdown as movement around the city reduced and travel behaviour changed. The Council’s preferred approach is to build on these behaviour changes and to encourage citizens and businesses to sustain the recent, less polluting travel behaviour that had been seen during the pandemic, without needing to implement a charging CAZ. The Council has supported this with improvements to roads around the city that make it easier to walk, cycle or use public transport. On September 1st 2020, the Mayor issued a call to action

during a Council Cabinet Meeting, stressing that in order for there to be a reasonable chance of avoiding a charging zone, people would need to modify their travel behaviour. He said:

We need to use this opportunity for people to transition onto public transport. We can have conversations with our bus providers to facilitate that and make sure people can do it in a safe way. But, that transition also helps us build the longer-term case for the mass transit system that we're also bringing through. This really is a call to action. This is not something that the council can deliver alone; this is about us as a city collectively engaging in behaviour change in the way we move around. If we collectively engage in that behaviour change, we can get ourselves to compliance in the shortest possible time in a way that does not further compound the economic woes faced by households and businesses in Bristol.

Whilst we cannot say from the data being gathered that traffic levels and associated pollution levels will definitely return to pre COVID levels, we also don't have sufficient evidence to say otherwise. This data has now been submitted and will be reviewed by the science team at JAQU as part of a full technical review of all the data submitted. JAQU will subsequently conclude what measures Bristol are required to implement.

A further 6-week consultation took place from October 8th 2020. This was extended due to the impact of Covid-19, to the 13th December 2020. There were 2 options consulted on: a dual zone consisting of a Medium CAZ C (charging all commercial non-compliant vehicles) with a small CAZ D (charging all non-compliant vehicles including private cars) and a standalone option of a small CAZ D. This data alongside a revised Distributional Equalities Impact Assessment will all be used to prepare this EqIA.

Step 2: What information do we have?

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

Broadly, there are three types of impact that could arise depending on the decision taken in relation to the FBC:

1. Impact on public health from reducing air pollution
2. Impact on individuals through charging; impact on businesses through enforcement of the CAZ if a CAZ is implemented
3. Impact of additional measures aimed at improving and encouraging sustainable transport options for the residents and visitors to Bristol.

Impact of Reducing Air Pollution

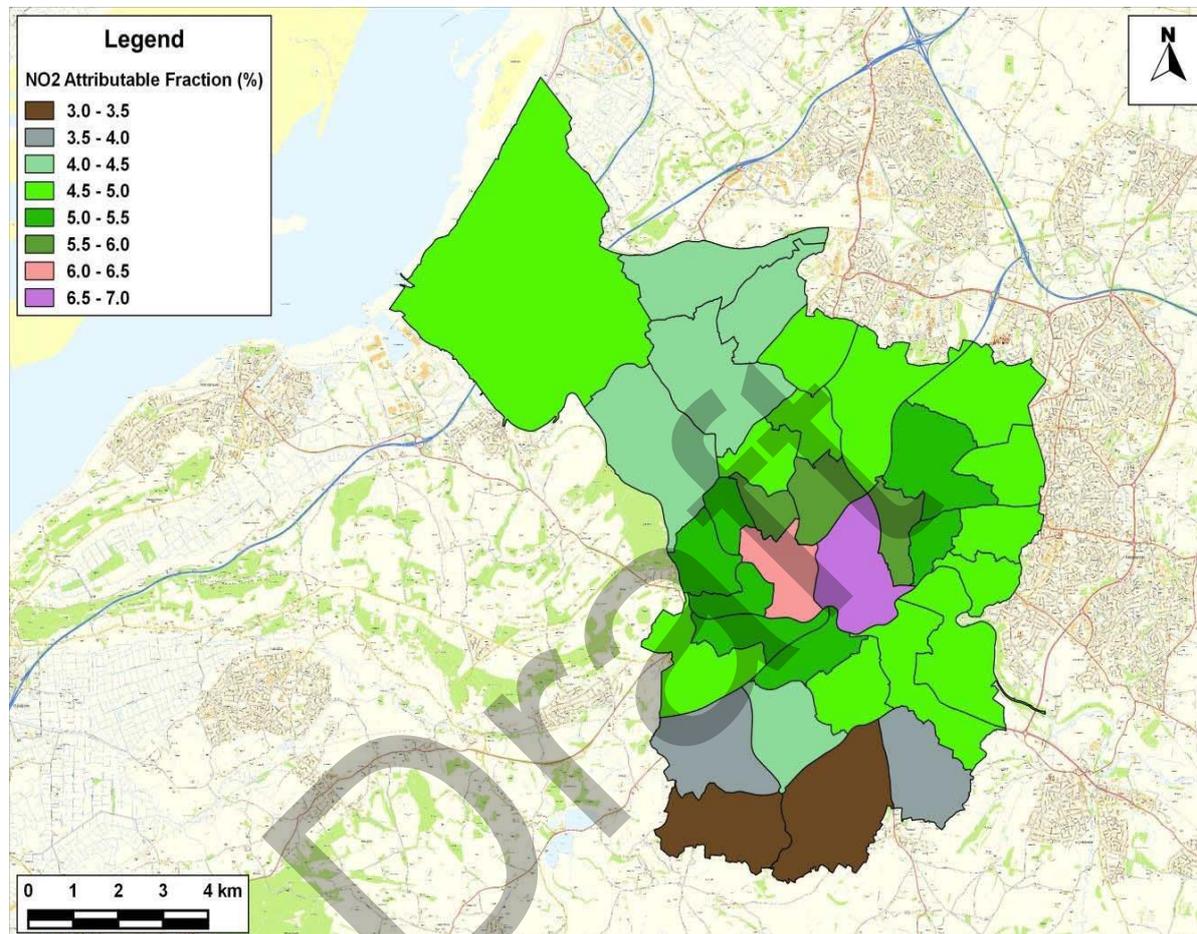
We manage air pollution levels in order to protect public health. Reducing air pollution leads to a reduction in both morbidity and mortality. The most recent analysis commissioned by Bristol City Council – based on evidence from the Committee on the Medical Effects of Air Pollutants (COMEAP)

– calculated that around 300 deaths each year in the City of Bristol can be attributed to exposure to both nitrogen dioxide and fine particulate matter.

Significant parts of the city are affected by air pollution in excess of the UK and EU standards for nitrogen dioxide – this is called the Air Quality Management Area (AQMA). This covers the city centre, central residential areas and main roads. Approximately 100,000 people live in the city centre and many more study, work and travel through this area.

Air pollution affects the whole of the city and health impacts from poor air quality will be experienced outside the AQMA.

The figure below shows the fraction of deaths (%) attributable to nitrogen dioxide in Bristol wards in 2013.



Impacts of Charging Zones if implemented

London has introduced an Ultra-Low Emissions Zone (ULEZ) which charges most vehicle types including cars, taxis, buses, motorcycles and vans. This has been in place since April 2019 and covers the same area that London's pre-existing congestion charging zone covered. However, as it has only been in place for a short time, we cannot reliably assess its full impact.

Aside from London's ULEZ, no other UK city has introduced a clean air zone with charges at the time of writing. Therefore, we do not have direct experience of the impact. However, it is reasonable to assume that people from equality groups and/or from low income groups that are required to pay a charge may be negatively affected, and this may have a detrimental impact on life chances and health. This is further explored in section three of this report.

In 2016, a government assessment of the impact of Clean Air Zones was undertaken in five of the cities that were directed to implement CAZs, the findings of which can be read here:

<https://consult.defra.gov.uk/airquality/implementation-of->

Quality of Life Survey

In relation to the proportion of people who say air pollution prevents them leaving their house when they want to, the council's Quality of Life Survey 2019 / 20 shows there are clear differences between both equality groups and where people live. However, people's perception of air quality in their neighbourhood is unlikely to be closely related to NO₂ air quality measurements as it will likely be governed by a range of factors including proximity to busy roads, frequency of neighbourhood bonfires and solid fuel burning and proximity to industrial processes.

Indicator	% for whom air pollution prevents them from leaving their home when they want to
Equalities Group	Percentage
16 to 24 years	8.1%
50 years and older	4.0%
65 years and older	4.4%
Female	5.2%
Male	6.2%
Black Asian and minority ethnicity	5.3%
White minority ethnicity	7.9%
Single Parent	4.7%
Carer	7.2%
Disabled	9.9%
Lesbian Gay or Bisexual)	8.2%
No religion or faith	4.9%
Religion or faith	5.1%
Deprivation (People living in 10% most deprived areas)	6.8%
Bristol Average	5.8% (increase from 4.6% in 2018-19)

Source: Quality of Life in Bristol survey 2019-20

Indicator	% for whom air pollution prevents them from leaving their home when they want to
Ward Name	Percentage
Ashley	8.3%
Avonmouth & Lawrence Weston	3.4%
Bedminster	4.2%
Bishopston & Ashley Down	12.9%
Bishopsworth	4.8%
Brislington East	2.0%
Brislington West	3.7%
Central	7.4%
Clifton	5.1%
Clifton Down	2.9%
Cotham	2.2%
Easton	7.3%

Eastville	5.4%
Filwood	6.2%
Frome Vale	7.1%
Hartcliffe & Withywood	5.6%
Henbury & Brentry	4.6%
Hengrove & Whitchurch Park	2.1%
Hillfields	2.0%
Horfield	7.6%
Hotwells & Harbourside	8.8%
Knowle	5.4%
Lawrence Hill	13.2%
Lockleaze	9.7%
Redland	6.1%
Southmead	4.5%
Southville	5.8%
St George Central	7.3%
St George Troopers Hill	0.45%
St George West	6.75%
Stockwood	3.6%
Stoke Bishop	3.6%
Westbury-on-Trym & Henleaze	6.4%
Windmill Hill	4.4%

Source: Quality of Life in Bristol survey 2019-20

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

A second consultation ran from the 8th Oct 2020 to 13th December 2020. This exercise presented two options to the public, both designed to achieve compliance with legal NO2 limits in the shortest possible time. The options were:

- Option 1: Small area CAZ D
- Option 2: Clean Air Zone C (private cars not charged) with a smaller inner zone of a CAZ D (private cars charged)

The consultation also asked respondents how concerned they are about the health impacts of poor air quality in Bristol and it sought feedback from citizens, businesses and other stakeholders on the two options. Due to the limitations caused by Covid-19, drop-in sessions and face to face activities were hugely reduced. To boost response rates and to target low-responding parts of Bristol, 20,000 paper surveys were delivered direct to addresses in areas which have historically low response rates to consultations and high levels of deprivation and monitored the response rate during the engagement. We then hand delivered a further 2000 in areas where the response rate was low in these deprived wards e.g. Lawrence Hill and Lockleaze. We also offered phone appointments, virtual chats, postal address and an email address to everyone (not just businesses) to ensure that there were high- and low-tech ways of contacting the council so reducing barriers for those who don't have online access. The team also contacted all the equality and faith groups by email, asking them to reach out to communities and help their community get involved and CDT were also asked to support the consultation.

The second consultation received responses from a wide range of groups and residents. Overall, the survey received 4,225 responses, of which 3,760 (89%) were self-completed online and 465 (11%) were self-completed using paper surveys.

3,431 responses (81%) were received from postcodes within the Bristol City Council area, 214 (5%) responses were from South Gloucestershire, 105 (2%) were from North Somerset, and 37 (1%) were from Bath & North East Somerset (B&NES). 49 (1%) responses were from further afield, 23 (less than 1%) respondents provided unidentifiable postcodes, and 366 (9%) did not provide a postcode.

Deprivation - The home location of respondents in Bristol was compared with nationally published information on levels of deprivation across the city to review if the responses received include a cross-section of people living in more deprived and less deprived areas. The comparison looked at levels of deprivation in 10 bands (known as 'deciles') from decile 1 (most deprived) to decile 10 (least deprived). The response rate from the most deprived parts of Bristol (deciles 1, 2, 3 and 4) is less than the proportion of citizens living in those areas. The proportion of respondents in deprivation decile 5 closely matches the proportion of Bristol citizens living in deprivation decile 5. Response rates from the least deprived parts of the city (deciles 7 to 10) are higher than the proportion of Bristol citizens living in those areas.

Although, the more deprived areas are under-represented as a proportion of the population, the large number of responses in all deciles enables meaningful comparison of the views of people living in the most deprived and least deprived areas.

Age - The most common age of respondents was 35-44 years (23%), followed by 25-34 (20%) and 45-54 (19%). The proportion of responses in the age categories 35-44, 45-54, 55-64 and 65-74 were higher than these age groups' proportion of the population in Bristol. Survey responses from children (under 18), young people aged 18-24 and people aged 85 and older were underrepresented. In each age category, the proportions of all respondents and Bristol respondents were very similar.

Sex - 41% of all responses were from women and 58% were from men. 0.4% was from people who identified as 'other' (0.6% for Bristol respondents).

Disability - The proportion of disabled respondents (8%) matched the proportion of disabled people living in Bristol. The proportion of disabled respondents living in Bristol was slightly lower (7%).

The proportions of White British respondents (85%) and White British respondents from Bristol (84%) are higher than the proportion of White Bristol people in the Bristol population. The response rates from White Irish (2%) and Other White respondents (8%) were also higher than the proportion of these groups living in Bristol.

The responses rate from Gypsy / Roma / Traveller people (0.1%) closely matches proportion of these citizens in the Bristol population.

All other Black, Asian and Minority Ethnic respondents were under-represented in the response rates compared to the proportion of BAME citizens living in Bristol. However, we were unable to carry out many of the engagement methods we have used in previous consultations due to COVID-19 restrictions.

Religion/faith - People with no religion (67% of respondents and 70% of Bristol respondents) responded in higher proportions than people of no religion in Bristol's population. Christians (27%), Muslims (0.8%), Hindus (0.4%) and Sikhs (0.2%) were under-represented compared to the

proportions of these faiths living in Bristol. The proportion of Jewish respondents (0.4%) was higher than the Bristol population, as were Buddhists (1%) and people of other faith (2%).

Briefings were held with several groups including Business West (with 55 businesses joining), University Hospital Bristol NHS Trust, Southmead Hospital, University of Bristol, University of West of England, Bristol Workplace Travel Network, waste contractors, and neighbouring councils. We also contacted 1,385 businesses about the consultation.

Other activities include an online campaign, radio adverts and live reads (Ujima and BCFM), adverts in hyperlocal publications and newsletters, toolkit including suggested social posts, press release and newsletter content to key stakeholders including councillors.

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

As before, a full consultation programme was designed and planned to ensure that people in the West of England region understood the issues surrounding air quality as well as the potential solutions.

Under normal circumstances the engagement process would have been managed in a different way. It would normally entail face to face meetings and door knocking shifts where the team would visit on each business, speak to the relevant person, give them physical copies of the information and guide them through the consultation on an iPad; as with the first consultation. Due to Covid-19 and the restrictions at the time, all the engagement work was carried out remotely via email, telephone and video conferencing.

The Transport Engagement and Active Travel team led on the business engagement element of the Clear Air Zone (CAZ) second consultation, due to the expertise within the team. The Business Engagement Officers work with businesses to encourage investment in sustainable travel modes both for their fleets and for their employees by providing expert advice, free support and signposting them to the key offers. The advice and support range from match funded grants, electric bike loans, and workplace travel audits, to staff engagement events, personalised travel planning and bike maintenance sessions.

The Travel Advisors within the team led on the phone calls and emails as instructed by the Business Engagement Officers. The team sent initial emails explaining the CAZ consultation and detailing the current sustainable travel support. Officers sent 1,005 businesses one or more emails with information about the Traffic Clean Air Zone, a call to action to complete the consultation and information about the Access West support. The Travel Advisors then telephoned all business where a response had not been obtained. This enabled officers to reach more businesses as the initial data gathering exercise often returned general email addresses. By telephoning the team could often get to speak to the correct person or obtain an email address for them.

As part of this work the Business Engagement Officers also held a range of virtual meetings with the larger employers in the city to delve a little deeper into the details of CAZ and what that will mean for their organisations. The officers answered questions, talked through any concerns and have agreed to continue these meetings to provide ongoing support whilst the details of the CAZ are developed.

Overall, the team put in over 650 hours of officer time supporting businesses during the consultation. The officers have since supported on the paper copy data input and the coding of the free text analysis which contributed to another 100 hours of officer time.

Briefings were held with several groups including Business West (with 55 businesses joining), University Hospital Bristol NHS Trust, Southmead Hospital, University of Bristol, University of West of England, Bristol Workplace Travel Network, waste contractors, and neighbouring councils. We also contacted 1,385 businesses

Step 3: Who might the proposal impact?

3.1 Do the proposed options have any potentially adverse impacts on people with protected characteristics?

The full modelling of the impact of a small CAZ D was carried out as part of the wider modelling work and analysis that took place as a result of the new Direction received on 20 June 2020 and was reported to JAQU as requested.

Air quality improves for most residents across all the options assessed. Distributional impacts of air quality changes are also broadly even, though exceptions again exist, with impacts for some combinations of options and demographic groups not being evenly distributed.

Accessibility impacts are likely to be mixed. Trip-making propensity impacts are evenly distributed in comparison with population distributions but are most heavily on the middle and lower quintiles of income deprived areas, areas with the most children and those that have the lowest proportions of females. Impacts are disproportionately felt by the higher quintiles of the concentration of ethnic minorities, middle quintiles for disabled residents and more evenly for older people. TUBA time benefits are also used as a proxy for accessibility; these are largely beneficial and the distributional impact broadly even.

Affordability impacts are likely to be negative across the socio-economic and business groups that directly interact with CAZ area, especially where there are charges for non-compliant cars or any restrictions on specific movements. Impacts are disproportionately felt by the second most and least income deprived communities.

Impacts also fall on businesses operating non-compliant LGVs and HGVs who are either based in the CAZ area or based elsewhere but operate within central Bristol and hence also interact with the CAZ area. Using TUBA vehicle operating cost benefits as a proxy for affordability indicates that the impacts are generally positive across the city as a whole, and distributional assessment of this impact is reasonably even, with a slightly greater proportion in middle-income areas than either the most or least deprived areas.

There will be direct impacts on the costs of operation for LGV/HGV reliant businesses, where their operations interact with the CAZ area.

Trips by non-compliant LGV/HGV reliant businesses are reasonably spread around the city.

The extent of impact on non-compliant car owners varies with the extent of users' trip-making requirements associated with the class 'D' charging measures in the CAZ area. Distribution of non-

compliant car ownership is slightly skewed to lower income groups. However, the (in) ability of households to react to restrictions is unevenly felt by lower income groups (for instance, there are fewer multi-car households that could potentially use a compliant vehicle).

* The TUBA software undertakes the economic appraisal of transport schemes in accordance with the Department for Transport's cost benefit analysis guidance.

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

Bristol City Council is committed to delivering an option that complies with the legal tests while at the same time seeking to put in place measures that will mitigate any disproportionate adverse impact for people on the basis of their protected characteristics, and for low income households. To develop Bristol's proposed option, officers from the Council have been in regular contact with officials from JAQU since 2018, holding weekly catch up calls. Initially the Council developed a shortlist of options in line with JAQU assessment criteria reported to council in March 2018. The subsequent assessment of the options produced 2 'preferred options' at the time based on the year they would be likely to reach compliance.

Initial modelling showed the options having different compliance dates; 2030 for the Medium CAZ D (charging all non-compliant modes) and 2024 for a Small Area Diesel Car Ban. The first option raised concerns about time to compliance and both options raised concerns about the impact on some equalities groups (in particular disabled people) and low income households, so further consideration was given to options that would meet the terms of the directive and legal tests, while at the same time mitigating the impact.

This led to the development of the Hybrid option and more recently this has been revised (20th August 2020) to a Direction that includes a Medium CAZ C and small CAZ D (unless evidence shows that a charging CAZ is no longer required to meet legal compliance). The Hybrid Option with a small diesel ban area is no longer to be pursued. We have been working with JAQU and have developed modelling to show the impact of the Street Space and Fast Track Measures on the CAZ plans. Bristol are currently directed to implement a Medium CAZ C with an inner, Small CAZ D. Evidence was recently provided to JAQU, showing that a Medium CAZ C is no longer needed to reach compliance in the shortest possible time and that, therefore, only a small CAZ D is needed. This evidence is currently being assessed by JAQU. Once assessed, Ministers will take a view on the measures that is most effective, fair, good value and will deliver the required improvements in air quality in the shortest time possible. Although adverse impacts upon protected groups likely remain if a charging CAZ is implemented, these will be mitigated by the following measures:

The key proposed mitigations for the CAZ (charging zone) from an equalities perspective are:

- a) A loan and grant scheme, prioritised for lower income households, disabled people, and local businesses to maintain their mobility. This replaces the scrappage scheme that was originally proposed. It was removed following consultation and feedback from Scrutiny and stakeholders. Following a review, it is deemed that the loan and grant scheme provides wider benefits and removes the need to scrap newer vehicles unnecessarily, it also includes the ability to support adaptations to vehicles to make them compliant which the scrappage scheme didn't provide adequate support for.
- b) Traffic signal management in higher polluted corridors
- c) Exemptions are still being considered following the consultation; these are likely to include but are not limited to concessions for low income households and those drivers with the registered disabled vehicle class.
- d) Mobility credits will be made available along with support for businesses and residents to switch modes from the private car to more sustainable modes such as cycling.

Exemptions are still being worked up in light of the recent changes noted above and will be balanced against the need to achieve legal compliance in the shortest possible time. If too many exemptions are included, this could impact the compliance date. In turn, this would weaken the positive impact of the proposal on groups with protected characteristics.

Due to the legal timeframes set in place for this project, we may not be able to offer as many exemptions and concessions as we would have liked as we are legally directed to ensure compliance in the shortest possible time. We are aware that there may be potential issues for our most vulnerable residents that could arise as a result of the scheme being implemented and will continue to consider all possible impacts. We will work with local residents to best understand their issues. This is caveated with the need to meet legal timescales and make sure we are improving air quality. We may not be able to offer all exemptions, but we will continually review the mitigation measures offered and make sure what we're offering are the right measures for all affected. This is all going to be reviewed with a final list being included in the full business case in February 2021.

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

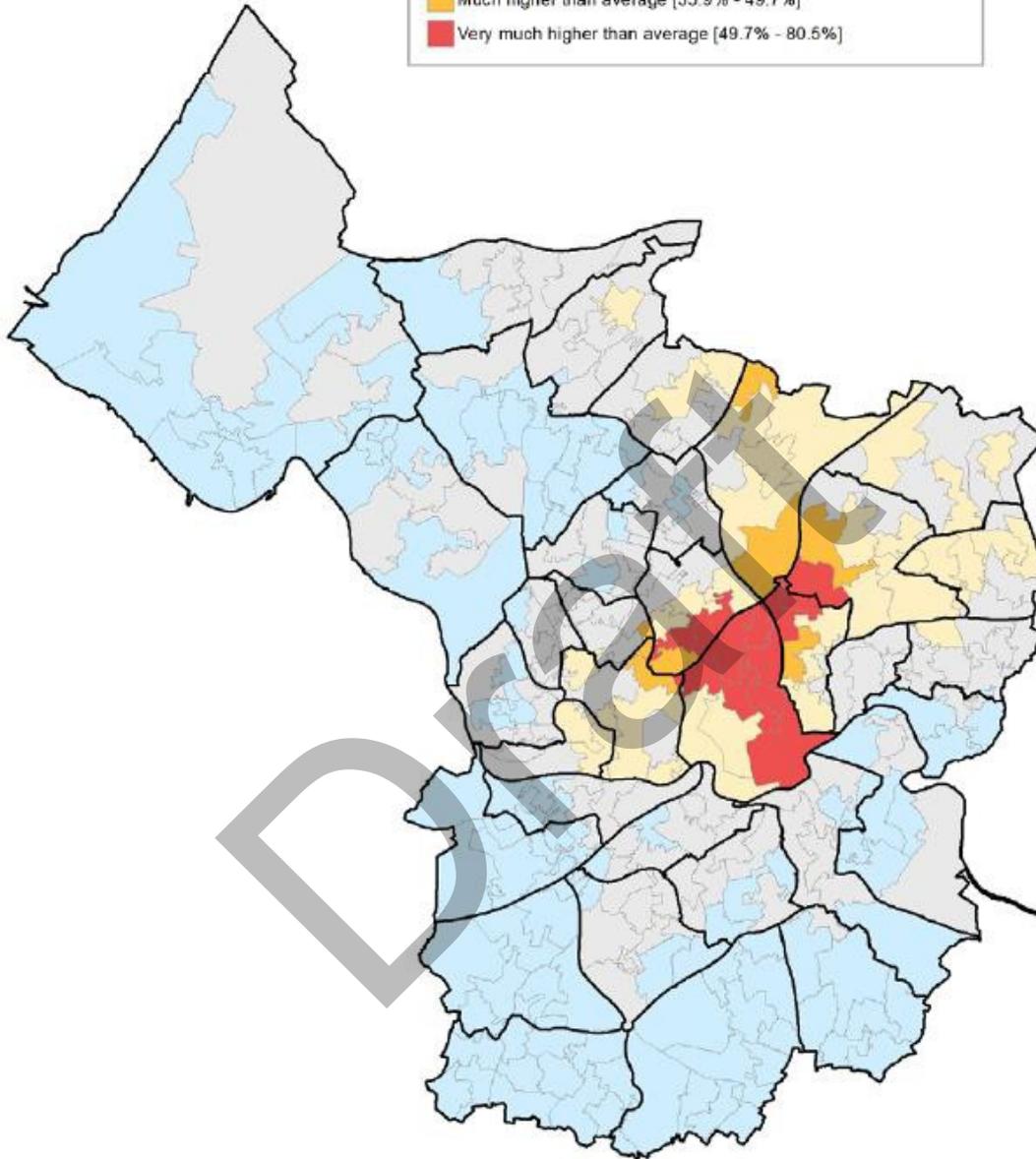
Considering air pollution in relation to protected characteristics:

- Race: Black, Asian and minority ethnic people make up a larger proportion of the population living in the more polluted areas – the AQMA - than the city as a whole, and therefore it is reasonable to assume that they experience greater exposure to air pollution. Successful interventions to improve air quality should contribute to improving the citywide health of Black, Asian and minority ethnic people.

2011 Census by Lower Layer Super Output Area

BME population as % of total population

- Below average [1.4% - 8.2%]
- Similar to average [8.2% - 22.0%]
- Above average [22.0% - 35.9%]
- Much higher than average [35.9% - 49.7%]
- Very much higher than average [49.7% - 80.5%]



- Age: some age groups – the very young and older people – are more likely to be vulnerable to the effects of air pollution. As a result, general improvements will benefit these age groups more. Their relative geographical distribution is not strongly aligned to polluted areas or potential charging zones.
- Disability: some disabled people, for example those with breathing difficulties are more vulnerable to air pollution.
- We do not have evidence to indicate that people are differentially exposed or vulnerable to air pollution on the basis of their: marriage / civil partnership; gender reassignment; or religion and belief.

Our conclusion therefore is that improving air quality to meet legal compliance for nitrogen dioxide

is likely to be beneficial to the whole population with more positive impacts on Black, Asian and minority ethnic people, children, older people and people with breathing conditions.

3.4 Can they be maximised? If so, how?

The benefits can be maximised by achieving legal compliance and reducing exposure in the shortest possible time. Consideration should also be given as to whether, in achieving legal compliance in the shortest possible time, wider improvements in air quality can be delivered in areas that are already compliant but still experience health impacts from air pollution.

Step 4: So what?

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

- The preferred outcome was to implement a range of other measures meaning that legal compliance would be met without a charging CAZ. As noted above, following the recent submission of further evidence to JAQU, if a scheme is needed the preference would be for a small area CAZ D.
- In identifying potential mitigation targets, it has noted potential exemptions for groups with protected characteristics. For example, the potential exemptions for drivers with a registered disabled vehicle class, and exemptions from both charging zones for community and home-to-school transport vehicles.
- In identifying potential mitigation targets, it has endorsed the inclusion of mitigation measures, such as a loan and grant scheme to enable people with protected characteristics and low-income households with polluting vehicles to enable alternative transport solutions under the scheme.

4.2 What actions have been identified going forward?

The key mitigation measures, exemptions for the proposed options are being developed to ensure the disproportionate impact on low income households and people with protected characteristics is effectively managed. This includes ongoing engagement with communities and key stakeholders across Bristol to raise awareness of the impacts in order to plan around them, draw attention to air quality benefits for the city, and raise awareness of mitigation of adverse impacts by the council.

This future engagement plan is currently being updated following the recent consultation. This will include working with equalities stakeholders to target groups that were underrepresented in previous engagement and consultation.

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

As part of the full business case, an Evaluation & Monitoring Plan will be drawn up. This lays out how the project's benefits will be monitored through the sensor network in order to show that air pollution levels have reached legal compliance in the directed timeframe. Through the network of sensors, the council will be able to monitor air quality improvements by area, and evaluate the degree to which lower income neighbourhoods, and areas with a higher proportion of residents with protected characteristics, are improving compared to the mean. It is expected that the majority of this work will be carried out by the sustainability team. Given all the recent changes, this is currently being re-drafted and will be submitted as part of the FBC.

The monitoring of the proposal's financial and accessibility impacts upon groups with protected characteristics are difficult to monitor independently, as the future Quality of Life Survey results

on accessibility and transport will be affected by a range of inter-dependent factors outside the scope of this project. This EqIA will be submitted to Cabinet alongside the Full Business Case, which will both then submitted to JAQU in February 2021.

Service Director Sign-Off:	Equalities Officer Sign Off: Reviewed by equality officer
	Date: 10/2/2021

Draft



**Bristol City Council Clean Air Zone
Full Business Case
Environmental Appraisal**

FBC-21 | 5
February 2021

Bristol City Council

Bristol City Council Clean Air Zone

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3	28/10/19	Draft	HJ	SI	HO	HO
4	29/06/20	Updated Draft to include revised options	VB	SI	HO	HO
5	05/02/2021	Updated draft	SB	SI	HO	HO

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Appendix A. Archaeological & Heritage Assets

Acronyms and Abbreviations

AADT	Annual Average Daily Traffic
ANPR	Automatic Number Plate Recognition
AQMA	Air Quality Management Area
BCC	Bristol City Council
CAP	Clean Air Plan
CAZ	Clean Air Zone
Defra	Department for Environment, Food & Rural Affairs
DfT	Department for Transport
HGV	Heavy Goods Vehicle
JAQU	Joint Air Quality Unit (Defra and the Department for Transport)
LGV	Light Goods Vehicle
$\mu\text{g}/\text{m}^3$	Micrograms per cubic metre
NO_2	Nitrogen dioxide
NO_x	Nitrogen oxides (taken to be $\text{NO}_2 + \text{NO}$)
OBC	Outline Business Case
OUV	Outstanding Universal Value
PCM	Pollution Climate Mapping
PM_{10}	Small airborne particles less than 10 micrometres in aerodynamic diameter
$\text{PM}_{2.5}$	Small airborne particles less than 2.5 micrometres in aerodynamic diameter
WHS	World Heritage Site

1. Introduction

1.1 Background

Poor air quality is the largest known environmental risk to public health in the UK¹. Investing in cleaner air and doing more to tackle air pollution are priorities for the EU and UK governments, as well as for Bristol City Council (BCC). The Mayor of Bristol has often cited Bristol's 'moral and legal duty' to improve air quality in the city and the administration recognises that achieving improved air quality is not solely a transport issue. Notwithstanding the Council's work on a Clean Air Zone, efforts have been made to make citizens more aware of – and take personal responsibility for – various sources of air pollution, from traffic fumes to solid fuel burning. The Mayor has articulated a 'call to action' for local people, businesses and organisations to consider how small changes can make a significant difference in cutting toxic fumes across the city. BCC has monitored and endeavoured to address air quality in Bristol for decades and declared its first Air Quality Management Area in 2001. Despite this, Bristol has ongoing exceedances of the legal limits for Nitrogen Dioxide (NO₂) and these are predicted to continue until around 2027 without intervention.

The added context is that of the COVID-19 pandemic. Recent research suggests that poor air quality may be correlated with higher death / infection rates from COVID-19. This is further compounded by growing evidence that suggests that those from black, Asian and minority ethnic communities are more at risk of catching and dying from the virus and the fact that individuals from these communities are more likely to live in areas where air quality is poor. The challenge of maintaining public health and supporting economic recovery while also achieving legal air quality levels after lockdown restrictions are lifted will remain live and intersecting issues for the foreseeable future.

The UK Government continue to transpose European Union law into its Environment Bill², to ensure that certain standards of air quality continue to be met, by setting air quality assessment levels (AQALs) on the concentrations of specific air pollutants. It's very unlikely that these AQALs will differ to EU Limit Values prescribed by the European Union's Air Quality Directive and transcribed in the UK's Air Quality Standards Regulation 2010. Therefore, these Limit Values will remain in enforcement post-Brexit. In common with many EU member states, the EU Limit Value for annual mean nitrogen dioxide (NO₂) is breached in the UK and there are on-going breaches of the NO₂ limit value in Bristol. The UK government is taking steps to remedy this breach in as short a time as possible, with the aim of reducing the harmful impacts on public health. Within this objective, the Government has published a UK Air Quality Plan and a Clean Air Zone Framework, both originally published in 2017 (noting there have been subsequent revisions). The latter document provides the expected approach for local authorities when implementing and operating a Clean Air Zone (CAZ). The following business cases have been submitted to JAQU for the Clean Air Plan; Strategic Outline Case (April 2018), and an Outline Business Case (November 2019 and updated between April and June 2020).

Jacobs has been commissioned to support BCC to produce a Full Business Case (FBC) for the delivery of the Clean Air Plan (CAP); a package of measures which will bring about compliance with the Limit Value for annual mean NO₂ in the shortest time possible in central Bristol.

The UK Government has an obligation to achieve EU Air Quality Limit Values (Directive 2008/50/EC, Annex III). The relevant 'Limit Value' relates to NO₂, which must not exceed 40 µg/m³ as an annual mean (i.e. measured over a calendar year).

The primary drivers for this Limit Value are public health concerns associated with NO₂. Specific health impacts associated with NO₂ inhalation include (WHO, 2016):

¹ Public Health England (2014) Estimating local mortality burdens associated with particular air pollution.

<https://www.gov.uk/government/publications/estimating-local-mortality-burdens-associated-with-particulate-air-pollution>

² Environment Bill 2019-21 <https://services.parliament.uk/bills/2019-21/environment.html>

- High concentrations can lead to inflammation of the airways; and
- Long-term exposure can increase symptoms of bronchitis in asthmatic children and reduce lung development and function.

A range of other public health issues are also linked to poor air quality, as detailed below. These issues are believed to disproportionately affect 'at-risk' groups, such as older people, children and people with pre-existing respiratory and cardiovascular conditions (World Health Organization, 2013).

- Long-term exposure to air pollution is linked to increases in premature death, associated with lung, heart and circulatory conditions;
- Short term exposure can contribute to adverse health effects, including exacerbation of asthma, effects on lung function and increases in hospital admissions;
- Other adverse health effects, including diabetes, cognitive decline and dementia, and effects on the unborn child (Royal College of Physicians, 2016) are also linked to air pollution exposure;
- Exposure can exacerbate lung and heart disease in older people (Simoni *et al.*, 2015); and
- Approximately 40,000 deaths can be attributed to NO₂ and fine particulate matter pollution in England every year (Royal College of Physicians, 2016).

In light of the public health issues outlined above, the UK government is legally responsible for ensuring that it complies with the provisions of the EU Air Quality Directive. The Government assesses air quality compliance with the EU Directive in 43 areas across the country at single locations, using both monitoring and modelling. It uses Defra's Pollution Climate Mapping (PCM) model to forecast exceedances, which is adjusted based on the monitored data. This is the approved means of reporting air quality information to assess legal compliance with the EU legislation.

In 2015, 37 of the 43 monitored areas across the country were in exceedance of the annual mean Limit Value for NO₂.

Baseline modelling (see Appendix D to the FBC) predicted that annual concentrations of NO₂ showed exceedances of the Limit Value for NO₂ in 2021 at various locations, predominantly in central Bristol (see Figure 1-1).

The UK Government has discretionary powers to pass on the responsibility of managing the exceedances (and associated legal outcomes) to local authorities. Hence, there are public health and regulatory imperatives for improving air quality in BCC's administrative area. This specifically applies to the City of Bristol.

To meet UK Government regulations, local authorities must demonstrate that they are working towards the National Air Quality Objectives (AQOs). The objective level for concentrations of NO₂ within the national legislation are the same as the European limits (annual mean of 40 µg/m³) but are applied and assessed differently. AQOs only apply where people are exposed for the averaging period of the Objective (i.e. for a year) and therefore compliance with AQOs is assessed most commonly at building facades (where people are regularly present for long periods), including around busy major junctions.

The Government's Local Air Quality Management (LAQM) regime requires all local authorities to regularly review and assess whether AQOs have been achieved at relevant locations. Where the assessment shows exceedances at relevant locations, the authority must declare an Air Quality Management Area (AQMA) and prepare an action plan which identifies appropriate measures in pursuit of the national AQOs.

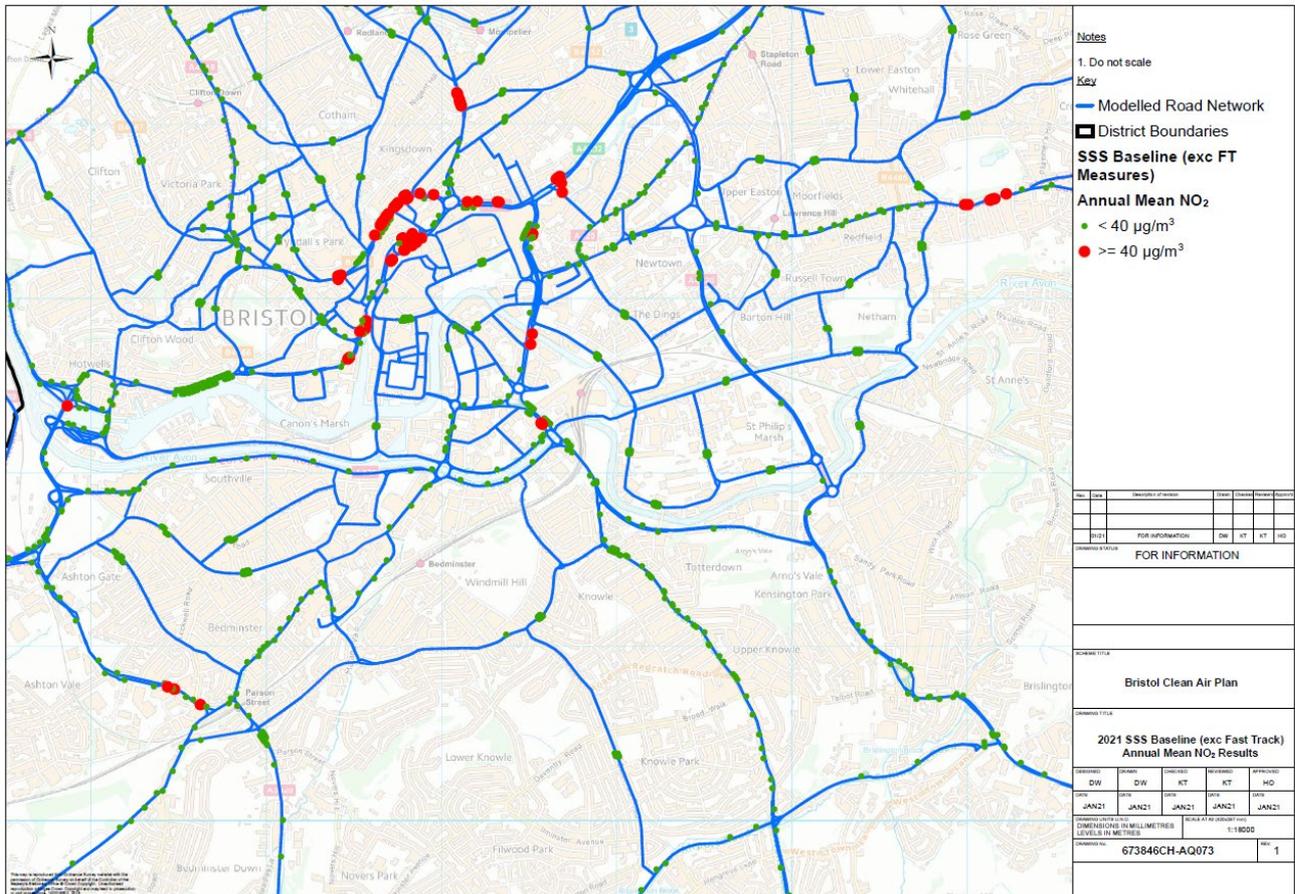
During the COVID-19 pandemic, a number of Street Space schemes have been implemented to open up road space usually reserved for parking and movement of general traffic to public transport, cyclists and pedestrians to:

- Enable better social distancing, especially in local shopping areas;
- Encourage people to travel by bike or walk; and
- Reduce air pollution.

These Street Space Schemes have been included within the Baseline modelling.

Further details of the Air Quality Modelling undertaken to support the FBC, are set out in Appendix D to the FBC.

Figure 1-1: Predicted NO₂ concentrations in 2021 (Baseline with Street Space Schemes scenario)



1.2 Clean Air Zones

In line with Government guidance, BCC has considered the implementation of a CAZ, including both charging and non-charging measures, in order to achieve a sufficient improvement in air quality and public health.

- 1) A CAZ is defined as a specific geographical area where targeted action is taken to improve air quality through charging a daily fee to vehicle owners to enter, or move within, the zone if they are driving a vehicle that does not meet the particular emission standard for their vehicle type in that zone.
- 2) A CAZ is different to a congestion charge. A CAZ aims to improve air quality through discouraging high emission vehicles. A congestion charge targets high traffic flow. The Government is providing funding for Local Authorities to implement charging CAZs within their area.
- 3) A CAZ would be supported by non-charging measures, which would prompt and help enable behaviour change and transport modal shift.
- 4) The CAZ classes are defined in the Defra/DfT's Clean Air Zone Framework (Defra, 2017). The framework sets out which vehicles are affected by each CAZ class and what the minimum Euro standards are for each vehicle type. The four CAZ classes include:
 - Class A charging: buses, coaches, taxis, private hire vehicles
 - Class B charging: buses, coaches, taxis, private hire vehicles and HGVs
 - Class C charging: buses, coaches, taxis, private hire vehicles, HGVs and LGVs

- Class D charging: buses, coaches, taxis, private hire vehicles, HGVs, LGVs and cars.

1.3 Business Case

This document is written to support the Full Business Case (FBC) and describes the environmental baseline data and potential environmental impacts of implementing the CAP scheme in Bristol. Due to the urban nature of the scheme, this assessment focuses on the environmental topics of most relevance to the inner city of Bristol, where the impacts can be estimated to a greater level of certainty than locations outside of this area. These impacts are attributed solely to vehicle traffic within and around the scheme, and they are predicted based on traffic modelling (Appendix E to the FBC). This document also considers the potential impacts on the adjacent South Gloucestershire Council (SGC) administrative area from the implementation of a Bristol CAP scheme and the potential displacement of traffic into South Gloucestershire.

A detailed assessment of the impacts of this scheme on air quality has been undertaken within the FBC, using traffic and air quality models. The option that has been fully modelled is the Small CAZ D Option. This scheme option together with the defined boundary are described in Sections 1.3.1 and 1.3.2 below.

The traffic modelling (Appendix E to the FBC) referred to in this report compares the 2021 and 2023 traffic model results (without scheme, but with the addition of the Street Space Schemes), with the results of the Small CAZ D scheme.

1.3.1 Preferred scheme option

The Small CAZ D Option consists of the following measures:

- A charging scheme for non-compliant buses, taxis, HGVs, LGVs and cars. This charge applies once a day regardless of how many times you go in or out of the small zone.
- Fast Track Measures including:
 - Cumberland Road closure inbound
 - Cycle scheme – Old Market Gap cycleway
 - Additional air quality monitors
 - Signal management

1.3.2 Traffic modelling

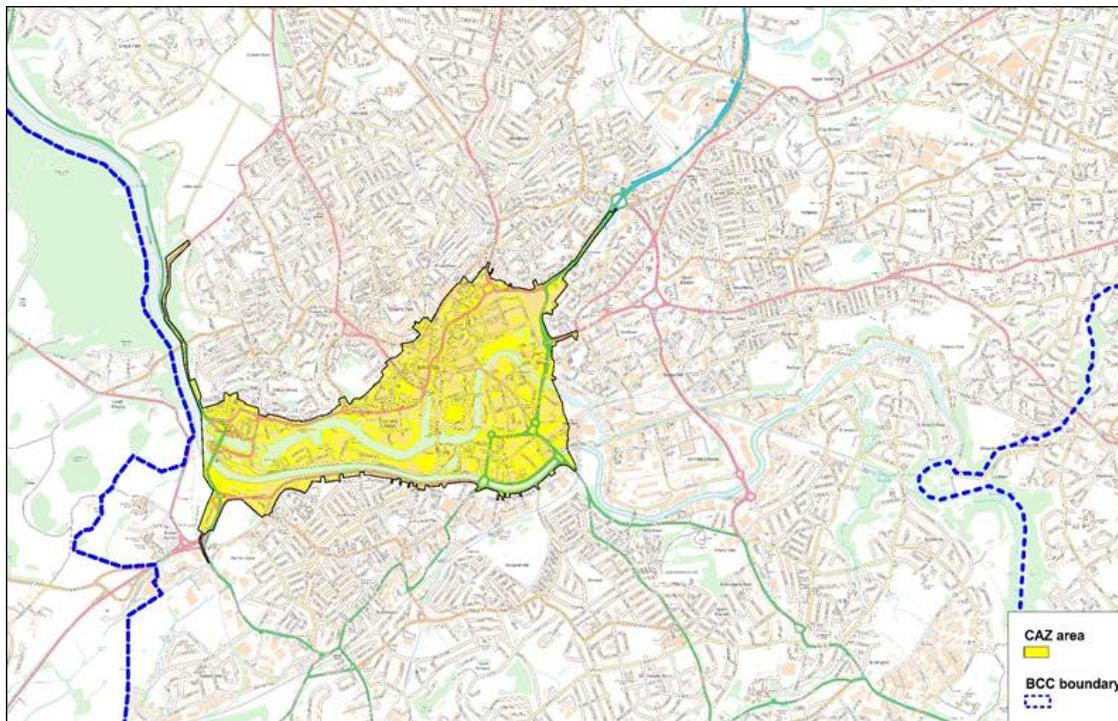
The traffic modelling results indicates that the Small CAZ D Option reduces vehicle traffic accessing the City Centre, as well as through traffic using roads in the CAZ, in 2021. However, it does result in some slight increases on roads mainly outside of the CAZ boundary, as non-compliant drivers attempt to avoid the charge by using routes around it. The scale of these potential impacts is considered to be modest, as almost all the changes on links showing increases can be considered as well within normal day-to-day variation in traffic volumes. With reduced traffic flows in the City Centre, traffic congestion in this central area could be reduced, leading to improvements not only for cars, but also quicker journey times and greater journey time reliability for public transport. This could allow greater punctuality of public transport and increase its attractiveness as an alternative to the car.

The work undertaken to inform the scope of the scheme is set out in the Option Assessment Report, Appendix C to the FBC.

1.3.3 Option Boundary

The boundary of the Small CAZ D Option is shown in Figure 1.2.

Figure 1.2: Small CAZ boundary



1.4 Scope of this Assessment

This high-level, non-statutory environmental assessment is focused on the potential environmental impacts of the Small CAZ D Option, as described in Section 1.3 of this document. The environmental topics (taken from DfT, 2015) of most relevance to the assessment, which are therefore 'scoped in' to this assessment are:

- Noise;
- Air quality;
- Cultural heritage
- Townscape; and
- Greenhouse Gases;

Topics scoped out due to the insignificance of any potential impacts, based on professional judgment, comprise:

- Biodiversity;
- Landscape; and
- Water Environment.

2. Greenhouse Gas Emissions

By changing travel behaviours (including number of trips, trip mode and vehicle type), the intervention option may influence the quantum of Greenhouse Gas (GHG) emissions generated by road transport. A change in GHG emissions, and CO₂ emissions in particular, could generate variable effects on climate change processes.

Based on air quality modelling outputs, the intervention option will marginally increase the quantum of GHG. This is linked to changes to vehicle speeds, vehicle redistribution, and fleet composition induced by the intervention (see Table 2-1). Further detail on Greenhouse Gas emissions can be found within the Economic Case (FBC-5).

Table 2-1: GHG impacts

Impact	Small CAZ D
Cumulative Difference in CO ₂ Emissions, 2021-30 (tonnes)	-1,010

3. Noise

3.1 Baseline

The strategic-level noise mapping undertaken by Defra (<http://www.extrium.co.uk/noiseviewer.html>) of the road and rail network show the noise climate along the major roads and railways within the Study Area (refer to Figures 3.1 and 3.2).

Following a sift process undertaken by Defra, numerous locations have been identified as noise Important Areas (noise IA) within the BCC and SGC Authority Areas. Properties located within the identified noise IAs are particularly sensitive to any increases in noise levels. Figure 3.3 illustrates the noise IAs for road and rail traffic within the Study Area.

In terms of sensitive receptors to noise and vibration, these are defined as those locations where members of the public might be regularly exposed to such factors, such as residential properties, schools, hospitals and care homes. The Study Area supports both commercial and residential land uses.

3.2 Potential Impacts

Although roads, rail and flights are known to be amongst the most significant noise sources in Bristol, there are no up-to-date noise data that have been produced for the Study Area specifically and no other detailed information is available relating to the noise baseline within or around the proposed CAZ scheme option. As a result, a detailed assessment of potential noise impacts that could arise from the proposed scheme option is not possible; however it is likely that the Small CAZ D option has the potential for both temporary (during construction) and permanent (during operation) adverse and beneficial impacts on noise sensitive receptors within the Study Area, depending on their locational relationship to the proposed measures.

Operational impacts have been screened out, as changes to traffic levels on most roads are expected to be less than 25%.

In terms of construction impacts, Design Manual for Roads and Bridges; LA111 Noise and Vibration³ states that 'construction noise and construction traffic noise shall constitute a significant effect where it is determined that a major or moderate magnitude of impact will occur for a duration exceeding:

- 1) 10 or more days or nights in any 15 consecutive days or nights;
- 2) A total number of days exceeding 40 in any 6 consecutive months.'

The construction impacts of the proposed CAZ scheme is not expected to meet these thresholds.

³ <https://www.standardsforhighways.co.uk/prod/attachments/cc8267-c225-445c-8d32-d5398796b364?inline=true>

Figure 3.1: Defra’s strategic-level noise mapping – road traffic noise

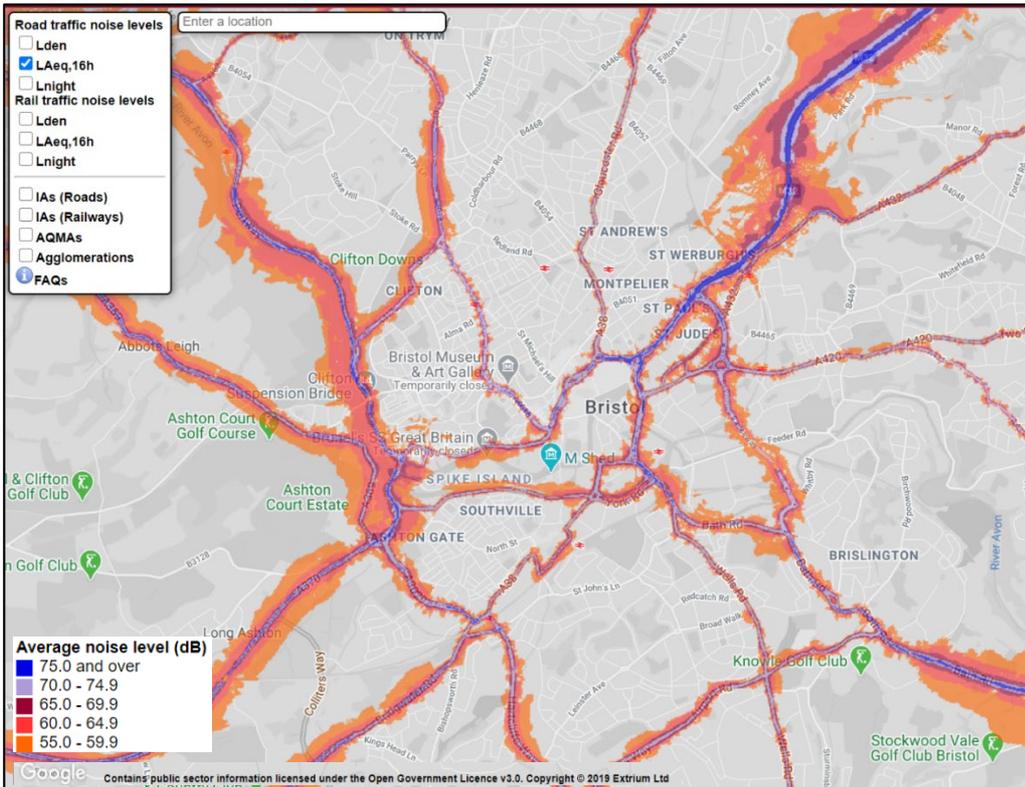
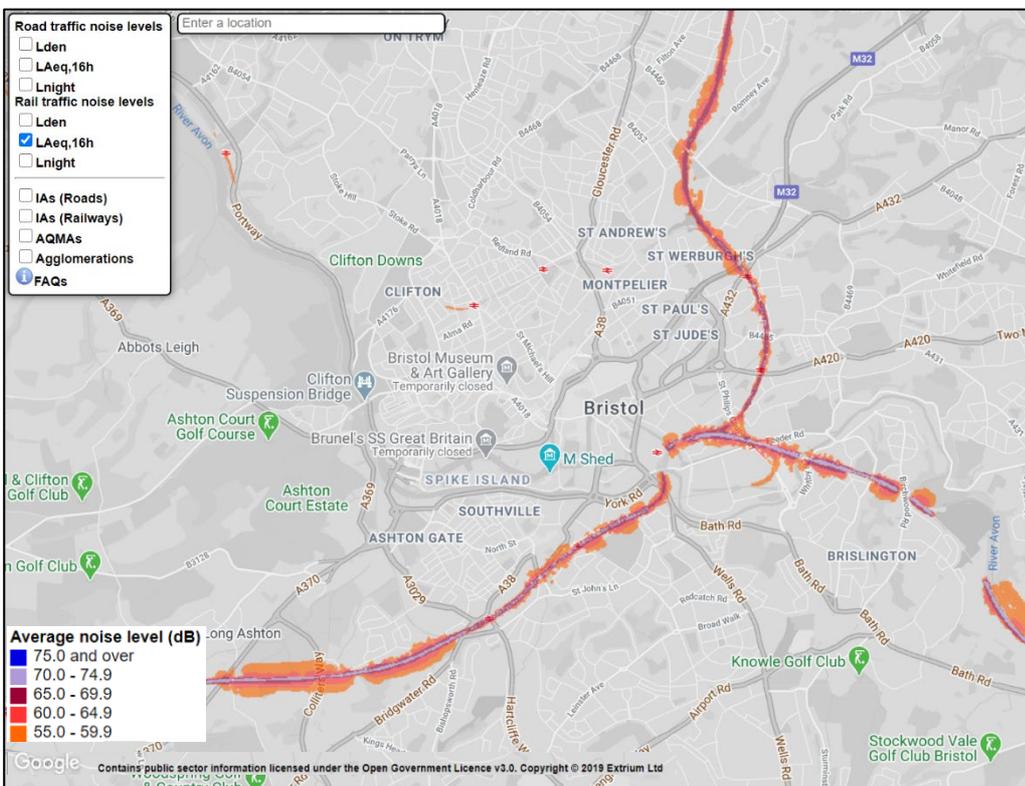


Figure 3.2: Defra’s strategic-level noise mapping – rail traffic noise



4. Air Quality and Human Health

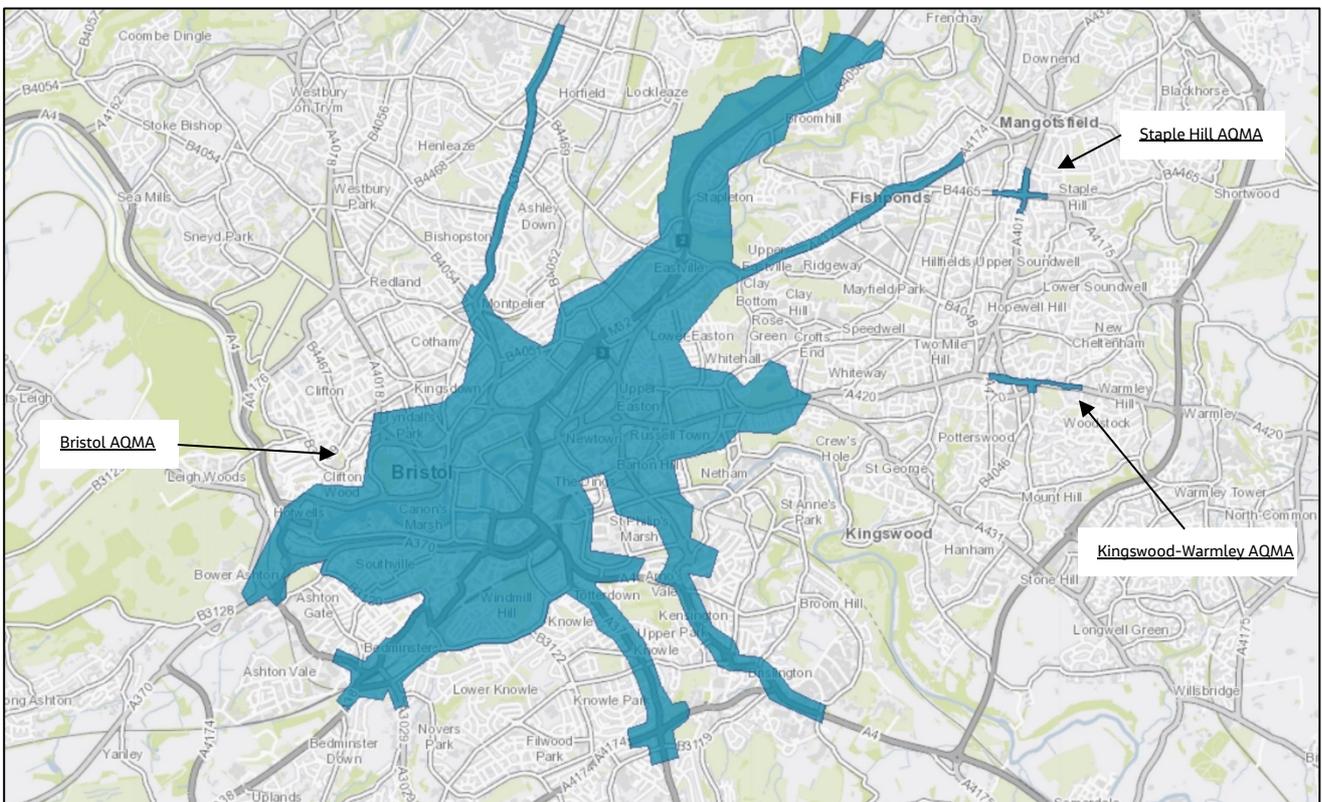
4.1 Baseline

The DMRB defines a sensitive air quality receptor as a location where “people might experience a change in local air quality, near affected roads”. This refers to locations of relevant exposure to the hourly and annual mean objective for NO₂, and the daily and annual mean objective for PM₁₀. Sensitive receptors in the context of the annual objectives are locations where people will be present for prolonged periods and include residential properties, schools, hospitals and care homes; this is important for young and elderly populations. The objectives do not apply to occupational uses such as shops and offices; or uses such as hotels or medical centres where the public would not be expected to be present over a full year. The land use within and surrounding the Study Area includes both commercial and residential land uses.

Air pollution has negative impacts on the health of people in Bristol, especially vulnerable members of the population. Evidence suggests that it can cause permanent lung damage in babies and young children and exacerbates lung and heart disease in older people. A 2017 report into the health effects of air pollution in Bristol concluded that around 300 premature deaths each year in the City of Bristol can be attributed to exposure to NO₂ and fine particulate matter (PM_{2.5}), with roughly an equal number attributable to both pollutants. This represents about 8.5% of deaths in the administrative area of Bristol being attributable to air pollution. This has an estimated cost to the NHS of £83m.

In 2001, an AQMA in Bristol was declared, covering the city centre and part of the main radial roads including the M32 for exceedances of the annual average NO₂ objectives of equal to or above 40µg/m³. The AQMA has been reviewed several times, most recently in 2011. Figure 4.1 illustrates the extents of the Bristol AQMA.

Figure 4-1: AQMA Locations



In 2010, Staple Hill AQMA and Kingswood - Warmley AQMA were declared within the administrative boundary of SGC for the exceedances of the annual average NO₂ objective of equal to or above 40µg/m³. Staple Hill AQMA, which was last amended in 2012, incorporates Broad Street A4175, High Street B4465, Victoria Street and

Soundwell Road A4017 crossroads. It extends along Broad Street to the junction with Seymour Road, along Soundwell Road to the road linking with Seymour Road and for distances of approximately 200m along High Street and approximately 170m along Victoria Street from the centre of the crossroads (refer to Figure 4.1).

Kingswood – Warmley AQMA (refer to Figure 3.1) incorporates the A420 road extending from the SGC / BCC boundary to the east along Two Mile Hill Road, Regent Street, High Street Kingswood, Hill Street, Deanery Road, High Street Warmley and London Road to the junction of Goldney Avenue; to the south along Hanham Road (up to and including The Folly); to the south-east along Tower Road North to the junction of Crown Gardens; and includes any properties that lie within the outlined boundary. Due to the extension of Kingswood AQMA along the A420 to Warmley following the 2014 Warmley Detailed Assessment, the AQMA was renamed from 'Kingswood AQMA' to the 'Kingswood-Warmley AQMA' in 2015.

In 2018, NO₂ concentrations were monitored at 131 sites in BCC. Forty six of these sites were in exceedance of the EU Limit Value. Air quality data for 2019 has now been released by BCC as part of their ongoing monitoring⁴. In 2019, NO₂ concentrations were monitored by diffusion tubes at 102 sites in BCC, 28 of these sites broke the 40 µg/m³ annual compliance limit⁵. In addition, there are also 7 automatic monitoring sites within BCC, one of which was over the 40 µg/m³ annual compliance limit in 2019 (located at Colston Avenue). Figure 4.2 shows the locations of the 2019 monitoring sites within BCC's administrative area and highlights the sites where monitored annual mean modelled NO₂ concentrations exceeded the EU Limit Value.

The monitoring indicates that exceedance locations were similar in 2018 and 2019, with several exceedances of the EU Limit Value measured, in particular in the City Centre as shown in Figure 4.2. The likely cause of the exceedances at these locations is a combination of the traffic mix (particularly diesel vehicles), road speed (i.e. slower speeds are generally accompanied by more frequent acceleration events) and presence of canyons (generally tall buildings on either side of the road which prevent pollutants from dispersing as effectively as they would in an open area).

Figure 4.3 shows the percentages of emissions attributed to each vehicle type in Bristol at all reportable roadside receptors. This shows that diesel cars are the most significant sources of vehicle derived NO_x emissions in Bristol. The vehicle type proportions are taken from the FBC Transport Modelling Reports (Appendix E to the FBC) and Euro standards and the fuel proportions are derived from Automatic Number Plate Recognition (ANPR) data collected around Bristol and described in the Air Quality Modelling Methodology Report (Appendix D to the FBC).

⁴ <https://www.bristol.gov.uk/documents/20182/32675/Bristol+City+Council+Air+Quality+Annual+Status+Report+2020.pdf/1cc35b4e-ca4f-412b-0b11-13afc31d9708>

⁵ <https://opendata.bristol.gov.uk/pages/air-quality-dashboard-new/air-quality-now#statistics>

Figure 4.2: NO₂ Monitoring within BCC– 2019 Annual NO₂ (Central area)

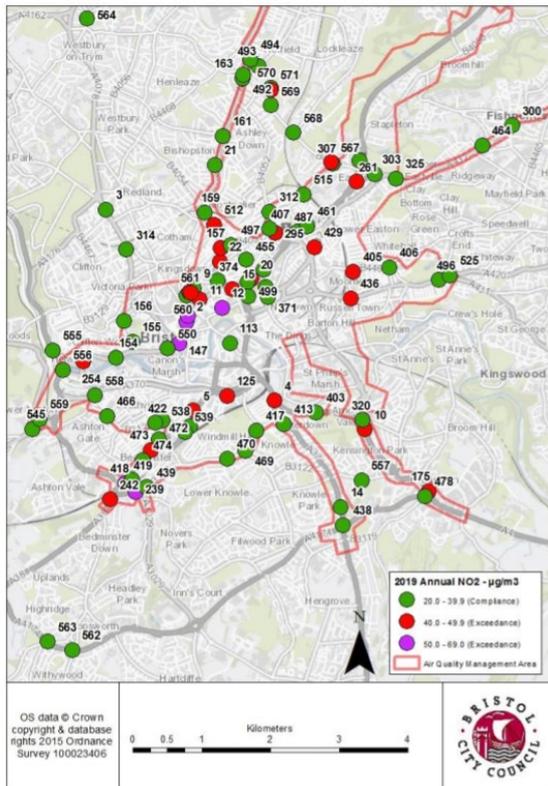
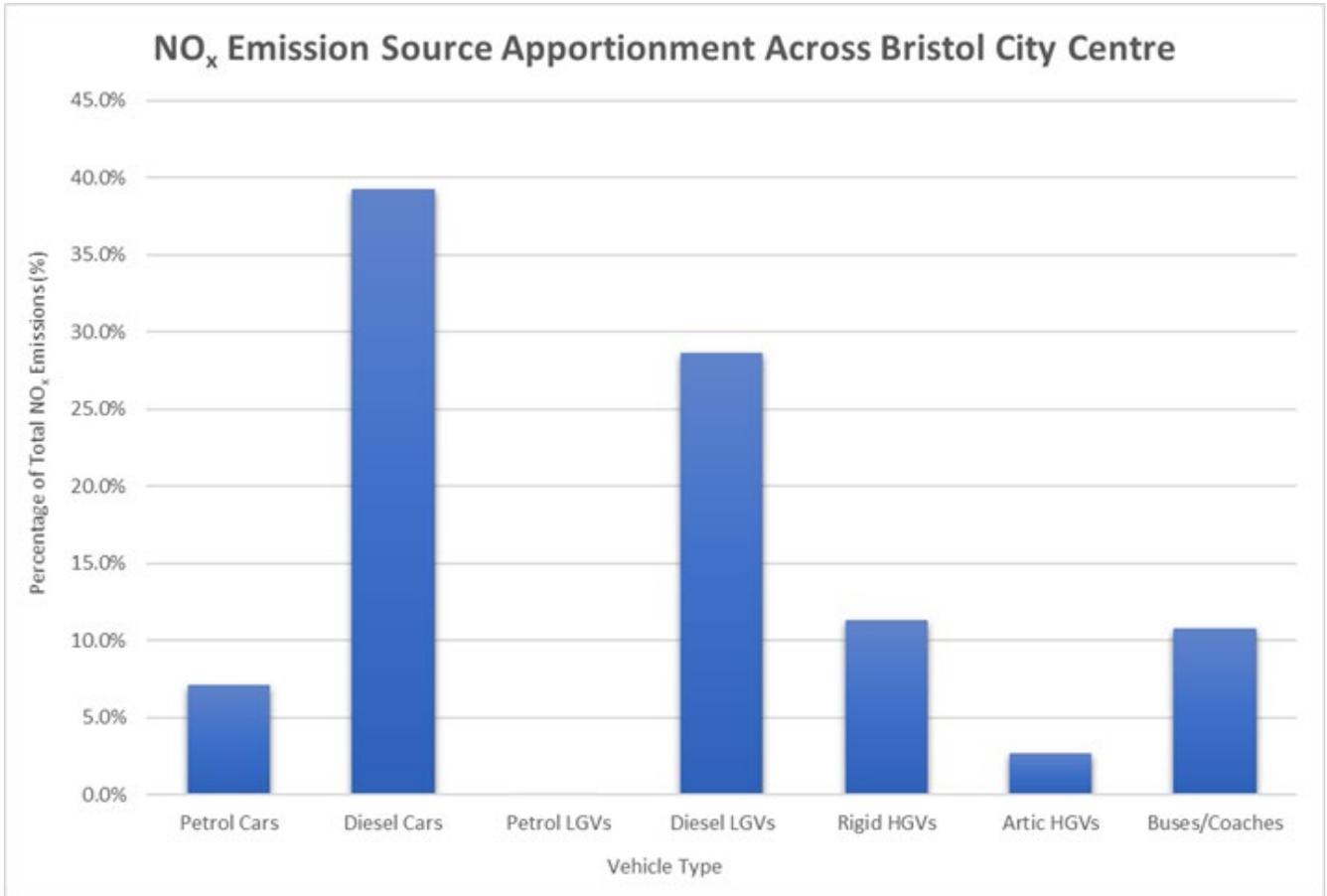


Figure 4.3: NO_x source apportionment by vehicle category across Bristol City Centre (%) – 2021 baseline.
 Source: Option Assessment Report, appended to the FBC.



4.2 Particulate Matter

There are Limit Values and Air Quality Objectives for particulate matter (PM), specifically PM₁₀ (40 µg/m³) and PM_{2.5} (25 µg/m³). Recent monitoring data within Bristol has demonstrated that PM emissions in Bristol have been under both Limit Values and Objectives for several years. Table 4-1 indicates that PM emissions are likely to reduce as a result of the Plan in 2021 and 2023 particularly.

Table 4-1: PM Annual Link Emissions

Scenario	Annual Link Emissions (tonnes / yr)	
	PM ₁₀	PM _{2.5}
	2021	
SSS Baseline (exc fast track measures)	56.4	32.0
Small CAZ D RB4 (inc. fast track measures and SSS)	55.0	30.8
	2023	
SSS Baseline (exc fast track measures)	55.8	31.0

Scenario	Annual Link Emissions (tonnes / yr)	
	PM ₁₀	PM _{2.5}
Small CAZ D RB4 (inc. fast track measures and SSS)	54.9	30.3
	2031	
SSS Baseline (exc fast track measures)	57.0	30.9
Small CAZ D RB4 (inc. fast track measures and SSS)	56.9	30.9

The impacts of PM are explored further in the Distributional and Equalities Impact Assessment, Appendix H.

4.3 Potential Impacts against Air Quality Objectives

Air Quality Modelling undertaken to inform the FBC indicated that implementation of the Small CAZ D RB4 (including SSS & fast track measures) scenario would have a large impact on air quality in 2021, when compared to the baseline scenario. With this scheme in place, there are 15 non-compliant receptors in 2021 and an overall predicted compliance year of 2023.

In 2023, the Small CAZ D leads to an improvement (change of $\leq -0.4 \mu\text{g}/\text{m}^3$) in annual mean NO₂ concentrations at 1,059 reportable receptors within Bristol and no change (change of between -0.3 and $0.3 \mu\text{g}/\text{m}^3$) at 333 receptors. The Small CAZ D is effective at improving NO₂ concentrations over much of the BCC local authority region, although the effects are smaller in some areas outside of the city centre because the CAZ itself covers only a small area. Annual mean NO₂ concentrations worsen (change of $\geq 0.4 \mu\text{g}/\text{m}^3$) at 7 reportable receptors within BCC in 2023.

Table 4-2 identifies 76 locations that show an increase of $0.4 \mu\text{g}/\text{m}^3$ of NO₂ in 2031. However, it should be noted that in the 2031 scenario, all of the modelled annual mean NO₂ concentrations are well below the EU limit values. Therefore, the increase in NO₂ levels would not create any locations of non-compliance with EU limit values. The CAZ is expected to have a very limited impact by 2031, due to the majority of vehicles being compliant irrespective of a CAZ being in place, and the increases in NO₂ levels are likely to be caused by redistribution of traffic across the network associated with the Fast Track Measures.

The 9 receptors predicted to have increased NO₂ levels in the 2021 scenario (see Table 4.2) are located on Lower Ashley Road, Easton Way and A4174 Callington Road. For the 2023 scenario, 7 receptors are predicted to have increased NO₂ levels, which are located at Lower Ashley Road and A37 Wells Road.

Table 4-2: Small CAZ D (inc. SSS and fast track measures) changes to annual mean NO₂ concentrations from equivalent baseline

	No. Reportable BCC Receptors		
	2021	2023	2031
Improvement ($\leq -0.4 \mu\text{g}/\text{m}^3$)	1,153	1,059	63
No Change (-0.3 to $0.3 \mu\text{g}/\text{m}^3$)	237	333	1,260

	No. Reportable BCC Receptors		
	2021	2023	2031
Disbenefits ($\geq 0.4 \mu\text{g}/\text{m}^3$)	9	7	76

4.3.1 Impacts on human health

Based on the results of the modelling, the Small CAZ D option is predicted improve NO₂ concentrations at 1,153 locations in 2021 and 1,059 locations in 2023 (see Table 4.2). This would result in reduced impacts of NO₂ levels on health at these locations.

However, this option would also result in disbenefits to NO₂ levels at 9 locations in 2021, 7 locations in 2023 and 76 locations in 2031, resulting in associated health disbenefits at these locations.

4.4 Assessment of the potential Impacts against Air Quality Directive

The primary objective of the CAP is to bring about compliance across Bristol in the shortest possible timeframe, and the key success factor is therefore the earliest year where all modelled annual mean NO₂ concentrations are below $40 \mu\text{g}/\text{m}^3$ (i.e. at PCM equivalent reportable receptors).

5. Cultural Heritage and Townscape

5.1 Baseline

Bristol contains the following heritage designations and assets, shown in Appendix A:

- 73 historic Registered Parks and Gardens
- 24 Scheduled Monuments,
- over 4,000 Listed Buildings;
- 33 Conservation Areas;
- 20 sites on the Heritage at Risk Register; and
- 516 locally valued buildings.

Vehicle emissions contain various pollutants that can damage buildings, including carbon dioxide (CO₂) and sulphur and nitrogen oxides, which all cause stone decay (van Grieken *et al.*, 1998). The deposition of fine particles rich in carbon blackens buildings. Enhanced atmospheric CO₂ can lead to increased carbonic acid concentrations in rainfall, which can degrade limestone, which many properties in Bristol and the south west of England are constructed from.

Deposition of sulphur dioxide and its oxidation to sulphuric acid can damage carbonate stones (Brimblecombe and Grossi, 2007), including the oolitic limestone used for most buildings in Bristol and the south west of England. Allen *et al* (2000) have also shown that NO₂ and SO₂ have a synergistic damaging impact on Bristol's oolitic limestone, whereby the NO₂ acts as a catalyst for the oxidation of SO₂ on stone surfaces. The stone degradation that results is exacerbated in wet and humid conditions. Synergisms between air pollution, acid rain and biological weathering could all become an increasingly important problem for stone decay (Thornbush and Viles, 2006).

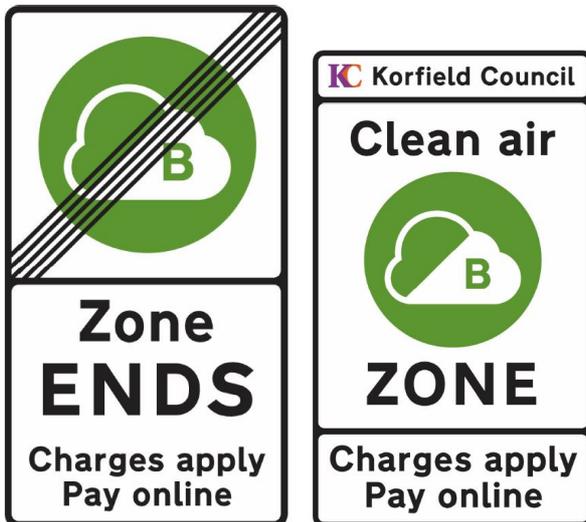
5.2 Potential Impacts

A reduction in the numbers of vehicles within the scheme boundary could reduce air pollution and therefore have a positive impact on the cultural heritage assets within the centre of Bristol (see Section 1.3.2). However, with the slight increase in traffic outside of the scheme boundary there is also potential for negative impacts on the cultural heritage (historic buildings) outside of Bristol City Centre via air pollution.

The magnitude of these impacts (positive and negative) can only be ascertained through the monitoring of historic buildings during implementation of the scheme. However, based on professional judgement, it is considered unlikely that any increase would result in notable impacts or significant negative effects on heritage assets, given almost all the changes on links showing increases are considered to be well within the normal day-to-day variation in traffic volumes.

Defra's CAZ Framework guidance, describes 'a minimum requirement for setting up a CAZ is to "have signs in place along major access routes to clearly delineate the zone" (Defra 2017). To ensure a national standard, the design of the CAZ symbol and traffic sign was produced centrally by Defra's Joint Air Quality Unit (JAQU), as shown in the Figure 5.1 examples.

Figure 5.1: CAZ signage examples provided by JAQU



For Bristol, it is proposed that most scheme boundary cordon points will have two entry and two exit signs, one of each on both sides of the carriageway. Posts would be required on both sides of the carriageway for the erection of one entry and one exit sign each way.

Unless placed sensitively, new signage could potentially affect important viewpoints in Bristol, including the visual setting of historic sites and buildings within the townscape. The historic feature that is the most sensitive to such visual impacts is the Clifton Suspension Bridge.

Clifton Suspension Bridge spans the Avon Gorge and River Avon, links Clifton in Bristol to Leigh Woods in North Somerset. The bridge is a Grade I listed structure based on an early design by Isambard Kingdom Brunel.

It is proposed that the bridge would have two entry signs, two exit signs and two enforcement signs (on either side of the road). It is also proposed that ANPR cameras are installed at both locations (also on either side of the road).

Signage should be designed and installed with viewpoints in mind, particularly near the Clifton Suspension Bridge. Where possible, the number of signs should be minimised to minimise impacts on the setting of these historic structures or any other heritage assets. The size of signs should also be minimised, whilst being fit for purpose.

6. Conclusions

The Small CAZ D Option is anticipated to reduce air pollution across Bristol city centre and the wider BCC / SGC administrative areas overall. Improvement in traffic congestion and associated anticipated reductions to existing air pollution have potential for positive impacts on a range of human receptors within the scheme area. Over the scheme as a whole, these benefits are anticipated to outweigh any disbenefits on air quality, noise and heritage receptors, based on the available data at this time. However, this Option also has potential to impact on the Bristol townscape through the introduction of new features as part of CAP implementation. It is recommended that any signage should be designed and installed with the historic townscape and important viewpoints in mind, particularly near Clifton Suspension Bridge, due to their historic importance and visual amenity value.

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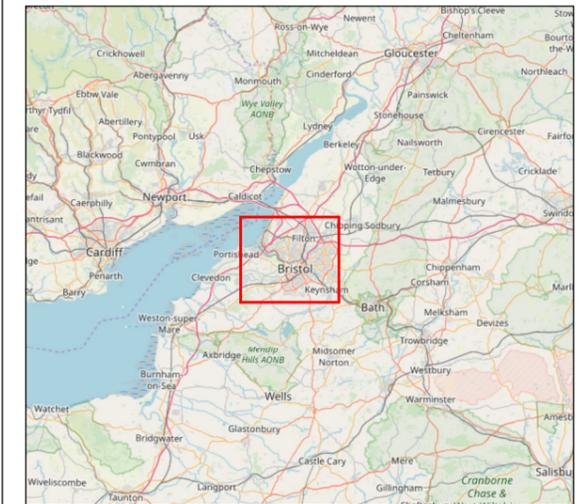
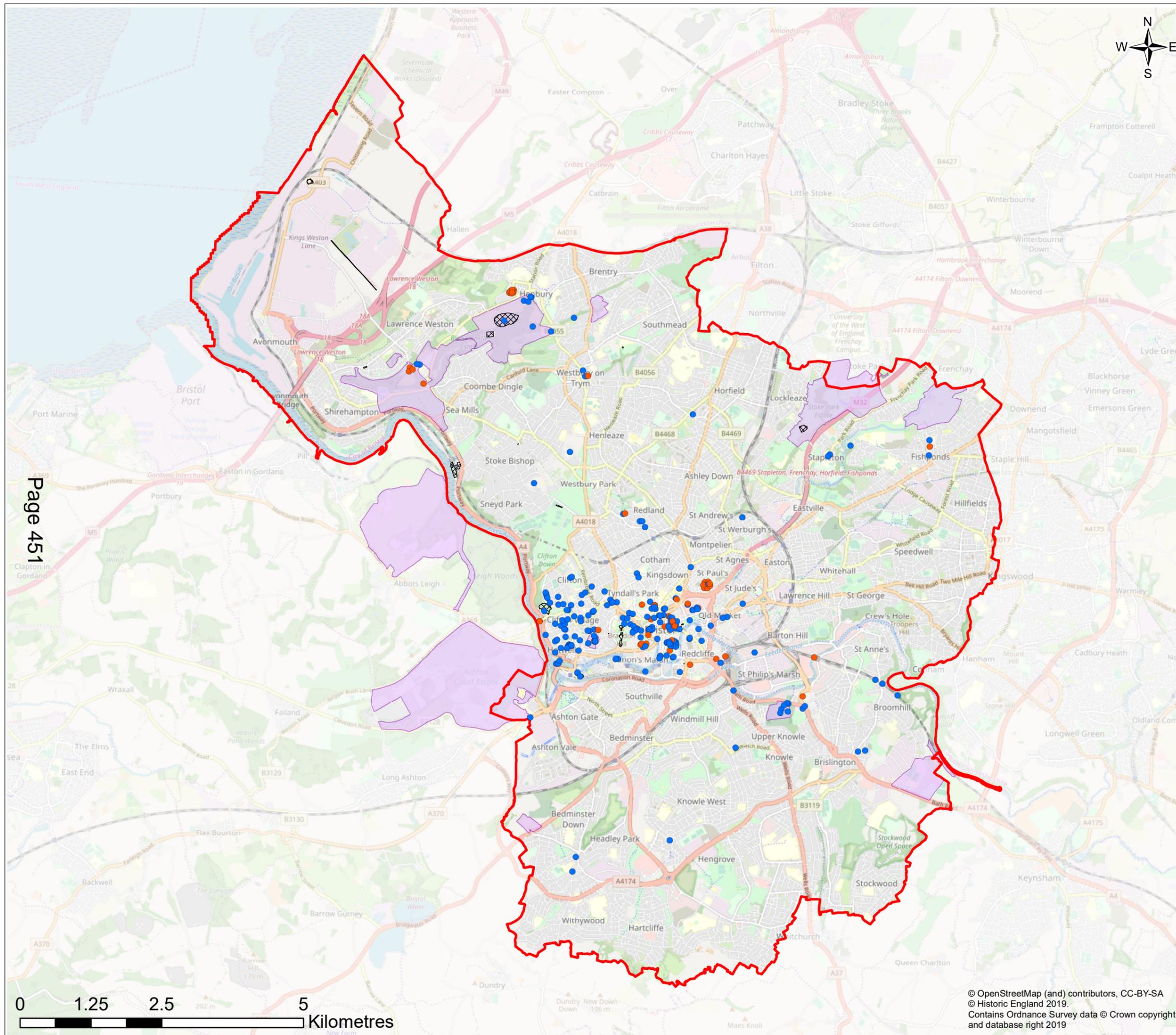
Appendix A. Archaeological & Heritage Assets

FIGURE A1



Legend

- Bristol City Council boundary
- Scheduled Monument
- Registered Park and Garden
- Listed Building**
- Grade I
- Grade II*



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Bristol City Council Clean Air Plan Full Business Case

Finance Case

FBC-7 | 1

February 2021

Bristol City Council

Draft

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Acronyms and Abbreviations

ANPR	Automatic Number Plate Recognition
BCC	Bristol City Council
CAF	Clean Air Fund
CAP	Clean Air Plan
CAPEX	Capital expenditure
CAZ	Clean Air Zone
EU	European Union
HGV	Heavy Goods Vehicle
JAQU	Joint Air Quality Unit
LGV	Light Goods Vehicle
NO ₂	Nitrogen Dioxide
OBC	Outline Business Case
OPEX	Operational expenditure
PCN	Penalty Charge Notice

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5. Finance Case

5.1 Introduction

Poor air quality is the largest known environmental risk to public health in the UK¹. Investing in cleaner air and doing more to tackle air pollution are priorities for the EU and UK governments, as well as for Bristol City Council (BCC). The Mayor of Bristol has often cited Bristol's 'moral and legal duty' to improve air quality in the city and the administration recognises that achieving improved air quality is not solely a transport issue. Notwithstanding the Council's work on a Clean Air Zone, efforts have been made to make citizens more aware of – and take personal responsibility for – various sources of air pollution, from traffic fumes to solid fuel burning. The Mayor has articulated a 'call to action' for local people, businesses and organisations to consider how small changes can make a significant difference in cutting toxic fumes across the city. BCC has monitored and endeavoured to address air quality in Bristol for decades and declared its first Air Quality Management Area in 2001. Despite this, Bristol has ongoing exceedances of the legal limits for Nitrogen Dioxide (NO₂) and these are predicted to continue until around 2027 without intervention.

The added context is that of the COVID-19 pandemic. Recent research suggests that poor air quality may be correlated with higher death / infection rates from COVID-19. This is further compounded by growing evidence that suggests that those from black, Asian and minority ethnic communities are more at risk of catching and dying from the virus and the fact that individuals from these communities are more likely to live in areas where air quality is poor. The challenge of maintaining public health and supporting economic recovery while also achieving legal air quality levels after lockdown restrictions are lifted will remain live and intersecting issues for the foreseeable future.

The UK Government continue to transpose European Union law into its Environment Bill², to ensure that certain standards of air quality continue to be met, by setting air quality assessment levels (AQALs) on the concentrations of specific air pollutants. It's very unlikely that these AQALs will differ to EU Limit Values prescribed by the European Union's Air Quality Directive and transcribed in the UK's Air Quality Standards Regulation 2010. Therefore, these Limit Values will remain in enforcement post-Brexit. In common with many EU member states, the EU Limit Value for annual mean nitrogen dioxide (NO₂) is breached in the UK and there are on-going breaches of the NO₂ limit value in Bristol. The UK government is taking steps to remedy this breach in as short a time as possible, with the aim of reducing the harmful impacts on public health. Within this objective, the Government has published a UK Air Quality Plan and a Clean Air Zone Framework, both originally published in 2017 (noting there have been subsequent revisions). The latter document provides the expected approach for local authorities when implementing and operating a Clean Air Zone (CAZ). The following business cases have been submitted to JAQU for the Clean Air Plan; Strategic Outline Case (April 2018), and an Outline Business Case (November 2019 and updated between April and June 2020).

The Finance Case sets out the overall financial position for the preferred Clean Air Plan appraised in the economic case. The preferred option can be summarised as follows:

- Small Area Class D CAZ (charging non-compliant cars, buses, coaches, taxis, HGVs and LGVs);
- Fast Track measures;
 - a) Closure of Cumberland Road inbound to general traffic; and
 - b) Holding back traffic to the city centre through the use of existing signals.

¹ Public Health England (2014) Estimating local mortality burdens associated with particulate air pollution.

<https://www.gov.uk/government/publications/estimating-local-mortality-burdens-associated-with-particulate-air-pollution>

² Environment Bill 2019-21 <https://services.parliament.uk/bills/2019-21/environment.html>

Information about the scheme development and evolution of the preferred option is set out in detail in the strategic case.

The Finance Case outlines the funding and expenditure requirements for the CAP, as well as outlining wider financial impacts and consequences of the proposed arrangement for BCC and the Government. It outlines the revenue and capital needs (and associated profile) to deliver the project and is underpinned by a financial model which profiles the scale and sources of proposed funding alongside the timing of expenditure. In summary, this section thus focuses on outlining:

- Capital and operational expenditure for the project.
- Funding sources for this expenditure and the funding that has been bid for to allow delivery and operations of the intervention and affordability of the scheme.
- Revenue generation estimates from the operation of a charging CAZ.
- The net operational position of the project.

Note that, for the purposes of this version of the FBC, whilst costs have been forecast as accurately as possible, some cost and revenue items remain as estimates, and will continue to be developed. Whilst some costs reflect tender prices, there is ongoing uncertainty around other costs.

This chapter is supported by the following FBC appendices documents:

- Appendix J Projects costs (FBC-33); and
- Appendix L Risk Management Strategy - QRA (FBC-35).

5.2 Project costs

5.2.1 Note on Project Costs

The project costs presented for the core scenario in this chapter are based on the current version of the costs detailed in Appendix J to the FBC. Sensitivity test 9 also pivots from this final set of costs. However, all other sensitivity analysis pivots from a historical set of costs and have not been updated to reflect the latest cost assumptions. That said, there is minimal variance in costs between the historical and current set. As such, the conclusions drawn in Sections 5.4 and 5.5 would not be affected by updating all sensitivity analysis to the current set of costs.

Cost differences between historical costs and current costs can be summarised as follows:

- CAPEX: increased due to:
 - Additional ANPR cameras required
 - Additional non-charging measure added
- OPEX: decreased due to:
 - Reduction in system operations and maintenance, partially offset by increase to camera, communications, signage and building maintenance and operation, CAZ project delivery and operational management team (staff resources) and CAZ publicity and advertising costs.

5.2.2 Summary of capital expenditure (CAPEX)

A summary of the scheme implementation costs is provided here for the preferred option. A detailed breakdown of CAPEX costs is provided in 'Project Costs' in Appendix J of this FBC, noting the point raised in section 5.2.1. CAPEX will be incurred by BCC across a range of activities as listed below:

Enforcement System:

- Supply, installation, configuration and testing of fixed ANPR cameras and back-office system;
- Fully-equipped mobile enforcement vehicle (MEV) and a back office system;
- System integration and interfacing with other systems

Estimated costs of the enforcement system are £0.7 million (2021 prices).

