

**BRISTOL CITY COUNCIL
CABINET
1ST NOVEMBER 2016**

REPORT TITLE: BRISTOL RESILIENCE STRATEGY

Ward(s) affected by this report: City-wide

Strategic Director: Anna Klonowski, Business Change

Report author: Sarah Toy, Strategic Resilience Officer

**Contact telephone no. 07469 400 797
& e-mail address: sarah.toy@bristol.gov.uk**

Purpose of the report:

To set out the process, framework and recommendations arising from the resilient city work programme led by Sarah Toy on behalf of the city and funded by the Rockefeller 100 Resilient Cities initiative.

To request that Bristol City Council, as a major stakeholder in the city, adopts the Resilience Strategy as an overarching policy document which will shape the way the council and other stakeholders deliver future services in the city.

RECOMMENDATION for the Mayor's approval:

To adopt the Bristol Resilience Strategy as a strategic 50 year framework for action to future-proof Bristol against future shocks and stresses.

The proposal:

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.

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. The strategy is intended to be a dynamic and evolving document which complements, and provides a 50 year framing for, other city strategies and the new Corporate Plan 2016-2020.

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:

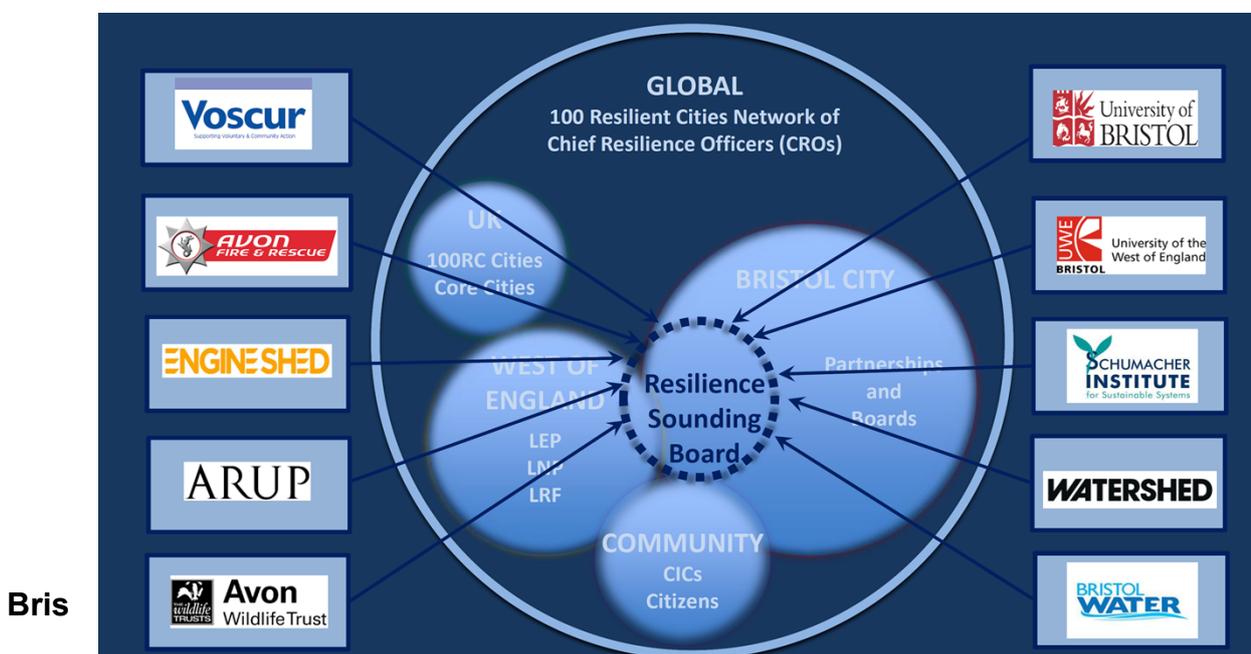
“Urban resilience is the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt and grow no matter what kinds of chronic stresses and acute shocks they experience.”

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.

8. In total, more than 1600 stakeholders in Bristol and the West of England (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



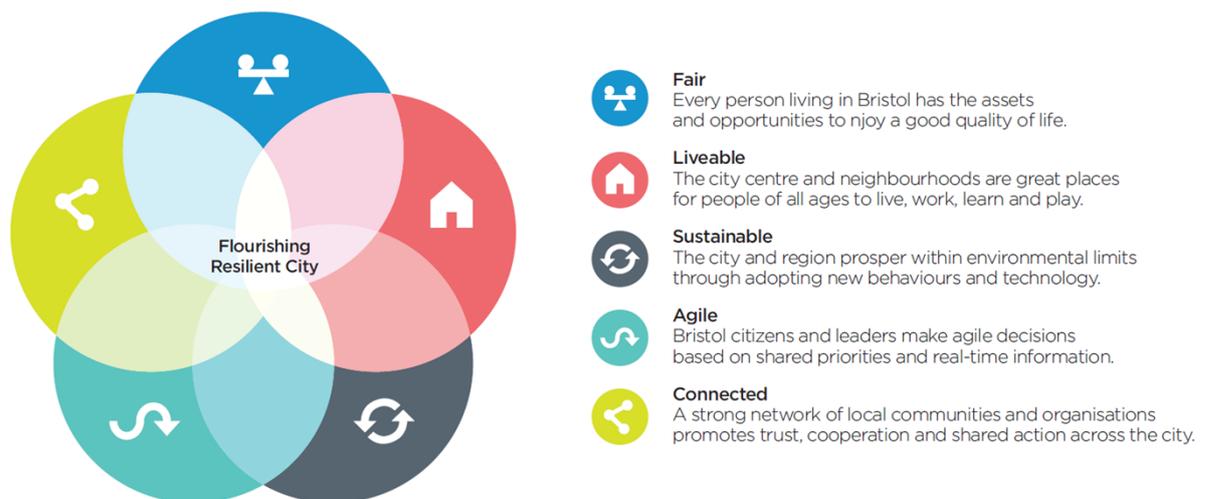
City of Bristol's Resilience Paradoxes, Vision and Pillars

9. 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

10. Vision: The Resilience Strategy sets out a 50 year vision to respond to these paradoxes: *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.*

11. 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:

Resilience actions and ways of working

12. 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.

13. 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

14. 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.

15. It also 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.

Consultation and scrutiny input:

a. Internal consultation:

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.

b. External consultation:

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.

Other options considered:

None.

Risk management / 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)		
	Threat to achievement of the key objectives of the report	Impact	Probability	Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	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	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
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FIGURE 2

The risks associated with not implementing the (subject) decision:

No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	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

Public sector equality duties:

Before making a decision, section 149 of the 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 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.

Public sector equality implications:

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.

Eco impact assessment

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

Resource and legal implications:

Finance

a. Financial (revenue) implications:

No effect to revenue as long as from February 2017 SRO role is mainstreamed into existing funded roles or funding is secured from external sources.

Advice given by Kevin Lock/ Finance Manager Business Change & City Directorate
Date 23rd September 2016

b. Financial (capital) implications:

N/A

Comments from the Corporate Capital Programme Board:

N/A

c. 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 3rd October 2016

d. 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

e. 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:

Appendix 1 – Bristol Resilience Strategy
EqIA
EcoIA

Access to information (background papers):

Bristol Preliminary Resilience Assessment (January 2016)