



Building Bristol

Delivering Employment and Skills through Development

A Guide for Applicants and Developers

Introduction

1. This guidance note has been prepared by Bristol City Council to provide information and guidance on delivering Employment and Skills Plans to landowners, developers, applicants and agents promoting major development schemes.
2. The City Council's Draft Corporate Strategy (2022-2027) contains a number of themes, one of which; Economy and Skills, aims to promote economic growth that builds inclusive and resilient communities, decarbonises the city and offers equity of opportunity. A key element of this theme is improving access to employment and supporting people to access good jobs whatever their formal level of qualification.

Draft Corporate Strategy Extract

Employment is the route out of poverty and into improving health outcomes. For people who aren't economically active, pathways into employment need to be person-centred, providing opportunities to build confidence and personal skills for entering the labour market as well as formal skills and qualifications. We will work with regional and local partners such as the West of England Combined Authority, colleges, and training providers to build skills and improve pathways to work for young people and groups disadvantaged in the labour market, creating opportunities for better employment. By improving access to employment, we will reduce poverty and inequality, increasing the city's resilience and enhance the economic and social wellbeing of every community.

3. The delivery of an Employment and Skills Plan for major residential and commercial developments delivered in the City is key to the implementation of the Employment and Skills theme. Therefore, it is important that all those involved in shaping the City including the City Council, developers and delivery partners play their part in maximising employment opportunities for local residents.
4. In order to deliver on this theme the Council wishes to clearly set out its approach to securing Employment and Skills Plans. This guidance note provides an explanation as to how this will be delivered through the planning process. Whilst not comprising formal planning policy, the approach taken in this guide is considered to be in accordance with both Local and National Planning Policy and supported by other relevant legislation.

Planning Policy Context

5. The National Planning Policy Framework (NPPF) sets out the governments planning policies for England and how these are expected to be applied. It states that the purpose of the planning system is to contribute to the achievement of sustainable development via three overarching objectives (economic, social and environmental), which are interdependent and need to be pursued in mutually supportive ways.
6. The NPPF provides a framework within which h locally prepared plans such as the Bristol Local Plan should be produced and is a material consideration in to be taken account of in making decisions on planning applications.
7. The Bristol Local Plan is being currently being reviewed, and the revised version will set out how Bristol will develop over the next 20 years. An initial consultation was undertaken in 2019, with further consultation due to take place in 2022. The vision for Bristol contained within the current draft version is of a diverse and inclusive city where inequality and deprivation have been substantially narrowed. It includes Draft Policy E1 (Inclusive economic development) which aims to support economic growth which is inclusive and offers opportunity to all:

DRAFT POLICY E1

Development proposals should contribute to enabling access to employment and removing barriers to employment for local residents, facilitating skills development and supporting employment initiatives where:

- **New homes are developed on sites previously used for business development; or**
- **New workspace and other commercial development is created; or**
- **Other major development arises which would generate new employment including during the construction phase.**

8. The revised Local Plan Policy will build on existing Local Plan Policies BS8 (Delivering a thriving economy) and BCS11 (Infrastructure and developer contributions) to provide a coherent and up to date policy for the delivery of employment and skills.
9. It is intended that the approach contained in this guidance note will either be incorporated into the draft local plan at the next consultation stage, or taken forward as a Supplementary Planning Document to support the revised local plan once it has been adopted.

Employment and Skills Plans

10. Employment and Skills Plans are strategies required through the planning process to drive forward inclusive employment and improved skills pathways, and to contribute to social value through new developments. An Employment and Skills Plan is a 'living' document that is developed and implemented with support, regularly monitored, and reviewed, and has an accountable identified owner.
11. Each Employment and Skills Plan must contain an Action Plan including a package of measures that are to be implemented. These measures will encourage and support residents to engage in employment and skills opportunities – including in both the construction and end use phases, where appropriate. The Employment and Skills Plan should cover all sub-contractors and suppliers that are part of the development and be a means of monitoring the impact of each scheme on residents, communities, and the local economy.
12. An Employment and Skills Plan should include the following elements:
 - a. Introduction with context and development details, including construction and end user information
 - b. Policy statement, including any relevant site-specific policies
 - c. Site information including the site location, a location map, the local context and facilities.
 - d. Statement on the intended aims, objectives and outcomes – including wider organisation priorities that link to the Council's policies.
 - e. A clear management and delivery structure, including identifying the nominated Employment and Skills lead for the development
 - f. The range of measures and actions that will be taken to achieve the key performance indicators.
 - g. An Action Plan with implementation timescales and budget
 - h. SMART (Specific, Measurable, Achievable, Realistic, Timebound) targets with baseline data, a monitoring and review process and related timescales.
13. The SMART targets should be based on the Construction Industry Training Board (CITB) and the National Skills Academy for Construction's Client-Based Approach. This provides a toolkit to deliver employment and skills interventions including apprenticeships, work placements, job creation and up-skilling opportunities throughout construction phase projects. It also defines Employment and Skills based benchmarks for developments based on build cost and build type against prescribed employer led KPIs.