Highway works:

- Camera and communications network infrastructure (all required cabinets, mounting posts, ducting and cabling for camera installation as well as ducting, power supply, cabling and connection of the data communications network); and
- Road signing, marking and traffic management.

Estimated costs for street works are £3.6 million (2021 prices).

Non-Charging Measures for CAZ Implementation:

- FastTrack traffic management measures
- Closure of Cumberland Road to inbound general traffic;
- Replacement of existing Variable Message Signs (VMS).

Estimated costs for non-charging measures for CAZ implementation are £1.3 million (2021 prices).

Non-Charging Measures for Clean Air Fund:

- Estimated costs for non-charging measures for Clean Air Fund are £35.9 million (2021 prices).

Other CAPEX:

- Air quality monitoring installations, estimated to cost c. £20,000 (2021 prices)

Risk:

- Estimated at £2.8 million, based on use of P(80) output from QRA (2021 prices).

A summary of the total capital costs incurred by the proposed scheme is provided in Table 5.1 below, which demonstrates that total capital costs will be in the range £44.3 million (2021 prices). As these capital works are forecast to take place in 2021, no inflation adjustments are considered necessary. Around 19% of CAPEX funding is requested from JAQU via the Implementation Fund with the residual funding requested from the Clean Air Fund.

Table 5.1: CAPEX by broad theme and funding source (£2021 prices)

CAPEX Item	Small CAZ D
Implementation Fund	
Enforcement System	700,291
Highway Works	3,603,044
Other CAPEX	20,149
Non-Charging Measures - Implementation Fund	1,265,726
Risk	2,801,000
Clean Air Fund	
Non-Charging Measures – Clean Air Fund	35,878,344
Total	44,268,554

5.2.3 Summary of operational expenditure (OPEX)

OPEX will be incurred by BCC across a range of activities, throughout the operation life of the CAZ, these include:

- Systems operations and maintenance
- Camera, communications, signage and buildings maintenance
- CAZ delivery and ongoing operational management
- Monitoring and evaluation
- Decommissioning
- PCN production
- CAZ publicity and advertising

The majority of these operational costs are accrued on either a fixed, annual basis for the lifecycle of the project or as one-off costs. However, cost items relating to PCN/Traffic Penalty Tribunal (TPT) activities and enforcement staff requirements are contingent on variations in vehicle non-compliance and contravention. This results in operational costs being sensitive to key operational assumptions. In particular, changes in compliance levels can result in differing degree of civil enforcement, appeals and associated activities that need to take place. Also the cost associated with revenue payment to support ongoing operation of JAQU central payment system will vary in line with compliance. As a starting point, for the purposes of the 'core' scenario, the revenue payment to JAQU is assumed to include 10% of all CAZ charge revenue only (i.e. exclusive of PCN revenue).

In addition, two operational scenarios have been considered:

- Three year operation from October 2021 to September 2024
- Ten year operation from October 2021 to December 2030 (i.e. end of appraisal period)

The shorter operational period recognises that the CAP is anticipated to reduce the annual mean concentrations of NO₂ to below the EU limit value threshold by 2023. Continuing the scheme until September 2024 will allow a further period of consolidation of NO₂ concentrations, supporting a stabilised, long-run concentration level within the EU limit values. The longer operational period is also considered to reflect the potential for the CAP to be extended into a long-term programme and to ensure steady-state compliance with EU limit values. This longer operational period could provide transport operators with a more stable environment in which to make investment decisions.

With reference to the longer term operational period in particular, it is acknowledged that the schemes are forecast to achieved compliance well before 2030. Hence, the scale of revenues and costs are both expected to diminish towards the end of the appraisal period.

Note that the CAZ Project Delivery and Ongoing Operational Management Team roles and CAZ Publicity and Advertising line items are represented as lasting for nine months in the financial model (i.e. Jan 2021-Sep 2021). However, it is now acknowledged that these roles will be required for a longer duration, beyond scheme switch on. This is not reflected in the costs presented at this stage. Also note that the CAZ Project Delivery and Ongoing Operational Management Team roles are presented as OPEX in the current financial modelling presented in this report. However, it is acknowledged that these roles will switch to CAPEX.

Within this context, the central estimate for operational costs is between £7.7 million (shorter operational period) and £15.9 million (longer operational period) in 2021 prices. This estimate increases to between £7.9 million and £17.3 million taking into account inflation (labour costs inflated at 2% per annum based on BCC's annual wage uplift estimates and other operating costs inflated at 2.9% in line with OBR's retail price index growth forecast). A detailed breakdown of OPEX costs is provided in BoQ format in 'Project Costs' in Appendix J of the FBC.

5.2.4 Funding sources

There are four main funding sources for the set-up and operation of CAZ. These are:

- An Early Measures Fund - this is expected to support small, ambitious and good value early measures to improve air quality and start to reduce concentrations in CAZ. A maximum of £3 million per local authority has been allocated for this funding which is part of the CAF.
- A £255 million Implementation Fund - this is designed to support local authorities in the planning and delivery of targeted action to improve air quality
- A £220 million Clean Air Fund - an opportunity for local authorities to implement additional measures tailored to their area which minimise the potential impact of local air quality plans - either by enabling the local authority to implement local plans that collectively impact on fewer people, or by providing direct support to those impacted.
- Revenue from CAZ charges - funding will become available from the charges that are applied to each CAZ.

5.2.5 Funding applications

BCC is reliant on funding from the Implementation Fund, Clean Air Fund and anticipated revenue to deliver this Clean Air Plan. Funding requirements are described below:

- Implementation Fund – The funding grant requested from central government through the implementation fund is £8.4 million grant for capital expenditure. Further, BCC request £1.0 million in operational cost funding from the Implementation Fund to cover staff costs and publicity/advertising in advance of CAZ commencement (and therefore revenue generation). This funding requirement is consistent across both the shorter and longer operational period scenarios. In the absence of Implementation Fund support, BCC are unable to cover these costs in this pre-commencement period. That said, BCC recognise that in the event

that the CAZ generates sufficient operational surplus in financial year 2021/22, there is scope to refund the requested Implementation Fund grant of £1.0 million to cover upfront pre-opening operational costs. This position will be determined through full reconciliation and audit at the end of the financial year.

- Clean Air Fund - The funding grant requested from central government through the Clean Air Fund is £35.9 million for capital expenditure.
- Revenue from CAZ charges – BCC will utilise anticipated revenue from the CAZ schemes to finance the ongoing operational cost of running the scheme.

5.3 Financial model

5.3.1 Overview

Modelling of the finances for the Bristol CAP has been undertaken to analyse the potential financial performance of the project. Full details of the financial model development and results are included in FBC-41 'Financial Report' in Appendix Q of this FBC.

The Clean Air Zone Framework states that local authorities should not set the level of charge as a revenue raising measure. The Transport Act 2000 requires any excess revenue that may arise from charges above the costs of operation to be re-invested to facilitate the achievement of local transport policies. These should aim to improve air quality and support the delivery of the ambitions of the zone. The revenue re-investment reserve described below provides a mechanism for utilising any excess revenue generated within these parameters.

The financial model is underpinned by key assumptions, as listed below:

- Two scenarios, as described in Section 5.2.3:
 - Three year operation from October 2021 to September 2024
 - Ten year operation from October 2021 to December 2030 (i.e. end of appraisal period)
- Non-compliant buses, coaches, taxis, private hire vehicles (PHVs), HGVs, LGVs and cars are all charged for travel into/through the small area CAZ boundary. CAZ charges are imposed as follows:
 - £9 for cars, taxis, PHVs and LGVs;
 - £100 for buses, coaches and HGVs
- No change in CAZ charges are assumed over the appraisal period. The current CAZ charges proposed are kept constant for the entire appraisal period. In contrast, operational costs are assumed to increase at the prevailing rate for general operational costs (2.9% per annum) and staff costs (2.0% per annum)
- Operational phase begins in October 2021. The forecast number of non-compliant vehicles in 2021, 2023 and 2031 is adopted from transport modelling outputs, with non-compliant vehicles forecasts for intervening years based on interpolation also undertaken as part of transport modelling. Note that given the traffic modelling outputs provide average annual daily flows, the 2021 non-compliant vehicles are profiled from October 1st to December 31st only, rather than for the full year.
- To reflect the introduction of exemptions from CAZ charges, some 11% of unique non-compliant cars that would otherwise be expected to pay the CAZ charge are exempt in the first year of operation (October 2021-September 2022). Informed by traffic modelling, this reflects the proportion of non-compliant cars registered to low income households that are interacting with the CAZ for work/education purposes and residents of the CAZ that travel out of the zone for work. This assumption informs the 'core' scenario.
- To reflect the anticipated roll out of the financial assistance schemes as part of the CAF bid, the following further adjustments are made to the basic non-compliant vehicle forecast for the duration of the appraisal:
 - 17% reduction in non-compliant cars

- 95% reduction in non-compliant taxis
- 48% reduction in non-compliant LGVs
- 52% reduction in non-compliant buses/coaches
- 43% reduction in HGVs

These assumptions inform the 'core' scenario.

- A contravention rate of 5% is applied to capture non-compliant vehicles that do not pay the charge and are instead issued with a penalty charge notice (PCN). The contravention rate remains static across the appraisal period. This assumption reflects BCC's experience of contravention of other schemes (e.g. car parking, bus lane enforcement), but also the wider national experience provided by contravention of schemes such as ULEZ and Dartford Crossing
- Based on BCC's experience of the contravention and resulting PCN process, some 65% of vehicles issued with a PCN are assumed to pay the resulting charge. The vast majority pay at the discount rate (92% at £60, plus the original CAZ charge), with the residual contraveners paying at the full rate (8% at £120, plus the original CAZ charge). Of the 35% of contraveners that do not pay the charge, the following outcomes are anticipated:
 - 46% of PCNs cancelled; no charge incurred
 - 6% issued with a Charge Certificate (50% increase on full PCN rate)
 - 15% followed up with Traffic Enforcement Centre (TEC) proceedings (at full PCN rate)
 - 34% of PCNs written off
- First time offenders are not charged or issued with PCNs. Instead, individuals are issued with a warning letter only
- All charge and PCN income is assumed to be accrued in the same month that the non-compliant vehicle enters the CAZ. No delay or deferment of charge or PCN income is assumed³.
- As advised by BCC, PCN operations incur costs of £0.30 per PCN for Traffic Penalty Tribunal (TPT) charges, £1.43 per PCN for stationary and supplies and £0.85 per PCN for postage. A multiplier of 1.35 is applied to postage costs to reflect additional communication efforts resulting from unresponsive contraveners.
- Further, BCC advised that staff costs to manage PCN operations include civil enforcement officers (CEOs) and appeals officers (£38,508 per role per annum). Based on current operations, BCC indicated that 50,000 PCNs per annum necessitated 2 CEOs and 5 Appeals Officers.
- A proportion of revenue secured through CAZ charge payments are transferred to JAQU. Although the exact figure has not been determined at this stage, a 10% and 20% transfer of CAZ charge revenue is considered.

The overarching framework for revenue generation as a result of CAZ is outlined in Figure 5.1, see Section 5.3.2 for further details on revenue generation assumptions.

³ It is accepted that this approach to profiling revenue represents a simplification of the charge and fine payment process. However, in the absence of detailed evidence regarding the extent of deferment or delay in payments, including potentially lengthy delays related to tribunal and legal activity associated with some PCN payments, a simplified approach to revenue forecasting was considered most robust.

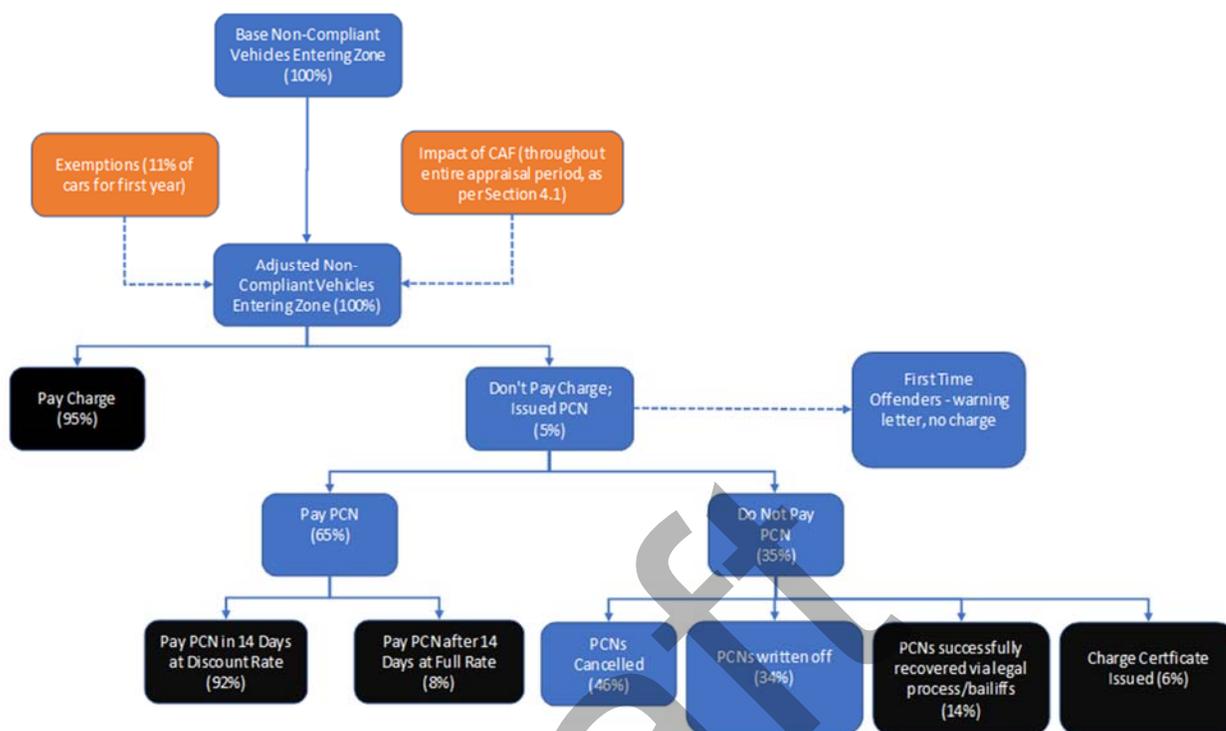


Figure 1: CAZ revenue generation framework

5.3.2 Revenue generation

Table 5.2 summarises the anticipated income from the CAZ including direct CAZ income (from the charge) plus the indirect CAZ income (from the PCN process). Calculations suggest the CAZ could generate a stream of revenue over the appraisal period that amounts to £24.4 million at the end of a three year operational period, or £47.7 million in 2030 across the ten year operational period. Note that for the longer operational period in particular, the scale of total income generation declines rapidly over time from £8.8 million in the first full year of operation (2022/23) to £1.1 million at the end of the appraisal period (2030/31).

It should be noted that the revenue generation is reliant on a number of key assumptions which have some uncertainty. BCC has made reasonable attempts to estimate these assumptions based on similar schemes delivered in the UK or experience of enforcement within the authority, but since a CAZ has not yet been implemented the available evidence is limited and hence the forecasts are uncertain. In addition to the analysis above, a range of detailed sensitivity tests are being undertaken to understand the impact of amending key assumptions on the forecast revenue generation and will be presented when available.

Table 5.2: CAZ revenue generation summary table

Variable	Total
Three Year Operation	
No. Non-Compliant Vehicles ⁴ (000s)	2,470.2
No. Paying CAZ Charge ⁵ (000s)	1,599.8

⁴ This figure represents the base number of non-compliant vehicles before any adjustments to account for exemptions/CAF-related financial assistance (as per Section 5.3.1)

Variable	Total
No. Contravening CAZ Charge ⁶ (000s)	76.3
A) CAZ Charge Income (£'000s)	£19,794
No. Paying PCN (000s)	49.6
No. Paying After TPT (000's)	5.3
B) CAZ PCN Fine Income (£'000s)	£4,594
A + B) Total CAZ Income (£'000s)	£24,387
Ten Year Operation	
No. Non-Compliant Vehicles (000s)	4,813.8
No. Paying CAZ Charge (000s)	3,165.7
No. Contravening CAZ Charge (000s)	151.0
A) CAZ Charge Income (£'000s)	£38,587
No. Paying PCN (000s)	98.1
No. Paying After TPT (000's)	10.6
B) CAZ PCN Fine Income (£'000s)	£9,077
A + B) Total CAZ Income (£'000s)	£47,665

5.3.3 Net operational position (before extended mitigations)

The current analysis indicates that in the 'core' scenario, cumulatively revenue generation is predicted to exceed operational costs, resulting in an estimated net operational surplus of between £17.5 million (three year operation) and £31.4 million (ten year operation) across the appraisal periods in outturn prices.

However, the scheme will generate a net operational deficit before October 2021 (as no revenue is forecast to materialise prior to CAZ commencement, but some staff costs and publicity/advertising costs are incurred). In the longer term operational period scenario, a deficit is also forecast in some of the later years of the appraisal period (as the number of non-compliant vehicles falls but scheme operations are maintained). The analysis demonstrates that the CAZ revenue is sufficient to cover operational costs of the scheme, as indicated in the table below. Hence, it is possible for BCC to safeguard revenue from early years of the scheme to offset any operational deficit in later years. However, BCC are requesting c. £1.0 million of upfront operational cost grant funding from JAQU's Implementation Fund to cover costs incurred in the period prior to CAZ commencement (and therefore revenue generation)⁷.

⁵ This figure takes into account the introduction of exemptions and the availability of CAF-related financial assistance for some non-compliant car users (see Section 5.3.1)

⁶ This figure takes into account the policy to waive first time offenders charges

⁷ BCC recognise that in the event that the CAZ generates sufficient operational surplus in financial year 2021/22, there is scope to refund the requested Implementation Fund grant of £1.0 million to cover upfront pre-opening operational costs. This position will be determined through full reconciliation and audit at the end of the financial year

Table 5.3: Net Operating Position (£000s)

Variable	2021 Prices	Outturn Prices
Three Year Operation		
Operational Income	24,387	24,387
CAZ-Related OPEX	7,692	7,948
Net Operating Position (pre IF grant)	16,695	16,439
Implementation Fund Operational Grant Request	1,016	1,016
Net Operating Position (post IF grant)	17,712	17,455
Ten Year Operation		
Operational Income	47,665	47,665
CAZ-Related OPEX	15,862	17,316
Net Operating Position (pre IF grant)	31,802	30,349
Implementation Fund Operational Grant Request	1,016	1,016
Net Operating Position (post IF grant)	32,819	31,365

With revenue grant funding in place, the Operational Summary demonstrates that the Clean Air Plan is forecast to generate a significant positive cash flow over the appraisal period. Any cashflow surplus associated with the scheme will be ringfenced for the following purposes, in order of priority:

- Deficit coverage for ongoing and long-term operational expenditure, particularly in latter years of operation when the various schemes are anticipated to face an operational deficit, as well as decommissioning.
- Potential repayment of £1.0 million request from Implementation Fund to support operational costs incurred prior to October 2021 switch-on (subject to sufficient surplus and full reconciliation and audit).
- Creation of a reinvestment reserve to support:
 - any underestimation of operational costs.
 - Delivery of BCC's 'Liveable Neighbourhoods' aspirations (estimated cost range £45m to £283m);
 - supplementary schemes to the CAF measures, as well providing an opportunity to further invest in engagement with businesses and local residents affected by the schemes. For example, this funding source would support or extend some of the following measures which may form part of the CAF bid:
- Additional financial support to businesses and residents to upgrade vehicles;
- Increase, Improve, update Legible City Signage on key radials and in city centre;
- An 'unintended consequences' fund for minor local implementations such as one-ways;
- Support for additional buses to the Bristol Royal Infirmary.

Within this context, the residual cash position for the CAP in Bristol is expected to be neutral throughout the appraisal period, as demonstrated in Table 5.4 below.

Table 5.4: Residual Cash Flow Position –Outturn Values (£'000s)

Net Cash Flow Position (£'000s)		
Operational Item	Three Year Operational Period	Ten Year Operational Period
Net Cumulative Cashflow	17,455	31,365
Deficit Coverage	251	694
Reinvestment Reserve (residual monies)	17,455	31,365
Residual Cash Position	0	0

5.4 Sensitivity Testing

In light of the significant uncertainty and lack of precedent regarding operation of Clean Air Plan's, extensive sensitivity testing is being undertaken to better understand the potential range of net operating positions for the project, based on variance in key assumptions. The following key sensitivities are considered:

- Base Non-Compliant Traffic Analysis: no consideration of exemptions or CAF impacts on base traffic flows.
- Base + Exemptions Non-Compliant Traffic Analysis: consideration of exemptions but not CAF impacts on base traffic flows.
- Sensitivity Test 1: As per 'core' scenario, but with 20% JAQU revenue payment instead of 10%
- Sensitivity Test 2: As per 'core' scenario, but increase in contravention rate from 5% to 20%
- Sensitivity Test 3: As per 'core' scenario, but reduction in CAZ and PCN Charges by 50%
- Sensitivity Test 4: As per 'core' scenario, but reduction in non-compliant traffic flows by 25% compared to core scenario
- Sensitivity Test 5: As per 'core' scenario, but increase in non-compliant traffic flows by 25% compared to core scenario
- Sensitivity Test 6: As per 'core' scenario, but exponential profile of non-compliant traffic flow reduction rather than more gradual profile suggested by traffic modelling
- Sensitivity Test 7: Combination of Sensitivity Tests 3, 4 and 6, plus an assumption that the contravention rate declines at an exponential rate rather than stabilising at 5% across the appraisal period, representing a worst-case revenue generating scenario that has:
 - 20% JAQU revenue payment instead of 10%
 - Reduction in CAZ and PCN Charges by 50%
 - Reduction in non-compliant traffic flows by 25% compared to core scenario
 - Exponential profile of non-compliant traffic flow reduction rather than more gradual profile suggested by traffic modelling
- Sensitivity Test 8: As per 'core' scenario, but reduction in non-compliant traffic flows to 82% of 'core' scenario levels, reflecting traffic patterns for Bristol in wake of COVID19 pandemic
- Sensitivity Test 9: As per 'core' scenario, but with an increase in CAZ & contravention charges of 25% to reflect the possibility of increase the charges if the level of compliance is not achieved.

The outputs of these sensitivity tests in terms of outturn cashflow is presented in the following table. The outputs demonstrate that a change in the profile of non-compliant traffic reduction and the value of the CAZ/PCN charges are the key drivers of net operating position. In particular, any acceleration in the reduction of non-compliant traffic over time (as modelled through Sensitivity Test 6 and captured as part of Sensitivity Test 7) has a particularly significant impact on operating position.

Table 5.5: Sensitivity Test Analysis–Outturn Net Operational Position Values (£'000s)⁸

Variable	Three Year Operation	Ten Year Operation
Base	29,003	52,264
Base + Exemptions	28,361	51,622
Core Scenario	17,455	31,365
Sensitivity Test 1	15,117	26,068
Sensitivity Test 2	25,825	47,089
Sensitivity Test 3	5,893	8,024
Sensitivity Test 4	11,684	19,354
Sensitivity Test 5	22,578	40,553
Sensitivity Test 6	870	-7,023
Sensitivity Test 7	-2,815	-10,886
Sensitivity Test 8	13,235	22,324
Sensitivity Test 9	23,314	43,770

5.5 Summary

The financial analysis of the Clean Air Plan options demonstrates that the capital cost of implementation will amount to £44.3 million (outturn values). BCC is requesting between 19% of this funding from the Implementation Fund to support capital expenditure. BCC is requesting the residual funding from the Clean Air Fund to support capital expenditure on mitigation measures.

From an operational perspective, the financial analysis demonstrates that CAZ revenue is sufficient to cover operational costs for all Clean Air Plan options based on core scenario analysis. However, it is likely that the operational stage of the CAZ will incur costs prior to any revenue being accrued. As such, BCC are requesting upfront funding support of c. £1.0 million to cover operational staff costs and publicity and advertising costs prior to CAZ commencement and accrual of CAZ revenue.

Further, there is significant uncertainty around the timing, profile and scale of CAZ revenue generation. Sensitivity testing demonstrates that changes to profiling of the reduction in non-compliant traffic have the largest impact on the operational position of the Clean Air Plan. For example, significant acceleration in the reduction of non-compliant vehicles (e.g. because the rate of vehicle upgrading or behavioural choices towards non-car travel materialise faster than forecast) could significantly reduce CAZ income and transform any operational surplus into an operational deficit.

⁸ Note that only the 'core scenario' and Sensitivity Test 9 reflect the latest cost estimates. However, as noted in Section 5.2.1, the change in costs between the historic cost estimates used for other scenarios and the latest cost estimates is insufficient to fundamentally change the scale of net operational positions outlined in the table.

In summary, the total request to central government for the delivery of the Clean Air Plan can be summarised as follows:

- £44.3 million in capital grant funding, of which:
 - £8.4 million from the Implementation Fund
 - £35.9 million from the Clean Air Fund
- £1.0 million in operational funding from the Implementation Fund

The operational revenue funding request is necessary to cover upfront operational costs associated with staff costs and publicity/advertising costs, which will precede CAZ commencement (and therefore any revenue generation). As noted, BCC recognise that in the event that the CAZ generates sufficient operational surplus in financial year 2021/22, there is scope to refund the requested Implementation Fund grant of £1.0 million to cover upfront pre-opening operational costs. This position will be determined through full reconciliation and audit at the end of the financial year.

That said, under the core scenario for financial modelling, both operational period scenarios can achieve a net operational surplus of between c. £17.5 million and c. £31.4 million over the appraisal period. It is intended that any surplus can be used to:

- Cover any operational deficits in later stages of the appraisal period;
- Potential repayment of £1.0 million request from Implementation Fund to support operational costs incurred prior to October 2021 switch-on (subject to sufficient surplus and full reconciliation and audit).
- Creation of a reinvestment reserve to support:
 - Any underestimation of operational costs;
 - Delivery of BCC's 'Liveable Neighbourhoods' aspirations (estimated cost range £45m to £283m);
 - Supplementary schemes to the CAF measures, as well providing an opportunity to further invest in engagement with businesses and local residents affected by the schemes. For example, this funding source would support or extend some of the following measures which may form part of the CAF bid:
- Additional financial support to businesses and residents to upgrade vehicles;
- Increase, Improve, update Legible City Signage on key radials and in city centre;
- An 'unintended consequences' fund for minor local implementations such as one-ways; and
- Support for additional buses to the Bristol Royal Infirmary.

Bristol City Council Clean Air Plan Full Business Case

Management Case

Document: FBC 8

February 2021

Bristol City Council

Draft

Management Case

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6. Management Case

6.1 Introduction

The purpose of the Management Case is to ensure that delivery is achievable for the programme team, which includes ensuring appropriate governance arrangements are in place to successfully deliver the Bristol Clean Air Zone (CAZ), including the CAZ D (commercial and private non-compliant vehicle charging area), additional non-charging measures and wider programme of Clean Air Fund (CAF) measures. In line with JAQU Guidance, the Management Case builds on both the Strategic Outline and Outline Business Cases by clearly identifying the optimal solution to the following issues:

- Programme Governance structure during the design, implementation and operational phases of the programme, including key management roles and responsibilities and the programme organogram.
- Evaluation and monitoring processes and associated benefits realisation.
- The Change Control and Financial Management processes.
- Risk management and mitigation, including the setting of contingency elements of the budget.
- Clear and achievable project plan.
- Programme Management arrangements, including within the wider transport programme.
- Communications & Engagement arrangements.

6.2 Previous Experience & Lessons Learned

Bristol City Council (BCC) has a proven track record of delivering major transport infrastructure projects and programmes of a similar nature and scale to the proposed Bristol CAZ. Moreover, the Transport Service includes an in-house project / programme management team; the Transport Programme Team (TPT). This team grows and employs the learning from these projects and programmes to continually improve project and programme delivery. They are supported by the central BCC Portfolio Management Office (PMO) and are supporting CAZ in relation to this project. Examples of major infrastructure projects include Metrobus, Resident Parking Zones, Street Space Schemes and the Showcase and Greater Bristol Bus Network (GBBN) infrastructure improvements. A summary of these projects follows, with key delivery and monitoring lessons that can be applied to support delivery of the Bristol CAZ highlighted.

BCC operates a cutting-edge Operations Centre which will be key in co-ordinating and managing traffic and camera enforcement across the city. This will be vital to integrating the operation of the CAZ seamlessly with the rest of the city minimising disruption to stakeholder, business, tourists and residents in Bristol.

6.2.1 Resident Parking Zones

The Resident Parking Zones (RPZ) project is a permit system for residential parking, introduced from 2012 onwards in multiple city centre zones across the city. In order to enforce these zones, a legal network of signage and Traffic Regulation Orders (TROs) were implemented, with residents able to purchase annual permits. Roaming 'camera-cars' equipped with Approved Enforcement Device cameras are now the principal method of identifying parked cars that contravene the regulations. This approach will be key to driving compliance with our CAZ in terms of in-zone journeys.

This project demonstrated BCC's ability to implement a large signage TRO for an enforcement project. A single RPZ comprises of approximately 900 signs, TROs each with its own associated design, surveying, and implementation. 15 of these zones were delivered across the city.

The successful operation of the central permit system, through an Approved Camera Enforcement Device, clearly demonstrates BCC Parking Enforcement Team's ability to operate our proposed CAZ using a central back-office system. This experience will be central to Bristol's successful delivery of the CAZ.

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6.2.2 Bus Lane Enforcement

The Joint Local Transport Plan 3 (JLTP3), adopted in 2011, identified bus priority measures as a strategic goal for the city to improve public transport. This was in order to facilitate faster and more reliable public transport, delivered via the GBBN and Showcase projects. Bus priority measures have since been implemented on four major strategic corridors in the city i.e. A37 Wells Road, A38, Gloucester Road, the Centre and Hotwells Road.

The enforcement of these lanes is vital to achieving faster and more reliable public transport. This is principally done through an Approved Enforcement Device system using fixed cameras and signage. Penalty Notices are then issued by BCC for contraventions of TROs applying to bus lanes. BCC has issued an average of over 4000 Penalty Charge Notices (PCN) per month since the integration of the latest lane in April 2018.

This clearly demonstrates the BCC Operational Enforcement Team's ability to operate and enforce the CAZ D. In addition, BCC operates a dedicated Appeals Team to review and assess contested contraventions of both the Bus Lanes and Resident Parking Zones. The Appeals Team, since 2018, has processed an average of over 500 appeals per month related to Bus Lane PCNs. These resources, experience and skills will be vital to the successful delivery of the CAZ D charging zone and then transitioning to business as usual.

6.2.3 Operations Centre

Both the RPZ and Bus Lane Enforcement systems are managed / overseen by the BCC Operations Centre, allowing live monitoring of obstructions and incidents. This connects camera enforcement with network operations, allowing reactive diversions and updating of Variable Messaging Signs (VMS) across the city, to proactively and effectively manage the city's network.

This network management resource will be especially important in the smooth operation of the CAZ, allowing for reactive management of the network and effective and efficient operation of the CAZ.

6.2.4 Metrobus

The Metrobus programme is a Bus Rapid Transit (BRT) system covering three initial routes into the City of Bristol, from the wider sub-region, and was implemented as part of sub-regional package comprising over £250m of funding. The infrastructure delivered is extensive, comprising some 3.5km busway segregated from general traffic, 8 road bridges, 3 railway bridges, 92 new bus stops, 282 new cycle stands, over 10km of new cycle routes, 6km of new road space, and over 17km of new bus priority measures.

The programme included a number of technological and systemically innovative elements, such as the i-Points, at bus stops. This included new back office systems and software to support smart and integrated ticketing that is fundamentally off-bus, allowing customer flexibility and reduced ticketing-associated delay for the bus journeys themselves.

Metrobus also demonstrates BCC's experience in delivering large programme style works across the city and sub-region, with the associated level of complex and tailored governance to ensure successful programme delivery. The programme was governed by a senior Programme Assurance Board, above a Network Integration Board, in addition to the Project Boards for each of the three large infrastructure projects (Ashton Vale to Temple Meads, North Fringe to Hengrove, and South Bristol Link). Given the scale of the Bristol CAZ programme, including the central zone and complementary infrastructure measures, this experience of integrated working at the senior, programme, and project level will prove invaluable in the successful delivery of the Bristol CAZ.

Officers who were key to the successful delivery of this programme will work as part of the Bristol CAZ implementation team, including the Programme Manager and Design Team.

6.2.5 Street Space Schemes

In June 2020 emergency funding was awarded to BCC for the immediate implementation of measures aimed at facilitating social distancing: Street Space Schemes. The Street Space schemes have been/are being

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implemented to open-up road space usually reserved for parking and movement of general traffic to cyclists and pedestrians to:

- Enable better social distancing, especially in local shopping areas;
- Encourage people to travel by bike or walk; and
- Reduce air pollution.

Traffic lane closures, segregated cycle routes and pedestrian paths were all included as part of the initial Street Space measures, all offering improvements to air quality as well as enabling social distancing. The team used experience from other schemes and plans already partially drawn up as part of future aspirations, to implement schemes in a very short timescale. This demonstrates the ability and expertise of the team to react quickly. Some of the team involved with Street Space are also working on the CAZ Programme, this offers an invaluable insight into the methodologies behind quick development and implementation of measures required to improve air quality.

6.3 Governance Structure

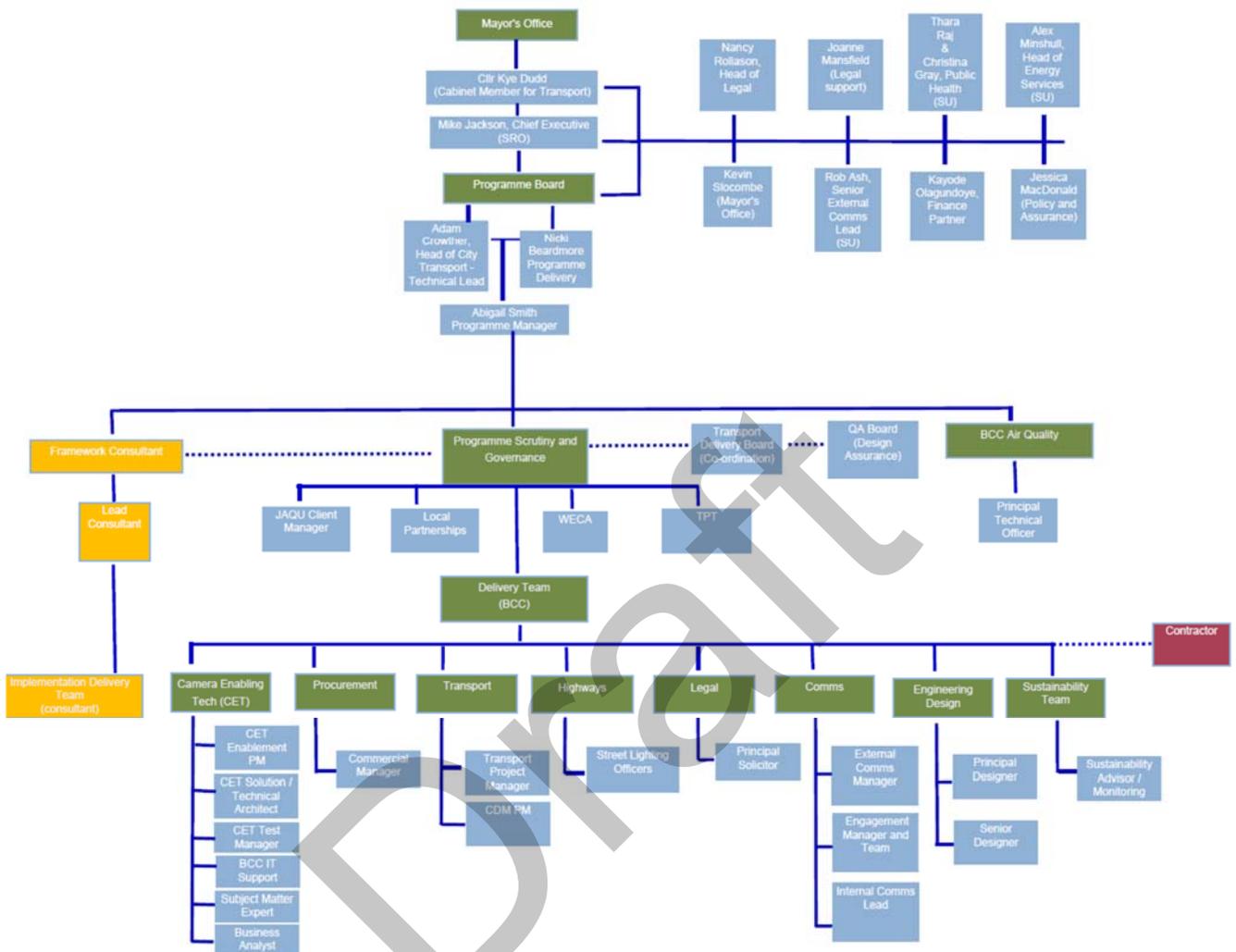
6.3.1 General

The programme will be managed under the general principles specified in the BCC programme manual for the delivery of transport capital projects and programmes, which are based on PRINCE2 / APM methodologies which are largely Agile focussed. The Transport Programme Team (TPT), in its capacity as the central project management resource for the Transport Service, will support the project. Due to the size, complexity, and public nature of this programme, the governance structure has been tailored to the specific project environment. The programme will be governed by the Bristol Clean Air Plan Programme Board. The Senior Responsible Owner (SRO) is Mike Jackson, Chief Executive. In addition, the Mayor's Office has a key role on the Programme Board as a representative of the Executive.

The key roles identified within the programme structure are illustrated in the organogram (Figure 6.1) and are detailed below with a description of each role.

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Figure 6.1 – Organogram



6.3.2 Senior Responsible Owner (SRO)

BCC Senior Leadership identified the Senior Responsible Owner (SRO) for the project as Mike Jackson, Chief Executive. The SRO has overall responsibility for ensuring the Bristol CAZ delivers the project benefits i.e. reduced air pollution in the shortest time possible cost on time, within budget and to the agreed quality as set out in the FBC.

Having the Chief Executive as the programme SRO has proven to be beneficial to the team, in terms of being able to coordinate cross council resources and put calls to action out to all council staff. For the OBC, the SRO raised the CAZ Programme (during an address to all staff as part of some organised talks) as being a key council priority and asked that staff support the Programme Team. The CAZ Programme requires a multidiscipline team to work together towards a common goal, with many teams council wide either being affected by (Fleet for example) or needing to input into a programme of this scale (Highways for example) with tight deadlines. That could either be reprioritising staff resource to support the programme, supplying expertise and experience or by helping to utilise communication channels within an established network. Completing the FBC has been a whole council achievement and this ethos will continue into implementation.

Having the Chief Executive as the programme SRO has enabled the programme team to reflect upon the role of the Council in achieving compliance. The internal comms lead within the comms workstream has worked closely with the internal Bristol City Council HR department. This workstream has enabled the programme team to identify issues within the Council's existing policies and BAU teams which may conflict with the City's moral and legal obligation to achieve compliance. The internal comms lead has since briefed individual service directors

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around the Air Quality impact that their fleet and grey fleet movements have on the City. Consequently, the Council's Travel Plan will be updated to reflect the organisation's role in achieving compliance.

The SRO is the chair of the Programme Board, to transition from a Project Board into a Programme Board as part of the move towards implementation and the delivery phase, and the individual responsible for ensuring that the programme meets its objectives and delivers the projected benefits. The Programme Director covering Programme Delivery and the Programme Sponsor role is Nicki Beardmore and the Programme Manager is Abigail Smith.

6.3.3 Programme Board

A dedicated project board was set up specifically for this project and those involved will all move to be a part of the Programme Board for implementation, to govern and scrutinise the programme from the Full Business Case (FBC) to the scheme operation.

The Programme Board comprises representatives with decision-making authority from the Senior Management and Mayor's Office of BCC, Senior Users (SU) from relevant service areas such as Transport and Energy, senior financial officers, and Senior Suppliers (SS). These members were chosen on the basis of their skills, expertise, and authority being appropriate in order to hold the board, officers, and service teams to account.

The Programme Board has the authority and responsibility for the delivery of the Bristol CAZ. Meetings of the board are held on a monthly basis, this will continue as set out above for implementation. Meetings are chaired by the SRO, Mike Jackson.

The membership of the CAZ Programme Board is set out in the organogram, and consists of:

- Mike Jackson – Executive Director: Resources & Head of Paid Service (SRO)
- Nicki Beardmore – Programme Delivery (PS)
- Adam Crowther- Head of Strategic City Transport, (Technical Lead)
- Abigail Smith – Programme Manager (PM)
- Rob Harris – CAZ Project Manager
- Kayode Olagundoye – Finance Business Partner (FP)
- Nancy Rollason – Head of Service, Legal
- Joanne Mansfield – Legal support
- Kye Dudd – Cabinet Member for Transport.
- Thara Raj and Christina Gray- Public Health
- Jessica MacDonald – Policy and Assurance
- Rob Ash – Senior External Communications Lead (SU)
- Alex Minshull- Head of Service, Energy (SU)

In addition to these BCC members, guest officers from partner government agencies attend for appropriate agenda items as necessary. These are:

- Anthony Combes- JAQU Account Manager
- Huw Russell- Local Partnerships Project Director

The board's responsibility is the general exercise of, but is not limited to, the following functions:

- To be accountable for the success or failure of the programme, as defined by the programme objectives and benefits in the FBC, under the leadership of the SRO.
- To review and approve the Programme Initiation Document.
- To approve the initial Risk Register and review it on a quarterly basis.

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- To receive regular Highlight Reports from the Programme Manager.
- To provide unified direction to the project and Programme Manager, taking responsibility for joint decisions on the delivery of the programme and changes within the scope agreed.
- To provide the resources and authorize spend of budget for the programme.
- To provide visible and sustained support for the Programme Manager.
- To ensure effective communication within the programme team and with external stakeholders.
- To review and approve, on the completion of the programme, the Programme Closure Report.

The board have been instrumental in supporting the delivery of the FBC, supporting the programme with all available resources, reshuffling teams to allow for this priority work to be inputted into and making sure that any approvals required / documents reviewing are prioritised.

6.3.4 Programme Sponsor

The Programme Sponsor is responsible for the direct supervision of the Programme Manager (PM) in the successful delivery of the programme. Sitting above the PM and Project Teams / workstreams, they are able to provide a level of day-to-day steer and decision-making for issues that do not merit escalation to the Programme Board or SRO. They are also responsible for supporting the PM when issues are escalated to decision-making bodies both within and outside the programme governance structure.

The Programme Sponsor for this programme has been identified as Nicki Beardmore, Programme Director. Nicki has extensive experience initiating and supervising a range of major projects under BCC and was previously the Corporate Director of Resources and Head of Paid Service for the council. Being an external employee to Bristol City Council Nicki brings a fresh perspective to the Programme and is able to bring her experience on a range of programmes to the CAZ.

The responsibility for escalating any concerns with any aspect of programme resourcing and prioritisation to the Programme Board sits primarily with the Programme Sponsor.

6.3.5 Technical Lead

The Technical Lead has the responsibility for reviewing and assessing all technical / modelling and traffic data reports relating to the CAZ. They will advise the board on technical data, reports and present data in a format all will be able to review.

The Technical Lead for the CAZ programme is Adam Crowther, Head of Service (HoS) for City Transport at BCC. Adam has a background within the Traffic Signals team and many years working at BCC. He therefore understands how to best interpret the systems in place and is able to analyse complex data sources. Given all the technical work to date, this role and support has proven to be invaluable.

6.3.6 Programme Manager

The Project Board appointed the Programme Manager (PM), Abigail Smith to the project initially and she will continue to manage the transition to a programme and on through implementation of the CAZ. The delivery of the Bristol CAZ is being led by City Transport Service, with the support of the Transport Programme Team. Over the course of the Feasibility Study the project has evolved into a programme of works, divided into manageable work streams.

Abigail is an experienced Transport Project and Programme Manager with over 9 years' experience delivering major infrastructure projects, including Metrobus (North Fringe Hengrove package).

The Programme Manager, sitting in the TPT (Transport Programme Team), allows for additional resource to be drawn upon when required. When the work has peaked, additional staff have been able to step in, using their experience and expertise in project and programme management to help the team meet deadlines as they arise. This has freed the Programme Manager up to undertake the strategic overview and coordination role

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required for a programme of this scale. The programme manager has also built up a strong and supportive working relationship with other LAs which has proven to be an invaluable support.

The Programme Manager presented the Project Initiation Document (PID) to the Project Board in June 2018, which has subsequently undergone a number of iterations in line with the fast pace the project evolved, and this includes the following information:

- The product(s) that will be produced, including the CAZ D enforcement areas and enabling infrastructure, the wider mitigation measures such as Clean Air Fund (CAF), cycling infrastructure and wider soft measures under the Clean Air Plan.
- The timescale within which the work is to be carried out, including identifying the appropriate level of resource, both internally within Council services but more broadly with consultants, stakeholders and third parties, required to successfully deliver programme benefits.

The Programme Manager will be responsible and accountable for managing and delivering the programme in accordance with the procedures detailed in Section 6.8. including risk management, financial governance and escalation of decisions to the appropriate level.

6.3.7 Project /Programme Team

As well as the programme manager, the programme will require a series of project teams / workstreams to support the PM in assuring successful delivery. These will be drawn from a range of services across the Transport Division covering the wide scope of relevant technical and operational expertise for each work package of the scheme. These include, but are not limited to:

- Network Management
- Change Services
- Parking Enforcement
- Street Lighting
- Engineering Design
- Legal
- Procurement
- ICT
- Communications

In addition, officers from council-wide teams have been and will continue to be drawn into the programme as and when there exists a need. These officers will continue to be a part of the CAZ Delivery Group which functions as a forum within which to discuss progress, highlight risks and issues and escalates issues / challenges to board as appropriate. This builds on a successful format the Programme Manager established for MetroBus which worked well.

The PM is reviewing team resources on regular basis with the Programme Executive and reporting to both the Programme Board and Transport Delivery Board (TDB). This board has been set up to provide more focus and coordination in the delivery of the transport capital programme, meeting on a bi-weekly basis. TDB will also retain an oversight role for programme dependencies relating to other areas of work across the Transport Service, from providing recommendations on proposed integrations with other technical teams and their projects, to bids for funding, as well as ensuring post-delivery evaluation and auditing are completed. As detailed below in section 6.6.5, the Quality Assurance Board will be the principal resource for scrutinising design.

All time spent on this capially funded programme will be recharged to it, subject to any conditions of the funding.

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Roles identified at this point are:

- Programme Director
- Programme Manager
- Project Manager
- 2 Lighting Team officers for implementation / contractor liaison
- CET Project Manager
- CET Solution/Technical Architect
- CET Test Manager
- BCC IT Support
- Business Analyst
- Subject Matter Expert
- Delivery phase management
- Procurement lead
- Comms support (Inc. materials)
- Financial management
- Engagement Team

The Programme Manager proceeds on the principle that, whenever possible, it is optimal to use in-house BCC resource to develop and deliver the project. This enables development of expertise within the workforce, which will aid in smooth operation and refinement of the Bristol CAZ. It also provides proper oversight of a public responsibility for improving air quality.

However, in addition to the BCC Project Teams / workstreams, consultants will be employed as necessary to lead or support certain areas of technical work in delivery / implementation (where BCC does not retain the necessary expertise). This is led by the Principal Consultant, who liaises directly with the Programme Manager. These are principally, but are not limited to:

- Air Quality Modelling;
- Traffic Modelling; and
- Economic Modelling & Financial Modelling.

BCC has an established Professional Services Framework from which to obtain such support. This will allow for quick procurement, avoiding delays to the programme.

6.4 Project / Programme Management Process

The Bristol CAZ will be managed according to the general principles specified in the BCC TPT programme manual, based on PRINCE2 / APM methodologies. This emphasises continued business justification, a defined organisation structure for the project and programme management and an emphasis on dividing the programme into projects with manageable and controllable stages. However, as noted above, this process has been adapted according to the specific project and programme environment that exists in Bristol.

These principles as defined in the programme manual include templates such as the Project Initiation Document (PID), Highlight and Closure Reports. Through this system, BCC will deliver the products and benefits of the Bristol CAZ, to reduce NO₂ levels in Bristol in the shortest time possible. The PID was presented by the PM to the Project Board and approved. This document lays out the scope, budget, and benefits of the project. A monthly Highlight Report is presented to the project board. This document will track delivery and spend against the programme and scope specified in the PID, as well as providing an avenue for escalation of change requests. The Project Closure Report will be presented to the Programme Board for approval by the PM at the end of the Feasibility phase of the CAZ before moving into Implementation. This will specify how the project has

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delivered the scope and benefits as laid out in the PID as well as the handover to business as usual processes. All these documents and templates are available on request. All of these resources will be reviewed and revised following submission of the FBC as the project transitions into a programme.

All the above project and programme documentation, as well as any other relevant documents, reports or designs, will be stored in an agreed central file location on the BCC shared drives. The versions kept here and maintained by the PM will be the agreed master files. This will also allow all authorised persons, including the SRO and Programme Sponsor, access for the purposes of monitoring.

The CAZ programme has an impact on a number of projects in that it may increase demand for more sustainable modes of transports. The CAZ programme can therefore be linked to Bristol and WECA projects such as;

- The emerging Bus Deal, a strategic programme which aims to improve journey reliability for bus operators along strategic radial corridors
- The West of England's Local Cycling and Walking Investment Plans, a strategic investment portfolio aiming to unlock the region's propensity to cycle and walk
- Mass Transit, a long term vision for delivering rapid mass transit through a combination of over and underground services
- Bristol Streetspace, utilising Emergency Active Travel Funding (EATF) to prioritise and improve walking and cycling routes in the central region and protect passenger transport during a time of reduced capacity
- BAU freight consolidation and the recently announced Zero Emissions Freight Consolidation Grant
- And MetroWest, a long term vision for upgrading the Rail Network within the West of England.

Due to the scale and tight timescales involved, the CAZ programme is likely to impact across all workstreams within the Transport Service, as well as other teams' council wide, in terms of staff resource requirements and changes to the network and existing systems. The CAZ must therefore continue to be managed in the cohesive and collaborative manner it has to date. Communication has played a vital part in the FBC development, especially more recently following the Covid-19 pandemic. The measures implemented impacted on the CAZ but strong communication channels have been established across the teams involved and will continue as ongoing programmes overlap and seek to share resources and expertise, for example sharing programme plans and planning resource requirements collaboratively to ensure successful delivery across the board.

6.5 Financial Management

6.5.1 Financial Reporting

Regular financial reporting will be critical to monitoring the success of the programme, as with the project phase. Through regular updates, via the monthly Highlight Report, the PM will ensure that the Programme Sponsor, SRO, and Programme Board can continue to track financial progress against the milestones established in the revised PID. The programme will be supported by the Growth & Regeneration Finance Business Partner throughout its delivery. The Finance Business Partner sits on the Programme Board and is the day-to-day support for financial comment and scrutiny, they will also provide monthly finance reports to the CAZ board, breaking down spent to date and providing an overall summary of the financial status of the programme. The PM will continue to work closely with JAQU colleagues in this regard.

In addition, the programme will be subject to the standard Council financial regulations that govern capital expenditure, including use of the central financial system, Unit4 Business World. This includes monthly forecasting on expected spend across the entirety of the project. The role of the Business Finance Partner will ensure the appropriate level of scrutiny in this regard.

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6.5.2 Change Control

Change control is a normal part of any programme in relation to delivery plan, scope, budget and quality. In order to ensure effective management of the programme, the process for agreeing these changes is clearly set out in the PID. As specified above, the principal internal mechanism for identifying, recording, and, if necessary, escalating change requests will be through the monthly Highlight Report. Where activities are not being carried out to the plan, cost, or scope agreed in the project plan as part of the PID, the change will be escalated to the appropriate level.

The determination of the change tolerances for the above process is defined in the PID, subject to the Council's internal schemes of delegation. This has provided the PM and Programme Sponsor with appropriate level of delegation to make changes, with subsequent escalation to the Programme Sponsor, the SRO, and then finally to the Programme Board if appropriate.

For the PM, Programme Sponsor and SRO, this level of delegation will be judged cumulatively, in order that multiple small changes amounting to a significant one will be given proper scrutiny. In all cases, even where changes are fully within the remit of the PM, these will be recorded on the Highlight Report in order that proper scrutiny can be applied by the Programme Board.

The following change controls and tolerances are identified for Time, Budget and Scope in the CAZ PID:

Time;

- Programme slippage of 2 weeks will be managed by the Project Managers / Workstream Leads, providing that slippage does not impact on the critical path. If delays breach this tolerance then the Project Manager will escalate the issue to the Programme manager, through the established escalation process in place through the Delivery Group and Weekly Highlight Reports.
- Programme slippage of 4 weeks will be managed by the Programme Manager (the Programme Director will be notified), providing that slippage does not impact on the critical path. If delays breach this tolerance then the Programme Manager will escalate the issue to the SRO/Programme Director and Programme Board through the Monthly Highlight Reporting process.

Budget;

- Changes in budget between 1 and 5% of an allocated budget within a work stream will be managed directly by Project Managers / Workstream Leads. Budget increases over this percentage will be escalated to the Programme Manager (who will notify the Programme Director and Finance Business Partner who will notify Board through the monthly Finance Reporting in place).
- Changes in budget between 5 and 15% of an allocated budget within a workstream will be managed directly by the Programme Manager. Budget increases over this percentage will be escalated to the Programme Director/SRO and Programme Board for a decision before a change request is issued to the funding body.

Scope;

- Due to the nature of the programme any change in scope will be escalated immediately to the Programme Manager, the Programme Director and Programme Board as necessary.

6.6 Programme Plan

There are several key stages that occur for any scheme or programme, which include planning, design development, detailed design, mobilisation, construction, and project end. The planned programme for the Bristol CAZ is laid out in a Gantt Chart in Appendix K of the FBC and lays out the anticipated timescales for each element of the programme.

This plan is broken down into three main work packages, as required to identify the critical path and other key relationships between items of work, including how design and procurement are developed and reported.

The implementation is at this point expected to commence in April 2021 and conclude in October 2021 (as per the current legal Direction), at which point the CAZ will be fully operational. This will ensure delivery of the main benefit of this programme, that being improved air quality in the shortest time possible.

The detailed Gantt Chart for the programme is shown in Appendix K. A high level summary of the key milestones is shown in Table 6.1 below.

Table 6.1: Key milestones

Milestone	Date
FBC Submission	26.02.2021
Pre-onboarding begins	20.01.21
Procurement - signage	26.02.2021
Implementation of the scheme begins – initial contractor discussions and design work	05.04.2021
Purchase approved devices	05.4.2021
Back office system development begins	03.05.2021
Acceptance testing begins	09.08.2021
CAZ Operation Commences	29.10.2021
Monitoring	Ongoing

6.6.1 Management of the Programme Plan

The Programme Plan will be managed by the PM in accordance with the Change Control process. The PM and Programme Sponsor currently review this project plan on a weekly basis but it is also reported formally to both Programme Board and TDB through the Highlight Reporting process, with authorised changes which impact upon the expected timescale for affected work packages. The weekly Delivery Group meetings also feed into this review process, providing an escalation route for all risks, issues and queries.

6.6.2 Consenting Strategy

The Charging order is a critical element of delivering the CAZ D with the programme benefits being dependent upon their successful enactment. The consenting strategy for the Bristol CAZ comprises of:

- Charging Order for the Small CAZ D, this is included as an Appendix T, FBC 48.

The requirements for the Charging Order are as follows:

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- The order needs to be finalised once the FBC is approved, with amounts and timescales being included / confirmed
- Formal submission of the Order to Council/JAQU
- Order granted

The council has the power to enforce the Charging Order for the Small CAZ D which is drafted and ready to be enacted once approvals are granted.

6.6.3 Budget management

As detailed in section 6.5, the PM will have responsibility for the management of the budget, and financial reporting to the Programme Sponsor, SRO and Programme Board, through the Highlight Report and BCC central finance system (Unit 4 Business World) and presented by the Finance Business Partner in a monthly finance report to board. In addition to following the governance structure for the programme laid out earlier in the Business Case, all financial transactions and budget changes will follow the BCC's schemes of financial delegation as explained in this section of the business case.

During the completion of the OBC and during a Cabinet meeting in September 2020, delegated authority was passed to the SRO; Mike Jackson with regards to further funding bids for the CAZ. This was also in consultation with the Cabinet member for Finance, Governance & Performance and the Director of Finance & S151 Officer. This will remain in place for Implementation, with any further requests for funding from JAQU being approved by the SRO, with no need to go to Cabinet. Approval to spend the Implementation budget has already been agreed by Cabinet up to £15m. The submission of this FBC will seek approval to spend the entire Implementation budget as detailed in the Finance Case.

The Technical Lead for the CAZ Programme is the Head of Service (HoS) for City Transport. In the new guidance published in February 2021; Directorate Scheme of Delegations: Growth and Regeneration, the HoS now has delegated authority to approve budgets and to delegate budget approval levels to Programme Managers as appropriate. This will be put in place for Implementation, reducing the risk of delays caused by awaiting spend to be authorised at Director level.

6.6.4 Decision pathway

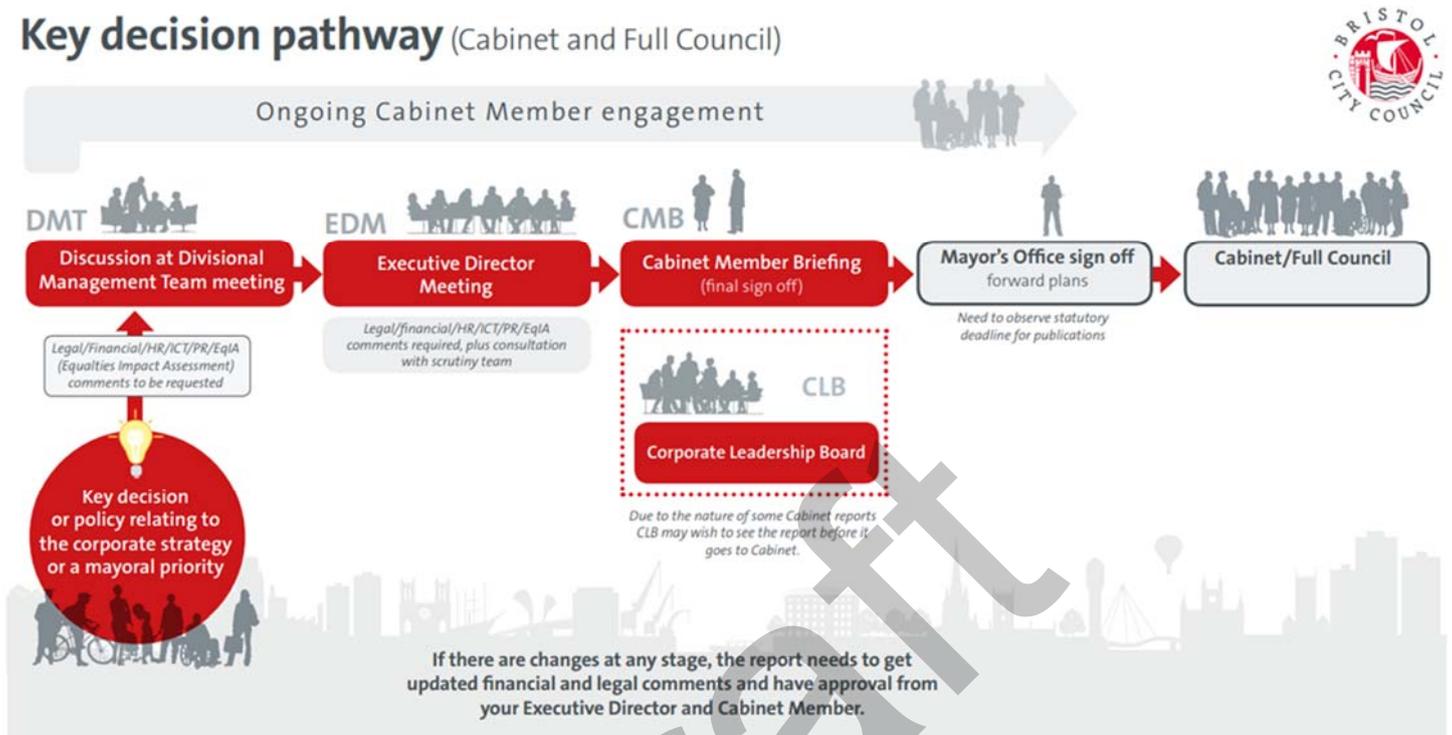
BCC has defined a decision pathway which is the route by which information is escalated through levels of senior management and to the Mayor ensuring appropriate level of scrutiny and challenge is applied to decisions. This is shown in Figure 6.3. This Business Case and the delivery and spend to support the activities therein, has gone through this pathway. Approval has been granted to submit the case and deliver the programme infrastructure, with the authority to carry out these activities delegated at the appropriate level, e.g. PM, Sponsor, Director, SRO or the Programme Team.

However, as specified in section 6.6.2, any significant changes to the scope of the planned delivery or budget will be escalated to the appropriate decision-making body as listed in figure 6.3 and in line with PID requirements, in addition to following the specific project governance. However, given the timescales, and challenges facing the delivery, key members from the Mayor's Office, Corporate Leadership Board (CLB) and Cabinet Members have been included on the Programme Board, in order to accelerate or delegate decisions through this process as appropriate. This structure will remain in place for the implementation phase to ensure there is a robust change management and reporting system in place for the programme.

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Figure 6.3 Decision pathway process

Key decision pathway (Cabinet and Full Council)



Following submission of the FBC, the Project Board will transition into a Programme Board with a complete revision of all paperwork.

6.6.5 Quality Assurance

In accordance with BCC Transport standard practice, the Quality Assurance (QA) Board will be used to scrutinise design throughout the lifecycle of the programme. The design work completed so far to advance the project to FBC has already been taken through the two initial stages of QA. The four QA stages are summarised below:

- QA1; Scheme approval. An outline of the project, including a description of the works, the reason for them, and proposed outcomes/ scheme objectives. This approval was granted to the Bristol CAZ on 1st October 2019.
- QA2; Approval of feasibility/ preliminary design. Early conflicts removed and outline design available for consultation.
- QA3; Approval of final design for construction. Detailed design has been through consultation and statutory process. The Bristol CAZ is currently bringing designs to the board for this approval level in anticipation of FBC submission.
- QA4; Notification of completion. This final stage triggers the adoption process and moves the Bristol CAZ out of the Project Team to being operational and business as usual.

The QA Board is responsible for the overall quality of scheme delivered on street. The technical assessment of the scheme, and each different workstream, will be done through scheme review, TDB and ultimately Programme Board.

6.6.6 Programme Assurance

Independent internal Programme assurance on the Bristol CAZ and CAF programme will be undertaken by the BCC Portfolio Management Office (PMO). A representative from the PMO will report on the Programme and will provide board with independent and objective assurance that the project is being conducted correctly

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throughout its life cycle, and assurance on the programmes likely future performance (i.e. is the programme on track to deliver its objectives and benefits to time and budget), as well as providing assurance on the Highlight Reporting system.

Its key aims are to:

- Provide oversight of the likely future performance of a project / programme for those responsible for approving and/or financing such an undertaking.
- Help manage risk and improve delivery confidence in relation to time, budget and quality
- Support and increase the likelihood of good, informed decision-making.
- Obtain maximum value for money and delivery of benefits through helping to keep all projects on the right track.
- Support the desire to drive up organisational programme management capability, increasing the likelihood of sustainable, ongoing success of our projects / programmes and reducing an over-reliance on change support.

The Programme Manager will also continue to work alongside JAQU and Local Partnership colleagues, providing additional project assurance.

6.7 Communication and Stakeholder Management

6.7.1 Communication between Programme Management Team and wider group in Bristol City Council

As this programme is managed through City Transport, but has implications for other departments and teams, regular communication will be required to ensure that the staff have an accurate and up-to-date picture of the programme. This will be achieved through:

- Representation by Senior Users on the Programme Board, such as the heads of Energy and City Transport, and senior leadership such as Mayor's Office representatives
- Delivery Group meetings, weekly, which will ensure efficient co-ordinated working to maximise delivery
- Co-ordination across the Transport Service through the Transport Delivery Board (TDB)
- Communication through the directorate structure by means of biweekly reports to the Transport Management Team (TMT), highlighting any cross-working issues

The Highlight Reports will form the basis of this communication to the TPT; however a two-way flow of information will be provided at all times.

The collaboration with the council's own Transport Engagement and Active Travel team has opened up new opportunities for the CAZ programme. This proved to be so successful during the recent second full public consultation, that it has now formed part of the CAF Bid; to formalise this partnership and lock in the benefits it brings. The team bring with them a wealth of experience and proven effective communication and engagement channels. This will also benefit internal communications with for example, their ability to communicate with all council staff, established council champions and by holding regular sustainable transport challenges - encouraging use of other modes to the private car. This offers a further level of support and the ability to communicate more widely, and quicker, for the CAZ Team.

The Delivery Group will change as the team gears up for implementation, evolving more into delivery focus i.e. a stronger partnership with Highways and HR will be established.

6.7.2 Communications Plans

The council acknowledge that there are risks associated with poor engagement and insufficient communication with the public and our key city stakeholders. A plan for ongoing communication and engagement for the Bristol CAZ can be found in Appendix B.

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Following the submission of the Full Business Case (FBC) in February 2021, the next stage of the programme will be to begin implementation, this will include:

- Initialise the next stage of the Stakeholder engagement and communications Strategy;
- Begin signing contracts and mobilising teams / contractors; and
- Transition the programme from feasibility to implementation including updating all relevant paperwork.

The CAZ programme will continue to evolve based on stakeholder feedback. Therefore, the engagement focus will be on:

- Raising awareness of the chosen CAZ option;
- Continuing to raise awareness of the need for action around air quality in Bristol;
- Aiding the general public to understand their role in tackling air pollution – advising them on how to reach compliance, change their travel habits etc;
- Supporting, preparing and advising people before implementation; and
- Ensuring rules and laws are adhered to.

6.7.3 Consultation to date

A report on the consultation undertaken to date can be found in Appendix N. Ongoing communications and stakeholder management will be undertaken based on the lessons learned and the findings of these public exercises. This is summarised below.

Between 1 July and 12 August 2019, the council consulted on two options for a traffic Clean Air Zone which are designed to achieve compliance with legal NO₂ limits in the shortest possible time. The options were:

- Option 1: Clean Air Zone (private cars not charged)
- Option 2: Diesel car ban

The consultation asked respondents how concerned they are about the health impacts of poor air quality in Bristol and it sought feedback from citizens, businesses and other stakeholders on the two options. The findings of this consultation were summarised within the Consultation report associated with the OBC. A Stakeholder Summit was run by BCC on Monday 18 November 2019.

A second consultation was held from the 8 Oct 2020 to 13 December 2020. Two further options were presented to the public, both designed to achieve compliance with legal NO₂ limits in the shortest possible time. The options were:

- Option 1: Clean Air Zone C (private cars not charged) with a smaller inner zone of a CAZ D (private cars charged)
- Option 2: Small area CAZ D

The consultation also asked respondents how concerned they are about the health impacts of poor air quality in Bristol and it sought feedback from citizens, businesses and other stakeholders on the two further options. A copy of the Communications Plan is presented as Appendix B to the FBC.

Due to the limitations caused by the COVID-19 Pandemic, drop-in sessions and face-to-face activities were much reduced. To boost response rates and to target low-responding parts of Bristol, 20,000 paper surveys were delivered direct to addresses in areas which have historically low response rates to consultations and high levels of deprivation.

The Traffic Clean Air Zones Consultation survey received 4,225 responses. A summary of responses from groups with protected characteristics and income deciles is contained within the report. More than half of respondents (54%; 2,250 respondents) agree or strongly agree that Option 1 is a good way to improve air quality (20% strongly agree and 34% agree). A higher proportion of respondents (60%; 2,466 respondents)

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agree or strongly agree that Option 2 is a good way to improve air quality (32% strongly agree and 28% agree). Briefings were held with several groups including Business West (with 55 businesses joining), University Hospital Bristol NHS Trust, Southmead Hospital, University of Bristol, University of West of England, Bristol Workplace Travel Network, waste contractors, and neighbouring councils.

We also contacted 1,385 businesses about the consultation.

6.7.4 Engagement Undertaken to Date

Under normal circumstances the engagement process would have been managed in a different way. It would normally entail face to face meetings and door knocking shifts where the team would visit on each business, speak to the relevant person, give them physical copies of the information and guide them through the consultation on an iPad; as with the first consultation.

Due to Covid-19 and the restrictions at the time, all of the engagement work was carried out remotely via email, telephone and video conferencing.

The Transport Engagement and Active Travel team led on the business engagement element of the Clear Air Zone (CAZ) second consultation, due to the expertise within the team. The Business Engagement Officers work with businesses to encourage investment in sustainable travel modes both for their fleets and for their employees by providing expert advice, free support and signposting them to the key offers. The advice and support range from match funded grants, electric bike loans, and workplace travel audits, to staff engagement events, personalised travel planning and bike maintenance sessions.

The Travel Advisors within the team led on the phone calls and emails as instructed by the Business Engagement Officers. The team sent initial emails explaining the CAZ consultation and detailing the current sustainable travel support. Officers sent 1,005 businesses one or more emails with information about the Traffic Clean Air Zone, a call to action to complete the consultation and information about the Access West support. The Travel Advisors then telephoned all businesses where a response had not been obtained. This enabled officers to reach more businesses as the initial data gathering exercise often returned general email addresses. By telephoning the team could often get to speak to the correct person or obtain an email address for them.

As part of this work the Business Engagement Officers also held a range of virtual meetings with the larger employers in the city to delve a little deeper into the details of CAZ and what that will mean for their organisations. The officers answered questions, talked through any concerns and have agreed to continue these meetings to provide ongoing support whilst the details of the CAZ are developed.

This work will continue as part of the implementation of the CAZ. There is a bid included in FBC 17 – CAF Bid which includes the continuation of the engagement on a wider scale.

6.8 Risk Management Strategy

Risks are defined as uncertain events that, should they occur, will have an impact on achieving the programme objectives; issues are problems that have occurred are live and are having an effect on a programme achieving its objectives.

A requirement of the process is that risks need to be identified at programme start up and reviewed throughout the programme's lifetime. The principal mechanism for identifying and reviewing risks is the Risk Register. This document holds a record of all the identified risks. Each is graded on probability (1-4) and Impact (1, 3, 5, or 7) to produce an overall risk rating. The agreed action for each risk is then recorded, both in general terms (Accept, Reduce, Avoid), and a specific mitigation. The Residual Risk, being the remaining risk level with mitigation in place, is then recorded in terms of probability and impact to give a residual risk rating.

As mitigation proceeds and the programme is developed, these ratings will be continually reviewed by the PM and Programme Director and reported monthly to Programme Board by exception. Both the risk and mitigation are given recorded owners to ensure continued responsibility is taken for the management of each.

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The Risk Register also forms the basis of the QRA, as laid out above. This process allocates a cost to each risk being realised and multiplies this by the probability to generate a likely cost impact of all the identified risks becoming issues. At a level of risk agreed between BCC and JAQU, the results are then used to establish a quantified contingency budget.

The QRA figure being included financial case is the 80th Percentile - P (80). In addition, the 50th Percentile (P (50)) and the P(Mean), the mean percentile value also provide further levels of confidence.

The QRA for the FBC stage is shown in the table below:

	P (50)	P (80)	P (Mean)
Grand Total Risk (Financial + Delay)	£2,256,000	£2,801,000	£2,277,000

The risks associated with the FBC stage of the project have been grouped into a number of categories with the associated financial values, see table below for details.

Risk Category	Risk Value p(80)
Brexit	£15,079
Communications / stakeholder challenge	£287,240
Construction	£90,367
Covid	£94,241
Financial	£232,174
Legal / process	£259,007
On-street effects	£73,724
Political	£871,104
Procurement	£603,014
Resources	£89,333
Technical / Design	£185,718
Total	£2,801,000

Further details on the QRA are held in FBC 35 – BCC CAZ Risk Management QRA.

Issues are to be reported in a similar manner. Because the issue has occurred, the matter of impact (in cost and time) will be reported; an owner of the issue will be identified and a timescale within which it is to be resolved via the agreed mitigating actions.

6.9 Monitoring and Evaluation Plan and Benefits Realisation Strategy

The focus of the Bristol CAZ is achieving air quality and public health improvements in compliance with the legal requirements laid down by UK courts: that is, achieving compliance as quickly as possible, reducing human exposure to pollutants as quickly as possible, and ensuring that such compliance is possible.

The full Monitoring & Evaluation Plan can be found in FBC 38. This document sets out how the benefits of the scheme will be monitored, evaluated, and realised. It has been produced in line with the Inceptions, Evidence

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and Options Appraisal packages of Guidance issued by JAQU in 2017 (and subsequently revised), and HM Treasury Green Book, in order to comply with best practice and provide a thorough and evidenced basis for the performance of the scheme.

Monitoring will be undertaken by BCC's Air Quality Team, supported by consultants to be employed as necessary to lead or support certain areas of technical work. Both Process and Impact Evaluation will take place. Process Evaluation seeks to answer the question 'How Was the scheme delivered?' including:

- Scheme build; achievement of timescale and key milestones, risk outcomes and stakeholder feedback.
- Delivered scheme; scheme refinements and success of design and materials.
- Outturn costs; as compared to forecasts, including capital expenditure and ongoing operational costs.

Impact Evaluations attempt to provide an objective test of changes, and the extent to which these are attributable to the scheme, including:

- The Primary Critical Success (CSF) of reducing NO₂ concentrations below legal limits.
- Secondary CSFs, such as mitigating financial impact on low income households.

The resource needed to undertake and manage this monitoring has been included in the financial case as operational expenditure by BCC for the full 8 years of monitoring, as referred to in section 6.10, Project Closure and Handover. New infrastructure and equipment costs have also been included as capital cost items.

6.10 Project Closure and Handover

As laid out in section 6.4, upon project completion, the PM will present the Project Closure Report to the Programme Board for review and approval. This will take place once this FBC is submitted prior to the transition to a programme for implementation. This report will lay out how the project has delivered to the plan laid out in the PID, subject to approved changes, and how it has achieved the project benefits i.e. compliance in the shortest time possible. It will also give a financial summary of the project, listing project expenditure as compared to original budget.

Within the Closure Report, the next phase of the programme will be explained. As part of the Programme Closure Report post implementation, a further report will detail how and within what timescales the programme will be handed over to Business-as-Usual (BAU) operation. This will also specify the BCC teams which will take over the operational duties.

As detailed in section 6.2, BCC's experience from previous measures in the operation of Approved Enforcement Device enforced bus lanes, and in the operation of a central permit system for the Residents Parking Zones means that the teams required have already been identified within the existing BCC Transport Service structure. These are chiefly:

- The Parking Enforcement Team
- The Parking Appeals Team
- The Network Management Team and Operations Centre.

It is expected that the existing resource within these teams will not be sufficient to operate the Small CAZ D. Again, from its existing operational experience, BCC has a clear idea of the extent and structure of this resource. It has been included in the Financial Case with relation to implementation and operational costs and briefly consists of:

- 2 Civil Enforcement Officer (CEO) per 30,000 annual PCNs.
- 3 Appeals Officer (AO) per 10,000 annual PCNs
- 1 Senior Officer Traffic Penalty Tribunal (TPT)
- 1 Network Management Officer

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- 3 CAZ Administrators – public facing
- 3 CAZ Exemptions Administrators
- 1 Senior CAZ Exemptions Administrator
- 1 CAZ Operations Officer

It is anticipated that these additional staff will be folded into the existing management structure under the Team Manager (Enforcement) and Team Manager (Appeals).

The Closure Report will also detail the handover to BAU with regards to ongoing monitoring and reporting. As detailed in the Monitoring & Evaluation Plan (FBC 38), this will be carried out by the Sustainability Team. Resource for this has also been costed and included in the Financial Case, consisting of:

- 1 Air Quality Management (average annual cost used for ongoing management of air quality monitoring including changing diffusion tubes and calibrating continuous monitor every month)
- 1 Monitoring Traffic Levels – ongoing (indicative estimate used for CAZ-specific traffic count surveys)
- 1 Economic Indicators – ongoing (indicative estimate used for monitoring of CAZ-related economic factors)
- 1 Active Mode monitoring (cycling / walking) – ongoing
- 1 Scheme Monitoring – ongoing (staff member at 0.21 FTE)



Decision Pathway –Report

TITLE	2020/21 Period 9 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 9 (end of December) 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 directly related to the pandemic and where 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>			
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 P9 is £90.2m overspend, at P8 was £87.3m), prior to the application of the COVID-19 funding. <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 £3.2m at P9) ○ The Dedicated Schools Grant (DSG) budget, including amounts recouped by the Education and Skills Funding Agency for Academies is £374.2m (forecast £8.6m in-year deficit at P9 and a total £11.5m carried forward deficit) ○ The Public Health budget is £37.5m (no forecast variation at P9, with £0.5m potential drawn down from reserves to cover leisure contract pressures not mitigated by government). <p>Capital Programme</p> <ul style="list-style-type: none"> ○ Capital programme revised budget 2020/21 only is £156.9m for General fund and £50.2m for HRA. (forecast variation at P9 £16.6m underspend on General fund and £6.8m underspend on HRA) <p><u>COVID-19</u></p> <p>The financial challenges as a result of the COVID 19 pandemic is currently estimated to be £84.5m (£81m in P8) and are attributed to additional costs incurred directly 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 and national guidance changes.</p> <p>Up to the end of December the Council had received from the government four tranches of emergency funding support, additional specific grants and estimated funding in the recovery of income losses totalling £94.8m in 2020/21. These are used to mitigate the in-year financial pressures, taking into account other potential forecast</p>			

funding yet to be confirmed, it is currently forecasted that no in-year mitigation from local resource would be required. It should be stated that the impact of latest national lockdown and any further restrictive measures to follow this financial year may present further uncertainties.

It should be noted that the residual mitigations previously identified (including in-year Capital financing underspend) will be held in abeyance to manage any related variations that may occur in 2020/21 with any residual unused amount carried forward to 2021/22 offsetting future year COVID financial pressures.

Also note, the COVID 19 related forecast excludes council tax and business rates losses c£12.8million 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

The non COVID forecast variations for General Fund in 2020/21 equates to a net £6.3m (£6.6m in P7) overspend mainly relates to pressures in Adult Social Care (please see proposed supplementary estimates under this report) and Facilities Management. This pressure is partly offset by mitigations identified in other Directorates and service areas. The forecast movements in month are detailed in appendix A.

Ring Fenced budgets

Public Health reported £0.5m potential draw-down from Earmarked Public Health Reserves to support Leisure Services contract pressure during the pandemic not mitigated by the government. HRA reported a forecast underspend of £3.2m due to delays in recruitment and the repairs and maintenance programme. DSG reported a forecast in-year overspend of £8m, and £11.4m forecast cumulative deficit mainly relates to increase activities in the high-need block and increasing pressures relation COVID and the reopening of the school.

Future Action

General Fund recovery plans continue to be considered across all directorates including a range of management actions that could enable expenditure to be held in abeyance, key service requirements to be delivered and a balance budget position achieved.

The Council is required to ensure that it has a balanced financial plan with achievable cost savings plans, realistic local income strategies, as well as available useable reserves. If during monitoring, the original budget presents significant variations in either expenditure or income that may result in an unbalanced budget, then alternative actions must be identified to bring the budget back into balance. Such action would include drawing-down further from reserves or reducing expenditure.

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. Please see more details in the published MTFP and the Council's proposal for 2021/22 budget.

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 Approve:

1. The supplementary estimate submitted for People Directorate up to £7.2m under Appendix C, funded by draw-down from general reserve (£3.9m), earmarked reserve (ASC Earmarked Reserve £2.1m) and in-year efficiencies from other directorate and services.
2. The acceptance of £1.021m grant funding from the National Leisure Recovery Fund (application and funding detailed under P8 report) and the incorporation of this grant into the 2020/21 Budget for spending according to the grant conditions.

That Cabinet note:

3. Risks associated with the forecast outturn and the financial impact on the Council as a result of COVID19 pandemic.

4. The Council's COVID 19 Winter Grant Scheme Policy attached in Appendix D.
5. A risk of non-COVID related overspend on General fund services, an overall forecast overspends of £5.7m for 20/21 at Period 9 (prior to applying supplementary estimates), representing 1.4% of the approved budget.
6. Forecasts underspend of £3.2m with regard to the Housing Revenue Account.
7. A forecast in-year deficit of £8.6m and a total £11.5m carried forward deficit in the ring-fenced Dedicated Schools Account (DSG).
8. A forecast £23.4m underspend against the approved Capital Programme.

Corporate Strategy alignment: This report sets out progress against our budget, part of delivering the financial plan described in the Corporate Strategy 2018-23 (p4) and acting in line with our organisational priority to 'Be responsible financial managers' (p11).

City Benefits: Cross priority report that covers whole of Council's business.

Consultation Details: n/a

Revenue Cost	See Above	Source of Revenue Funding	Various
Capital Cost	See Above	Source of Capital Funding	Various
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. Finance Advice: The resource and financial implications are set out in the report.

Finance Business Partner: Michael Pilcher (Chief Accountant)

2. Legal Advice: The report, including the detail 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

3. Implications on IT: There are no additional IT implications arising from production of this report.

IT Team Leader: Simon Oliver, ICT

4. HR Advice: Expenditure on staffing is monitored on a monthly basis. 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

EDM Sign-off	Denise Murray	12/02/20
Cabinet Member sign-off	Cllr Cheney	12/02/20
For Key Decisions - Mayor's Office sign-off	Mayor's Office	12/02/20

Appendix A – P02 Revenue Budget Monitoring Report	YES
Appendix B – P02 Capital Budget Monitoring Report	YES
Appendix C – Supplementary Estimate (People Directorate)	YES
Appendix D – COVID 19 Winter Grant Scheme Policy	YES

Bristol City Council December 2020 (P9) Revenue Finance Report

1 FORECAST GENERAL FUND REVENUE SUMMARY POSITION

- 1.1 At Period 9 (December), the Council is forecasting a £90.2m overspend (£87.3m in P8) against the approved General Fund budget (£395.7m), of which £84.5m overspend relates to the impact of COVID 19 pandemic (£81m in P8) and the remaining £5.7m attributes to non-COVID financial cost pressures (£6.3m in P8).
- 1.2 Table below provides a summary of the current 2020/21 forecast General Fund position by directorate.

Table 1 General Fund P9 Directorate Level Forecast

General Fund	2020/21 - Full Year			P9 Forecast Variance		Movement vs P8: Increase /(Decrease)		
	Revised Budget	Revised Outturn	Revised Outturn Variance	COVID	Non-COVID	COVID	Non-COVID	Total Movement
	£000s			£000s		£000s		
People								
Adult Social Care	148,343	183,471	35,129	27,903	7,226	0	(0)	(0)
Children and Families Services	61,816	66,029	4,214	4,385	(171)	351	50	401
Educational Improvement	12,011	13,498	1,487	1,112	375	0	(1)	(1)
Public Health - General Fund	3,991	16,064	12,074	12,077	(4)	1,195	(5)	1,190
Total People	226,160	279,063	52,903	45,477	7,425	1,546	44	1,590
Resources								
Digital Transformation	15,489	15,595	106	905	(799)	390	(57)	333
Legal and Democratic Services	8,164	8,819	655	1,060	(405)	88	(140)	(52)
Finance	9,015	13,772	4,758	5,512	(754)	(88)	15	(73)
HR, Workplace & Organisational Design	14,654	17,752	3,099	1,436	1,663	0	(39)	(39)
Policy, Strategy & Partnerships	3,413	3,362	(50)	60	(110)	0	(54)	(54)
Total Resources	50,734	59,300	8,566	8,973	(407)	390	(275)	115
Growth & Regeneration								
Housing & Landlord Services	14,896	19,994	5,098	4,534	564	33	(7)	26
Development of Place	1,431	2,223	792	1,168	(376)	(265)	153	(112)
Economy of Place	5,027	13,339	8,312	6,909	1,403	638	(23)	615
Management of Place	33,836	48,455	14,619	15,640	(1,021)	1,164	(311)	853
Total Growth & Regeneration	55,190	84,010	28,821	28,251	570	1,570	(189)	1,382
SERVICE NET EXPENDITURE	332,084	422,373	90,290	82,701	7,588	3,506	(420)	3,087
Levies	10,118	10,118	0		0	0	0	0
Corporate Expenditure	29,570	30,093	523	1,833	(1,310)	0	28	28
Capital Financing	23,935	23,356	(579)		(579)	0	(167)	(167)
TOTAL REVENUE NET EXPENDITURE	395,708	485,941	90,233	84,534	5,698	3,506	(559)	2,948

2 NON-COVID RELATED RISK OF OVERSPEND

- 2.1 At P9, budget managers are currently forecasting emerging risks and potential for further overspends by £5.7m (£6.3m in P8) 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 and these are partly mitigated by previously reported Corporate (pay provision) and Capital Financing savings.

People Directorate

- Adult Social care is forecasting a £7.2m overspend (unchanged from p8) and which mainly relates to pressures in adult purchasing budgets for residential and nursing care placements and for accommodation-based support.
- Children's Services have reported an underspend of £0.2m in P9 (unchanged from p8).
- Home to School Transport continues to forecast an overspend of £0.5m (£0.4m at p8) relating to an increase in personal travel budgets.

Growth and Regeneration

- The directorate overall forecast is reported to be £0.6m overspend (£0.2m decrease from P8).
- The key drivers to the variance to budget are: adverse movement in housing benefit subsidy loss where number of tenants continue to be in temporary housing rather than permanent, and the Authority is not fully compensated on subsidies; and loss of income from Temple Street property.
- The movement from P8 is driven by the identification of additional grant funding within the regulatory service, and improvement in forecast of overheads in the parking service.

- 2.3 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 P9 Directorate forecast the General fund Revenue funding gap due to COVID 19 (excluding collection fund) is estimated to be £84.5m in 2020/21 before considering government support. The position overall has worsened by £3.5m comparing to P8 (£81m). This reflects the additional gross Public Health expenditure funded by Tire 2 grants estimated in December and the anticipation of further losses in parking services and commercial rental income due to further restrictive measures introduced by the government for the remainder of the year

Table 2: Forecast Variances Due to COVID-19

General Fund	COVID-19 Exp	COVID-19 Inc	COVID
	£000s		£000s
People			
Adult Social Care	26,062	1,841	27,903
Children and Families Services	4,385	0	4,385
Educational Improvement	256	856	1,112
Public Health - General Fund	12,077	0	12,077
Total People	42,780	2,697	45,477
Resources			
Digital Transformation	570	335	905
Legal and Democratic Services	738	322	1,060
Finance	3,527	1,985	5,512
HR, Workplace & Organisational Design	600	836	1,436
Policy, Strategy & Partnerships	60	0	60
Total Resources	5,495	3,478	8,973
Growth & Regeneration			
Housing & Landlord Services	4,534	0	4,534
Development of Place	40	1,128	1,168
Economy of Place	821	6,088	6,909
Management of Place	1,773	13,867	15,640
Total Growth & Regeneration	7,168	21,083	28,251
SERVICE NET EXPENDITURE	55,443	27,258	82,701
Levies			
Corporate Expenditure	150	1,683	1,833
Capital Financing			
TOTAL REVENUE NET EXPENDITURE	55,593	28,941	84,534

3.2 EMERGENCY RESPONSE EXPENDITURE

3.2.1 The current forecast on emergency response expenditure is £55.6m which has increased since P8 (£53.9m) largely due to the additional gross Public Health expenditure forecasted mentioned above funded by Government grants.

3.3 LOSS OF SALES, FEES AND CHARGES INCOME

3.3.1 The forecast loss of service income for the year is £28.9m and has increased overall comparing to P8 (£27.1m) as the government introducing further restrictive measures for the rest of the financial year.

3.3.2 Please note regarding income losses, the government will not be providing any direct support for the first 5% of sales fees and charges losses, thereafter, will compensate 75% of losses above this level. In addition, commercial property losses will not be compensated. The current compensation estimate from this scheme at P9 for the year is c£15.7m.

3.4 GOVERNMENT FUNDING, GENERAL FUND RESIDUAL GAP AND MITIGATIONS

Government Funding

3.4.1 Table below summaries Government grants received by the Council Up to the end of November in relation to the pandemic:

Table 3: Government COVID funding

Government COVID Response Funding	Lead department / organisation	Bristol Share
		£m
Emergency Funding Tranche 1 (£500k was utilised in 2020/21)	MHCLG	13.544
Emergency Funding Tranche 2	MHCLG	12.906
Emergency Funding Tranche 3	MHCLG	4.580
Emergency Funding Tranche 4	MHCLG	11.128
Hardship Fund	MHCLG	5.006
COVID 19 Fees and Charge Income Grant (estimate)	MHCLG	15.125
Furlough Income (estimated includes bonus)	HMRC	1.700
Next Steps Accommodation Programme	MHCLG	1.936
Reopening High Streets Safely	MHCLG	0.416
Infection control Round 1	DHSC	4.025
Infection control Round 2	DHSC	3.653
Test and Trace Service Support	DHSC	3.033
Contain Outbreak Management Fund (COMF)	DHSC	3.707
COVID Tier 3 COMF (December)	DHSC	1.622
COVID Winter Grant Scheme	DWP	1.640
Compliant and Enforcement Fund /Surge enforcement funding	MHCLG	0.283
Clinically Extremely Venerable Fund	MHCLG	0.211
Local welfare assistance (Emergency Assistant Grant for Food and	DEFRA	0.608
Self Isolation Grant (Test and Trace Support Grant Mandatory	DHSC	0.236
Self Isolation Grant (Test and Trace Support Grant Descretionary)	DHSC	0.142
Self Isolation Grant funding (Administrative element only)	DHSC	0.055
Additional Restrictions Grant (ARG)	DBEIS	9.268
Additional Home to School Transport Tranche 1	DfE (and DfT) to	0.000
Additional Home to School Transport Tranche 2	DfE (and DfT) to	0.000
Additional Home to School Transport Tranche 3	DfE (and DfT) to	0.000
COVID Tier COMF further funding	DHSC	0.000
Emergency Active Travel Fund (Tranche 1)	DfE (and DfT) to	tbc
Emergency Active Travel Fund (Tranche 2)	DfE (and DfT) to	tbc
Total		94.822

3.4.2 Please note £500k included within the first tranche of emergency funding received had been utilised in financial year 2020/21. In addition, the Council is also in the process of agreeing with the NHS CCG regarding addition winter surge funding for adult social care c£1.2m. Taking these into account when mitigating the reported 2020/21 COVID 19 financial pressures, it is currently forecasted that no in-year mitigation from local resource would be required.

