

BRISTOL CITY COUNCIL

Place Scrutiny Commission

17 October 2016

Report of: Sarah Toy, Strategic Resilience Officer

Title: Bristol Resilience Strategy

Ward: Citywide

Officer Presenting Report: Sarah Toy, Strategic Resilience Officer

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RECOMMENDATION

To seek views on the place-related implications of adopting the Bristol Resilience Strategy in advance of taking it to Cabinet on 1st November.

Summary

The Bristol Resilience Strategy is intended to provide all city stakeholders with a strategic framework for action with a 50-year view to future-proof Bristol against future shocks and stresses. It has been developed over the past 18 months by the Strategic Resilience Officer with funding from the Rockefeller 100 Resilient Cities initiative. The funding provided extensive technical support from the consultancy firm Arup.

The Strategy was produced in a co-creative process with regular input from a voluntary Resilience Sounding Board, comprising 15 city leaders (from BCC and external partners). The process also engaged more than 1600 city stakeholders (20% BCC and 80% external).

The significant issues in the report are:

1. The resilience assessment process found that Bristol faces five resilience challenges or paradoxes which the city will need to address to take us towards a resilient future:
 - i. People: Communities are diverse, but inequality compromises cohesion
 - ii. Places: Built environment is “greened”, but not transformed
 - iii. Organisations: Civic society is engaged, but not connected
 - iv. Prosperity and worth: The city is economically successful, but not equally flourishing
 - v. Regional to global: The city is focused on strengthening local self-sufficiency but continues to be dependent on national and global systems
2. The Strategy identified five resilience pillars to describe the outcomes that we can hope to achieve over 50 years: Fair, Sustainable, Liveable, Connected and Agile.
3. The Strategy document sets out a collection of some of the “pattern disrupters” to be delivered by a range of partners and largely within existing resource constraints. These actions challenge business as usual in the city to put us on a more resilient trajectory.
4. The Strategy describes how resilience can be operationalised in Bristol by scaling up five ways of working currently being piloted or integrated into existing work practices: Focusing on assets; Moving upstream; Co-creating; Disrupting; and Learning
5. A governance structure now needs to be agreed to harness cross-agency commitment to building resilience and identify an “owner” to drive the Strategy forward.
6. Options for resourcing an ongoing strategic co-ordination role need to be explored (SRO funding ends February 2017).

1. Policy

The Strategy is intended to complement existing council policy by providing a 50 year view of the city's trajectory and identify areas of potential shared action to challenge "business as usual" in the city.

2. Consultation - Internal

Over the past 18 months, all Service Directors have been engaged via two Extended Leadership Team meetings (Feb 2015 and May 2015), all Directorate Leadership teams have been consulted at least once, the SLT has been met with to feed into the process on four occasions (Aug 2015, Feb 2016, May 2016 and Sept 2016). The Strategy was introduced to the Overview and Scrutiny Management Board in March 2016 and will be presented to the Place Scrutiny Commission on 17th October 2016. All comments and ideas from these meetings have been taken on board to shape the final document.

3. Consultation - External

The Strategy has been developed through a process of co-creation led by the strategic resilience Officer and the voluntary Resilience Sounding Board, comprising 15 BCC and external city leaders. In addition more than 1600 stakeholders (approximately 1300 non BCC0 have been reached through a variety of engagement and consultation processes including formal meetings with stakeholders e.g. the Clinical Commissioning Group (May 2015), Bristol Green Capital Board (April 2016) and West of England Nature partnership (June 2016) as well as less formal public engagements such as Bristol Day at the Festival of the Future City (20th November 2016) and regular meetings with the Bristol Resilience Network. All of these engagements have contributed positively towards the final Strategy document.

4. Context

Context – why urban resilience?

1. The Rockefeller Foundation committed to investing \$100 million over five years in developing city resilience, defined as "the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt, and grow no matter what kinds of chronic stresses and acute shocks they experience." They established the 100 Resilient Cities Programme (100RC) in 2013 to deliver this urban agenda responding to population change, climate change and globalisation.

2. Bristol was successful in its bid to join the programme in 2014 and is now one of 67 cities across the world (17 in Europe and five in the UK; London, Glasgow, Greater Manchester, Belfast and Bristol) participating in a process to develop a long term resilience strategy build.

5. Proposal

Resilience Strategy development process

3. 100RC provided funding for Bristol City Council to appoint a full time Strategic Resilience Officer (SRO) for two years. Sarah Toy took up the post in February 2015. She has worked with a wide range of council and city stakeholder to carry out a resilience assessment and develop a 50-year strategy to make Bristol more resilient to potential shocks and stresses. This assessment built on the excellent work already carried out by the council and others to make the city socially, environmentally and economically sustainable.

4. 100RC has also provided Bristol with:

- Technical support for preparing the Resilience Strategy from consultancy Arup;
- Access to the global network of cities which face a diverse range of resilience challenges and provide opportunities for information sharing;
- Access to a range of free services brought to the city by organisations (called 100RC Platform Partners).