14. The developer will be required to complete an Employment and Skills Plan template and set targets against eight primary employment and skills key performance indicators as set out in the following table:

Experience of work placements (in education)
This KPI is aimed at providing young people and adults with a meaningful insight into the construction and end use sectors. This target describes experience of work for students from schools, colleges and universities (14+) who undertake a work-experience placement for a minimum of 5 working days.
Work placements (not in education)
This KPI is aimed at people outside of formal education who undertake work experience / a pre-employment placement for a minimum of 5 days. This can include unemployed residents or people in work at risk of unemployment or those seeking a career change.
Jobs created (new entrants)
This KPI describes the creation of new and sustainable job opportunities for new entrants into the construction and end use sectors. This target relates to people who are employed as apprentices, people previously unemployed or unskilled, or graduates.
Careers information, advice and guidance events
This target consists of the organisation and delivery of events focused on improving the image of the construction and end use sectors, raising awareness of career opportunities, attending jobs fairs and providing pre-recruitment training to support people to get into key sectors. The main target groups for the delivery of this outcome are young people aged 14 to 19, unemployed people or people looking for a career change; under-graduates.
Waged training weeks on site
This target relates to the number of weeks of formal training being undertaken by the labour force. This will involve training following a recognised curriculum which has been accredited by an awarding body. It relates to new entrants who are undertaking apprenticeship frameworks, traineeships or technical / higher level qualifications.
Qualifying the workforce
This target relates to people gaining a nationally recognised qualification equivalent to Level 2 or above. Achievements can include vocational awards / diplomas; apprenticeship completions; professional qualifications; leadership and management courses including ILM; health and safety. Outcomes must be accredited by a nationally recognised professional institute or awarding body.
Training plans
This target relates to the annual company / project plan which details the organisational structured approach to training and developing the workforce. The plan must show the start and end date so that it demonstrates that this is a plan rather than a matrix. This target can include new plans and plans to be renewed.
Case studies approved
This target consists of completing and submitting a promotional case study which describes either an example of best practice or a significant achievement on the project. Case studies counted against this measure must be compliant with the Building Bristol Case Study Guidelines (based on the National Skills Academy for Construction case study guidelines).

15. In addition to employment and skills commitments, developers are also strongly encouraged to embed wider social value measures into their planning applications such as community engagement and support, and spend with local suppliers.

Thresholds for requiring Employment and Skills Plans

16. Employment and Skills Plans will be required from all major developments that fulfil either of the following criteria:
 - a. The development comprises 10 or more residential dwellings;
 - b. The development includes more than 1,000 square metres Gross Internal Area (GIA) of non-residential floorspace.

17. For the purposes of this guidance note, residential dwellings will include Houses in Multiple Occupation (HMO), Co-Living developments and Student Accommodation developments. Non-residential floorspace could include developments such as factories, warehouses, hospitals, leisure centres, cinemas, schools, supermarkets, shopping centres etc. This list is not exhaustive; rather it is intended to provide examples of the type of developments from which an Employment and Skills Plan will be required.

18. The requirement for Employment and Skills Plans will be based solely on the development that planning permission is being sought for. Any existing buildings on the development site cannot be offset against the proposed development. For example if a 700 square metre factory, currently located on a development site, was proposed to be demolished and replaced by a 1,500 square metre warehouse, the existing building could not be taken account of, in determining whether the proposed development was over the threshold.

19. Similarly, the Employment and Skills Plan must be based on the total size and the employment opportunities arising from the proposed development, and not just on the net increase of floorspace.

Approach to securing Employment and Skills Plans

20. The Council approach is to use planning conditions to require Employment and Skills Plans to be produced and implemented at the appropriate stages of development. A planning obligation will also be required to secure a fee to cover the Council's costs of monitoring the plans, and in providing support to developers to assist in maximising the benefits to the local economy.
21. The process to be followed is set out in the following paragraphs, and summarised in the Flow Chart contained in Appendix A.
22. If Pre Application advice is sought, the requirement for an Employment and Skills Plan will be identified. The applicant will be advised to contact the Building Bristol Co-ordinator who will be able to provide guidance as to what will be required.
23. In cases where a full planning application is submitted by, or on behalf of, the person or organisation that will be undertaking the development, an Employment and Skills Plan will be required to be submitted as part of the planning application validation criteria. Following consultation with the Building Bristol Co-ordinator, this will be adjusted if necessary, and once it is acceptable it be taken into account in determining the planning application.
24. For developments where Paragraph 23 above applies, the following pre commencement planning condition will be included in the Notice of Decision.