3.4.3 Any previously identified available COVID mitigations using local resources (including in-year Capital financing underspend) will be held in abeyance for uncertainties arising under the government's revised tiered system and national measures before year-end, with any residual amount carried forward to 2021/21 offsetting future year COVID financial pressures.

3.5 REGULATORY INCOME LOSS

3.5.1 The estimated total income loss on collection fund has reduced to £12.8m, full detail is available in the Collection Fund Surplus Deficit report. 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 legislation means the Council will be required 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). Reduction in Council Tax income is estimated to be £5.6m by March 2021.

3.5.3 It is important to note there is still 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.

3.5.4 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

3.5.5 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 forecast a deficit of business rate income this year of £6.8million as a result of unavoidable business insolvencies and reduction on debt collection rate within the Bristol area. Similarly to Council Tax collection the Council is now required to spread these losses over the next three years. Full detail on losses is available in the Collection Fund Surplus Deficit report.

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.

4 SAVINGS PROGRAMME

4.1.1 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. The total savings delivery target for 2020/21 is £15.3m.

- 4.1.2 The previously reported savings at risk for Children’s and Adults have now been confirmed as mitigated via COVID funds on a one-off basis. Savings will still need to be delivered from 21/22 as reported in the report to Cabinet on the P8 financial position.
- 4.1.3 Since P8 £0.11m has moved from Resources to People in relation to savings related to the change of management regarding Bristol Impact Fund.

Table 4 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	8.90	8.86	0.04	0%
Resources & Cross-Cutting	3.42	3.42	0.00	0%
Growth and Regeneration	3.01	2.39	0.62	21%
Total	15.33	14.67	0.66	4%

5 RING-FENCED BUDGETS

5.1 HRA

- 5.1.1 HRA is a ring-fence budget, any COVID pressures may be offset by in-year underspend on staffing due to delays in recruitment and delays in the repairs and maintenance programme due to the socially restrictive measures. HRA is currently reporting a forecast underspend of £3.2m at P9 (£3.3m underspend in P8).
- 5.1.2 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.
- 5.1.3 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.

5.2 DSG

- 5.2.1 DSG budgets continue to experience significant pressures and are forecasting a deficit of £8.6m, which when added to the brought forward balance, will give a total deficit to carry forward at the end of the year of £11.5m (no change from P8). The main area for concern continues to be the High Needs block which is forecasting an overspend in-year of £8.2m. Please see appendix A5 for more detail.
- 5.2.2 Following an Ofsted review last year, the Education service has invested significant resources in the EHC assessment and planning process, 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, as well as in GFE (General Further Education) colleges. The forecast overspend for top-ups is currently £7.5m, the reason for the increase from last month is the anticipated additional cost as a result of the current round of top-up applications.
- 5.2.3 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.
- 5.2.4 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.
- 5.2.5 The final Early Years block allocation and spend will be dependent on the January 2021 census figures as this generates 7/12ths of the funding and also the Spring term payments to providers. Recent guidance from DfE could result in a reduced census figure as settings are not able to include all pupils who cannot attend due to Covid. The effect of this on the overall block position will not be known until close to the end of the financial year.
- 5.2.6 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.

5.3 Public Health

- 5.3.1 Public Health is forecasting £12m variation to budget in period 9 (a mixture of COVID costs, General Fund and Ring-fenced account), mostly funded by in-year government grants. Of these additional expenditure, the General fund and Ring-fenced account forecast overspend is £2.24m, 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. Furthermore, this also includes a forecast overspend of £0.762m against the Bristol Impact Fund (BIF) where there has been continued delay to budget plans to reduce spend, due to Covid-19 outbreak.
- 5.3.2 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.
- 5.3.3 A further allocation of Tier 2 and 3 COVID outbreak management fund for December has been estimated in P9 forecast.
- 5.3.4 Other new grants received to date include: Rough Sleeping Drug and Alcohol Treatment Grant - £0.711m and Domestic Abuse Capacity Grant - £0.050m. It should be noted that the time limitations set by the government on spending is by 31st March 2021.
- 5.3.5 The National Leisure Recovery Fund (NLRf) is available to support the difference between income and expenditure for the period of 1 December 2020 to 31 March 2021. Bristol has submitted a bid for the £1.020m allocation pending outcome.

6 Debt Management

- 6.1.1 As at 31/12/2020, there was £49.4 million outstanding sundry debt owed to the Council, excluding Housing Rent, Council Tax or Business Rates, of which £38.6m has been outstanding for longer three months. The table below provides a breakdown of debt by Customer type.

	£m
Individuals	20.673
Trade	14.124
Schools	0.337
NHS	4.919
Schools	7.843
Charities	0.614
Central Government	0.313
Local Authorities	0.623
	49.445

- 6.1.2 The largest area of debt for the Council remains contributions from individuals related to social care support, with currently £15.747 million outstanding payment to the Council, this is an increase from £10.633 million as at 31/12/2019. Of the £15.747 million outstanding, £7.363 million has been outstanding for longer than a year. Work is on-going to review this debt and processes to improve collection in this area.
- 6.1.3 The second largest area of debt is for schools PFI charges of £7.7m. Several schools owe which are being repaid in instalments to coincide with their process for reclaiming these funds and the school year. It is anticipated that these invoices will be paid in full.
- 6.1.4 There have been significant movements in two key areas of sundry debt over the last 12 months. There is outstanding commercial property debt of £3.859 million, this is an increase of nearly 100% compared to outstanding debt at the same point in 2019/20.

Movement from 2019/20

Debt Type	As at 31/12/2019 £m	As at 31/12/2020 £m	Change £m
Adult Social Care Contributions	10.633	15.747	5.114
Commercial Property	2.099	4.053	1.955

a: Revenue Budget Monitor

	Revised Budget	Forecast Outturn	Outturn Variance	Of which :	
				COVID	Non COVID
P09	£226.1m	£279m	£52.9m overspend	£45.5m	£7.4m
<i>P08</i>	<i>£225.7m</i>	<i>£277m</i>	<i>£51.3m overspend</i>	<i>£43.9m</i>	<i>£7.4m</i>

May	June	Aug	Sept	Oct	Nov	Dec	Jan	Feb
32.4	34.5	34.9	35.1	42.0	51.3	52.9		
	▼	▼	▼	▼	▼	▼		

Position by Division:

General Fund	2020/21 - Full Year			P9 Forecast Variance				Movement vs P8: Increase /(Decrease)		
	Revised Budget	Revised 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	148,343	183,471	35,129	26,062	1,841	27,903	7,226	0	(0)	(0)
Children and Families Services	61,816	66,029	4,214	4,385	0	4,385	(171)	351	50	401
Educational Improvement	12,011	13,498	1,487	256	856	1,112	375	0	(1)	(1)
Public Health - General Fund	3,991	16,064	12,074	12,077	0	12,077	(4)	1,195	(5)	1,190
Total People	226,160	279,063	52,903	42,780	2,697	45,477	7,425	1,546	44	1,590

Key Messages:

Adult Social Care

Adult social care is showing an overspend of £35.1m (unchanged from P08). Adult social care non-Covid variance is £7.2m 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 were allocated to help the care sector bolster infection control in care settings to halt the transmission of corona virus. A further grant of £3.6m has been provided by the Department of Health and Adult Social Care (DHASC) in respect of Infection Control Round 2 of which 80% (£1.279m) of the first tranche was distributed in Period 7 to help the care sector. Furthermore, a grant £0.970m was also provided allocated in respect of "Rapid Testing" by Service Providers and Care Homes settings.

The Council also increased 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 Mental Health 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 the whole of the £6.3m would now not be delivered from planned efficiencies mainly due to Covid-19 pandemic outbreak.

Children and Families

Children social care is showing a £4.2m overspend, the majority of which relates to placements. There has been a net increase in the forecast on placements of £340k, included in this is the cost of 3 additional out of area residential placements and 2 new Parent & Baby placements. As noted in previous periods placements budgets remain very volatile with limited supply of both in-house and Independent placements. There have been difficulties within the internal children's homes due to staff sickness relating partly to COVID, 1 home has been closed and others are experiencing bed blocking, this makes the strategy of moving young people from out of authority into in-house provision challenging. There has been a negative impact on placement stability during the 2nd lockdown this is likely to increase if there is further restrictions in 2021, predictions on this have not been built into the forecast

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 £462k, this is an increase from last period due to additional Personal Travel budgets being allocated. Actual costs for the first part of the year have been analysed and the spend on taxis has reduced slightly from what was forecast. The Mission system is now up and running providing greater clarity over route costs, there has also been a review to bring route costs within the framework, some small cost reductions have also been achieved when routes are not needed when pupils are self-isolating. 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 Period 9 Public Health forecast overspend is £12.074 (a mixture of COVID costs, General Fund and Ring-fenced account). Of these overspend, the General Fund and Ring-fenced account forecast overspend is £2.24m, 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. Furthermore, this also includes a forecast overspend of £0.762m against the Bristol Impact Fund (BIF) where there has been continued delay to budget plans to reduce spend due to Covid-19 outbreak.

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.

A further allocation of £3.7m (£8 per head of population) for Bristol City Council is estimated to be received from the Contain Outbreak Management Fund (COMF) in respect of covid-19 Test and Trace for the rest of the financial year and 2021/22. Other grants received to date include to date are: COMF - Additional Grant – December Tier was £1.622m, Local Authority Compliance and Enforcement Grant (LACE) - £0.283m, Clinically Extremely Vulnerable Fund - £0.228m, Rough Sleeping Drug and Alcohol Treatment Grant - £0.711m and Domestic Abuse Capacity Grant - £0.050m. Details of these grants are provided at Appendix A7 of this report. It should be noted that all these grants have time limitations set by the government and therefore have to be fully spent in this financial year (i.e. by 31st March 2021).

Savings Delivery

20/21 People Directorate Savings Target (£'000s):	8,895
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	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	40	40	100%	8,535	8,495	100%	BE7-2	18/19 Rollover - Organisational redesign including the council's senior management structures (Mitigation for Education Post)	£ 40
Yes - savings are safe	8,855	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	8,895	40	0%	8,785	8,495	97%			
n/a - represents one off savings or mitigations in previous year	-4,385	0	0%	-4,385	0	0	Mitigated savings from previous years' that remain 'due' for delivery this year (£m)		
Accelerated efficiencies (balancing line)	0	0	n/a	0	0	n/a	Amount due from previous year(s): £ 4.39		
WRITTEN OFF	0	0	n/a	0	0	n/a	Amount reported at risk: £ 0.04		
Grand Total	4,510	40	1%	4,400	8,495	193%			

Key Changes since last month

- The previously reported savings at risk for Children's and Adults have now been confirmed as mitigated via Covid funds on a one-off basis. Savings will still need to be delivered from 21/22.
- For Adults savings totalling £5.85m remain to be delivered in 2021/22 as follows:
 - Strengths based approach (£1.35m) - aligns to original Better Lives target
 - Commissioning adult purchasing budget (£2m) - aligns to original Better Lives target
 - Monitoring and grip debt recovery and DPs (£2m) - further transformational new savings
 - Tactical savings (£0.5m) - tactical new savings
- The FP31 Children's saving has been updated to show in year savings mitigated via Covid funds. A small amount of legacy savings (£453k) are still due (rollover from previous years) but all new targets from 20/21 are to be removed.
The above remains subject to final Full Council budget setting approval.
- Note the savings target has been adjusted up by £110k after it was identified that a BIF saving target had been incorrectly shown in the Resources Directorate target, after an earlier move to People Directorate. This change has been processed, but is subject to DE approval.

c: Capital

Approved Budget £32.3m	Revised Budget £31.9m	Expenditure to Date £15.9m 50% of Budget	Forecast Outturn £28.6m 90% of budget	Outturn Variance (£3.3m)
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Ref	Scheme	Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
						£000s	%
People							
PE01	School Organisation/ Children's Services Capital Programme	24,624	14,228	24,657	33	58%	100%
PE02	Schools Organisation/SEN Investment Programme	2,764	420	768	(1,996)	15%	28%
PE03	Schools Devolved Capital Programme	1,263	365	1,263	(0)	29%	100%
PE04	Non Schools Capital Programme	0	27	0	0		
PE05	Children & Families - Aids and Adaptations	155	20	125	(30)	13%	81%
PE06	Children Social Care Services	1,085	494	581	(504)	46%	54%
PE06B	Adult Social Care – Better Lives at Home Programme	1,967	282	1,152	(814)	14%	59%
PE08	Care Management/Care Services	5	5	5	0	96%	100%
PE10	Sports Capital Investment	80	40	80	0	49%	100%
Total People		31,942	15,880	28,632	(3,311)	50%	90%

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.

a: Revenue Budget Monitor

	Revised Budget	Forecast Outturn	Outturn Variance	Of which :	
				Covid	Non Covid
P09	£50.7m	£59.3m	£8.6m overspend	£9.0m	(£0.4m)
P08	£50.7m	£59.2m	£8.5m overspend	£8.6m	(£0.1m)

May	June	Jul/Aug	Sept	Oct	Nov	Dec	Jan	Feb
7.6	5.4	8.7	7.7	8.4	8.5	8.6		
	▲	▼	▲	▼	▼	▼		

Position by Division

Period 9 Budget Monitoring - Summary

General Fund	2020/21 - Full Year			P9 Forecast Variance				Movement vs P8: Increase /(Decrease)		
	Revised Budget	Revised Outturn	Revised Outturn Variance	COVID-19 Exp	COVID-19 Inc	COVID	Non-COVID	COVID	Non-COVID	Total Movement
	£000s			£000s		£000s		£000s		
Resources										
Digital Transformation	15,489	15,595	106	570	335	905	(799)	390	(57)	333
Legal and Democratic Services	8,164	8,819	655	738	322	1,060	(405)	88	(140)	(52)
Finance	9,015	13,772	4,758	3,527	1,985	5,512	(754)	(88)	15	(73)
HR, Workplace & Organisational Design	14,654	17,752	3,099	600	836	1,436	1,663	0	(39)	(39)
Policy, Strategy & Partnerships	3,413	3,362	(50)	60	0	60	(110)	0	(54)	(54)
Total Resources	50,734	59,300	8,566	5,495	3,478	8,973	(407)	390	(275)	115

Key Messages:

The full year forecast position has deteriorated by £0.1m this month so that the forecast now shows a net adverse variance to budget of £8.6m. This is driven by £9.0m of COVID-19 related expenditure against which there are £(0.4)m of forecast underspends.

Material movements across the Resources Directorate in Period 9 are -

- The Digital Transformation division has deteriorated its forecast from a previous net £(0.2)m underspend to a £0.1m overspend. This £0.3m movement is driven by new COVID-19 pressures within the IT Transformation Programme, specifically extensions to Window 7 licences at an additional cost of £0.2m due to the delayed rollout of new laptops and a £0.1m increase in agency resourcing costs due to delays to workstream projects within the programme.
- Legal and Democratic Services has decreased its forecast by £0.05m reflecting £0.14m reduced Legal Services caseload costs offset by a £0.09m increased loss of Registrars income due to latest COVID-related restrictive measures.
- Finance division has improved its forecast position by a net £0.07m which is for the main part driven by £0.09m of additional new burden funding income.
- The HR, Workplace and Organisational Design division shows no significant change overall and continues to forecast a £3.1m overspend. However, the following movements in forecasts (all categorised as Non-COVID) within the division's services are of note:
 - £0.1m reduction in Building Practice fee income due to delays in capital projects
 - £0.1m increase in Building Repairs & Maintenance expenditure
 - (£0.1m) increase in the internal recharge of Fleet Services across the Council

- (£0.1m) increase in the contribution to the Council's General Fund Annual Leave Top Up scheme (staff holiday purchase scheme) reflecting the latest assessment of that the proportion representing HRA & DSG contributions is reduced this year.

Savings Delivery

20/21 Resources Directorate Savings Target (£'000s):							3,148															
	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	0	0	n/a	0	0	n/a	<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></td> <td>No savings reporting as at risk in 20/21</td> <td></td> </tr> <tr> <td></td> <td></td> <td></td> </tr> <tr> <td></td> <td></td> <td></td> </tr> <tr> <td></td> <td></td> <td></td> </tr> </tbody> </table>	ID	Name of Proposal	Value at Risk in 20/21 (£'000)		No savings reporting as at risk in 20/21										
ID	Name of Proposal	Value at Risk in 20/21 (£'000)																				
	No savings reporting as at risk in 20/21																					
Yes - savings are safe	274	0	0%	1,832	0	0%																
SAVING CLOSED - CONFIRMED AS 'SECURED & DELIVERED'	2,874	0	0%	1,426	0	0%																
NO RAG PROVIDED	0	0	n/a	0	0	n/a																
Grand Total	3,148	0	0%	3,258	0	0%																
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="3">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>£</td> <td>1.60</td> </tr> <tr> <td>Amount reported at risk:</td> <td>£</td> <td>-</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:	£	-						
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:	£	-																				
Accelerated efficiencies (balancing line)	268	0	0%	268	0	0%																
WRITTEN OFF	0	0	n/a	0	0	n/a																
Grand Total	2,076	0	0%	2,186	0	0%																

Key Changes since last month:

1. A number of in year one-off mitigations have been marked as 'secured and delivered' increasing the total 'closed' from £1.4m to £2.8m.
2. The savings target has been adjusted down by £110k after it was identified that a BIF saving target had been incorrectly shown in the Resources Directorate target, after an earlier move to People Directorate. This change has been processed, but is subject to DE approval.

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)
Finance	Risk	Net risk if the actual net Housing Benefit payments are higher than forecast	470,000	45%	213,000
Finance	Opportunity	If the actual net HB payments are higher than forecast the net risk can be met from earmarked reserves	(470,000)	45%	(213,000)
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 following the current 3rd lockdown	810,000	10%	81,000
Land Charges	Opportunity	If number of searches conducted reach the same levels as last year	(46,628)	50%	(23,314)
Legal Team	Opportunity	Forecast 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)
					(12,314)

c: Capital

Approved Budget £17.7m	Revised Budget £17.9m	Expenditure to Date £14.6m 82% of Budget	Forecast Outturn £16.9m 94% of budget	Outturn Variance (£1.1m)
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Gross Expenditure by Programme		Current Year (FY2020)				Analysis v Budget	
Ref	Scheme	Budget	Budget Manager Forecast	Variance based on budget manager forecast		Expenditure YTD	Current Year
		£000s	£000s	£000s	%		
Resources							
PL21	Building Practice Service - Essential H&S	2,200	2,190	(10)	0%	1,168	53%
PL27	Vehicle Fleet Replacement Programme	1,244	601	(643)	-52%	304	24%
RE01	ICT Refresh Programme	5,643	5,343	(300)	-5%	4,950	88%
RE02	ICT Development - HR/Finance	517	517	0	0%	239	46%
RE03	ITTP – IT Transformation Programme	8,317	8,179	(138)	-2%	7,894	95%
XX02	Technical Accounting (Year end adjustments)	0	80	80	0%	80	
Total Resources		17,921	16,909	(1,011)	-6%	14,635	82%

Key Messages:

- The ICT Refresh capital programme has reduced its current year forecast by £0.3m and reprofiled this into 21/22. This rephasing reflects revision to the timings of spend on new laptops mainly due to distribution delays as a consequence of COVID-19.
- The IT Transformation Programme has reduced its current year forecast by £0.1m to reflect slippage in project delivery. This £0.1m has been reprofiled in to 21/22 so that latest forecast expenditure for 21/22 is now £0.3m.
A recent detailed review of the ITTP Capital spend has identified £0.3m costs incurred as a consequence of COVID-19. These costs will be included in the next return to MHCLG. Note that this does not reduce the programme's forecast spend against the approved budget envelope. The programme continues to forecast 100% spend.
- ITTP actual spend plus commitments is showing a capital programme overspend at P9 of £0.3m due to some historic purchase orders with balances remaining open. The Finance Team is working with the Programme Manager to identify and close all out of date PO's to bring the overall programme position back to budget, as forecast.

a: Revenue Budget Monitor

	Revised Budget	Forecast Outturn	Outturn Variance	Of which :	
				Covid	Non Covid
P09	£55.2m	£84.0m	£28.8m overspend	£28.3m	£0.6m
<i>P08</i>	<i>£64.5m</i>	<i>£91.9m</i>	<i>£27.4m overspend</i>	<i>£26.7m</i>	<i>£0.8m</i>

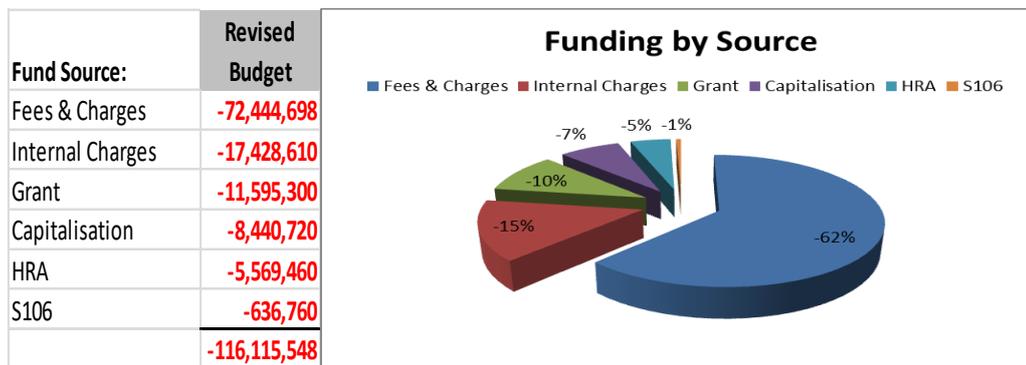
May	June	Aug	Sept	Oct	Nov	Dec	Jan	Feb
31.0	28.9	26.5	26.8	28.7	27.4	28.8		
	▲	▲	▼	▼	▲	▼		

Position by Division

General Fund	2020/21 - Full Year			P9 Forecast Variance				Movement vs P8: Increase /(Decrease)		
	Revised Budget	Revised Outturn	Revised Outturn Variance	COVID-19 Exp	COVID-19 Inc	COVID	Non-COVID	COVID	Non-COVID	Total Movement
	£000s			£000s		£000s		£000s		
Housing & Landlord Services	14,896	19,994	5,098	4,534	0	4,534	564	33	(7)	26
Development of Place	1,431	2,223	792	40	1,128	1,168	(376)	(265)	153	(112)
Economy of Place	5,027	13,339	8,312	821	6,088	6,909	1,403	638	(23)	615
Management of Place	33,836	48,455	14,619	1,773	13,867	15,640	(1,021)	1,164	(311)	853
Total Growth & Regeneration	55,190	84,010	28,821	7,168	21,083	28,251	570	1,570	(189)	1,382

The Growth & Regeneration Directorate reported a £28.8m overspend against a net expenditure budget of £55.2m. The overspend is mainly due to the impacts of the pandemic which has significantly affected several of the directorate’s fee generating services. The third lockdown, announced in early January ’21 and effective for at least January and February ’21, has worsened the forecast vs. the P8 outturn. The forecast variance has increased by £1.4m, driven by services anticipating a reduction in income generating activities in the last quarter of the year. The most affected services are parking (£0.9m movement vs P8) and property (£0.8m movement vs P8). Note – the total budget has reduced by c. £9m due to movement of the WECA transport levy to corporate finance. The respective forecast costs have also been transferred.

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 £5.1m overspend against a revised budget of £14.9m at P9. 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, with a forecast overspend of £1.0m.
- As part of the initial response to Covid-19, Bristol City Council has 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. The MHCLG Next Steps Accommodation Programme funding of £1.936m has been awarded for 2020/21 and will reduce the call on the Covid grant.
- Due to the second Covid lockdown the forecast spend on accommodating rough sleepers increased by a further £0.5m. This should be funded from the “Protect Programme” funding of £0.596m for 2020/21.

Development of Place – The division is forecasting a £0.8m overspend against a revised budget of £1.4m at P9. The forecast has improved by £0.1m vs P8 outturn. The drivers for these variances are:

- Variance to budget - 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.
- Movement from P8 – minor uplift in fee income outlook and costs eligible for capital recharges identified within the service

Economy of Place – The division is forecasting an £8.3m overspend against a revised net budget of £5.0m at P9. The forecast has worsened by 0.6m vs P8 outturn. The drivers for these variances are:

- Variance to budget - it is expected that commercial property rental income will experience significant pressures on collection of rent, (£3.4m) with most of the commercial portfolio experiencing 10-30% reduction, and hotels and licenses a 70% reduction. This estimate is based upon collection rates experienced throughout the first lockdown, and correlated with ONS statistics on national business insolvency risk, and intelligence from the Council’s own property agents who estimate these losses across a national mixed commercial portfolio.
- Variance to budget - Under-recovery of £1m relating to income budgets for ad hoc use of our land and loss of income from Temple Street now that Bristol Energy have moved out.
- Variance to budget - The remaining variance is driven by the loss of income from museums, libraries and other events. 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.
- Movement from P8 – The movement from P8 is driven by the anticipated impact of the third lockdown on the commercial property portfolio (-£0.8m).

Management of Place – The division is forecasting a £14.6m overspend against a revised budget of £33.8m. The forecast has worsened by 0.8m vs P8 outturn. The main drivers for these variances are:

- Variance to budget - 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 (£11.9m impact).
- Variance to budget - 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.
- Variance to budget - Income pressures in regulatory services and park services (£0.9m) driven by COVID – loss of demand in licensing, pest control, and catering income.
- Movement from P8 The movement from P8 is driven by the anticipated impact of the third lockdown on the parking service (-£0.9m).

Whilst central government have announced support to local authorities in funding a proportion of lost fees and charges income, there are caveats on what they are prepared to fund, as a result the Directorate will still be left with a balance of COVID related overspends that will need to be funded from its earmarked reserves.

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																			
No - savings are at risk	779	622	80%	625	625	100%	<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>IN04-1</td> <td>ONE OFF MITIGATION Establish city centre business rate development team</td> <td>£ 240</td> </tr> <tr> <td>NEW2</td> <td>* 19/20 Rollover* - Review our approach to managing and optimising the value of public sector land and buildings</td> <td>£ 200</td> </tr> <tr> <td>IN27</td> <td>Generating and saving money through energy generation and efficiency</td> <td>£ 140</td> </tr> <tr> <td>IN29</td> <td>ONE OFF MITIGATION New ways of funding Development Management services</td> <td>£ 23</td> </tr> <tr> <td>IN25</td> <td>ONE OFF MITIGATION Increase income generation and efficiency across culture</td> <td>£ 19</td> </tr> </tbody> </table>	ID	Name of Proposal	Value at Risk In 20/21 (£'000)	IN04-1	ONE OFF MITIGATION Establish city centre business rate development team	£ 240	NEW2	* 19/20 Rollover* - Review our approach to managing and optimising the value of public sector land and buildings	£ 200	IN27	Generating and saving money through energy generation and efficiency	£ 140	IN29	ONE OFF MITIGATION New ways of funding Development Management services	£ 23	IN25	ONE OFF MITIGATION Increase income generation and efficiency across culture	£ 19
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IN29	ONE OFF MITIGATION New ways of funding Development Management services	£ 23																							
IN25	ONE OFF MITIGATION Increase income generation and efficiency across culture	£ 19																							
Yes - savings are safe	2,233	0	0%	2,387	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	3,012	622	21%	3,012	625	21%																			
n/a - represents one off savings or mitigations in previous year	-1,326	0	0%	-1,326	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>£ 1.07</td> </tr> <tr> <td>Amount reported at risk:</td> <td>£ 0.20</td> </tr> </tbody> </table>	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:	£ 0.20												
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Amount due from previous year(s):	£ 1.07																								
Amount reported at risk:	£ 0.20																								
Accelerated efficiencies (balancing line)	0	0	n/a	0	0	n/a																			
WRITTEN OFF	380	0	0%	380	0	0%																			
Grand Total	2,066	622	30%	2,066	625	30%																			

Key Changes since last month

1. Following Delivery Exec approval, a number of changes have been processed for G&R affecting this month as follows:

- RS02 (£250k)** saving has now had change request approved and split out - previously road maintenance, then SMART city initiatives, but is now reflected by savings from digitise parking permits and staffing savings in Connected City team. The secured and delivered is pending Finance sign off.
- IN04 City centre development team (£240k)** - All historical savings associated with this saving (i.e. 240k target from previous years and 20/21) will be written off from 21/22. Therefore a one off mitigation for the in year risk is needed only. (Note future 21/22 target has also been replaced as part of budget setting- subject to approval).
- NEW2 Review approach to managing land** - As above, historical savings of £200k have been agreed to be written off from 21/22, therefore only one off mitigation is required. The full amount is reporting at risk in year.
- IN29 - New ways of funding development management** - Historical savings targets due in 20/21 (or rollovers from year's prior) have been agreed to be written off from 21/22 (as well as the new 21/22 target). In year saving has been partially mitigated via Covid funds one off, with small amount outstanding.
- IN25 & IN05 - Culture Income and efficiencies** - Historical savings targets due in 20/21 (or rollovers from year's prior) have been agreed to be written off from 21/22. In year mitigation confirmation required. Note future year's targets still remain at present.

2. In addition to the above change requests, a number of savings remain reporting RED, with one additional item now reporting as at risk as follows:

- IN27 Generating and saving money through energy generation and efficiency (£140k of £240k at risk)**

b: Risks and Opportunities

Division Name	Service Name	Description	Risk / Opportunity £'000	Mitigations / Opportunity
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	Previously Marston's have not been allowed to enforce the PCN and Bus Lane Enforcement debts and in January they have been advised that they can begin to chase the outstanding debt. There is an opportunity that they may recover some of the debt before year end	75	
Management of Place	Parks Service	Operating cost pressure on Cems & Crems should the level of deaths start to rise as per early Summer.	?	
Management of Place	Energy Service	from Nov'20 the Heat Network Ltd company (SPV) will operate. This has stopped the Energy Service from recharging staff to capital projects in-relation to this and also the fee income from customers will now go direct to Heat Network Ltd company. This is slightly off set from a mgt fee recharged to the Company for services they will continue to support the Company with.	-480	
Management of Place	Traffic & Highways	Rising cases of COVID into winter. Forecast includes lockdown for Jan and Feb, and Tier 4 March	?	
Management of Place	Reg Services	COVID pressure on licensing income - unclear on the numbers of pubs, clubs etc that might not renew their licenses	?	
Economy of Place	Property Management	Commercial rent that is collected may be different to that in the forecast - a prudent amount has been included but this given the size of budget (£12m) a small fluctuation either way could have an impact on the outturn	?	Have already taken £3m under recovery of income into the forecast based on current collection rates

-405

The net risks and opportunities flagged by service managers total £405k. These require close monitoring as some are linked to the council's wider response to COVID.

c: Capital

Approved Budget £163.3m	Revised Budget £106.2m	Expenditure to Date £41.3m 39% of Budget	Forecast Outturn £108.2m 102% of budget	Outturn Variance £2.0m
<i>2019/20 Comparator</i>				
	Revised Budget £67.1m	Expenditure to Date £35.1m	Forecast Outturn £55.8m	Outturn Variance (£11.3m)

Gross expenditure by Programme

Ref	Scheme	Current Year (FY2020) - Period 9				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
						£000s	%

Growth & Regeneration

GR01	Strategic Property – Temple Meads Development	5,446	393	5,363	(83)	7%	98%
GR03	Economy Development - ASEA 2 Flood Defences	8,032	1,027	7,727	(305)	13%	96%
GR05	Strategic Property - Hawkfield Site	167	0	167	0	0%	100%
GR06	Innovation & Sustainability - OPCR 2	1,846	219	1,422	(424)	12%	77%
GR08	Delivery of Regeneration of Bedminster Green	225	79	125	(100)	35%	56%
NH01	Libraries for the Future	527	435	498	(29)	83%	94%
NH02	Investment in parks and green spaces	1,655	752	1,554	(101)	45%	94%
NH03	Cemetries & Crematoria - Pending Business Case Development	270	56	200	(70)	21%	74%
NH04	Third Household Waste Recycling and Re-use Centre	1,921	359	1,128	(793)	19%	59%
NH06	Bristol Operations Centre - Phase 1	150	136	150	0	91%	100%
NH06A	Bristol Operations Centre - Phase 2	1,120	209	529	(591)	19%	47%
NH07	Private Housing	3,528	2,250	3,310	(219)	64%	94%
PL01	Metrobus	172	280	1,386	1,214	162%	804%
PL02	Passenger Transport	955	124	808	(147)	13%	85%
PL03	Residents Parking Schemes	3	0	3	0	0%	100%
PL04	Strategic Transport	358	2,093	270	(88)	585%	75%
PL05	Sustainable Transport	7,246	4,348	6,108	(1,137)	60%	84%
PL06	Portway Park & Ride Rail Platform	1,000	274	1,000	0	27%	100%
PL08	Highways & Drainage Enhancements	191	153	191	0	80%	100%
PL09	Highways infrastructure - bridge investment	389	39	389	0	10%	100%
PL09A	Highways infrastructure - Cumberland Road Stabilisation Scheme	3,854	980	2,262	(1,592)	25%	59%
PL10	Highways & Traffic Infrastructure - General	9,841	6,261	10,134	293	64%	103%
PL10B	Highways & Traffic - Street Lighting	291	172	291	0	59%	100%
PL10C	Transport Parking Services	1,135	359	1,135	0	32%	100%
PL11A	Cattle Market Road site re-development	1,307	439	562	(745)	34%	43%
PL14	Bristol Legible City Scheme	130	96	130	0	74%	100%
PL15	Environmental Improvements Programme	140	64	140	0	46%	100%
PL17	Resilience Fund (£1m of the £10m Port Sale)	53	6	6	(47)	11%	11%
PL18	Energy services - Renewable energy investment scheme	886	315	736	(150)	36%	83%
PL18A	Energy Services – Bristol Heat Networks expansion	7,867	6,473	8,520	653	82%	108%
PL18B	Energy Services - School Efficiencies	66	66	69	3	100%	105%
PL18D	Energy Services - EU Replicate Grant	(115)	33	26	141	-29%	-23%
PL19	Energy Services Phase 2 Investment & commercialisation opportunities	180	0	180	0	0%	100%
PL20	Strategic Property	86	0	59	(28)	0%	68%
PL22	Strategic Property - Investment in existing waste facilities	521	0	521	0	0%	100%
PL23	Strategic Property - Temple St	30	30	30	0	100%	100%
PL24	Bristol Beacon	19,468	11,545	22,263	2,795	59%	114%
PL30	Housing Strategy and Commissioning	11,726	1,180	15,370	3,644	10%	131%
PL30A	Housing Programme delivered through Housing Company	13,000	0	13,000	0	0%	100%
PL35	Harbour Operational Infrastructure	179	2	179	0	1%	100%
PL36	Investment in Markets infrastructure & buildings	382	70	249	(133)	18%	65%
Total Growth & Regeneration		106,226	41,315	108,187	1,961	39%	102%

Key Messages

The current reports shows £41.3m spend against budget (39% delivery) against the revised budget of £106.2m. To achieve the revised budget target for 20/21, the directorate will need to increase monthly spend to £22m (excluding HRA) from the average of £4.5m per month as at P9. The directorate have submitted revised forecast proposals in line with up-to-date milestones for P9. Above is a breakdown of all the schemes within the G&R Capital programme. Note – the forecast is greater than the revised budget due to expectations of increase in spend vs the P6 position. The total capital programme is still within the approved budget limit.

a: Revenue Budget Monitor

	Revised Budget	Forecast Outturn	Outturn Variance	Of which :	
				Covid	Non Covid
P09	£0.0m	£(3.2m)	£(3.2m) underspend	£3.0m	£(6.2m)
P08	£0.0m	£(3.3m)	£(3.3m) underspend	£3.0m	£(6.3m)

Forecast Outturn Variance by month £m									
May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb
(0.0)	(1.0)	(0.9)	(1.6)	(3.5)	(3.6)	(3.3)	(3.2)		
	▲	▼	▲	▲	▲	▼	▼		

Revenue Position – Income and Expenditure

HRA Income and Expenditure	2020/21 - Full Year					P9 Forecast Variance			Movement vs P8: Increase/(Decrease)		
	Revised Budget £000	Forecast Outturn £000	Revised Outturn Variance £000	Previous Forecast £'000	Variance from previous forecast £'000	COVID Exp. £'000	COVID £000	Non COVID £000	COVID £000	Non COVID £000	Total Movement £000
Dwelling rents	(113,276)	(115,095)	(1,820)	(115,093)	(2)	0	0	(1,820)	0	(2)	(2)
Voids	1,200	1,150	(50)	1,149	0	0	0	(50)	0	0	0
Non-dwelling rents	(950)	(979)	(30)	(980)	1	0	0	(30)	0	1	1
Charges for services and facilities	(8,353)	(8,626)	(273)	(8,611)	(15)	0	0	(273)	0	(15)	(15)
Contributions towards expenditure	(80)	(11)	69	(11)	0	0	0	69	0	0	0
TOTAL INCOME	(121,458)	(123,562)	(2,104)	(123,546)	(17)	0	0	(2,104)	0	(18)	(18)
Repairs & Maintenance	32,513	29,938	(2,575)	30,319	(381)	0	0	(2,575)	0	(380)	(380)
Supervision & Management	31,237	30,834	(403)	30,306	528	960	960	(1,363)	0	528	528
Special Services	9,719	9,626	(93)	9,618	8	0	0	(93)	0	8	8
Rents, rates, taxes and other charges	1,189	1,202	13	1,207	(5)	0	0	13	0	(5)	(5)
Depreciation & impairment of non-current assets	28,867	28,867	0	28,867	0	0	0	0	0	0	0
Debt management	41	41	0	41	0	0	0	0	0	0	0
Movement in the allowance for bad debts	1,783	3,783	2,000	3,783	0	0	2,000	0	0	0	0
TOTAL EXPENDITURE	105,349	104,290	(1,059)	104,140	150	960	2,960	(4,019)	0	152	152
NET COST OF HRA SERVICES	(16,110)	(19,272)	(3,163)	(19,405)	133	960	2,960	(6,123)	0	133	133
Net interest payable, pension costs and other non operational charges	10,344	10,346	2	10,346	0	0	0	2	0	2	2
Capital Expenditure Funded From The HRA	5,766	5,766	0	5,766	0	0	0	0	0	0	0
SURPLUS FOR THE YEAR ON HRA SERVICES	0	(3,161)	(3,161)	(3,294)	133	960	2,960	(6,121)	0	135	135

Key Messages

HRA is a ring-fenced budget, therefore the £3.0m pressure forecast due to COVID is anticipated to be offset against an underspend of of £6.1m from delays in recruitment and the repair and maintenance programme due to COVID. The overall forecast for the HRA is an underspend of £3.2m which if materialises will be transferred to the HRA reserve at the year end.

The forecast underspend has decreased by £0.1m from P8 due to additional expenditure on response repairs and greater use of subcontractors as many staff have been absent due to Covid related issues.

There may be further underspend on the HRA as the full impact of the current COVID lockdown is realised in the remaining months of the financial year as access to homes for repairs and maintenance may be restricted.

b: Risks and Opportunities

Risk	Key Causes	Key Consequence	Key Mitigations
Universal Credit (UC) and increased number of tenants in arrears following Covid 19.	UC continues to be a risk with increased monthly claimants and High level arrears cases continuing to rise as enforcement action continues to be suspended	Arrears for UC tenants will increase as well as the number of claimants	DHP applied for UC cases where applicable Use of Managed Payments All team training on UC management Weekly meeting with DWP Fortnightly UC review meetings with Team Leaders Implementation of Rent Sense – January 2021
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. Funding is yet to be identified for this work
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
Impact of Brexit	Potential disruption to supply of materials / labour	Delays to planned programme work	Reprioritise work that can be done

c: Capital

Approved Budget	Revised Budget	Expenditure to Date	Forecast Outturn	Outturn Variance
£83.0m	£50.2m	£21.1m 42% of Budget	£43.3m 86% of budget	(£6.8m)

Gross expenditure by Programme

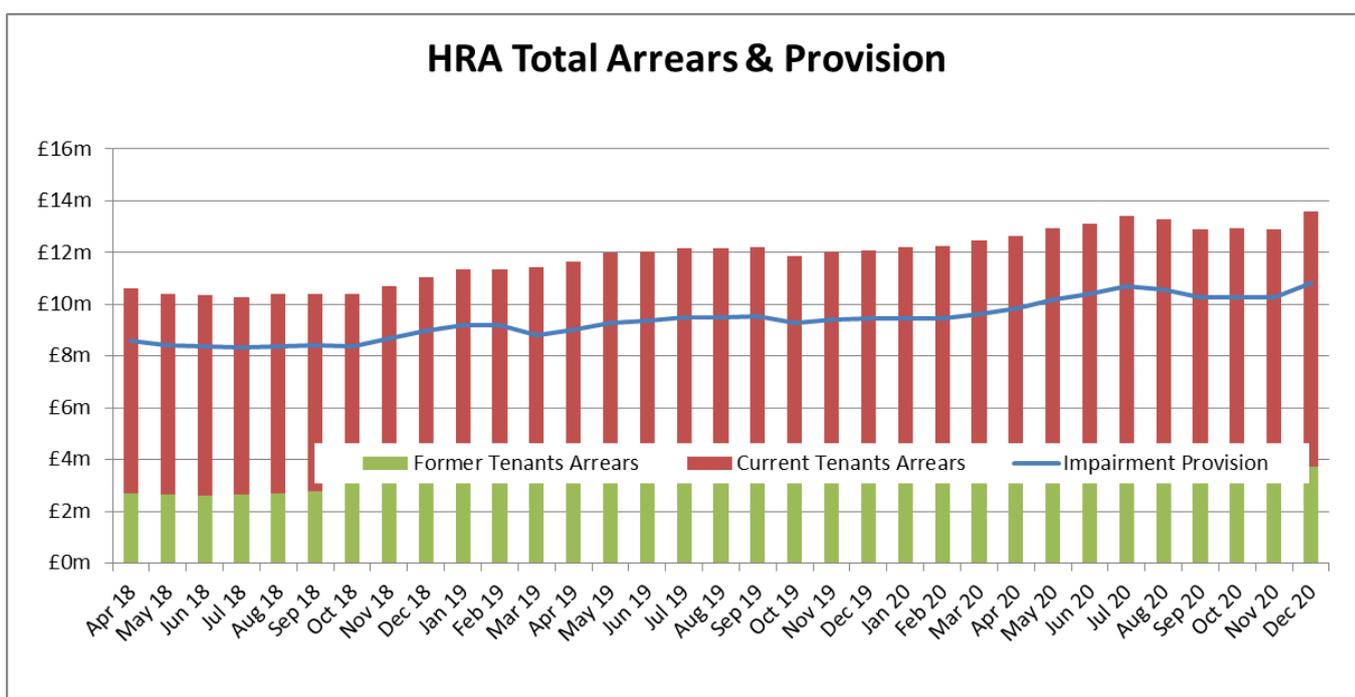
Ref	Scheme	Current Year (FY2020) - Period 9				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
Housing Revenue Account							
HRA1	Planned Programme - Major Projects	7,122	3,700	6,012	(1,111)	52%	84%
HRA2	New Build and Land Enabling	27,233	7,794	21,426	(5,806)	29%	79%
HRA3	Building Maintenance and Improvements	15,292	9,317	15,523	230	61%	102%
HRA4	HRA Infrastructure	524	297	378	(146)	57%	72%
Total Housing Revenue Account		50,171	21,108	43,338	(6,833)	42%	86%

Planned Programme – The budget has been reprofiled to £7.1m for 2020/21 due to Covid restrictions with limited access to homes for prolonged periods which has led to a reduction in planned activity for the year.

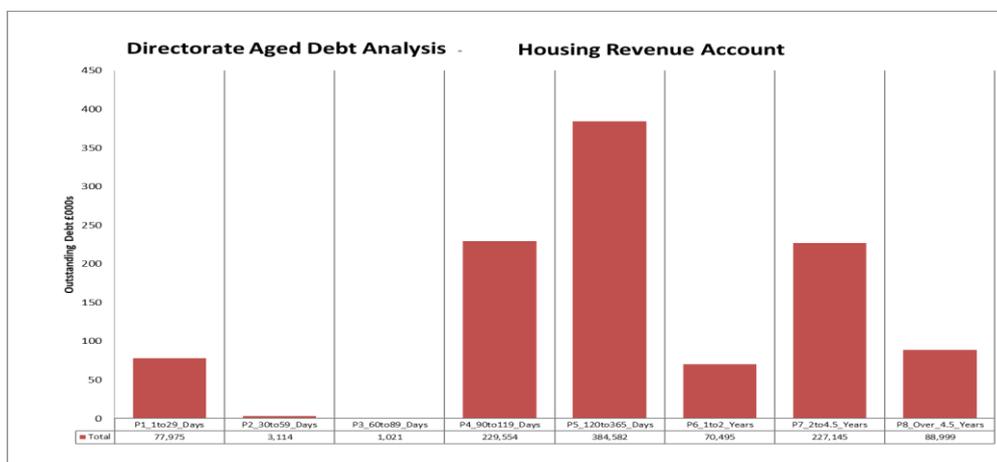
New Build and Land Enabling – forecast underspend (£5.8m) against a reprofiled budget of £27.2m. Although the budgets were reprofiled to reflect the forecast positions as at P6, there have been further delays on a couple of schemes. At Oakhanger the start on site has been delayed due to the discovery of slowworms which cannot be translocated during hibernation resulting in a further underspend of (£3.1m) forecast this year. The Brentry scheme is waiting for planning consent and a delay in procuring contractors has reduced the forecast spend this financial year by a further (£0.3m).

Building Maintenance and Improvement – The forecast overspend of £0.3m against the reprofiled budget is due to additional work on lifts in blocks now anticipated to take place during 2020/21.

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. There is also currently £1.083m of bad debt relating to leaseholders as detailed in the graph below. The P9 forecast includes an increased provision for potential increased bad debt due to Covid.



a: Revenue Budget Monitor

	Revised Budget	Forecast Outturn	Outturn Variance
P09	£0.0m	£8.6m Overspend	£8.6m Overspend
<i>P08</i>	<i>£0.0m</i>	<i>£8.6m overspend</i>	<i>£8.6m overspend</i>

May	June	Jul/Aug	Sept	Oct	Nov	Dec	Jan	Feb
2.4	3.3	8.3	8.1	8.0	8.6	8.6		
	▼	▼	▲	▲	▼	▼		

Revenue Position

Summary DSG position 2020/21 Period 9 (all figures in £000s)

	b/f	DSG funding/ budget 2020/21	Outturn Period 9 2020/21	In-year variance at P9	Cumulative c/f	In-year variance at P8	Movement P8 to P9
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	37,553	434	454	360	74
High Needs Block	3,509	62,511	70,670	8,159	11,668	8,196	(37)
Funding		(374,508)	(374,508)	0	0	0	0
Total	2,892	0	8,592	8,592	11,484	8,556	37

Key Messages

The in-year forecast deficit on the DSG has increased slightly by £0.037m to £8.6m, which when added to the brought forward balance will give a total deficit to carry forward at the end of the year of £11.5m. The main area for concern continues to be the High Needs block which is forecasting an overspend in-year of £8.2m. The Early Years overspend is also primarily caused by High Needs expenditure in this area.

Within the High Needs Block, top-up funding is still experiencing the biggest pressure, with a significant increase from 2019/20, the current forecast is £7.503m over budget. There is currently another round of top-up applications in progress, analysis of the applications has indicated another increase in costs for this financial year and a £0.475m increase has been included in the forecast as an estimate of the impact of this, an additional £0.150m from last period as we obtain more detail on the applications agreed. However, the forecast cost of staffing has fallen leading to a slight reduction in the overall forecast for the block

In Early Years the increase in overspend is due to an increase in SEN top-up costs. There is an emerging issue in relation to the January 2021 census due to the guidance issued by DfE regarding the impact of Covid. This means that settings can include pupils who are being kept away from settings for Covid reasons but not counted if the setting cannot take them (either due to closure or because of reduced places to enable social distancing and maintaining places for vulnerable and children of key workers). This could reduce the numbers

counted in the census and effect both funding into the block (as the January 2021 census generates 7/12ths of the funding), as well as the amount paid to settings.

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
P09	£0.0m	£0.0m	£0.0m
<i>P08</i>	<i>£0.0m</i>	<i>£0.0m</i>	<i>£0.0m</i>

May	June	Jul/Aug	Sept	Oct	Nov	Dec	Jan	Feb
0.0	0.0	0.0	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 P9
- 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	Actuals at P9	Current Forecast P9	Variance
	£'000	£'000	£'000	£'000
Salaries	2,613	1,921	2,647	34
Running Costs & Overheads	1,271	387	800	-471
Internal Commissioned Services	5,296	5,351	5,896	600
External Commissioned Services	28,812	15,842	28,607	-205
Gross Cost	37,992	23,501	37,950	-42
Funding:				
Public Health Grant	-33,142	-24,856	-33,142	0
Other Grants	0	-117	-117	-117
Joint Partnership Funding	-4,850	-3,497	-4,692	158
Total Funding	-37,992	-28,470	-37,950	42
Net Spend	0	-4,969	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

Appendix A7 – Public Health

2020/21 – P09 Budget Monitor Report

Covid-19 and Non-Covid-19 Grants 2020/21 List

A) Public Health Covid-19 Grants 2020/21

Grant Description	Grant Amount (£)	Commitments To Date (£)	Uncommitted Balance To Date (£)
Test And Trace Support Grant - Local Outbreak Management Plan (LOMP)	3,032,572	3,032,572	0
Contain Outbreak Management Fund (COMF)	3,707,016	3,707,016	0
Contain Outbreak Management Fund (COMF) - Additional - December 2020 Tier	1,621,820	1,621,820	0
Local Authority Compliance And Enforcement Grant (LACE)	282,752	282,752	0
Clinically extremely Vulnerable Fund	210,970	210,970	0
Sub - Total	8,855,130	8,855,130	0

B) Other Public Health Grants 2020/21 (Non-Covid-19)

Grant Description	Grant Amount (£)	Commitments To Date (£)	Uncommitted Balance To Date (£)
Domestic Abuse Capacity Grant	50,000	50,000	0
Rough Sleeping Drug and Alcohol Treatment Grant Scheme 2020/21	711,064	711,064	0
Sub - Total	761,064	761,064	0

Grant Description	Grant Amount (£)	Commitments To Date (£)	Uncommitted Balance To Date (£)
Grand - Total	9,616,194	9,616,194	0

Public Health General Fund - Covid-19 and Non-Covid-19 Grants Funding 2020/21 List

Service Areas		£ Forecast	Outturn Forecast		£ Variance to budget
			£ Covid-19	£ Non- Covid	
Safer City	Domestic Abuse and Sexual Violence (DASV)	650,272	0	650,272	0
	Test And Trace Support Grant - Local Outbreak Management Plan (LOMP)	3,032,572	3,032,572	0	0
	Local Authority Compliance & Enforcement Grant (LACE) Grant	282,752	282,752	0	0
	Clinically extremely Vulnerable (CEV) Grant	210,970	210,970	0	0
	Contain Outbreak Management Fund (COMF)	3,707,016	3,707,016	0	0
	COMF Grant - Additional December Tier	1,621,820	1,621,820	0	0
	Sub-total	9,505,402	8,855,130	650,272	0
Neighbourhoods & Communities	Community Development Operations	268,248	0	268,248	0
	Counter Extremism Grant	-3,867	0	-3,867	-3,867
	Sub-total	264,381	0	264,381	-3,867
Sports & Leisure & Healthwatch	Hengrove Leisure Centre	500,880	0	500,880	0
	Healthwatch	215,550	0	215,550	0
	Sub-total	716,430	0	716,430	0
Bristol Impact Fund	BIF Holding Account	-438,090	0	-438,090	762,416
	Various Individual Grants to VCEs	3,556,076	0	3,556,076	0
	Sub-total	3,117,986	0	3,117,986	762,416
Public Health - General Fund Services Total		13,604,199	8,855,130	4,749,069	758,549

Gross Expenditure by Programme

Ref	Scheme	Current Year (FY2020) - Period 9				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
						£000s	%
People							
PE01	School Organisation/ Children's Services Capital Programme	24,624	14,228	24,657	33	58%	100%
PE02	Schools Organisation/SEN Investment Programme	2,764	420	768	(1,996)	15%	28%
PE03	Schools Devolved Capital Programme	1,263	365	1,263	(0)	29%	100%
PE04	Non Schools Capital Programme	0	27	0	0		
PE05	Children & Families - Aids and Adaptations	155	20	125	(30)	13%	81%
PE06	Children Social Care Services	1,085	494	581	(504)	46%	54%
PE06B	Adult Social Care – Better Lives at Home Programme	1,967	282	1,152	(814)	14%	59%
PE08	Care Management/Care Services	5	5	5	0	96%	100%
PE10	Sports Capital Investment	80	40	80	0	49%	100%
Total People		31,942	15,880	28,632	(3,311)	50%	90%
Resources							
PL21	Building Practice Service - Essential H&S	2,200	1,168	2,190	(10)	53%	100%
PL27	Vehicle Fleet Replacement Programme	1,244	304	601	(643)	24%	48%
RE01	ICT Refresh Programme	5,643	4,950	5,343	(300)	88%	95%
RE02	ICT Development - HR/Finance	517	239	239	(278)	46%	46%
RE03	ITTP – IT Transformation Programme	8,317	7,894	8,179	(138)	95%	98%
Total Resources		17,921	14,555	16,552	(1,369)	81%	92%
Growth & Regeneration							
GR01	Strategic Property – Temple Meads Development	5,446	393	5,363	(83)	7%	98%
GR03	Economy Development - ASEA 2 Flood Defences	8,032	1,027	7,727	(305)	13%	96%
GR05	Strategic Property - Hawkfield Site	167	0	167	0	0%	100%
GR06	Innovation & Sustainability - OPCR 2	1,846	219	1,422	(424)	12%	77%
GR08	Delivery of Regeneration of Bedminster Green	225	79	125	(100)	35%	56%
NH01	Libraries for the Future	527	435	498	(29)	83%	94%
NH02	Investment in parks and green spaces	1,655	752	1,554	(101)	45%	94%
NH03	Cemeteries & Crematoria - Pending Business Case Development	270	56	200	(70)	21%	74%
NH04	Third Household Waste Recycling and Re-use Centre	1,921	359	1,128	(793)	19%	59%
NH06	Bristol Operations Centre - Phase 1	150	136	150	0	91%	100%
NH06A	Bristol Operations Centre - Phase 2	1,120	209	529	(591)	19%	47%
NH07	Private Housing	3,528	2,250	3,310	(219)	64%	94%
PL01	Metrobus	172	280	1,386	1,214	162%	804%
PL02	Passenger Transport	955	124	808	(147)	13%	85%
PL03	Residents Parking Schemes	3	0	3	0	0%	100%
PL04	Strategic Transport	358	2,093	270	(88)	585%	75%
PL05	Sustainable Transport	7,246	4,348	6,108	(1,137)	60%	84%
PL06	Portway Park & Ride Rail Platform	1,000	274	1,000	0	27%	100%
PL08	Highways & Drainage Enhancements	191	153	191	0	80%	100%
PL09	Highways infrastructure - bridge investment	389	39	389	0	10%	100%
PL09A	Highways infrastructure - Cumberland Road Stabilisation Scheme	3,854	980	2,262	(1,592)	25%	59%
PL10	Highways & Traffic Infrastructure - General	9,841	6,261	10,134	293	64%	103%
PL10B	Highways & Traffic - Street Lighting	291	172	291	0	59%	100%
PL10C	Transport Parking Services	1,135	359	1,135	0	32%	100%
PL11A	Cattle Market Road site re-development	1,307	439	562	(745)	34%	43%
PL14	Bristol Legible City Scheme	130	96	130	0	74%	100%
PL15	Environmental Improvements Programme	140	64	140	0	46%	100%
PL17	Resilience Fund (£1m of the £10m Port Sale)	53	6	6	(47)	11%	11%
PL18	Energy services - Renewable energy investment scheme	886	315	736	(150)	36%	83%
PL18A	Energy Services – Bristol Heat Networks expansion	7,867	6,473	8,520	653	82%	108%
PL18B	Energy Services - School Efficiencies	66	66	69	3	100%	105%
PL18D	Energy Services - EU Replicate Grant	(115)	33	26	141	-29%	-23%
PL19	Energy Services Phase 2 Investment & commercialisation opportunities	180	0	180	0	0%	100%
PL20	Strategic Property	86	0	59	(28)	0%	68%
PL22	Strategic Property - Investment in existing waste facilities	521	0	521	0	0%	100%
PL23	Strategic Property - Temple St	30	30	30	0	100%	100%

Gross Expenditure by Programme

Ref	Scheme	Current Year (FY2020) - Period 9				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
		£000s				%	
PL24	Bristol Beacon	19,468	11,545	22,263	2,795	59%	114%
PL30	Housing Strategy and Commissioning	11,726	1,180	15,370	3,644	10%	131%
PL30A	Housing Programme delivered through Housing Company	13,000	0	0	(13,000)	0%	0%
PL35	Harbour Operational Infrastructure	179	2	179	0	1%	100%
PL36	Investment in Markets infrastructure & buildings	382	70	249	(133)	18%	65%
Total Growth & Regeneration		106,226	41,315	95,187	(11,039)	39%	90%
Corporate Funding & Expenditure							
CP03	Corporate Contingencies	861	0	0	(861)	0%	0%
Total Corporate Funding & Expenditure		861	0	0	(861)	0%	0%
Total General Fund		156,950	71,750	140,370	(16,580)	46%	89%
Housing Revenue Account							
HRA1	Planned Programme - Major Projects	7,122	3,700	6,012	(1,111)	52%	84%
HRA2	New Build and Land Enabling	27,233	7,794	21,426	(5,806)	29%	79%
HRA3	Building Maintenance and Improvements	15,292	9,317	15,523	230	61%	102%
HRA4	HRA Infrastructure	524	297	378	(146)	57%	72%
Total Housing Revenue Account		50,171	21,108	43,338	(6,833)	42%	86%
Total Capital Programme		207,121	92,858	183,708	(23,413)	45%	89%

Supplementary Estimates

for the year ending 31 March 2021

Date of Request: **08/02/2021**

Date of Mayor / Cabinet endorsement: **25/02/2021**

Executive Director: Jacqui Jensen

Cabinet Member: : Cllrs Holland (Adults)

DECISION REQUIRED:

It is recommended that a supplementary estimate of **£7.226m** be approved for the People Directorate, as per the schedule in section 1, effected by way of a one-off virement from General Fund reserves.

1. Directorate Original Budget Build Up

1.1 The table below summarises the forecast outturn position as at P9 for the divisions within the People Directorate for 202/21, the original and revised budgets for 2020/21, the latest P9 forecast for 2020/21 and the resulting variance, which constitutes the requested supplementary estimate. A supplementary estimate is requested for Adult Social Care

People Directorate Summary							
Division	2019/20 Outturn	2020/21 Original Budget	2020/21 Revised Budget	2020/21 Latest Forecast P9	2020/21 Latest Forecast Covid	2020/21 Latest Forecast Non Covid	Variance & Requested Supplementary Estimate
(Service Director Level)	£000's	£000's	£000's	£000's			£000's
Adult Social Care	154,980	145,552	148,343	183,471	27,903	7,226	7,226
Children and Family Services	64,722	60,384	61,816	66,029	4,385	-171	
Education Improvement	-4,072	11,831	12,011	13,498	1,112	375	
Public Health - General Fund	38	3,238	3,991	16,064	12,077	-4	
Total People	215,668	221,005	226,160	279,063	45,477	7,425	7,226

2. Justification

2.1 During 2020/21 services have been operating within cash limited budgets. This requires services to take all appropriate action to contain net expenditure within budget approvals and in circumstances where further mitigating action is not possible services are required to seek a supplementary estimate from Cabinet.

2.2 People Directorate, primarily due to the Covid pandemic has been unable to contain their expenditure within Adult Social Care budget approvals. This is through a combination

of historic pressures and high levels of demand and cost pressures in adult purchasing budgets for commissioned care services which have been severely impacted by the Covid pandemic.

Comment on components of supplementary estimate requested		
Service	Supplementary Estimate Requested £'000	Comment
Adult Social Care	7,226	<p>There are underlying pressures in the service of £19.86m:</p> <ul style="list-style-type: none"> • Older People (packages of care): £7.011m • Working Age Adults (packages of care): £10.926m • Preparing for Adulthood and social care support (packages of care): £1.923m <p>These are offset by compensating underspends of- £12.634m:</p> <ul style="list-style-type: none"> • Service user contributions: (£2.32m) • Staffing and funding (£4.314m) <p>And</p> <ul style="list-style-type: none"> • Savings mitigated from Covid funding (£6m) <p>The net supplementary estimate would be used to re-baseline the whole service as indicated above.</p>
Total net supplementary estimate	7,226	

2. In-Year Controls

3.1 Budget managers have monitored their budgets every month and regular reports are considered by management teams at all levels in the Directorate and corporately, including reporting to Cabinet. There have been extensive processes in place to try and control expenditure in particular in relation to cost authorisation processes in relation to adult purchasing budgets. However, the Covid 19 pandemic has necessarily meant a focus on prioritising hospital discharges and preventing hospital admissions and this has severely limited the ability of the ASC directorate to deliver the required savings target and stay within its budget envelope.

3. Impact Description

Costs	Funding Source
£7.266m	<p>£3.9 m from general reserve,</p> <p>£2.1m from ASC innovation fund Reserve</p> <p>Remainder funded by efficiencies against in-year budget under Resources/G&R/Corporate</p>
Impact if not Approved	

At this point in the year, the requested supplementary funding is the best estimate of the likely spend in this financial year. If the supplementary estimate is not approved, Adult Social Care Directorate would enter the last few weeks of the financial year without approval to spend, in the context of cash limited budgets.

4. Learning Points

- That financial control is important and delivering savings and commissioning priorities can be particularly challenging due to Covid 19 when faced with the need for urgent action to prioritise hospital discharges and prevent admissions, to ensure systems flow.

5. Supplementary Estimate - Sign Off

The following people have signed off this Supplementary Estimate	Evidence of Sign-off (email/121)	Date
Adult Social Care Director	Hugh Evans	10/02/2021
Executive Director - Jacqui Jensen	Jacqui Jensen	10/02/2021
Cabinet Member – Cllr Holland		
Section 151 Officer – Denise Murray		



Bristol City Council

COVID 19 Winter Grant Scheme Policy

1. Background

On Sunday 8 November 2020, the government [announced](#) a package of extra targeted financial support for those in need over the winter period.

The £170 million COVID Winter Grant Scheme sees new funding issued to Councils to support those most in need across England with the cost of food, energy and water bills and other associated fuel costs.

The Department for Work and Pensions (DWP) will provide funding to Councils, under section 31 of the Local Government Act 2003, who will administer the scheme and provide direct assistance to vulnerable households and families with children particularly affected by the pandemic. This will include families who normally have access to Free School Meals during term time.

2. Period Covered

The Winter Grant Scheme will enable Bristol City Council to provide support to families with children, other vulnerable households and individuals from early December 2020 and covers the period until the end of March 2021.

In addition there will an expansion of the Department for Education's Holiday Activities and Food programme, which has provided healthy food and enriching activities to disadvantaged children since 2018, across England from April next year. Funding for this nationally will be £220 million. This, policy does not cover that scheme.

3. Winter Grant Scheme

3.1 Funding available

Bristol City Council will receive funding of £1,640,461 from central government.

3.2 Eligibility Criteria

- 80% of the fund must be spent on children and families (including pre-school) broken down as follows:
 - 80% must be expended on food and key utilities
 - 20% can be paid to any 'vulnerable' households.
- With the final 20% discretion can be used to identify and support those that are most in need.
- No application is needed if households requiring assistance can be determined in advance.
- Individuals, regardless of their immigration status are eligible, to ensure a basic safety net of support.
- This grant cannot be spent on rent/housing costs.

3.3 Implementation of fund

- This funding can be used for existing schemes and other support which delivers the same outcomes and where the need is greatest.
- Funding can be provided in cash or vouchers.

- A proportion of the funds can be used for administration, however costs should be kept to a minimum, in order to maximise the overarching funds available to support our most vulnerable citizens. Due to the approach being adopted in the deployment of these funds, the administration cost is expected to be in the region of £100,000 (6%, significantly below the standard 10%).

3.4 Reporting structure

All public authorities must comply with the Public Sector Equality Duty and management information (MI) is required to be kept to be maintained by the relevant organisations and provided to the Council to report on delivery of agreed objectives and actual spend.

3.5 Receipt of funds

- Grant receipt from the awarding body will be as follows:
 - 50% upfront (in early December)
 - a further 25% after the initial MI return (in Feb/March '21)
 - final 25% based on spend to date (end of April 2021).

4. Approved Spend

Award	Spend Value	Comments
Targeted support for 2 – 16+ who receive Free School Meals and/or Pupil Premium for Christmas and Feb half term (3 weeks x 20,000 children)	£918,915	This is for a total of 3 weeks and at a value of £15 x approx. 20,000 children (plus buffer). This is an extension of the FSM reach in Oct half term. Does not cover 2 weeks in Easter '21. Vouchers will be supplied which allows the recipient to choose which supermarket they wish to use.
Emergency payments from the Local Crisis and Prevention Fund	£300,000	Emergency payments to support low-income families during the Recovery Phase of COVID 19 that have been directly financially impacted and may require food and other financial assistance
Administration, communications and marketing, particularly to reach hardest to help groups.	£100,000	As referenced above this is 6% of the total award.
Food/Fuel parcel for Bristol's care leavers.	£40,000	100 care leavers to get a voucher to assist with their food and heating costs. To be administered by Children, Families and Safer Communities Directorate.
Total	£1,640,461	
Remaining Balance	£282,461	£281,999 is to be allocated in January '21 to community organisations across the city. The detailed spend for this is shown in Appendix 1 .

Prepared by: Graham Clapp, Benefits Head of Service
Date: December 2021

COVID 19 Winter Grant Scheme Policy

Organisation	Intention	Total Awarded (incl admin)
BS3 Community Development	Targeted support to economically vulnerable local people similar to DEFRA Emergency Assistance Grant criteria.	£10,000
Henbury & Brentry Community Council	Fuel and food costs for families with children	£10,000
Ambition Lawrence Weston	Supporting households with top up of gas/electric, food, internet (children are needing home schooling) and essential household items	£7,000
Inns Court Community & Family Centre	Essential goods hampers for local people suffering from loneliness/isolation.	£5,000
St Werburghs Community Association	Food and fuel vouchers plus discretionary awards	£8,000
Matthew Tree Project	Food £12k, personal hygiene items £4k, household cleaning products £4k.	£15,000
BASE & Roses	Food (hot and cold) and essential items boxes - including toiletries to various vulnerable groups, such as those shielding, refugees, asylum seekers.	£5,544
Oasis Hub South Bristol	60 families in high deprivation ward, bedding, kitchen utensils, fuel support.	£15,000
Children's Scrapstore	Activity packs for vulnerable families and older people to help with mindfulness and the reduction of stress and anxiety through activity	£15,000
Learning Partnership West	Food, utilities, essential items, live/learning/work resources, plus vouchers/emergency cash to identified vulnerable households	£12,600
Talking Money	Targeted food and fuel grants to economically vulnerable people similar to DEFRA Emergency Assistance Grant criteria	£11,600
Heart of BS13	9,000 meal ingredients (£10k), supermarket vouchers (£12k), targeted food and fuel grants similar to DEFRA Emergency Assistance Grant criteria (>£11k)	£28,700
Somali Resource Centre	Food and essentials for families and financial plus additional grant for destitute households	£10,000
Bristol Horn Youth Concern	Laptops, food, cultural food and stationery	£10,000
Bristol Refugee Rights	Distribution of vouchers for food/clothing/data/credit to individuals and families.	£16,230
Malcolm X	Culturally appropriate food parcels, hot food parcels, food vouchers and healthcare packages	£10,000
Somali Kitchen Team	Culturally appropriate food parcels, baby essentials, utility top ups, hygiene products	£10,000
Age UK	Emergency assistance grants for older people plus Sparko TV grants to make them 'Smart' TVs	£24,925
Southmead Development Trust	Wellbeing activity packs, laptops, internet and discretionary fund	£20,000
91 Ways	Food and utilities for children and families, food packs, meals and cash for utilities. Meals and ipads as well as vouchers/cash for transport.	£14,000
Bristol Disability Equality Forum	Digital poverty for disabled households - tablet/phone and broadband packages (8Gb pm x 12months)	£11,000
Oasis Hub North Bristol	Grants for their most vulnerable families.	£10,000
Youth Moves	Grants for families they work with	£2,400
Total		£281,999



Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 25th February

TITLE	Delivery of cleaning and security services	
Ward(s)	City Wide	
Author:	John Walsh	Job title: Director, Workforce and Change
Cabinet lead: Cllr Cheney	Executive Director lead: Mike Jackson	
Proposal origin: Other		
Decision maker: Cabinet Member Decision forum: Cabinet		
Purpose of Report: To obtain approval to transfer cleaning and security functions, and associated contracts (soft FM) to Bristol Waste Company Limited with affect from 1 st April 2021 as described in appendix A2		
Evidence Base: <ol style="list-style-type: none"> 1. Historic financial performance of services - the proposals and business case (appendix I) sets out a reduction in costs for these services 2. Improving the service delivery of cleaning and security by benefiting the staff team through more supervision, investment in training and development, provision of new equipment and increasing head count in service delivery teams. Staff are protected by TUPE and also should proposal be approved additional protections for staff would be defined in contract (no future redundancies and complete protection of contracted terms and conditions for duration of the service agreement- for clarity this will include protection of pay and pensions, and the right to return to Bristol City Council when the contract ends, if Bristol Waste defaults, or if Bristol Waste is closed or sold off) 3. Ensuring an efficient, compliant approach to service delivery in soft FM by not relying on lots of smaller contracts 4. Investing in the development of the service team and organisational structure 5. Supporting the development of Bristol Waste Company Limited by expanding their offer, in line with their business model 6. BCC to retain governance through a joint executive board meaning that it would still retain strategic oversight 		
Cabinet Member / Officer Recommendations: <ol style="list-style-type: none"> 1. Approves the award of a contract for the delivery of the council’s cleaning and security services to Bristol Waste Company Limited from 4th May 2021, for a period of 4 +1+1+ 1 years at a cost of circa 5.8million per annum; and agree the exceptional arrangements for staff forms part of the said contract 2. Authorises Director: Workforce and Change, in consultation with the Deputy Mayor for Finance, Governance and Performance, Director: Finance and Director: Legal & Democratic Services to negotiate the terms of and enter into all necessary legal agreements to give effect to this service transition, 		

including the transfer of 196 employees to Bristol Waste Company

Corporate Strategy alignment:

1. Workplace_Organisational_Priorities WOP1 - Redesign the council to work effectively as a smaller organisation. The transition of the service lines will reduce financial pressure on the council due to the associated savings attached to the integrated service model approach. This will reduce council FTEs and therefore supports this element of the corporate strategy.
2. One_City_Plan By 2050 Bristol will be a sustainable city, with low impact on our planet and a healthy environment for all- the proposed approach with staffing deployment and use of ECO / sustainable cleaning products and equipment will help to support this aspect of the one city plan. A large number of the new equipment that will be introduced is sustainably sourced and produced using 75% recycled materials and components.
3. Well_Connected WC1 - Improve physical and geographical connectivity; tackling congestion and progressing towards a mass transit system. Staffing resources will be deployed to sites nearest their home location, improving their work-life balance but also supporting the strategy for tackling congestion in the city centre.
4. Well_Connected WC2 - Make progress towards being the UK's best digitally connected city. The implementation of the 'CORE application' as part of the BWC approach will see staff utilising hand-held devices and 'smart-tags' to support service delivery. This will involve upskilling staff to utilise new digital technology and applications. The integrated service will also be introducing state of the art robotics not to replace the service team, which will actually be expanding, but to support and enhance their service delivery methods. This will also involve upskilling staff with new digital technologies which will support their development and progression.
5. Wellbeing 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. Staffing resource will be deployed to sites nearest their home location, improving their work-life balance, which will also support less vehicles on the road. The fleet for these services will also be electric where possible, helping to keep on course for reduction of pollutants and improving air quality.
6. Wellbeing W1 - Embed health in all our policies to improve physical and mental health and wellbeing, reducing inequalities and the demand for acute services. BWC have articulated that they have robust systems in place to support mental health and wellbeing of staff. These will be extended to the service team and include wellbeing workshops, help-line, regular bulletins, mentoring programmes, health and lifestyle plans, exercise programmes and others.
7. Fair_and_Inclusive FI3 - Develop a diverse economy that offers opportunity to all and makes quality work experience and apprenticeships available to every young person. The proposal from BWC specifies the introduction of apprenticeships in these service areas, currently there are no apprentices in the Soft FM service delivery or support teams. This will also involve the introduction of clear training and mentoring programmes for all members of the service team. The organisation will be re-organised into an integrated service delivery team, which will provide continuous career and development opportunities for people. This also includes significant expansion of the service delivery teams, supervisory and management elements. The proposals support clear investment in the service team and people involved.
8. Covid_Recovery_and_Renewal Organisational Change. The proposal from BWC indicates the development of Covid secure commercial cleaning package which will help to continue to deliver confidence that reactive cleaning works can enable spaces to function again following a known Covid case. There are clear KPIs in place to ensure that any time lost to BCC premises through known Covid cases is minimised. The KPIs will be embodied in a modern Performance Service Level Agreement (PSLA)

framework that will be introduced for the integrated service. The new structure will also introduce 'rapid response' teams to support rotational cleaning methods, deep and sanitised cleans to provide safe places for people to work and visit (visitors etc). The integrated service model is modular in design and provides service agility, which will allow a supportive response to changes in demand and evolving government guidance.

9. **Covid_Recovery_and_Renewal Organisational Change.** The proposal from BWC will see staff transitioning across, this will reduce economic pressure on the council as these service areas are historically a financial burden due to the additional on-costs, which means that it is hard to commercialise them. This approach will mean reduced costs to BCC in terms of an annualised saving exceeding £750k, but also importantly there is a host of additional efficiencies through other support services, such as HR, procurement and accounts, being allowed to better support other colleagues and organisational change requirements at this unprecedented time.
10. **Covid_Recovery_and_Renewal Economy and Business.** This will allow for BWC to bring in additional income from outside sources including its current commercial customer base, which will help support local business. Additionally, a regional network of service partners will be used to deliver specialist, niche and commodity services, this will help to support the local economy and supplier base.
11. **Workplace_Organisational_Priorities WOP4 -** Be responsible financial managers and explore new commercial ideas. This is a practical opportunity to allow these service lines to operate in a more commercial way, enabling them to bring income into the council as shareholders in BWC.
12. **Climate_Emergency_Action_Plan** Reduce carbon emissions from the city of Bristol. The proposed approach with staffing deployment and use of ECO / sustainable cleaning products, equipment, vehicles and digital resources will help to support this objective. As noted above, a large number of the new equipment, consumables and resources that will be deployed are sustainably sourced and produced using recycled materials and components.
13. **Corporate Landlord-** The integrated service delivery model, as proposed by BWC, goes 'hand in hand' with supporting the Corporate Landlord objectives. This will allow for a central conduit for Soft FM function initially, with Hard FM services also being explored. This will allow for greater consistency across the BCC portfolio and allow for better organisational oversight of these functions through the use of the 'Core Application'. It will enable BCC to concentrate on development and implementation of strategic objectives and providing a customer-centric service.

City Benefits:

1. **Equalities and Diversity** – BWC have a robust and active policy that fully supports equality and diversity for the people of Bristol and its service teams – their policy is attached for reference. BWC already employ a large and diverse workforce that is involved in service delivery and management. The business has an active programme of recruitment that provides continuous opportunity for people, so this item is a natural extension of their policy and activities in this area. Implementation includes a number of features such as; language training, recruitment / selection / employment opportunities, employee assistance programmes, a leading role in the step up mentoring programme, apprenticeship programme, access to their learning and development academy and a range of standard operating procedures to support equality and diversity. As an organisation, BWC aims to represent the diverse cultures and communities of Bristol. In addition to a diverse workforce, it also promotes an inclusive environment where; people's differences are valued; in which everyone feels that they belong, without having to conform; and; they are able to perform to their full potential. The BWC Diversity and Inclusion working group has endorsed a D & I strategy (which has been attached) and it is working on a number of initiatives and actions to support this strategy. For example, identifying local community groups, reviewing its online application process and highlighting barriers to for underrepresented groups. BWC are constantly looking at ways to reach out and connect with its workforce
2. **Health and Sustainability** – The proposed integrated service introduces a number of features intended

to improve the wellbeing of people. BWC already have an active programme of initiatives in this area that will be extended to the service team. These include mental health workshops, ‘buddy’ plans, webinars, staff engagement surveys, help lines, focus groups and healthy lifestyle training. A supportive, but structured approach towards sickness management is also employed, which enables BWC and its service teams to operate at better levels than national rates. The new integrated structure is also being increased in size and is being re-structured to enable continuous career opportunity for people. Additionally a recognition and reward scheme is being extended to encourage innovation and continuous improvement – when combined these features enhance sustainability and outcomes for people. BWC have a positive track record of working with trade unions and regularly solicit their input into consultation and negotiation frameworks to enable the views and ideas of the workforce into any decisions. The BWC wellbeing strategy and model are attached for reference.

3. **Social Value** – BWC adopt and operate the same social value policy as BCC and this policy is also attached for reference. A number of features support the social value objectives. These include; a regional network of service partners will be used to deliver specialist, niche and commodity services, this will help to support the local economy and supplier base, the operations will extend the range of services of BWC as a trusted provider, introduction of a formal FM service apprenticeship programme, provision of on-going opportunities for local people and regional enterprises, supporting the mature workforce through provision of additional equipment, use of ECO products and equipment, introducing service innovation and technology, career advancement and partnership opportunities.

Consultation Details:

2 November 2020: Deputy Mayor Finance, Governance and Performance briefed
 Staff consultation from 10th November to 10th December 2020
 10 November 2020: Members and Shareholder Group briefed
 23 November 2020: discussed at Shareholder Group
 2nd December 2020: Resources EDM review of draft Cabinet Report
 7th December 2020: Cabinet member briefing on draft Cabinet Report
 18 January 2021: OSMB review draft Business Case

Background Documents:

1. [Bristol City Council Corporate Plan](#)

Revenue Cost	£ 5.8million per annum	Source of Revenue Funding	Mainly Cleaning and Security Budgets
Capital Cost	£	Source of Capital Funding	<i>e.g. grant/ prudential borrowing etc.</i>
One off cost <input type="checkbox"/>	Ongoing cost <input checked="" type="checkbox"/>	Saving Proposal <input checked="" type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. Finance Advice: It’s proposed that BCC Facilities Management (FM) outsources its Cleaning and Security Services to Bristol Waste Company (a BCC wholly owned Teckal company). The FM division faces ongoing pressures to its annual budget. This approach is intended to relieve some element of these financial pressures, in addition to modernising the services and aligning to various priorities within BCC’s corporate strategy. These services combined currently cost £6.0m per annum. BWC have tendered £5.8m in year 1 of the proposed contract representing a saving of £0.2m. By year 4 the annual contract price will be £5.2m representing an in year saving of £0.8m and delivering £2.0m cumulative saving over the 4 years. (Details of the annual profiling are set out in Appendix G).

- It is key that BCC reduces its £0.2m budget of Overhead costs identified as being directly linked to BCC's current provision of these services i.e. within Finance, HR, IT, Procurement and Premises. (Also set out in Appendix G).
- For Budget 21/22 it will be necessary to centralise within FM those elements of the current budget which sit outside the FM division.
- Care must be taken as contract terms are drawn up to ensure that terms set don't undermine the planned financial position.
- No additional costs linked to the TUPE-ing of staff to BWC has been assessed at this time.
- No onerous existing supplier contract terms have been identified.
- This contract is to sit outside the existing Paymech agreement between BCC and BWC.

Finance Business Partner: *Jemma Prince, 22nd December 2020*

2. Legal Advice: Procurement issues are addressed in Procurement Advice section below. Further work is required to be clear on the current contractual arrangements for the affected services and to identify any wider contractual implications arising from any service transfer eg finalise our understanding of termination; scope for assignment/novation etc. Consideration will also need to be given to TUPE related issues flowing from the transfer of services.

The objectives of BW may need to be revisited to ensure they encompass the additional services. (The Articles do provide for the company, with the Councils consent, as a reserved matter, to add/alter these objectives. This would require a decision by the Shareholder).

The form of contract proposed by BW is an industry model – Integrated Workforce & Facilities Management Service Contract. An initial review suggests this will, subject to some amendments, be acceptable, but will require appropriate service specifications, KPI's, payment profile etc to be produced.

Legal Team Leader: *Eric Andrews, Legal Services, 22 December 2020*

3. Implications on IT: No anticipated adverse impact on IT Services. A solution to enable BWC staff to utilise both BCC systems and also utilise BWC systems will need to be considered and costed into the transition planning. Information Assurance colleagues will want to ensure that building Physical Access and Monitoring controls remain appropriate to achieve our Information Security standards, and that access to our Monitoring systems by BWC staff is appropriately controlled

IT Team Leader: *Simon Oliver, IT, 07/01/2021*

4. HR Advice: All employees will be transferred to the Bristol Waste Company in accordance with the provisions of the Transfer of Undertakings Protection of Employment Regulations (TUPE). It has been agreed with BWC that the terms and conditions of the employees who transfer will be protected for the life time of the contract. In addition, as a minimum, annual pay settlements will be uplifted in line the NJC pay award for local government staff. In addition BWC is an accredited Living Wage Employer so staff on the living wage rate will automatically have their pay uplifted annually on 1 April.

All employees who transfer to the service provider will continue to be members of the Local Government Pension (LGPS). The right to be a member of the LGPS is also retained for employees who have opted out of the LGPS at the point of transfer and will continue in perpetuity after the transfer.

The service provider is already a designated employer in the Avon Pension Fund. The Board of the Bristol Waste Company will need to pass a resolution admitting the transferring staff into the LGPS including providing continuing access to the scheme for those employees who transfer who have opted out of the scheme. These arrangements are a condition of the transfer.

HR Partner: *Mark Williams, Head of HR, December 21 2020*

EDM Sign-off	Mike Jackson	09/12/2020
Cabinet Member sign-off	Cllr Craig Cheney	25/01/2021
For Key Decisions - Mayor's Office sign-off	Mayor's Office	17/02/2021

Appendix A – Further essential background / detail on the proposal A: Overview of process undertaken to identify BWC as suitable provider	YES
Appendix B – Details of consultation carried out - internal and external	YES
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	YES
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice	YES
Appendix H – Legal Advice	NO
Appendix I – Exempt Information “I BWC Business Case EXEMPT”	YES
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO



Report produced by: John Walsh, Director, Workforce and Change

RE: The approach taken when exploring the opportunity for Co Sourced Delivery Model for Cleaning and Security

Background

A concept proposal was originally presented to BCC by BWC on Thursday 19th September 2019. The concept proposal came from BWC as an attempt to expand their business in line with their business objectives and expertise- and the identification that the council could benefit from a different approach to some FM service delivery. This was presented to the BCC commercial team, who have subsequently been disbanded. The FM services covered by the proposal were transferred to workforce and Change in February 2020. There was a re-engagement in February 2020 from BWC with relevant team members in BCC. Following this there was an agreement made (underpinned by a letter of intent from BCC) to explore the proposals further and enter into a Due Diligence phase to ensure that the proposals offered value for money. Bristol City Council representatives have been working with the management team from its teckal enterprise Bristol Workplace (an operating division of Bristol Waste) over several months, to determine the feasibility of introducing an integrated facilities management (FM) service.

Integrated Facilities Management Service

The proposals from Bristol Workplace are focused on the implementation of an 'integrated' FM service. Integrated FM services is the term used when an organisation concentrates its efforts on its core business activities and allows a range of non-core activities to be managed, co-ordinated or delivered by another organisation. The non-core activities are then performed or carried out by an operation that concentrates on these activities. Increasingly, organisations are switching from conventional methods of service provision to integrated FM solutions that form part of their long-term business strategies. These operations are already widely used by a number of leading organisations and can provide significant cost efficiencies, improved quality of service and investment in people, service equipment and technology. Additionally, the service team and people involved in the delivery have access to wide ranging opportunities for career development, training, rewards, recognition and other organisational benefits.

A co-sourced solution

- The integrated service will be established as a co-sourced operation with the specialist workplace and FM service division of our teckal enterprise at Bristol Waste Company (BW).
- The operation will form an integral part of the BCC corporate landlord approach and will be co-located with BCC facilities.

- The integrated service team will introduce specialist management and service personnel from BW, together with BCC service personnel that will be transferred into BW employment. This provides a single management approach that will be focused on serving the BCC 'soft' FM service needs, including the training and development of this team in modern service techniques and best practice. BW will invest in the introduction of new service equipment and technology; it will manage all of the services working closely with the BCC executive management team.
- A modern end-to-end service application will be introduced to provide a web-enabled portal for service requests and tracking, along with a streamlined single-point-of-contact for related service requests.
- A joint executive board comprising of directors from both BCC and BW will oversee the operation and will provide on-going executive direction to ensure that the service is being provided flexibly and that it suits the business needs at all times.
- The operation will be totally focused on ensuring that our workplaces are safe and healthy places to work from, as emerging and new ways of working evolve – it will provide a completely agile service solution

Due Diligence

The purpose of the Due Diligence stage was to validate the financial solutions proposed by BWC and also to review their Target Operating Model (TOM). There was an initial period of information gathering where BWC and BCC contacts in respective teams exchanged information in order to help with benchmarking and validation.

A BCC internal governance board was set up during the Due Diligence phase composed of key team members representing FM, Legal, Procurement, HR, Finance and IT. The purpose of this group is to scrutinise the proposals in order to reach a decision about progressing forward to cabinet. The internal board made a unanimous decision on the 27th October 2020 to explore set service lines (Security and Cleaning and associated contracts) , but not the entire scope of the original proposal by BWC, but with agreement that other service areas could be explored in the future. The proposals showed large annual savings when compared to current service delivery.

During Due Diligence there were regular joint weekly meetings to cover any queries from either team in relation to the information being provided. The main areas of information were financial, procurement and HR. Individual meetings were also held by BWC and their respective counter parts in BCC

Joint Executive Board

There was a Joint Executive Board (JEB) set up as part of the Due Diligence process this is composed of

- John Walsh, Director, Workforce and Change, BCC
- David Martin, Head of Facilities Management, BCC
- Tony Lawless, Managing Director, BWC
- Frank Rodriguez, Bristol Workplace Services

- Adam Henshaw, Financial Director, BWC

Internal Governance

The internal BCC Due Diligence Board is composed of the following BCC staff;

- John Walsh, Director, Workforce and Change
- David Martin, Head of Facilities Management
- Claire Jeffwitz, Shareholder Liaison Manager
- Tim O’Gara, Director, Legal and Democratic Services
- Gavin Arbuckle, Head of Service Improvement and Performance, Digital Transformation
- Jemma Prince, Finance Business Partner
- Mark Williams, Head of Human Resources
- Steve Sandercock, Interim Head of Strategic Procurement and Supplier Relations
- Eric Andrews, Senior Solicitor
- Tian Ze Hao, Senior Finance Business Partner
- Wendy Trainor, Locum Solicitor

Meetings are scheduled every 2 weeks or specifically as required

Summary

There has been a collaborative approach to ensuring that the proposals offer both value for money and confidence in service delivery. At the same time the implemented processes have allowed for proper scrutiny and challenge to be made to ensure that the correct benchmarks and baselines are in place. This will enable any potential service delivery in the future can be monitored accordingly.

Should Cabinet approve the proposal, there will be a further phase of scrutiny during the on-boarding process prior to any potential transfer on 31st April.



Staff Consultation Summary- Cleaning and Security transfer to Bristol Waste

Dates: 10th November to 10th December 2020

Report by: David Martin, Head of Facilities Management, 23/12/2020

Background

The proposal to transfer cleaning and security teams to Bristol waste company included a month long meaningful consultation process in order to engage with the staff and relevant trade unions in respect to the potential transfer. The process aimed to talk to the staff about the proposal and consider the opinions of the team, and also looked to answer any questions and queries that they had.

How did we engage?

There were several mechanisms used in order to engage with this large, operational team, which is spread across many locations and with different working patterns. The impact of COVID 19 also meant that traditional large group meetings were difficult to implement in a safe way.