5. All 100RC member cities have used the same working definition of urban resilience: “Urban resilience is the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt and grow no matter what kinds of chronic stresses and acute shocks they experience.”

In Bristol we found that resilience tends to be seen as a defensive approach to maintaining the status quo. People respond more positively to the idea of “flourishing” in the face of change and uncertainty.

6. A voluntary Resilience Sounding Board, comprising 15 BCC and external city leaders (including Professor of University of Bristol Cabot Institute, Deputy VC for Environment and Sustainability at University of West of England, Director of Environment for Bristol Water and Director of The Engine Shed), has been very active in contributing to the development of the strategy. It has met 10 times and given more than 200 professional hours in-kind to co-create the Resilience Strategy.

7. In total, more than 1600 stakeholders (approximately 20% BCC and 80% external) have been consulted or engaged in the process to date through:

- 150 face-to-face meetings and focus groups
- 7 workshops
- 25 events

Bristol’s Resilience Paradoxes, Vision and Pillars

8. The resilience assessment process found that Bristol faces five resilience challenges or paradoxes which the strategy will need to address to take us towards a resilient future:

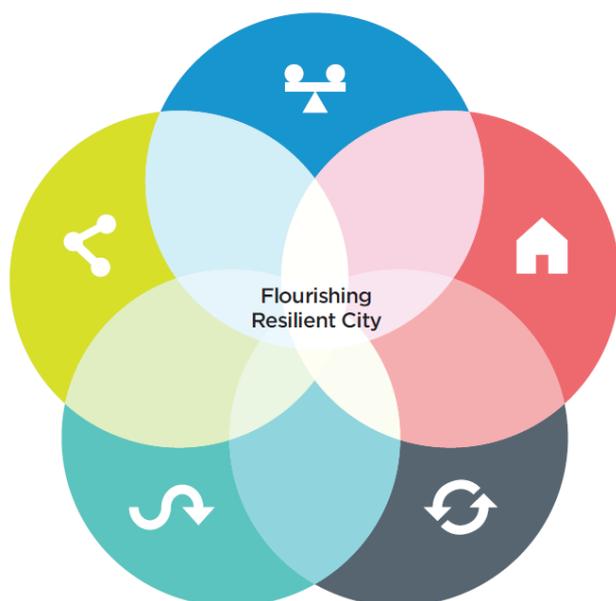
- i. People: Communities are diverse, but inequality compromises cohesion
- ii. Places: Built environment is “greened”, but not transformed
- iii. Organisations: Civic society is engaged, but not connected
- iv. Prosperity and worth: The city is economically successful, but not equally flourishing
- v. Region to globe: The city is focused on strengthening local self-sufficiency but continues to be dependent on national and global systems

9. Vision: The Resilience Strategy sets out a 50 year vision to response to these paradoxes or tensions:

Bristol is ready. By 2066 we are a flourishing, welcoming city which inspires confidence in local and global investors. Our neighbourhoods are affordable, attractive, healthy and well-connected places where people of all ages and backgrounds trust and help each other. Our infrastructure and services are

designed to withstand extreme weather and unforeseen shocks. We invite partners to work with us to challenge norms and embrace radical change for a resilient future Bristol.

10. The Strategy identified five resilience pillars which describe the outcomes that we can hope to achieve over the course of the coming decades, in support of this vision:



-  **Fair**
Every person living in Bristol has the assets and opportunities to enjoy a good quality of life.
-  **Liveable**
The city centre and neighbourhoods are great places for people of all ages to live, work, learn and play.
-  **Sustainable**
The city and region prosper within environmental limits through adopting new behaviours and technology.
-  **Agile**
Bristol citizens and leaders make agile decisions based on shared priorities and real-time information.
-  **Connected**
A strong network of local communities and organisations promotes trust, cooperation and shared action across the city.

Resilience actions and ways of working

11. The Strategy document sets out a collection of some – but by no means all – of the “pattern disrupters” that challenge business as usual in the city to put us on a more resilient trajectory for the future. These will be led and/or co-delivered by a range of different city stakeholders and most can be deployed using existing resources.

12. The Strategy describes how resilience can be operationalised in Bristol using five ways of working. These are all being piloted or being integrated into existing work practices in BCC and other organisations but need to be scaled up to deliver a resilience impact:

- i. Focusing on assets
- ii. Moving upstream
- iii. Co-creating
- iv. Disrupting
- v. Learning

Next steps

13. Developing the Strategy has been the first step on the journey towards a more resilient and flourishing future. All the stakeholders involved – including the Resilience Sounding board – are fully committed to taking this forward to implementation. A governance structure needs to be agreed to harness this cross-agency commitment to building resilience and identify an “owner” to drive the Strategy forward. The proposed Mayor’s City Office offers a strong place to hold the Strategy and oversee its future implementation.