Employment and Skills Plan (Construction Phase)

No development shall take place, including any works of demolition, until a timetable for the implementation of the Employment and Skills Plan (provided as part of the planning application documents and agreed by the Building Bristol Co-ordinator) has been submitted to and approved by the Local Planning Authority.

Reason: In recognition of the employment opportunities offered by the construction phase of the development.

25. In cases where an outline application is submitted, or where the applicant intends to sell the site rather than develop it themselves, an Employment and Skills Statement will be required to be submitted as part of the planning application validation criteria. This will contain details about the type of development proposed, its size and value, the anticipated construction phase, and (for commercial developments) the anticipated type of end user. It will also provide indicative information about the number of people and type of trades to be employed on site during the construction phase and include a statement confirming that the applicant acknowledges that an

Employment and Skills Plan will be necessary and that a planning condition securing this will be included in any planning consent.

26. For developments where Paragraph 25 above applies, the following pre commencement planning condition will be included in the Notice of Decision.

Employment and Skills Plan (Construction Phase)

No development shall take place including any works of demolition until an Employment and Skills Plan that aims to maximise the opportunities for local residents to access employment offered by the construction phase of the development has been submitted to and approved by the Local Planning Authority. The approved plan shall be implemented in accordance with an agreed timetable.

Reason: In recognition of the employment opportunities offered by the construction phase of the development.

27. For commercial and other developments where the end use of the development will result in people being employed within it, eg warehouses, supermarkets, factories, hospitals, offices etc, a further Employment and Skills Plan will be required to cover the End User Phase. To secure this, a pre occupation planning condition will be included in the planning consent.

Employment and Skills Plan (End User Phase)

No occupation shall take place other than for the purposes of fitting out until the occupier submits to and has approved by the Local Planning Authority an Employment and Skills Plan that aims to maximise the opportunities for local residents to access employment offered by the end use phase of the development. The approved plan shall be implemented in accordance with an agreed timetable.

Reason: In recognition of the employment opportunities offered by the end user phase of the development.

28. The planning obligation requiring payment of a Local Labour and Training Plan Fee will be contained in a Section 106 Agreement or Unilateral Undertaking. The fee will be **£2,000.00** and it will be payable upon commencement of the development. The Fee will be index linked from 1st March 2022 to the point at which it is paid.

29. Employment and Skills Plans will be proactively supported and monitored by the council's Building Bristol Co-ordinator throughout the life of the development and for the agreed monitoring period. This is a dedicated officer resource to oversee the submission and implementation of Employment and Skills Plans, whose role includes the following elements:

- To provide advice, support and training to enable high quality employment and skills delivery
- To set up and update a comprehensive database to ensure monitoring takes place at regular milestones
- To co-ordinate and service the Building Bristol Steering Group to monitor progress and support the delivery and success of employment and support plans across local partners
- To audit and evaluate employment and skills outcomes over the lifetime of plans
- To review and report on employment and skills progress taking account of monitoring results
- To disseminate results and publish best practice case studies

Building Bristol Board

30. Bristol City Council is establishing a Building Bristol Board to provide a forum for industry-based peer to peer support and overview. The Board will have oversight of Bristol's major development pipeline and will inform strong employment and skills pathways through developing and sharing best practice with all contributing partners.

Marketing and Communications

31. The City Council will support all developers who are part of Building Bristol to develop and implement a marketing and communication plan to reach local partners, residents and city stakeholders. This may include actions to promote:

- Stakeholder awareness through press and social media communications
- Any website or digital information
- Newsletters
- Notice boards
- Case studies.

Appendix A – Process Flow Chart

Pre – Application Stage

Planning case officer raises the requirement for an Employment and Skills Plan with the applicant, and advise them to contact the Building Bristol Co-ordinator to obtain advice on what will be required.



Planning Application Stage

Applicant submits an Employment and Skills Plan (or Statement where appropriate) as part of the planning validation criteria. Building Bristol Co-ordinator provides written comments to the Planning case officer, and advice to the applicant on the content of the Plan / Statement if required.



Planning Decision Stage

Planning permission is granted including a condition that an Employment and Skills Plan and a timetable for its implementation will be submitted and approved prior to any development (including demolition) taking place. Landowner enters into a planning obligation to secure an Employment and Skills Plan Fee.



Development Construction Phase

Development cannot commence until the Employment and Skills Plan (Construction Phase) and a timetable for its implementation is approved by the Building Bristol Co-ordinator, who will provide support and advice to the developer, and monitor progress of the Plan to ensure it is properly implemented.



End User Phase (if relevant)

The development cannot be occupied until the Employment and Skills Plan (End User Phase) is approved by the Building Bristol Co-ordinator, who will provide support and advice to the occupier, and monitor progress of the Plan to ensure it is properly implemented.