We began the process with sending all staff a hard copy letter, outlining the proposal and the consultation process and requesting personal contact information so they could be communicated with (lots of team members do not have BCC accounts as their roles do not utilise a computer). This was an attempt to ensure that all staff in scope had chance to have their say in the process, to allow their voice to be heard. We had a Somali staff member support translating any information in the letter to ensure that the contents of this letter could be understood.

We ran a series of group consultation meetings via a digital meeting platform. We initially targeted managers and supervisors to support an information cascade and also ran a group session with all staff invited to it. The unions were also invited to all meetings. In these meetings we introduced members of the Bristol Waste team to staff and allowed for free discussions and questions.

During the process we requested that questions got fed into the HR Resources inbox. These were then collated and responded to throughout the consultation period. There were 4 versions of the document circulated, with a total of 60 queries responded to.

There were also a series of 1-1 meetings with individual officers on request. On the whole these related to specific situations of the members of staff, some of the 1-1 sessions included union members representing their staff.

Summary

There were some challenges to the consultation, given the large frontline workforce, and also the impact of COVID 19.

The consultation was collaborative and the team members really engaged in the process, which is evidenced by the fact that we had some many questions. Many of the queries understandably centred on the impact of any contractual arrangements and their terms and conditions, which I feel have been adequately covered during the process.

Other queries were around protection of contractual rights, HR policies, operational queries and the strategic direction of the services.

Title		Performance	Current Risk Level			What we are doing	Tolerance Risk Level		
Risk title and description	What we have done		Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating
<p>The efficient and effective delivery of Cleaning and Security services by Bristol Waste Company on behalf of Bristol City Council, should the transfer proceed.</p> <p>Key potential causes are:</p> <ul style="list-style-type: none"> Staff availability to carry out work plans in a safe way Lack of information on the potential or known risks. Inadequate contract management arrangements. Lack of effective processes and systems consistently being applied. Policies are not kept up to date. Restrictions for operating normally caused by external factors i.e. Covid-19 pandemic. 	<p>A concept proposal was originally presented to Bristol City Council (BCC) by Bristol Waste (BWC) on 19 September 2019. The concept proposal came from BWC as an attempt to expand their business in line with their business objectives and expertise- and the identification that the council could benefit from a different approach to some FM service delivery. This was presented to the BCC commercial team, who have subsequently been disbanded. The FM services covered by the proposal were transferred to Workforce and Change in February 2020. There was a re-engagement in February 2020 from BWC with relevant team members in BCC. Following this there was an agreement made (underpinned by a letter of intent from BCC) to explore the proposals further and enter a Due Diligence phase to ensure that the proposals offered value for money.</p> <p>BCC representatives have been working with the management team from its teckal enterprise Bristol Workplace (an operating division of Bristol Waste) to determine the feasibility of introducing an integrated facilities management (FM) service. A key aspect of this work was a partnership approach to identifying and managing risks.</p> <p>The Due Diligence stage was to validate the financial solutions proposed by BWC and to review their Target Operating Model (TOM). There was an initial period of information gathering where BWC and BCC contacts in respective teams exchanged information in order to help with benchmarking and validation.</p> <p>A BCC internal governance board was set up (FM, Legal, Procurement, HR, Finance and IT). The group scrutinise proposals in order to reach a decision about progressing forward to cabinet and to identify and manage any substantive and emerging risks. The internal board made a unanimous decision on the 27 October 2020 to explore set service lines (Security and Cleaning and associated contracts).</p> <p>During Due Diligence there were joint weekly meetings to cover any queries from either team in relation to the information being provided. The main areas of information were financial, procurement and HR. Individual meetings were also held by BWC and their respective counter parts in BCC.</p> <p>A Joint Executive Board was set up in August 2020 including members from BWC and BCC.</p> <p>BCC has set up an internal Board with FM, Legal, Shareholder liaison, IT, HR and procurement representation.</p> <p>We also ran a meaningful initial consultation process with the staff group and allowed them to raise questions and queries in respect to the transfer.</p>	<p>Ne w</p>	3	5	15	<p>We are preparing a draft contract to manage / mitigate several key risks including cost management, standard of service delivery and protection for transferring staff over and above TUPE.</p> <p>The contract will also set several means of identifying the standard of service provision measurement and this will be linked to a disincentive regime.</p> <p>There will be increased internal resource to manage the contract drafting and finalisation process to ensure that the contract is fit for purpose.</p> <p>We will be utilising key internal expertise to validate the contract when a draft is produced to ensure it covers off any identified risks.</p> <p>A strategic oversight of any operation, should it transfer would still be held by BCC to ensure that any risks are managed and mitigated.</p> <p>The working risk register will be a standing item on the Joint Executive Board Agenda should the services transfer. This will involve close working with relevant BCC officers to ensure that risk management assessment was a key factor in supporting service delivery.</p> <p>There will be the development of a well-structured 'on-boarding' programme for staff involved which would include 1-2-1 development sessions to ensure that any emerging risks are identified and managed accordingly.</p> <p>There will be a clear communications plan and strategy in place to manage any reputational narrative and support staff welfare during the process.</p>	4	5	20
<p>Risk Owner: Director, Workforce and Organisational Change</p>	<p>Action Owner: Head of Facilities Management</p>	<p>Portfolio Flag: Finance, Governance and Performance</p>	<p>Strategy Theme: Workplace Organisational Priorities WOP4 Be responsible financial managers and explore new commercial ideas. This is a practical opportunity to allow these service lines to operate in a more commercial way, enabling them to bring income into the council as shareholders in BWC</p>						

More information is available on request.

Risk Scoring Matrix

		Threat Impact (Negative risks)					Opportunity Impact (Positive Risk)						
Threat Likelihood	Almost certain	4	4 (Low)	12 (Medium)	20 (High)	28 (Critical)	28 (Significant)	20 (High)	12 (Medium)	4 (Low)	4	Almost certain	Opportunity Likelihood
	Likely	3	3 (Low)	9 (Medium)	15 (High)	21 (High)	21 (High)	15 (High)	9 (Medium)	3 (Low)	3	Likely	
	Unlikely	2	2 (Low)	6 (Medium)	10 (Medium)	14 (High)	14 (High)	10 (Medium)	6 (Medium)	2 (Low)	2	Unlikely	
	Rare	1	1 (Low)	3 (Low)	5 (Medium)	7 (Medium)	7 (Medium)	5 (Medium)	3 (Low)	1 (Low)	1	Rare	
			1	3	5	7	7	5	3	1			
			Minor	Moderate	Major	Critical	Exceptional	Significant	Modest	Slight			

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Threat Level	Opportunity Level	Level of Risk	Actions Required
1-4	1-4	Low	May not need any further action / monitor at the Service level.
5-12	5-12	Medium	Action required, manage and monitor at the Directorate level.
14-21	14-21	High	Must be addressed - if Directorate level consider escalating to the Corporate Risk Report, if Corporate consider escalating to the Cabinet Lead.
28	28	Critical / Significant	Action required - escalate if a Directorate level risk, escalate to the Corporate Level, if Corporate bring to the attention of the Cabinet Lead to confirm action to be taken.

Current and Tolerance risk ratings: The ‘Current’ risk rating for both threats and opportunities refer to the current level of risk taking into account any strategies to manage risk - management actions, controls and fall back plans already in place. The ‘Tolerance’ rating represents what is deemed to be a realistic level of risk to be achieved once additional actions have been put in place. On some occasions the aim will be to contain the level of the risk at the current level.

Positive Risks (Opportunities): Where the risk is an opportunity, a cost benefit analysis is required to determine whether the opportunity is worth pursuing, guided by the score for the matrix, e.g. an opportunity with a score of 28 would be pursued as it would offer considerable benefits for little risk.

LIKELIHOOD AND IMPACT RISK RATING SCORING

Likelihood Guidance

Likelihood	Likelihood Ratings 1 to 4			
	1	2	3	4
Description	Might happen on rare occasions.	Will possibly happen, possibly on several occasions.	Will probably happen, possibly at regular intervals.	Likely to happen, possibly frequently.
Numerical Likelihood	Less than 10%	Less than 50%	50% or more	75% or more

Severity of Impact Guidance (Risk to be assessed against all of the Categories, and the highest score used in the matrix).

Impact Category	Impact Levels 1 to 7			
	1	3	5	7
Service provision	Very limited effect (positive or negative) on service provision. Impact can be managed within normal working arrangements.	Noticeable and significant effect (positive or negative) on service provision. Effect may require some additional resource, but manageable in a reasonable time frame.	Severe effect on service provision or a Corporate Strategic Plan priority area. Effect may require considerable /additional resource but will not require a major strategy change.	Extremely severe service disruption. Significant customer opposition. Legal action. Effect could not be managed within a reasonable time frame or by a short-term allocation of resources and may require major strategy changes. The Council risks 'special measures'. Officer / Member forced to resign.
Communities	Minimal impact on community.	Noticeable (positive or negative) impact on the community or a more manageable impact on a smaller number of vulnerable groups / individuals which is not likely to last more than six months.	A more severe but manageable impact (positive or negative) on a significant number of vulnerable groups / individuals which is not likely to last more than twelve months.	A lasting and noticeable impact on a significant number of vulnerable groups / individuals.
Environmental	No effect (positive or negative) on the natural and built environment.	Short term effect (positive or negative) on the natural and or built environment.	Serious local discharge of pollutant or source of community annoyance that requires remedial action.	Lasting effect on the natural and or built environment.
Financial Loss / Gain	Under £0.5m	Between £0.5m - £3m	Between £3m - £5m	More than £5m
Fraud & Corruption Loss	Under £50k	Between £50k - £100k	Between £100k - £1m	More than £1m
Legal	No significant legal implications or action is anticipated.	Tribunal / BCC legal team involvement required (potential for claim).	Criminal prosecution anticipated and / or civil litigation.	Criminal prosecution anticipated and or civil litigation (> 1 person).
Personal Safety	Minor injury to citizens or colleagues.	Significant injury or ill health of citizens or colleagues causing short-term disability / absence from work.	Major injury or ill health of citizens or colleagues may result in. long term disability / absence from work.	Death of citizen(s) or colleague(s). Significant long-term disability / absence from work.
Programme / Project Management (Including developing commercial enterprises)	Minor delays and/or budget overspend but can be brought back on schedule with this project stage. No threat to delivery of the project on time and to budget and no threat to identified benefits / outcomes.	Slippage causes significant delay to delivery of key project milestones, and/or budget overspends. No threat to overall delivery of the project and the identified benefits / outcomes.	Slippage causes significant delay to delivery of key project milestones; and/or major budget overspends. Major threat to delivery of the project on time and to budget, and achievement of one or more benefits / outcomes.	Significant issues threaten delivery of the entire project. Could lead to project being cancelled or put on hold.
Reputation	Minimal and transient loss of public or partner trust. Contained within the individual service.	Significant public or partner interest although limited potential for enhancement of, or damage to, reputation. Dissatisfaction reported through council complaints procedure but contained within the council. Local MP involvement. Some local media/social media interest.	Serious potential for enhancement of, or damage to, reputation and the willingness of other parties to collaborate or do business with the council. Dissatisfaction regularly reported through council complaints procedure. Higher levels of local or national interest. Higher levels of local media / social media interest.	Highly significant potential for enhancement of, or damage to, reputation and the willingness of other parties to collaborate or do business with the council. Intense local, national and potentially international media attention. Viral social media or online pick-up. Public enquiry or poor external assessor report.

Bristol City Council Equality Impact Assessment Form

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



Name of proposal	Transfer of Cleaning & Security staff to Bristol Waste Company
Directorate and Service Area	Resources; Facilities Management
Name of Lead Officer	David Martin

Step 1: What is the proposal?

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

1.1 What is the proposal?
To transfer Cleaning & Security staff from the Council to Bristol Waste Company, which is wholly-owned by BCC.

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?					
Data is from iTrent. Significant over-representation is as follows and highlighted in the tables below:					
<ul style="list-style-type: none"> • Black African and White, Caribbean, Other African, Other Black Background and Somali • Those aged 65+ • Men • Other religion/belief • Other sexual orientation 					
			BCC Workforce		
Disability	Headcount	%	Headcount	%	
Communication		0 0.00%	1	0.02%	
Development		0 0.00%	1	0.02%	

Hearing	0	0.00%	39	0.71%
Impairment memory / concentration or ability to understand	0	0.00%	1	0.02%
Learning	0	0.00%	51	0.93%
Long-term illness or health condition	2	1.12%	128	2.34%
Mental ill health	1	0.56%	51	0.93%
Mobility or physical	0	0.00%	61	1.11%
Other	5	2.79%	184	3.36%
Visual	0	0.00%	8	0.15%
No - I am not disabled	171	95.53%	4955	90.42%
Unknown	36		1157	
Grand Total	215	100.00%	6637	100.00%

			BCC Workforce	
Ethnicity	Headcount	%	Headcount	%
Arabic	0	0.00%	2	0.03%
Asian and White	0	0.00%	36	0.60%
Bangladeshi	0	0.00%	10	0.17%
Black African and White	2	1.16%	30	0.50%
Black Caribbean and White	2	1.16%	75	1.24%
Caribbean	15	8.67%	174	2.88%
Chinese	0	0.00%	18	0.30%
English/Welsh/Scottish/Northern Irish/British	102	58.96%	4909	81.37%
Gypsy/Roma/Traveller/Irish Traveller	0	0.00%	8	0.13%
Indian	0	0.00%	51	0.85%

Irish	2	1.16%	67	1.11%
Other African	20	11.56%	73	1.21%
Other Asian background	0	0.00%	31	0.51%
Other Black background	6	3.47%	102	1.69%
Other ethnic group	0	0.00%	26	0.43%
Other European	1	0.58%	36	0.60%
Other mixed ethnic background	1	0.58%	64	1.06%
Other White background	5	2.89%	236	3.91%
Pakistani	1	0.58%	43	0.71%
Somali	16	9.25%	42	0.70%
Unknown	42		604	
Grand Total	215	100.00%	6637	100.00%

BCC Workforce				
Age	Headcount	%	Headcount	%
16 to 24	3	1.40%	236	3.56%
25 to 34	24	11.16%	1228	18.50%
35 to 44	46	21.40%	1500	22.60%
45 to 54	64	29.77%	1838	27.69%
55 to 64	51	23.72%	1615	24.33%
65 plus	27	12.56%	220	3.31%
Unknown	0		0	
Grand Total	215	100.00%	6637	100.00%

			BCC Workforce	
Gender	Headcount	%	Headcount	%
Female		118 54.88%	3987	60.07%
Male		97 45.12%	2650	39.93%
Unspecified		0 0.00%	0	0.00%
Unknown		0	0	
Grand Total		215 100.00%	6637	100.00%

			BCC Workforce	
Religion/Belief	Headcount	%	Headcount	%
No religion or belief		40 32.00%	1801	39.13%
Christian		37 29.60%	1767	38.39%
Other religion or belief		48 38.40%	1035	22.49%
Unknown		90	2034	
Grand Total		215 100.00%	6637	100.00%

			BCC Workforce	
Sexual Orientation	Headcount	%	Headcount	%
Bisexual		3 2.73%	102	2.30%
Gay Man		0 0.00%	89	2.01%
Gay Woman/Lesbian		1 0.91%	79	1.78%
Heterosexual/Straight		104 94.55%	4140	93.33%
Other		2 1.82%	27	0.61%
Unknown		105	2201	
Grand Total		215 100.00%	6637	100.00%

	%	%
2.2 Who is missing? Are there any gaps in the data?		
Gaps are highlighted above. A data collection/reminder exercises is planned for 2020/21.		
2.3 How have we involved, or will we involve, communities and groups that could be affected?		
We started consultation with current staff and trade unions representatives on 10 th November. The consultation period is due to close on 10 th December.		

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?
Not directly, but indirectly, given the representation. Contractual terms and conditions (including pay and pension) are protected in law, and it would be unlawful for the new employer to seek to change these for any reason connected with the transfer unless they have a justifiable Economic, Technological or Organisational Reason for doing so. Non-contractual elements – such as HR policies – would change to those of the new employer, which may be more or less generous than those currently in place at BCC. For example, if the transfer were to go ahead and a current employee were to be offered a new or additional job with BWC then that would be on BWC rather BCC terms, where the pay may be more favourable but the pension may be less favourable than the BCC equivalent.
3.2 Can these impacts be mitigated or justified? If so, how?
Negotiations between BCC and BWC may secure greater protection of non-contractual terms, subject to this being affordable within the overall business case for the proposal.
3.3 Does the proposal create any benefits for people with protected characteristics?
Not directly, but indirectly, given the representation. As part of the BCC family, BWC is committed to diversity and fairness, and proposes to invest in the development of staff, including offering progression opportunities across its business, as well as updating the practices and equipment used to the benefit of both the Council as client and the employees providing the service.

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

BCC could seek to agree with BWC targets in relation to progression in line with workforce representation.
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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?
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To be completed following consultation
--

4.2 What actions have been identified going forward?
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To be completed following consultation
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4.3 How will the impact of your proposal and actions be measured moving forward?
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To be completed following consultation
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Service Director Sign-Off:	Equalities Officer Sign Off:
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David Martin	
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Equalities Officer Sign Off:

Helen Sinclair-Ross

Date:	Date:18/01/2021
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06/01/2021	
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Date:18/01/2021

Eco Impact Checklist

Title of report: Co Sourced Soft FM service delivery model				
Report author: David Martin				
Anticipated date of key decision- January 2021				
Summary of proposals: Essential repair and maintenance to prevent litigation and ensure the lower carbon operation of BCC estate				
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 +ve	There will be some vehicle emissions, but these will be reduced.	Electric vehicles will progressively replace conventional vehicles for service delivery to regional locations The service team will be aligned in accordance with regional service clusters to enable local travel using a walk-to-work and cycle-to-work ethos or other emission friendly methods such as vehicle sharing (if required). By example, this will greatly reduce the need to travel by car to work locations
Bristol's resilience to the effects of climate change?	Yes	+ve	Reduction of vehicle emissions Optimising the use of eco-friendly / sustainable consumable products for service delivery	See notes above A large number of the key service delivery equipment to be used will be eco-friendly. By example general vacuum cleaners are made from 75% recycled components. Re-cycled and nano-particle products will be employed in cleaning schedules. Digital service management technology is being introduced to reduce paper-based management tools, needs for service

				manuals etc..
Consumption of non-renewable resources?	Yes	+ve and -ve	<p>Some of solutions and products used in intensive or sanitised (deep cleans) are not likely to be re-used.</p> <p>Some of the new digital technology platforms such as smart phones and computers will be difficult to fully re-use.</p> <p>It is unlikely that cleaning equipment such as heavy-duty burnishing equipment will be fully renewable</p>	<p>An eco / sustainable product catalogue will be produced and this will be used at all times. Where this is not possible, products and / or equipment will be segregated for disposal by our integrated waste organisation, who will consider the best re-use / re-cycling routes.</p> <p>Where possible digital equipment / technology will be diverted into the BWC re-use scheme or disposal in accordance with WEEE methods. Waste management forms part of the integrated service package</p> <p>.</p>
Production, recycling or disposal of waste	Yes	+ve and -ve	<p>Management of general office and food waste waste streams.</p> <p>Management of feminine hygiene waste streams</p>	<p>All waste streams will be fully managed in accordance with regional and national regulations by our waste company, who form part of the integrated service solution. As such, all waste streams are optimised for re-use, re-cycling and minimum environmental impact</p> <p>Hazardous waste will be separated and disposed of correctly.</p>
The appearance of the city?	Yes	+ve	A positive and welcoming appearance of all facilities. Provision of safe and healthy workspaces	Performance service level agreements will be established to underpin both agile and positive service delivery levels that will contribute to the appearance and use of

				BCC facilities
Pollution to land, water, or air?	Yes	+ve	There are no extraordinary or foreseen environmental impacts to land, water or air	The integrated service operation will have a dedicated SHEQ manager / team and bespoke system that includes environmental impact awareness and management training. Current environmental controls and accreditations will be extended to include the soft FM activities, providing a focus for corporate compliancy and awareness in this area
Wildlife and habitats?	Yes	+ve and -ve	There are no extraordinary or foreseen impacts to wildlife and habitats. However, it is a requirement to provide pest control services for BCC facilities which may result in controlled considerations ie. bird nestings	All pest management control plans developed for the soft FM services will be considered for impact in this area, with appropriate management plans being agreed with controlling authorities prior to any control action being undertaken.
Consulted with: BCC Climate Change Team				
Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u>				
Checklist completed by:				
Name:			David Martin	
Dept.:			Facilities Management	
Extension:			74910	
Date:			22/12/2020	
Verified by Environmental Performance Team			Giles Liddell	

Appendix G

Co-Sourced Delivery of Cleaning and Security Services

Comparison of BCC 20/21 outturn position with BWC proposed annual contract price

	Bristol City Council	Bristol Waste Company				
	Outturn	Proposed				
	20/21	21/22	22/23	23/24	24/25	25/26
	£'000	£'000	£'000	£'000	£'000	£'000
Cleaning	3,121	3,274	3,134	3,054	2,976	2,900
Security and Cash in Transit	2,565	2,474	2,354	2,294	2,235	2,177
Total Direct Cost	5,686	5,748	5,488	5,348	5,211	5,078
Transitional adjustment		84	28			
Overheads	239	Incl in Direct Costs above				
Traded Services	47					
Total Costs	5,972	5,832	5,516	5,348	5,211	5,078
BWC variance to BCC 20/21 Outturn		21/22	22/23	23/24	24/25	25/26
		£'000	£'000	£'000	£'000	£'000
Cleaning		(153)	(13)	67	145	221
Security and Cash in Transit		92	212	272	331	388
Total Direct Cost Savings/(Pressure)		(61)	199	339	475	609
Overheads Savings /(Pressure)		202	258	286	286	286
Annual Savings /(Pressure)		141	457	625	761	895
Cumulative Savings		141	598	1,222	1,984	2,879

Overhead savings assumed

Overhead Category	Activity	Unit of Measure	Unit	Unit Cost £	Cost Per Annum £
HR	Employee and Resourcing Cycle and Payroll	BG8 incl. NI and Pension	20%	31,885	6,377
	HR Consultancy	BG12 incl. NI and Pension	20%	49,993	9,999
	Health and Safety Officer	BG12 incl. NI and Pension	10%	49,993	4,999
	Senior Management Overhead	TP2 incl. NI and Pension	15%	84,318	12,648
	Director Overhead	Director	4%	165,400	6,892
Finance	Financial Management / ad hoc Cash Counting	BG11 incl. NI and Pension	25%	45,719	11,430
IT	Equipment	9x Laptops	9	795	-
	Equipment	8x Workstations	8	1,000	-
	Equipment	10X I Phones	10	600	-
	Equipment	8X Basic Mobile	8	500	-
	Licencing	17x User	17	344.02	5,848
	Resourcing	Technical Support	5%	41,149	2,057
	Telecom	Call Charges	18	180	3,240
Admin Business Support	Admin and invoicing management	BG6 incl. NI and Pension	60%	25,941	15,564
	Admin and invoicing management	BG7 incl. NI and Pension	30%	27,602	8,281
Procurement	Contract tender exercises / management /DD	BG13 incl. NI and Pension	1.03	55,385	57,312
	Contract Advice	TP1 incl. NI and Pension	0.24	88,148	21,079
Legal				-	-
Premises Costs	Rent for unit 5 &6 at Brunel lock	Rent	1.00	39,532	39,532
	Rates payable on unit 5&6 at Brunel lock	NNDR	1.00	13,870	13,870
	Repair and maintenance of premises	G&M of unit 5&6 at brunel lock	1.00	6,440	6,440
	Utilities meter reading	Electricity	1.00	12,784	12,784
	Utilities meter reading	Water	1.00	918	918
Total Overhead costs					239,269

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 25 February 2021

TITLE	Re-procurement of Mobile Voice and Data Contract		
Ward(s)	None		
Author: Sharon Scull	Job title: Lead – Operational Procurement & Finance		
Cabinet lead: Cllr Craig Cheney	Executive Director lead: Mike Jackson		
Proposal origin: <i>BCC Staff</i>			
Decision maker: Cabinet Member Decision forum: <i>Cabinet</i>			
Purpose of Report: This report identifies the requirement to procure a contract for the supply of mobile devices and associated airtime used across BCC. Cabinet approves the award of a 2 +1 contract, through a Crown Commercial Service Framework (RM3808 – Network Services 2) for the supply of mobile devices and associated airtime and that authority to award the contract is delegated to Director – Digital Transformation. Cabinet approves a 3 month extension of the existing Mobile Voice and Data contract to allow time for the new tender process to be undertaken.			
Evidence Base: Mobile devices, such as mobile phones, tablets and specialist devices are used extensively across the BCC employee base; they are also used in remotely managed equipment such as parking controllers. Employees use mobile devices to support remote and agile working as well as providing emergency contact to colleagues, partner organisations and citizens. The continued growth and use of smartphone and tablet technology allows for access to email, calendars, Video Conferencing and line of business applications enabling increased productivity and improved service responses. Essentially these products now underpin the fundamental day to day operation of the Council and also in its response to Covid19. Our current contract expires March 2021 and we need to have a contract in place that will allow us to continue to use these devices, and also provision new devices moving forward. We are looking to have the flexibility within the contract to allow Council owned companies to join such as Bristol Waste and Hold Co etc., as well as traded services such as Trading with Schools (TwS), but that we will focus on Council requirements first and invite them to join in if they wish. Consideration will be given as to the preferred method to achieve this under Framework RM3808 (such as named third party or a ‘cluster’ buying approach which has considerations pertaining to who is the Data Controller etc.). In any eventuality, this would be on a fully cost-covered commercial basis including management overheads. We will also seek to ensure data plans enable continued flexible and agile working and enable continued move to staff working remotely and in citizen’s homes/partner locations. This will include considerations for reducing costs associated with data usage. We will also consider multi-operator plans (use any network or select which network), if feasible.			

The use of framework RM3808 – Network Services 2 provides a compliant route to market and we will use the opportunity within the framework to optimise connection types and tariffs to ensure best value with consideration given to a competitive approach.

Whilst longer contract periods are achievable, a limited contract period is advised to enable the council to continue to benefit from changes/opportunities in the vendor market.

The contract value has been calculated based on current maximum anticipated spend with headroom for shared services with Council-owned companies.

Cabinet Member / Officer Recommendations:

1. Approve the re-procurement of a compliant Mobile voice and data contract for a period of 2 +1 years at a cost up to £2m pa/£6m over the term of the contract
2. Authorise the Director – Digital Transformation in consultation with the Cabinet Member – Finance, Governance & Performance to take all steps necessary to procure and award the contract
3. Authorise the Director – Digital Transformation to agree a 3 month extension of the existing Mobile Voice and Data Contract at an estimated cost of £250k

Corporate Strategy alignment

The Corporate Strategy identifies a need to work with back office services to be a more effective and efficient council to achieve our priorities (p7). The resulting IT/Digital Strategy, and the use of effective mobile technology, is a core component of this, particularly contributing to two of the four Organisational Priorities outlined in the Corporate Strategy (p11):

1. Redesign the council to work effectively as a smaller organisation
2. Equip our colleagues to be as productive and efficient as possible

City Benefits:

There are no specific or direct benefits to the city and there are no identified equalities impacts. However, without the use of mobile devices the Council would be unable to deliver most services in an effective way.

Consultation Details:

Not applicable

Background Documents:

Cabinet approval document from January 2019

Revenue Cost	Up to £2m p.a/£6m over the 2+1 year term of the contract Up to £0.25m for 3 month extension	Source of Revenue Funding	Cost Centre 15131 and business specific cost centres (requests)
Capital Cost		Source of Capital Funding	
One off cost <input type="checkbox"/> Ongoing cost <input checked="" type="checkbox"/>		Saving Proposal <input type="checkbox"/> Income generation proposal <input type="checkbox"/>	

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

1. Finance Advice: This report requests approval to procure a contract for the supply of mobile devices and associated airtime on behalf of Bristol City Council.
 Cost centre 15131’s base budget at this time is confirmed as £1.846m p.a. gross spend.
 £250k p.a. of this is charged on across the organisation so that the net budget is currently £1.596m p.a.
 A new contract for up to £2m per annum would enable the service to procure an additional £154k per annum on

behalf of and to be recharged to Council owned companies.
 Since the existing contract expires 31/3/21 this report also requests first a 3 month extension at a gross cost of up to £0.25m to allow sufficient time to follow the procurement process necessary for a new contract.
 Thereafter the new contract would be effective from 1/7/21 for 2 years with the option to extend for an additional 1 year.
 The service is not expected to incur any pressure against its net £1.596m p.a. budget as a result of either the contract extension or the new contract.

Finance Business Partner: Jemma Prince, 03/12/2020

2. Legal Advice: Whenever the council procures goods or services where the value of the contract is over £189,330k, it must do so in compliance with The Public Contracts Regulations 2015 unless an exemption is available. The intention is to use an existing public procurement framework (most probably a CCS framework) to purchase goods and services. Use of CCS RM3808 framework provides a compliant procurement route for the purposes of the Regulations.

As noted this framework provides for 'cluster buying' arrangements with third parties, where the same contractual provisions (as the council) would be granted to each 'cluster member' (as third parties), and providing for separate invoicing provisions and data protection provisions i.e. each cluster member potentially acting as a data controller. However, the suitability of the framework call-off terms will need to be carefully considered by legal services and the information governance teams / data protection officers in due course.

Given the constraints on varying public framework agreements (particularly if a direct award procedure is used), careful consideration will also need to be given to whether the chosen framework can provide the desired flexibility without upfront commitments (ie at the point of signing the call-off) to invite the participation of third parties at a later date, in addition to whether such arrangements would be compliant with the public procurement rules. Where such approach is possible, bespoke terms may be required to supplement the call-off terms, potentially necessitating a further competition process, together with separate contracts / MOUs between BCC and its companies to address any risk retained by the council as the contracting party.

The choice of specific devices available under the framework will need to take into account equalities legislation and accessibility requirements. The equalities impact assessment should address this. No public consultation requirement arises in relation to this report.

Legal Team Leader: Eric Andrews, 03/12/2020

3. Implications on IT: The move to a new, more cost effective and flexible data provider will benefit the adoption of many aspects of the emerging Digital Transformation Strategy and drive usage of more mobile solutions. We wish to ensure we benefit from changes in the supplier/vendor market rather than maintain the current approach.

IT Team Leader: Simon Oliver, 19/11/2020

4. HR Advice: No HR implications evident

HR Partner: James Brereton, 19/11/2020

EDM Sign-off	Mike Jackson	09/12/2020
Cabinet Member sign-off	Cllr Craig Cheney	14/12/2020
For Key Decisions - Mayor's Office sign-off	Mayor	[date]

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 – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 25 February 2021

TITLE	Reboot West Phase 2 – Care Leaver project extension																
Ward(s)	Citywide																
Author: Jane Taylor	Job title: Head of Employment, Skills and Learning																
Cabinet lead: Cllr Anna Keen	Executive Director lead: Jacqui Jensen																
Proposal origin: BCC Staff																	
Decision maker: Officer																	
Decision forum: Officer Meeting																	
Purpose of Report:																	
<ol style="list-style-type: none"> 1. To inform Cabinet that Bristol City Council, in partnership with 1625 Independent People and South Gloucestershire, North Somerset and Bath and North East Somerset Councils have applied to WECA for £720K to extend the Reboot West project focussed on supporting care leavers across those local authorities into education, training and employment. 2. To outline the conditions and mechanism for payment of this additional funding to Bristol City Council as lead local authority, outline and gain agreement to accept this funding. 3. Confirm agreement to commit BCC in-kind resources to the partnership in order to meet the governance, monitoring and administration requirements of the WECA grant for Reboot West. 4. Outline arrangements to make savings and shift resource into a preventative Reboot model long term. 																	
Evidence Base:																	
<ol style="list-style-type: none"> 1. The current rate of Bristol care leavers aged 19-21 in education, training and employment, including those living away from Bristol, is 68%. Although this represents a strong and improving picture, there remains a significant gap when the rate of young people Not in Education, Employment and Training (NEET) or Not Known Bristol based children in care and care leavers aged 16/17 (27.4%) is compared to their same age peers (14.5%). 2. In early 2018, 1625ip and neighbouring authorities were successful in applying for a £2.1m 4-year innovative Social Impact Bond (SIB) programme, Reboot West, funded by the DfE. Reboot West provides long term support of at least 2 years, underpinned using Acceptance and Commitment Therapy techniques which help young people to explore their values and overcome barriers they face as a result of early trauma and attachment difficulties. The programme is now the highest performing SIB for care leavers in the UK. Reboot has been working with 242 care leavers who are NEET or at risk of NEET aged 16-25 years. Of those supported 141 care leavers are from Bristol, 35 BANES, 36 South Gloucestershire and 30 North Somerset. Reboot employment and education coaches have been building their caseloads steadily and by the end of March 2020, some strong EET outcomes had been achieved: <table border="1" style="width: 100%; border-collapse: collapse; margin-top: 10px;"> <thead> <tr> <th></th> <th style="text-align: center;">%</th> <th style="text-align: center;">Number of Young People</th> </tr> </thead> <tbody> <tr> <td>Total engaged</td> <td style="text-align: center;">100</td> <td style="text-align: center;">242</td> </tr> <tr> <td>Enter a course</td> <td style="text-align: center;">39%</td> <td style="text-align: center;">95</td> </tr> <tr> <td>Achieve at least a level 1 qualification</td> <td style="text-align: center;">12%</td> <td style="text-align: center;">29</td> </tr> <tr> <td>Enter employment</td> <td style="text-align: center;">37%</td> <td style="text-align: center;">89</td> </tr> </tbody> </table>				%	Number of Young People	Total engaged	100	242	Enter a course	39%	95	Achieve at least a level 1 qualification	12%	29	Enter employment	37%	89
	%	Number of Young People															
Total engaged	100	242															
Enter a course	39%	95															
Achieve at least a level 1 qualification	12%	29															
Enter employment	37%	89															
<ol style="list-style-type: none"> 3. An opportunity has arisen to apply to WECA for £720K for a Phase 2 project to reach an additional 170 care leavers. This second programme is being set up to achieve more sustainable system change by: 																	

- Developing a West of England Corporate Parenting Partnership and Care Leaver Offer / Charter that integrates the resources of the public, business and voluntary sectors.
 - Developing a detailed West of England care leaver career pathway framework from Year 6 through to sustained employment, including further skills development and progression support.
 - supporting care leavers to sustain employment and progress in their career pathway by ensuring ongoing support in employment, joint working with employers to meet both the employer's and the care leaver's needs.
 - Integrating existing specialist services as part of the new framework to support care leavers into employment and skills services at a local and West of England level.
 - sharing evidence-based approaches, including Acceptance and Commitment Therapy (ACT) with other employment and skills workstreams, focussing on motivating and supporting young people to access and sustain training and employment
 - gathering detailed monetised evidence of public sector savings that are achieved through a Reboot approach to sustain the preventative model within mainstream funding at the end of Phase 2.
4. At the WECA Committee on 9th October 2020, it was agreed that £720K will be made available for the Phase 2 project, subject to match funding being secured, and submission of a final detailed programme and monitoring and evaluation Plan. Match funding has been secured. This will allow the programme to continue at full capacity from 2021 until 2024 so that 170 additional care leavers can be recruited and supported. 1625ip have now secured the necessary match funding (details will be confirmed at the Cabinet meeting by which time the funding agreement for the match funding will be in place).

Officer Recommendations:

That Cabinet:

1. Approve, subject to meeting the requirements of the WECA Committee, the acceptance of £720,000 of WECA funding to extend the Reboot West project until 2024.
2. Authorise the Executive Director People in consultation with the Cabinet Member to take all steps to enter into a grant agreement and partnership agreements to extend the Reboot project.
3. Approve an update to the partnership agreement between Bristol, South Gloucestershire, North Somerset and Bath and North East Somerset councils, including sharing the administration and legal costs of establishing Phase 2 of Reboot West.
4. Approve the extension of the partnership arrangements outlined in Appendix A1 with/on behalf of the three participating local authorities to deliver the proposal to support an increased proportion of care leavers into education, employment and training.
5. Approve engagement with wider public sector partners and obtain monetised evidence during this Phase 2 project in order to make savings and shift resource into a preventative Reboot model from 2024 onwards.

Corporate Strategy alignment: This proposal is supported by the Council's overarching [Corporate Strategy 2018-23](#), in particular, the 'Wellbeing' and 'Empowering and Caring' themes and the key commitment to be 'great corporate parents and safeguard children and vulnerable adults, protecting them from exploitation or harm'. In addition, this will help us to fulfil our Vision in the Bristol Corporate Parenting Strategy as below:

"Bristol is committed to being an effective, caring, and ambitious corporate parent. Children and young people are at the heart of everything we do. We will do everything we can to make sure those children in our care and care leavers are set up for life. We will care about children in care and care leavers and not just for them and will ensure the same standard of care as any good parent. This means we have high aspirations for our children and will be strong advocates for them. We will do everything we can to equip the children and young people in our care and care leavers with the skills needed to live a fulfilling, successful, and rewarding life."

City Benefits: This proposal outlines how we will improve outcomes for and meet our duties regarding children in care and care leavers, two of the most vulnerable groups in the City. In 2017 the Children and Social Work Act introduced a set of Corporate Parenting Principles for our children in care and care leavers up to the age of 25 that underpin everything we must do, including:

- Promote high aspirations, and seek to secure the best outcomes, for our children and young people.
- Be safe, have stability in their home lives, relationships and education or work
- Prepare our children and young people for adulthood and independent living.

This proposal will very much assist the City to achieve it's legal duties to our Children in Care and Care leavers but perhaps more importantly provides individual specialist support so that our young people can recover from their trauma, play a meaningful part in Bristol society, be happy and fulfilled and lead lives that you would want for your own child and that we and they can be super proud of.

Consultation Details: This proposal has been developed in partnership with 1625ip in discussion with service leaders in Children in Care/Care Leaving and Employment, Skills and Learning Services in Bristol City Council and in partner local authorities. The final business case for the second phase project was approved by the meeting of the WECA Joint Committee on 9 October 2020, subject to three conditions: securing the match funding; finalising a monitoring and evaluation plan; providing a detailed programme (see Appendix 1.3 Investment Fund – Record of Decision Form).

Background Documents:

1. Reboot West Phase 2 Business Case
2. Section 151 Letter
3. Investment Fund – Record of Decision

Revenue Cost	£1.2m	Source of Revenue Funding	WECA £720K Match funding secured by 1625ip £480K
Capital Cost	£Nil	Source of Capital Funding	N/A
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input checked="" type="checkbox"/>

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

1. Finance Advice: This project will be 100% grant funded. This report concerns £720K of the funding in the form of a bid to WECA. The match funding has now been secured by 1625ip and the project is due to commence in April 2021. There is no call on funding from the council apart from in the form of in-kind resource for monitoring and administration. This is the second phase of the Reboot project and the first phase was also 100% grant funded, in order to make this work sustainable in the longer term we will need to work with the delivery provider to identify and define cashable savings arising from the improved outcomes and work with those agencies making these savings to provide funding to continue this work.

Finance Business Partner: Graham Booth – Finance Manager – Children & Education. 8 October 2020

2. Legal Advice:

Provided the agreement is a grant agreement and not a contract for services, it will not need to be procured in compliance with the Public Contracts Regulations 2015. Client officers will need to seek legal assistance to ensure the agreement is a grant agreement.

The grant funding must be allocated in accordance with the grant conditions. When spending the grant, 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 advice should in relation to any state aid implications.

Legal Team Leader: Husinara Jones, Team Leader/Solicitor, 6 October 2020

3. Legal Advice: Implications on IT:

No anticipated impact to IT Services

IT Team Leader: Simon Oliver, Director, Digital Transformation, 6th October 2020

4. HR Advice: The reports current proposals do not have any HR implications for Bristol City Council employees.

HR Partner: Lorna Laing, 8th October 2020

EDM Sign-off	Dr Jacqui Jensen	13 th January 2021
Cabinet Member sign-off	Cllr Anna Keen	18 th January 2021
For Key Decisions - Mayor's Office sign-off	Mayor's Office	27 th January 2021

Appendix A – Further essential background / detail on the proposal A1: Reboot 2 WECA Proposal (Redacted); A2: Section 151 Letter; A3: Investment Fund – Record of Decision	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

Please note this document replaces the previous Outline Business Case template and should be used for all non-transport Outline and Full Business Cases. Please also consider the accompanying Business Case Guidance

Expectations at Outline and Full Business Case

Outline Business Case – this will confirm the strategic context, make a robust case for change and identify the preferred option for delivery from a shortlist of options considered based upon how well it meets scheme objectives.

Full Business Case – the project should be developed to a level where it is capable of being given final approval, including detailed design and having secured all necessary powers, consents and land to enable the delivery of the scheme.

Transport Schemes

Please note that submissions for transport schemes at Outline and Full Business Case should use the template and approach provided in [DfT guidance](#).

A local guidance note has been produced to help promoters which sets out WECA expectations. This is available [here](#) and a summary is provided [here](#)

For these purposes a transport scheme is one that significantly changes the transport network infrastructure, whatever its objectives.

A letter from the Chief Finance Officer/Council S151 Officer in the form of that provided in WECA's guidance should be provided.

Land Acquisition Fund

Please have particular regard to the specific requirements in sections 2.1 & 4.2

West of England

Full Business Case

Scheme: Reboot West Social Impact Bond for Care Leavers in the West of England

		Originated	Reviewed	Authorised	Date
1	Version 1.0				
2					
3					
4					

5					
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Executive Summary

[Indicative 400 words].

There are 826 care leavers in the West of England area aged 21 and under (104 in BANES, 424 in Bristol, 138 in N. Somerset and 160 in S. Glos). Of these 37% are NEET (2019 National Care Leaver data).

100% have emotional and wellbeing needs associated with trauma, disrupted attachments, instability and change. Furthermore:

- 85% have no qualifications or below Level 2
- 44% have identified and specific mental health problems
- 21% are pregnant/young parent.
- 13% have Learning Disabilities and 5% have other Disabilities.

Care leavers often report feeling isolated, excluded and poorly prepared for a life of work. Many are in need of intensive, psychologically informed support to develop the resilience and self-efficacy needed to be able to access and sustain education, employment and training (EET).

The WECA Employment and Skills plan identifies NEET levels in parts of the area and for SEND and Children in Care/Care Leavers as a weakness that needs to be addressed. There are also a number of associated threats – for example: growing inequalities and poverty; exclusion acting as a drag on productivity; rising welfare costs; demands on the public purse and the disproportionate impact of Covid-19 on employment, training and education opportunities for young people – with young people twice as likely as adults to have lost their job or been furloughed (Resolution Foundation, 2020)

Good quality relationships and sustainable networks of support are critical to success and within our communities there is a need for collective leadership focussed on shared priorities - harnessing the expertise and resources across all levels of government and all sectors.

The Reboot West programme has been developed by 1625 Independent People with ongoing input from care leavers and 4 local authorities on how best to achieve the policy intentions set out in the Government paper Keep On Caring in July 2016.

The Reboot programme started in August 2018, funded for four years by the Department for

Education (DfE) on a “payment-by-results” contract with a total value of £2.1M.

The Payment by Results contract involves a Social Impact Bond (SIB), a mechanism that seeks to improve the outcomes of publicly funded services by making the release of funding conditional on achieving results. Upfront investment in the delivery and management of the project by 1625 Independent People is provided by the social investor, Bridges Fund Management. Bridges then receive payments based on the results achieved by the project. Rather than focusing on inputs or outputs, SIBs are based on achieving defined and measurable social ‘outcomes’. The commissioner only pays out for the specific and measurable outcomes that are achieved.

The programme is now the highest performing Social Impact Bond for care leavers in the UK. Reboot has been working with 242 care leavers who are NEET or at risk of NEET aged 16-25 years. Of those supported 141 care leavers were from Bristol, 35 from BANES, 36 from South Gloucestershire and 30 from North Somerset.

The project supports the West of England Combined Authority’s vision for our region to be a place where everyone has the opportunity to reach their potential and where prosperity delivers for all. A shared strategic objective is to develop innovative ways to provide local people with appropriate support to unlock their career potential and thrive in a modern economy.

The project provides an opportunity to showcase nationally how national, regional and local government can work together to ensure that the most disadvantaged young people can access and sustain education, training and paid employment.

Reboot West aims to bring central government investment and additional resources to the West of England to build on what works, expand a successful programme to reach more care leavers, and accelerate outcomes and impact.

1 Strategic Case

1.1 Project Description

[Indicative 300 words]

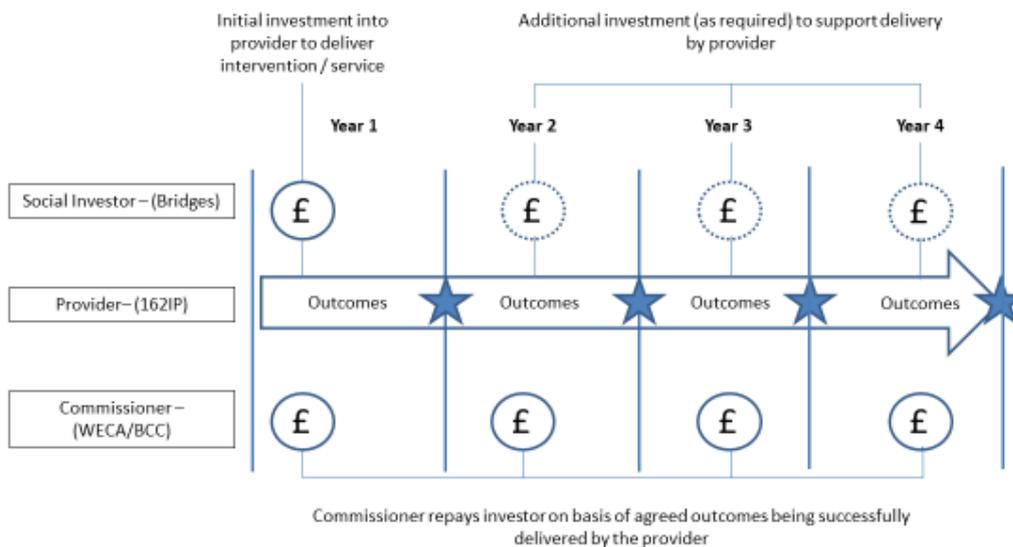
The Reboot West programme specifically supports young people leaving care to access and sustain education, training and paid employment, supported by Coaches offering long term support of at least two years.

The **Reboot West** programme is a partnership between:

- 1625 Independent People;
- Four LAs (Bristol, South Gloucestershire, BANES and North Somerset);
- A Social Investor, Bridges Fund Management.

Reboot West (Phase 1) is currently supporting 242 care leavers in the West of England to secure and sustain jobs, training and education. Reboot West has been supported by the Regional and Bristol Mayors and leaders of all four WoE local authorities.

The relationship between the Bridges (Social Investor), 1625ip (Provider) and Commissioner (BCC on behalf of West of England LAs) is explained in the diagrams below:



Extension of the existing project to reach an additional 170 care leavers brings significant added value as the programme is already being delivered at full capacity - with an existing highly skilled and experienced staff team, partnerships, data sharing and protocols in place. A training programme for training providers and employers is also well developed. The additional care leavers will be identified and referred between January and July 2021 using existing DfE funding so that WECA resources are focussed fully on delivering the necessary support to the new cohort of care leavers. As a result of these factors a range of cost savings are possible bringing significant added value.

Reboot West provides long term support of at least 2 years enabling young care leavers who lack family support to remain motivated and manage their finances as they navigate the challenging journey from being unemployed into sustained, quality jobs through which they can reach their potential.

Reboot West will play a vital role in the West of England in ensuring that the most vulnerable and disadvantaged are able to access employment and training, and that the opportunities offered are of a quality that enables young people to develop their skills, equip them for the future and enable sustained employment outcomes for the benefit of employers and employees.

DfE funding for the first phase of Reboot West was provided through the DfE's Social Care Innovation Programme. Reboot West was one of 3 time-limited Social Impact Bonds selected nationally to develop innovative approaches that could be shared and replicated to improve employment and education for young people leaving care. The funding period for delivery was limited to 2018 - 2022. DfE funding is intended to provide long term support of up to 4 years, as DfE recognised that long-term support was key to success for young people leaving care. As a result, the funding agreement with DfE does not allow Reboot West to take on any further care leavers and the cohort is now closed to new referrals. Funding for Phase 1 will continue as planned until 2022 and the programme has been performing ahead of target from the start.

The financial and staffing model for the current DfE funding assumes that the staffing resource will taper down from 2021 as outcomes are achieved. The new funding for Phase 2 will allow the programme to continue at full capacity 2021 until 2024 so that 170 additional care leavers can be recruited and supported. For this next extension of Reboot, due to the success of the first phase project to date, there is now potential match funding through either DCMS or DfE. Discussions are underway at a senior level to identify the most appropriate funding route.

Lasting for a further 3 years 9 months (2021-24), the total value of the next phase of the project (Phase 2) is £1.2m, of which we are seeking 40% from central government through the current application to the Life Chances Fund (Department for Culture, Media and Sport) or other match funding and 60% through Regional funding.

The project aims to establish a sustainable model of support which can continue long-term across the West of England LEP area for care leavers and other young people who are currently struggling to access education, training and employment.

1.2 Project Objectives and Case for Change

[Indicative 250 words]

The Project Objectives are:

- To achieve an increase in the number of care leavers (CLs) in the West of England who enter and sustain education, training and employment, and ensure care leavers are more resilient and aware of employment and skills opportunities when they move on from the support systems available to care leavers;

- To establish collective leadership across the West of England, enabling care leavers to achieve their potential and contribute to a skilled workforce;
- To establish a group of supportive employers, recruiters and training organisations in the region who are aware of the contribution that care leavers can make to their organisations and deliver inclusive recruitment and supportive work experience, training and jobs.

The **case for change** is:

- That the levels of NEET care leavers in the West of England are 39% and this is identified as a weakness that needs to be addressed in the WECA Employment and Skills plan;
- The West of England has an opportunity to attract £480,000 in match funding to expand a successful, evidence-based programme using a Social Impact Bond to finance improved outcomes for care leavers;
- Investment will enable Reboot West to further improve results for care leavers by refining this evidence-based model and enabling better links with employment, education and training (EET) provision;
- Investment will enable long term sustainment of employment through a more integrated approach with the WECA employment system;
- Integration of Reboot West into the employment and skills provision provides an opportunity to broaden the implementation of effective practice in supporting a young people into EET.

1.3 Rationale for Public Intervention

[Indicative 250 words]

The levels of NEET care leavers nationally and regionally remains unacceptably high. A regional approach to enable care leavers to access and maintain education, employment and training (EET) is a significant factor in enabling their active participation in the economy and in society more widely.

Care leavers are young people aged between 16 and 25 years who have moved on from their foster or other care placement and to whom the local authority owes a range of duties under the Children Act 1989, Children (Leaving Care) Act 2000) and Children and Social Work Act 2017. The Children and Social Work Act 2017 aims to ensure that “looked after children and care leavers ... are not placed at significant disadvantage when compared with the support a non-looked after child or young person may receive from their family.”

However, regionally and nationally care leavers are overrepresented in a number of vulnerable populations, including the unemployed. While the corporate parenting principles

apply to local authorities, the DfE acknowledges that, in terms of the additional support for care leavers as they make the transition to adulthood, “we do not expect local authorities to do it all on their own”, and that it wants “government departments and their agencies, relevant partners, charities and private sector organisations to play their part as part of a wider corporate parenting family”. To this end, the DfE introduced a ‘care leaver covenant’ to enable organisations to make commitments to care leavers within the spirit of the corporate parenting principles in a way that is most appropriate to them.

Reboot West activity complements the support provided by LA’s under their statutory duties. This is additional support that does not replace existing statutory services. Through co-location of Reboot West with LA Leaving Care Teams, and joint strategic leadership, Reboot West works in a highly effective and joined up way alongside services offered under existing statutory duties and the support already available to care leavers.

Care leavers bring diversity to the workplace and this is key to maximising productivity and overall business success, with employers that focus on diversity 36% more likely to have financial returns that are above average for their industry. Diversity brings a broad range of experience, skills and backgrounds which have a positive impact, and those employers that demonstrate themselves as inclusive and forward-thinking are known to attract a wider talent pool.

1.4 State Aid Considerations

[Indicative 250 words]

Expert advice has been taken from the Bristol City Council legal team and submitted with this application. We have been advised that there will be no State Aid issues.

1.5 Strategic Fit

[Indicative 300 words]

The WECA Industrial Strategy outlines an aspiration to achieve inclusive growth by enabling as many people as possible to contribute and benefit from economic growth. This ambition is also covered by strategic objectives in the WECA Employment and Skills Plan, including:

- SO2: Enabling all young people to achieve their potential
- SO3: Supporting everyone who is able to work by helping to address their barriers to employment and progression
- SO5: Ensuring employers are able to recruit and retain the diverse skills and talent they need to thrive from within and beyond the region

For employers in the West of England, skills shortages have an impact on the productivity and growth potential, therefore the evidence points to a need for interventions to a) develop the skills of people in lower skilled occupations and b) develop a pipeline of talent to supply our innovative, high skilled economy.

The WECA Employment and Skills plan identifies NEET levels in parts of the area and for SEND and Children in Care/Care Leavers as a weakness that needs to be addressed. There are also a number of associated threats – for example: growing inequalities and poverty; exclusion acting as a drag on productivity; rising welfare costs and demands on the public purse. The identified opportunities point to a need for high quality employment and skills provision through scaling up, co-design and service integration.

The Children and Social Work Act 2017 introduced key corporate parenting principles for local authorities including the duty to promote high aspirations and seek to secure the best outcomes for looked after children. The DfE acknowledged the critical role of all government departments and their agencies as part of a wider “corporate parenting family”. In 2017, the Learning and Work Institute published their report: ‘Localised approaches to supporting care leavers’ which reported strong justification for developing integrated local approaches to supporting care leavers, recognising that the nature and scale of challenges faced by care leavers means it is difficult for them to be tackled by local authorities alone. The report highlights that *‘This is even more vital in the context of devolution and combined local authorities, which create opportunities for local areas to learn from effective and integrated approaches to supporting care leavers’*.

The project will work closely with Virtual Schools and school-based Careers Coaches prior to entry into the programme, and onward support including joint working with Future Bright.

Reboot West will be integrated with WECA’s [Workforce for the Future](#) programme so care leavers contribute to the development of the workforce and bring their skills, talents, resilience and experience to shape the developing economy.

The four participating local authorities and 1625ip will work in close partnership to ensure that young care leavers who are Disabled (including those with Learning Difficulties) will be referred and supported through the most appropriate programme – including **WE Work for Everyone**, Reboot and a range of other employment and skills services that are delivered locally.

There is a strong link with the West of England’s **Realising Talent** work with pre-NEETS who are in care and at high risk of being NEET. For example, we will identify those young people who will benefit from more sustained and longer term relationship based support. There will be effective referral and handholding to ensure these young people are not dropped and can achieve a smooth transition into Reboot.

1.6 Options Appraisal

[Indicative 400 words]

	Pros	Cons
<p>Option 1</p> <p>Extending and improving on current Reboot West model</p>	<p>Builds on an established evidenced based local model</p> <p>Outcome based model and funding – with all financial risk held by the social investor</p> <p>Significant VFM benefits of continuing a highly successful existing programme with high quality staff and partnerships.</p> <p>Provision of longer-term relationship based support to access and sustain employment and education, offering a career pathway for care leavers including strong links with pre-16 support and in work progression support;</p> <p>Provides opportunity to share effective approaches to achieve improved inclusion and diversity by employers and training providers</p> <p>Opportunity to improve alignment across care leaver and employment and skills services</p>	<p>Long term relationship support is more resource intensive and has a higher unit cost</p> <p>Complexity and cost of joining up local services and delivering a collaborative programme across four local authorities</p>
<p>Option 2</p> <p>Low Intensity Model – through local advice services and sign posting</p>	<p>This model would involve lower cost</p> <p>Some improved alignment across care leaver and employment and skills services</p>	<p>Referral model without relationship support is less likely to achieve successful EET outcomes for care leavers</p> <p>Higher financial risk and social investors will lack confidence in achievement of project outcomes</p> <p>This model would not significantly add value to existing statutory services and approaches</p> <p>This approach loses the benefit of a</p>

		West of England partnership approach
Option 3 Do Nothing	No cost WECA could invest funding in other priority areas	Due to lack of support and disengagement of young people, West of England care leaver NEET and Not Known figures would increase Local authorities potentially fail in statutory duties LA/WECA not able to leverage match funding into the West of England The expertise of the Reboot team would be lost to the region and would not benefit the wider employment and skills system

Central, regional and local government recognise that longer term relationship-based work is key to success when supporting care leavers into work, and the benefit of planned longer-term support in addressing other underlying issues is recognised by all regional stakeholders. All partners recognise the critical importance, to young people and employers, of continuing, consistent support once young people access employment and education, and of support with progression. An advice and signposting service would not achieve the sustainable employment, training and education outcomes that Reboot West has achieved.

1.7 Environmental Sustainability and Climate Action Considerations

[Indicative 500 words]

The Reboot project recognises that sustainable development is key to the project’s social and environmental responsibility as well as its economic performance. The project is committed to promoting sustainable development whilst delivering WECA activity and working with all partners to support sustainable development.

This Sustainable Development Policy has been produced to ensure that the Reboot project uses its influence and powers to enable all stakeholders involved in the project to improve the local environment. The project will act responsibly, consider the wider implications of its actions, and strive to have a positive impact on the world.

The delivery partner, 1625ip will have a Sustainable Development Policy in place, in addition to following the project’s own sustainable development procedures. As a minimum, the policy will ensure the following:

- Inclusion of non-traditional learning environments (non-classroom based, distance, online, using technology in non-traditional ways) - taking into account what is effective for care leavers.
- Opportunities for care leavers to access education and training that meets the needs of care leavers and the local labour market in each Local Authority area. This will also contribute to reducing the environmental impact of the programme through reducing the requirement for participants to travel.
- Have in place sustainable / green environmental management systems or be working towards having these in place.
- Manage risks and reduce environmental impacts in energy, travel, pollution and waste as a minimum.
- Use resources efficiently, and work with their suppliers to reduce the impact of the goods and services they purchase.
- Continually improve performance to protect the environment.
- Support and implement recycling initiatives.
- Nominate a Sustainable Development Champion for the project who will work with and share effective practice with other sub-contractors' / partners' SD champions, and report back on progress and activities to the Steering Group.
- Training in sustainable development

1.8 Equality and Diversity Impact Assessment

[Indicative 250 words]

As the Lead Accountable Body, Bristol City Council (BCC) will ensure that all organisations and individuals involved in the project meet the council's equality and inclusion strategy and to share best and effective practice.

Working with the three other local authorities involved in the project, BCC will ensure that the other local authorities also meet both their statutory equality and diversity requirements as well as meeting the equality and diversity requirements and objectives of the project.

BCC's 'Equality and Inclusion Strategy' 2018 – 2023 will initially form the basis of embedding a strategy and implementation plan across the project. The project will have a full Equalities Impact Assessment undertaken prior to the project starting.

The delivery partner, 1625ip, is a signatory to the BCC Equality Charter and has a comprehensive Equality and Diversity Policy updated in January 2019.

Reboot is specifically for care leavers, aged 16-25 years. Nationally care leavers are over-represented in a number of vulnerable groups including the unemployed. Aggregated data from the four LAs shows:

- 100% have emotional and wellbeing needs associated with trauma, disrupted attachments, instability and change.
- 44% have identified and specific mental health difficulties
- 21% have substance misuse needs
- 19% involved in offending
- 21% are pregnant/young parent
- 13% have Learning Disabilities
- 5% have other Disabilities

It is not envisaged that there will be an adverse impact on people with protected characteristics as the service is designed to engage and improve outcomes for all care leavers and eligible care leavers aged 16 to 25 who are NEET or at risk of NEET. Furthermore, the cohort of care leavers currently participating in the current Reboot programme indicates the referral route and engagement is inclusive and reflects the diversity of the local care population:

- 42% have a disability (including Learning Disability and mental health needs)
- 45% female, 55% male
- 67% White British, 28% BAME
- 11% LGBTQ, 80% heterosexual

Recent analysis of Reboot outcomes data indicates that females and males are achieving outcomes equally and that BAME young people are achieving better work and education outcomes than the cohort as a whole.

2 Economic Case

2.1 Economic Appraisal

[Indicative 650 words]

There are currently 826 care leavers in the West of England and programme targets those who are NEET or most at risk of being NEET. The first phase project, Reboot is working with 242 care leavers – which represents 30% of the West of England care leavers. The second cohort of 170 young people represents a further 20.5%. The number of 170 starts has been

chosen so that the project works at maximum capacity and, within the available resources, both funding and staffing, to meet identified need identified across the four local authorities.

170 starts involves initial contact and extensive assessments over the first month – it is anticipated that there will be maximum 10% drop out, with at least 153 continuing to receive ongoing support from the programme – this has been calculated on the basis of the results from the first programme for which the attrition rate is less than 10%.

The anticipated breakdown of the programme’s start demographics are below (based on Reboot Phase 1 cohort):

Overview	Number	%
Programme starts	170	
Male starts (55%)	94	55%
Female starts (45%)	77	45%
Demographic breakdown of starts		
Unemployed, including long term unemployed	102	60%
Economically inactive	5	3%
Participants from ethnic minorities (28%)	48	28%
Participants with disabilities	71	42%
Education level of starts	0	
No qualifications	22	13%
Below Level 1	31	18%
Level 1	46	27%
Level 2	60	35%
Level 3	9	5%
Above Level 3	3	2%

The Reboot West programme will deliver the following **medium to long-term outcomes**:

- An increase in the number of people care leavers in paid employment (this will include full-time and part-time, and self-employment)
- An increase in the number of apprenticeships and supported employment opportunities available and delivered to care leavers
- An increase in the number of care leavers engaged in education and achieving qualifications
- An improvement in the employability and functional skills of care leavers
- An increase in the number of work experience / placement opportunities available, and employers offering work experience placements to care leavers
- An increase in the stability and wellbeing of care leavers, including improved financial capability, stable accommodation, feeling safe and consistent relationships.

The Phase 2 targets are set out below and based on the outcomes achieved to date through Phase 1.

	Base targets	Stretch targets		
	%	Number	%	Number
Referral assumptions				
Referral numbers		170		170
Employment & Education Outcomes				
Enters programme and receives initial assessment	90%	153	90%	153
Receives assessment and review every 3 months		590		737
Begins education/training course	58%	79	58%	99
Completes 25% of course	57%	77	57%	97
Completes 50% of course	48%	65	48%	81
Obtains level 1 qualification	26%	35	26%	44
Obtains level 2 qualification	10%	13	10%	17
Obtains level 3 qualification	5%	6	5%	8
Begins University / Higher Education	2%	2	1%	3
Completes the 1st year of University / Higher Education	2%	2	1%	3
Completes the 2nd year of University / Higher Education	1%	1	1%	1
Obtains a Level 4, 5 or 6 qualification including University Degree	1%	1	1%	1
Enters work experience/ volunteering	7%	12	9%	16
Completes 1 week of work experience/volunteering	5%	8	6%	10
Completes 4 weeks of work experience/volunteering	3%	4	3%	5
Enters Employment	46%	70	51%	87
Earns the equivalent of 6.5 weeks x NLW x 16hrs	38%	58	43%	72
Earns an additional amount equivalent of 6.5 weeks x NLW x 18hrs	31%	47	35%	59
Earns an additional amount equivalent of 13 weeks x NLW x 20hrs	24%	36	26%	45
Earns an additional amount equivalent of 26 weeks x NLW x 24hrs	16%	24	18%	30
Stability & Wellbeing Outcomes				
Agrees education/ employment/ training is right for them		329		329
Managing accommodation and related costs effectively		329		329
Feels safe		329		329
Has at least one person providing a consistent relationship		329		329
Self-determining outcome (determined by the care leaver)		329		329

The use of a Social Impact Bond (SIB) to fund this project provides an opportunity for WECA to test the use of SIBs as a means of improving the outcomes of publicly funded services by making funding conditional on achieving results.

Rather than focusing on inputs or outputs, SIBs are based on achieving pre-defined and measurable social ‘outcomes’. The SIB financial mechanism and outcome framework aims to:

- Incentivise and reward positive outcomes;
- Support innovation and the adaptation of practice and services to ensure that positive outcomes are achieved;
- Embed active multi-stakeholder participation;
- Build the evidence base for interventions that work to support care leavers into education, employment and training; and
- Provide value for money.

The **medium and long-term impacts** of the project will be:

- A new West of England Corporate Parenting Partnership and Care Leaver Offer
- The establishment of a collaborative approach to supporting care leavers into education and employment in the West of England LEP area, working with the local authorities, existing WECA programmes, skills and training providers.
- A detailed and strong West of England care leaver career pathway framework linked to local and supportive training and employment opportunities.
- Care leavers achieve sustained employment and progress in their career pathway by ensuring a) ongoing support in employment and b) awareness of opportunities and support available when they move on from the support systems available to care leavers;
- Increased earnings – greater numbers of care leavers moving into paid employment, following identified career pathways and moving out of in work benefits.
- Increased qualifications and skills for care leavers so they are equipped to gain sustainable, well paid employment.

For applications through the Land Acquisition Fund please also complete the tables below

Additional homes enabled through this application

	20 /21	21/22	22/23	2324	Etc	Total
Number of homes delivered (completions)						

Of which Affordable Homes						
---------------------------	--	--	--	--	--	--

Accelerated delivery as a result of this application

	20/21	21/22	22/23	23/24	Etc	Total
Number of homes delivered (completions) – original programme						
Number of homes delivered (completions) – accelerated programme						
Number of homes accelerated per year						
Of which Affordable Homes						

2.2 Value for Money Statement

<i>Total project cost</i>	
<i>Grant sought (IF/EDF/LGF/RIF)</i>	
<i>Net Quantified Benefits</i>	<i>Jobs, GVA, Homes, Affordable Homes, CO2</i>
<i>VfM indicator*</i>	<i>Cost per job/home; GVA per £ spent</i>

** Benefit compared to total cost including match funding
 [Indicative 300 words]*

Please clearly set out any assumptions.

The Audit Commission (2010) put the cost of young people being NEET, ten years ago, at £56,000 in public finance costs over the working lifetime of the young person (e.g. cost to services and lost tax revenue) or, alternatively calculated, £104,000 in opportunity costs (e.g. loss of income to the economy and individuals). More recently the National Audit Office (Care leavers' transition to adulthood, 2015) puts the lifetime cost nationally of 19-year-old NEET care leavers at around £240 million (or £150 million more than if they had the same NEET rate as other 19-year-olds).

Using the the Audit Commission's calculation of £56,000 for the lifetime saving from removal from NEET (per young person) there is a 2.4:1 saving based on the following assumptions:

- 87 young people move into employment
- An allowance of 10% for the number who would have done so without the intervention
- The impact of the interventions persists for two-thirds of the young people.

Particularly in light of Covid, it is now anticipated that NEET outcomes for care leavers would be significantly negatively impacted without the continued support of the Reboot programme working in partnership with WECA and the local authority teams.

A NEET unemployed young person living independently in unsupported accommodation costs £12,000 each year in Universal Credit and housing costs (based on Universal Credit and Local housing Allowance). For a care leaver requiring supported accommodation the cost is more than double at £26,000 per year (based on average cost of low-level supported accommodation). The average cost of supporting a young care leaver into education or employment through Reboot is £7,000 per young person (including match funding) - representing GVA savings of:

- £5,000 per year for each care leaver already living independently at the point of joining the programme
- £19,000 per year for a care leaver enabled through training and employment to move out of supported accommodation and into a job.

The greatest savings will be in reductions in longer term costs linked to over-representation of our Care Leavers in unemployment, prisons, homelessness and mental health services. Savings across a range of public purse budgets such as health and justice departments will be gathered during the evaluation and will form part of the Monitoring and Evaluation (M&E) plan. We will also include in the M&E plan monitoring the longevity of employment.

There is a significant Value for Money benefit in extending an existing and successful project that already has the foundation of experienced and skilled staffing, co-location in the four LA's and strong partnerships in place to commence delivery immediately. Identification and referral

of the new cohort of care leavers will commence using the Phase 1 funding from Department for Education at no cost to WECA.

3 Financial Case

3.1 Chief Financial Officer sign off

3.2 Scheme Cost

Costs for Project Development (if Outline Business Case)

Project development of Reboot Phase 2 will be delivered with current Reboot Phase 1 resources. There will be no additional costs.

Costs for Project Implementation

Revenue Elements

Project implementation and delivery costs will be paid entirely on a payment by results basis per outcome achieved up to the total payment cap of £1,200,000. The rates were determined by central government (Department for Education) and are set out here.

Rate Card – for outcomes/outputs	Total payment	WECA payment 60%	Match funding payment 40%
Enters programme and receives initial assessment	£330	£198	£132
Receives assessment and review every 3 months	£110	£66	£44
Begins education/training course	£220	£132	£88
Completes 25% of course	£220	£132	£88
Completes 50% of course	£220	£132	£88
Obtains level 1 qualification	£1,760	£1,056	£704
Obtains level 2 qualification	£4,730	£2,838	£1,892
Obtains level 3 qualification	£4,730	£2,838	£1,892
Begins University / Higher Education	£660	£396	£264
Completes the 1st year of University / Higher Education	£2,750	£1,650	£1,100
Completes the 2nd year of University / Higher Education	£2,750	£1,650	£1,100
Obtains a Level 4, Level 5 or Level 6 qualification including University Degree	£4,730	£2,838	£1,892
Enters work experience/ volunteering	£110	£66	£44

Completes 1 week of work experience/volunteering	£220	£132	£88
Completes 4 weeks of work experience/volunteering	£330	£198	£132
Enters Employment	£660	£396	£264
Earns the equivalent of 6.5 weeks x NLW x 16hrs	£2,750	£1,650	£1,100
Earns an additional amount equivalent of 6.5 weeks x NLW x 18hrs	£2,750	£1,650	£1,100
Earns an additional amount equivalent of 13 weeks x NLW x 20hrs	£2,750	£1,650	£1,100
Earns an additional amount equivalent of 26 weeks x NLW x 24hrs	£2,750	£1,650	£1,100
Agrees education/ employment/ training is right for them	£220	£132	£88
Managing accommodation and related costs effectively	£220	£132	£88
Feels safe	£220	£132	£88
Has at least one person providing a consistent relationship	£220	£132	£88
Self-determining outcome	£220	£132	£88

The final five outcomes, stability and wellbeing outcomes, are claimable monthly up to a cap of £1,000 per young person per year.

Summary of Reboot Phase 2 programme costs

Delivery partner (1625ip) staff and overheads including: <ul style="list-style-type: none"> • EET Coaches and team leaders • Monitoring and evaluation 	959,014
Delivery and management costs including performance management, data collection, evaluation, accounting, insurance)	85,200
YP support costs including activities, group session costs, drop-in space room hire	41,155
Other direct project support costs	26,890
Staff training and supervision	12,873
External Evaluation	7,000
Return to investors.	0 - 67,868
Total	1,200,000

3.3 Spend Profile and Funding Sources

In relation to a payment by results model, the outcomes claimed in each Local Authority (linked to payments as outlined above) will be based on the allocation of staffing and cohort size in each LA. Overall, the project funding will be made up of WECA skills investment funding (60%), and 40% from the DCMS Life Chances Fund or other match funding. North Somerset Council outcomes will be paid 100% through the match funding (not WECA).

Revenue Spend (£000s)

	21/22	22/23	23/24	24/25	Total
WECA (60%)	£121,599	£329,711	£232,690	£36,000	£720,000
Match funding (40%)	£81,066	£219,807	£155,127	£24,000	£480,000
Total	£202,666	£549,518	£387,817	£60,000	£1,200,000

 Table 3.3.xlsx

4 Commercial Case

4.1 Procurement

[Indicative 400 words]

For Phase 1 1625ip was the only organisation that put forward a strong and successful bid which competed nationally for DfE funding. The selection of Bridges as an investment partner was due to its strong relationship with 1625ip. Other social investors had the opportunity to bid for the DfE’s Social Impact Bond programme if interested.

Reboot West was initiated, developed and designed by 1625 Independent People in partnership with Bridges Fund Management and 4 Local Authorities, underpinned by an innovation centred on the delivery of an evidence-based, psychologically informed approach (using Acceptance and Commitment Therapy) to support a greater proportion of care leavers into EET. The project is proving successful, achieving good outcomes for care leavers, with strong foundations and partnerships upon which to build, that this funding will continue to enable.

This application is for an extension of the existing project. WECA funding is being sought to extend the existing Reboot West project to a new cohort of care leavers in the West of England. For Phase 2 of delivery the existing partners, 1625ip and Bridges, have established a successful model and infrastructure to deliver the project, based on a unique model underpinned by an existing staff team who are trained, experienced and skilled in using Acceptance and Commitment Therapy with adolescents.

The extension into Phase 2 will be achieved by maintaining the existing staff team at full capacity (without the additional funding the existing team will reduce in 21/22 as outcomes are achieved for the existing cohort). The existing delivery team will concurrently a) complete delivery of Phase 1 (fully funded by DfE) and b) deliver Phase 2 by maintaining the current team who will maintain full capacity and take on a further 170 care leavers.

The project is delivered through an established partnership between Bridges Fund Management (the Social Investor), 1625 Independent People (the Provider) and four local authorities. WECA funding to extend the existing project will enable the Social Investor and 1625 Independent People to secure match funding. Bridges, who will provide the social investment, have established a Special Purpose Vehicle to manage the payment mechanisms of their funding to the provider 1625ip and from Bristol on behalf of WECA.

4.2 Operation and Financial Viability

[Indicative 400 words]

All four local authorities in the West of England Combined Authority LEP area are involved in the project, to support the delivery of the project in their local areas. The four authorities are: Bristol City Council (lead accountable body); Bath and North East Somerset; North Somerset; and South Gloucestershire. The authorities will provide expertise and advice on their local areas, including information on local programmes and education and training provision which will benefit care leavers. Each local authority will have a nominated person at senior leadership and operational management level in both the Social Care and Employment, Skills and Learning Services who will contribute to project governance at a strategic and operational level.

As Lead Accountable Body and the conduit for WECA funding, Bristol City Council shall, in accordance with the Implementation Plan, take an active role in project governance including:

- To lead on any changes/amendments needed and to ensure that all changes are signed off by the Bristol City Council Section 151 Officer
- Receive, manage and apply Programme Funds by making claims to WECA and channelling the match funding to the provider (through the Social Investor) on the basis set out in the agreement with WECA
- To ensure that the project is fully regional, focused on area of need in liaison with the unitary authorities and that all authorities ensure that the project continues to remain focused, of value and will measure impact
- To respond to any enquiries, claims, monitoring or other requests made by WECA to ensure the maximum transparency and value for money of the investment

The above will be performed as part of all unitary authorities' responsibilities to this cohort and WECA will not expect any administration fee to be deducted from the match funding provided.

Specific roles for Bristol City Council will include:

- Prepare contract and other formal partnership documents
- To adapt Reboot West's established partnership agreement between the Bristol, South Gloucestershire, North Somerset and Bath and North East Somerset

Councils to incorporate the programme extension and WECA funding so the Council can act as Accountable Body on behalf of the other 3 Local Authorities and facilitate the collaborative delivery of the Programme

- To establish the partnership arrangements with or on behalf of the three participating local authorities with the Social Investor's SPV, including the terms by which outcome payments will be made to the SPV in line with the published rate card to deliver the proposal to support an increased proportion of care leavers into education, employment and training.
- Coordinate steering group meeting
- Quality assurance of outcomes and case recording
- Undertake further required management responsibilities, including any reasonable Programme management decisions in its discretion, subject, as applicable, to reasonable consultation with the Steering Group
- Maintain distinct records of programme management, accounts, programme impact and output

The programme will be financed through a Social Impact Bond issued through Bridges Fund Management. The project will only commence when there are legal agreements with all funding partners in place.

The legacy benefits will be achieved through the development of a collaborative Framework for Care Leaver Career Pathways involving WECA, Local Authorities and contributing partners. Legacy benefits will also be achieved by embedding the Reboot approach to support care leavers by providing training and support to employers and other training and skills providers that will enable a wider and continuing group of young people to achieve sustained training and employment.

For the Land Acquisition Fund

Replenishing the Fund and Sharing Risk and Reward

[Indicative 400 words]

For the Revolving Infrastructure Fund

Source and Period for Repayment of the Funding

[Indicative 400 words]

4.3 Social Value Act

[Indicative 300 words]

Where procurement of goods and services relating to the Reboot initiative, Bristol City Council and 1625ip will uphold and respect all requirements of the Government Social Value Act, where relevant and possible. The Reboot Governing Board will expect best practice in this regard in all aspects of programme activities.

Reboot will also reflect the values promoted and upheld by individual partners regarding fairness, transparency, integrity, and commitment to equality and diversity and the promotion of the same within each Partner's activities.

5 Management Case

5.1 Promoter and Delivery Arrangements

[Indicative 300 words]

Bristol City Council is the Lead Accountable Body for the programme and will lead on all aspects of monitoring and reporting to WECA working with Bridges and 1625 Independent People (1625ip) through the governance model specified in section 5.2.

1625ip is already delivering the Reboot West project, employing a team of Coaches who are co-located in 4 local authority Leaving Care Teams. The service focuses on improving the life chances of care leavers in the West of England and has been performing ahead of target since the beginning of the project in 2018.

1625 Independent People has over 30 years experience in providing essential services to vulnerable young people across the WoE. Co-location of the Coaches in the 4 West of England Local Authority Leaving Care Teams helps to ensure a highly co-ordinated and effective approach to referral and joined up delivery.

Our aim is that the programme launches in January of 2021, with capacity already in place from the existing team of coaches. 1625 Independent People is fully committed to the delivery of the service in partnership with local authority leaving care services.

5.2 Project Governance and Delivery

[Indicative 400 words]

The Head of Service for Employment, Skills and Learning at Bristol City Council will take the role of Senior Responsible Officer (SRO), with accountability for this programme at BCC level to the Director of Children and Families Services who will act as a senior sponsor and supporter across directorates in each LA.

The Head of Service, Permanency and Specialist Services, Children and Families Services at Bristol City Council will play a key role in supporting the SRO.

The SRO will have overall responsibility for ensuring that the project meets the contractual targets and for the budgetary controls.

The Head of Service for Employment, Skills and Learning will also be responsible for reporting to WECA. She has an M Ed and over 25 years of developing, managing and overseeing employment and skills related programmes. Recently, the Head of Service has been working alongside WECA and other Local Authority colleagues to develop the West of England's Employment and Skills Strategy.

Operational delivery will be overseen by the Senior Operations Manager at 1625ip and the Reboot West Service Manager, working alongside Employment, Skills and Learning Managers and Team Managers for each Local Authority

The Senior Operations Manager has over 15 years of experience of commissioning services for children, young people and families, child protection and safeguarding, strategy development, designing and improving services, project management, contract management and delivery of services to young people.

The Service Manager has 10 years of experience in supporting children in care and care leavers, setting up new outcomes based contracts, managing and improving projects supporting vulnerable young people through important transitions, ensuring services are sustainable through enterprise and working closely with and reporting to funders or commissioners.

The profile of the care leaver cohort supported by Reboot West is overseen by the Service Manager in liaison with the LA Leaving Care Team Managers.

Governance:

The project delivery will be governed by

- 1) The Steering Group and
- 2) The Board for Reboot West's existing Special Purpose Vehicle (SPV).

Local authorities and 1625IP welcome a new collaborative and joined up approach to WECA involvement, over and above membership in strategic governance. For example, we are very keen to see joined up approaches to working with employers to create a diverse workforce and supportive and sustainable placements for young people.

The **Steering Group** will comprise of representation from WECA and Heads of Service from the four Local Authorities in the West of England (Bristol City Council; North Somerset; Bath and North East Somerset; and South Gloucestershire). The Steering Group has established

Terms of Reference which will be updated to ensure alignment with the agreed operational and strategic outcomes for Phase 2. There will also be a place on the Steering Group for.

The two key governance mechanisms are:

1. **Steering Group meetings**, attended by WECA, Heads of Service from all partner LAs, Bridges, 1625ip, DWP and Care Leaver representation. Other public sector bodies may attend when relevant.

The Steering Group will report to the following governance groups:

- WECA Skills Officer Group
- WECA Skills Advisory Board
- Children and Families Partnership Boards and Corporate Parenting Panels
- 1625 Independent People Board

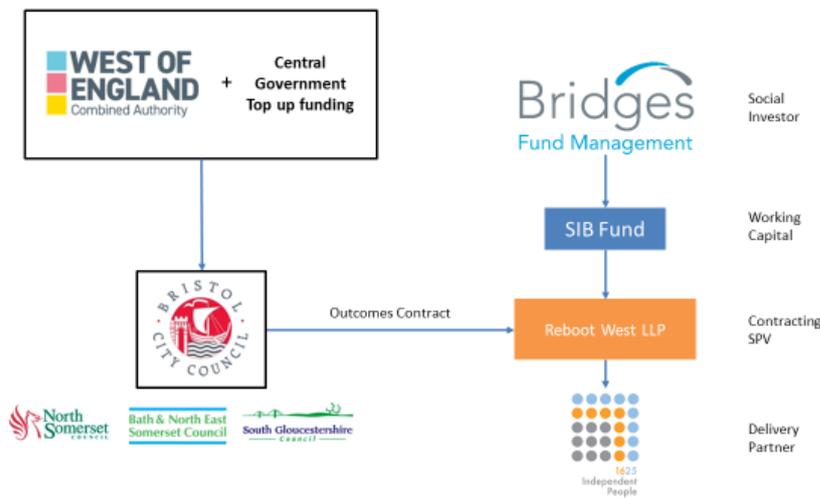
2. **Reboot West Special Purpose Vehicle (SPV) Board meetings:** attended by Bridges SPV and 1625 Independent People with an independent Chair.

Careful attention will be made to aligning the terms of reference and timings of the two governance mechanisms to ensure:

- accurate, verified and up-to-date information
- clear lines of accountability
- avoidance of unnecessary duplication of performance/finance reporting

The relationship of the SPV to the wider governance structure is summarised in the following structure chart:

Reboot West SIB Structure



1 | Strictly Private and Confidential

5.3 Programme Plan

[Indicative 200 words plus project plan]

The current Reboot West programme closed for new referrals on 31/3/20 and will continue to offer support to care leavers on current caseloads until the end of July 2022. It is assumed care leavers will leave the programme as they achieve their goals or for other reasons and hence the staff team is scheduled to reduce in numbers between July 2021 and July 2022 to reflect the reducing caseload (staff remaining under current funding will maintain caseloads of c.28 young people per Coach).

The Reboot West extension contract would provide funding to keep the current full staff team until September 2024, taking on another 170 young people.

Note: The two contract delivery periods will overlap between January 2021 and September 2022.

A detailed project plan will be provided as part of final contract arrangements.

Milestone completion dates	Start date	Completion date
Financial start and completion	1/1/21	31/9/24
WECA decision/approval	October 2020	
Collect feedback from stakeholders and use to identify improvements to service delivery model and reporting for new contract	1/9/20	31/12/20
Finalise contract, targets and payment arrangements with Bridges SPV	1/9/20	31/12/20
Develop project risk assessment and risk register with partners	1/10/20	15/12/20
Review, update and agree partnership arrangements including co-location and referral process arrangements with LA authority partners	1/10/20	15/12/20
Review, update and agree governance arrangements and ToR for governance meetings including Steering Group.	1/10/20	31/12/20
Review, update and agree quality assurance and data sharing agreement with partner local authorities and SPV Bridges	1/10/20	31/12/20
Develop and implement communication plan to include project information, eligibility criteria, referral process and scope of delivery.	1/11/20	15/1/21
Accept new referrals	1/1/21	31/7/22
Service delivery to young people (initial assessments and case work with young people including group work)	1/1/21	31/7/24
Implement changes to governance arrangements, reporting and quality assurance to cover Reboot 1 and new contract.	1/1/21	
Integrate delivery across Reboot 1 and new contract until Reboot 1 contract service delivery ends on 31.7.22. Including: <ul style="list-style-type: none"> • Engagement with partners (LAs, WECA, DWP, employers and education/training providers) • ACT supervision • Training for partners 	1/1/21	31/7/22
Continued engagement with partners including LAs, DWP, employers and education/training providers, ACT supervision, training partners in ACT.	1/8/22	31/7/24
Final service evaluation, reporting, invoicing.	1/8/24	31/9/24
Project ends		31/9/24

5.4 Risks, Constraints and Dependencies

[Indicative 200 words plus risk register]

The risks through the Payment by Results arrangements mean that the financial risks are carried entirely by the Social Investor.

5.5 Land Acquisition, Planning and Other Consents

[Indicative 300 words]

5.6 Service Diversions

[Indicative 250 words]

5.7 Engagement and Consultation

[Indicative 300 words]

27 care leavers were involved in developing the initial Reboot West programme through focus groups and questionnaires, alongside learning from feedback from “New Belongings” and Corporate Parenting surveys. The importance of trusting relationships, being prepared and participation were key parts of the identified solution to supporting care leavers into sustained employment:

Care leavers said they need:

- People they can trust
- More emotional support and help to prevent and address isolation
- Better preparation, emotionally and practically, with slower transition
- Chances to learn from mistakes
- Help moving away from negative relationships
- Stability and good accommodation
- Help to address financial problems

Partnership working has underpinned the success of Reboot’s approach, including:

- Coaches are co-located in 4 local authority leaving care teams, attending team meetings and monthly case reviews. This ensures the right referrals and a joined up, holistic service;
- Reboot’s Steering Group comprises senior managers from 4 LAs, setting Reboot’s strategic direction and ensuring the service is meeting need. We have worked with senior LA leaders to design the scaled intervention;

- We have adapted delivery based on feedback and learning from local information sharing & planning forums;
- A Coach is co-located in a local FE college to ensure tutors are equipped to support YP to access and sustain courses;

Based on feedback from employers and Employment, Learning and Skills Officers the project has started to offer training and support to other skills and training providers, community learning teams and local employers so the whole system supports better life chances and opportunities through sustained, supportive learning and job placement.

5.8 Project Assurance

[Indicative 200 words]

The contents of this funding application and the full financial and performance tables for the programme have been prepared with and reviewed by 1625 Independent People, Bridges and Bristol City Council's Finance & Legal Teams.

5.9 Monitoring and Evaluation

1. Scheme background and context

- Provide a short description of the scheme, including costs, the delivery timeframe and an explanation of the wider delivery context.
- A summary of the key milestones should be provided with expected and actual completion dates. (indicative 250 words)

Milestone completion dates	Baseline month/year	Actual completion
	mm/yyyy	mm/yyyy

2. Logic Model

- Complete a logic model to reflect the project scope i.e. all the activities covered by the investment. Ensure also that there is a clear progression between the steps in your logic model.
- State assumptions between the investment and the predicted outcomes and impacts.
- For outcomes relating to direct jobs creation, please provide an annual profile of jobs created and clearly state the time period over which net additional jobs and GVA will be created.
- Please define the impact area of the intervention ie West of England or other geographical scale. (indicative 350 words)

The outcomes that will be achieved for care leavers are described in detail in the table below:

	Base targets	Stretch targets		
	%	Number	%	Number
Referral assumptions				
Referral numbers		170		170
Rate Card				
Enters programme and receives initial assessment	90%	153	90%	153
Receives assessment and review every 3 months		590		737
Begins education/training course	58%	79	58%	99
Completes 25% of course	57%	77	57%	97
Completes 50% of course	48%	65	48%	81
Obtains level 1 qualification	26%	35	26%	44
Obtains level 2 qualification	10%	13	10%	17
Obtains level 3 qualification	5%	6	5%	8
Begins University / Higher Education	2%	2	1%	3
Completes the 1st year of University / Higher Education	2%	2	1%	3
Completes the 2nd year of University / Higher Education	1%	1	1%	1
Obtains a Level 4, 5 or 6 qualification including University Degree	1%	1	1%	1
Enters work experience/ volunteering	7%	12	9%	16
Completes 1 week of work experience/volunteering	5%	8	6%	10
Completes 4 weeks of work experience/volunteering	3%	4	3%	5

Enters Employment	46%	70	51%	87
Earns the equivalent of 6.5 weeks x NLW x 16hrs	38%	58	43%	72
Earns an additional amount equivalent of 6.5 weeks x NLW x 18hrs	31%	47	35%	59
Earns an additional amount equivalent of 13 weeks x NLW x 20hrs	24%	36	26%	45
Earns an additional amount equivalent of 26 weeks x NLW x 24hrs	16%	24	18%	30
Agrees education/ employment/ training is right for them		329		329
Managing accommodation and related costs effectively		329		329
Feels safe		329		329
Has at least one person providing a consistent relationship		329		329
Self-determining outcome		329		329

3. Evaluation design and methodologies

- Describe your key evaluation questions e.g what do you want to find out?
- Referring back to the outcomes and impacts stated in the logic model (section 2), describe your evaluation methodology (ie. process, outcome or impact, or a combination).
- Identify your audiences and evaluation stakeholders, and what their evaluation needs may be.
- Are the scheme beneficiaries easily identifiable and accessible?

(indicative 300 words)

The Department for Education has commissioned an evaluation of the Care Leavers Social Impact Bond (SIB) Programme. The evaluation is being carried out by Ecorys in partnership with ATQ Consultants and Dr Claire Baker with the final report completed after the close of Reboot Phase 1 in autumn 2022. The aim of the evaluation is to assess each of the three national Care Leaver SIBs, including Reboot West, in terms of:

- effectiveness,
- impact, and
- value for money.

A final evaluation will be commissioned for Phase 2 to build on findings of the earlier evaluations, focusing on outcomes (for care leavers), wider impact of Reboot in contributing to supportive and sustainable work opportunities for young people and cost savings on reactive /remedial services in order to make the case for future investment in Reboot's preventative approach.