14. It is recommended that options for resourcing an ongoing strategic co-ordination role are explored (SRO funding ends February 2017) to ensure that the Strategy is used as living document to leverage additional resources across the city, access the free services being offered by the 100RC Platform Partners and to continue to be eligible to connect with the 100RC global community. The three options to be considered are:

- I. Mainstream strategic resilience work into one or more existing councils roles;
- II. Seek funding from external partners and champions;
- III. Seek to integrate into the wider devolution work.

6. Other Options Considered

None.

7. Risk Assessment

FIGURE 1							
The risks associated with the implementation of the (subject) decision :							
No.	RISK	INHERENT RISK		RISK CONTROL MEASURES	CURRENT RISK		RISK OWNER
		(Before controls)			(After controls)		
		Impact	Probability		Impact	Probability	
1	The Strategy may be perceived to be diverting resources away from other priorities or adding complexity to the policy environment	Med	Med	Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation). There needs to be strong leadership around the Strategy to ensure that it aligns with shared city priorities and delivers positive change	Low	Low	Mayor and Cabinet, city stakeholders

FIGURE 2							
The risks associated with <u>not</u> implementing the (subject) decision:							
No.	RISK	INHERENT RISK		RISK CONTROL MEASURES	CURRENT RISK		RISK OWNER
		(Before controls)			(After controls)		
		Impact	Probability		Impact	Probability	
1	Long term prosperity of city will be undermined if Resilience Strategy is not implemented	High	Med	Secure cross-party and city-wide commitment to deliver the strategy		Medium	Mayor and Cabinet, city stakeholders

8. Public Sector Equality Duties

- 8a) Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:
- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
 - ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --
 - remove or minimise disadvantage suffered by persons who share

a relevant protected characteristic;

- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
- encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –

- tackle prejudice; and
- promote understanding.

8b) A Resilience Strategy which focusses on environmental emergencies would have medium equality relevance, access arrangements are needed to ensure all communities can be kept safe. It is to the credit of BCC that the Bristol Strategy is choosing to emphasise the community cohesion aspects of resilience and this meets the requirements of the Public Sector Equality duty both in the duty to promote equal opportunities and to foster good relations. A full EqIA will be needed before Cabinet to ensure that each strand maximises the opportunities to develop resilience through strong balanced communities and that the strategy recognises when additional work is needed to ensure the engagement of fractured or historically excluded communities.

Environmental checklist – (awaiting)

The significant impacts of this proposal:

The Bristol Resilience Strategy is a strategic framework for action to future-proof Bristol against future shocks and stresses. The Strategy draws together a number of existing proposals, with the intention of improving integration, efficiency and effectiveness.

The extent of the Strategy's environmental impacts will depend on the effectiveness of individual plans and actions that relate to it, but it is anticipated that it will provide for:

- Reduced emissions of climate changing gases
- Increased resilience
- Reduced consumption of resources
- Reduced waste
- Improvements for biodiversity

The proposals include the following measures to mitigate the impacts:

Any infrastructure contributing to the aims of the strategy (for example flood defences) will consume resources. Impacts will be considered through the planning process.

The net effects of the proposals are:

Positive

Legal and Resource Implications

Resource and legal implications:

Finance

a. Financial (revenue) implications:

No effect to revenue as long as funding for SRO role is sought from external sources.

Advice given by Kevin Lock/ Finance Manager Business Change & City

Directorate

Date 23rd September 2016

b. Legal implications:

The Council has the power under section 1(1) of the Localism Act 2011 to enter into the Resilience Strategy.

Legal advice should be sought regarding the governance structure referred to in paragraph 14 of the report, prior to this being established.

The Council has duties under the Civil Contingencies Act 2004 prepare for and respond to emergencies. I understand these duties are not met by the Resilience Strategy and are dealt with separately.

Advice given by Sinead Willis / Solicitor

Date 3 October 2016

c. Land / property implications:

The Strategy has implications for the Council's property portfolio in the context of ensuring that resilience planning shapes the way we manage, maintain, develop, protect and locate our land and buildings over the long-term.

Advice given by Bob Baber/ Asset Strategy Manager

Date 22nd September 2016

d. Human resources implications:

If it is agreed that the strategy as proposed is adopted, consideration will need to be given to the employing body of any future resources (and therefore who will hold the employment liability – it is assumed that this will be Bristol City Council but there may be other options given that a partnership approach is being adopted).

There are also implications for existing staff whose funding expires in February 2017. Within this context it is important to undertake an assessment of the type of resource that will be required on an ongoing basis to deliver the strategy, and whether this requires the same or a different skill-set to what is currently in place.

HR Advice should be sought to ensure that any future management of resources is conducted in line with BCC policies and procedures

Advice given by Alex Holly/ HR Business Partner Business Change, Talent and Resourcing

Date 23rd September

Appendices:

Bristol Resilience Strategy (draft) October 2016

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

None