The evaluation during Phase 2 will focus on the following 3 areas, with the methodology focusing on both outcomes (for care leavers) and wider impact of Reboot in contributing to supportive and sustainable work opportunities for young people.

1. **OUTCOMES** for care leavers in accessing and sustaining employment and education.
2. **VALUE FOR MONEY / COST BENEFIT ANALYSIS**

The purpose will be to monetise interventions and costs incurred by agencies providing remedial / reactive services, including health, social care, youth justice and DWP, so we can use this data to make a compelling case to shift funding to a more evidence based preventative approaches such as Reboot.

3. SYSTEM CHANGE

We want to evaluate other Theory of Change related outcomes using the following evaluation questions:

- To what extent does joining regional and local government support for care leavers lead to improved outcomes, and how can this be replicated nationally?
- To what extent has a more effective and coherent career pathway been established for care leavers?
- How many high quality and work experience, jobs and apprenticeships have been provided to CLs, to what extent have they been sustained, and are there benefits in focusing on specific employers (e.g. sector, size, culture)?
- To what extent does the project's offer of training and support for employers enable employer engagement and sustained job outcomes?

Our evaluation stakeholders include:

- Care leavers
- WECA
- LA Employment & Skills teams
- Employers and training providers

4.1 Data collection methods

- Provide an overview of the data collection approaches including timing and frequency of data collection.
- Describe links with other monitoring activities where relevant.
- Where appropriate, provide maps showing the spatial coverage of the data collection.
 (indicative 250 words)

Item	When	To collect	To produce
Referral	At point of referral by LA or other	Personal contact and demographic information, risk assessment, cohort characteristics	Demographic information Monthly report on number of referrals
Assessments	At point of initial assessment and review assessment	Number of initial assessments and of quarterly review assessments	Monthly report on number of assessments against targets Outcome revenue claim
Care leaver EET outcomes	Data and evidence recorded by Coach when outcome has been achieved	Outcome is logged on Inform database and evidence uploaded	Monthly report on outcomes Outcomes revenue claim
Care leaver earnings	Monthly	Evidence of individual care leavers earnings provided by HMRC and logged onto Inform database	Monthly report on employment sustainment outcomes Outcomes revenue claim
Care leaver stability and wellbeing outcomes	At point of quarterly review assessment	Outcome is logged and evidence of care leaver confirmation uploaded	Monthly report on outcomes Outcomes revenue claim
Job sector in which care leaver employed	Recorded by Coach when informed by care leaver	Logged on Inform database	Quarterly report on employment sector
Courses/training accessed	Recorded by Coach when informed by care leaver	Logged on Inform database	Quarterly report on courses/training accessed
Distance travelled	At point of quarterly review assessment	Care leaver's assessment of their own progress	To inform evaluations
Employer engagement	When an employer confirms commitment to support care leavers	Employer contact details and offer logged on delivery partner's E-Tapestry system	Quarterly report on number of employers engaged

Young people telephone surveys	Three times per year	Care leaver feedback on the quality of the support, what they need help with and whether their needs are being met by the service	To inform service improvement and recommendations to Steering Group
Stakeholder surveys	Annual surveys of Reboot Coaches, partner practitioners, training providers and employers linked to the programme	Evidence and learning to demonstrate the programme is achieving its goals. Feedback to inform service improvement.	Recommendations for programme change to the Steering Group.
Overall Programme costs and delivery	Monthly and quarterly reporting against targets and budgets	Financial and performance information	To confirm that the programme is within profile and budget

4.2 Data collection and establishing the baseline

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

Metric (inc. Target)	Unit	Frequency	Data source (& Responsibility)	Baseline date	Reporting to?
Inputs					
Programme expenditure	£, by source	Monthly	Provider (1625ip) invoices to SPV Bridges	Date of contract between provider and SPV Bridges	SPV Bridges
Payments for outcomes achieved	£	Quarterly	Provider will produce outcomes report by individual care leaver	Date of contract between provide and SPV Bridges	BCC Commissioner and Steering Group
Service user client data	By individual	Monthly	Provider Inform database (Salesforce)	At start of programme	SPV Bridges, BCC Commissioner and Steering Group
Service user feedback survey data	By respondent	Three times per year	Provider conducted telephone and	At month six	SPV Bridges, BCC Commissioner and Steering Group

			<i>electronic surveys</i>		
<i>Stakeholder survey data (including LA leaving care teams, education providers and employers)</i>	<i>By respondent</i>	<i>Annually</i>	<i>Electronic surveys</i>	<i>At end of year one</i>	<i>SPV Bridges, BCC Commissioner and Steering Group</i>
Outputs					
<i>170 referrals received and processed</i>	<i>By individual</i>	<i>Monthly/ quarterly</i>	<i>Provider Inform database (Salesforce)</i>	<i>At start of programme</i>	<i>SPV Bridges, BCC Commissioner and Steering Group</i>
<i>153 initial assessments of young people completed</i>					
<i>590 quarterly review assessments completed</i>					

Outcomes and impacts for care leavers					
Metric (inc. Target)	Unit	Frequency	Data source (& Responsibility)	Baseline date	Reporting to?
Begins education/training course	79	Monthly	Provider Inform database (Salesforce)	At start of programme	BCC (Lead Commissioner) Steering Group SPV Bridges
Completes 25% of course	77				
Completes 50% of course	65				
Obtains level 1 qualification	35				
Obtains level 2 qualification	13				
Obtains level 3 qualification	6				
Begins University / Higher Education	2				
Completes the 1st year of University / Higher Education	2				
Completes the 2nd year of University / Higher Education	1				
Obtains a Level 4, Level 5 or Level 6 qualification including University Degree	1				
Enters work experience/volunteering	12				
Completes 1 week of work experience/volunteering	8				
Completes 4 weeks of work experience/volunteering	4				
Enters Employment	70	Monthly	HMRC (under existing arrangement) inputted to provider Inform database (Salesforce)	At start of programme	BCC (Lead Commissioner) Steering Group SPV Bridges
Earns the equivalent of 6.5 weeks x National Living Wage (NLW) x 16hrs	58				
Earns an additional amount equivalent of 6.5 weeks x NLW x 18hrs	47				
Earns an additional amount equivalent of 13 weeks x NLW x 20hrs	36				
Earns an additional amount equivalent of					37

<i>Agrees education/ employment/ training is right for them</i>	329	<i>Data collected at each quarterly review assessment</i>	<i>Provider Inform database (Salesforce)</i>	<i>At start of programme</i>	<i>BCC (Lead Commissioner) Steering Group SPV Bridges</i>
<i>Managing accommodation and related costs effectively</i>	329				
<i>Feels safe</i>	329				
<i>Has at least one person providing a consistent relationship</i>	329				
<i>Self-determined outcome</i>	329				

5. Delivery plan

- Provide a project plan and timeframe for data collection and reporting of monitoring and evaluation findings (ie. when key activities will take place, including baseline work, interim and final findings).

(indicative 250 words)

Evaluation	Key activities	
1. DfE commissioned evaluation of Care Leaver SIBs including Reboot (Phase 1).	Interim report on effectiveness in delivery and outcomes	July 2020
	Final report on overall effectiveness, outcomes achieved and value for money. Analysis of cost savings to other departments/budgets (e.g. Health, Justice, DWP)	January 2022
2. Delivery partner commissioned external evaluation of effectiveness of Reboot Phase 1	Interviews with care leavers, Coaches and other stakeholders. Analysis of survey responses, service user data and YP outcomes.	Nov 2020 – May 2021
	Report findings	July 2021
3. Final (Phase 2) evaluation	Interviews with care leavers, Coaches and other stakeholders including partners in LAs, DWP, employers and education providers.	July 2023 – July 2024
	Analysis of spend data, survey responses, service user data, YP outcomes, cost savings across other budgets, data relating to employers, job sectors and courses. Report findings	October 2024

6. Resourcing and Governance

- Provide details of the monitoring and evaluation budget, including details of source and what costs/activities this will pay for.
- Clarify procedures for risk management and any quality checking.
- Describe opportunities for different stakeholders to input into the scheme evaluation process.
- Provide a named contact responsible for delivering the plan, including name, address, telephone and email. (indicative 250 words)

A budget of £60,000 will be allocated by Bridges and 1626ip to support ongoing monitoring and evaluation, which will form part of the part of the programme's reporting requirements to WECA.

Data will be drawn and collated from the programmes Inform system, financial reporting, employer, participant and stakeholder surveys and focus groups.

Data obtained for Monitoring and Evaluation purposes will be generated by 1625ip's Inform System and LA systems using robust MIS reporting procedures; progress reports and established financial reporting procedures. As such it will be closely monitored as part of the Reboot West programme with performance management undergoing rigorous risk and quality checking procedures.

The programme will hold bi-monthly SPV Board meetings and quarterly Steering Group (Governance) meetings where performance data will be reviewed. Interim and full evaluations will be published and disseminated at stakeholder meetings in each Local Authority area.

The named contact responsible is:

Jane Taylor
Head of Service: Employment, Skills and Learning
People Directorate
Bristol City Council
Phone: 01179039750
Email: jane.taylor@bristol.gov.uk
Post: Bristol City Council, City Hall, College Green, Bristol, BS1 5TR

7. Dissemination

- *Provide details of how the findings from the evaluation will be used. What will the evaluation inform and who will be the audience?*
- *Please provide details of how the findings from the evaluation will be communicated to key stakeholders and lessons disseminated.*

(indicative 250 words)

The findings of the evaluation will be used to:

- Inform stakeholders, partners and other agencies of a detailed analysis of which interventions outlined in our proposal worked / did not work and why?
- Attract future investment and sustainability of employment support for care leavers
- Shape future employment support interventions for care leavers.

Evaluation reports will be published and shared at stakeholder meetings in each participating Local Authority area and nationally with Government departments including DfE, DWP and DCMS.

We will develop a toolkit of resources to support dissemination, codify practice and support replication. Through training and joint working with learning and skills providers and employers we will extend the model into other organisations and sectors.

We will use established partnership arrangements to disseminate learning and will involve young people and practitioners in supporting further extension of the model. We will share learning at South West groups in the Social Care and Employment, Learning and Skills Sectors and at sector-led improvement summits and present workshops at national conferences. Whilst the innovation is our own, the sharing of it is for everyone.



Reply to Denise Murray
Telephone 0117
Fax 0117
E-mail Denise.murray@bristol.gov.uk
Our ref
Your ref
Date 17th September 2020

Reboot West – Business case

Dear Dr Logan

The aim of the Reboot project is to improve employment and skills outcomes for Care Leavers - a high priority group as outlined in the WECA Employment and Skills Strategy.

This letter is to confirm approval of the Reboot Full Business Case for submission to the West of England Combined Authority and LEP and that all relevant financial approvals are in place within the Sponsoring Body to deliver the project as set out in the Full Business Case.

We recognise that Bristol City Council and partner local authorities are responsible and accountable for ensuring that the project delivers good value for money in the use of public resources, that being the suitability and effectiveness of the project as well as the economic growth and wider societal outcomes achieved in return for the public resources received.

With regard to the value for money statement within the business case, we will need to look at making the longer-term funding of this work sustainable as both phases have been funded by grants. We will need to work with the delivery provider to identify and define cashable savings arising from the improved outcomes and work with those agencies making these savings to provide funding to continue this work.

Whilst the project will carry no financial risk to the funding bodies, we understand that WECA has completed its own due diligence process which has helped to inform the final version Full Business Case.

Yours sincerely

Denise Murray
Director of Finance
(Section 151 Officer)

Investment Fund - Record of Decision Form

Scheme: Reboot West

Promoter: BCC

Decision Ref: IF259

Issued: 19 October 2020

For Consideration: Full Business Case

Considered by: WECA Committee

Date: 9 October 2020

Change reported: N/A

Decision or Recommendation: Conditional approval of the FBC

Conditions:

- a) Securing the match funding
- b) Finalising the Monitoring and Evaluation Plan
- c) Provision of a detailed programme.

Date of approval for offer letter: When conditions are met

Funding and Profile: £720k total funding profiled (£121k 21/22, £330k 22/23, £233k 23/24 and £36k 24/25)

Date from which costs are eligible to be claimed: 9 October 2020

Comment: None

To be further considered by (if appropriate) and date: N/A

Further action and timescales: Updates to be provided through Highlight Reports.

If you require further information about this decision please contact:

Pete Davis
West of England Combined Authority
pete.davis@westofengland-ca.gov.uk
07436 600566

Decision Pathway – Report Template

PURPOSE: Key decision

MEETING: Cabinet

DATE: 25 February 2021

TITLE	Bristol Impact Fund		
Ward(s)	Citywide		
Author: Penny Germon	Job title: Neighbourhoods & Communities Service Manager		
Cabinet lead: Asher Craig	Executive Director lead: Jacqui Jensen		
Proposal origin: BCC Staff			
Decision maker: Mayor			
Decision forum: Cabinet			
Timescales: Cabinet 25 th Feb			
Purpose of Report:			
To seek delegated authority to invest £8.8m over four years in building city resilience by growing the power of communities experiencing the greatest inequality as follows:			
<ol style="list-style-type: none"> 1. Invite community and voluntary organisations to apply to Bristol Impact Fund - a total grants fund of £6.4m over four years from 1st October 2021 to the 30th September 2025: £1.45m in year 1 and £1.65m over the following four years. 2. Allocate a total of £2.4m over four years to:- <ul style="list-style-type: none"> - Extend BIF funded activity to 30th September 2021 to give more time to the BIF 2 application process. - Support the delivery of a VCSE recovery strategy and enabling a proposed new Communities Resilience Fund commencing 2021/22 			
Evidence Base:			
<ol style="list-style-type: none"> 1. In 2016 Bristol Impact Fund set out a new, strategic approach to grant investment focused on tackling inequality. See Appendix A for summary of impact which includes £2.2m additional funding levered into the city and the equivalent of £10.3m in volunteer time. Four years of grant investment agreed by Cabinet in March 2017 ends this year. All medium and large grants are due to end on the 30th June and all small grants finish on 31st December 2021. The contract for the Voice and Influence Partnership ends on 16th May. 2. The BIF prospectus of 2016 anticipated an increasingly difficult financial climate. A 15% taper was built into all funding agreements and encouraged organisations to develop sustainability over the four years of funding. The taper produced a saving of £348k over the four years. £690k p.a. for Community Transport is now managed by the West of England Combined Authority. 3. COVID-19 has had a devastating impact on many organisations. Income streams have dried up and need for support has increased. In August 2020 the city council convened a partnership with VCSE infrastructure organisations, funders, senior representatives from the Clinical Commissioning Group and City Council to understand the impact of the pandemic on the VCSE sector and the opportunity to build back better. Black South West Network (BSWN) led a significant research project on behalf of the whole sector, working with Locality and Voscur to inform this work (report to be published Feb '21). The group has two short term goals: <ol style="list-style-type: none"> a) Present a strategic plan in response to the research findings b) Work with City Funds to secure resources to facilitate the implementation of the strategy 4. This proposal commits a further four years of grant investment in the context of significant health and economic impacts of Covid 19 and the role of the community and voluntary sector in the transformation of public service delivery. The proposal has been informed by experience and learning from COVID-19, the last four years of Bristol Impact Fund, current policy and strategic context. The approach aims to empower 			

community and voluntary sector organisations deeply rooted in communities to a) take action on priorities most relevant to them b) build resilience c) complement other funding sources d) adapt to changing conditions.

5. In addition to BIF, there is a £4m Community Resilience Fund which forms part of the current capital programme and which will form part of the new Covid Recovery Fund in the proposed budget being brought to Council for approval in February. This fund will be used to deliver priorities such as digital infrastructure and improvements to community facilities. Up to £600k p.a. of revenue is aligned to the Community Resilience Fund to ensure there is the capacity and expertise to deliver community priorities. This was outside the scope of the BIF consultation. The priorities and approach will be developed with the VCSE strategy group and with community and voluntary sectors partners and will be the subject of a future cabinet report.
6. Bristol Impact Fund will align with the priorities of the VCSE research and the emerging strategy focusing on prevention, recovery and resilience whilst addressing the pressing issues of citizens and communities (for example, mental health, economic inclusion, access to jobs, tackling poverty).
7. This grant investment should be seen as one part of a suite of measures alongside changing systems and structures and reimagining the way the city council works to grow the power of communities.
8. COVID-19 has shown the vitality of human connection and solidarity. It is social capital that powered the city response to COVID-19. The pandemic has also revealed the deadly consequences of persistent, ingrained inequality and the impact of social exclusion and disconnection.
9. The Director of Public Health Report 19/20 identifies social capital as a key ingredient in building our mental wealth concluding *'we do have social capital in the Bristol savings account, and there are real opportunities to build on this through a forensic focus on connecting people to each other and connecting people to power'*.
10. Through 7 'Ways of Working' BIF aims to embed community building habits and behaviours to facilitate people to people and people to power connections in the process of addressing the priorities of citizens and communities. The city council is also looking to embed these habits and behaviours with other public sector partners.
11. To build back better we need to strengthen the power and voice of the communities that experience the greatest inequity to take their rightful place at the heart of city life.
12. The goal of Bristol Impact Fund 2 is: To build city resilience by growing the power of communities experiencing the greatest inequality. The proposed impacts and funding priorities are described in Appendix A.
13. Following a four week consultation with the VCSE sector the following changes have been made to the proposal (see consultation details below):
 - a) Start the new programme on the 1st October instead of 1st July: extend existing grant recipients by 3 months, which will allow for a 10 week application window and increase the time between decisions and existing grants ending.
 - b) Applicants to have the option of the first 9 months (from 1st October) as a development period to move from crisis to more sustainable ways of working and develop collaborative working arrangements.
 - c) Make clear the importance of support and services by adding a fourth impact - Access trusted, empowering support and services which facilitate people to people connections, inclusion and participation in community life.
 - d) Clarify the relationship between community building and services – BIF 2 is asking all funded organisations (whatever their core business) to embed ways of working which facilitate inclusion, connect people to people and people to power, collaborate with others and to make best use of our collective resources. Where BIF 1 is funding important services for Bristol which for sound reasons are not able to apply the ways of working we are committed to exploring more appropriate funding arrangements.
 - e) Clarify that the Ways of Working set out a direction of travel – it is understood some organisations will be further along this journey than others. BIF applicants must be committed to the process and to learning alongside others.
 - f) Emphasise the importance of inclusion and the role of trusted organisations in facilitating this.
 - g) Priorities: To clarify all successful applicants will need to evidence the impact on citizens and communities in their chosen priority/priorities. BIF is seeking to empower community and voluntary organisations deeply rooted in communities by inviting them to propose the work that is most important.

In addition, BIF will align to the priorities of the VCSE research e.g. (for example, mental health, economic inclusion, access to jobs, tackling poverty). It is also understood that priorities might change and evolve for the community over the four years.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Approve the Bristol Impact Fund 2: Growing the Power of Communities - a total grants fund of £6.4m over four years from 1st October 2021 to the 30th September 2025.
2. Approves the allocation of up to £600k p.a. (£2.4m over four years) to:
 - i. extend existing medium and large BIF funding agreements by three months from 1st July –30th September 2021
 - ii. extend the Voice & Influence contract by four-and-a-half months from 17th May – 30th September to give more time to the BIF 2 application process.
 - iii. support the delivery of a VCSE recovery strategy to be agreed by March 2021 working with the Voluntary and Community Sector Strategy Group and enabling a new Communities Resilience Fund commencing 2021/22.
3. Authorises the Executive Director for People in consultation with Cabinet Member for Communities (Public Health, Public Transport, Libraries, Parks), Events and Equalities Communities, to invite community and voluntary organisations to apply to Bristol Impact Fund and to award grants necessary for the implementation of Bristol Impact Fund Growing the Power of Communities.
4. Authorises the Executive Director for People to invoke any subsequent extensions or vary /variations specifically defined in the funding agreements being awarded, up to the maximum budget envelope outlined in this report.
5. Notes the Communities Resilience Fund is subject to budget approval in February 2021 and a further cabinet report.

Corporate Strategy alignment:

Bristol Impact Fund will contribute to all four of the Corporate Strategy key commitments by growing the power of communities experiencing systemic inequality:

- Caring and Empowering
- Fair and Inclusive
- Well Connected
- Wellbeing

The strategy recognises the importance of continuing to strengthen the City Councils partnership with communities, community groups and voluntary organisations, particularly those communities facing the greatest inequality, to achieve the city council's key objectives.

City Benefits:

Bristol Impact Fund 2 is focused on growing the power of communities experiencing the greatest inequality – there will be direct benefits to equalities communities over the four years of the fund.

The approach will deliver improved outcomes for citizens in particular health and wellbeing, tackling poverty and financial insecurity, digital exclusion in addition to the priorities identified by communities.

Investing in community and voluntary organisations contributes positively to local economies.

It will deliver significant economic and social value through leveraging in additional funding, freely given time and collaborations.

Consultation Details:

Details of the consultation are in Appendix B.

The findings, response and changes made are detailed in Appendix A - a summary of the key changes is given the

'evidence' section above.

Engagement with Community and Voluntary Organisations

A series of engagement events (5 in total) were held with a range of organisations between 18th September and 1st October 2020. There were different groups invited, with an explicit focus on equalities. Overall 78 people attended the engagement events. The purpose of these events was to seek feedback from a cross section of organisation about the proposed direction of travel and inform the consultation.

Engagement with partners

Presentation to VCSE Strategy Group
Presentation to Bristol Funders Network

Consultation

Took place over 4 weeks ending 16th December including an online survey and series of online meetings. 88 people responded to the online survey, and 93 people attended the consultation events.

Background Documents:

[Investing in Bristol's mental wealth: The theory and practice of Thrive-o-nomics](#)
[About the One City Plan - Bristol One City](#)
[Economic Recovery Plan](#)

Revenue Cost	£8.8m	Source of Revenue Funding	<i>Public Health & General Fund</i>
Capital Cost	£4m	Source of Capital Funding	Capital programme .
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:

Finance Advice:

The proposals for Bristol Impact Fund are within current approved budget levels with no increase or decrease planned as part of the current medium-term financial plan. Committing to a multi-year grant scheme commits the Council to this level of funding till 2025 and therefore reduces the flexibility of the Council overall to respond to risk of reduced funding over the medium term.

The £4m Community Resilience Fund (CRF) forms part of budget proposals to 23 February 2021 Council meeting and is subject to approval. If agreed, a further report will need to be brought back to Cabinet to agree detailed spending proposals for the CRF.

Finance Business Partner: Denise Hunt 11 February 2021

Legal Advice:

Procurement

Provided the existing and proposed arrangements comprise grant agreements (and not contracts for services), the proposed extensions and future grants will not be subject to the Public Contracts Regulations 2015. Client officers should seek legal assistance to ensure this is the case.

State Aid

The potential level of funding in respect of individual beneficiaries might risk some grants amounting to the provision of state aid. However as the purpose of the grants is only to benefit VCS organisations and their clients local to Bristol, this would strongly suggest that the provision of the grant is unlikely to give rise to state aid/subsidy issues. However legal advice should be sought on this issue particularly given the changes in state aid/subsidy regime post Brexit.

Consultation

The consultation report at Appendix B details the consultation methodology and must be considered to ensure that the consultation occurred when proposals were at a formative stage, gave sufficient reasons for the proposals to permit intelligent consideration and allowed adequate time for consideration and response.

The responses summarised above and included in Appendix B must be conscientiously taken into account in finalising the decision. There must be clear evidence that the decision maker has considered the consultation responses before taking its decision.

The Public Sector Equality Duty

The duty requires Cabinet to consider the need to promote equality for persons, with “protected characteristics” and to have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. The Equalities Impact Assessment (Appendix E) details the potential adverse impact of these proposals on persons with particular protected characteristics. The decision maker must take into consideration the information in the assessment when reaching its decision.

Legal Team Leader: Husinara Jones and Sarah Sharland, Team Leader/Solicitor, 10 February 2021

Implications on IT: No anticipated impact to IT Services

IT Team Leader: Simon Oliver 15/12/20

HR Advice: There are no HR implications for Bristol City Council employees as a result of the proposals set out in the report.

HR Partner: Lorna Laing 15/12/20

Procurement Advice:

As noted in the main comments provided by Legal Services provided the funding is awarded as a grant agreement compliance with the Public Contracts Regulations 2015 around procurement matters are not necessary. Consideration of applications should be made against a transparent framework for awards, with clear and transparent process followed and necessary due diligence in granting any award to ensure public monies are being suitably appropriated.

Category Manager: Gina Smalley 22/12/20

3. **Reputational narrative:** *Please contact public.relations@bristol.gov.uk for their comments, and copy/paste the email text in this section.*

We would recommend working closely with the communications team to develop positive messages around how this decision will support the city’s needs over the coming years. Proactive communications along with preparing reactive lines may both be necessary on this project. Please work closely with the communications team to prepare these. In particular however, communications about the Bristol Impact Fund may benefit from prepared case studies of the local people and the local organisations that have benefited (case studies in terms of written narrative and imagery) to illustrate clearly the outcomes of the project. Communities will likely welcome the fund which should result in positive public attention, however the council’s reputation will be at risk if it becomes unclear how money has been spent, or if outcomes are not met. Therefore it will be essential that concise narrative and case studies are gathered throughout that clearly portray the objectives of each project, how things are progressing and what outcomes have been achieved.

PR officer: Barry Norris 25/01/21

EDM Sign-off	Jacqui Jensen	06/01/21
Cabinet Member sign-off	Asher Craig	11/02/21
For Key Decisions - Mayor’s Office sign-off	Mayor	27/02/21

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

Growing the Power of Communities

Experiencing the Greatest Inequality



Appendix A: Bristol Impact Fund 2: Growing the Power of Communities Experiencing the Greatest Inequality

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1 Introduction

Bristol Impact Fund (BIF) 2017 – 2021 ends in 2021. All medium/large funding agreements including the Voice and Influence Partnership contract are due to end on 30th June and all small grants on the 31st December. This proposal is about a new four year programme from 2021 –2025. We are seeking to start BIF 2 from 1st October 2021, extending existing funding arrangements to the end of September 2021 for medium/large and the Voice and Influence Partnership.

Community and voluntary organisations are part of the engine that makes Bristol a creative, dynamic and progressive city and are vital partners in our recovery, building back better and realising the BCC Corporate Strategy and One City Plan.

The sector in all its diversity is a reflection of Bristol citizens' drive and determination to improve their own communities – communities of place and communities of interest. Communities coming together and creatively using the resources we have is at the heart of our city response to the continuing challenge of COVID-19. Grant funding has been an important part of this.

Whilst COVID-19 showed so much that was positive about our city, it also left us in no doubt about the inequality and its impact. The gaps in the system became clear as did the deadly consequences of persistent, ingrained inequality. We can only build back better if we strengthen the power and voice of the communities that experience the greatest inequity to take their rightful place at the heart of city life.

The proposal has been shaped by learnings from COVID-19, the last four years of Bristol Impact Fund, policy and strategic context and what we need to build back better and ensure the resilience of the city.

In August, Bristol City Council convened the Voluntary Community Social Enterprise (VCSE) Strategy Group - a strategic partnership of community and voluntary infrastructure organisations – Locality, Voscur and Black Southwest Network (BSWN) together with partners including City Funds, Quartet Community Foundation, Power to Change, a disability equality adviser, Bristol North Somerset and South Gloucestershire Clinical Commissioning Group, Sirona Health and senior leaders from Bristol City Council.

To inform the work, Bristol City Council, Power to Change and Quartet funded research to assess the impact of COVID-19 on the sector and understand the priorities and aspirations for the future. It was led by Black South West Network, working with Locality and Voscur. An interim report was published in September ([“Priority areas of investment for an effective VCSE recovery post Covid-19 Interim Report”](#)). The final report will be published in February.

Our aim is to align, as far as possible, the approach of BIF 2 to the findings and priorities set out in this research focusing on community initiatives which will help to prevent deepening inequality, empower citizens and communities and build community.

We want to work with community and voluntary sector organisations to find ways to maximise this investment. We want to invest in our future, building collaborative relationships and growing the power of communities working together to build resilience.

2 Bristol Impact Fund 2: October 2021 to September 2025

2.1 Strategic fit

The One City Plan, Economic Recovery Strategy, the report of the Director of Public Health and the City Council's own Corporate Strategy all recognise that inequity in the city is only set to widen as a result of the profound economic and health impact of COVID-19. Empowering those communities most impacted by systemic inequality is an essential for our long-term city resilience.

Bristol Impact Fund 2 is putting a focus on prevention. It is a four year investment in the community and voluntary sector to empower citizens, facilitate inclusion and connect people to people and people to power so they can take action on the things most important to them which will in turn build social capital, improve health and wellbeing and local economies and our city resilience.

Strategic goals	Create a fairer, healthier and sustainable city, one which is people-centred and has a resilient economy that supports diverse, inclusive and equitable communities¹			
	Citizen, Community and City Resilience			
	Health wealth	Community wealth	Civic Participation	
			Reduce Inequity	
BIF Goal	Grow the power of communities experiencing the greatest inequality			
Impacts	Equalities-led groups, neighbourhood communities and people experiencing the greatest inequality are better able to:			
	Self-organise & pursue collective priorities	Access trusted, empowering support	Build strong organisations taking forward community priorities	Collaborate and bring about meaningful change

¹ One City Economic Recovery Statement of Intent, published June 2020: One-City-Economic-Recovery-Statement-of-Intent.pdf (bristolonecity.com)

Priorities	Mental health & wellbeing	Digital Inclusion	Hate Crime support	Economic Inclusion	Community-identified priorities
7 Ways of Working leading to people to people and people to power connections and better use of assets & resources					

2.2 What we want to achieve with the Bristol Impact Fund 2

The goal of Bristol Impact Fund 2 is to empower communities (communities of place and communities of people with shared experience of inequality) that experience the greatest impact of systemic inequality. BIF 2 will enable communities to make strong connections and take action on the issues that matter most to them.

We have seen how the COVID-19 pandemic has deepened and amplified existing inequalities in Bristol. To make greater progress in addressing Bristol’s inequalities, communities need the space, resources and support to empower themselves - to connect people to people and people to power, pursue their priorities, develop better ways of doing things and have the capacity to be properly represented in decision making and service provision. Some people call this “levelling up”.

Discrimination and inequity drives poverty (low skilled precarious work, depressed local economies); health inequality (shorter life, emotional and mental distress) and social exclusion.

We recognise that we will only improve our city’s resilience to build back better if we strengthen the power and voice of Bristol’s diverse communities that experience inequality to take their rightful place at the heart of city life.

We also recognise that there is an imbalance of power in the city; that the lives of working class communities, Black, Asian and Minority ethnic people, Younger people, Older people, Lesbian, Gay and Bisexual people; Transgender people; Women; Faith groups; and Disabled people are impacted by decisions and services determined by others.

2.3 The impacts

The Bristol Impact Fund will deliver the following four impacts over the course of the four years:

Equalities-led groups, neighbourhood communities and people experiencing the greatest inequality are better able to:

- Support one another, self-organise, use their collective assets (e.g. interests, skills, experience, time, buildings, resources) to pursue collective priorities and solve shared problems
- Access trusted, empowering support and services which facilitate people to people connections, inclusion and participation in community life
- Build strong and sustainable Voluntary, Community and Social Enterprise (VCSE) organisations to take forward community priorities
- Be in a strong position to collaborate with Bristol City Council and the one city partnership to understand and work to address inequality caused by poverty: and low income, class, racism, sexism, disablism, heterosexism, faith-based discrimination or ageism and bring about meaningful change for people experiencing these inequalities.

2.4 The 7 ways of working

In order to achieve the overall goal and impacts there are 7 ways of working which sit at the heart of our approach. They are a direction of travel. The focus is on empowering people and communities and making best use of existing assets, connecting people to people and people to power. These ways of working will produce social capital and deliver significant health, wellbeing and economic benefit for both citizens and communities in addition to progress against the chosen priority.

Successful applicants will be able to demonstrate their commitment to apply and embed the ways of working and learn together. It is understood there will be a phased approach over the four years. As part of the BIF process we want to understand more about what works and what doesn't and we are committed to supporting this process.

Way of working	Examples
Equity	Demonstrate positive action to redress inequity (level up) Build and strengthen equalities-led groups (which often work city wide)
Inclusion	Be proactive and intentional about inclusion Remove physical, attitudinal, cultural, environmental and economic barriers Find respectful, creative ways to empower people and communities who are routinely excluded from community and city life

<p>Asset based</p> <p>Assets are people – our interests, time, experience, skills, networks, community and voluntary groups. Assets are also money, buildings, land, the local corner shop, nursery, sheltered housing, businesses and services.</p>	<p>Take the time to discover, then build on the assets that are already in the community</p>
<p>Place based</p>	<p>Continue to build strong, connected communities where people come together, self-organise and shape the future of their communities</p> <p>Encourage many more people to connect and expand the opportunities in their local area</p>
<p>Relational/ Relationship-oriented</p>	<p>Connect people to people, people to power and organisations to each other</p>
<p>Citizen-led</p>	<p>Encourage and nurture citizen action - by and for the people</p> <p>Encourage and enable community-led activity – people with shared experience or interest coming together to find solutions</p> <p>Grow collective skills, knowledge, confidence, curiosity and self-determination</p>
<p>Nurturing the community and voluntary sector eco-systems</p>	<p>Strengthen organisations which can help tackle the structural inequality</p> <p>Encourage larger organisations to share their assets (by which we mean people, skills, experience as well as potentially buildings and other physical resources) with smaller organisations & informal networks to build community connection and collaboration</p> <p>Encourage organisations to have deep roots into communities</p> <p>Foster cultures of learning and co-creation</p>

2.5 Funding Priorities

To achieve the overall goal we will prioritise applications that:

1. **Strengthen the capacity of equalities-led groups, neighbourhood communities and people experiencing the greatest inequality by**
 - building strong community connections: connecting people to people, people to power,

- make the best use of and build on their skills, experience, networks and resources to drive forward the community's key priorities and produce a sustainable way forward
- facilitate inclusion and participation in community life

and

2. Make an impact in the chosen priority/priorities:

Priorities will either be:

A. Community priorities

We want to empower community and voluntary organisations to pursue the priorities which are particularly important to their communities they work with.

Our aim is for funding to follow the priorities determined by communities and what is most important for them. If a community has been working on a priority for some time and it has the potential to impact positively on citizens, we do not want them to be diverted because their priority is not explicitly named on a list.

Or

B. Priorities identified by the Black South West Network VCSE research – Designing a New Social Reality, for example:

- Digital exclusion and poverty
- Economic inclusion e.g. initiatives that allow systemically disadvantaged groups to enter/re-enter the labour market
- Mental health and wellbeing
- Hate Crime

All applicants will need to set out clear evidence rationale and evidence for their chosen priorities and how they will apply the ways of working. It is understood that these priorities may evolve over the four years of the grant.

2.6 Demonstrating success: outcomes and indicators

Successful applicants will need to link their contribution to the BIF 2 four impacts through the following outcomes:

In places and communities which experience the greatest inequality:

Outcome 1

Applicants will choose relevant outcomes and measurable indicators relating to their priority:

- community-identified priorities which will achieve positive change
- improving mental health and wellbeing (health wealth)
- supporting digital inclusion or the impact of digital poverty
- supporting communities experiencing hate crime
- supporting economic empowerment and inclusion (community wealth)

Applicants will also deliver against outcome 2 and/or outcome 3:

Outcome 2

People are supported to make people to people connections, people to power connections and participate in community life making the best use of community assets

Outcome 3

There is evidence people who experience the greatest inequality are shaping and leading their communities and the life of the city

(We will also want to consider evidence the city is changing in response to the experience, insight and good ideas of equalities groups. For communities experiencing inequality to be more involved in city life and decision-making, we recognise a change is needed in the way the city works)

To achieve this, we will ask applicants to:

a. Set out a Theory of Change for the work they are asking to be funded, which will identify the assets available within their communities and organisation; the priority issues they want to address, how they will work with the assets and what additional resources (including BIF funding) they are bringing to bear; how they will reflect on what works and doesn't over the course of their funding, and how they will evidence what difference they are making.

b. Propose outcomes and indicators relevant to the proposal and work with us in the first year of the BIF2 programme to develop our approach to evaluate impact, including exploring how we might align indicators and outcomes.

We will propose a short set of core indicators for Outcomes 2 & 3 to which applicants can choose from.

2.7 Funding Approach

The second Bristol Impact Fund will have an estimated budget of £1.45m in year 1 and then £1.65m for years 2, 3 and 4 each, totalling £6,400,000.

Small Grants

Existing small grants end on the 31st December 2021. BIF 2 small grants will start on 1st July 2022.

The purpose of the small grants fund is to encourage new ideas and involvement from more diverse communities. We will take positive action to reach communities under-represented in the medium and large grants awarded in October 2021. We particularly want to encourage proposals which are led by or build capacity of younger people aged 16-24. We are aware that economic impacts of Covid-19 will have a particularly negative impact on young people and we would like to support initiatives which strengthen their voice in the city.

There will be:

- Two rounds of **Small Grants**, each with an 18-month duration and with £150,000 available in each round, making a total allocation of £300,000 to Small Grants across the BIF 2 programme
- Round 1 - July 2022 – December 2023
- Round 2 - January 2024 – June 2025
- Individual small grants will range between £2,500 and £10,000 per year

Medium/Large Grants

Medium and large grants will run for the full 4-year funding period, 1st October 2021- 30th September 2025.

There will be the option of a 9 months development period - to fully develop collaborative ways of working, apply the community building ways of working and move from crisis response. Not all organisations will need this time but we expect it to be particularly helpful to smaller equalities-led organisations less experienced in making applications.

NB. These two key changes have been made in response to the consultation. This is three months later than proposed in the consultation in order to extend the application window and the period between decision and grant agreements ending (see timeline below). To facilitate this we will extend existing medium and large grants and the Voice and Influence contract by 3 months from 1st July to 31st September.

To increase the number of grants awarded there will be an upper limit of £200k per application. The average grant to a single organisation is expected to be about £50k. Applications of over £100k will be high quality, exceptional applications (demonstrating very strong community building principles) and be very well placed to make a significant impact.

We propose:

- Individual Medium Grants would range between £10,001 and £49,999 per year
- Individual Large Grants would range between £50,000 and £200,000 per year
- Up to £355,000 per year for a collaborative application to support people and communities who experience hate crime and discrimination.
- No one organisation would receive more than £100k per annum across the programme
- We expect all applicants to be able to demonstrate informal collaborations in the way they work with others
- We will accept collaborative applications from a number of organisations working together

Hate Crime support

BIF 2 will consider proposals of up to £355,000 per year to provide support to people who experience hate crime whilst also putting a clear focus on prevention. All of the Bristol Impact Fund ways of working apply.

This is in recognition of the increased incidence and threat of hate crime in the context of Brexit, COVID-19 and reaction to the Black Lives Matter movement, and the undermining impact of hate crime on the resilience of equalities communities in the city.

Hate crime is experienced by a wide group of people including Disabled people, Black and Minority Ethnic people, Lesbian, Gay, Bisexual and Transgender people, Women and faith communities.

It is proposed the overall allocation for hate crime and discrimination remains unchanged from 20/21. The approach will include all ages (under BIF 1 it was over 16's) and a clear focus on prevention as well as one to one support.

Applicants will need to address:

- a. support to those who experience hate crime and discrimination of all ages.
- b. how they will work in collaboration with others to develop and nurture approaches which increase community cohesion and the skills, knowledge and capacity of citizens and communities to prevent hate crime.

Bristol City Council would want to be a partner in this process.

How the funding is divided would be for the collaboration to determine.

2.8 Monitoring, evaluation and learning

Building on the learning from BIF 1 there will be an allocation of **4%** or £56k per year from the overall fund to support evaluation and understanding the impact of BIF2.

We are open-minded about the approach to evaluation and learning. We will work with grantees to develop the approach during the first 6 months of the programme and agree ways of working towards common goals, align monitoring and learning.. We want the exercise to be meaningful and beneficial to grantees, to inform the work but also help tell the story of what's been achieved and the value of the investment made. A lot of work has been done in this field and there are different ways to approach it, including the involvement of an external evaluator for the duration of the programme.

All applicants will be expected to provide monitoring and feedback twice a year.

2.9 Indicative timetable

Activity	Timeframe
Information/support workshops	Feb/March 2021
Cabinet decision	25 th February 2021
Applications open (10 week)	Wk. com 8th March 2021
Applications close	17 th May 2021
Grants evaluation	May/June 2021
Grants decision communicated to applicants	July 2021
Funding agreements	Sept 2021
Commencement of new period of grant funding	1 st October 2021

2.10 Additional social benefits and added value

Grant recipients will be required to demonstrate additional social benefit from the grant investment by choosing from a menu of social value indicators. For example, additional funding, local people employed, value of volunteers

2.11 Options considered:

	Option	Advantages	Disadvantages
1.	Stop Bristol Impact Fund	Contribute to savings	Significant negative impact on citizens, communities and VCSE
	Conclusion	Not proposed because disadvantages outweigh any advantage	
2.	Roll forward BIF1 unchanged	Easier in terms of administration and for those receiving BIF 1 who may want to apply again.	BIF 1 was developed over 5 years ago. There have been significant changes and development in that time e.g. policy , practice, funding

	Option	Advantages	Disadvantages
			and impact of COVID-19
	Conclusion	Not proposed because disadvantages outweigh any advantage	
3.	Adapt and update BIF	Builds on BIF 1 but places greater emphasis on building citizen and community capacity for the longer term, particularly equality groups. Reflects significant changes in policy, practice and learning from COVID-19.	Change to a more asset based approach will require some organisations currently in receipt of BIF funding to develop their approach if they are looking to apply again.
	Conclusion	Proposed option with measures to mitigate disadvantages	

2.12 Consultation findings and response

The full consultation report can be found in appendix B. Below is a summary of the key findings and the changes we have made in response.

We would like to thank everyone who took the time to attend meetings and respond to the survey. We have appreciated the feedback and as a result we have made changes to strengthen the proposals.

Summary of findings from survey

The consultation ran from 16th November to 16th December 2020. A total of **88** complete online responses were received, of which the majority were in agreement with the proposed approach:

The Proposed BIF 2 Goal, the Funding Priorities; the Ways of Working; the Impacts and proposed outcomes and our proposals for co-producing indicators all were supported as Strongly Agree or Agree by between 75%-90%.

Respondents requested support with collaboration and partnership: 72% ; Support with bid-writing: 64.5%; Support with budgeting: 51%

Summary of feedback from events

93 people attended 4 online consultation sessions, including one marketed as for equalities-led groups, and an additional session organised by the Black South West Network.

Positive comments on the BIF 2 proposals include:

- Focus on resilience and strength
- Assets-based approach
- Co-creation
- More focused and clearer
- Like focus on equity, assets and grassroots organisations
- Like focus on collaboration and informal collaboration
- Reflects work that smaller organisations have done in Covid-19
- Opportunities for communities to develop own services where individuals aren't passive
- Emphasis on under-represented groups

The table below summarises the key areas for consideration from the consultation, our response and any changes we have made to the proposal in response:

Summary of issues raised	Amendments to Proposal and responses
<p>Concerns about capacity of the sector to respond to new approach whilst dealing with COVID-19 and the impact this is having</p>	<p>We recognise this is challenging time for everyone and timescales are tight.</p> <p>The timeline is revised so that the new programme starts on the 1st October 2021 which will allow 10 weeks for the application process.</p> <p>In addition applicants will have the option of a development period of 9 months - time to evolve collaborations and/or transition from crisis mode</p>
<p>Concerns about the capacity of most excluded communities residents to self-organise/take action on own issues</p>	<p>We recognise that people who experience the greatest inequality need resources and support to build connections and alliances. This is at the heart of so many community and voluntary organisations. These alliances may be peer support groups, equalities based or neighbourhood-wide. BIF is available for this.</p> <p>We also recognise some of the most excluded people need access to support which can be the critical first step to greater empowerment, people to people connections and participation with communities. This is reflected in the proposed Ways of Working. We have amended the proposal to clarify this.</p> <p>It is also the case that communities most impacted by discrimination and inequality are organising, have ambitions and need backing and resources if we are to start to address</p>

Summary of issues raised	Amendments to Proposal and responses
	inequity.
People who are not part of ‘a community’ - People experiencing the greatest inequality may not feel part of communities, what about people who are isolated and disconnected?	It is understood that many people feel disconnected and excluded from community life this may be the community where they live or other community. There are many factors which inform the social connections we make. However, it is vitally important for our health, wellbeing, community cohesion and tackling inequity that we find ways to nurture the connections that empower us. The Ways of Working are about recognising this and helping to facilitate those connections which will help to sustain us over the long term.
Women should be listed as a priority group	It is understood that women experience structural inequality and this is compounded by multiple/simultaneous or intersectional inequality. The proposal states: BIF2 will prioritise its funding to support the self-organisation, capacity and resilience of Equalities groups: those communities which experience Racism; Disablism; Homophobia, Transphobia and Heterosexism; Ageism, <i>Sexism</i> and inequality rooted in class, poverty and low income.
Feedback about the community building approach	
Timing of community-building approach not realistic - many people on receiving end of systemic inequality are in crisis at this moment and need crisis support	<p>COVID-19 has reinforced and amplified existing inequality which is having a profound impact on citizens and communities of Bristol. The proposal for BIF 2 should be seen in the context of the four-year programme.</p> <p>We recognise this is challenging time for everyone and timescales are tight. We are also aware VCSE organisations need to think and plan strategically (see VCSE research). In recognition of the current circumstances we have changed the timeline and application process – see box 1</p> <p>Responding to crisis - Through the pandemic recipients of the BIF1 grant have been encouraged to use the grant flexibly to respond to the immediate needs of communities. BCC would continue to provide this flexibility should the need arise.</p> <p>Communities most impacted by inequality are working tirelessly through community and voluntary organisations to support one another</p>

Summary of issues raised	Amendments to Proposal and responses
	with little or no resource. BIF 2 presents an important opportunity for them.
<p>Change from BIF 1 is too great at this time. Organisations funded under BIF 1 will struggle to apply under BIF 2 losing the foundation built through BIF 1</p> <p>BIF 1 services which deliver specialised, one-on-one support to people experiencing trauma; mental health distress and violence or abuse can't deliver to proposed BIF 2 model.</p>	<p>It is understood the community and voluntary sector provide important specialised services to those most impacted by systemic inequality. Such services have often developed through self-organisation and personal experience in response to failings, gaps or alienation from in mainstream services. They are providing important culturally appropriate, trusted and empowering services.</p> <p>Many of these organisations integrate community building in the way they work. For example, organisations focused on mental ill health recognise the value of peer support. Other services connect people through mentoring, befriending, social activities. These activities, based on mutual respect, equity and empowerment, widen the circle of human connection and solidarity which is fundamental to our health and wellbeing.</p> <p>Our key proposal is that service providers seek to apply community building principles in the way they work. It is not about doing community building instead of a service but integrating a way of working. We want to encourage services to work with people and communities holistically and where appropriate in collaboration with others. Community building is part of reducing inequity is a process over time which needs to be integrated into the way we work.</p> <p>Where BIF 1 is funding important services for Bristol which cannot apply the ways of working, we are committed to exploring alternative funding arrangements.</p> <p>The proposal has been amended to clarify our position.</p>
<p>Funding Priorities - There is not enough focus on the priorities and outcomes BIF 2 is looking to address / this is not clearly defined</p>	
<p>Not explicit enough about the benefits to citizens and how BIF 2 will help address the significant issues of our time e.g. emotional and mental wellbeing, unemployment and impact on 'beneficiaries'</p>	<p>We have amended the proposal to make this more explicit.</p> <p>All successful applicants to BIF 2 will need to demonstrate how their work will deliver positive outcomes for citizens and communities. Priorities will be aligned to the VCSE research</p>

Summary of issues raised	Amendments to Proposal and responses
	and come from communities best placed to determine what is most important to them.
BIF 2 Proposal and COVID-19 Context	
The impacts of COVID-19 are not acknowledged enough; some concern that it's too focused on COVID-19	<p>BIF is a four year fund should be seen as part of the city recovery whilst recognising the short-term the challenge this presents.</p> <p>The VCSE research will inform the approach.</p> <p>In response to these points we have been more explicit about the context, the impact of COVID-19 and the VCSE research.</p>
BIF 2 Funding/Budget	
Funding from BIF to support Community Resilience Fund	<p>The proposed Community Resilience Fund and the supporting revenue will respond to the findings of the BSWN/VCSE research and VCSE Strategy commencing 21/22. The details will be developed with community & voluntary sector partners and will be subject of future cabinet report. It is clear from the VCSE research there is a need for capital grants. Priorities emerging from the research include:</p> <ul style="list-style-type: none"> a) adapting & improving community buildings b) addressing loss of revenue b) digital infrastructure. <p>For VCSE organisations to deliver capital projects they will need revenue.</p> <p><i>The Community Resilience Fund and aligned funding falls outside of the consultation.</i></p>
Language of the proposal	
Concern that language of the proposal needs to be clearer and simpler to be more inclusive – to make some of the concepts like asset-based more understandable in the real world.	<p>We acknowledge some of the language we have used is new to some people.</p> <p>We will aim to make the process going forward as accessible as possible by working with partners to provide advice and support through the process.</p>
Outcomes & indicators	
The comments are about the complexity and cost of; monitoring and measuring impact and of co-design	<p>We are committed to finding an approach that works, enables us to tell the story of what is being achieved, share learning and do so without overburdening or reducing everything to 'bean counting'.</p> <p>We are committed to learning from others and welcome the offer re: Bristol Ageing Better and UWE.</p> <p>We propose to work with funded organisations in the first year of the programme to develop this as part of the evaluation work</p>
Collaboration - recognition this takes time and should not be a requirement	
A range of comments – a number of people	BIF 2 is not requiring formal collaboration or

Summary of issues raised	Amendments to Proposal and responses
requesting support	<p>partnership proposals. However, we are asking for applicants to collaborate formally and/or informally (you decide) where this will have greater impact for citizens, communities and/or organisations.</p> <p>We are working with Voscur and other partners to put together a programme of support to the sector which will include collaboration and collaborative working.</p> <p>We have amended the proposal to allow a 9-month development period to evolve collaborations and/or transition from crisis mode to more sustainable and developmental ways of working.</p>
Funding approach	
There is overall support to continue with small grants and for the £200k p.a. upper limit per application and an upper limit of £100k p.a. for any one organisation.	<p>Small Grants: No changes made to proposal</p> <p>Medium/Large Grants: No changes made to proposal</p>
Hate Crime & Discrimination Services a specific priority with up to £355k funding	
<p>Most people supported the proposal but proposed ring-fence is a high proportion of available fund</p> <p>Some people mentioned that a number of communities are impacted by hate crime</p>	<p>We would like to see a strategic and collaborative approach to funding hate crime and discrimination support services – to this end we are working with partners to explore additional sources of funding.</p> <p>To clarify proposals will be required to support Black and Minority Ethnic communities, Disabled people (including people experiencing emotional and mental distress), Lesbian Gay , Bisexual and Transgender people; people from faith communities.</p>
Evaluation & Monitoring	
<p>92% support money being set aside for Evaluation of BIF 2.</p> <p>There are differences about whether it should be 5% (36%) of fund or 3% (45%) or 4% (20%).</p> <p>Monitoring and evaluation – needs to be able to be baselined and easily measured - simple but provide actionable insights</p>	<p>We have amended the proposal so that 4% of the BIF budget will be used for evaluation. because the averaged range of support for different options was 4%</p> <p>We agreed monitoring and evaluation needs to be able to be baselined and easily measured - simple but provide actionable insights</p>
Assessment process	
Concerns ranged from the use of ProContract to addressing the disparity between those with	We note all the concerns and welcome the suggestions to improve the assessment and

Summary of issues raised	Amendments to Proposal and responses
more and those with less experience of writing applications and ensuring a fair and equitable process	<p>application process.</p> <p>We are committed to working with council colleagues and partners to address them where possible including:</p> <ol style="list-style-type: none"> 1. Different application forms/process for small grants and medium/large 2. Arranging support for applicants and taking positive action to reach equalities communities. 3. Identifying early how the process could disadvantage or discriminate against equality communities and take positive action to remove or mitigate these risks
Support	
Request for support with applications particularly for smaller and equalities-led groups and help with collaborations	We are working with Voscur and other partners to put together a programme of support to the sector
Timetable	
<p>Concerns about the tight timetable including risk of losing staff, short timescale for applications, developing collaborations and changing ways of working.</p> <p>Request for more time by rolling over current funding</p>	<p>We acknowledge the restrictions of the timetable. We have amended the proposal so that the new programme starts on the 1st October. Existing funding agreements will be extended by 3 months. The application window will be 10 weeks from early March. Applicants will be notified of the outcome in July 2021</p> <p>However, all funding agreements come to an end on 30st September 2021 and there should be no expectation of further funding.</p> <p>In addition there will be the option of a 9 month development period at the start of the funding for - time to evolve collaboration, transition from crisis mode and develop approaches to the ways of working.</p>

3 Background: Changing landscape and strategic drivers

3.1 The strategic context – national & local

- [Bristol City Council’s Business Plan 2020/21 \[Covid-19 Recovery edition\]](https://www.bristol.gov.uk/documents/20182/4629037/BCC+Business+Plan+2020-21+-+Covid-19+Recovery+Edition)² states: ‘Within Bristol City Council we define ‘Recovery’ as the process of renewing our organisation, public services, communities and economy to function as strongly as possible following

² <https://www.bristol.gov.uk/documents/20182/4629037/BCC+Business+Plan+2020-21+-+Covid-19+Recovery+Edition>

the first wave of Covid-19; whilst taking the opportunity for reform, making positive changes which build resilience, improve sustainability and ensure equality and inclusion'. It sets out a clear statement of Bristol Impact Fund's role in supporting the Fair and Inclusive theme of the Corporate Plan, and highlights a desire to "continue to invest in the voluntary and community sector through the Bristol Impact Fund to deliver life-improving projects to help the city's most disadvantaged people, pending Cabinet approval"

- [Bristol One City Recovery Statement of Intent](#) sets out under its Inclusive principle the intention to ³ "Create a fairer, healthier and sustainable city, one which is people-centred and has a resilient economy that supports inclusive, equitable communities"
- The recent report by the Director of Public Health, Christina Gray, [Investing in Bristol's mental wealth: The theory and practice of Thrive-o-nomics](#) ⁴ sets out the case for building community capacity and power as a major contribution to the mental health of the city
- The VCSE Strategy Group has commissioned research by Black South West Network, with Locality and Voscur, to collect evidence for an informed VCSE Sector recovery & strengthening strategy. Their interim findings ["Priority areas of investment for an effective VCSE recovery post Covid-19 Interim Report"](#) ⁵ highlights key issues reported by VCSE groups impacting the communities they serve and the priority needs of the sector to be able to respond
- [Coronavirus Recovery Phase Proposal](#) ⁶: Quartet have published a strategic four point plan to bring new resources in to support the voluntary, community and social enterprise (VCSE) sector in the West of England. Estimating a cost of £30 million the report sets out 4 key areas to address: Stabilisation; Sector Support; Addressing long-standing inequalities and support for local action and social cohesion.
- As highlighted in the [Marmot Review 10 Years On](#) ⁷ (February 2020), health is closely linked to the conditions in which people are born, grow, live, work and age and inequities in power, money and resources – the social determinants of health. Inequalities in life expectancy have increased over the last 10 years, and systemic inequality has proven the fault-line for different impacts of COVID-19.

³ <https://www.bristolonecity.com/wp-content/uploads/2020/06/One-City-Economic-Recovery-Statement-of-Intent.pdf>

⁴

<https://www.bristol.gov.uk/documents/20182/305531/Director+of+Public+Health+Report+Bristol+2019+to+2020.pdf/bd9ac205-dd87-3c68-571b-31eeb373d2ca>

⁵

https://static1.squarespace.com/static/594948a7414fb5804d2b4395/t/5f86ee9929b7f63df7c7ad64/1602678441541/VCSE_Report.pdf

⁶ <https://quartetcf.org.uk/wp-content/uploads/2020/07/Recovery-Phase-Proposal-June-2020.pdf>

⁷ [https://www.health.org.uk/sites/default/files/2020-](https://www.health.org.uk/sites/default/files/2020-03/Health%20Equity%20in%20England_The%20Marmot%20Review%2010%20Years%20On_executive%20summary_web.pdf)

[03/Health%20Equity%20in%20England_The%20Marmot%20Review%2010%20Years%20On_executive%20summary_web.pdf](https://www.health.org.uk/sites/default/files/2020-03/Health%20Equity%20in%20England_The%20Marmot%20Review%2010%20Years%20On_executive%20summary_web.pdf)

- [The Community Paradigm](#) proposes a transformational shift to shift the power, responsibility and resources to communities to enable them to create places that prevent crisis⁸
- [We Were Built For This](#) report by Locality drawing lessons from the community response to COVID-19– including an example from Knowle West in Bristol – to shape a transformatory recovery placing communities at the heart of change⁹

3.2 Learning from COVID-19 and the impact on communities

There is a growing body of research about the impact of COVID-19 on citizens and communities. It is now well established that existing deprivation and inequality has led to far worse outcomes for those communities. For this reason BIF is focused on supporting and empowering those communities experiencing the greatest inequality.

[We want to change and they have the power](#)¹⁰

[Bristol A City Divided?](#)¹¹

[BSWN report Impact of COVID-19 on BAME led Businesses, Organisations & Communities](#)¹² sets out how Covid-19 has worsened their position

Disabled people have also been disproportionately impacted by Covid-19: [Abandoned Forgotten and Ignored](#)¹³ and [covid-19-and-the-rights-of-disabled-people-statement](#)¹⁴ detail the impacts and concerns of disabled people nationally

Older people are well-documented as being especially at risk and the impacts are set out in the Centre for Ageing Better report: [The experience of people approaching later life lockdown](#)¹⁵

⁸ https://www.newlocal.org.uk/wp-content/uploads/The-Community-Paradigm_EXEC-SUMMARY.pdf

⁹ <https://locality.org.uk/wp-content/uploads/2020/06/We-were-built-for-this-Locality-2020.06.13.pdf>

¹⁰ <https://static1.squarespace.com/static/594948a7414fb5804d2b4395/t/5ebe9f79325e776361d7f0cf/1589550987896/Power+to+Change+Full+Report.pdf>

¹¹ <https://www.runnymedetrust.org/uploads/CoDE%20Briefing%20Bristol%20v2.pdf>

¹² https://static1.squarespace.com/static/594948a7414fb5804d2b4395/t/5ec3ee32a5b5c27385219625/1589898876817/Covid19_Report_v2_compressed.pdf

¹³ <https://www.inclusionlondon.org.uk/wp-content/uploads/2020/06/Abandoned-Forgotten-and-Ignored-Final-1.pdf>

¹⁴ <https://www.breakthrough-uk.co.uk/news/covid-19-and-the-rights-of-disabled-people-statement>

¹⁵ <https://www.ageing-better.org.uk/sites/default/files/2020-07/experience-of-people-approaching-later-life-lockdown.pdf>

3.3 Background to Bristol Impact Fund

The 2017 launch of the Bristol Impact Fund signalled a new strategic approach to grant investment, with the city council pooling eight grant budgets to provide a four-year grant investment programme for VCSE organisations in Bristol.

The first Bristol Impact Fund aimed to reduce disadvantage and inequality, improve health and wellbeing, and increase resilience by funding projects that deliver support to people facing disadvantage and inequality in the city.

We want to continue to build on the success of the first round of the Bristol Impact Fund. We want to work with community and voluntary sector organisations to find ways to maximise this investment. We want to invest in our future, building collaborative relationships and growing the power of communities working together to build resilience.

The Bristol Impact Fund (BIF) was first launched in 2017 and represented a radical shift in the way that Bristol City Council funded the Voluntary Community and Social Enterprise (VCSE) sector. The fund aligned council spending in order to reduce disadvantage and inequality, improve health and wellbeing, and increase resilience. £3.2 million was made available per year over the four years (2017 – 2021), with a 15% funding taper built in to the 3rd and 4th years to encourage sustainability. BIF 1 had a total investment of £11.9 million.

The fund was focussed on 5 challenges:

- Reducing financial, food and fuel poverty;
- Tackling unemployment;
- Improving access to information, services and opportunities in the city and increasing digital inclusion;
- Enabling influence and participation in the community;
- Reducing social isolation and improving mental health and wellbeing.

[An independent evaluation of the first 2 years of BIF](#) ¹⁶ sets out the following impacts:

- Significantly benefitted people in the poorest areas of the city and equality communities
- Increased funding to equalities-led groups particularly small grants
- Impact on 5 challenges: evidenced by people benefitting and powerful case studies
- Greatest impact: health and wellbeing, access to services and opportunities.
- People have moved from crises to being active in their communities

¹⁶ <https://www.bristol.gov.uk/documents/20182/32598/Bristol+Impact+Fund+Evaluation.pdf/c2bee069-7d17-3540-8ebe-1d092addffca>

- Added value: £2.2m additional funding was levered into the city by BIF-funded organisations – a leverage rate of 69% - and engaged 7000 volunteers at an estimated £10.3m value (using Office on National Statistics rate of £14.43 an hour)
- Shared impact methodology would improve evaluation
- Recommended building in a budget for evaluation from the start of a future programme

Thus second round of BIF is looking to build on the successes of BIF 1 whilst also reflecting the significant changes in knowledge, policy, practice, funding and impact of COVID-19.

3.4 The funding environment

Bristol Impact Fund is just a small part of the VCSE funding landscape. The city council is having to make very difficult financial decisions. We know we cannot fund everything and everyone – we have to be targeted. We want our grant funding to be part of a working relationship with the VCSE sector to strengthen its capacity and impact.

Bristol City Council is part of the Bristol Funders Network. We are committed to working with other funders to find ways to align our approaches, learn from the Community and Voluntary Sector and each other. For example, our approach reflects the priorities set out in Quartets Coronavirus Recovery Phase Proposal: Quartet have published a strategic four point plan to bring new resources in to support the voluntary, community and social enterprise (VCSE) sector in the West of England. Estimating a cost of £30million the report sets out 4 key areas to address: Stabilisation; Sector Support; Addressing long-standing inequalities and support for local action and social cohesion.

Quartet, City Funds and Power to Change are partners in the VCSE Strategy Group and the ambition to align funds to support the recovery of the VCSE and deliver the VCSE strategy.

3.5 BIF as part of a whole system

It is communities coming together and creatively using our collective resources that will build our city resilience and community wealth. Grant investment is an important but small part of the solution. BIF is one of the ways the City Council invests in the VCSE – see attached summary of investment.

We recognise we will only achieve the impact we are all looking for by changing systems and structures and reimagining the way we work to grow the power of communities. The scale of the challenge is not underestimated but tangible progress is being made. For example;

- Procurement and social value

- Changing the way we commission to make it more accessible to VCSE partners
- Working with Locality to 'Make it Local' – piloting new approaches the VCSE to find new ways to support older people in their communities.
- Growing the Power of Communities – how we apply community building approaches in the way we work

3.6 What we mean by 'Growing the Power of Communities'?

'... we do have social capital in the Bristol savings account, and there are real opportunities to build on this through a forensic focus on connecting people to each other and connecting people to power.'

Investing in Bristol's mental wealth: The theory and practice of Thrive-o-nomics
Director of Public Health Annual Report 2019-2020

The diagrams below set out two contrasted illustrations of some of the characteristics of, on the one hand, a more active powerful community rooted in a strong foundation of community action and getting things done with the support of local agencies (diagram a); on the other, where local people are disconnected from top down decision making (diagram b). The left diagram (a) shows characteristics of community life where power is shared with many more people rather than the few. The ways of working described above are focused on producing these characteristics or an eco-system which renews and sustains itself.



a.

b.

This second Bristol Impact Fund is looking to support Community and Voluntary organisations to work in ways which intentionally support their communities to develop towards the state shown in diagram a.

The diagram below illustrates the direction of travel which the second Bristol impact Fund is looking to support:



Bristol Impact Fund aims to support work which builds relationships based on the ‘with the people’ and ‘by the people’ approaches, rather than ‘to the people’ and ‘for the people’ approaches in order to strengthen the base of empowered, connected citizens within our communities.

3.7 What do we mean by communities experiencing the greatest inequality?

The council recognises that we need to build both thriving neighbourhoods and thriving equalities communities within the city. Structural inequality is about power. It is tightly woven into the way our systems work – financial, environmental, cultural and social. The impact of discrimination is very real. It leads to whole communities of people dying prematurely, being poor and being alienated and disconnected from decisions which have a profound impact on their lives.

This is powerfully illustrated most recently by the Black Lives Matters movement, by the increased incidence of hate crime over recent years and by the higher severity of impacts of COVID-19 experienced by older people, Black, Asian and Minority Ethnic people, Disabled People and by poorer, more deprived communities.

Young people have been hit by the economic impact of managing COVID-19.

The council is proposing that BIF2 will prioritise its funding to support the self-organisation, capacity and resilience of Equalities groups: those communities which experience Racism;

Disablism; Homophobia, Transphobia and Heterosexism; Ageism, Sexism and inequality rooted in class, poverty and low income.

Communities in Neighbourhoods: While Bristol is a wealthy and successful city there are many neighbourhood communities which experience persistent inequality and multiple disadvantages. They feature in the [Indices of Deprivation for England report 2019](#)¹⁷. The mapping in the report identifies where disadvantage and inequality is distributed in the city's neighbourhoods within electoral wards. Place-based deprivation is often used as a way of describing poverty and is sometimes regarded as a proxy for 'working-class'. Poverty is more likely to be experienced by BME, Disabled people, or women and so areas of deprivation tend to be places where there are higher concentrations of equalities communities. We are looking to strengthen community and voluntary groups focused on areas of deprivation and to grow activity which is rooted in and led by the communities themselves.

¹⁷ <https://www.bristol.gov.uk/documents/20182/32951/Deprivation+in+Bristol+2019.pdf>

4 Appendix: Summary of Available VCSE funding from Bristol City Council

4.1 Other Bristol City council grants opportunities

Bristol City Council Information Advice and Guidance Grant	
Total annual amount available	£560,000
Duration/term of grant	1st April 2019 to 31 st October 2021 with the option to extend for a further two and a half years to 30 th April 2024.
Purpose of grant	Provision of a community based advice network providing generalist and specialist services across the city.
Eligibility requirements for organisations	Bristol based VCS organisations (charitable or not for profit) who were in possession of the Legal Services Commission Quality Mark who comply with BCC Baseline Standards.
Date of next application round	This grant is in place until 31 st October 2021. It will be reviewed then.
Contact email and website address for further information	investmentandgrants@bristol.gov.uk

Bristol City Council VCS Infrastructure Support Grant	
Total annual amount available	£316,608
Duration/term of grant	Current grant run until 31 st September 2022
Purpose of grant	To provide support in developing the voluntary sector
Eligibility requirements for organisations	Charitable or not for profit organisations with a track record of VCS infrastructure support.
Date of next application round	TBC
Contact email and website address for further information	investmentandgrants@bristol.gov.uk

Bristol City Council Cultural Investment Program - Originators Fund	
Total annual amount available	£100k per annum
Duration/term of grant	1 year
Purpose of grant	Grants available from £500 to £5k to make Arts and Culture accessible for all Bristol citizens Priorities for the fund include arts and culture activity in neighbourhoods neighbourhoods in the lower 10% of multiple deprivation , and with Bristol citizens with protected characteristics
Eligibility requirements for organisations	Priority is given to projects delivered by Bristol based individuals, community groups and organisations.
Date of next application round	Open for applications in winter 2020/21 for grants issued in April 2021.
Contact email and website address for further information	cityartsfund@bristol.gov.uk www.bristol.gov.uk/museums-parks-sports-culture/ arts-and-culture-funding

Bristol City Council Cultural Investment Program: Imagination Fund	
Total annual amount available	£230k per annum
Duration/term of grant	2 years
Purpose of grant	Up to 2 years funding for innovative and ambitious medium-large scale projects, programmes or events/ festivals with an arts and culture focus; undertake organisational development or support professional development within the arts and culture sector; work with communities that will increase access to arts and culture.
Eligibility requirements for organisations	Bristol-based organisations with at least 6 months of accounts and proven track record.
Date of next application round	Current grants run until March 2022.

Bristol City Council Youth Sector support fund	
Contact email and website address for further information	cityartsfund@bristol.gov.uk www.bristol.gov.uk/museums-parks-sports-culture/arts-and-culture-funding
Bristol City Council Cultural Investment program - Openness	
Total annual amount available	£480k per annum
Duration/term of grant	4 years
Purpose of grant	Contributes to core funding for established arts & cultural organisations with a year round programme that support the cultural ecology, contribute to Bristol's cultural identity and demonstrate leadership and generosity for the wider sector. Grant funding of no more than 5% of annual turnover and tapering over the duration of funding.
Eligibility requirements for organisations	Organisations with at least 12 months of accounts and proven track record
Date of next application round	Current grants run until March 2022.
Contact email and website address for further information	cityartsfund@bristol.gov.uk www.bristol.gov.uk/museums-parks-sports-culture/arts-and-culture-funding

Total annual amount available	£162k for grant distribution in year 3 per annum
Duration/term of grant	One year
Purpose of grant	Between £10 or up to £30k for partnership projects to support Bristol's play and youth sector organisations for the benefit of children and young people aged 8 – 19.
Eligibility requirements for organisations	This grant programme is open to youth work and play work organisations from the voluntary, community and social enterprise (VCSE) groups based and working in the City of Bristol. Groups must have a constitution and a bank account.
Date of next application round	Online application via Quartet. (see link below). Applications can be made at any time - panel meets throughout the year.
Contact email and website address for further information	More information can be found here https://quartetcf.org.uk/grant-programmes/bristol-city-council-youth-sector-support-fund/

4.2 Other sources of VCSE support from Bristol City Council

Community Infrastructure Levy

As part of the planning process, a developer often has to give money to the council to pay for improvements in the area that they're developing in. This is usually through a planning charge called the Community Infrastructure Levy (CIL) but is sometimes through a planning 15% of CIL funds and relevant local S106 funds are made available for local decision making by councillors through Area Committees. This is particularly so for highways improvements, parks improvements and tree planting funds. Areas with a Neighbourhood Development Plan (NDP) receive 25% of CIL funds raised within their area to support the priorities they've identified. Local councillors allocate the funds to support local priority projects, such as improving community centres or parks.

In 2019/20, £3.3 million was allocated (CIL £2.8 million; S106: £0.5 million), of which approximately £1.1 million of this was allocated directly to community groups and VCSE organisations.

Leasing or renting council assets

We lease more than 170 properties to voluntary and community organisations, often at reduced or minimal rents, or preferential terms to the value of approx £1.3 million. These arrangements range from short-term licences to long leases and this process is known as 'Community Asset Transfer' (CAT)

Local people are often best placed to manage community facilities in their area. They already make extensive use of these assets and their local knowledge and hands-on management often results in lower overheads and better value-for-money. Community organisations also use volunteers and take great pride in their local area.

Managing these facilities helps to empower local communities and can bring opportunities for greater independence and financial sustainability. When done well, CAT can create lasting change in local neighbourhoods.

We are fully committed to using our assets to form long-term partnerships with suitable third sector organisations, in order to create stronger, more cohesive and more sustainable communities.

We have adopted a Community Asset Transfer Policy, which sets out the criteria for organisations wishing to apply for CAT. The policy also contains details of the various stages of the application and decision-making process, together with anticipated time scales. Information about the policy is available [here](#)

4.3 Bristol City Funds

Bristol City Funds BCH Health and wellbeing grant	
Total annual amount available	Grants of up to £20,000 per year
Duration/term of grant	maximum of 2 years
Purpose of grant	Between £10 or up to £30k for partnership projects to support Bristol's play and youth sector organisations for the benefit of children and young people aged 8 – 19.
Eligibility requirements for organisations	<p>Voluntary, community, charity and social enterprise organisations based and working in the Bristol local authority area which provide health & wellbeing services, prioritising those that:</p> <ul style="list-style-type: none"> • Reflect BCH's historic services, including services in the community for adults and children, and services working with offenders • Focus on prevention and early intervention • Run projects supporting self-care • Support people with or at greater risk of developing long-term health conditions, or • Want to make changes to their organisation that will improve their resilience to public sector contract loss or funding cuts.
Date of next application round	Online application via Quartet. https://quartetcf.org.uk/grant-programmes/bch/
Contact email and website address for further information	grant-support@bristolcityfunds.co.uk https://bristolcityfunds.co.uk/



Appendix B: Bristol Impact Fund Grant Consultation

Final report

17 December 2020

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2 Introduction: BIF grant consultation

2.1 Overview

Voluntary, community and social enterprise groups (VCSE) play a vital role in the city.

The COVID-19 emergency demonstrated the vitality of community and voluntary groups across the city and the power of citizen action.

The community and voluntary sector are crucial partners in meeting the challenges of the COVID-19 pandemic. They will also be crucial in the recovery, building back better and realising the [BCC Corporate Strategy](#)¹ and [One City Plan](#)². The sector in all its diversity is a reflection of Bristol citizens' drive and determination to improve their own communities.

Bristol City Council has a proud history of grant investment in the community and voluntary sector. This has helped to build the strong foundations which enabled the city to respond quickly at a time of crisis in the COVID-19 emergency.

The 2017 launch of the Bristol Impact Fund signalled a new strategic approach to grant investment, with the city council pooling eight grant budgets to provide a four-year grant investment programme for VCSE organisations in Bristol.

The first Bristol Impact Fund aimed to reduce disadvantage and inequality, improve health and wellbeing, and increase resilience by funding projects that deliver support to people facing disadvantage and inequality in the city. This first round of funding ends in June 2021.

Between 16th November and 16th December 2020, Bristol City Council consulted on the following elements of a new Bristol Impact Fund. The consultation was focused on the following elements:

- The proposed overall goal of the fund
- The proposed 7 ways of working
- The proposed impact of the fund i.e. the difference that we would like the fund to make
- Approach to funding
- Monitoring and evaluation

The detailed proposals that were consulted on can be found in the appendix of this report.

¹ <https://www.bristol.gov.uk/policies-plans-strategies/corporate-strategy>

² https://www.bristolonecity.com/wp-content/uploads/2020/01/One-City-Plan_2020.pdf

3 Methodology

3.1 Online survey

An online survey was published on the council's consultation hub (<https://bristol.citizenspace.com/>) between 16th November and 16th December 2020. The survey included links to:

- The Bristol Council Corporate Strategy
- The One City Plan
- A background document that included further information on the background to the proposals such as the current landscape and strategic drivers

Respondents could choose to answer some or all of the questions in any order and save and return to the survey later.

A total of 88 people responded to the online survey.

3.2 Consultation events

Four public consultation events targeted at VCSE organisations were held between 20th November and 7th December 2020, one of which was explicitly targeted at equalities organisations. Those attending events were from a wide range of organisations working in Bristol, some of which currently receive Bristol Impact Funding and some of which do not.

Officers also attended a consultation event for Black, Asian and Minority Ethnic groups organised by the Black South West Network (BSWN) attended by 20 people.

A total of 93 people attended the consultation events.

In addition, officers also attended a meeting with the Bristol Hate Crime and Discrimination Service at their request.

4 Survey results

4.1 Characteristics of respondents

Respondents were asked whether they were responding as an individual, on behalf of a VCSE organisation, or in any other capacity. 86 respondents answered the question, of which:

- 40 (47%) responded on behalf of a VCSE organisation
- 40 (47%) responded as an individual
- 2 (2%) responded as both
- 4 (5%) responded as an individual who works in / is a trustee of a VCSE

See figure 4.1.1 below.

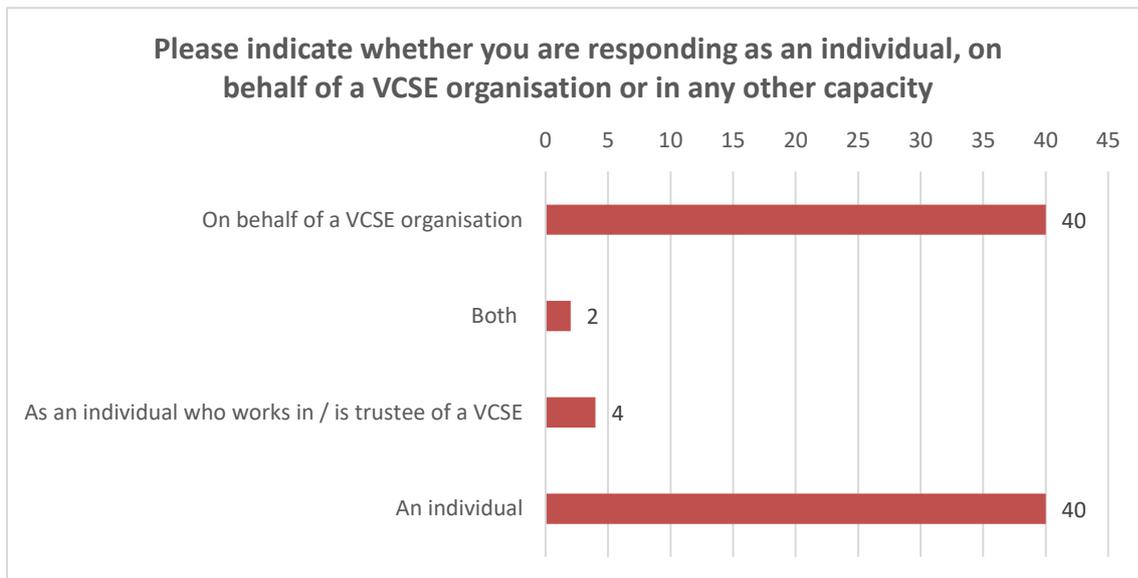


Figure 4.1.1

Respondents were asked which areas of interest their VCSE organisations work in.

Respondents selected 19 areas of interest, the most common of which were:

- Health and wellbeing, 38 respondents selected this area
- Community development, 33 respondents selected this area
- Equalities, 26 respondents selected this area
- Neighbourhood, 23 respondents selected this area
- Children's and families, 23 respondents selected this area
- Information, advice and guidance, 23 respondents selected this area

See figure 4.1.2 below.

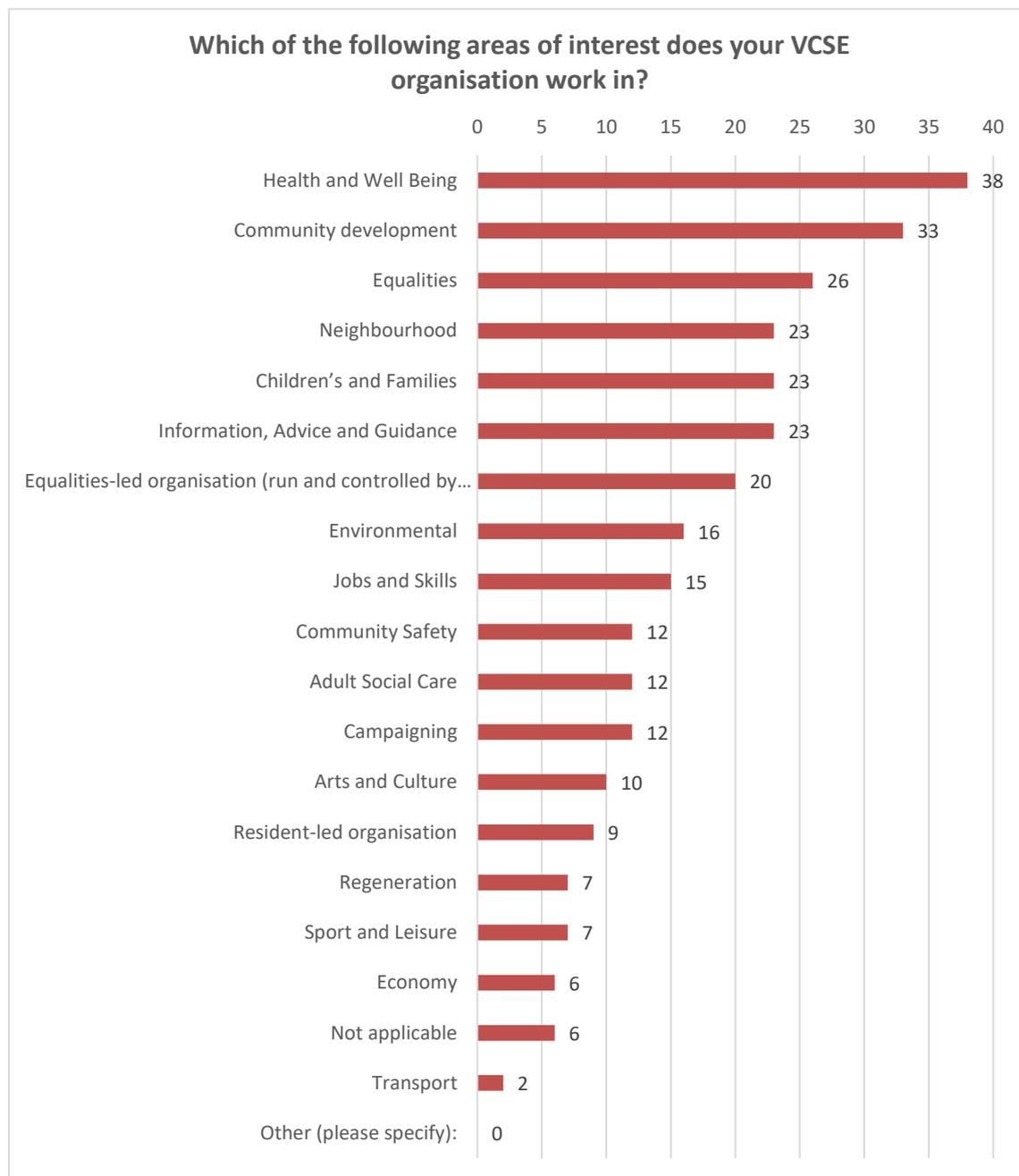


Figure 4.1.2

Respondents were asked which groups their VCSE organisations primarily work with. Respondents selected 10 groups that their organisations work with, the most common of which were:

- Black, Asian, Minority, Ethnic (BAME) communities, 7 organisations selected this group
- People impacted by poverty, 7 organisations selected this group
- Children and young people, 6 organisations selected this group

- Specific geographical community or neighbourhood, 6 organisations selected this group
- New migrant, refugee, asylum seeker, 6 organisations selected this group

See figure 4.1.3 below.

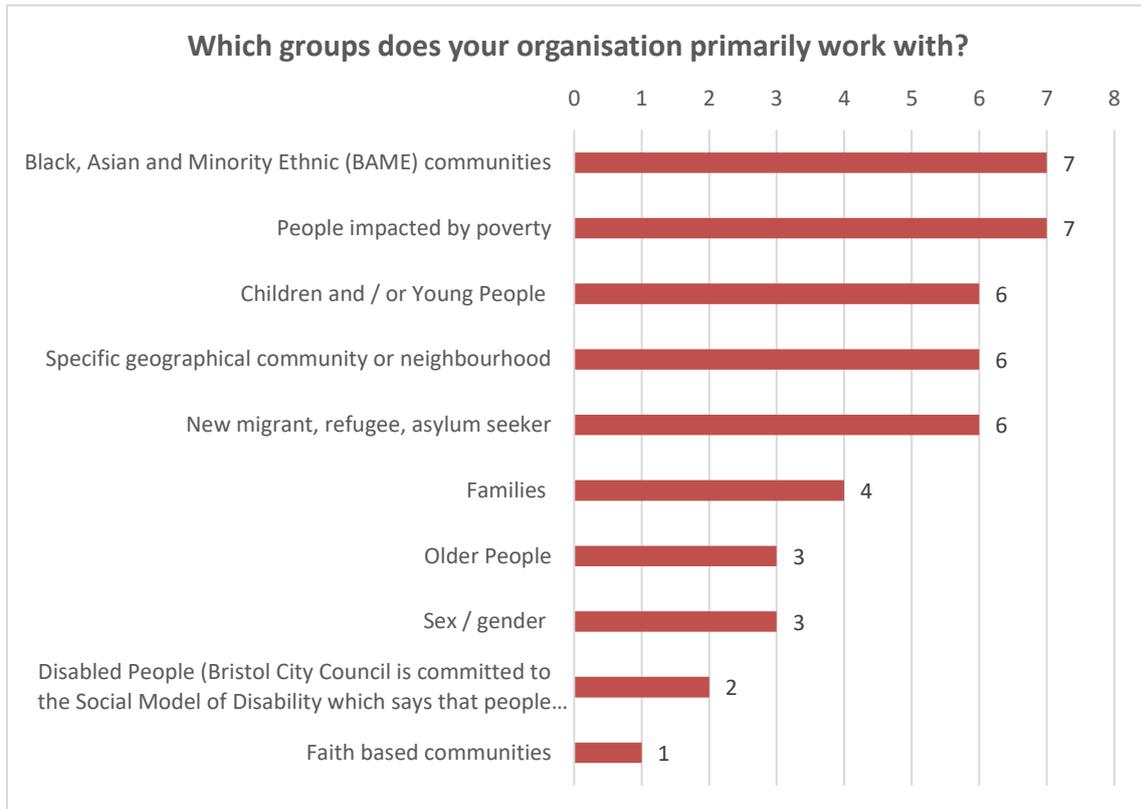


Figure 4.1.3

Respondents were asked which areas of Bristol their VCSE organisations works in. 21 areas were selected by respondents, the most common of which was citywide, this area was selected by 31 respondents.

See figure 4.1.4 below.

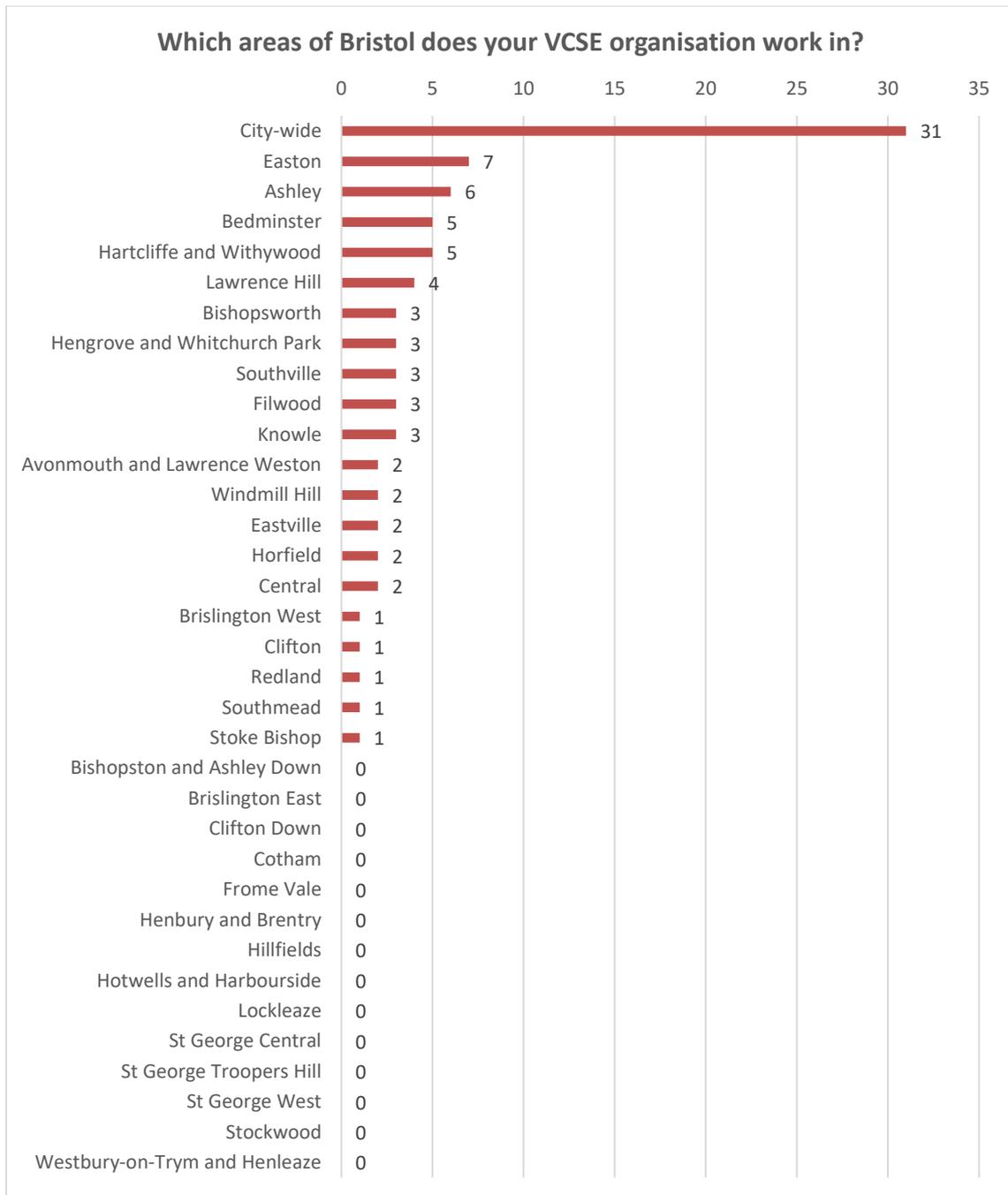


Figure 4.1.4

Respondents were asked what their VCSE organisation's annual turnover is. 47 respondents selected their organisation's annual turnover, of which:

- 4 (9%) respondents selected below £20k
- 4 (9%) respondents selected £20k to £50k
- 20 (43%) respondents selected £50k to £250k
- 10 (21%) respondents selected £250k to £1m
- 9 (19%) respondents selected over £1m

See figure 4.1.5 below.

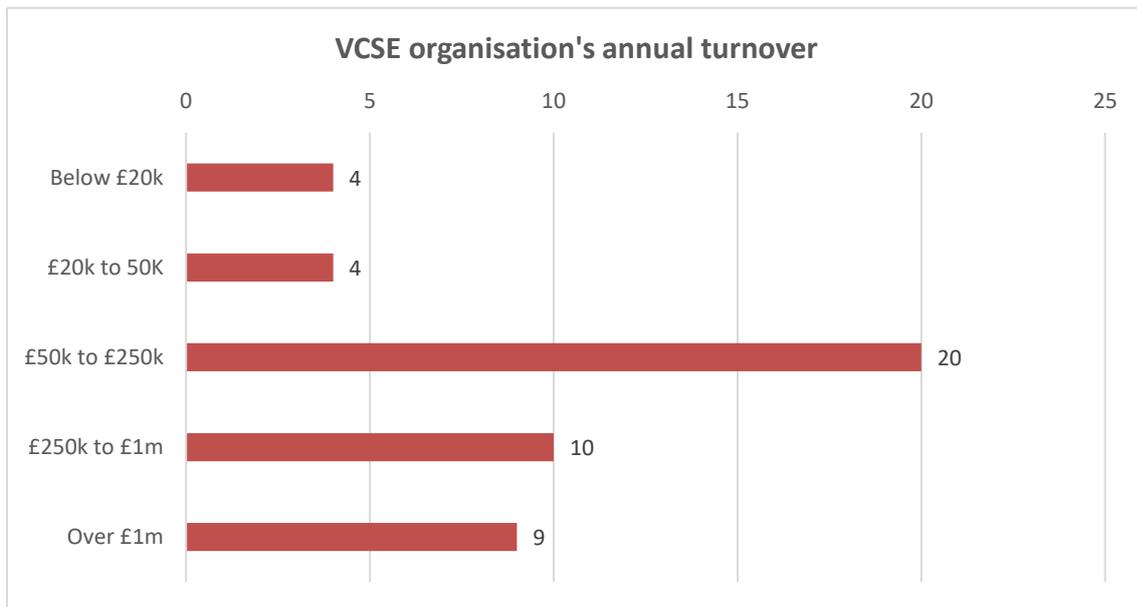


Figure 4.1.5

Respondents were asked whether they currently receive a Bristol Impact Fund grant. 61 respondents selected whether they currently receive a Bristol Impact Fund grant, of which:

- 29 (48%) respondents said that they currently receive a BIF grant
- 32 (52%) respondents said that they currently receive a BIF grant

See figure 4.1.6 below.

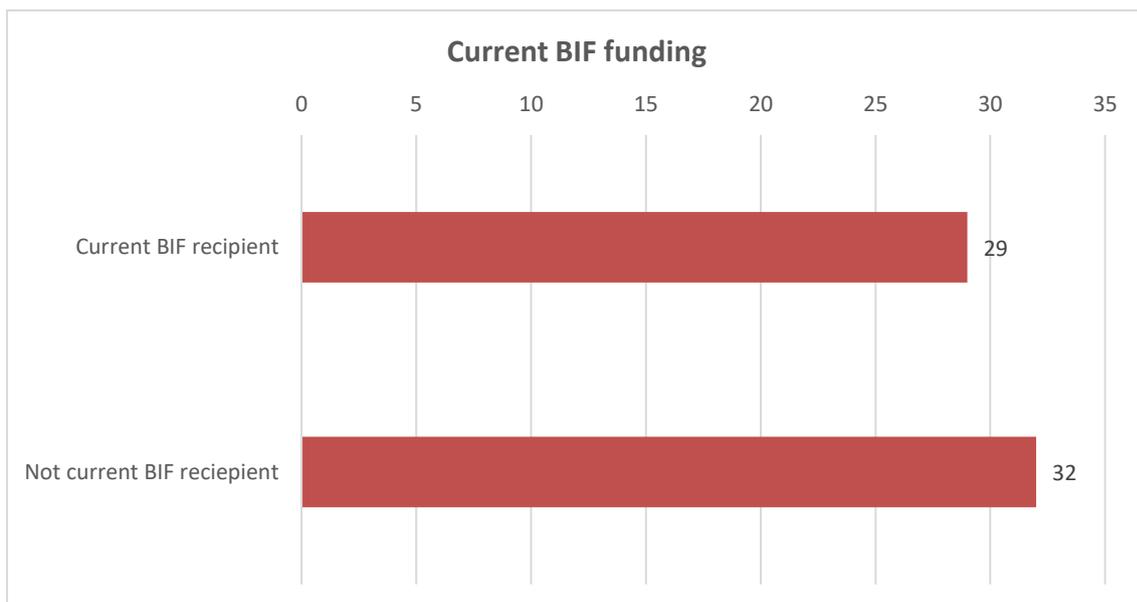


Figure 4.1.6

4.2 Demographics of respondents

Respondents were asked their age. 80 respondents selected their age, of which:

- 1 (1%) respondent was 18-24
- 7 (9%) respondents were 25-34
- 9 (11%) respondents were 35-44
- 16 (20%) respondents were 45-54
- 23 (29%) respondents were 55-64
- 14 (18%) respondents were 65-74
- 9 (11%) respondents were 75-84
- 1 (1%) respondent preferred not to say

See figure 4.2.1 below.

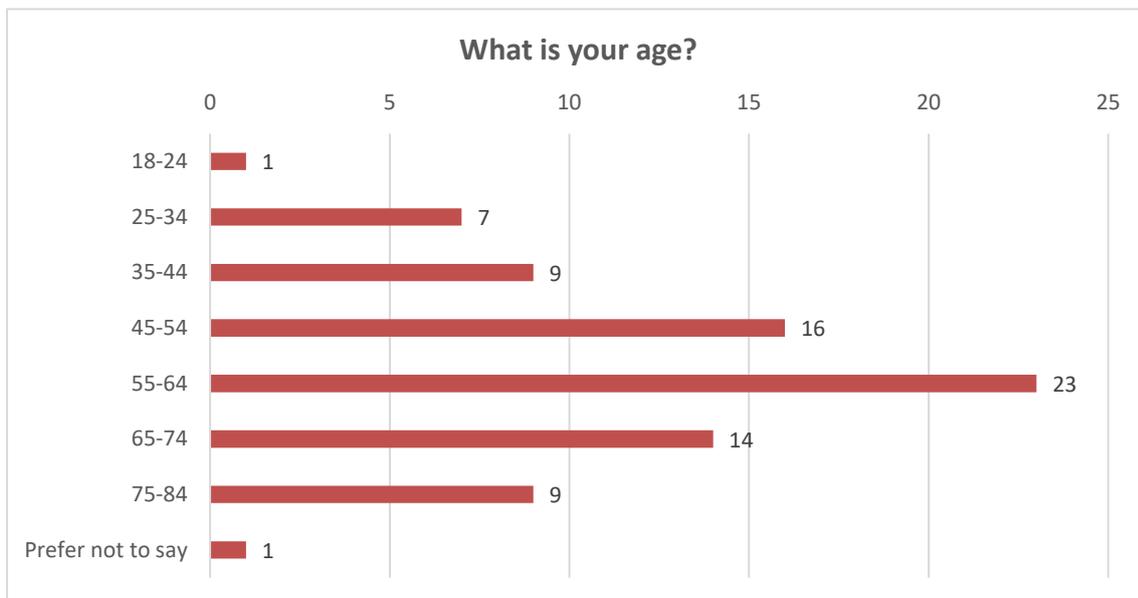


Figure 4.2.1

Respondents were asked whether they consider themselves to be a Disabled person. 80 respondents responded, of which:

- 15 (19%) respondents considered themselves to be a Disabled person
- 60 (75%) respondents did not consider themselves to be a Disabled person
- 5 (6%) respondents preferred not to say

See figure 4.2.2 below.

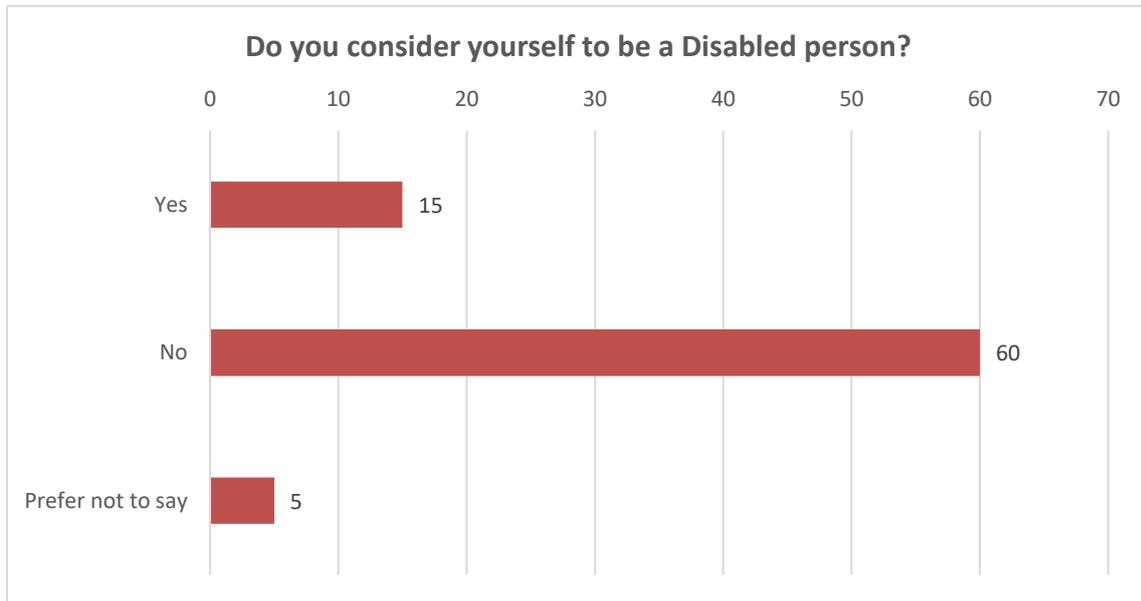


Figure 4.2.2

Respondents were asked their sex. 81 respondents selected their sex, of which:

- 47 (58%) respondents identified as female
- 31 (38%) respondents identified as male
- 3 (4%) respondents preferred not to say

See figure 4.2.3 below.

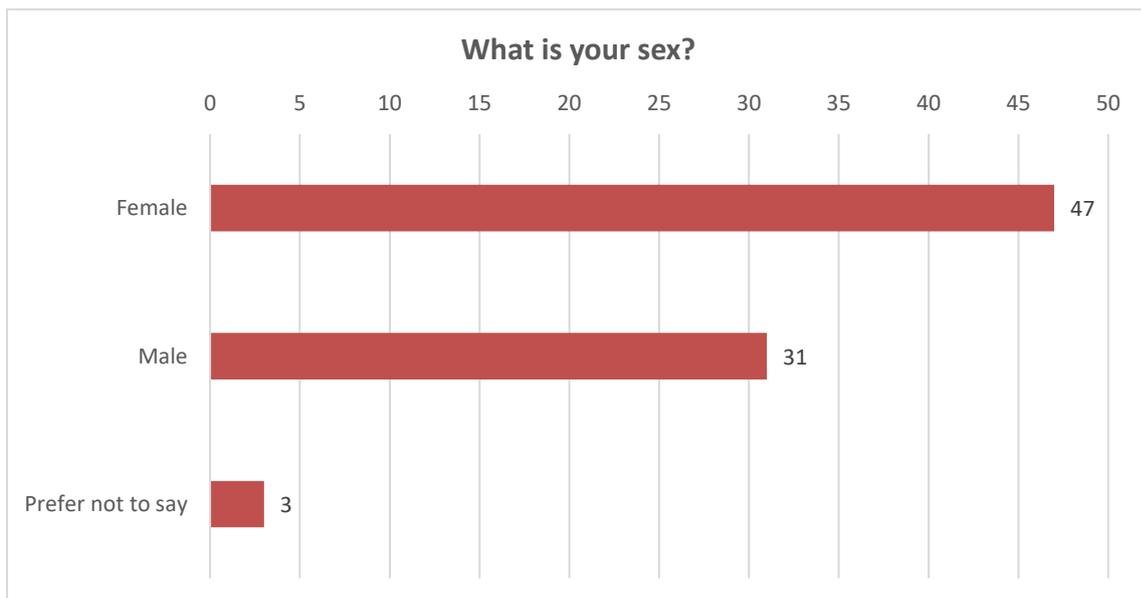


Figure 4.2.3

Respondents were asked whether they have gone through any part of a gender reassignment process or whether they intend to. 81 respondents responded, of which:

- 0 (0%) respondents said yes
- 77 (95%) respondents said no
- 4 (5%) respondents preferred not to say

See figure 4.2.4 below.

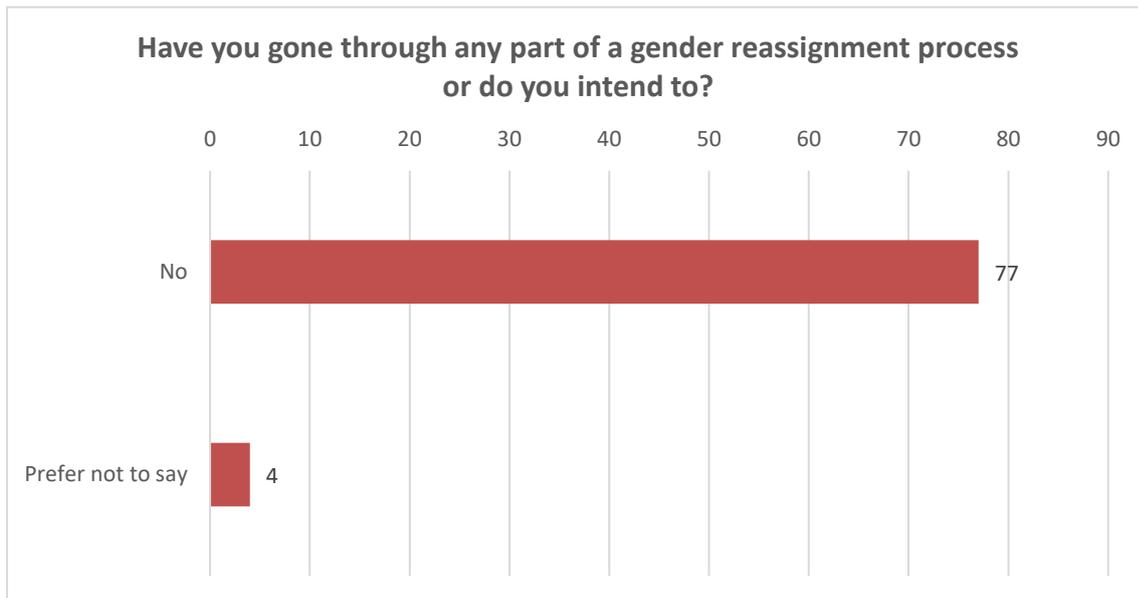


Figure 4.2.4

Respondents were asked their ethnic group. 79 respondents selected their ethnic group, of which:

- 3 (4%) respondents selected Asian / Asian British
- 6 (8%) respondents selected Black /African / Caribbean / Black British
- 1 (1%) respondent selected Dual Heritage
- 1 (1%) respondent selected Gypsy / Roma / Irish Traveller
- 2 (3%) respondents selected Mixed / Multi ethnic group
- 1 (1%) respondent selected Polish
- 57 (72%) respondents selected White British
- 1 (1%) respondent selected White Irish
- 4 (5%) respondents selected White Other
- 3 (4%) respondents preferred not to say

See figure 4.2.5 below.

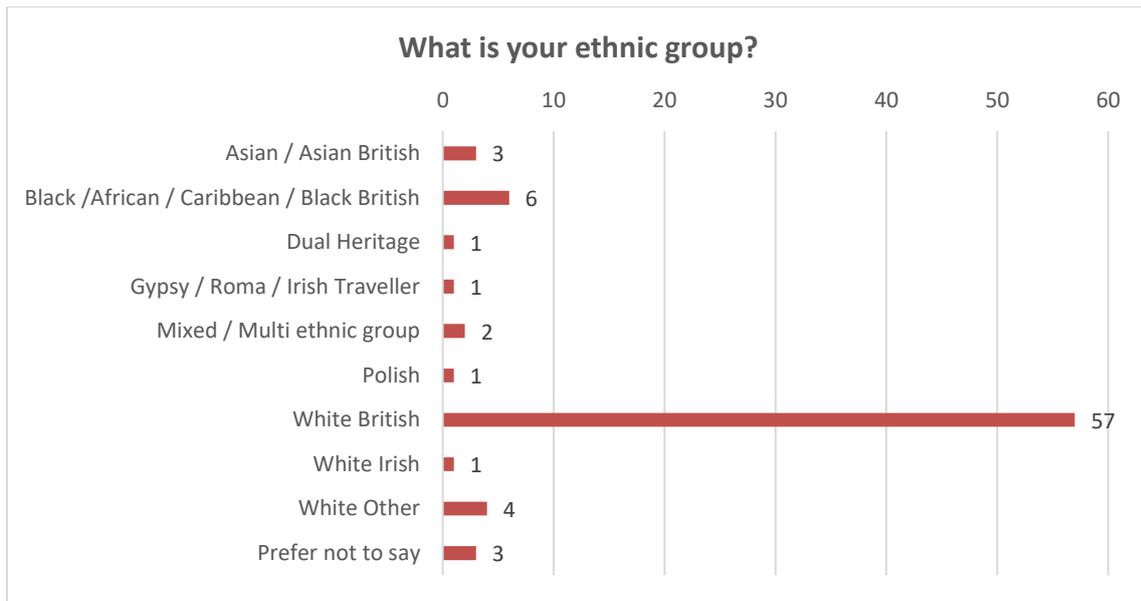


Figure 4.2.5

Respondents were asked their sexual orientation. 78 respondents selected their sexual orientation, of which:

- 5 (6%) respondents selected Bisexual
- 1 (1%) respondents selected Gay man
- 1 (1%) respondents selected Gay woman / Lesbian
- 67 (86%) respondents selected Heterosexual / Straight
- 4 (5%) respondents preferred not to say

See figure 4.2.6 below.

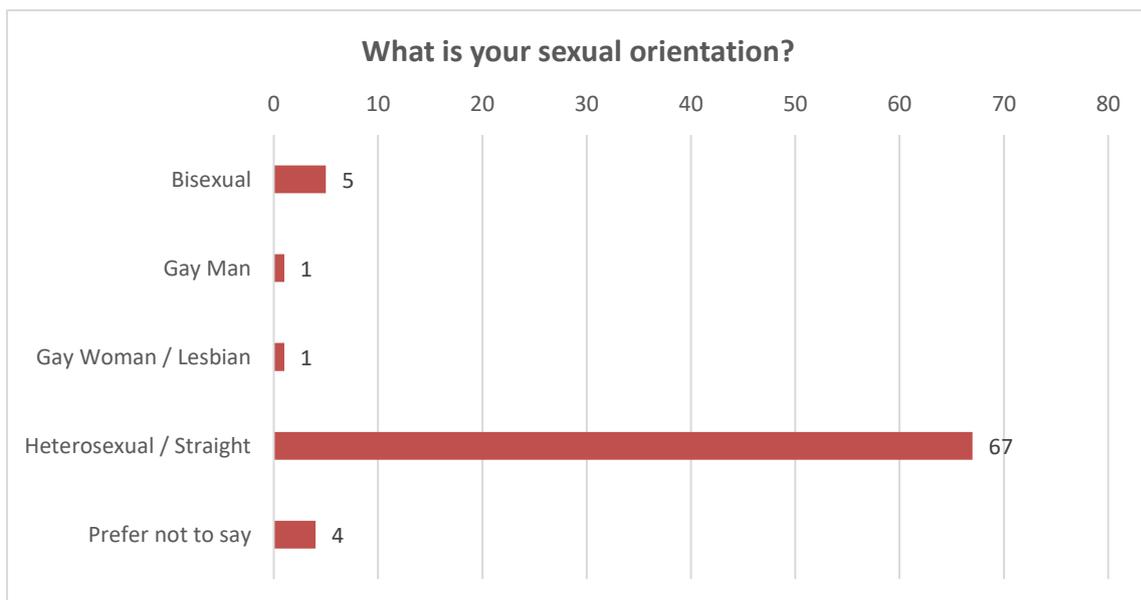


Figure 4.2.6

Respondents were asked their religion / faith. 79 respondents selected their religion / faith, of which:

- 1 (1%) respondent selected Anabaptist
- 0 (0%) respondents selected Buddhist
- 25 (32%) respondents selected Christian
- 0 (0%) respondents selected Hindu
- 0 (0%) respondents selected Jewish
- 3 (4%) respondents selected Muslim
- 44 (56%) respondents selected No Religion
- 0 (0%) respondents selected Pagan
- 0 (0%) respondents selected Sikh
- 1 (1%) respondents selected Spiritual
- 5 (6%) respondents preferred not to say

See figure 4.2.7 below.

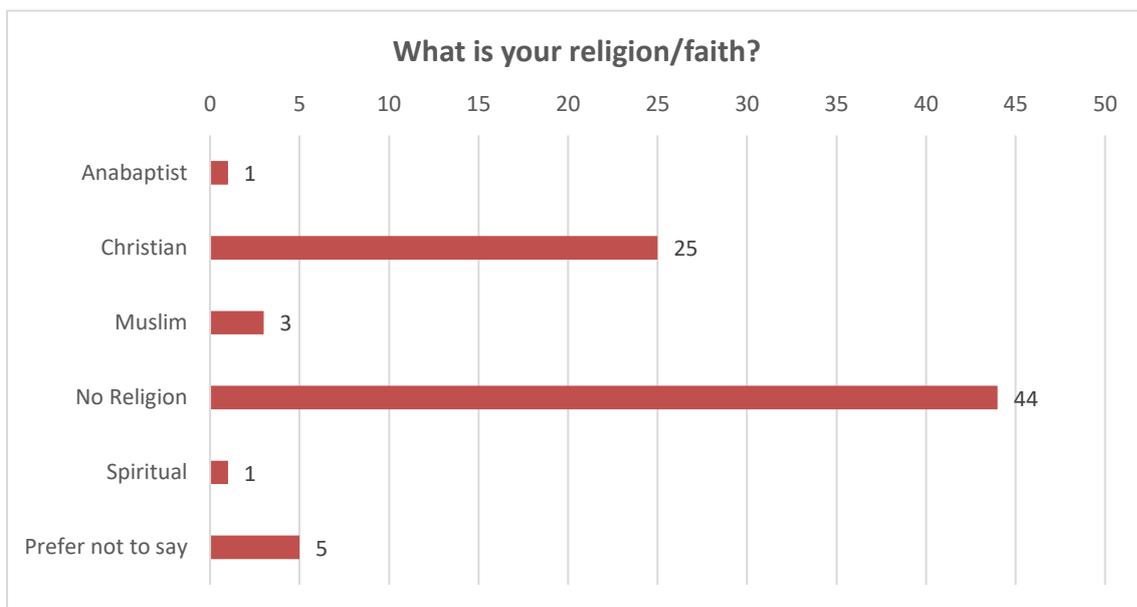


Figure 4.2.7

Respondents were asked whether they are pregnant or have given birth in the last 26 weeks. 78 respondents responded, of which:

- 1 (1%) respondents said yes
- 74 (95%) respondents said no
- 3 (4%) respondents preferred not to say

See figure 4.2.8 below.

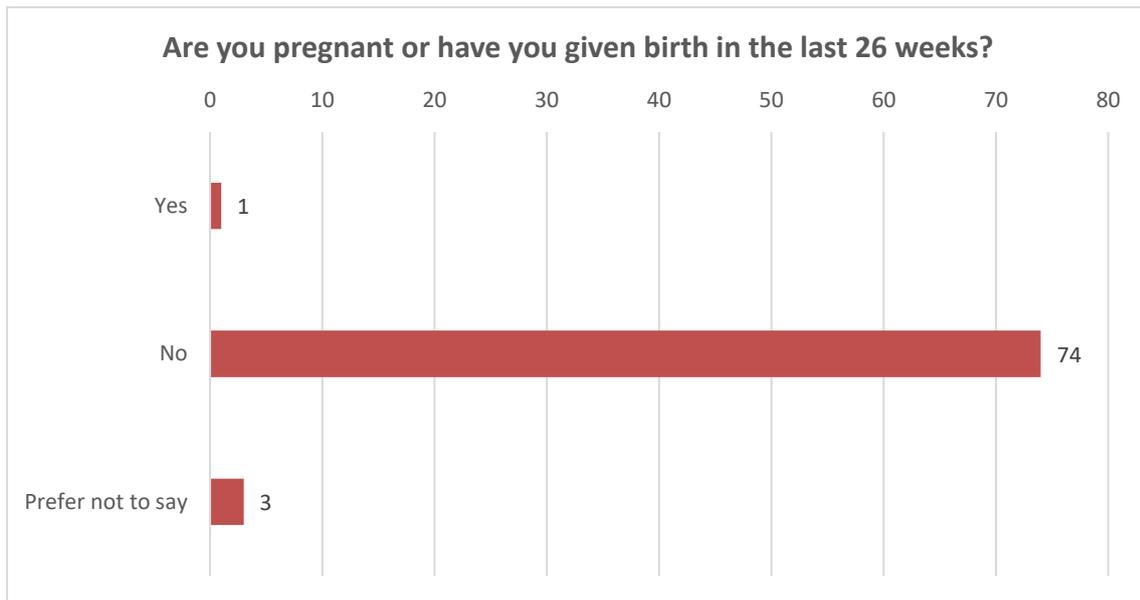


Figure 4.2.8

Respondents were asked whether they are a refugee or asylum seeker. X respondents responded, of which:

- 0 (0%) respondents said yes
- 76 (95%) respondents said no
- 4 (5%) respondents preferred not to say

See figure 4.2.9 below.

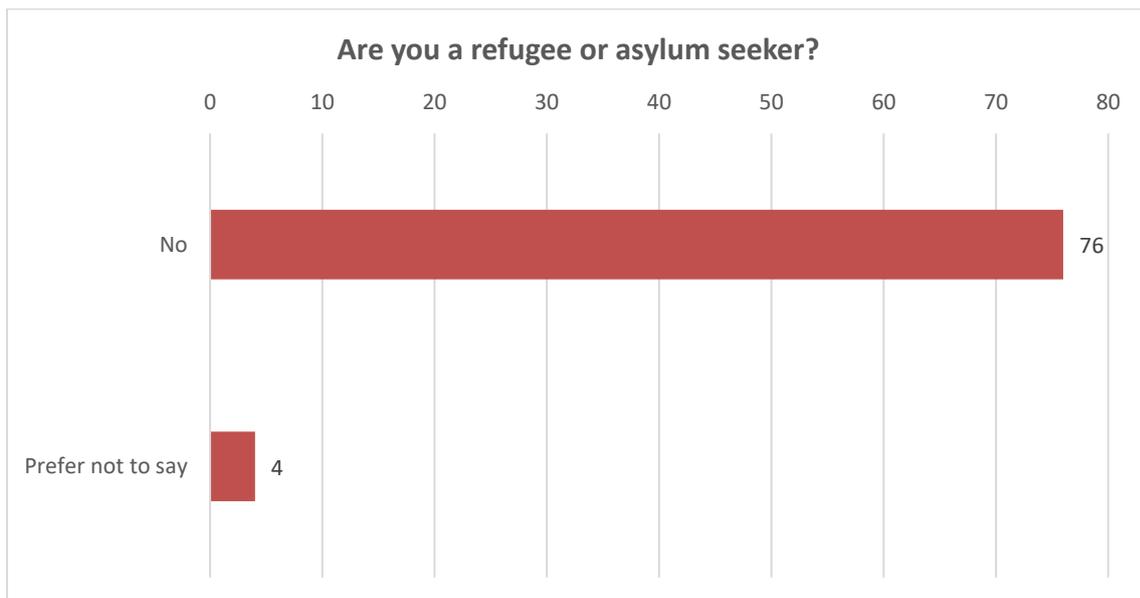


Figure 4.2.9

4.3 Overall goal of the Bristol Impact Fund

Respondent were asked the extent to which they agreed or disagreed with the overall goal of the Bristol Impact Fund: “To build city resilience by growing the power of communities experiencing the greatest inequality”.

86 respondents expressed a view, of which:

- 74 (86%) agreed or strongly agreed with the overall goal
- 4 (5%) neither agreed or disagreed and
- 8 (9%) agreed or strongly disagreed

See figure 4.3.1 below.

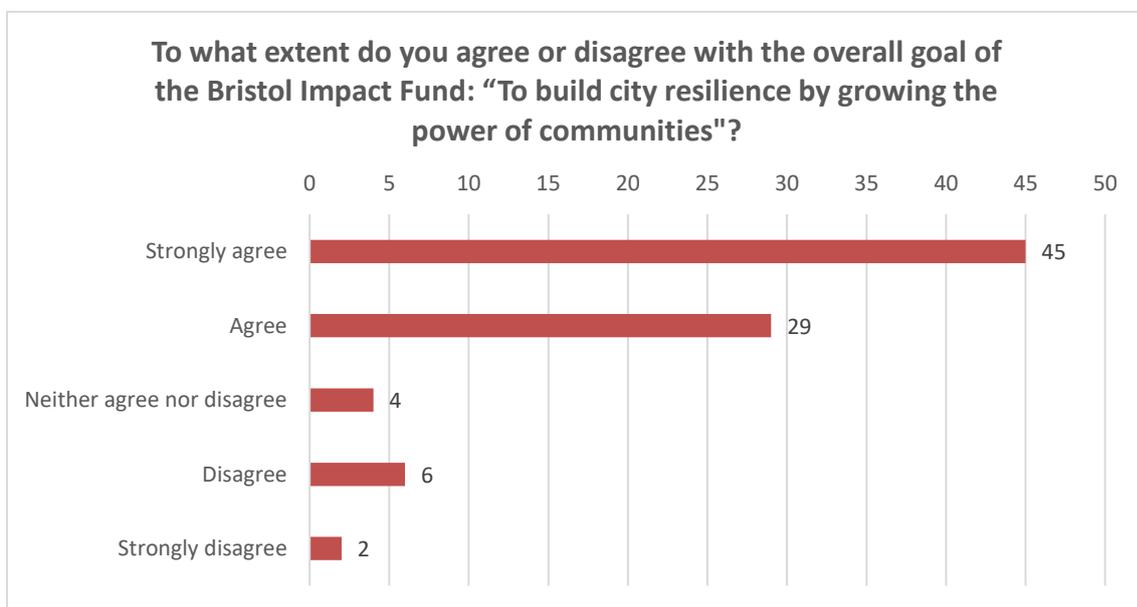


Figure 4.3.1

85 respondents expressed a view of this proposal and stated whether they were responding as an individual or on behalf of a VCSE organisation. The following graph shows the extent to which these organisations and individuals agreed or disagreed with the overall goal.

See figure 4.3.3 below.

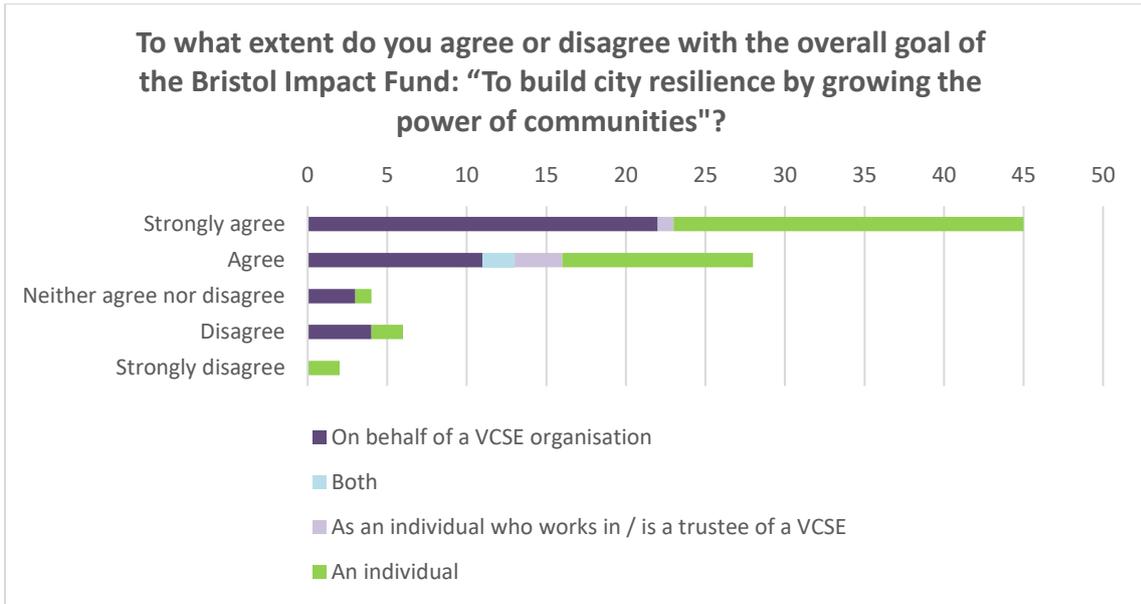


Figure 4.3.2

86 respondents expressed a view of this proposal and stated the annual turnover of their VCSE organisation. The following graph shows the extent to which these organisations agreed or disagreed with the overall goal, broken down by annual turnover.

See figure 4.3.3 below.

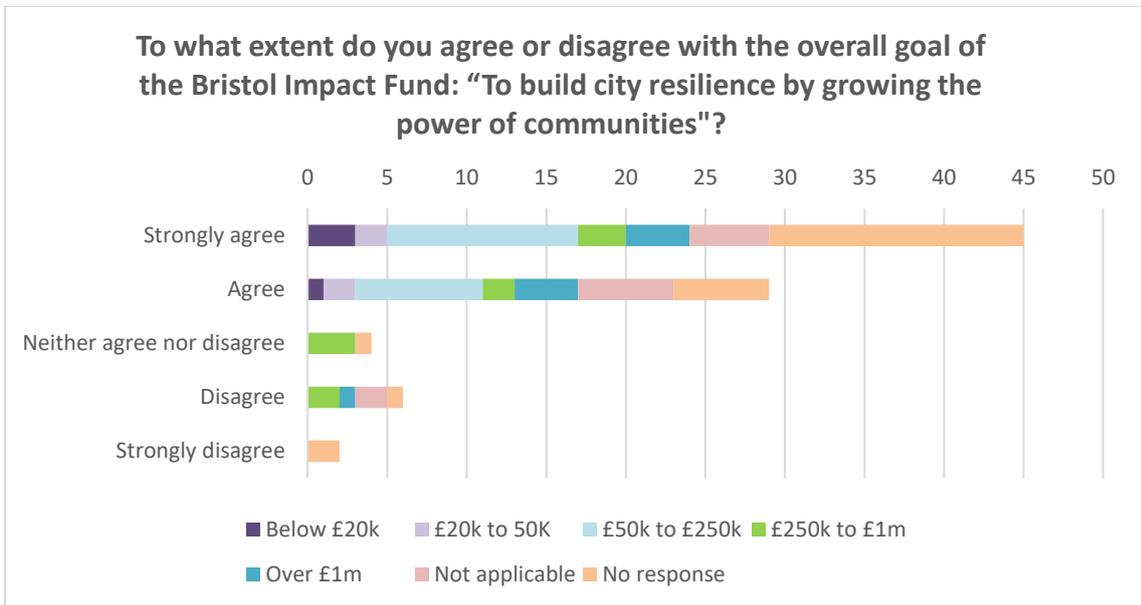


Figure 4.3.3

86 respondents expressed a view of this proposal and stated whether they were an equalities-led organisation. The following graph shows the extent to which these organisations agreed or disagreed with the overall goal, broken down by equalities-led (n=20) and non equalities-led organisations or individuals (n=66).

See figure 4.3.4 below.

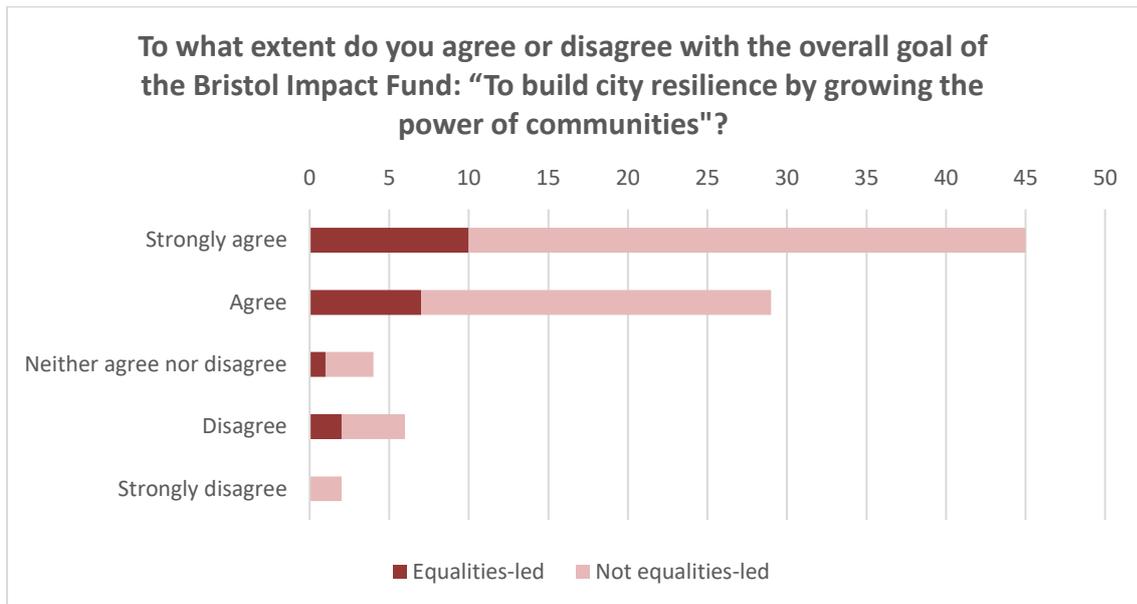


Figure 4.3.4

4.4 Priorities of the BIF grant

Respondents were asked the extent to which they agree or disagree with the proposed priorities of BIF Grant.

84 respondents expressed a view of which:

- 66 (79%) respondents agreed or strongly agreed with the proposed priorities
- 10 (12%) respondents neither agreed nor disagreed and
- 3 (4%) respondents disagreed with the proposed priorities

See figure 4.4.1 below

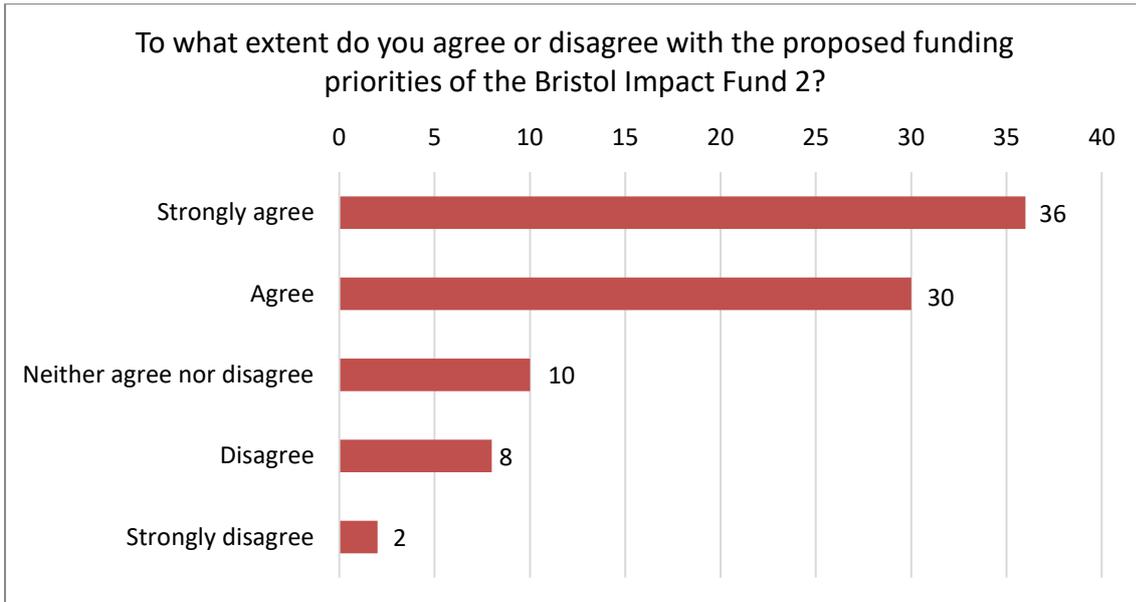


Figure 4.4.1

85 respondents expressed a view of this proposal and stated whether they were responding as an individual or on behalf of a VCSE organisation. The following graph shows the extent to which these organisations and individuals agreed or disagreed with the proposed priorities.

See figure 4.4.2 below

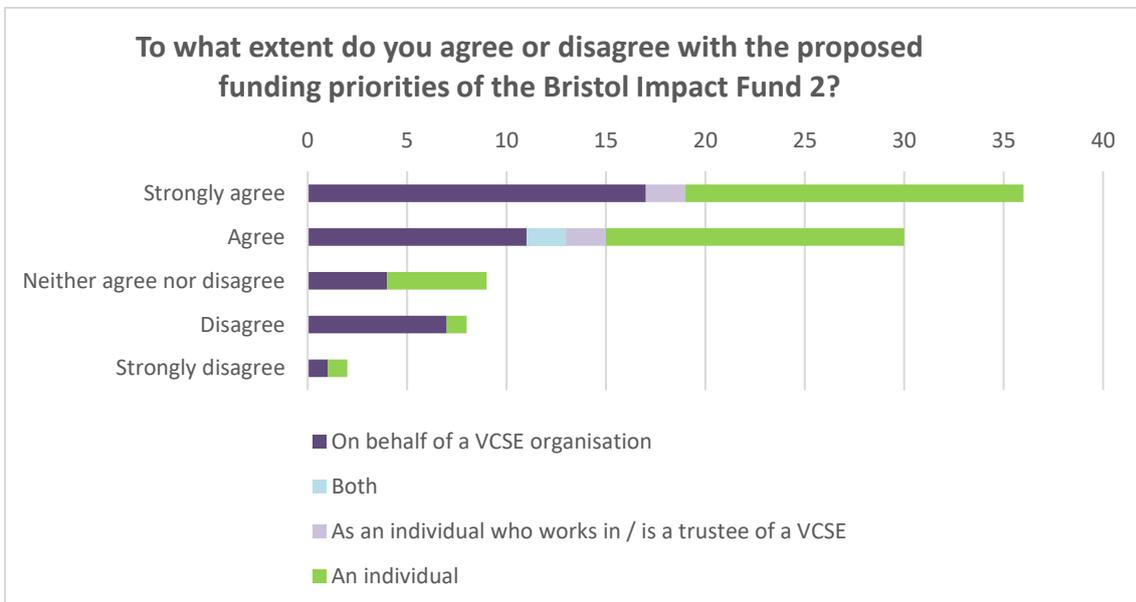


Figure 4.4.2

4.5 Proposed 7 ways of working

Respondents were asked the extent to which they agree or disagree with the proposed 7 ways of working that would underpin the Bristol Impact Fund 2.

86 respondents expressed a view of which:

- 70 (81%) respondents agreed or strongly agreed with the proposed ways of working
- 8 (9%) respondents neither agreed nor disagreed and
- 8 (9%) respondents disagreed with the proposed ways of working

See figure 4.5.1 below.

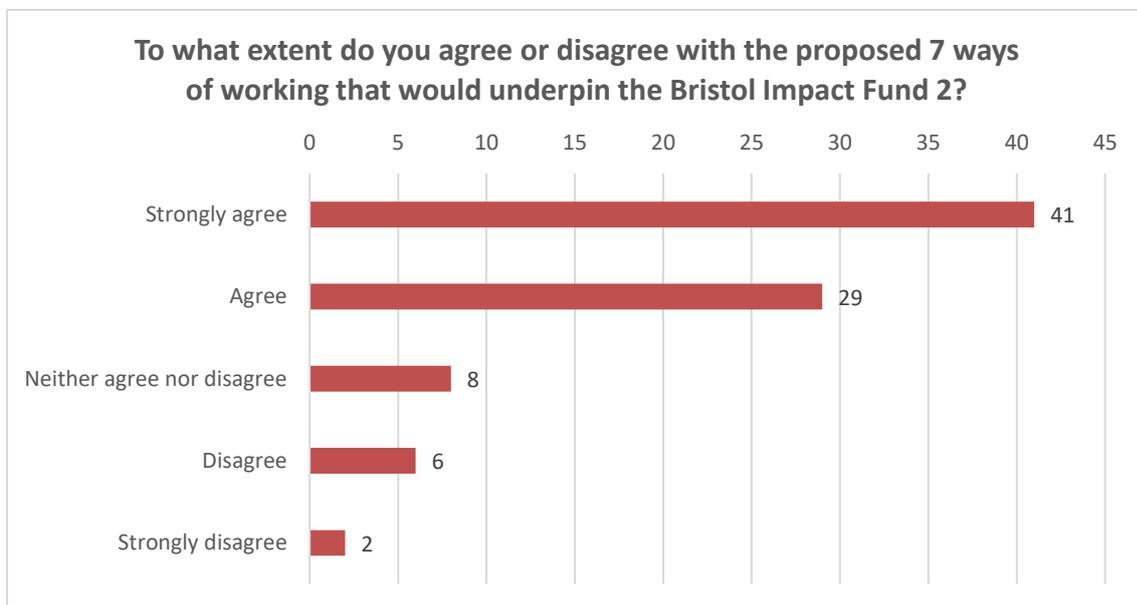


Figure 4.5.1

85 respondents expressed a view of this proposal and stated whether they were responding as an individual or on behalf of a VCSE organisation. The following graph shows the extent to which these organisations and individuals agreed or disagreed with the proposed ways of working.

See figure 4.5.2 below.

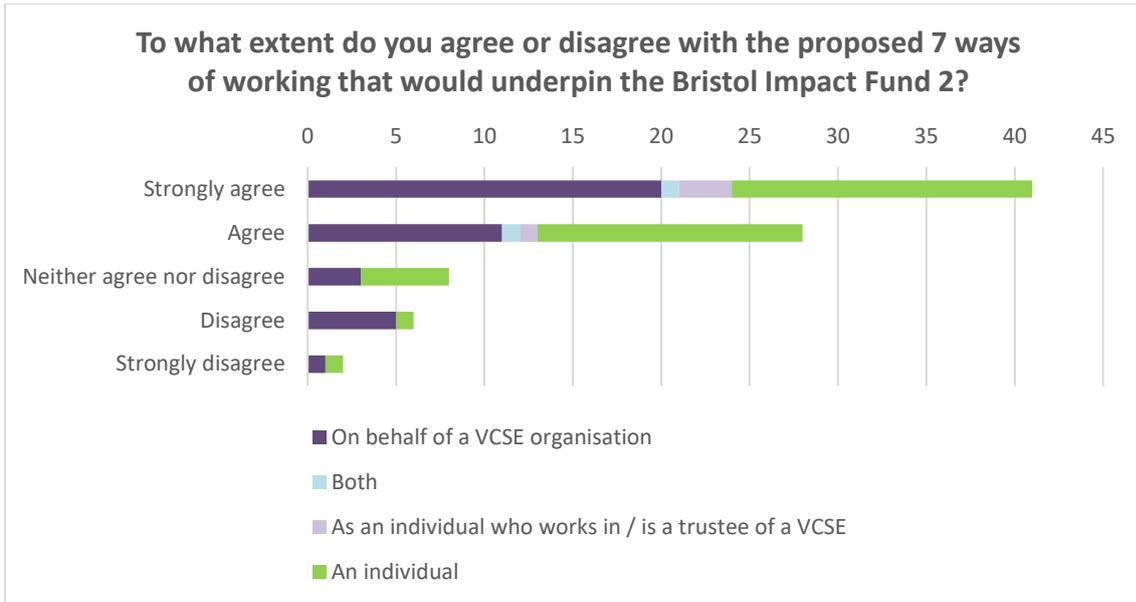


Figure 4.5.2

4.6 Proposed impact

Respondents were asked the extent to which they agree or disagree with the proposed impact of the Bristol Impact Fund 2.

86 respondents expressed a view of which:

- 72 (84%) respondents agreed or strongly agreed with the proposed impact
- 6 (7%) respondents neither agreed nor disagreed and
- 8 (9%) respondents disagreed with the proposed impact

See figure 4.6.1 below.

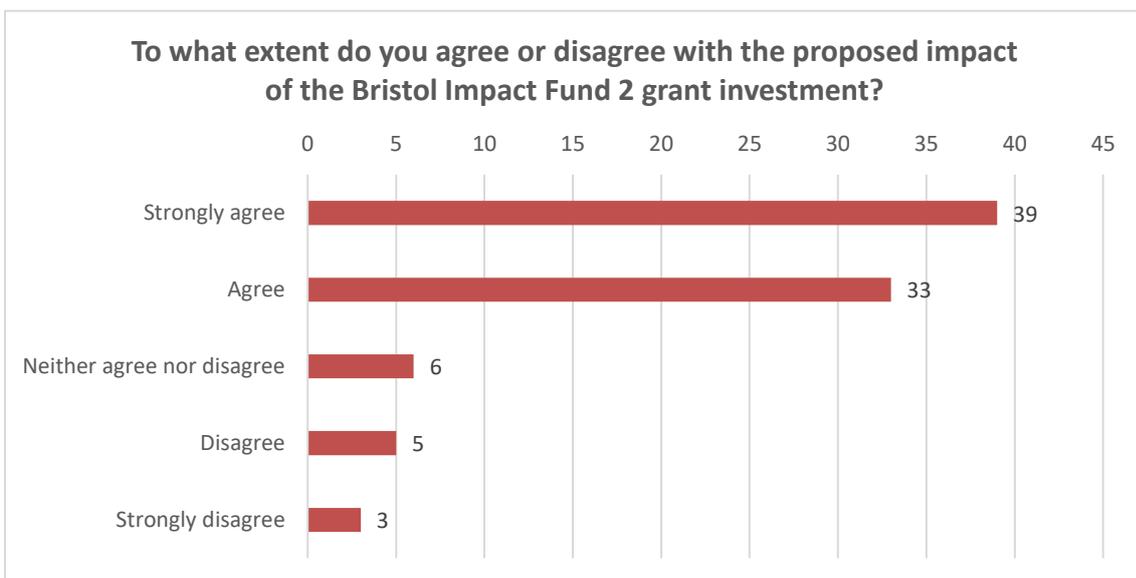


Figure 4.6.1

85 respondents expressed a view of this proposal and stated whether they were responding as an individual or on behalf of a VCSE organisation. The following graph shows the extent to which these organisations and individuals agreed or disagreed with the proposed impact.

See figure 4.6.2 below.

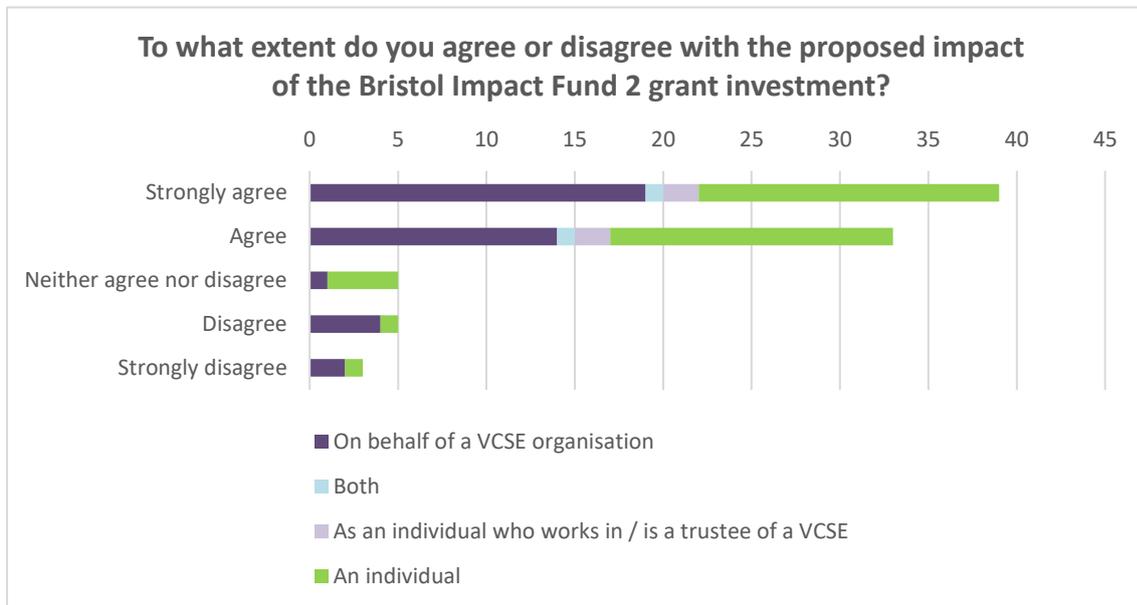


Figure 4.6.2

4.7 Proposed outcomes

Respondents were asked the extent to which they agree or disagree with the proposed outcomes of the Bristol Impact Fund 2.

85 respondents expressed a view of which:

- 68 (80%) respondents agreed or strongly agreed with the proposed outcomes
- 10 (12%) respondents neither agreed nor disagreed and
- 7 (8%) respondents disagreed with the proposed outcomes

See figure 4.7.1 below.

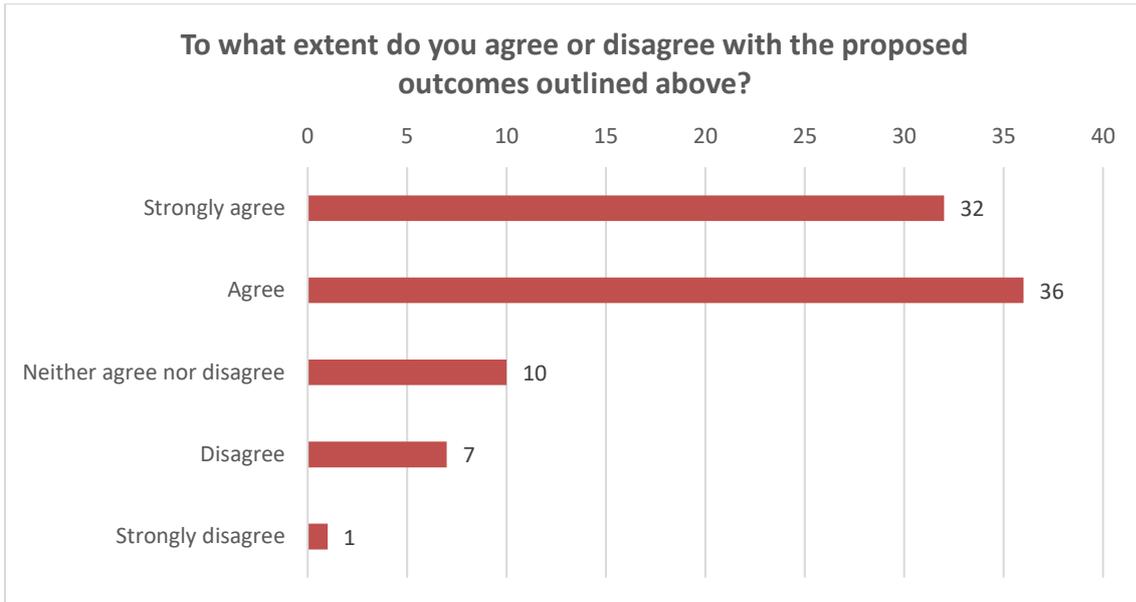


Figure 4.7.1

85 respondents expressed a view of this proposal and stated whether they were responding as an individual or on behalf of a VCSE organisation. The following graph shows the extent to which these organisations and individuals agreed or disagreed with the proposed outcomes.

See figure 4.7.2 below.

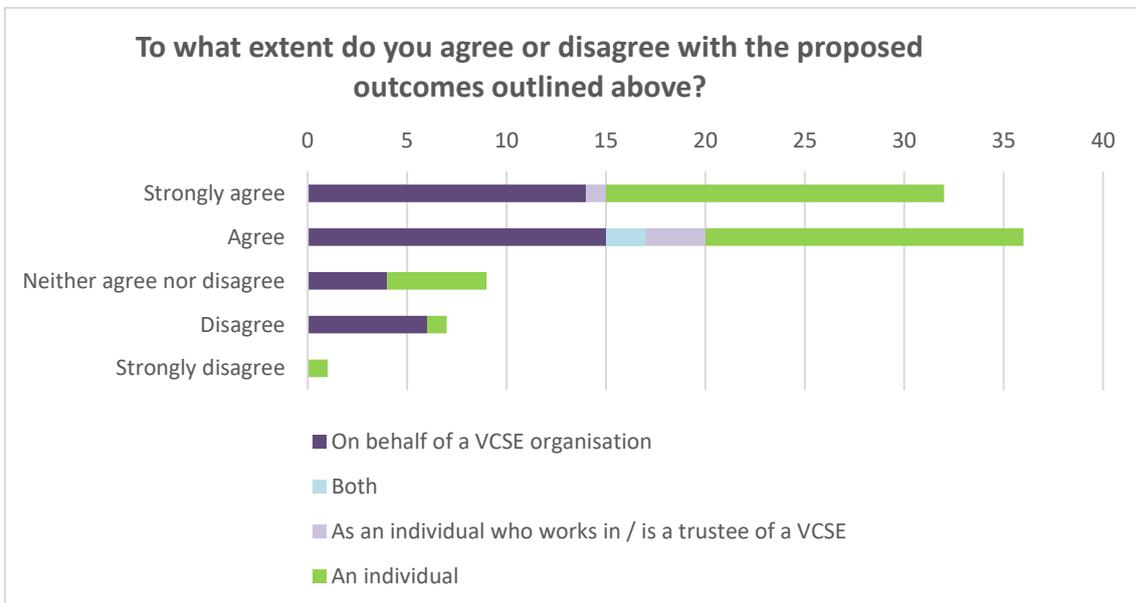


Figure 4.7.2

4.8 Approach to developing indicators

Respondents were asked the extent to which they agree or disagree with the proposed approach to developing indicators of success in delivering against the proposed outcomes.

85 respondents expressed a view of which:

- 67 (79%) respondents agreed or strongly agreed with the proposed outcomes
- 14 (16%) respondents neither agreed nor disagreed and
- 4 (5%) respondents disagreed with the proposed outcomes

A number of comments were gathered on this as part of the open text responses, which are represented in Section 6.

See figure 4.8.1 below.

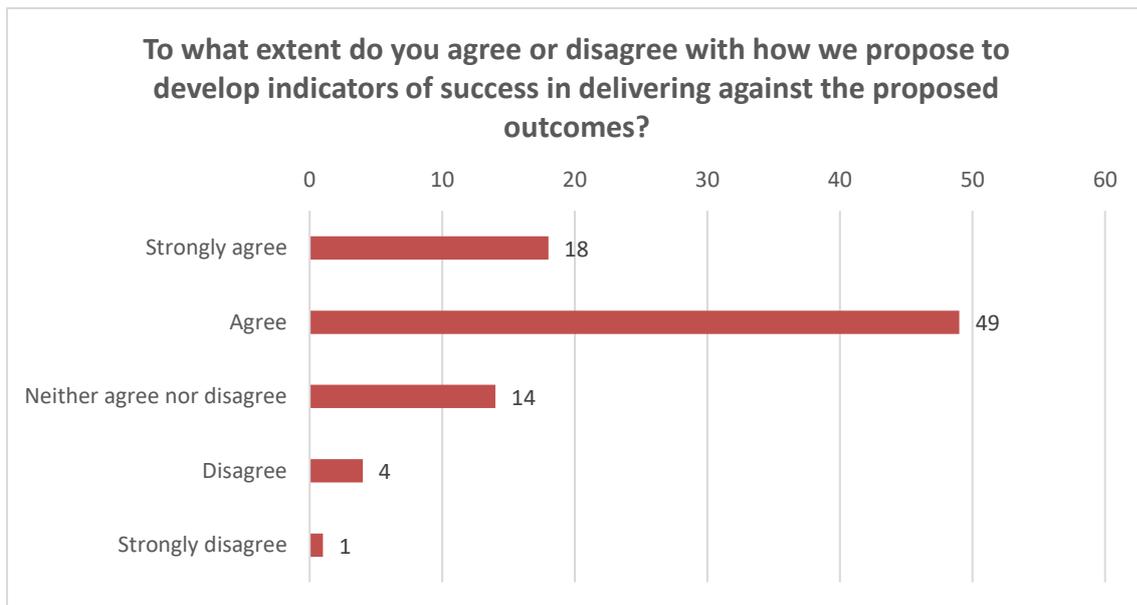


Figure 4.8.1

85 respondents expressed a view of this proposal and stated whether they were responding as an individual or on behalf of a VCSE organisation. The following graph shows the extent to which these organisations and individuals agreed or disagreed with the proposed approach to developing indicators of success in delivering against the proposed outcomes.

See figure 4.8.2 below.

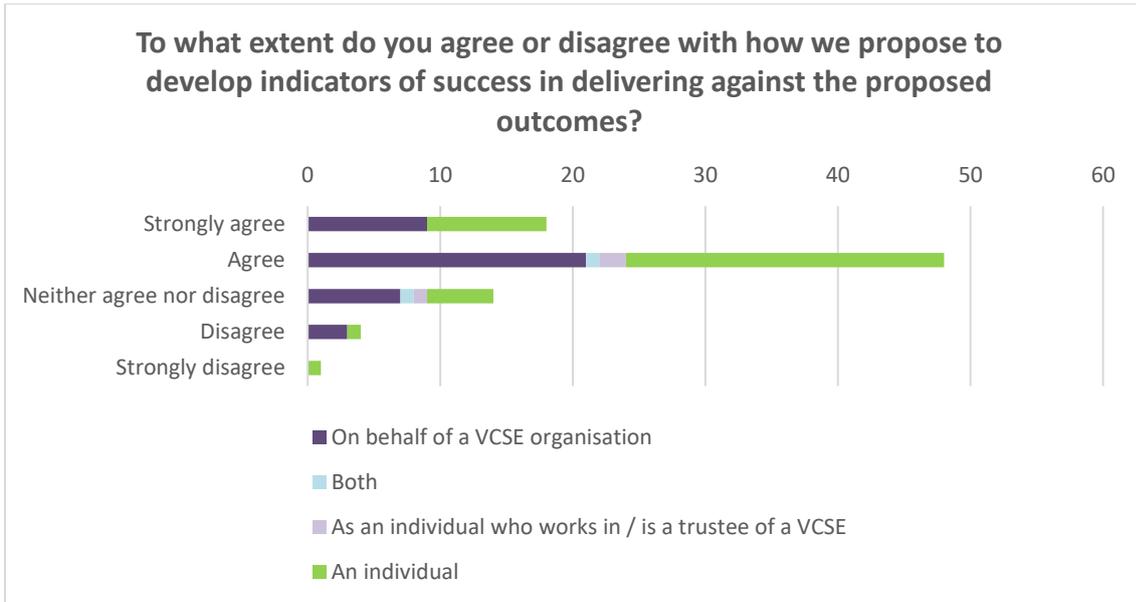


Figure 4.8.2

4.9 Provision of a small grants fund

Respondents were asked whether they support the provision of a Small Grants fund as part of the Bristol Impact Fund 2 programme.

86 respondents expressed a view of which:

- 81 (94%) respondents said yes and
- 5 (6%) respondents said no

See figure 4.9.1 below.

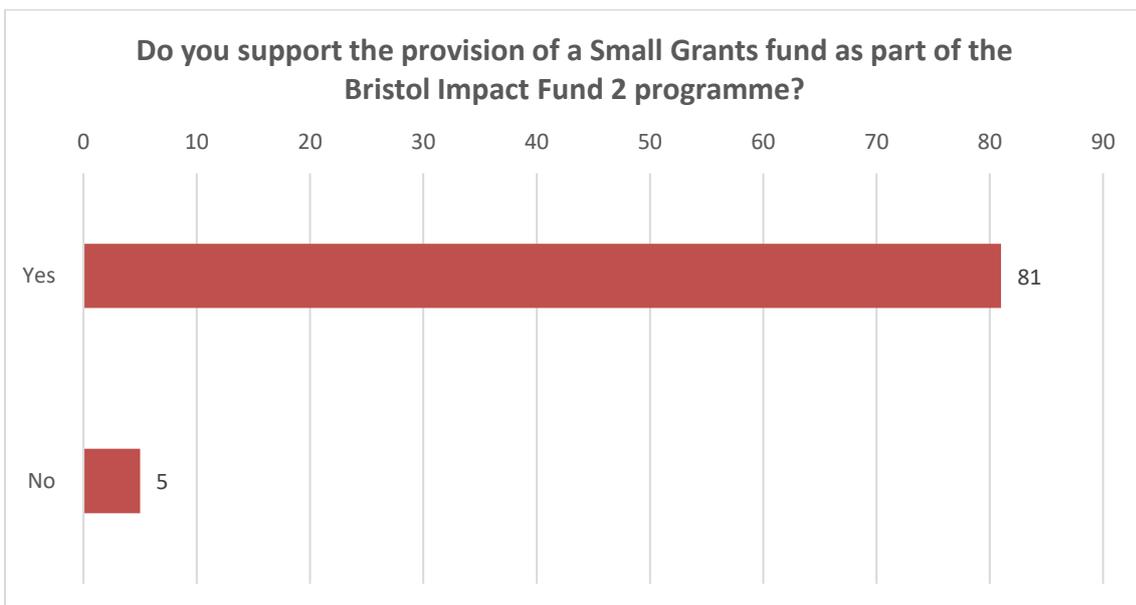


Figure 4.9.1

85 respondents expressed a view of this proposal and stated whether they were responding as an individual or on behalf of a VCSE organisation. The following graph shows the split of organisations and individuals that support or don't support the provision of a Small Grants fund as part of the Bristol Impact Fund 2 programme.

See figure 4.9.2 below.

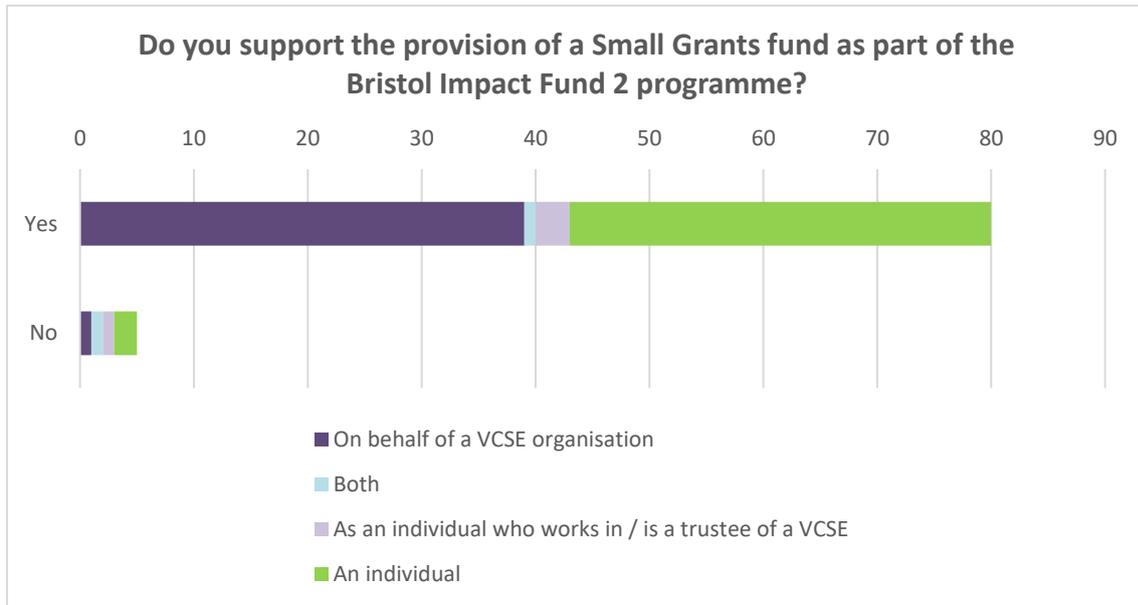


Figure 4.9.2

86 respondents expressed a view of this proposal and stated their organisation's annual turnover. The following graph shows the annual turnover of organisations that support or don't support the provision of a Small Grants fund as part of the Bristol Impact Fund 2 programme.

See figure 4.9.3 below.

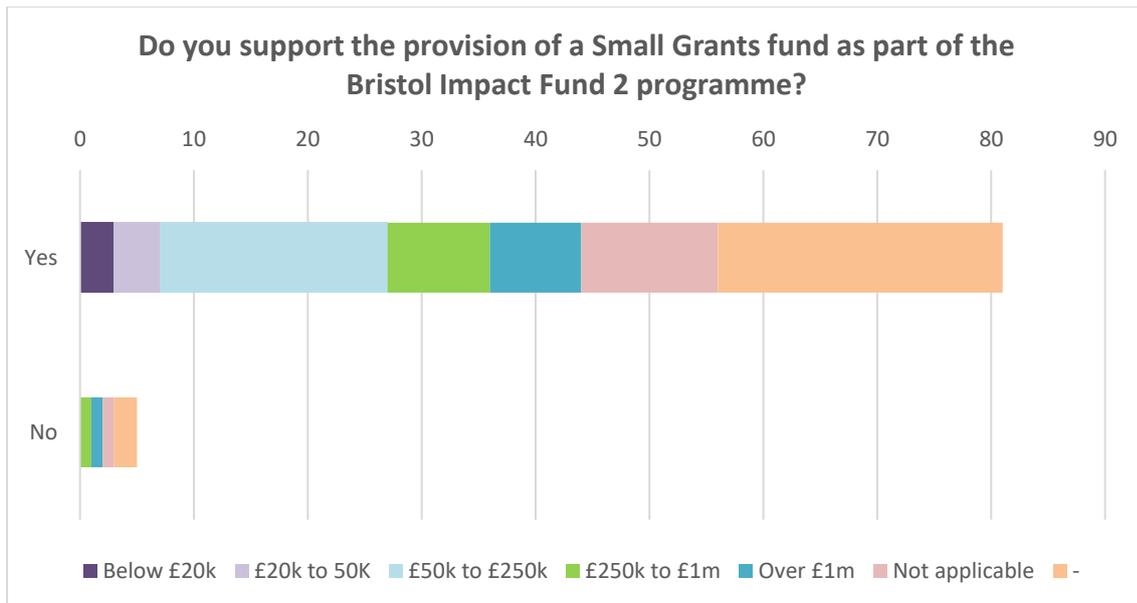


Figure 4.9.3

4.10 Size of small grants fund

Respondents were asked whether they thought two rounds of £150,000 across 18 months - £300,000 in total is about right, too little or too much.

85 respondents expressed a view of which:

- 8 (9%) respondents thought two rounds of £150,000 across 18 months - £300,000 in total is too much
- 57 (67%) respondents thought it is about right and
- 20 (24%) respondents thought it is too little

See figure 4.10.1 below.

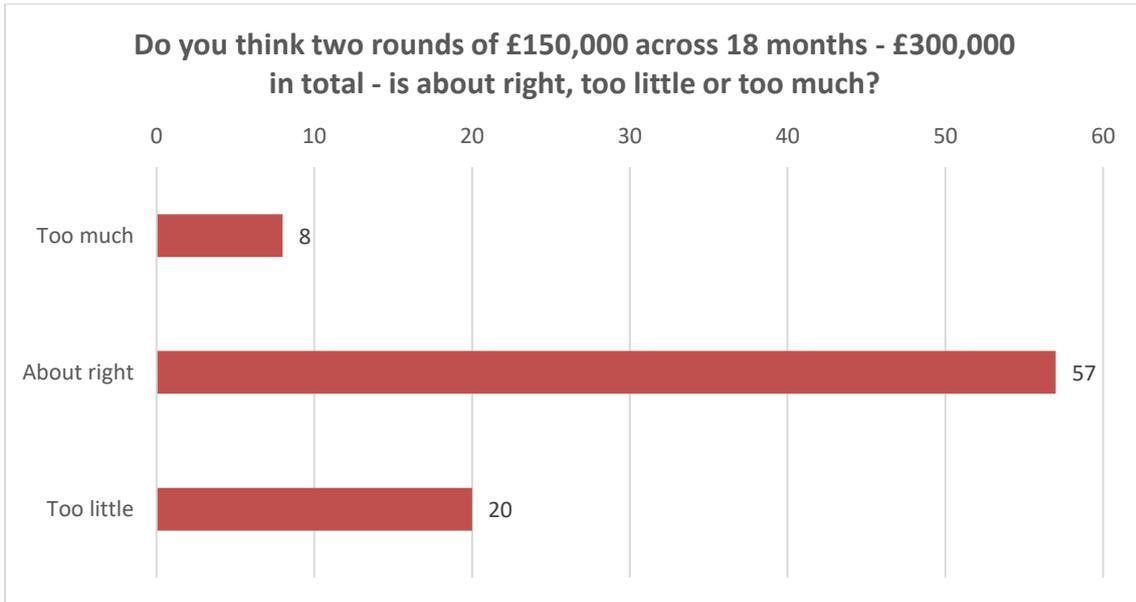


Figure 4.10.1

84 respondents expressed a view of this proposal and stated whether they were responding as an individual or on behalf of a VCSE organisation. The following graph shows the split of organisations and individuals and their thoughts on the size of a Small Grants fund as part of the Bristol Impact Fund 2 programme.

See figure 4.10.2 below.

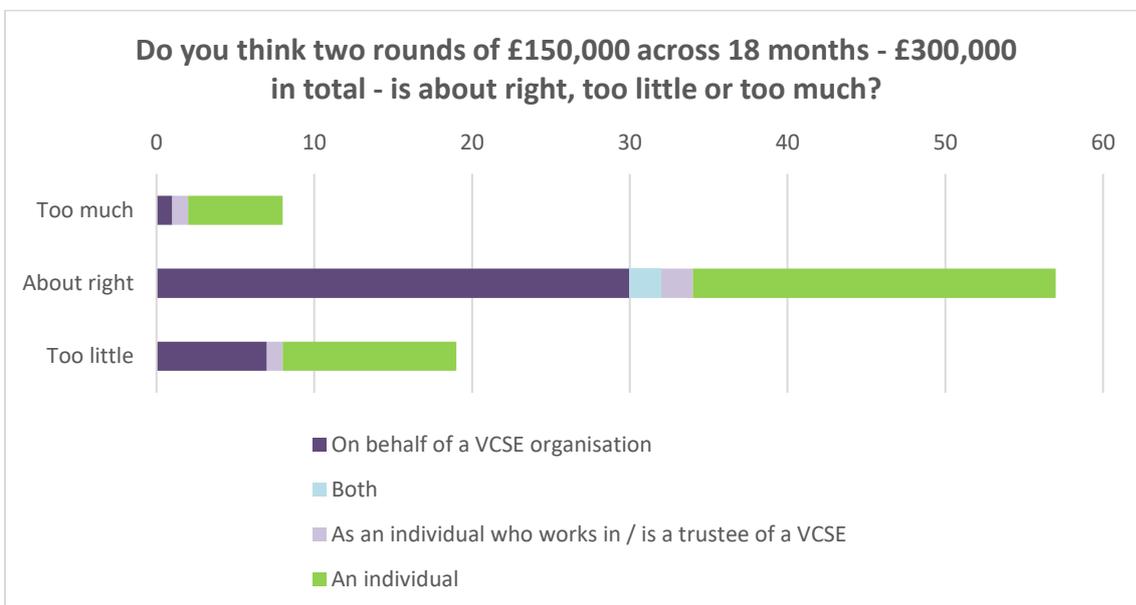


Figure 4.10.2

85 respondents expressed a view of this proposal and stated their organisation's annual turnover. The following graph shows the annual turnover of organisations and their thoughts on the size of a Small Grants fund as part of the Bristol Impact Fund 2 programme.

See figure 4.10.3 below.

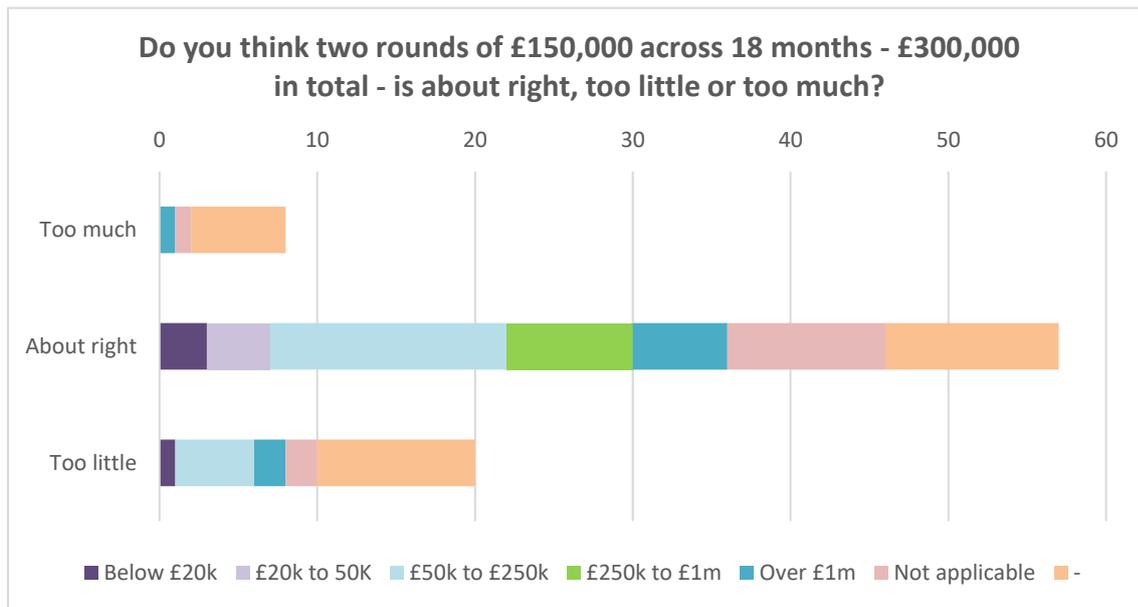


Figure 4.10.3

Respondents were then asked what split they think would be appropriate between small and medium/large grants.

80 respondents expressed a view of which:

- 30 (38%) respondents selected a split of £80,000 per year for small grants and £1,250,000 per year for medium / large grants
- 17 (21%) respondents selected a split of £100,000 per year for small grants and £1,230,000 per year for medium / large grants
- 33 (41%) respondents selected a split of £120,000 per year for small grants and £1,210,000 per year for medium / large grants

See figure 4.10.4 below.

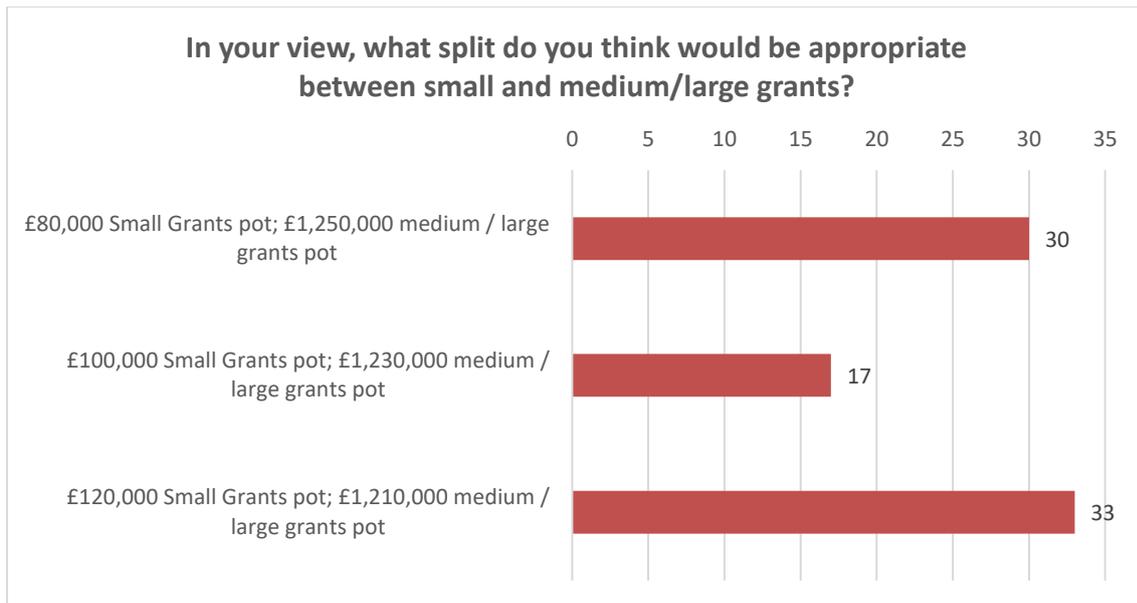


Figure 4.10.4

4.11 Upper limits on proposals

Respondents were asked the extent to which they agree or disagree with the proposal to have an upper limit of £200,000 per year for Medium/Large Grants.

87 respondents expressed a view of which:

- 56 (64%) respondents agreed or strongly agreed with the proposal to have an upper limit of £200,000 per year for Medium/Large Grants
- 10 (11%) respondents neither agreed nor disagreed and
- 21 (24%) respondents disagreed with the proposal to have an upper limit of £200,000 per year for Medium/Large Grants

See figure 4.11.1 below.

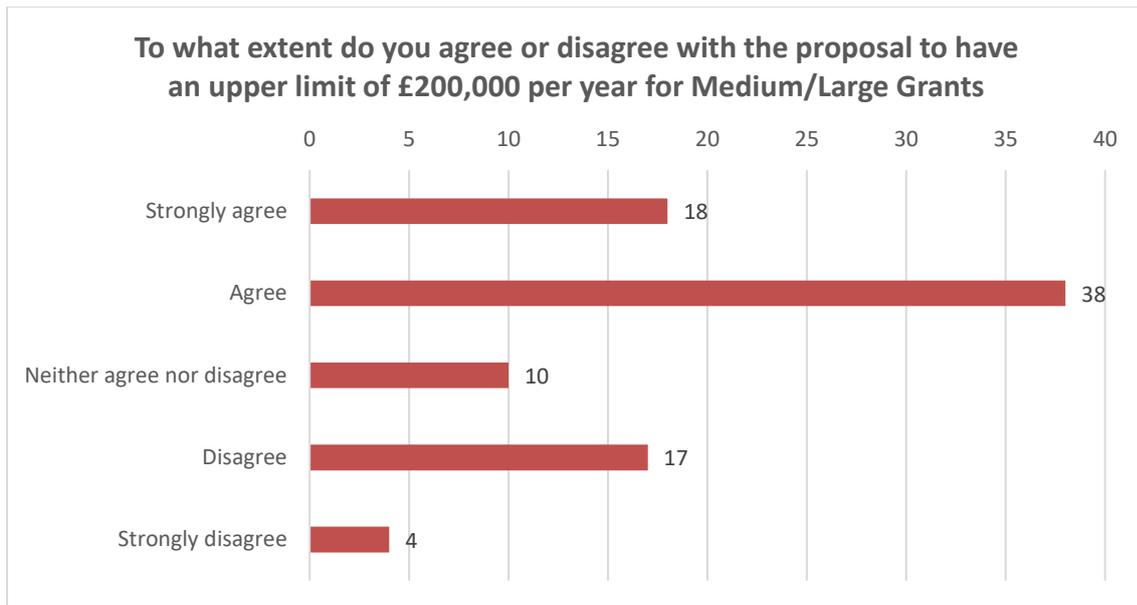


Figure 4.11.1

If respondents disagreed, they were then asked what they think the upper limit should be for exceptional applications.

41 respondents expressed a view of which:

- 11 (27%) respondents thought there shouldn't be an upper limit
- 24 (59%) respondents thought the upper limit should be less than £200,000 per annum
- 6 (15%) respondents thought the upper limit should be more than £200,000 per annum

See figure 4.11.2 below.

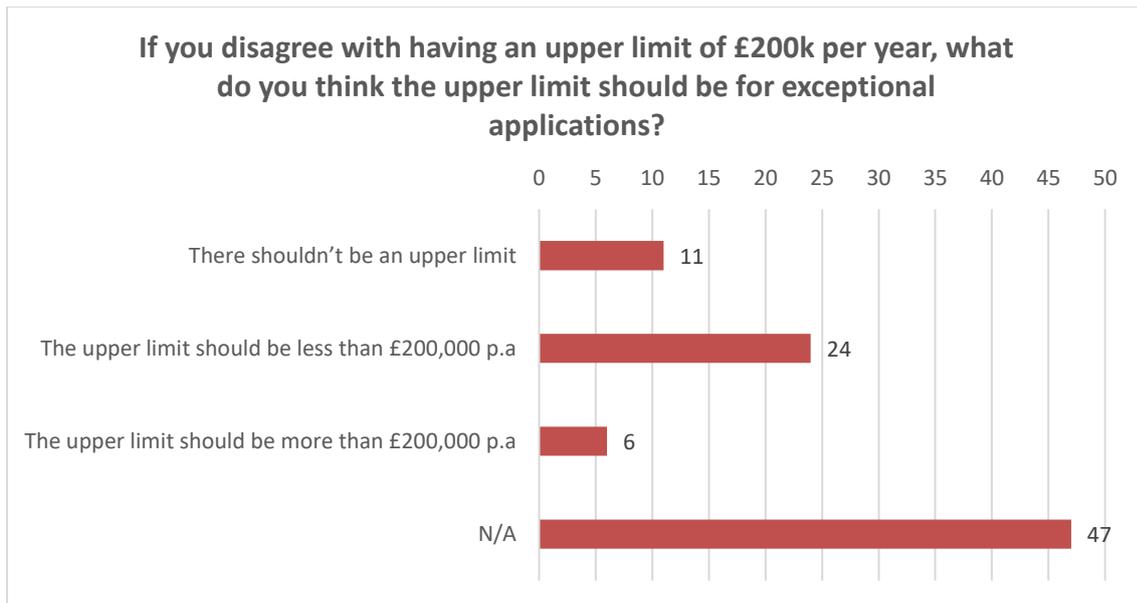


Figure 4.11.2

4.12 Upper limits on any one organisation

Respondents were asked the extent to which they agree or disagree with the proposal to have an upper limit of £100,000 per year for any one organisation across the programme.

86 respondents expressed a view of which:

- 48 (56%) respondents agreed or strongly agreed with the proposal to have an upper limit of £100,000 per annum for any one organisation across the programme
- 17 (20%) respondents neither agreed nor disagreed and
- 21 (24%) respondents disagreed with the proposal to have an upper limit of £100,000 per annum for any one organisation across the programme

See figure 4.12.1 below.

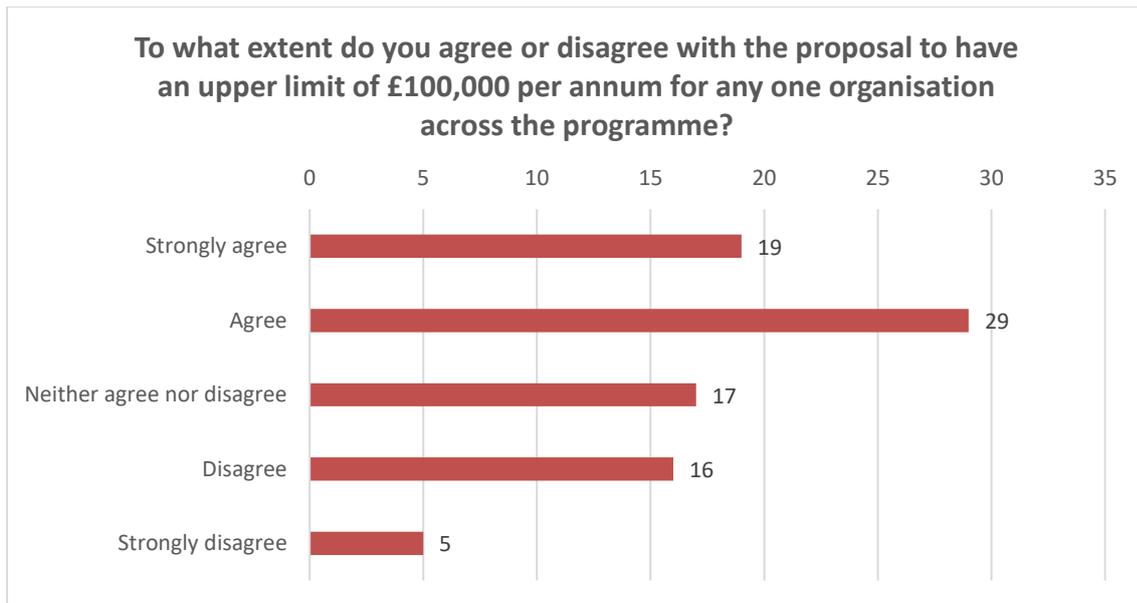


Figure 4.12.1

If respondents disagreed, they were then asked what they think the upper limit should be for exceptional applications.

37 respondents expressed a view of which:

- 12 (32%) respondents thought there shouldn't be an upper limit
- 15 (41%) respondents thought the upper limit should be less than £200,000 per annum
- 10 (27%) respondents thought the upper limit should be more than £200,000 per annum

See figure 4.12.2 below.

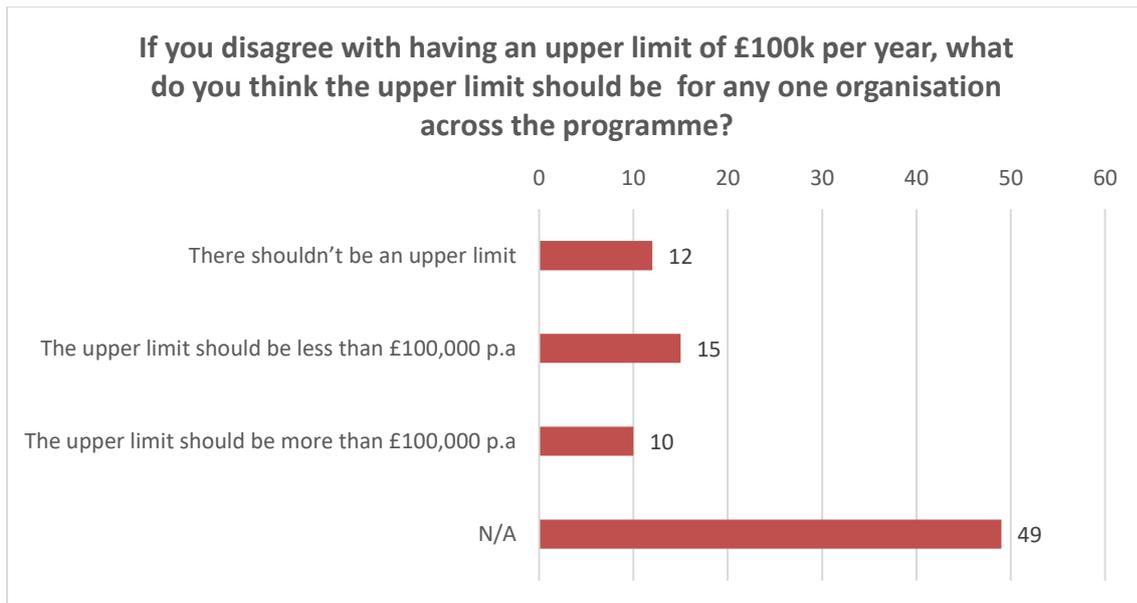


Figure 4.12.2

4.13 Hate crime and discrimination support

Respondents were asked the extent to which they agree or disagree that hate crime and discrimination support should be a priority in the BIF 2 programme, with up to £355,000 per year for a collaborative application to support people and communities who experience hate crime and discrimination.

86 respondents expressed a view of which:

- 49 (57%) respondents agreed or strongly agreed with the proposal
- 27 (31%) respondents neither agreed nor disagreed and
- 10 (12%) respondents disagreed with the proposal

See figure 4.13.1 below.

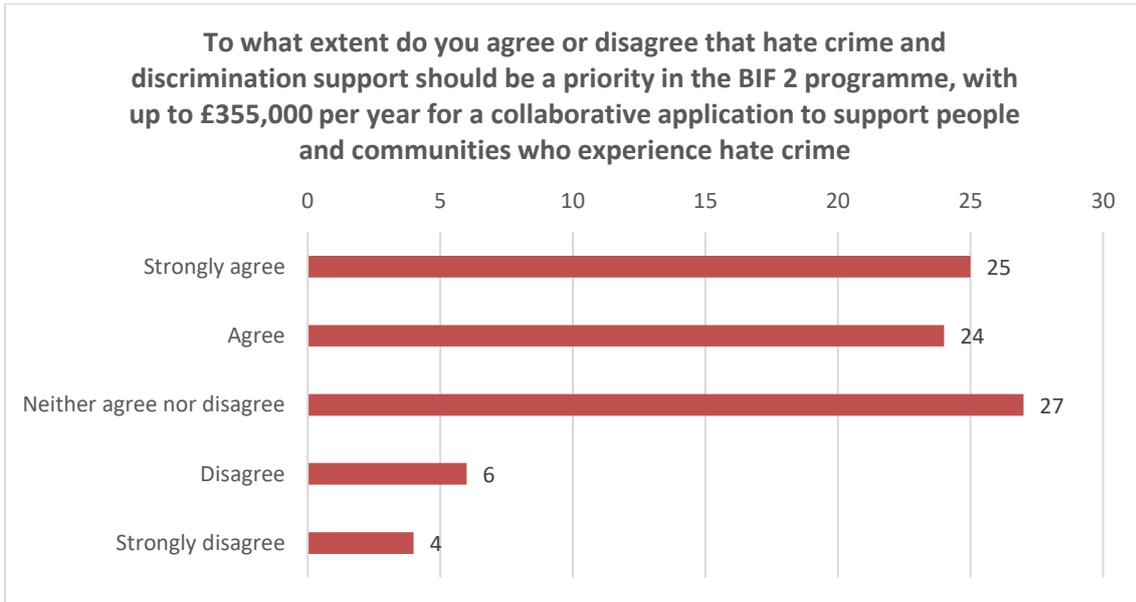


Figure 4.13.1

4.14 Monitoring, evaluation and learning budget

Respondents were asked whether they think that there should be a budget set aside for monitoring, evaluation and learning.

87 respondents expressed a view of which:

- 81 (93%) respondents said yes
- 6 (7%) respondents said no

See figure 4.14.1 below.

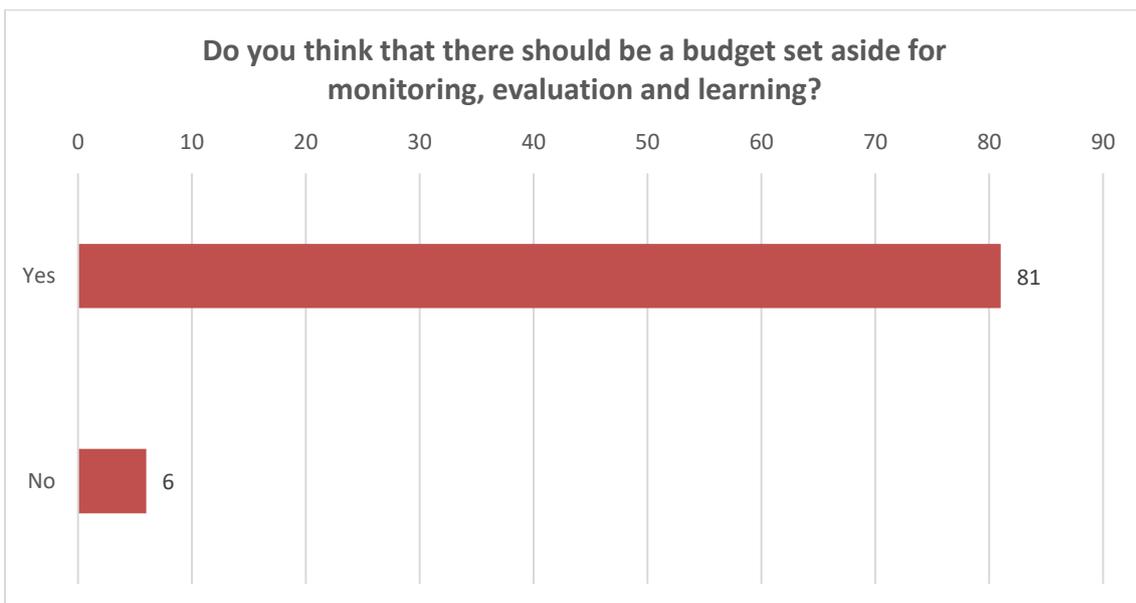


Figure 4.14.1

86 respondents expressed a view of this proposal and stated whether they were responding as an individual or on behalf of a VCSE organisation. The following graph shows the split of organisations and individuals that thought that there should be a budget set aside for monitoring, evaluation and learning.

See figure 4.14.2 below.

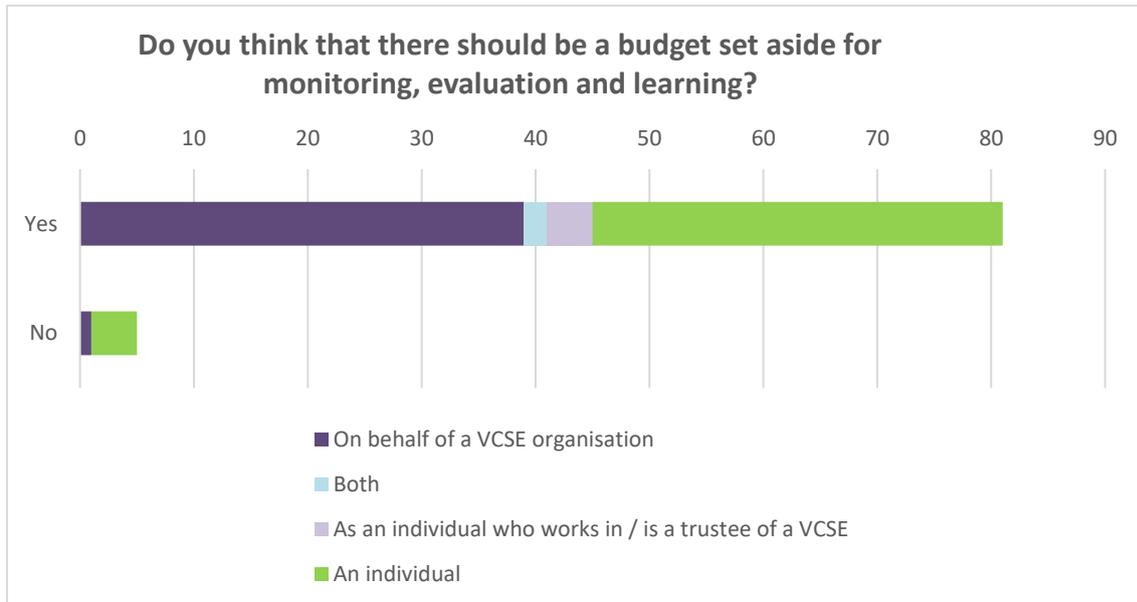


Figure 4.14.2

If respondents answered yes, they were asked what proportion they thought would be appropriate.

82 respondents expressed a view of which:

- 38 (46%) respondents said 3% of the total budget
- 17 (21%) respondents said 4% of the total budget
- 27 (33%) respondents said 5% of the total budget

See figure 4.14.3 below.

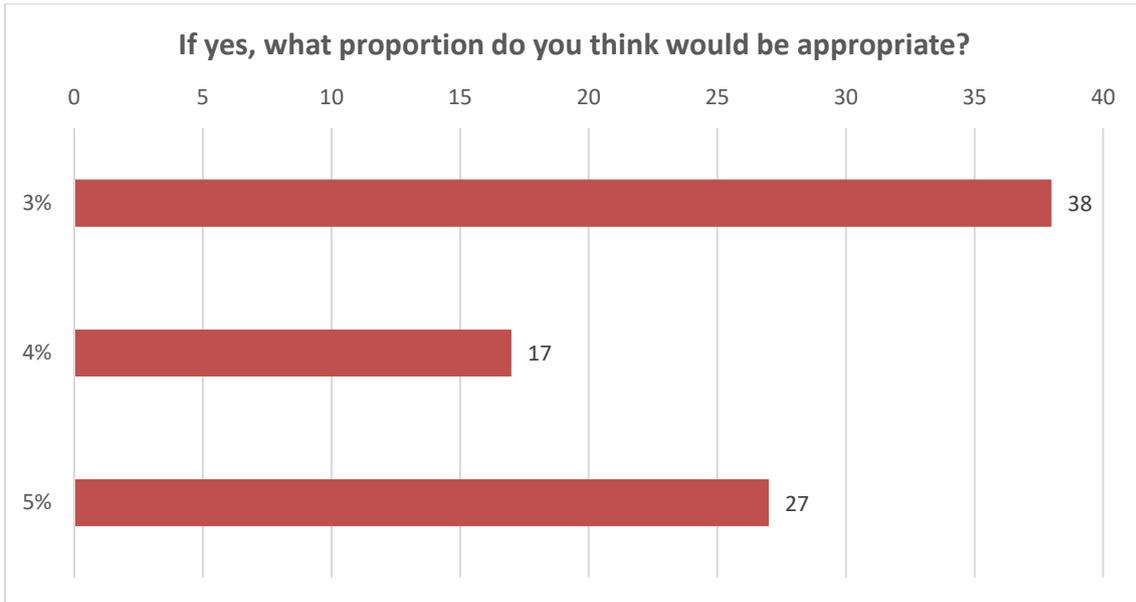


Figure 4.14.3

82 respondents expressed a view of this proposal and stated whether they were responding as an individual or on behalf of a VCSE organisation. The following graph shows the split of organisations and individuals and the what proportion of the budget they thought was appropriate.

See figure 4.14.4 below

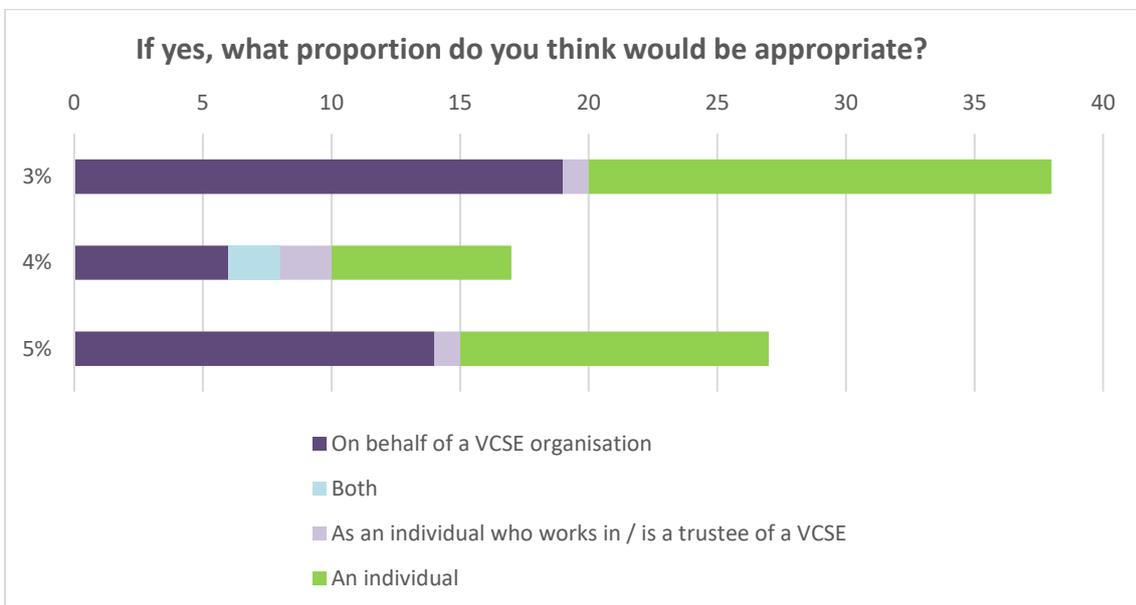


Figure 4.14.4

82 respondents expressed a view of this proposal and stated whether they were an equalities-led organisation. The following graph shows the proportion of the budget they thought was appropriate, broken down by equalities-led (n=20) and non equalities-led organisations or individuals (n=62).

See figure 4.14.5 below

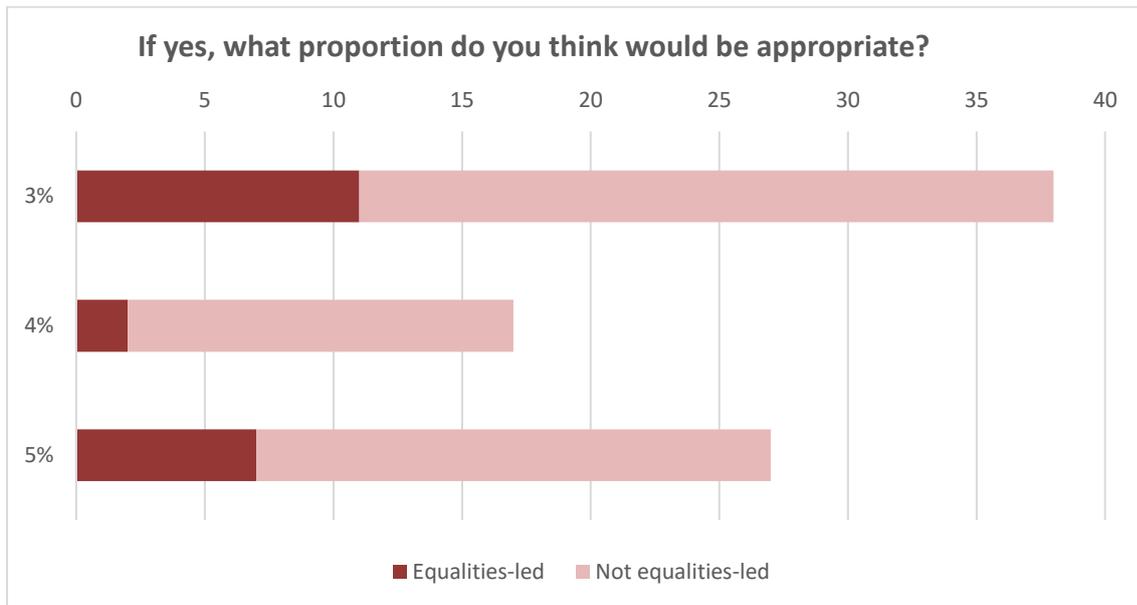


Figure 4.14.5

4.15 Monitoring, evaluation and learning approach

Respondents were asked the extent to which they agree or disagree with the idea of having some core indicators to choose from when applying to the fund.

86 respondents expressed a view of which:

- 75 (87%) respondents agreed or strongly agreed with the idea of having some core indicators to choose from when applying to the fund
- 7 (8%) respondents neither agreed nor disagreed and
- 4 (5%) respondents disagreed with the idea of having some core indicators to choose from when applying to the fund

See figure 4.15.1 below.

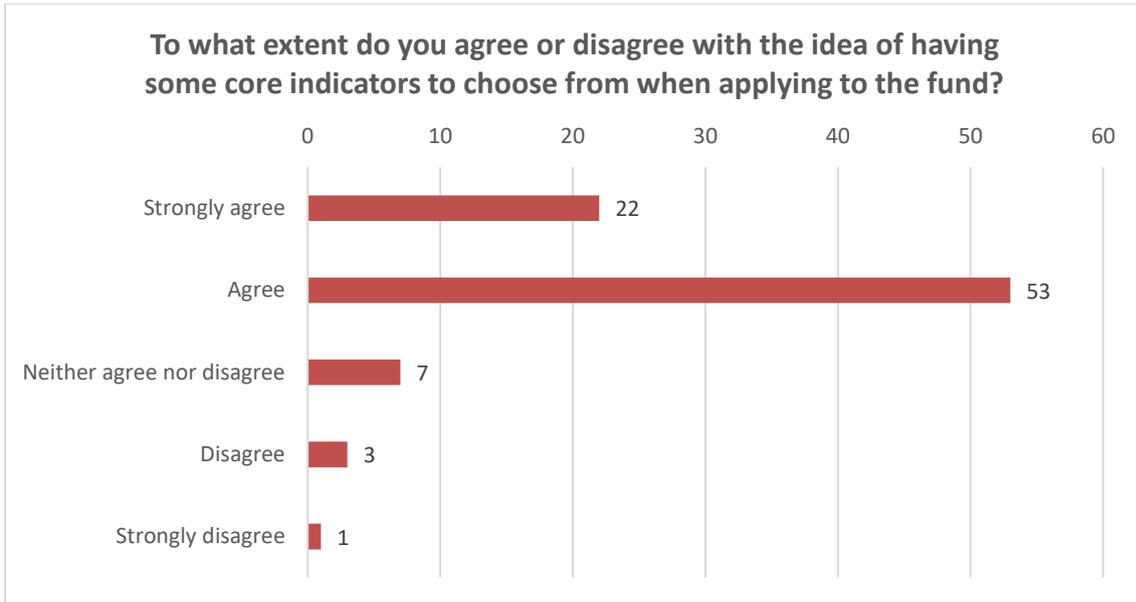


Figure 4.15.1

85 respondents expressed a view of this proposal and stated whether they were responding as an individual or on behalf of a VCSE organisation. The following graph shows the extent to which these organisations and individuals agreed or disagreed with the idea of having core indicators.

See figure 4.15.2 below.

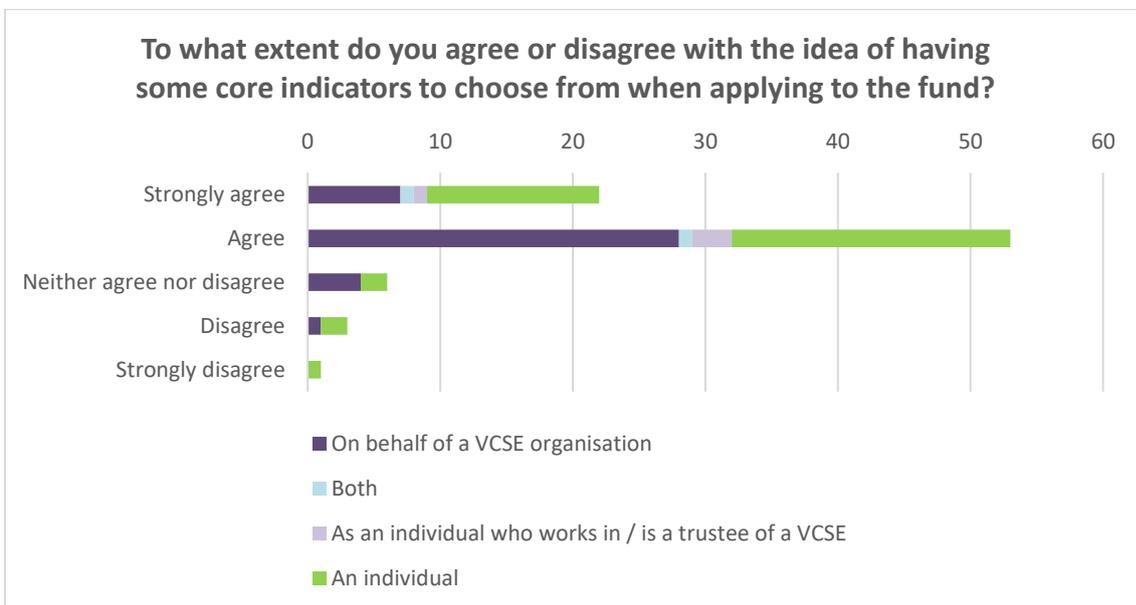


Figure 4.15.2

86 respondents expressed a view of this proposal and stated whether they were currently receiving BIF funding. The following graph shows the extent to which these organisations and individuals agreed or disagreed with the idea of having core indicators.

See figure 4.15.3 below.

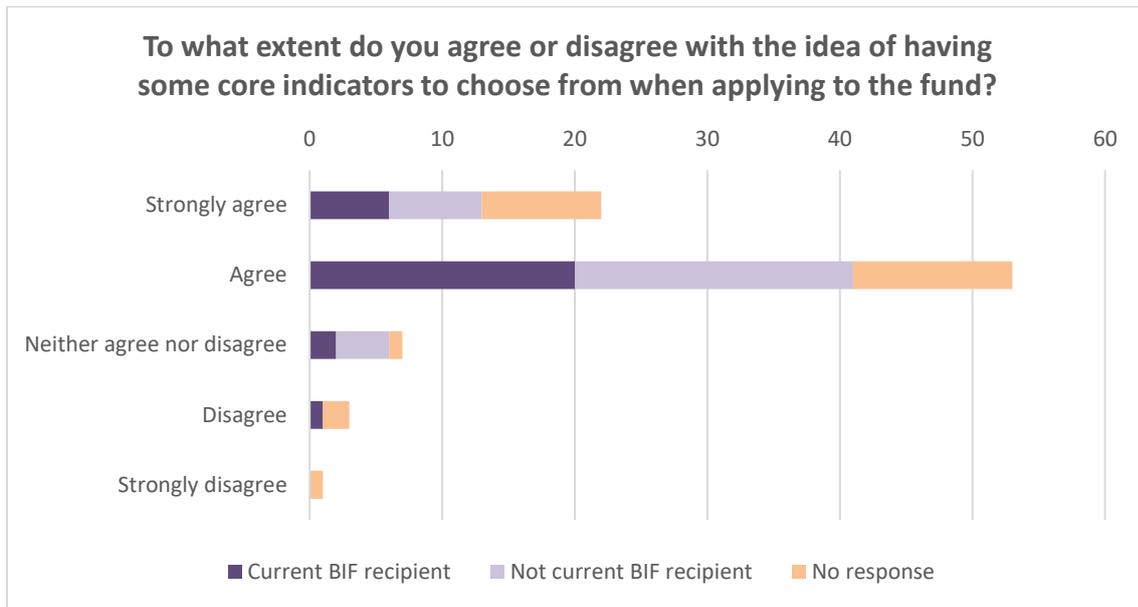


Figure 4.15.3

Respondents were asked the extent to which they agree or disagree with the idea of co-designing the approach to monitoring, evaluation and learning during the first 6 months of the fund.

85 respondents expressed a view of which:

- 68 (80%) respondents agreed or strongly agreed with the idea
- 11 (13%) respondents neither agreed nor disagreed and
- 6 (7%) respondents disagreed with the idea

See figure 4.15.4 below.

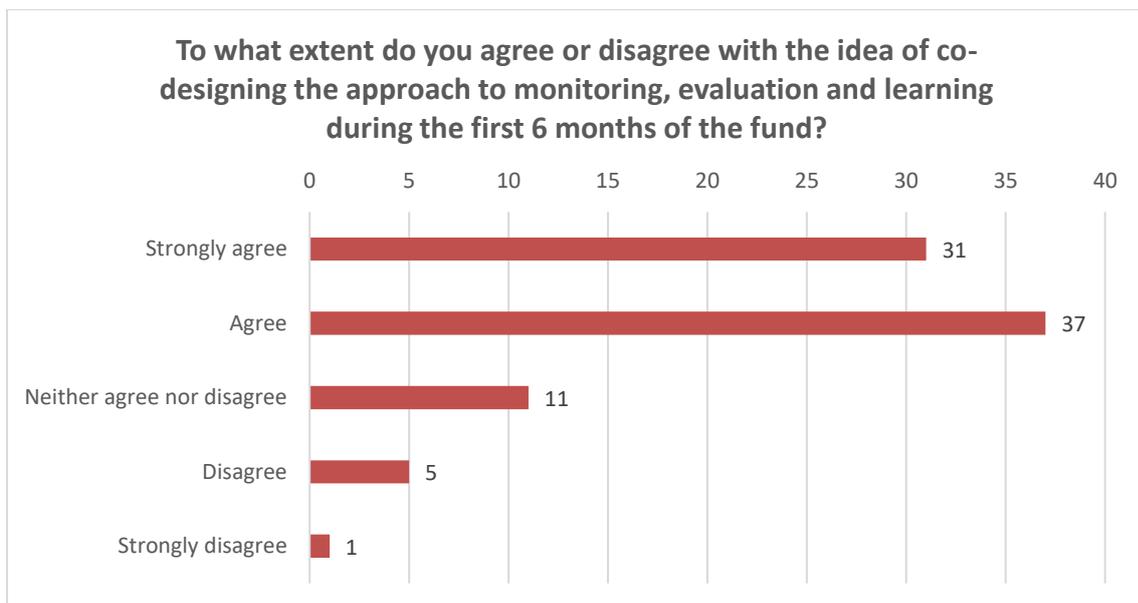


Figure 4.15.4

84 respondents expressed a view of this proposal and stated whether they were responding as an individual or on behalf of a VCSE organisation. The following graph shows the extent to which these organisations and individuals agreed or disagreed with the idea of co-designing the approach to monitoring, evaluation and learning during the first 6 months of the fund.

See figure 4.15.5 below.

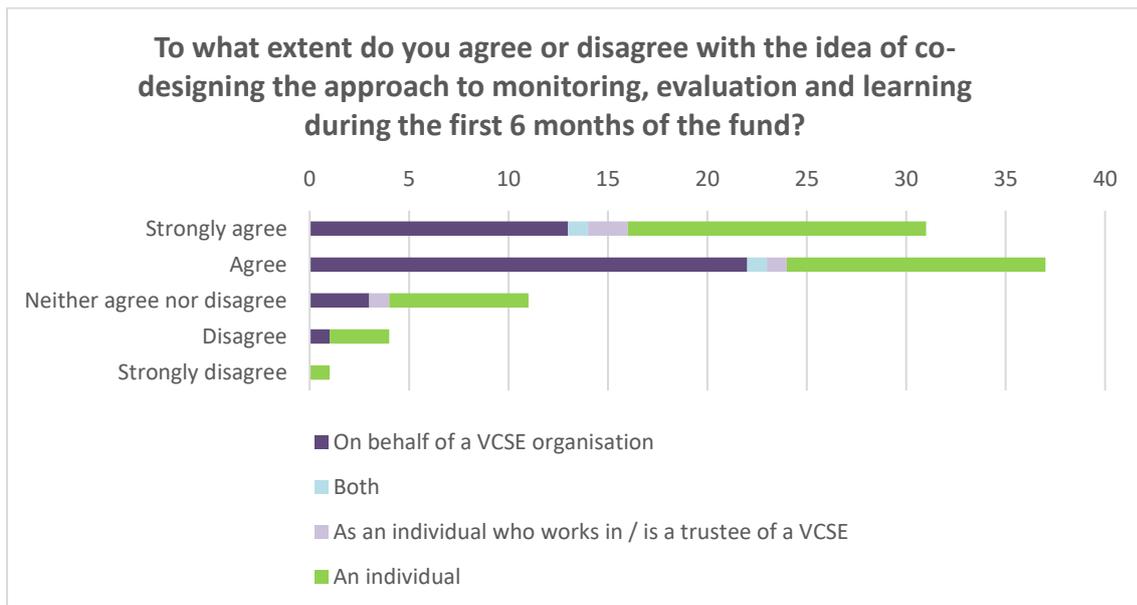


Figure 4.15.5

85 respondents expressed a view of this proposal and stated whether they were currently receiving BIF funding. The following graph shows the extent to which these organisations and individuals agreed or disagreed with the idea of co-designing the approach to monitoring, evaluation and learning during the first 6 months of the fund.

See figure 4.15.6 below.

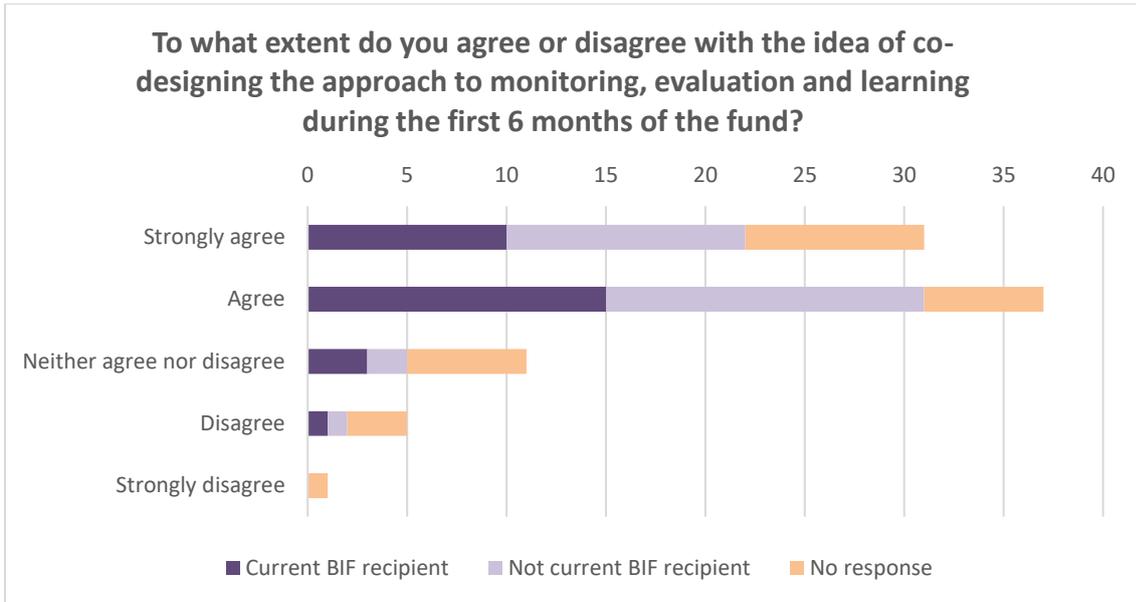


Figure 4.15.6

4.16 Support

Respondents were asked what type of support would be useful to enable organisations to be successful in applying for funding.

88 respondents expressed a view of which:

- 55 (63%) respondents selected support with collaboration and partnership
- 53 (60%) respondents selected support with bid-writing
- 37 (42%) respondents selected support with budgeting

See figure 4.16.1 below.

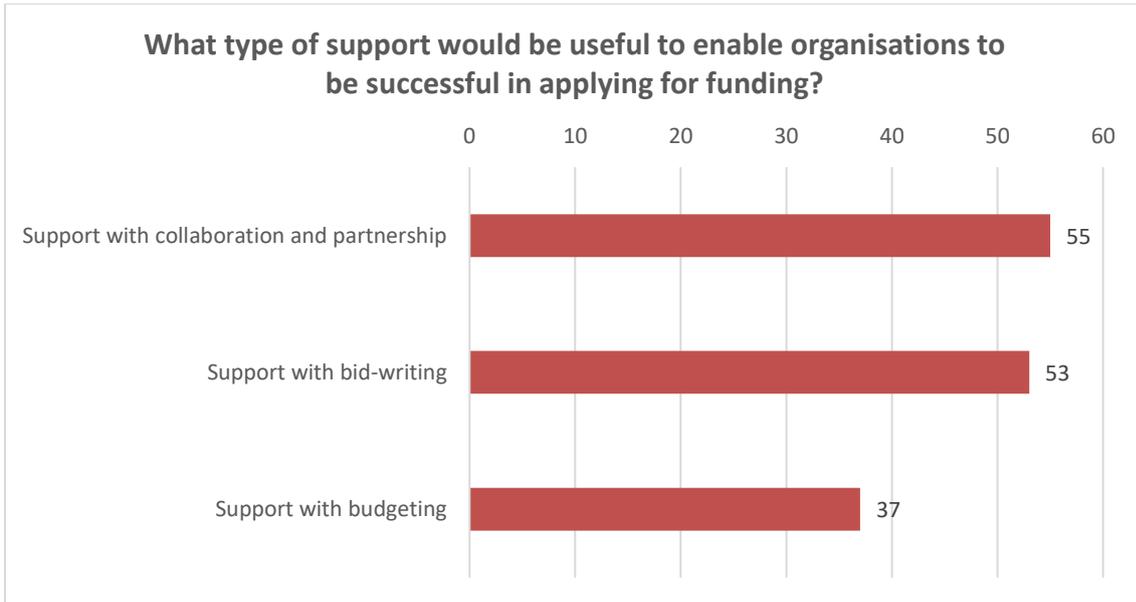


Figure 4.16.1

88 respondents expressed a view of this proposal and stated whether they were an equalities-led organisation. The following graph shows the support requested, broken down by equalities-led (n=20) and non equalities-led organisations or individuals (n=68).

See figure 4.16.2 below

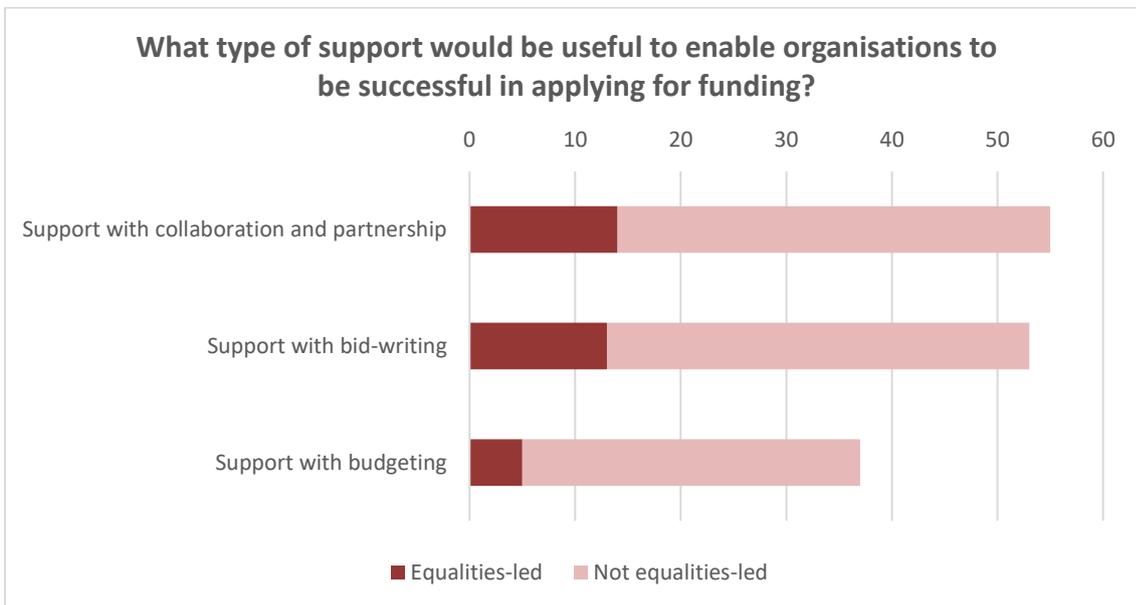


Figure 4.16.2

88 respondents expressed a view of this proposal and stated which areas of the city they worked in. The following graph shows the support requested, broken down by organisations working in deprived wards (n=17) and organisations or individuals not working in deprived wards (n=71).

See figure 4.16.3 below

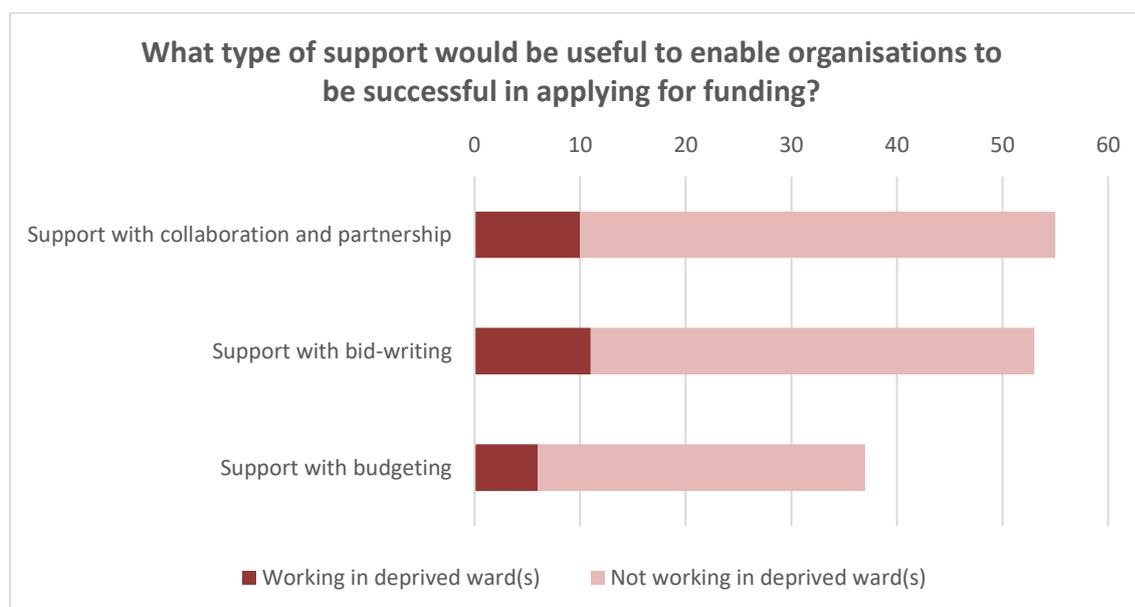


Figure 4.16.3

Respondents were also given the option to list other forms of support they would find useful. The following support was noted:

- 3 respondents requested more time / extended timescales
- Other respondents mentioned:
- Time support - deprived communities often include many people who have to balance paid work time with forms of care and are not only cash poor but time poor too
- To form effective partnerships based on equality, respect and mutual commitment to common values and objectives takes time - at least a year - and to have such systemic seismic change, introduced so quickly feels rush and counterproductive to the stated aim of partnership development. It is also exclusive and small organisations, often representing the most marginalized people are often excluded from partnership development opportunities as they lack the capacity to respond in such short spaces of time. This process will favour existing partnerships only. This is particularly the case during the current lock down restrictions. The fund would be better to fund for one year and offer the support above to enable partnership development and then to fund for the longer term (four years) once there has been the opportunity to respond more effectively to the change, and to the new requirements. The timescale of this process precludes any time for reflective thinking and innovative response
- Long term funding
- Ongoing mentoring for small groups
- New social media platform to allow young generation to take part in bid writing with an aim to chance the bid writing
- Understanding the criteria which will be used to make the grants.
- Extra consideration to smallest organisations
- Keep the process simple and short, plain language

- Very clear guidelines regarding exactly what you are after so that we don't waste time trying to second-guess what you/ those who are going to judge our applications, are after

5 Qualitative survey feedback and engagement

Qualitative feedback was gathered through 5 consultation events and 3 free text boxes in the survey.

During the consultation events, respondents were asked the following questions:

- What do you support or find helpful in the BIF 2 proposals?
- What concerns or issues do you see in the BIF 2 proposals
- What ideas do you have to improve the BIF 2 proposals?
- Small Grants: comments, issues
- Medium/Large Grants: comments, issues
- Evaluation, monitoring, learning: comments, issues
- Support: comments, issues

93 people attended the consultation events and fed back in breakout groups.

In the survey, respondents were asked if they would like to comment further with regards to:

- the proposed goal, the funding priorities, 7 ways of working and impact indicators of the Bristol Impact Fund 2
- the allocation of funding of BIF2
- the timeline or support available for applying to BIF2.

61 people responded to at least one of the open text sections on the online survey. A total of 123 comments were received.

The themes from the consultation events and free text from the survey have been analysed together as both qualitative data gathering activities have generated many of the same themes.

Due to the nature of the consultation events, which were often large in size and held online, it was not possible to quantify all comments in terms of the number of people in support of those comments. This is because participants were split out into breakout rooms, with one representative feeding back on behalf of their groups. Therefore, when one comment was made, this may well have been on behalf of a number of people from that group.

5.1 General comments on the approach

General feedback from the engagement events included positive feedback on the overall approach, along with concerns around how organisations will adapt to the approach in current circumstances, and whether it was the right approach for the fund.

12 comments were made at the events that were a **positive reaction to the general approach**

- Like the focus on resilience and strength
- Asset based is really positive. Great to see.
- Emphasis on co-creation really good but not always easy and feel that it needs to be built in.
- We are already working in this way so really positive to see it reflected the fund.
- Agree with aims and purpose and community building.
- Great way of working – Similar to the way that reaching communities work. Really good to see how funders want us to work.
- Felt more focused and clearer what it wanted to achieve
- Like the focus on equity, assets and grassroots organisations
- Liked emphasis on collaboration (and particular informal collaborations) – formal was very challenging
- Does reflect the fundamental work that smaller organisations have coordinated and done a lot of during Covid19
- Opportunities for communities to develop their own services so that individuals aren't passive
- Welcome emphasis on underrepresented groups and call for more money in for underfunded groups

1 comment in the online survey echoed this:

- I would also add weight to organisations that use an asset-based, community development approach to the work.

4 comments were made in the events about adapting to the new approach

- Concern around how we change the work practices in our own organisation to meet the ways of working. May be hard for some organisations.
- Quite focused on supporting individuals at the moment and that it would make it difficult to transition from one to another and that a transition period of time would be useful
- Transition time needs to be built into delivery time
- Some organisations struggling to picture what it would like in their organisations

3 comments in the events questioned if it was the right approach for the fund

- It is Asset Based Community Development model which is great, but that can have an assumption that there is a big layer of community work that just needs to be discovered so that it can turn into something self-sustaining In Bristol, it's probably been discovered already so perhaps that isn't going to have the outcomes that are being looked for
- BIF 2 priorities and outcomes look right for an infrastructure development fund
- What would some of the most disadvantaged communities that we are all working with say about this? I think they would say - we need support - practical, fundamental, empowering support.

1 comment in the online survey echoed this:

- The whole programme looks like a shift from being responsive to both communities and individuals in the city by undertaking key initiatives that support their wellbeing,

employment, and financial security and safety, to one which is about building capacity of certain groups - this would be better placed within an infrastructure framework.

5.2 Capacity

A number of comments were made in both the events and the online survey about capacity of organisations, community groups and individuals to respond in the ways that the fund envisages, particularly in the context of the Covid19 pandemic. Comments were also made on how individuals experiencing extreme disadvantage or crisis are not in a position to self-organise as well as concerns that small or new organisations can run out of steam without professional support.

9 comments were made in the events about **the capacity needed for the approach to work:**

- Concern around the current capacity of individuals, communities and organisations to anything other than deal with current crisis
- Organisations currently in crisis asking them to adapt a lot
- Getting a community of people that have been disproportionately affected by recent events (Black lives matter, COvid-19) to take possession of their community is a big ask.
- If people are coming to a place for support, then they may not be in a place to build capacity.
- If we are asking people who are the most discriminated against it might be difficult in reality to take that leap.
- Individuals felt that the word change is a big ask for a time like this
- Been through pandemic, the thought of making big steps is quite challenging
- Lack of capacity in community organisations and leaders to adapt to a big change like this
- We are all exhausted the level of effort that is happening at the moment isn't sustainable

5 comments were made in the events around **concerns that people experiencing the greatest inequality may not be in a position to self-organise and therefore be left behind:**

- Always concerned that those who need help don't have the infrastructure to be able to complete a funding bid.
- If we are asking people who are the most discriminated against it might be difficult in reality to take that leap.
- Feels very big society – very about the communities doing it for themselves
- Not everyone is ready to make organisations
- Need to have something about empowering people – but this has gone far the other way

12 comments were made in the online survey on the same theme:

- 2 respondents highlighted that some of the most excluded individuals in Bristol are also those with less capacity to lead an organisation at the point they are experiencing the issues contributing to their disadvantage
- 2 respondents raised that for people to engage with decision making and self-organisation, they need their own needs to be being met; the fund needs to recognise that empowerment can only happen where services are meeting needs
- Equalities-led' organisations shouldn't be defined solely as those currently facing disadvantage.
- I think some communities experiencing high levels of deprivation may need direct encouragement from Bristol City Council to develop their community systems and enable them to make an appropriate application for a grant. Are there local leaders already identified in these places who can be encouraged to take on a wider role?
- Note that those who have faced inequality have faced this for 100s of years. We can't turn this round in 4 years to 'grow the power of communities.' Growing the 'power of communities' under Covid is not what people will most need. This is basically saying 'help people to help themselves' and a time when people need crisis intervention and preventions.
- I have strong reservations about the capacity of exhausted communities, reeling from the impact of Covid and Brexit to self-organise in any coordinated ways to achieve the outcome you desire.

4 comments were made in the survey about **small or new organisations running out of steam without professional support:**

- "My experience of working with start-up voluntary organisations is that they start with best intentions, achieve positive results, but rely on a very small number or even solo champion(s) to maintain momentum. This can lead to burn-out for those champions."
- Some organisations then lose their way without professional support. I would imagine funding dedicated officers to provide close support would be vital.
- "My experience of grants is that they get project off the ground but after the period, the project flounders / fails. So a post-grant plan is essential.
- "My experience of small grants to inexperienced organisations is that they are wasted. Especially if they are managed by youngsters who may start off with ideals but run out of steam."

5.3 Language and accessibility of the proposal and consultation

Comments were made in the open text responses about the language and accessibility of what was being proposed:

- 3 respondents raised concerns about accessibility of the language used, which could influence who applies / be off-putting to equalities groups
- 2 respondents felt the consultation is too binary and does not allow for interested parties to give any kind of nuanced response to the questions.
- Ensure that information shared is accessible, i.e. BSL, captioned, other languages.

- Nothing to indicate what lies below the rhetoric of equal rights, diversity, empowerment, etc. What does it mean in real terms?
- I'm deeply sceptical of the gap between bland feel good rhetoric and the way the world works. I'm soured by decades of watching the political process operate in favour of one vested interest or another, and it doesn't make a blind bit of difference whether the 'interest' is on the right or left, so forgive me if I can't summon much enthusiasm for this exercise.

A number of comments in the workshop also echoed this:

- What does asset based in the real world how we make it more decipherable.
- Improve by making language a bit more inclusive
- Is there any guidance on what levelling up means?

5.4 Communities experiencing the greatest inequality

5 comments were made in the consultation events around people experiencing inequality not necessarily being part of a “community”, which were as follows:

- This fund is aimed at people who have a voice. That is at the expense of and the elimination of those for those that are voiceless. We have kicked the bucket away from those that are least able to defend themselves
- In focusing on communities, you focus on those communities best able to have a voice. People that have a common experience and can come together and act on it. The people that we work with don't have that voice and can't come together to express themselves in that way.
- Rely on us identifying as people as communities, but it may be that those communities that aren't self-identifying. That could be tricky to work around.
- An underlying assumption with ABCD that people naturally belong to communities
- People don't naturally come into groups together. They may have protected characteristics, but they don't necessarily come into communities
- Need to think in terms of intersectionality. Not just people who fit into one box

This was echoed in the open text responses, in which 7 comments were received on the ways in which people experiencing inequality don't necessarily fit into a shared community, which were as follows:

- I largely agree with the approaches above. However, I remain concerned about organisations that work with individuals who are united as a community of need, I'm not entirely sure that this would meet either of the definitions at the start of this consultation
- Communities as explained here is a concept that is divisive, both of Bristol and as a symptom of more general disintegration of British society.
- Many of the people experiencing the greatest inequality in the city may not see themselves as part of 'a community' whose power can be grown. Additionally, while there may be communities of common interest; these are not always cohesive communities as they may be geographically or culturally disparate. Some of the causal factors of inequality in the city are very deep rooted; unequal access to and

provision of employment, housing, education, health which all often exacerbated by the effects of discrimination.

- It all feels very much focussed on communities helping themselves. What about those that are isolated and not connection within their community? What about those that suffer prejudice and discrimination? The city is even more divided which is quite clear from all for the marches, related to covid, BLM etc so whilst these priorities may be suitable in four years' time, surely the focus should be on providing support to people that need it rather than focussing on communities helping themselves. What about specialist services?
- Trading the funding for support activities to provide better connections and helping people to help themselves is not always an option - many individuals don't see themselves as 'a community' they are simply individuals experiencing an issue - this being mental health, food poverty, domestic violence or racial abuse. These individuals do not want to come together to tackle their problem, they don't even want to identify with it. They need support 'there and then' and perhaps in a few years' time they can help another person in that situation but not at this stage in time.
- While the funding mechanism changed, the aim of the funding retained many of the priorities that the council had previously supported. The new priorities seem more indicative of a big society approach which may not address the needs of the most vulnerable who are not part of 'communities' or who are ostracised / discriminated against by the geographical communities within which they live. There are no references to some of the key problems for the most vulnerable people in the city e.g. getting and keeping people safe; improving individual wellbeing; reducing inequality; reducing social isolation?
- Many of the most vulnerable people within the city are not part of communities, whether geographically or culturally.

5 comments were made in the events around **the importance of individual 1-to-1 support:**

- We're in the business of defending people's rights – people come individually for this
- Need to give room to that individual support. It does change the way people provide a service – what we are dealing with are individuals
- We all work with people who aren't ready to join a group and need support. BIF1 supports work to both 1-1 and wider groups. Seems like we are only funding groups at the expense of those individuals that are in need of that support.
- A lot of people need support and help now
- A major part of our work is signposting, resources are disappearing, few places to signpost them to

Feedback in the open text responses for the online consultation echoed these themes, with a further 7 comments discussing the importance of supporting individuals:

- We are interested to know whether BIF2 will exclude hyper-local therapeutic and mental health support activities which under-resourced and deprived communities are desperately in need of. In turn these services provide one of the first building blocks for people to become stable and to be able to engage with their community.

- We are concerned because an important part of our work is to provide trauma based mental health support for people in the community and this work cannot be citizen or community lead if it is to be meaningful, safe and effective.
- Agree with all the above, but I think it is important to recognise that in order to begin the "levelling up" process, it is crucial to ensure that sufficient support is offered to the most vulnerable members of the community in order for them to fulfil their potential - and to recognise that they have the ability to make the changes which will enable them to do so. This can be a long process. I am thinking in particular of people, often women, who have endured many years of abuse of all kinds, leading to deep-seated trauma-based mental illness.
- There's little mention of a 'preventative' agenda that avoids prioritising crisis management.
- Sadly, it is probably the case that the number of individuals needing help at the right time has grown since BIF1 was drawn up. BIF 2 should respond to that need. It does the reverse and puts forward a community development/Big Society approach which might have come out of David Cameron's filing cabinet. Given that we have a Labour mayor and council in this city it is deplorable.
- These priorities, ways of working may mean that existing agencies providing excellent work are trying to adjust their work to fit into these, i.e. trying to put a square peg into a round hold and all of this specialism and expertise gets lost as it does not fit into these. E.g. are local communities supposed to come together to deal with hate incidents themselves, or legal advocacy, or restorative interventions/mediation when it is vital that these are delivered by specialists that are independent.
- Many citizens of Bristol do not naturally align themselves to groups, but rather are facing greater uncertainty and anxiety, not least because of the pandemic, in respect of their employment, their reliance and access to state benefits, their ability to meet essential requirements, their vulnerability to debt and thus their security in respect of housing, those who already face discrimination, are at greater risk of these insecurities and due to the current climate (both pandemic and Brexit) are more vulnerable to mental health challenges, safety and security issues, isolation. - we do not see how through this programme, agencies offering a range of support to tackle both disadvantage and discrimination and respond at various levels across the City, have a place in BIF 2.
-

5.5 Equity and inclusion

A number of respondents commented on the focus on equity and inclusion, some of which were positive, but some of which felt the focus on equity and inclusion detracted from being able to have the biggest impact.

- It's great that equity has been included as a priority.
- Putting the funding into the communities of greatest need and strengthening the VCSE sector to support these groups is vital and creates long-term sustainability and impact.
- The fund should prioritise people experiencing multiple oppressions and disadvantage.

4 respondents **pointed out that women were missing from the list of equalities groups**, citing a number of reasons why they must be included:

- Women have been hardest hit by the Covid-19 pandemic and many women in the city are amongst the most disadvantaged and yet have been omitted in your priority list. BAME women face particular issues with regard to prejudice which affects health outcomes. Families headed up by lone parents are overwhelmingly headed by women who often struggle to be economically active and balance the demands of work and family. They are also the backbone of the community. whilst the Voice and Influence Partnership may not be funded in the same way it is critical that equality led city wide partnerships or communities of interest are able to continue their valuable work.
- The funding priorities are, rightly, marginalised and minoritised people but we are concerned that women and girls are not listed. Women experience disproportionate disadvantage across a range of areas, as it well documented. These disadvantages are compounded when sex intersects with other forms of identity-based or socioeconomic oppression. Throughout the Covid-19 restrictions this year we know women have experienced greater proportion of domestic violence and even murder; young women and girls are more at risk than young men and boys from sexual abuse perpetrated by fathers, siblings and friends of both - lock down has dramatically increased the risk of this form of child sexual abuse.
- Women have born most of the caring responsibilities, had experienced disproportionate economic disadvantages and mental ill health. Young mothers and single mothers re more likely to be unemployed or insecurely employed than their male counterpart and many experience insecure accommodation and homelessness. Recent research from Bristol Women's Voice through the City Listening Project and the Covid-19 research also echoes these nationally evidenced findings. And the list goes on...
- If BIF is to target the most disadvantaged communities and people, women must be recognised a one of these groups.

3 other comments received pointed out key groups that should be targeted:

- This reads as though it's mostly targeting BAME service users. I'd expect it to cover all disadvantaged citizens including but not limited to elderly / isolated, people with learning difficulties / mental health issues, etc - without detracting at all from the budgets already in place for those areas.
- The most important priorities, as identified. are tackling inequality and discrimination - for us that would be ageism, but at the same time recognising the dynamics of intersectionality, particularly race, gender, sexuality, disability and class.
- One group which seems to be regularly overlooked is the impact of Brexit on European citizens who chose to make the UK their home. To date they have no paper-based evidence of their right to live in the UK. Their Settled Status is contained in a digital only database. This will inevitably lead to discrimination from landlord or employers who do not understand the system. Given the choice between a British citizen or a Settled European worker or tenant they will choose the former. Furthermore, people with Pre-Settled status face additional issues. For instance, if their absences from the UK go over a certain period of time, they might not be

allowed back. This is nothing to say for vulnerable EU citizens who might fall between the gaps of the Settled Status process by June 2021. These people need to be kept in mind when the Council reflects on the goals, priorities and impact indicators of Bristol Impact Fund 2.

- We support the overall proposal but are a little concerned that the documents cited as relating to the formation of the BIF2 priorities are not as even-handed as we would want them to be in their consideration of the barriers equalities communities and the working-class face. We would therefore like to see more data/evidence specific to the different priority groups provided so we have a better picture of what you have based your proposals on. We also feel the research undertaken by the infrastructure group would have benefited from the inclusion of other equalities infrastructure organisations as part of the group and led to a more insightful interim report.

5 comments related to issues with the **focus on equity and inclusion, or suggestions on how this should be approached differently in terms of education and integration:**

- I'm disturbed by the focus on essentially every form of minority, and the assumption of disadvantage. I'd aim at the biggest measurable improvements possible not the most equality possible
- Too many minority groups seem to benefit in today's world, leaving the needy majority with breadcrumbs.
- The distribution of funding is heavily biased by PCness. True equality is lacking, to the disadvantage of many
- There needs to be a broader educational aspect to this to educate majority communities about cultural differences and the importance of developing inclusive supporting systems.
- I expect you may reply that the divisions are there already, but I feel a better approach would be to start with integration to mainstream society, inclusion at the level of each individuals through better education that leads to full integration into the healthy working adult taxpaying law-abiding general population.

5.6 Participation, voice and influence

A number of comments were made in the online survey on the theme of participation, voice and influence. Themes included the importance of people solving their own issues and taking ownership and the importance of people's voices being heard.

- For long-term success with projects, people need to feel ownership of them and should, therefore, be totally involved in creating the end product (assisting professional input) and consulted at ALL stages of development of projects from design thru to decor. Groups need to creatively participate in the creative processes of the projects in consultation with (and, where appropriate, under supervision of) experts, such as architects, builders, lawyers, medical professionals etc. People do not respect things that are handed to them on a plate. They need facilitation to create, rather than just being provided with the end product.
- Making sure that users are involved in all parts of the organisation, developing policy, designing effective ways of working and delivering the services

- Financially disadvantaged citizens need the opportunities to improve their financial circumstances. Food parcels and grants will not lift them out of poverty.
- It might be useful to look at the level of involvement of community volunteers since the emphasis will be very much on Community involvement and empowerment. There is also the element of added value that volunteers bring and therefore value for money for BCC.
- I am keen to see communities themselves receiving maximum grant so that they can use funding to solve their own issues as best they can. It may be necessary to fund VCS agencies to assist/enable but the focus should be overwhelmingly on providing resources to deprived communities directly.
- All disadvantaged groups and minorities can only be empowered if their voices can be heard. Pathways for bottom-up dissemination of information, ideas and views should be created so that ongoing communication with council departments is facilitated.
- Also prioritising projects that are working with and advising BCC and other public sector partners to improve and strengthen service delivery

5.7 Context of the Covid19 Pandemic

6 comments at the events related to **a sense that the Covid19 context hasn't been considered sufficiently in the proposals**, while 2 other comments felt that it was overly focused on Covid-19

- Doesn't take into account the Covid-19 context
- Impact of Covid19 hasn't been considered in the fund Disappointed that it doesn't contextualise it in terms of Covid19 on communities and individuals
- The narrative isn't acknowledging what is happening with Covid19 – unemployment rocketing – a lot of that is disguised discrimination
- What about: reducing disadvantage and inequality; improving health and wellbeing; increasing resilience Can't see why these would be removed for BIF 2 under Covid19.
- African heritage males and how Covid19 has impacted on them - This money should be used to address some of that impact
- Wonder if it is a bit Covid focus, but it may change. Needs to be flexible over the next four years.
- Feels like there is a lot around mutual aid that has sprung up around the summer, don't know what the longevity around that is they sustainable? Keeping them going through non crisis is difficult and takes a lot of energy.

Two comments in the online survey mentioned **the importance of agility in adapting to Covid19 and that this should be taken into account:**

- Because the City Council is expecting funded organisations to be able to be "agile" and flexible in responding to changing needs over the period of the BIF2 grant lifetime, perhaps it would be useful to also look at how organisations adapted services or developed new services to respond to the Corona 19 situation and meet community needs.
- Also looking at their responses to Covid how agile have they been, have they been able to adapt to continue in other ways

2 comments in the events raised that some areas feel that they weren't supported in Covid-19:

- Many parts of Bristol feel they missed out on support in Covid-19
- In Covid19 some communities felt they missed out on getting help and support and felt forgotten

5.8 Bristol Impact Fund 1

A number of comments were made in both the events and the open text responses about changes between f BIF1 and BIF2 including: concerns that some positive elements of BIF1 were being lost, work being done by organisations funded through BIF1 being under threat, and the need to acknowledge what has worked well in BIF1 and retain that.

8 comments in the events expressed a concern that the good work of the first round of the Bristol Impact Fund will be lost:

- No one can argue with the rationale of this funding its good. But it's at the expense of a lot of good work that has been done under BIF 1
- important to point out that there are dozens of organisations that have benefited from BIF1 that provide crisis services for citizens of Bristol that isn't funded by anyone else in Bristol. This fund feels like this is next step from BIF 1. But at the expense of your foundations.
- Will mean that a lot of the good work that has been done under the first Bristol Impact Fund will be lost
- BIF 1 had a very broad focus which broadly low income. That isn't necessarily the case under BIF 2. Focused on groups that haven't had a voice that haven't looked at in the past and they will focus on a particular group or a particular area. Which means that you won't get the broad service that you did under BIF1
- Things that are working well aren't acknowledged. Often about innovation, but building on working well
- in BIF1 Ways of Working is giving individuals the right help at the help at the right time – we have spent years endeavouring to help people, giving the right help at the right time
- With the evaluation in the feedback, by adjusting with the feedback from that, did we lose the things that were positive in BIF1?
- Does feel like it's about new ideas and new work - are we wasting time to reinvent ourselves to access funds rather than funding work we are doing that is already meeting objectives in the city

Some of these concerns were also echoed in the open text responses, with 6 comments relating to the elements of BIF1 that people felt had been lost in BIF2, as well as a further 4 comments relating to concerns about the work currently being delivered through BIF1 coming to an end:

- Why isn't this building on BIF 1 – is the BIF 1 goal not still absolutely relevant – if not more relevant with Covid? BIF 1 was realistic in the current climate. BIF 2 is not realistic. BIF 1 was better for the current world under Covid - this was: "In 4 years', time we want to see that this co-designed approach to VCS grant funding is resulting in less disadvantage and inequality experienced by Bristol's residents and for those who are experiencing disadvantage being more able to cope or manage, not just day-to-day but for the longer term".
- I strongly believe that BIF2 misses the focus on individuals, which BIF1 had; the support they need - 'giving the right help at the right time' which was one of the strongest points of BIF1. BIF2 is missing the Key Challenges identified by co-design before the launch of BIF1: Reducing financial, food and fuel poverty; Tackling unemployment and underemployment; Improving access to information, services and opportunities in the city and increasing digital inclusion; Enabling influence and participation in the community; Reducing social isolation and improving wellbeing mental health and wellbeing
- I feel that not much been added to the BIF2, but a lot has been taken away by this updated proposal. Improving resilience was one of the aims of BIF1. Covid-19 pandemic continues to prove that the VCSE sector is very resilient in Bristol and that local organisations are responding to crisis really well following the BIF1Aims, Challenges and Ways of Working.
- "Proposed goal The goal of BIF 1 was 'In 4 years', time we want to see that this co-designed approach to VCS grant funding is resulting in less disadvantage and inequality experienced by Bristol's residents and for those who are experiencing disadvantage being more able to cope or manage, not just day-to-day but for the longer term.' This goal encouraged the development of projects targeted at collective and individual problems. The goals for BIF2 should be looking to build upon this dualistic approach."
- It is difficult to see how much change can be achieved towards the new goal within a 4-year period – and the degree to which change can be embedded so that if in 4 years' time the focus of VCSE funding is shifted again. The goals of BIF 1 seemed realistic within the timescale, that of BIF2 seem less realistic especially with the added potential impacts of Covid.
- I feel the targets for building communities is admirable but not reflective of the current climate and not accessible for all people I work with. I feel the targets would be good if building on BIF 1, giving the right help at the right time.
- Doesn't address whether the proposals are more important for the city than the currently BIF funded work; or whether it will be possible for them to be achieved if currently funded work has to cease.
- Will be extremely challenging for current BIF funded organisations
- BIF2 appears to be have conceived either by people who have not heard of BIF1 or were aware of it and disliked it.
- I would like to propose that if organisations currently funded under BIF1 apply for BIF2 their track record in delivering on BIF 1 outcomes is taken into account in assessing funding under BIF2.

5.9 Outcomes and impacts

7 comments were made in the events around outcomes and impacts. Themes within this topic included clarity of the outcomes and impacts in BIF2, and in some comments a desire for more defined impacts or issues to address.

- Good to be given a clear idea of how you want us to work
- Has a clearer focus than BIF 1
- Clarity wanted around people choosing their own outcomes or themes that people pick? How fixed will the outcomes be?
- Doesn't define the issues just the approach, makes it hard to know what projects we should be focusing on.
- Some of the outcomes are very repetitive in BIF2
- How can it not have fundamental elements overarching objectives – reducing poverty, tackling inequality, improving wellbeing?
- Some of the aspirations about creating community involvement are going to take a lot longer than 4 years

Some of these themes were echoed in the open text responses in the online consultation. 4 comments were received suggesting specific impacts or outcomes:

- Suggestions for specific impacts to focus on included the systematically detrimental education landscape for some young people, the impact of the city's jobs and employment sector on disadvantaged communities and apprenticeships in different sectors for ethnic minorities.
- Getting people to work together is important but you will only address inequality if you can address key issues of employment, education and health. A multi-faceted approach is needed.
- For many organisations improving wellbeing and mental health, preventing and helping with hate crime as well as creating an inclusive space and activities is a goal, so no one organisation (or five) should be awarded priority funding to cover support for those challenges as they are not only ones who are addressing it.
- There are a number of other impacts that are missing; reducing disadvantage and inequality; improving health and wellbeing; increasing resilience.

2 comments related to the outcomes being unrealistic, either in terms of the types of outcomes or the way they can be evidenced:

- The outcomes seem rooted in a mutual-aid model that is flavour of the month following the surge in that activity through lockdown. It's unrealistic to think that this can be sustained beyond crisis (already volunteer numbers have dropped).
- The outcomes are difficult to evidence and almost impossible to attribute to specific actions. You may be setting up organisations to fail if they need to evidence these changes are down to what they've done.

6 comments were received on the lack of outcomes related to individuals:

- Where is the impact for the individual resident here? It is all for agencies and not for beneficiaries. It should be much more beneficiary focused. There must be at least one impact for individuals out there who are facing the brunt of inequality. There is a

disconnect from your above priorities and these impacts. Would like to see an impact where people's quality of life improves because of the work you have done. It shouldn't all be about the organisations being stronger. Missing are: reducing disadvantage and inequality; improving health and wellbeing; increasing resilience – last year's outcomes. We would argue for these in favour of the BIF 2 Impacts.

- These outcomes miss the incredible disadvantage equalities communities are in and the fact that so many front doors have shut for them now. Frontline services are diminished. BIF2 needs to help mitigate this – with Covid and the huge cuts ahead – we need to be all about keeping people out of crisis.
- These outcomes should be for you as a grant giving body – not for us as BIF 2 organisations. You can achieve this by funding VCS organisations that are by the community for the community. For Hate Crime & Discrimination Services – we cannot forget the casework service and impacts and outcomes linked to this. We have to show how we impact individuals.
- The indicators are very focussed upon agencies or collective impacts, BIF1 had a greater focus upon individual beneficiaries which appears to be absent here. For example, many of the problems faced by people with mental health problems cannot be solely addressed by the pursuit of collective priorities. Bristol Mind currently has two BIF funded projects both of which successfully support some of the most vulnerable people in the city to improve their lives; but the support offered from the services is on an individualised basis, tailored to their needs, whether this is through our Hate Crime casework service or our telephone support line.
- The proposed Outcomes once again focus on networks and organisations and not on individuals which is a loss.
- We would like to see impacts which also focus upon the individual, where the improvement of the quality of life of an individual person is recognised as a worthy target under the funding.

5.10 Priorities and ways of working

7 comments in the online survey were broadly supportive of the priorities with some comments for improvements, 4 comments were more critical of the overall goals and priorities. Themes included a need for more clarity in the goals, as well as system-wide change:

- Levelling up communities and digital inclusion are key factors
- We would strongly support the focus on strengthening the power of communities that experience the greatest inequalities. This would include older people in Bristol, some of whom are isolated and have limited support networks.
- I believe the most vulnerable people in our communities should be supported by self-serving resilient networks that enable them to live free from inequality discrimination and hate. By investing in voluntary sector providers who work alongside people and who understand these priorities people will become stronger more resilient citizens more able to effectively contribute to the communities where they live
- This needs to continue to create lasting change! Especially after the financial and social impacts of COVID 19.

- Ensuring that organisation can make a clear 'offer' to BCC and partners, both in terms in delivering real change and working in collaboration with other service providers.
- Funding priorities should include enabling and strengthening local systems to support communities
- I agree with the overall thrust of what you are trying to achieve. The people connecting to people goal seems a bit vague. If one was to host networking events will that suffice?
- The above are good aspirations and very much in-line with all, or most, VCSE charitable objects, values and approaches. However, to make a real and sustainable difference the statutory sector systems, approaches, thinking, etc also need to align to the above stated approaches so that the citizen is at the centre of everything that we collectively do, supported by their immediate networks, their community(ies) and as required cascading from there. Without a fundamental change to the current systems, services, thinking, approaches, etc what is being proposed is good, but it will never 'solve' the issues.
- The BIF 2 goals are repetitive – all about connections and asking people to better help themselves. Not realistic at the moment under Covid, with resources being cut back and Brexit looming.
- I understand some of the aims of this, but it sounds a bit too much like expecting people to "pull themselves up by their own bootstraps" - a bit Thatcherite. Since neighbourhood partnerships have gone, nothing has really replaced them. Community development does require money - the current administration seem to be leaning a bit too much towards pandering to property developers and not enough towards helping local communities!
- The reasons we disagree with the above, is not because these issues should not be tackled and supported in Bristol, but BIF 2 is not the vehicle in which to achieve this.

3 comments were specifically related to ways of working:

- We will not be the only community-based organisation that runs programmes that integrate across one another. This means that whilst we might agree or strongly agree on some of the principles overall because they generally reflect our ways of working - the programmes that we would seek funding from the next BIF round for will be unable to comply with the 7 ways of working for reasons of safeguarding, professional ethical practice and the need to ensure confidentiality and privacy for those who use those programmes.
- We agree with some of them as being a good idea e.g. Equity, Inclusion, Asset based. Don't disagree with the others which are similar to BIF 1 but really do feel we must keep the BIF1 Way of Working: 'Giving the right help at the right time.' this should not be removed. The Goal and Ways of Working are very 'Big Society.' Presuming that there is lots more capacity in the people and VCS out there to do more for themselves, to strengthen, to get empowered, to sort things without help. That is not how it is out there. The community cannot do it all for themselves.
- In BIF1 one of the key Ways of Working was 'Giving the right help at the right time'. This recognition of the benefit of an individualised approach that can be reactive to the needs of vulnerable people should be included within BIF 2. These ways of working again suggest that the development and strengthening of communities is the key to resolving to the ongoing problems faced by individuals.

A further 2 comments discussed **innovation and new and old ways of working**:

- "It is important that we use all the talents of the city, new ways of working and old, to combine the needs of the city with old and trusted ways of working as well as the new, skills, new ideas, and experience working together. In the excitement of the new, we must not forget the value of the old."
- Just look for innovative new approaches. some of the organisations which regularly receive funding are good at writing bid applications but are not necessarily innovative. We need some fresh blood to deliver change.

In addition, 5 of the responses highlighted specific issues that needed addressing, including support for young people, tackling mental health issues, preventing violence across BAME communities, addressing domestic violence, poverty, unemployment, physical health, low engagement, exclusion and isolation, discrimination and crime and violence.

- If you want to encourage applications from young people, ring fence money that will be only available to that group. All well and good saying you want to encourage applications but if that doesn't do much if they then don't receive anything.
- Priorities should include supporting mental health improvements and supporting the prevention of violence across BAME communities including domestic violence
- "It needs to go to real causes, not headline needs. Equality is the key! Not evident today!"
- "The rise in domestic abuse and violence during lockdown is resulting in deaths. Mental health problems, Suicide and I can't see it getting better any time soon. It's a huge area to be tackled Is there any part of this fund that can be used to address some of these issues?"
- 2 comments were very similar around specific challenges - If you look back at challenges of BIF1 – BIF2 has moved completely away from some very serious issues e.g. and they are still far from resolved and worsened by Covid.
 - poverty (financial poverty, food poverty, fuel poverty)
 - unemployment and underemployment
 - physical and emotional ill health
 - lifestyle deprivation (not being able to access services and opportunities in the city)
 - low engagement (not participating in the community)
 - physical, social and digital exclusion or isolation
 - discrimination
 - crime and violence. Where is getting and keeping people safe; improving their wellbeing? Isn't this preventative? Where is the need to educate and raise awareness? Where is reducing inequality? Where is reducing social isolation?

5.11 Organisations

Some comments were made at the events that related to organisational change in a broad sense:

The council needs to change

- The council need to think about how they change too
- Council need to come out and hear from first hand from service users and coordinators – making it sound wonderful on a piece of paper – need to come out and see
- Not just about the action that communities take but about how much the council listens

Too focused on organisations rather than individual need

- Very organisational focus BIF2 is worded about the organisation
- It's about the organisational focus Not individual need and how those can be progressed and met
- It seems to be more organisational focussed rather than individual

Comments in the online survey focussed more on **the need to support small or new organisations:**

- We applied for Impact funding previously and turned down. We are a small Children's Charity. Many groups like ours have closed. Just be aware that small groups can show huge impact in local communities.
- We are desperate for funding to survive, please don't forget the small groups across the City
- I would like to encourage more funding opportunities for 'new players' in Bristol so that young and innovative generation is strategically sought for an engagement. Rather than just making online proposals for grants/funding, active contact with talented and motivated young people is required for a real change to happen. For decades the 'same players' have been awarded with grants and no change or little change has been achieved, if any.
- I am member of a great organisation called Khaas, my whole family has been supported by them for many years. I have learnt their current funding is coming to an end and this may lead to the closure of their carer's services for families such as mine. This would be devastating for so many families who are in similar situations such as us. Please could you ensure this organisation as well as others who are doing amazing work in VCE sector be supported with this funding so they can continue to provide services.

5.12 Collaboration

11 comments were made on collaboration in the consultation events. Themes included implications for smaller organisations within collaborative models, and the need to actively promote larger organisations working with smaller organisations and facilitate collaboration.

- Encouraging that big organisations encouraged to work with smaller organisations

- Worried that small organisations might have a problem with resources to do this
- Liked emphasis on collaboration (and particular informal collaborations) – formal was very challenging
- Worried that big organisations might skew how things are done – not be as responsive to local need and smaller organisations
- Would like more support with collaborations
- Partnerships and collaboration take time to develop and build trust, do it in phases. A year of initial funding and then longer funding once those collaborations and infrastructure is established.
- List of bigger organisations that are looking to collaborate would be helpful
- What are the parameters
- Be clear if you are looking for collaboration
- support for collaboration but not for collaborations sake
- Give us examples of good collaboration as you see it

One comment in the online survey related to collaboration:

- There was £3mn per year and now we have about £4.5mn over 4-5 years - so I think collaboration has to happen as not every group will be funded.

5.13 Amount of funding available and general comments on funding

A number of comments were made in the events about the amount of funding available and general comments on funding.

- That pot of money for BIF2 – now that a lot has been taken away for infrastructure
- We also felt more funding should come into BIF2 from the other pots - more on supporting communities to avoid crisis and reduce the pressure on frontline, statutory services - empower people to get through the tough times we are in.
- Concern that the funding lower in first year with all the set-up costs
- Concern about the amount of output for a substantially smaller pot of money
- If funding isn't available for the big community groups, then they won't be around to support the smaller organisation
- There is real anxiety about you're expected lack of interest in core funding. There is an issue as to whether the lack of core funding in this funding will grow the potential for small community focussed organisations per se, or at the expense of mid to larger organisations, or whether some of the existing smaller orgs will be simply subsumed into larger orgs? I'm not sure we can entirely predict this but there is definitely a risk of a counter intuitive impact which is worth putting in some mitigations around maybe
- Think it would be really helpful to give some examples of what we would fund and level of funding

8 comments were about the reduction in funding:

- The fund is significantly smaller than the current BIF grant fund pot; and yet the city Council has relied on the flexibility of BIF funded organisations during Covid to meet the needs of the city.
- I feel that the funding is severely reduced when compared to the previous round.

- As there is significantly reduced funding available from 2021 onwards, it should be targeted at the less well-resourced groups who meet the required criteria.
- We applaud the BIF is addressing the fault line of systemic inequality is faultline in the city. However, the bottom line is that funding £880k budget allocated Q2'21 to Q4 '22 is a reduction in funding and the funds filtered down to grassroots organisations is derisory and there is no tangible support for these effective community-based charities that are hand to mouth and it is where (as recognised by the report) disparity is effectively addressed.
- Services providing vital frontline support, to survivors of sexual violence across all the protected characteristics, for example, will be severely disadvantaged by this type of reduction of in funding they can apply for.
- Continue funding the third sector to ensure no communities are left behind.
- Urgent help is needed ASAP we are struggling!
- Not mentioned so far in this consultation questionnaire is how the budget will be divided up. From other information available it is clear that a very large slice of the total budget will be ring fenced for capital projects and a further large slice allocated for facilitating. This is a very large depletion in the revenue funding available and if it is to an allocation of nearly 50% of the total the Resilience support element of £850K should come from the £4m set aside for it . What is the rationale for the Resilience fund which is a very large slice of the budget - what is that intended to do ?

5 comments related to suggestions on different funding approaches such as match funding and investment funding, as well as 2 comments that it isn't a good use of taxpayer's money:

- Funding should be available only for areas of high deprivation.
- I strongly believe that such a fund should be 'match-funded' - i.e. by public appeal, maybe through a charity, then supported by council taxpayers.
- Personally, I'm not sure that 4 years of funding for small organisations has the impact we need. Not all communities (esp. geographical) see themselves as communities and they have lots of different needs and voices. Ongoing, secure funding to address all the issues that contribute to the cycle of inequality is needed.
- In view of our understanding that many Covid-19 grants from central Government have been claimed fraudulently - not necessarily in Bristol but in the UK - I think it essential that requests for grants are carefully assessed and monitored to ensure they are only given to bona fide people and organisations who will use the money appropriately.
- "Another approach would be to invest in the VCS; target those organisations that could provide the greatest lasting impact for their communities; ones that are able to work within the 7 Principles that you have outlined. But not only that, the VCS organisations that BCC invest in would also be tasked to working with the statutory sector (in this case at least BCC) to co-produce change to the existing systems and services to move them away from how they are and to far greater alignment and embracing the stated 7 Principles. I doubt that BCC has the appetite to adopt an investment approach to the VCS for all of the funding that has been ear-marked for the VCS, but you could be brave and take a dual approach of some investment

funding and some competitive grant funding. Those organisations that receive investment funding can be mandated to also work with other VCS organisations, especially local and smaller organisations, either via a partnership approach and/ or through a supportive approach."

- 2 respondents didn't think it is a good use of taxpayers' money.

5.14 Size of grants and upper limits

A number of comments were received via the online survey about the size of grants and appropriate upper limits etc.

6 comments were about the size of grants, with the majority of comments favouring smaller grants distributed among more organisations:

- 3 respondents discussed spreading the large grants out to as many organisations as possible by lowering the maximum grant would be preferred over huge grants to a small number of organisations.
- We all operate in a VCSE 'ecosystem' - if one or two organisations fail when a major grant of £30k could have saved them, the knock-on effect could be significant on many more partners of them
- No large grants - large portions of these just usually get spent on bureaucratic costs and not towards delivery of the aim .
- I believe that BIF investment should be spread as widely as possible across the VCSE in Bristol as local organisations will secure additional funding form Trusts and Foundation towards their work, activities and services as a direct result of receiving Bristol Impact Fund. For many this investment will allow the core functions and the grants will be more than doubled if they continue their provision. As there is less money, I would cap the largest grants considerably lower at £60,000, no single organisation should receive anything in areas of £200,000 and no ringfencing should take place.
- I think rather than having lots of small projects it would be better to have one or two large projects per area that is covered by the funding. That way you are more likely to get the most delivered.
- I think you need to be clear on how many high value applications you would approve, in order to ensure there was a clear and fair distribution of funds and not to have orgs further along the journey take up funding from groups who might be less well placed but the funding might better help them be prepared in future.

4 comments remarked on the challenges on responding to questions on grant sizes without knowing the level of competition and previous funding amounts:

- So many of these questions are meaningless in the context of a consultation. We have no idea what organisations will apply so we don't know what their grant requirements will be therefore we cannot comment on the suitability of grant sizes.
- We also have no idea what sort of competition there will be (i.e. less money = more competition so presumably the money has to stretch further. Are you really expecting organisations to do any meaningful calculations (other than based on

assumptions about who might be applying and the financial state of their organisations, which are impossible to know) regarding the funds you outline above?

- We can't answer re: if this is the right amount of money for small grants as not sure if it comes out of the total 1.3 million that is so much less than last year. How does it compare to last year? It should be the same percentage - not the same amount as you need a good balance of larger and smaller grants - they each make a big difference in their own way.
- It is difficult to respond to some of these questions because in so many cases it is not clear cut - it depends.

4 comments were received on upper limits:

- Accept there needs to be a ceiling with such a small pot. The issue is that not enough of the total pot for the VCS is going to BIF 2 - more needs to come to BIF 2.
- There shouldn't be an upper limit of £100k per organisation. This should rather be judged individually according to the needs of the community and the organisation and how best the organisation is supporting different people.
- Disagreeing with the ceiling limit of 200k is because of the wording of what it says those bids must show - again it is about exceptional community building - not about exceptional making a difference for communities facing disadvantage.
- A single organisation may have need/ be successful with securing a small grant in the two proposed rounds, secure a medium/ large grant over the four years in their own right and be part of a collaborative group, or several groups that are successful in securing funding. That may mean that their total allocation is over any artificially imposed upper limit of funding from the BIF2 - it would make no sense to impose such a limit; each application should be judged on its own merits and be awarded funding, or not, based on the published criteria and competition for the funding.

5.15 Hate crime and discrimination funding

There were a number of comments on the support to hate crime and discrimination services in the open text responses on the online survey. Themes included support for prioritising hate crime, some suggestions on how hate crime support and prevention could be delivered differently.

3 comments were in support of the hate crime funding as proposed:

- I agree that hate crime and discrimination is extremely important but the size of the fund being ringfenced seems disproportionate to the whole fund.
- Absolutely happy that Hate Crime is prioritised - much better to reduce hate and discrimination than to actively try to build equality artificially
- hate crime service provision is incredibly important at this moment in time.

3 comments suggested other ways of funding hate crime services, or commissioning it separately:

- With regards to Hate Crime & Discrimination Services - that is us and so we do support it but think it should be commissioned or separately grant funded as domestic and sexual violence is as it could be challenged to ring fence out of BIF 2.

We do think it should be ring fenced by the City as Domestic Abuse services are leaving hate crime without the right intervention is extremely unsafe for our City - especially in the current climate.

- The proposal ring-fences a proportion of the grant to Hate Crime and Discrimination, rather than this being part of the overall programme, the monies should be set aside in a separate fund (in the same way advice and infrastructure currently is) and available for competitive bidding to that funding source.
- The money ringfenced for hate crime and should be additional rather than instead of existing funding.

4 comments related to the **ways in which the services needed to be improved:**

- Hate Crime in Bristol has been tackled for decades and still Bristol remains one of the worst places across the whole UK affected by Hate Crime. Simply put it, the history long actions or activities taken to tackle hate crime in Bristol has delivered very little for the value of money. More needs to be created in order achieve a positive outcome. Young talents and minds need to be given a chance to create a platform whereby they are able to deliver a successful outcome so to reach out to Bristol. If hate crime is to be tackled, it is not so much about increasing budget as much as it may help, if delivery of the service remains the same, no money will deliver the outcome required. Change is needed across Bristol and among voluntary sector.
- It is difficult to combat hate crime. Hate towards minorities can easily be exacerbated, because any funding that minorities group are awarded is viewed as preferential treatment.
- Funding for social and cultural education and social/sporting events which promote a mixing of majority groups with minority groups would seem to be the best way to go.
- Hate diminishes when people realise that others are human too and not a threat.

6 comments drew attention to **people affected by hate crime and discrimination , such as Disabled people, the Jewish community, older people, women and BAME people:**

- There has been a big rise in the incidents of hate crime exacerbated by the divisions that have been created in society. It seems like there is a rising tide of anger and it isn't just about BLM - disabled people are being targeted too.
- Hate and discrimination happens to others than Black and Asian people. This needs to be set out clearly. The Jewish community, older people and those with disabilities are also affected. Please say so = otherwise I feel, like many others , that one section would be advantaged over others.
- I particularly support the extra funding for racist attacks. These have definitely increased this year and I have been the victim of this. SARI do a great job but are pretty toothless when it comes to getting anything done if you are a property owner. They see themselves as crusaders to help council tenants and other social housing tenants their systems are set up for this. As people of colour improve in the economy it is something that racists hate to see and it is flat and house owners who experience these attacks that need a proper support system.
- We would want any hate crime grant to better reflect the needs of the whole of the Disabled community, not just part of it - just as the whole of the BAME community is

covered by it at present. Whilst there are strong reasons for additional work with those the NHS calls learning disabilities, the other work on Disablist hate crime should cover more of the Disabled communities.

- Agree with the principle of prioritising hate crime and discrimination, but only if it is fully acknowledged that all violence against women constitutes hate crime and should be treated as such. Gender-based violence and abuse is on a par with racially motivated violence : they are both oppressive and must be addressed simultaneously.
- The Hate crime budget is very high. It would be useful to know more about what constitutes Hate crime in this respect. Misogyny should be counted as Hate Crime and in particular violence against women and girls which has been prevalent in Bristol during the pandemic.

2 comments related to how **the outcomes and priorities for BIF2 would connect to hate crime and discrimination services:**

- Should be different impacts and outcomes for Hate Crime & Discrimination Services. The above are too prescriptive re: what they want organisations to try and do. They are too Big Society e.g. communities to sort out everything for themselves. Not focused enough on outcomes for individuals or for supporting the many complex and vulnerable people we all support who may not have any chance of being part of these outcomes – their main outcome needs to be being more resilient, feeling more empowered, avoiding crisis and feeling safer/ less at risk of dying.
- For instance, the proposal to fund project against hate crime is important but how effective would small self-support groups be in tackling this issue and would it take funds away for a really effective organisation like SARI?

5.16 Monitoring, evaluation and learning

A large number of comments were made on monitoring, evaluation and learning in the online survey. Themes included some questions on how the core indicators would be agreed, and suggestions for making them measurable, as well as some warning around the challenges of codesigning outcomes and not wanting to reinvent the wheel.

12 comments focussed on **core indicators and how these will be agreed and measured:**

- 2 respondents highlighted that additional, new or out-of-sync reporting burdens such as shared indicators come with additional stresses and costs on the leadership.
- Core indicators - a good idea but I think they need to be clearly explained and not be restrictive.
- In developing the M&E framework, it will be imperative to develop measures that can be baselined by each project / community and that can be easily measured. They need to be simple enough to use but provide actionable insights for the delivery partners who get the funding
- How would the proposed indicators given by organisations be agreed on? Who would make the decision as to whether they would be considered adequate or not? Without knowing more about the proposed indicators of success it is hard to know whether

they will work for the range of VCSE orgs who will hope to be successful or will capture the biggest outcomes made by the funding.

- At [anonymised] we use a system for monitoring and measuring outcomes that is highly effective. It might be helpful to share to see if it might feed into the BCC plan to have a "common system"
- KPI's need to be SMART. One City approach is important. Needs to look at not just the council but other public and VCSE organisations on how to improve opportunities for citizens within areas of high deprivation.
- Monitoring, evaluation and learning should be led by communities, not the agencies that might service them.
- Whilst we appreciate that funds could not be released until 1 July, if organisations have the flexibility to report back on dates that are more aligned with their own impact year, it would save significant extra workload. Currently all BIF data must be run separate to any other report and the data runs take days of SMT time; we report back to 47 funders and all but 2 are now aligned with our impact year.
- Evaluation and Monitoring is important and unsure as to what proportion of the budget should be allocated to it. Depends on the full value of the bid.
- If core indicators are adopted, they need to be appropriate to the work of the organisation.
- In terms of measures of effectiveness of course each funded project will have its own indicators of success but there has to be some common ones so that schemes can be compared against schemes. I was not sure what you were saying about that - to me it wasn't clear.

4 comments focussed on the **challenges of co-designing outcomes** :

- I think competing needs across project would possibly get in the way of the 6-month exercise to codesign outcomes. There are other ways to bring projects and organisations together.
- Co-design can be an expensive way to invent a wheel. What's the problem you're trying to fix with this? There's a risk of going around in circles until you end up vanishing up your own rear end. The groups you're funding have limited capacities - it will be the same people trying to deliver the work as well as turn up to workshops designing the evaluation framework.
- There is much information about gathering information and co-designing to be used from the Bristol Ageing Better experience over the last six years. The Council should use this information gained from the co=production by UWE and BAB as a starting point for monitoring and evaluation. There is no point in re-designing the wheel!
- Robust evidence of community action is expensive to gather. Support will be needed for organisations to collect it. Similarly developing indicators takes time and resources. Beware not to spend more time counting the beans than cooking them.
- I think you will find the monitoring and evaluation can happen for free on social media, based on self-promoting millennials that I've seen posting recently. Not so sure this will lead to learning...

8 comments were made **more generally around monitoring, evaluation and learning** in the online consultation.

- Welcome the flexibility of using our own existing outcomes
- Indicators should include evidence that there is a greater understanding of minority groups / less discrimination and more inclusiveness across local groups / Bristol as a whole
- Also, there is no monitoring or assessment on impact of the services funded for years and repeatedly. It remains an exercise of 'box ticking' very much whereby numbers of cases are calculated, however, lacking on real impact in community, across Bristol. Impact based monitoring and assessment is required.
- It all depends on how the outcomes are measured. Organisations can say what they have done, but I would want clear evidence from those who are directly impacted upon.
- I chose a 5% option for evaluation spend but only because there were alternatives to a percentage split provided. I don't actually think a straight % is the best approach because the monitoring required of a £200k project is not 4 times the cost of monitoring a £50k grant. Obviously, a larger grant brings some additional monitoring costs, but the baseline cost is pretty much the same whatever the grant e.g. monitoring, and evaluation software costs are broadly the same; time spend designing monitoring forms (paper and online) are the same; etc. Mostly what is different is the staff time it takes to enter the info from manual records into digital databases. This means that whilst some larger grant holders will need to cover the extra staff time involved in larger beneficiary numbers, others with a small grant might have much higher levels of digital exclusion/poverty/accessibility to take into account, resulting in a disproportionately high amount of manual data entry from paper monitoring forms to manage.
- What is the purpose of funding being set aside for monitoring and evaluation - would this be an additional sum allocated to organisations to enable them to undertake additional M/E or for development /purchase of software and training to enable organisations to participate in any protocol adopted ?
- I think external sources of funding should be found to support evaluation given the reduction in overall available funding in BIF2 compared to BIF1.
- Ensure that projects and organisations are delivering a service or services that are needed by a particular community or communities. To use their own research/evaluation, as well as local and national research, to sharpen their practice.

4 comments from the workshops covered monitoring, evaluation and learning:

- Do we come up with our indicators or do we need to come up with an agreement between us all? How do we start to understand where we fit?
- Including community organisation in designing outcomes? How would that work?
- Designing the outcomes would be part of the delivery of the project. We need people to take part for it to work
- Needs some robust evaluation in place

5.17 Application and assessment process

A number of comments were made in the workshops about the application and assessment process. Themes included the need for a transparent and accessible and simpler process, the importance of a diverse panel and that applications are assessed based on evidence.

- Needs to make the assessment process for different level of funding clear as it may affect the amount people bid for
- Process needs to be streamlines and accessible
- How accessible is the process– the funding bid etc to enable people to take part.
- Need a diverse panel
- Grassroots organisations will find it hard to adapt to the criteria that you are setting
- ProContract is really hard for people to access
- After people submit their bids, there isn't a chance for people to have an interview about their bid, to answer their questions
- It's important that people can understand that their bids will be looked at on what has worked in the past
- People who remembered the last BIF process was very time consuming and needs to be simpler
- If organisations are coming into for a bid that past performance should be taken into account.
- Transparency on the processes and the procedures, how much money you can go for
- Process of going through BIF needs an EQIA to see who is being impacted by the BIF process – what disadvantages groups, unwritten and written impacts of being part of the process
- Quite positive as the bidding round is welcoming people who may not have bid previously – sometimes you can get organisations that can do great bids but can't deliver and those that can deliver can't write amazing words

Similar themes were covered in the open text responses. These included simplifying the process, and ensuring that bid writing skills do not become the reason people miss out on funding:

- The application process for the impact fund was far too onerous for organisations. There should be fewer stages.
- Bid writing has been for years a very exercise for those among elite who are able to write and talk affectively. However, it brought a little impact on lives and communities in Bristol. Bid writing has to change so to allow all an equal access.
- keep the application process short and simple, all too often good ideas go unsupported because the application process is too long and over complex.
- Something to consider. The devised approach once again pitches VCS organisations against one-another. We have to be able to write impactful and persuasive applications, so what is being measured isn't simply the proposal/ the idea/ the work, but also our ability to read, understand/ interpret what is being sought/ what the things are that those who are 'judging us' are wanting to see/ read, plus our skill in writing in ways that the judges respond to. This is a very divisive way of operating.

- Applications requirements should be kept simple with strong bias towards previous relevant experience. The support should include the use of careful but not overly bureaucratic questionnaires with some 'wiggle room' for new ideas.
- Bristol needs to focus on those who have ideas and are willing to help and change the status quo to be given a chance. The admin and in some parts bureaucracy may be in their way to ask for a chance to participate. The way how funding is given out and how it is applied for and to whom may require a change - an easily accessible and friendly application for all - regardless of their writing or applying for grants skills - is required for a better future. So that all have an equal chance. Currently, as it stands, mainly those who are in some way equipped with writing different bits for funding will get the chance to be funded. Leaving the rest of the Bristol behind, mainly young minds with lots of passion and energy for change, but little skills or confidence on how to apply for a grant.
- If one of the favourite projects which have received funding in previous years delivers their application after the deadline - do not consider it. Keep the process fair and transparent.
- It is important organisation should be able to demonstrate an ability to deliver and be value for money. BIF1 funded organisations who meet BIF2 priorities and ways of working should be able to have their previous track record taken into account when decisions are made.

5.18 Timescale

A number of comments were received in the events and online survey on the timeline.

8 comments to the online survey also commented on the tight timescale in general terms:

- 5 respondents commented that it is a very tight timescale
- 1 other respondent said the timelines are tight but achievable
- It takes time to build those skills and connections and providing a four week window in which to make strong applications for new initiatives like this is probably unrealistic especially as the budget proposals for allocation will severely reduce revenue to support these initiatives
- Whilst we appreciate that the expiry of funding agreements in June means decisions need to be made quickly, we feel that this shortage of time is due to the Council not starting work on, and consulting about, BIF2 earlier. Given that we have all known those grant allocations would end in summer 2021 for four years, it is hard to see why the Council did not begin this process a fair bit earlier.

A further 5 comments discussed the tight timescale in terms of organisations currently delivering work through BIF1:

- 2 respondents related the tight time scale to existing agencies funded as part of BIF 1 and if decisions are not made until June there is the risk of highly experienced and skilled staff leaving with such short notice.
- It would be good to have more time to apply and more roll over while we have this time to apply. This will give organisations more time to transition too.

- In addition, the timeline for the changes also means that organisation who are providing frontline support services to people in crisis or with mental health difficulties are facing cuts to funding as a result of BIF changes. This, again, feels counterproductive to BIF's own research that highlighted the need for mental health services at this time. It also means that these organisations will be preoccupied with finding ways to continue much needed services rather than being able to develop innovative partnership for this bid.
- Having time to evaluate the work done in response to pandemic and plan ahead for what needs to continue and what resources will be available post end of March 2021 will be of a great benefit to help with sustainability/continuation of the services and strategic planning for VCSE organisations. With that in mind I believe that the BIF1 should be extended for 6 months to 1 year or some sort of transition period will be needed.

2 comments proposed flexible or staggered timelines as an alternative:

- The timeline should be flexible. Local communities and communities of interest aren't necessarily skilled in developing services and the admin necessary.
- I think the allocation should be staggered to allow for partnership development more time. To form effective partnerships based on equality, respect and mutual commitment to common values and objectives takes time - at least a year - and to have such systemic seismic change, introduced so quickly feels rush and counterproductive to the stated aim of partnership development. It is also exclusive and small organisations, often representing the most marginalized people are often excluded from partnership development opportunities as they lack the capacity to respond in such short spaces of time. This process will favour existing partnerships only. This is particularly the case during the current lock down restrictions. The fund would be better to fund for one year and offer the support above to enable partnership development and then to fund for the longer term (four years) once there has been the opportunity to respond more effectively to the change, and to the new requirements. The timescale of this process precludes any time for reflective thinking and innovative response.

3 comments were made with other suggestions on the timeline:

- Last time the decisions took an incredibly long time, it would be really helpful if this time we could know sooner if we have been successful.
- is there any way that the results of this consultation , as it feeds into final proposals for BIF2 priorities can be shared publicly?
- Taking into account the Covid19 pandemic and availability for funding towards emergency services ending at the end of March 2020 it is a very challenging year / period for VCSE sector.

4 comments at the events were on the topic of the timescale. The themes within this topic included:

- the timetable is really short and in terms of funding
- Be useful to have co-designing and co-producing time built in at the beginning.
- Transition time built into delivery time.

- Because people don't have resource , tight deadlines can be a barrier

5.19 Support needed to apply

7 comments from the events were on the topic of support needed to apply. The themes within this topic include a request for trained bid writers to support groups and examples of what a good application looks like:

- Can Voscur play a role in helping to broker our collaborations
- Support needs are more direct
- Would like a list of bid writers – our org ticked all the boxes when we went for it last time and going for it again. But our bids have failed as we don't know how to write bids
- would like to see employed bid-writers available to us as a group
- In terms of help – new organisations may struggle with the process.
- Tell us what a good application looks like ahead of the process
- Some people need help with the actual writing and actual budgeting examples of previous successful applications

Similar points were made in the online consultation:

- For small groups/charities - additional help completing applications. Some of these applications are huge, time consuming and quite honestly scary!!!
- Offer minimal support for bidding - it could bias the process and help groups not competent to administer the funds to be successful
- Support is key to enabling smaller/local community groups etc to apply, they usually don't have access to the 'experts' who coast a fortune to write bids for them.
- My personal experience suggests that all three areas of support will be needed in different proportions to meet the needs of different organisations
- Small new initiatives may well need support in many of the above areas
- It would be good for micro-organisations/ self-organised groups to be supported to apply to the small grants fund

6 Consultation submission from Voscur



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Bristol Impact Fund 2 – response to Bristol City Council’s consultation

In response to feedback from Voscur members, a selection of diverse Bristol Impact Fund (BIF) grantholders debated the BIF2 proposals. The following comments and suggestions are intended to support the successful long-term implementation of the BIF programme.

In summary, VCSE organisations welcome the ongoing investment in VCSE sector and the opportunity to co-design the approach to programme impact and evaluation. However, VCSE organisations have some major concerns about the proposal’s scope of change, timings and reduced budget in the current pandemic and operating environment – in our view, these will affect the successful implementation of BIF2.

The following comments indicate consensus, where possible, as well as differing views, and include suggested solutions to the challenges and issues.

6.1 Current context, operating environment and risk to BIF2

The operating environment for the VCSE sector and others is highly challenging. Bristol’s VCSE organisations have had to respond to significant recent challenges as well as current and short-term challenges, summarised as follows.

1. Covid-19 challenges
 - a. Increased complexity and demand from people/communities for many VCSE organisations, particularly as access to other public services has changed.
 - b. Workforce – staff sickness, furlough and self-isolation absences.
 - c. Service models – changes to online/remote delivery and socially distanced delivery for face-to-face services.
 - d. Funder/commissioner flexibility – mixed levels of flexibility on contract/grant targets/deliverables.
 - e. Decreased revenue – income for charged services has decreased for many organisations.
 - f. Cumulative impacts on communities and organisations of Covid-19 on top of 10 years of austerity.
 - g. Compacted inequalities and exacerbated systemic disadvantages.
 - h. Uncertainty on when crisis ends and business-as-usual (or the new normal) resumes.
2. Brexit challenges
 - a. Impact on community cohesion.
 - b. Ongoing uncertainty.

- c. Likely impact on revenue streams and increased competition.

Recent changes and the prospect of continuing, unprecedented change are having substantial impacts on VCSE sector leadership and workforce resilience. Fatigue and mental health impacts are becoming commonplace in the sector. These are significant points and, in this context, the scale of change represented by BIF2 proposals may not be fully realised; the provider market may simply not be able to respond. We believe this presents a serious risk to the successful implementation of BIF2.

6.2 Community development model – significant change in this context

The BIF2 proposal is to embed community development practices and that aim is broadly supported. While VCSE organisations appreciate the new focus of BIF2 as a community development programme, they have the following serious concerns about the level of change this represents at this time.

1. **Are people/communities ready?** Many Bristol communities are experiencing ongoing crisis as a result of years of austerity and the impacts of the pandemic. The concern is that the most disadvantaged communities with the greatest inequalities may have the lowest resilience and fewest resources to self-organise and take community action at this time. These disparities have been seen in the Covid-19 community action/mutual aid efforts across the city, for example, with volunteer surpluses and gaps across the city. The communities supported during BIF1, with its main focus on tackling inequalities, may be at such levels of basic needs in Maslow's Hierarchy of Needs that self-fulfilment and self-actualization are unlikely to be realised. Examples: people experiencing trauma and abuse, refugees/asylum seekers, people with long-term health conditions, people experiencing food/fuel/financial poverty, increasing under/unemployment, people experiencing hate crime and discrimination, people in areas with historic underinvestment and entrenched inequality.
2. **Are VCSE organisations ready?** Several Bristol organisations work to empower residents to support themselves and each other; for others, this practice will be new or under-developed. BIF1 included some elements of community development practice, alongside other ways of working, impacts and outcomes but was not a community development programme. VCSE organisations believe that BIF2's aspiration to re-focus on community development is ambitious and difficult to achieve in such a short period. In reality, applicants would have fewer than 4 weeks after the Cabinet decision to re-focus their models on community development.
3. **Unintended consequence?** The overall concern is that there may be an unintended consequence that gives advantage to some well-established place-based communities (and community development organisations) and disadvantage the non-place-based and the organisations that work with communities of interest/practice and equalities communities. It is also probable that larger organisations, with more capacity to respond swiftly to the ambitious timescale, may respond more comprehensively than smaller/equalities organisations. These unintended consequences could have the systemic effect of exacerbating inequalities and limiting the impact of the programme.

6.3 BIF2 investment and priorities

VCSE organisations welcome the leadership and commitment to invest in Bristol's VCSE sector. This is testament to the healthy partnership between BCC and Bristol's VCSE sector and part of our ongoing collaboration on the One City approach. VCSE organisations note that the investment proposals represent significant change compared to existing BIF arrangements:

- More investment (£4.85million) in capital and revenue to support one-off capital projects.
- More investment in community development models.
- Less investment in early intervention, prevention and support activities.

VCSE organisations note that the Community Resilience Fund and its headline focus appear to be good ideas. It is, however, difficult to comment on the BIF2 proposals without comparative detail of the proposed Community Resilience Fund and the support package.

VCSE organisations are very concerned, with the proposed changes, that early intervention, prevention and support activities will be under-funded at a time when people and communities really need them.

VCSE organisations are also concerned about the proposed £850,000 to enable the Community Resilience Fund. The need for revenue support for the delivery of capital projects is understood, however, the level of this funding is more than half of the BIF2 annual fund. This feels out of balance.

VCSE organisations note that hate crime and discrimination are important issues. Some organisations noted the funding-related ring-fences (BIF2 community transport) and exceptions (BIF1 hate crime and community transport) but most organisations in the debate did not understand the rationale behind the proposed ring-fence of a large proportion of the BIF2 budget. The Interim Report from the VCSE Research undertaken by BSWN, Locality and Voscur, identifies mental health and digital exclusion as major issues that needs to be tackled. Some organisations note that the inclusion of a specific ring-fence creates tension in the sector – this has a negative impact on collaboration and partnerships at a time when communities really need cohesive, effective approaches. Some organisations were in support of the ring-fence for hate crime and discrimination.

6.4 Suggestions and recommendations

Bearing in mind the above comments and concerns about context, implementing community development programme and the proposed budget, VCSE organisations offer the following suggestions and recommendations.

1. **Allow more time** to prepare proposals – smaller, specialist organisations will benefit from more time to prepare their proposals with community development principles.
 - a. **Build in preparation time.** Adding 6 months between the Cabinet's February decision and the start of the application window will enable a more comprehensive portfolio of responses so that the best proposals become part of the BIF2 programme.

- b. **Extend existing arrangements.** As with other (commissioning) processes, changes to timelines result in extensions to existing arrangements so that existing participants/ beneficiaries do not experience a cliff edge. These changes would enable a more managed transition between BIF1 and BIF2 with minimised impact on people, communities and organisations.
- 2. **Enhance BIF2 scope** – in the light of concerns about some communities not being ready to respond to BIF2’s community development focus, VCSE organisations suggest that the programme scope is enhanced to include:
 - a. Activities that support the most disadvantaged communities (as per BIF1), with an element of participation/community development that acknowledges challenges and situation.
 - b. Place-based community development.
 - c. Community development for communities of interest/practice.
 These changes would allow a more realistic transition from BIF1 to the aims of BIF2, and would also emulate the stabilisation approaches of many other funders.
- 3. **Rebalance the budget** – the enablement of capital developments for the Community Resilience Fund is important. VCSE organisations suggest that the enabling £850,000 comes from the fund’s £4million and that BIF2 fund is increased by £850,000. This change would enable investment in more diverse solutions and communities.
- 4. **Reconsider the ring-fence** – Some VCSE organisations suggest the ring-fence is re-considered and potentially described in a different way alongside the importance of addressing mental health crisis in communities. An equitable means to achieve this could be for BIF2 to require the reduction of hate crime and mental ill health as integral aspects of BIF2 funded activities (akin to BIF1’s key challenges). We note that this suggestion was not shared by all of the VCSE organisations in the discussion.

VCSE organisations realise that these suggestions have budget implications. VCSE organisations and Voscur are prepared to work with BCC to find pragmatic solutions so that the transition from BIF1 to BIF2 is effective and supported, and that communities that currently experience great challenges are supported in difficult times.

7 Appendix A: Consultation proposal

7.1 Forward

Councillor Asher Craig, Deputy Mayor with responsibility for Communities, Equalities and Public Health

I am delighted to be introducing the consultation on the proposed second round of the successful Bristol Impact Fund programme 2021 - 2025.

Bristol is the only major city in the UK with an impact fund, investing in projects that tackle the city's inequalities and build on communities' strengths.

Since the launch of the Bristol Impact Fund in 2017, seventy organisations have received BIF grants and seven thousand volunteers have been involved in projects that have:

- Reduced financial, food and fuel poverty
- Tackled unemployment and underemployment
- Improved access to information, and increased digital inclusion
- Enabled influence and participation in the community
- Reduced social isolation and improved wellbeing

Over the first two years of the programme BIF funded organisations raised an additional £3.9m against a city council investment of £6m.

Community and voluntary organisations are a crucial part of what makes Bristol such a creative, dynamic and progressive city. Communities coming together and creatively using the resources we have is at the heart of our city's response to the continuing challenge of COVID-19. This is why we are continuing to invest in the voluntary and community sector.

We have been working closely alongside the VCSE Strategy group, a strategic partnership of infrastructure organisations – Locality, Voscur and Black Southwest Network (BSWN), to ensure BIF2 meets the needs of our communities. Our proposals have also been shaped by our learnings from COVID-19, and by identifying how we can build back better so we build the resilience of the city.

BSWN is also leading a significant research project to help us understand the impact of COVID-19 on the whole sector and the sector's aspirations for the future. You can see the interim report [here](#).

The COVID-19 pandemic has shown that localised support and the voluntary sector are essential in times of crisis. However the pandemic also impacted certain groups the hardest; groups that already face inequality. The economic impact of COVID-19 is profound, not only affecting many households and businesses but also impacting the council budget as more and more people required support. In spite of this, we are continuing to prioritise grant investment through BIF and a new capital Community Resilience Fund of £4m as a key part of our recovery.

We want to continue to build on the success of the first round of the Bristol Impact Fund. We want to work with community and voluntary sector organisations to find ways to maximise this investment. We want to invest in our future, build collaborative relationships and grow the power of communities by working together to build resilience.

7.2 Consultation overview

Bristol City Council is consulting on the proposal for a second Bristol Impact Fund programme. The Bristol Impact Fund is a grant funding programme for voluntary, community and social enterprise (VCSE) sector organisations. The first Bristol Impact Fund provided four years of grant funding for VCSE organisations. The current programme ends on 30 June 2021.

Bristol City Council is proposing to deliver a second Bristol Impact Fund programme, and is seeking feedback on the following elements of the proposal:

- The proposed overall goal of the fund
- The proposed 7 ways of working
- The proposed impact of the fund i.e. the difference that we would like the fund to make
- Approach to funding
- Monitoring and evaluation

All responses to the consultation will be analysed and included in a report that will be published on the Bristol City Council website in early 2021. Your responses will help inform final proposals which will be considered by Bristol City Council's Cabinet in February 2021.

We welcome the feedback of Voluntary Community and Social Enterprise (VCSE) organisations of all sizes and type across the city, and interested members of the public. We particularly want to hear from the many diverse communities within Bristol and within the VCSE sector.

The closing date for this consultation is Wednesday 16 December 2020

If you would like this information in another language, Braille, audio tape, large print, easy read, BSL video, CD rom or plain text please contact us by emailing investmentandgrants@bristol.gov.uk or phoning 0117 922 2135.

You can download a printable PDF version of the proposals and survey by clicking the "Proposal Document" file link at the bottom of this page.

For more information contact: investmentandgrants@bristol.gov.uk

7.3 Why we are consulting

This consultation is particularly seeking the views of VCSE groups and organisations in Bristol to inform the council's approach for this second Bristol Impact Fund, which will be decided by Cabinet on 2nd February 2021.

The council would particularly like to hear from:

- VCSE groups
- Equalities-led organisations
- Interested members of the public

This consultation is just one of the ways the council will be gathering views from the sector.

We are running four online engagement events where we will explain the information presented here. You can discuss the proposals with us, ask questions and provide your input, in addition to completing the survey.

The council will publish an anonymised summary of all responses after considering all of the feedback at the end of the consultation period. This can be found on the Bristol Council consultation hub and is likely to be published in January 2021.

7.4 Overview

Voluntary, community and social enterprise groups (VCSE) play a vital role in the city.

The COVID-19 emergency demonstrated the vitality of community and voluntary groups across the city and the power of citizen action.

The community and voluntary sector are crucial partners in meeting the challenges of the COVID-19 pandemic. They will also be crucial in the recovery, building back better and realising the BCC Corporate Strategy and One City Plan . The sector in all its diversity is a reflection of Bristol citizens' drive and determination to improve their own communities.

Bristol City Council has a proud history of grant investment in the community and voluntary sector. This has helped to build the strong foundations which enabled the city to respond quickly at a time of crisis in the COVID-19 emergency.

The 2017 launch of the Bristol Impact Fund signalled a new strategic approach to grant investment, with the city council pooling eight grant budgets to provide a four year grant investment programme for VCSE organisations in Bristol.

The first Bristol Impact Fund aimed to reduce disadvantage and inequality, improve health and wellbeing, and increase resilience by funding projects that deliver support to people facing disadvantage and inequality in the city. This first round of funding ends in June 2021.

Bristol City Council is consulting on the following elements of the Bristol Impact Fund 2:

- The proposed overall goal of the fund
- The proposed 7 ways of working
- The proposed impact of the fund i.e. the difference that we would like the fund to make
- Approach to funding
- Monitoring and evaluation

7.5 What is the budget?

We are proposing to invest £5,400,000 over 4 years: £1.2m in year 1 and then £1.4m for a further three years in grants to community and voluntary organisations through the second Bristol Impact Fund (BIF2).

In addition to the Bristol Impact Fund there will be a Community Resilience Fund of £4m capital funding in 21/22. This fund is to help achieve the priorities identified through the VCSE research being undertaken by Black South West Network in partnership with Voscur and Locality. This will fund one-off capital projects, enabling communities to adapt and find opportunities to build back better. Capital is funding for physical assets such as buildings, technology, or equipment. Projects might include digital connectivity in community spaces, improvements to community facilities or equipment. The money will be targeted at communities hardest hit by Covid19 and facing deepening inequality. Our aim is to work with community networks so that decisions about priorities are made by communities.

An additional £850k will be allocated to support the delivery of a £4million Community Resilience Fund for capital investment in the VCSE sector. This will include grant funding so that organisations have the ability to develop local priorities and proposals and enable the proposals to happen. It will also provide capacity to involve communities in decision making and to deliver the fund. Any spending shortfalls in this allocation will be reinvested in BIF.

We will be working with partners through the VCSE Strategy Group and in particular Black Southwest Network, Locality and Voscur to develop our approach to this additional funding opportunity.

Please note this consultation is about Bristol Impact Fund only.

7.6 How does this compare with the budget in 2017?

The first Bristol Impact Fund was £3.28 million per year

Out of that Fund:

We have made a saving of £348,000 by applying a 15% taper to medium and large grants and the Voice and Influence contract. £140k was allocated to a contract for Voice & Influence work with Equalities communities, which also received a 15% taper to £119k. The Voice and Influence Funding will now be re-integrated into the BIF2 monies.

£690k was ring fenced for community transport. This funding continues but is now managed by the West of England Combined Authority (WECA).

£850k will be allocated to support delivery of the Community Resilience Fund.

7.7 What do we want to achieve with the Bristol Impact Fund 2?

The proposed goal of Bristol Impact Fund 2 is “To build city resilience by growing the power of communities experiencing the greatest inequality”

By “communities” we mean both:

- Geographical e.g. neighbourhoods and communities of place

- Communities of interest or shared experience e.g. communities that experience inequality or disadvantage.

We are proposing to focus Bristol Impact Fund 2 explicitly on helping communities that are experiencing the greatest inequality (see page 5 of background document) recover from the Covid pandemic and become stronger. Bristol is a wealthy and successful city and our diversity is an asset in so many ways. Voluntary, community and social enterprise groups (VCSE) play a vital role in the city. The COVID-19 emergency demonstrated the vitality of community and voluntary groups across the city and the power of citizen action. VCSE are crucial partners in meeting the challenges of the COVID-19 pandemic, recovery, building back better and realising the BCC Corporate Strategy and One City Plan. However the COVID-19 pandemic has deepened existing inequalities in Bristol and worsened the long term effects of inequality on Bristol's communities.

We recognise that we will only improve our city's resilience to build back better if we strengthen the power and voice of Bristol's diverse communities that experience inequality to take their rightful place at the heart of city life.

We also recognise that there is an imbalance of power in the city; that the lives of working class communities, black, Asian and minority ethnic people, younger people, older people, lesbian, gay and bisexual people; transgender people; faith groups; and disabled people are impacted by decisions and services determined by others. To make greater progress in addressing Bristol's inequalities, we know that communities need the space, resources and support to empower themselves; including setting their own priorities, developing better ways of doing things and have the capacity to be properly represented in decision making and service provision. Some people call this "levelling up".

7.8 Funding Priorities

To achieve the Bristol Impact Fund 2's goal "to build city resilience by growing the power of communities experiencing the greatest inequality", we will prioritise funding for groups and organisations that put forward work proposals which aim to strengthen the capacity of equalities-led groups, neighbourhood communities and people experiencing the greatest inequality to lead and influence the city.

We would expect proposals from groups rooted in their communities to demonstrate how they can increase the capacity of these communities and the groups themselves to:

- Self-organise
- Connect people to people
- Build strong community connections
- Make the best use of their skills, experience, networks and resources to drive forward the community's key priorities and produce a sustainable way forward

Our emphasis is on strengthening the community and voluntary sector over time.

We are inviting organisations to tell us what the most important issues are for their community and how they will work to address them. We would expect applicants to set out clear rationale and evidence for their chosen priorities and how they will use community building approaches to address them.

7.9 The 7 ways of working

In the previous sections we outlined the proposed goal of the Bristol Impact Fund 2 and the project aims which would be prioritised for this funding. In order to achieve the overall goal and funding priorities we are setting out 7 ways of working which sit at the heart of our approach. We would expect successful applicants for Bristol Impact Fund 2 funding to be able to show how they will work within and demonstrate these values in practice. These principles are outlined in our 7 ways of working.

Equity

- Demonstrate positive action to redress inequality (level up)
- Build and strengthen equalities-led groups (which often work city wide)

Inclusion

- Be proactive and intentional about inclusion
- Remove physical, attitudinal, cultural, environmental and economic barriers
- Find respectful, creative ways to empower people and communities who are routinely excluded from community and city life

Asset based

- Assets are people – our interests, time, experience, skills, networks, community and voluntary groups. It is also money, buildings, land, the local corner shop, nursery, sheltered housing, businesses and services
- Take the time to discover, then build on the assets that are already in the community

Place based

- Continue to build strong, connected communities where people come together, self-organise and shape the future of their communities
- Encourage many more people to connect and expand the opportunities in their local area

Relational/ Relationship-oriented

- Connect people to people, people to power and organisations to each other

Citizen-led

- Encourage and nurture citizen action - by and for the people
- Encourage and enable community-led activity – people with shared experience or interest coming together to find solutions
- Grow collective skills, knowledge, confidence, curiosity and self-determination

Nurturing the community and voluntary sector eco-systems

- Strengthen organisations which can help tackle the structural inequality
- Encourage larger organisations to share their assets (by which we mean people, skills, experience as well as potentially buildings and other physical resources) with smaller organisations & informal networks to build community connection and collaboration
- Encourage organisations to have deep roots into communities
- Foster cultures of learning and co-creation

7.10 The proposed impacts of Bristol Impact Fund 2 grant investment

We have outlined in the section above that the proposed overall goal of the Bristol Impact Fund 2 would be to build city resilience by growing the power of communities experiencing the greatest inequality. We also outlined some of the ways in which we would expect applicants of the fund to demonstrate how their project aims and their ways of working would achieve this goal.

We expect the Bristol Impact Fund to deliver the following three impacts over the course of the four-year fund:

Equalities-led groups, neighbourhood communities and people experiencing the greatest inequality are better able to:

- Support one another, self-organise, use their collective assets (e.g. interests, skills, experience, time, buildings, resources) to pursue collective priorities and solve shared problems
- Build strong and sustainable Voluntary, Community and Social Enterprise (VCSE) organisations.
- Be in a strong position to collaborate with Bristol City Council and the one city partnership to understand and work to address inequality caused by poverty: and low income, class, racism, sexism, disablism, heterosexism or ageism and bring about meaningful change for people experiencing these inequalities.

7.11 Demonstrating impact: success outcomes and indicators

We would expect VCSE organisations who successfully bid for the Bristol Impact Fund to demonstrate their contribution to the above overarching three impacts against the following outcomes:

In places and communities which experience the greatest inequality:

- There are strong community networks and evidence of citizen/neighbourly and community action
- The capacity of the VCSE sector to achieve their aspirations and address problems is strengthened
- People have come together and taken action on shared priorities and concerns (which in turn grows the power of the community). These actions could be something which improves the local economy, improves digital connections, builds new connections between groups of people who haven't found it easy to work together in the past, or trains people to meet a local priority.
- There is evidence that people are shaping and leading their communities and the life of the city

We would also want to consider evidence the city is changing in response to the experience, insight and good ideas of equalities groups. For communities experiencing inequality to be more involved in city life and decision-making, we recognise a change is needed in the way the city works.

We would develop a set of shared/common community building indicators which all BIF funded organisations would use to measure impact on the core BIF2 funding priorities. We will also ask applicants to propose specific indicators in their application against which they intend to demonstrate impact on the particular community aspiration or problem which they are looking to address. These may be indicators or measures they already use in their work or new ones if appropriate

7.12 Our Funding Approach

We are expecting that the second Bristol Impact Fund would have an estimated budget of £1.2m in year 1 and then £1.4m for years 2, 3 and 4 each, totalling £5,400,000 in funding. This is subject to a Cabinet decision on the 2nd February 2021.

We are proposing:

Small Grants

The purpose of the small grants fund is to encourage diversification in the sector, meaning we want to encourage new ideas and involvement from more diverse communities. The small grants have successfully supported smaller equalities-led groups in the first Bristol Impact Fund programme. We propose a small grants programme as part of the second Bristol Impact Fund.

We will take positive action to reach communities under-represented across the programme. We particularly want to encourage proposals which are led by or build capacity of younger people aged 16-24. We are aware that economic impacts of Covid-19 will have a particularly negative impact on young people and we would like to support initiatives which strengthen their voice in the city.

We propose:

- An offer of two rounds of **Small Grants**, each with an 18 month duration and with £150,000 available in each round, making a total allocation of £300,000 to Small Grants across the BIF 2 programme
- Individual small grants would range between £2,500 and £10,000 per year
- We would offer a Small Grants Round 1, running July 2022 – December 2023 and a Small Grants Round 2, running January 2024 – June 2025

However, we are also aware that there are several small grants schemes available in the city and we have less funding than the Bristol Impact Fund 1 had. We propose a small allocation to small grants.

Medium/Large Grants

We are proposing to offer medium/large grants over the 4-year funding period, July 2021-June 2025. We want to make the money available to support a wide range of organisations therefore we are proposing an upper limit of £200k per application to increase the number of grants that can be awarded. We would then expect the average grant to be about £50k. We are also proposing that applications of over £100k would be very high quality, exceptional applications (demonstrating very strong community building principles) and be very well placed to make a significant impact.

We propose:

- Individual Medium Grants would range between £10,001 and £49,999 per year
- Individual Large Grants would range between £50,000 and £200,000 per year*

*up to £355,000 per year for a collaborative application to support people and communities who experience hate crime.

We also propose:

- An upper limit of £200k per annum per application.
- No one organisation would receive more than £100k per annum across the programme
- Informal collaboration would be expected to be at the heart of all applications and we are happy to accept collaborative applications from a number of organisations working together

Hate Crime support

BIF 2 will consider proposals of up to £355,000 (exact amount to be determined) per year to deliver collaborative approaches to support people and communities who experience hate crime. All of the Bristol Impact Fund ways of working would apply. This is in recognition of the increased incidence and threat of hate crime in the context of Brexit, Covid 19 and reaction to the Black Lives Matter movement, and the undermining impact of hate crime on the fundamental resilience of equalities communities in the city.

Monitoring, evaluation and learning

Building on the learning from BIF 1 and recommendations from the [BRISTOL IMPACT FUND EVALUATION 2017-19](#)³, we are proposing:

- An allocation of 5% or £70k per year from the overall fund to support evaluation and understanding the impact of BIF2.

We are open-minded about what evaluation could mean. We want the exercise to be meaningful and beneficial to grantees, to inform the work but also help us tell the story of what's been achieved and the value of the investment made. A lot of work has been done in this field and there different ways to approach it.

We are proposing that a small number of core indicators would be set out at the time of launching the application process, and that applicants would be asked to select at least one core indicator to measure the success of their BIF-funded project against. Applicants would also be expected to propose a small number of specific indicators relevant to their own programme which would need to be agreed by the council.

³ <https://www.bristol.gov.uk/documents/20182/32598/Bristol+Impact+Fund+Evaluation.pdf/c2bee069-7d17-3540-8ebe-1d092addffca>

We would be keen to co-design an approach to monitoring, evaluation and learning with grantees during the first 6 months of the programme to see if there are ways for organisations working towards common goals to align their monitoring and learning.

BIF2 Risk Register

Negative Risks that offer a threat to Bristol Impact Fund 2 and its Aims (Aim - Reduce Level of Risk)

Ref	Risk Description	Key Causes	Key Consequence	Status Open / Closed	Strategic Theme	Risk Category	Risk Owner	Key Mitigations	Direction of travel	Current Risk Level			Monetary Impact of Risk £k	Risk Tolerance			
										Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating	Date
1	Limited engagement & consultation	Compressed timeline due to Covid19 response	The BIF2 proposal does not meet the needs of the sector, and in particular those of equalities groups	closed	Empowering & Caring	Operational	N'hoods & Communities Service Manager	1. Targetted enagement and consultation sessions with equalities-led groups 2. VCSE research has equalities at the core and will inform the proposals 3. Extending application timeline by 3 months 4. Option of 9 month development period		3	4	12		2	2	4	
2	Ability to focus on prevention and longer term resilience when in crisis	Covid 19 emergency response	Citizens experience the impact of even deeper and more entrenched inequality	Open	Empowering & Caring	Operational	N'hoods & Communities Service Manager	1. Focus to on prevention and longer term resilience 2. Enable funded organisations to pivot to crisis response if required 3. Approach enables communitues to meet priority issues and build resilience 4. Option of 9 month development/transition period 5. Priorites informed by VCSE research & strategy group		3	4	12		2	2	4	
3	Organisations do not have capacity to respond during application window	Covid 19 emergency response	Smaller organisations including equality groups do not apply	open	Empowering & Caring	Operational	N'hoods & Communities Service Manager	1. Delay start of programme allowing 10 week application window 2. Provide proactive support with the application process delivered through VCSE partners 3. Option of 9 month development/transition period at the start of funding		3	4	12		2	2	4	
4	Delay in securing funding agreements	Covid 19, high number of applications, election	Gap between BIF 1 ending and BIF 2 starting	Open	as above	Operational	N'hoods & Communities Service Manager	1. Process extended by 3 months - programme starts 1st Oct 2. Existing funding agreements extended by 3 months 3. Decisions notified by end of July 4. Ensure capacity in Community Resources Team		3	4	12		1	4	4	

Bristol City Council Equality Impact Assessment Form

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



Name of proposal	Bristol Impact Fund 2: Growing the Power of Communities
Directorate and Service Area	People, Neighbourhoods and Communities
Name of Lead Officer	Keith Houghton, Community Resources Manager

Step 1: What is the proposal?

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

1.1 What is the proposal?

To invest £5.4m over 4 years (July 2021-June 2025) in the Bristol Impact Fund 2 (BIF2) programme goal: To build city resilience by growing the power of communities experiencing the greatest inequality. This funding will be available as grant funding to the city's Voluntary, Community and Social Enterprise sector (VCSE) from 1st October 2021.

This Fund is a follow-on to the first Bristol Impact Fund (BIF1), which supported VCSE organisations from July 2017. It is due to end its four-year funding period on 30th June 2021. As a result of feedback from our consultation it is now proposed in the Cabinet report to extend BIF1 to 30th September 2021.

We are proposing to focus Bristol Impact Fund 2 explicitly on empowering and supporting communities of place and communities of people with shared experience of inequality. The fund is structured to fund VCSE groups and organisations to deliver community building and to support Bristol's community and VCSE priorities identified in the 'Designing a New Social Reality' research led by Black South West Network in partnership with Voscur and Locality. In addition we are inviting applicants to put forward proposals to address other priorities which they can evidence as important for their communities of place or equalities community.

7 ways of working are at the heart of how the BIF 2 will work:

Equity

- Demonstrate positive action to redress inequality (level up)
- Build and strengthen equalities-led groups (which often work city wide)

Inclusion

- Be proactive and intentional about inclusion
- Remove physical, attitudinal, cultural, environmental and economic barriers
- Find respectful, creative ways to empower people and communities who are routinely excluded from community and city life

Asset based

- Assets are people – our interests, time, experience, skills, networks, community and voluntary groups. It is also money, buildings, land, the local corner shop, nursery, sheltered housing, businesses and services
- Take the time to discover, then build on the assets that are already in the community

Place based

- Continue to build strong, connected communities where people come together, self-organise and shape the future of their communities
- Encourage many more people to connect and expand the opportunities in their local area

Relational/ Relationship-oriented

- Connect people to people, people to power and organisations to each other

Citizen-led

- Encourage and nurture citizen action - by and for the people
- Encourage and enable community-led activity – people with shared experience or interest coming together to find solutions
- Grow collective skills, knowledge, confidence, curiosity and self-determination

Nurturing the community and voluntary sector eco-systems

- Strengthen organisations which can help tackle the structural inequality
- Encourage larger organisations to share their assets (by which we mean people, skills, experience as well as potentially buildings and other physical resources) with smaller organisations & informal networks to build community connection and collaboration
- Encourage organisations to have deep roots into communities
- Foster cultures of learning and co-creation

In supporting the priorities in the 'Designing a New Social Reality' research we are responding to the needs of the city's communities and VCSE sector in the light of the impact of Covid-19 – both its positive aspects, in that it demonstrated citizen action in mutual support and volunteering and strong partnership working between community groups and statutory services; and its negative impacts: its disproportionate impacts on Black and Minority Ethnic and disabled people, on poorer communities, older people and young people, in both the short and long terms. We are using this funding to help address the power imbalances which hold back equalities and poorer communities of place and to support the recovery of the VCSE sector.

The funding directly available 2021-2025 for VCSE groups to apply to is £5.4m. This includes the sum of £119k per year which currently funds a Voice and Influence contract, to 'enable voice and influence for Bristol residents with Protected Characteristics.':

- To reduce disadvantage and inequality by enabling people to influence the things that matter to them at neighbourhood and city level, through self-organisation, participation and representation.
- To support the council meet our Public Sector Equality Duty by enabling people to contribute to city debates and respond to priority council consultations

This funding was part of BIF1. It will be incorporated within BIF 2 as its goals are consistent with the impacts and outcomes set out in the BIF 2 proposal of 'growing the power of communities experiencing the greatest inequality.'

£2.76m will in addition fund community transport projects in Bristol, administered directly by West of England Combined Authority (WoECA), making a total investment of £8.16m in the sector. This investment represents a reduction on the four-year funding in BIF 1, which was £12.236m. This reduction is made up of a 15% funding taper which was applied to Medium/Large grants as an explicit part of the BIF 1 programme; and a further £850,000 per year, which will be made available to support the delivery of a capital fund for the VCSE – the Community Resilience Fund.

Step 2: What information do we have?

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

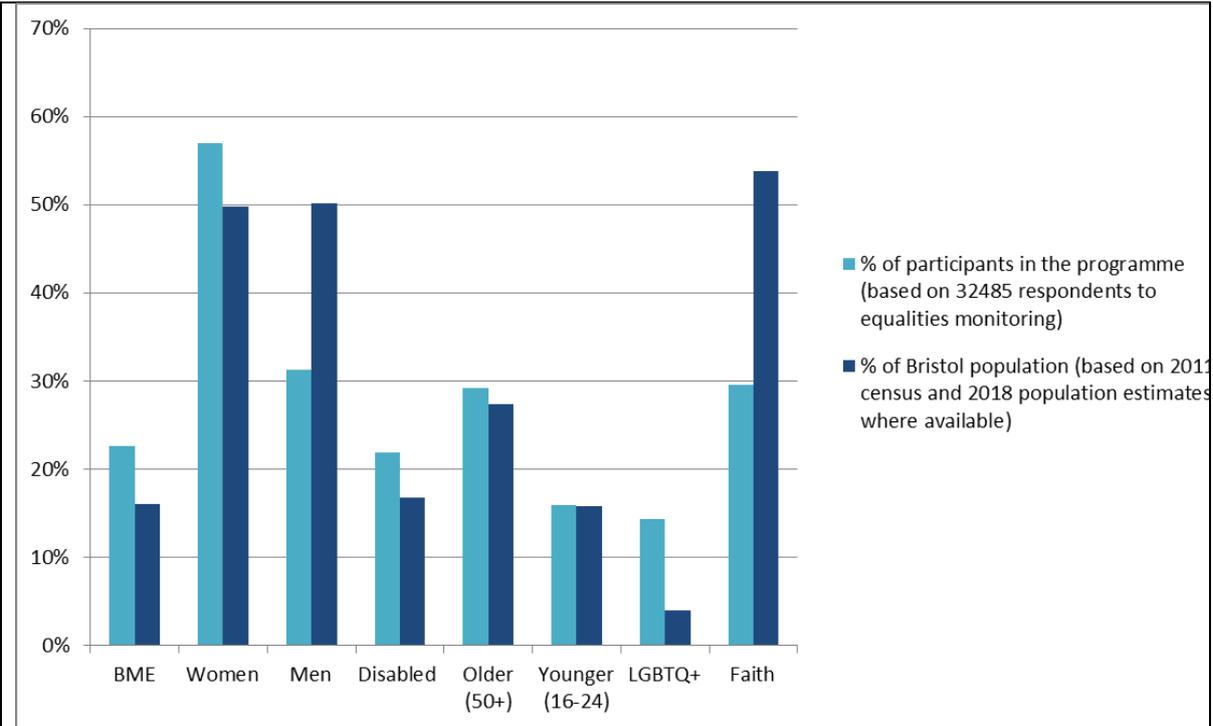
2.1 What data or evidence is there which tells us who is, or could be affected?

The BIF2 programme will provide benefit and funding support to a range of communities from equalities groups and communities in the most deprived wards in the city.

The best estimate we have of which communities are likely to be supported by BIF2 is from evidence from the BIF 1 programme, which was also focused on benefitting equalities communities and the wards with the most concentrated multiple deprivation. The evidence from the monitoring **from the first two years of that programme (2017-2019)** suggests that BIF2 will deliver a strong positive benefit both the equalities communities and the city's most deprived geographical communities. The following section sets out the demographics of people from equalities groups who have participated in the first BIF programme:

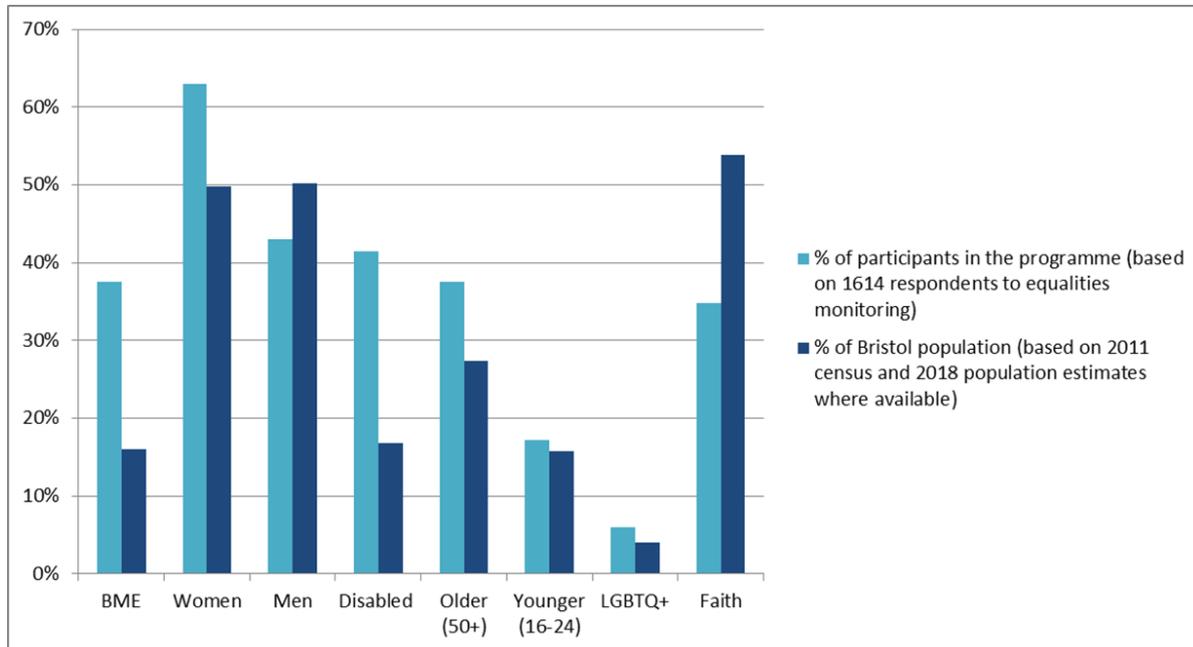
Demographics of Participants in Medium/Large Projects (Years 1 & 2)

BIF medium / large grant funded projects are delivering a clear preferential benefit to Black and Minority Ethnic, Women, LGBTQ+ and Disabled equalities groups in the city; benefit to Younger and Older people is proportionate to the city population.



Demographics of Participants in Small Projects (Years 1 & 2)

BIF small grant funded projects are delivering a strong preferential benefit to most of the equalities groups in the city – Black and Minority Ethnic groups in particular – and disabled people, women and older people in Year 2



A number of projects are specifically aiming to address issues of inequality, disadvantage and discrimination, such as Bristol hate crime services.

Likewise projects are working with a range of equalities groups who experience disadvantage. These include:

- Survivors of modern slavery
- Low-income and single-parent families
- People with emotional and mental distress
- Long-term unemployed & socially excluded individuals
- Women involved in, or at risk of becoming involved in, street sex work
- Asylum seekers and refugees
- People affected by hate crime or discrimination
- People living with or affected by HIV
- Survivors of sexual abuse

In terms of equalities-led organisations:

21% of 42 organisations receiving medium/large grants are led by one of the following equalities groups

- 14% are Black and Minority Ethnic-led
- 5% are LGBTQ+-led
- 12% are Disabled led

53% of 19 organisations receiving small grants between 2017-2019 are led by one of the following equalities groups:

- 37% are Black and Minority Ethnic-led
- 5% are LGBTQ+-led
- 26% are Disabled led

42% of 19 organisations receiving small grants between 2020-2021 are led by one of the following equalities groups:

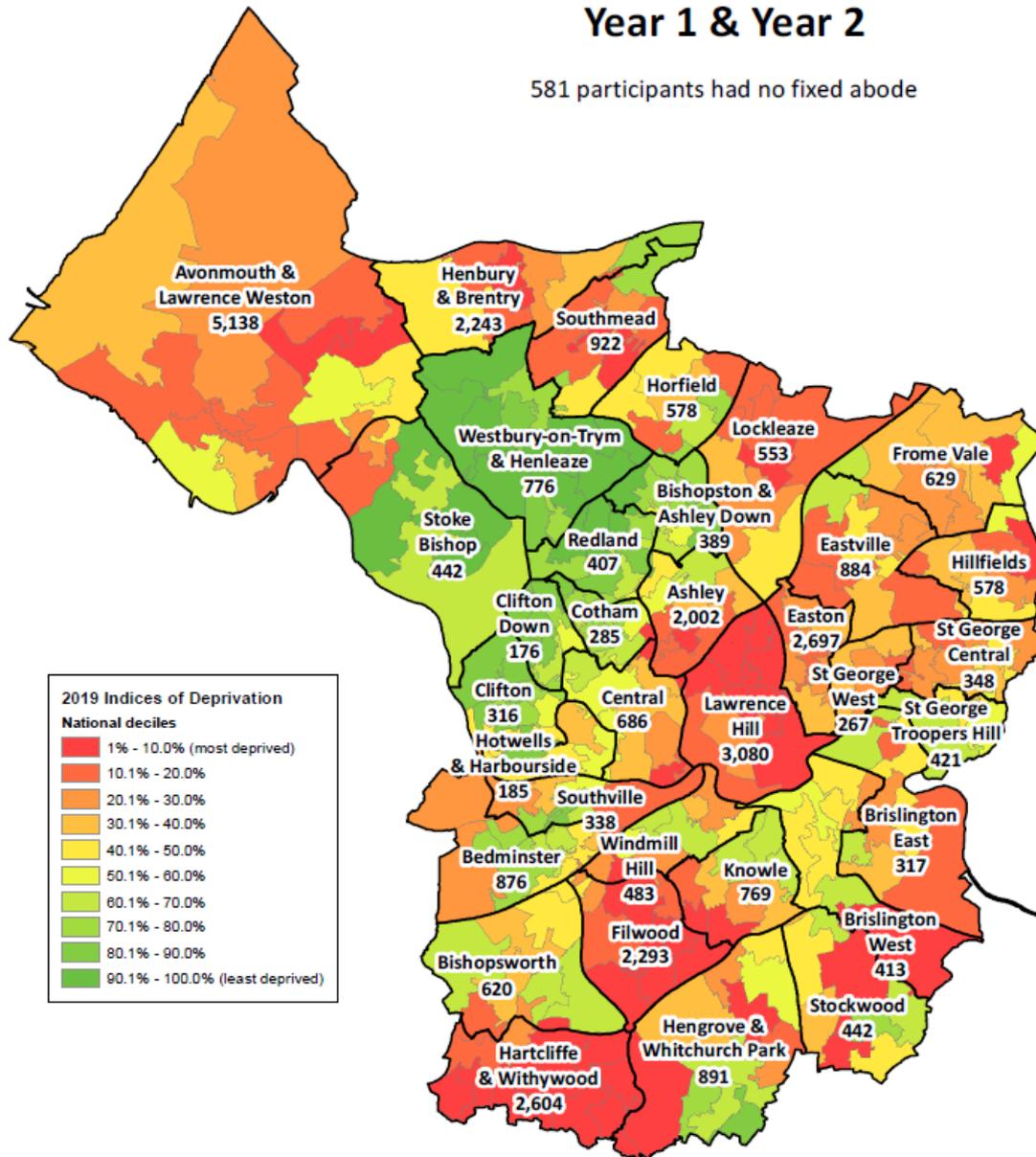
- 37% are Black and Minority Ethnic-led
- 5% are LGBTQ+-led
- 11% are Disabled led

Distribution of BIF participants across the city

The following map illustrates the distribution of participants across the city. Broadly, in the first 2 years of BIF1, there were a high proportion of participants in more deprived parts of the city, with high numbers in Avonmouth and Lawrence Weston, Henbury and Brentry, Hartcliffe and Withywood, Filwood, Lawrence Hill, Ashley and Easton in particular.

Bristol Impact Fund Total number of participants Year 1 & Year 2

581 participants had no fixed abode



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

The current round of Bristol Impact Fund has not explicitly gathered data on other equalities groups such as refugees, asylum seekers, care leavers etc., but we know that BIF is working with many of these groups through their application forms. We also know that standard equalities monitoring is not accessible for some people and for many reasons people are fearful or disinclined to share this information.

Where we do have information it is about participants. It does not give a picture of to what extend equalities communities are involved in decision making or intersectionality.

Data for Disabled people and LGBTQ people is not available through census in the same way that sex or ethnicity is.

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

A meeting was held in January 2020 with key stakeholders, a number of whom represent groups that may be affected by these changes, as well as other funders.

Once the proposal for BIF2 was further developed, a series of **engagement events** (5 in total) were held with a range of organisations in September and October 2020. There were different groups invited, with an explicit focus on equalities.

This included representatives from:

- Black and Minority Ethnic-led organisations
- Disabled-led organisations
- Organisations representing other equalities groups
- Organisations that receive current BIF funding, with a particular focus on those who offer more 1-to-1 crisis support
- Community anchor organisations in parts of the city that have higher levels of deprivation

A further public information event was also held in early October 2020 to give people a “heads up” on the direction of travel of BIF2 and to enable people to feed in their thoughts and questions. This was advertised widely and had 39 attendees from a range of organisations.

The consultation:

We held an online consultation from 16th November – 16th December 2020. This was completed by **88** people (142 partial completions); we held 4 consultation events online, one of which was advertised as for equalities-led organisations; we ran a consultation event hosted by Black South West Network. **93** people attended these events in total.

We only have demographic information from the online survey. The online consultations were attended by organisation representatives from groups funded by the current BIF1 and from non-funded groups.

Demographics statistics from the online survey as follows:

Consider self to be disabled?

Disabled people: 18.75%

Non-disabled: 75%

Prefer not to say: 6.25%

Age

18-24 : 1.25%

25-34: 8.75%

35-44: 11.25%

45-54: 20.00%

55-64 : 28.75%

65-74: 17.5%

75-84: 11.25%

Prefer not to say: 1%

Sex

Female: 58%

Male: 38%

Prefer not to say: 4.0%

Gender reassignment

Yes: 0%

No: 95%

Prefer not to say: 5%

Ethnic Group

White British: 72%

White Irish: 1.0%

White Other: 5%

Black /African / Caribbean / Black British: 7.5%

Asian / Asian British: 4.0%

Mixed / Multi ethnic group: 2.5%

Gypsy / Roma / Irish Traveller: 1.0%

Prefer not to say: 4.0%

Any other ethnic background (please describe): 2.5%

Sexual Orientation

Bisexual: 6.5%

Gay Man 1.00%

Gay Woman / Lesbian: 1.00%

Heterosexual / Straight: 86.00%

Prefer not to say: 5.00%

Other (please describe): 0.00%

Religion/faith

No Religion: 55.70%

Buddhist: 0.00% 0

Christian: 31.5%

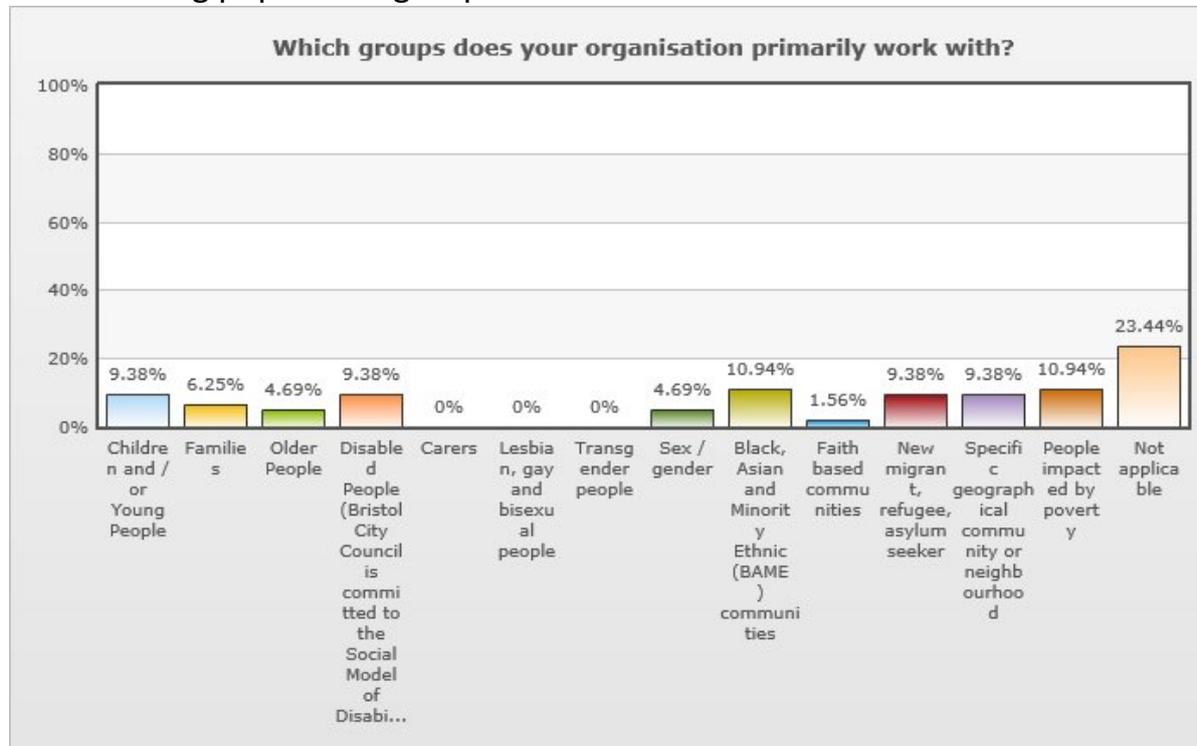
Hindu: 0.00%

Jewish: 0.00%

Muslim: 4.00%

Pagan: 0.00%
 Sikh: 0.00%
 Prefer not to say: 6.00%
 Other (please describe): 2.5%
 pregnant or have given birth in the last 26 weeks
 Yes: 1.00%
 No: 95.00%
 Prefer not to say: 4.00%
 refugee or asylum seeker
 Yes: 0.00%
 No: 95.00%
 Prefer not to say: 5.00%

VSCCE responses to the online survey were from organisations working with the following population groups:



The survey heard from a representative sample of Black and minority ethnic communities and from disabled people; fewer men than women; Fewer younger people than their proportion in the Bristol population; low number of LGBTQ+ people and no gender-reassignment respondents and no refugee/asylum respondents. We did, however hear from organisations which work with refugee/asylum seekers and young people.

Consultation events

Refugee and asylum seeker organisations and an LGBT project were represented and there was strong representation from a range of Black and Minority Ethnic-led organisations. We also received a written submission from Voscur on behalf of a number of organisations funded by the existing BIF 1 programme.

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?

Protected Characteristic	Potential adverse impacts
Age	No potential adverse impacts: The current BIF programme is broadly representative of age in the population in terms of the involvement of younger (16% in both BIF and the Bristol population) and older adults (29% in BIF and 27% in wider population). However, given the adverse effects of Covid on these populations, the aim is that BIF2 will have greater involvement from younger and older adults and we are being more explicit in our aim to support initiatives working particularly with young adults. We will consider offering a ‘young people’ ring-fence in our Small Grants offer as a way of ensuring BIF2 supports younger people
Disability	22% of participants in medium/large grant funded programmes and 41% of those in small grant funded programmes in years 1 and 2 identified as Disabled. This is significantly higher than the general population (17% in the 2011 census ¹). The proposed framework for BIF2 is explicitly intended to support groups led by disabled people for disabled people in the city and therefore should not adversely impact on Disabled people’s group’s likely success in obtaining funding for their initiatives. The

¹ 2011 Census defined as "Day to day activities limited a lot and day to day activities limited a little" which is not comparable with the questions asked in our equalities monitoring which asks if people identify as Disabled.

Protected Characteristic	Potential adverse impacts
	fact that there is less funding available could result in fewer disabled people benefitting from the whole BIF2 programme in absolute numbers but not in the proportion of disabled people as participants/beneficiaries of the programme. The fund is intended to grow the power of communities over time
Race	23% of people involved in the current BIF medium/large and 38% in small grant funded programmes identified as Black, Asian or minority ethnic. Again this indicates a higher proportion than the Bristol population (16% in the 2011 census). The proposed framework for BIF2 is explicitly intended to support Black and Minority Ethnic - led groups in the city and therefore should not adversely impact on Black and Minority Ethnic people's group's likely success in obtaining funding for their initiatives. Again, the fact that there is less funding available could result in fewer Black and Minority Ethnic people benefitting from the whole BIF2 programme in absolute numbers but not as a proportion of people as participants/beneficiaries of the programme
Marriage or civil Partnership	No adverse impacts identified
Sex	57% people involved in BIF1 identified as women, and 37% identified as men. We have identified that some of the 1-to-1 crisis support currently delivered through BIF1 is largely supporting women, and that some of these services may find it harder to get funding through the framework proposed in BIF2. See 3.2
Gender reassignment	We do not know the proportion of people who identify as transgender in Bristol, so cannot say whether the numbers currently involved in BIF are higher than the population average. However we do know that a number of people involved in current BIF programmes identify as transgender, and that this may well be underreported. The reduction in funding available in BIF2 may adversely affect the absolute numbers of Transgender people participating. But BIF2 is explicitly about supporting

Protected Characteristic	Potential adverse impacts
	communities most impacted by systemic inequality and equalities communities, including support around Hate crime so we would expect to continue delivering positive impacts on transgender and gender re-assignment communities .
Sexual Orientation	14% of people involved in the current BIF medium/large and 6% in small grant funded programmes identified as LGBTQ+, which is higher than the wider Bristol population (4%).Any potential adverse effects are likely to be similar to those covered in the sections above, in that the absolute numbers of LGBTQ+ people benefitting may be reduced, rather than the proportion.
Religion or belief	People of faith are currently under-represented in the current BIF cohort, with 30% of medium/large and 35% of small grant participants having a religion or belief (compared to 54% in the wider population). It is not clear what the reason for this is, and whether this would equate to any specific adverse effects of the current proposal.
Pregnancy and maternity	We do not gather data on pregnancy and maternity in the current programme, but we do know that some BIF funded organisations work specifically to support mothers. Again there is no reason why they would be at a disadvantage for receiving further funding, but given that overall funding is reduced, there is a chance this could have an impact on pregnant people and parents currently involved in the programme.

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

The entire emphasis of the proposal is to strengthen the self-organisation, power and influence of people from equalities groups and the most deprived communities in geographical areas of the city. The main potential adverse impacts are:

- **Reduced funding available in BIF 2 than there was in BIF1** – this may impact on the numbers of people receiving benefit from this grant compared to the BIF 1 programme: this cannot be mitigated in that there is no way of increasing the funding available; We do know that VCSE organisations funded in BIF1 leveraged in an average of 67% funding from non-BCC sources to support their work and we’d hope for a similar level of funding leverage from BIF 2 funded organisations.

- The funding conditions proposed in our consultation produced a response that they risked **excluding VCSE organisations supporting people in economic or emotional crisis through one-to-one service provision**: we have mitigated this by amending the Proposal, making explicit that the BIF2 Fund Inclusion way of working is a key principle and that we recognise the importance of organisations providing these specialised services to those most impacted by systemic inequality. We have expanded the Impacts in the proposal to include:

Equalities-led groups, neighbourhood communities and people experiencing the greatest inequality are better able to:

- Access trusted, empowering support and services which facilitate people to people connections, inclusion and participation in community life
- Where BIF 1 is funding important services for Bristol which cannot meet the BIF 2 ways of working we are committed to exploring alternative funding arrangements

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

Yes. The entire focus of the BIF 2 fund is to strengthen and empower the self-organisation and to support effective responses to the key problems and aspirations of equalities communities and people living in the most deprived parts of the city, through funding voluntary and community organisations which can deliver these impacts:

Equalities-led groups, neighbourhood communities and people experiencing the greatest inequality are better able to:

- Support one another, self-organise, use their collective assets (e.g. interests, skills, experience, time, buildings, resources) to pursue collective priorities and solve shared problems
- Build strong and sustainable Voluntary, Community and Social Enterprise (VCSE) organisations to take forward community priorities
- Be in a strong position to collaborate with Bristol City Council and the one city partnership to understand and work to address inequality caused by poverty: and low income, class, racism, sexism, disablism, heterosexism, **faith-based discrimination** or ageism and bring about meaningful change for people experiencing these inequalities.
- Access trusted, empowering support and services which facilitate people to people connections, inclusion and participation in community life

BIF 2 will measure its impacts against the following outcomes, which are designed to demonstrate benefits for those groups most subject to historic and present-day discrimination and disadvantage (equalities groups) and people impacted by poverty and diminished opportunities:

In places and communities which experience the greatest inequality:

Outcome 1

There are strong community/ peer networks and evidence of citizen/neighbourly and community action

Outcome 2

The capacity of community and voluntary organisations to make a positive impact for citizens and communities is strengthened

Outcome 3

Applicants will determine relevant outcomes relating to the chosen priority

Defined outcome/s focused on improving mental health and wellbeing

Defined outcomes focused on addressing digital exclusion (this might include ways of working which doesn't require digital connection)

Defined outcomes leading to improved financial security

Defined outcomes focused on community-determined priority which will improved the lives of that community

Outcome 4

There is evidence that people who experience the greatest inequality are shaping and leading their communities and the life of the city

We will also want to consider evidence the city is changing in response to the experience, insight and good ideas of equalities groups. For communities experiencing inequality to be more involved in city life and decision-making, we recognise a change is needed in the way the city works.

Outcome 5

People are empowered through people to people connections and participation in community life

Hate crime and discrimination support: In addition we are proposing to ring-fence funding support **up to a maximum of the current funding level of the last year of the BIF 1 programme (£355,000)** to ensure that collaborative work to support communities most vulnerable to hate crime and discrimination receive support: Black and Minority Ethnic communities, Disabled people (including people experiencing emotional and mental distress), Lesbian Gay , Bisexual and Transgender people; people from faith communities

3.4 Can they be maximised? If so, how?

The entire focus of BIF2 is to maximise benefits to Equalities communities and to geographical communities impacted by poverty:

Step 4: So what?

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

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

We have responded to the feedback received from our consultation and amended our proposals as follows:

- a. Extended the application time from 6 to 10 weeks to enable support to smaller, equality-led organisations and community groups to be delivered and accessed
- b. we will allow the first three-quarters of the first year as a development period to enable larger and smaller organisations to develop working relationships and to move from crisis Covid-19 provision
- c. Amended the Impacts to include 'access to trusted, empowering support' to address issues raised about need to provide crisis/trauma support to vulnerable communities and individuals at risk
- d. We have incorporated explicitly the priorities which the sector research led by BSWN, with Voscur and Locality, will publish in late December 2020. These include strong input from equalities communities and VCSE groups working and based in equalities communities.

4.2 What actions have been identified going forward?

- a. Review the application and assessment process from an equalities perspective and mitigate risks of discrimination & disadvantage
- b. We will provide examples of good applications to help smaller, less experienced groups who do good work but don't have experience/confidence writing applications
- c. We will set out a clear set of processes in our BIF 2 Application Pack
- d. We will provide support to equalities-led and smaller groups in deprived areas of the city working in partnership with Voscur, Quartet

and others around collaborative working; how to put together a good application, and one-to-one surgeries

- e. We have also made the first three-quarters of the first year of the BIF 2 programme a development period to put in place collaborations and delivery approaches
- f. Support requested to develop applications, budgeting: we are putting in place a programme of support in partnership with Voscur, Quartet and others. This will be targeted at equalities-led and smaller community groups. We will also provide some learning/exploration events to explore the community building approach to help organisations produce good applications
- g. We will assess the accessibility of our language to be as clear as possible in our application process
- h. Ensuring a diverse application assessment team: we will consciously construct the assessment process to include a demographically diverse assessment panel, with insight and expertise in equalities issues and community development knowledge
- i. Extending the application process to 10 weeks (from 6) – 1st March to 9th May to avoid Easter and school holidays as the final week for applications, improving access to process for Christians and people with childcare responsibilities; Ramadan will take place across the last four weeks of the application period but 10 weeks period for applications should provide time to respond for Muslim communities.

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

- 1. Record how we've promoted the opportunity
- 2. Record take up of support offered and feedback on impact and quality
- 3. Review the application and assessment process from an equalities perspective and mitigate risks of discrimination & disadvantage
- 4. Explain the assessment and recording methodology in the application pack
- 5. Review our language in the application pack to be as clear as possible
- 6. Review applicants and successful applicants to understand the impact of decisions and if it has delivered as intended

Service Director Sign-Off:
Christina Gray

Equalities Officer Sign Off:

	
Date: 15/01/2021	Date: Reviewed by Equality Officer 11/1/2021

Eco Impact Checklist

Title of report: Bristol Impact Fund 2: growing the power of communities				
Report author: Keith Houghton				
Anticipated date of key decision: 2nd February 2021				
Summary of proposals: The proposal aims to offer a grant fund of £5.4m October 2021 – September 2025 to fund voluntary and community organisations to deliver work which empower and supports communities in the city that experience the greatest impact of systemic inequality				
Will the proposal impact on...	Yes/No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	No	+ive	Proposal aims to support VCSE organisations which offer direct support to ; and build voice/influence in the city with equalities communities and people living in areas of highest multiple deprivation. Many voluntary, community and social enterprise organisations explicitly deliver work to enhance the physical appearance of the city; increase tree cover; reduce climate change; raise awareness of recycling, ecology and promote energy efficiency in the city .	We will ask organisations applying to the grant fund to set out any actions which they will take over the course of their grant period (four years) to contribute positively to One City Plan's Ecological Emergency Strategy and Climate Strategy. We will record these as part of the evaluation of the impact of the BIF2 programme; We will use the four year period of the BIF 2 Fund to raise awareness at learning events with BIF 2 –funded VCSE organisations
Bristol's resilience to the effects of climate change?	yes	+ive		
Consumption of non-renewable resources?	yes	+ive		
Production, recycling or disposal of waste	yes	+ive		
The appearance of the city?	Yes	+ive		
Pollution to land, water, or air?	no			
Wildlife and habitats?	Yes	+ive		
Consulted with: Public consultation 16 th November- 16 th December 2020; online survey; 4 events for VCSE groups, including equalities group specific event;; 1 consultation at Black South West Network event				
Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u>				
The significant impacts of this proposal are: The proposal has an indirect impact on the ecology of the city. It's a proposal to fund the Voluntary, community and social enterprise sector in the city. As such it contributes to the impact that VCSE organisations can have in addressing One City Plan 2050 Environment Vision. Many groups within the VCSE sector have explicitly undertake work around				

mitigating climate change; addressing fuel poverty; food growing; recycling; habitat restoration and green energy and energy efficiency. The proposal explicitly seeks to increase the influence and participation of the VCSE sector in delivering into the One City Plan, which includes the Environment Vision.

Checklist completed by:

Name:	Keith Houghton
Dept.:	Neighbourhoods & Communities; Public Health; People Directorate
Extension:	22135/ 07585 909029
Date:	18 th December 2020
Verified by Environmental Performance Team	

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 25 February 2021

TITLE	COVID-19 Rapid Testing Centre		
Ward(s)	All wards		
Author: Rachel Metcalfe	Job title: Public Health Business and Partnership Manager		
Cabinet lead: Cllr Asher Craig	Executive Director lead: Jacqui Jensen		
Proposal origin: <i>Other</i>			
Decision maker: Officer Decision forum: <i>Cabinet</i>			
Purpose of Report: To confirm the establishment and operation of a COVID-19 rapid test centre for Bristol in line with government requirements.			
<p>Evidence Base:</p> <p>The Government’s top priority for testing for Coronavirus is to implement testing where it is needed most to save lives, protect the most vulnerable, and enable vital health and care services to operate safely. Testing is a key element of outbreak break management and Rapid testing is a key element of government policy to contain the virus and local authorities are expected to roll out a rapid testing programme against key specifications.</p> <p>Rapid Testing / Lateral Flow (rapid) Testing is a new technology which provides a rapid result which does not require a laboratory. By using this to find asymptomatic cases chains of transmission can be interrupted early.</p> <p>The Director of Public Health for Bristol was required to develop a Local Testing Strategy for the City and has identified target populations to be tested either through a test centre or within specific settings:</p> <ol style="list-style-type: none"> 1. An employer partner model – currently Bristol Port Authority but due to extend in January to Avonmouth and City Centre 2. A learning disability partner model 3. A community partner model (through tier 3 community testing programme) 4. Pop up rapid testing (through tier 3 community testing programme) <p>During the latest lockdown (January 2021), the Government has announced that local authorities need to provide rapid testing to workers who need to leave home to undertake their work.</p> <p>The Bristol testing centre has the capacity to test up to 5000 people a week. This provides a flexible mode of delivery which different groups can access. Initial focus will be on taxi drivers, bus drivers, personal carers not covered by other programmes; and key council workers, and this will be reviewed to respond to demand and emerging priorities.</p> <p>Due to the short timescale to establish a a rapid test centre in January 2021, approval was sought from the Executive Director People under the current scheme of delegation in consultation with the Cabinet Member Finance, Governance and Performance, the Chief Executive, and s.151 Officer. The emergency decision taken by the Executive Director is now being reported to Cabinet in accordance with the appropriate procedure and in the interests of transparency.</p>			

Cabinet Member / Officer Recommendations:
That Cabinet

1. Confirm the establishment of a Covi-19 Rapid Testing centre at a cost of £1.75m from the outbreak management fund.
2. Authorise the Executive Director People, in consultation with the Cabinet Member Communities, Equalities & Public Health to take all steps required to maintain the Testing Centre in accordance with Government requirements.

Corporate Strategy alignment:

The development of the test centre is about looking after the health and well being of citizens as well as enabling those in front facing roles to continue to work or to take measures to self-isolate if at risk of Covid infection (Empowering and caring)

City Benefits:

Rapid / Lateral Flow Tests enable us to reach a higher proportion of the population, targeted where it will have the most impact, supporting the economy and wider society to return to a normal way of life.

We have procured services through local SME companies, with a focus on local employment and sector support. To invest in the local economy.

Consultation Details: None

Background Documents: Business case approved by the Strategic Director.

Revenue Cost	£1,744,153	Source of Revenue Funding	Revenue from Contain Outbreak Management Fund
Capital Cost	£	Source of Capital Funding	<i>e.g. grant/ prudential borrowing etc.</i>
One off cost <input checked="" 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: Bristol City Council has been given £5.3m grant funding from the Contain Outbreak Management Fund. This funding has been provided and must help reduce the spread of coronavirus and support local public health. The Covid 19 rapid test centre is expected to cost £1.7m and will be fully funded from the Contain Outbreak Management Fund. On this basis expenditure will be contained within grant income and it is not expected to impact on the Council's financial position.

Finance Business Partner: Denise hunt, Finance Business Partner

2. Legal Advice: 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, Team Leader/Solicitor, 14 January 2021

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

IT Team Leader: Simon Oliver, Director Digital transformation 14/01/21

4. HR Advice: There are no direct HR implications arising from the development of the test centre however it will be beneficial to our employees in front line roles who can access the testing quickly which will ensure they can remain in work or take appropriate action to ensure risk of infection is minimised.

HR Partner: Lorna Laing 21/01/21

EDM Sign-off	Alison Hurley	12/01/21
Cabinet Member sign-off	Cllr Asher Craig	14/01/21
For Key Decisions - Mayor's Office sign-off	Mayor's Office	27/01/21

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 – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 25 February 2021

TITLE	Contract extension for Substance misuse services		
Ward(s)	All		
Author: Paul Moores	Job title: Commissioning Manager Substance Misuse Services		
Cabinet lead: Cllr Asher Craig	Executive Director lead: Jacqui Jensen		
Proposal origin: <i>BCC Staff</i>			
Decision maker: Mayor Decision forum: <i>Cabinet</i>			
<p>Purpose of Report: The following contracts were approved at the Health and Wellbeing Board in June 2017. They were procured on 1st Feb 2018 for 5 years until 1st February 2023 with provision for a 2-year extension. We are asking for permission to invoke the 2 year extension, so the contacts end on 1st February 2025. The contracts are:</p> <ol style="list-style-type: none"> 1. BDP - Early Engagement and Intervention; Substance Misuse Liaison and BBV testing; £3,247,198 per annum 2. DHI – Family and Carers; Community Recovery Service; £1,726,582 per annum 3. AWP – Complex Needs specialist advisory service; £311,326 per annum 4. Various – Residential Rehab Framework; budget of £680,000 per annum 5. Cyber Media – Case management system (this ends in March 2023); £33,234 per annum <p>Reasons for Requesting the Two-Year Extension:</p> <ol style="list-style-type: none"> 1. The services are working together in partnership, pathways are established and navigable for service users, professionals, referrers and other stakeholders. 2. There is a risk that recommissioning services could negatively impact on service users. 3. The decommissioning of established services can be destabilising for workforces who are involved in a TUPE process. 4. Current contracts are with local services who are based in this region. 5. BCC has recently been awarded a grant from PHE to increase capacity for engagement with people who need support with their substance misuse including access to housing, treatment etc. This will require the current infrastructure of services to be in place to meet the increased demand. 6. The agreement at this stage to the 2-year extension will enable a greater ability on the part of providers to offer stability to staff. 7. Commitment to the extension will enable analysis of where services are best placed and integrated to inform future commissioning, particularly as the drug and alcohol strategy is currently out for consultation. 			

8. Reduce costs at both commissioner and provider level associated with procurement processes.
9. Avoid the service development void experienced during procurement as both provider and commissioner attention is focussed on development not procurement.
10. stability both for service users and for staff thereby enabling the delivery of a high-quality solution for a longer period
11. Negate the need to hold back funding for re-tendering within a relatively short period of time
12. Opportunity for commissioners to build longer and more lasting relationships with providers thereby increasing chances of on-going high performance; better relationships often lead to fewer incidents and or issues of poor performance. In addition, a greater shared understanding of service models and requirements will enable us to both look for areas of consolidation across existing services as well as the potential addition of new service offerings to deal with fluctuating demand and costs more flexibly knowing we have a longer period over which to absorb the variances

Key risks and consequences of not extending the contract will be:

1. There have been significant challenges with this contract and our providers are committed to working with commissioners to do everything possible to meet these and deliver a high-quality service particularly in relation to learning from Covid19
2. Knowing that there is a potential for a longer-term partnership would enable providers to manage risk and enable us to deal with fluctuating demand and costs more flexibly.
3. Covid 19 will limit the opportunities to properly undertake a procurement process both in terms of staff time in BCC and for the providers in developing bids. The opportunities for consultation are also reduced which jeopardises the number of providers who can engage in a procurement process.

Evidence Base:

Evidence shows that alcohol and drug treatment is effective in helping people to recover and also that it provides good value for money. Evidence on the cost benefits of drug treatment is drawn together by PHE (2017) and it suggests that every £1 spent on drug treatment results in a £2.50 benefit to society in terms of further health costs and criminal activity. PHE (2016) also reports that specialist alcohol treatment shows favourable returns on investment. Williams et al (2017) suggest that every £1 spent on psychosocial treatment for alcohol dependence results in a £5.00 benefit to society.

Bristol has one of the highest levels of problem substance use among comparative cities across England. There are approximately 2000 people accessing Bristol’s commissioned drug and alcohol services, with over 1900 of those on opioid substitute therapy (OST). The estimated prevalence of those who use heroin and crack cocaine in Bristol was between 4066 and 5870 (PHE 2016/17). There are a significant number of admissions to both the BRI and Southmead hospitals, due to either primary or secondary conditions brought on by alcohol and drug use. Drug and alcohol use have a particular impact on the criminal justice system, with drug dealing, acquisitive crime, domestic violence, and exploitation all linked to problematic substance use. Problematic substance use is known to have a greater impact on those from areas of high deprivation and other marginalised communities such as rough sleepers. Alcohol and drug treatment is effective in helping people to recover and also that it provides good value for money. on investment. There is also evidence to show that better access to alcohol and drug treatment is associated with improved housing outcomes.

Cabinet Member / Officer Recommendations

That Cabinet, in consultation with the Cabinet Member for Communities, Equality and Public Health:

1. Approve the extension of the contract for two years until 1st February 2025 at a cost of £5,998,340 per annum.

Corporate Strategy alignment: The substance misuse services contribute to reducing inequalities in health, reducing homelessness and improving health and wellbeing.

City Benefits:

The services contribute towards

1. Reducing harm from alcohol and substance misuse by reducing hospital admission and substance misuse related deaths.
2. Making communities safer by ensuring the numbers of people rough sleeping and in temporary accommodation is reduced
3. Reducing inequalities in health by promoting physical and mental health and ensuring access to health care
4. Reduction in anti-social behaviour.

Consultation Details: Significant consultation was undertaken when the contract was developed and tendered pre 2017. The drug and alcohol strategy for Bristol is currently out for consultation and will be presented to cabinet in March. This will provide useful feedback about current service provision and perceived gaps. Feedback from current users of commissioned services is regularly collected and presented to commissioners and service provision adapted accordingly where feasible within current budgets.

Background Documents:

PHE (2017) An evidence review of the outcomes that can be expected of drug misuse treatment in England <https://www.gov.uk/government/publications/drug-misuse-treatment-in-england-evidence-review-of-outcomes>

PHE (2016) *The Public Health Burden of Alcohol and the Effectiveness and Cost-Effectiveness of Alcohol Control Policies: An evidence review.* <https://www.gov.uk/government/publications/the-public-health-burden-of-alcohol-evidence-review>

Williams, R., Alexander, G., Armstrong, I., Baker, A., Neeraj, B., Camps-Walsh, G et al. (2017). Disease burden and costs from excess alcohol consumption, obesity, and viral hepatitis: fourth report of the Lancet Standing Commission on Liver Disease in the UK. *The Lancet*, Nov 29, 2017 pp.1097-1107.

JSNA Substance misuse <https://www.bristol.gov.uk/documents/20182/3849453/JSNA+2019+-+Substance+misuse+%28updated+Dec+2019%29.pdf/8afda7b5-160c-e0d3-f68f-9407ea21f9f8>

JSNA Alcohol misuse <https://www.bristol.gov.uk/documents/20182/3849453/JSNA+2019+-+Alcohol+%28Updated+Sep+19%29.pdf/5a1e98b0-7314-9af8-7a3a-dded750bcacc>

Revenue Cost	£5,998,340 per annum	Source of Revenue Funding	Public Health Grant
Capital Cost	£	Source of Capital Funding	<i>e.g. grant/prudential borrowing etc.</i>
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. Finance Advice: This report seeks a 2 year contract extension for a number of substance misuse contracts as outlined in the report at a cost c£6m per annum. This can be funded from within existing resources.		
Finance Business Partner: Denise Hunt, Finance Business Partner 19 th January 2021		
2. Legal Advice: The extension is provided for within the terms of the current contract. Legal Services will advise and assist in relation to the contractual arrangements for the extension.		
Legal Team Leader: Husinara Jones, Team Leader/Solicitor, 14 January 2021		
3. Implications on IT: No anticipated impact on IT Services		
IT Team Leader: Simon Oliver, Director, Digital Transformation 14 January 2021		
4. HR Advice: The report is seeking approval for the extension of the contract for Substance misuse services for two years until 1 st February 2025, this does not represent any direct HR implications for Bristol City Council employees.		
HR Partner: Lorna Laing 21/01/21		
EDM Sign-off	Alison Hurley	13/01/21
Cabinet Member sign-off	Cllr Asher Craig	15/01/21
For Key Decisions - Mayor's Office sign-off	Mayor's Office	27/01/21

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 – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 25 February 2021

TITLE	Changing Futures MHCLG Bid opportunity		
Ward(s)	<i>City Wide</i>		
Author: Katherine Williams	Job title: Strategic Commissioning Manager		
Cabinet lead: Cllr Holland	Executive Director lead: Jacqui Jensen		
Proposal origin: <i>Other</i>			
Decision maker: Cabinet Member Decision forum: <i>Cabinet</i>			
Purpose of Report To seek approval for submitting a Bristol-focused partnership bid for the MHCLG two-year funding programme which aims to <ol style="list-style-type: none"> 1. Improve how local services and systems work for adults experiencing multiple disadvantage 2. Influence government policy and local commissioning 3. Generate learning, and test new partnership approaches <p>An expression of Interest was submitted on 21st Jan 2021. With a strong focus on creating system change this is an opportunity to tackle disadvantage at individual, service and system levels for clients experiencing at least three of the following: homelessness, substance misuse, mental ill-health, criminal justice involvement, domestic abuse. 15 successful areas will receive £15k to work up a full bid and delivery plan for investment of £1.5m - £4.5m over two years.</p> <p>Developing the full bid will require a partnership response and if successful cabinet approval will be sought on how the funding will be spent.</p> <p>This report also highlights the link to the anticipated data accelerator bid for Troubled Families (detailed below).</p>			
Evidence Base: Building on successful programmes to date (such as The Golden Key Partnership, Troubled Families, Social Impact Bonds, Everybody In, etc.) this bid provides an opportunity to enhance the Change For Good programme and our collective ambition to tackle city-wide problems and reduce inequalities. There is a strong evidence base that highlights that Bristol has a high proportion of people who are effected by mental ill health, substance misuse, homelessness and domestic abuse, and we know that some people do not fare well in services due to the multiple disadvantage that they experience. Evidence is available in the Joint Strategic Needs Assessment.			
Cabinet Member / Officer Recommendations: At this stage our recommendations are as follows. That Cabinet <ol style="list-style-type: none"> 1. Note the submission of an expression of interest for the MCHLG Changing Futures funding programme of up to £4.5m over two years. 2. Authorise, if this expression of interest is successful, the Executive Director of People in consultation with the agreed Cabinet Member, to develop a detailed delivery plan for submission by April 2021. 3. Note that, if successful, a further report will be brought to Cabinet to seek approval for how the funding will be spent. 			
Corporate Strategy alignment			

This work cuts across several strands of the One City Plan, and in particular links to Health and Wellbeing and Homes and Communities in addressing inequalities and multiple disadvantage.

City Benefits

The act of developing an expression of interest can have significant benefits in consolidating our partnership working and aligning agendas.

If successful, this bid will contribute between £1.5 and £4.5 million over two years

Whilst this opportunity focuses on the cohorts as mentioned, the wider scale impact of system change would be felt across a much larger group of citizens. At this stage the anticipated benefits include the following.

1. Reduced reliance on reactive services (A&E, place of safety, etc).
2. Reduction in repeat short-term prison recalls, rough sleeping and repeat homelessness, mental health crisis, suicide and deaths through overdose and for other reasons.
3. Common framework for understanding risk and vulnerability across agencies.
4. Shared language and approach to risk, equalities, interventions, care, outcomes.
5. Reduced inequalities.
6. Cost avoidance.

There are strong links with the anticipated data accelerator bid for Troubled Families which is expected to be announced in Feb 21. Ensuring that personal and sensitive information can be appropriately shared will be essential for ensuring longer term system change. If successful the accelerator bid will enable Bristol to take significant advantage of the new IT infrastructure that has been put in place which will benefit the city both strategically and operationally in responding to emerging need and vulnerability in children and families.

Consultation Details

1. Golden Key Partnership has run several partner consultation sessions
2. Presented at Local Authorities Joint Strategic Group covering BNSSG footprint

A wider series of consultation activity will take place beyond the expression of interest stage. A key element of this work is co-design and lived experience input which will be embedded in our approach.

Background Documents: Changing Futures: changing systems to support adults experiencing multiple disadvantage Prospectus for local Expressions of Interest (EoIs) December 2020

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

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

1. Finance Advice: This report seeks authority to submit an expression of interest for the Changing Futures Programme which seeks to improve outcomes for people experiencing multiple disadvantage. Following the initial expression of interest phase, grant funding of up to £15k will be available for shortlisted areas in year one (2020/21) to develop a more detailed delivery plan.

If delivery plans are approved, this will enable areas to access funding in the range of £1.5m - £4.5m per area over an initial two year period 2021/22 to 2022/23. The amount will combine a fixed element for core local partnership and programme costs, alongside a flexible element dependent upon the local context including the proposed size of cohort and scale of programme. Local partnerships will be expected to provide match funding to encourage sustainability, which may be through direct funding or in-kind contributions.

A local strategic partnership will be responsible for delivery and governance of the programme (which could include local authority, NHS partners, Police, National Probation Service, Voluntary, social and community partners and representation from Jobcentre Plus). Bristol City Council would be the direct recipient of the funding on behalf of the partnership and funding will flow to other parts of the system in line with the local delivery plan.

Any detailed expenditure proposals will need to follow normal BCC and partner organisation governance and decision pathways.

Finance Business Partner: Denise Hunt, Finance Business Partner 14 January 2021

2. Legal Advice: The submission of the bid for funding does not raise any specific legal implications. If successful, legal services will advise and assist in relation to the grant agreement.

Legal Team Leader: Husinara Jones, Team Leader/Solicitor, 14 January 2021

3. Implications on IT: IT Services are supportive of the submission of an expression of interest and will continue to work with colleagues to ensure that the initiatives align with IT and Information Assurance strategies.

IT Team Leader: Simon Oliver 12/01/21

4. HR Advice: There are no direct HR implications for Bristol City Council employees contained within this report.

HR Partner: Lorna Laing, HR Business Partner – People 18/01/21

EDM Sign-off	Hugh Evans	13/01
Cabinet Member sign-off	Cllr Holland	18/01
For Key Decisions - Mayor's Office sign-off	Mayor's Office	27/01

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