

# BUILDING BRISTOL

## DELIVERING EMPLOYMENT AND SKILLS THROUGH DEVELOPMENT

A guide for applicants and developers





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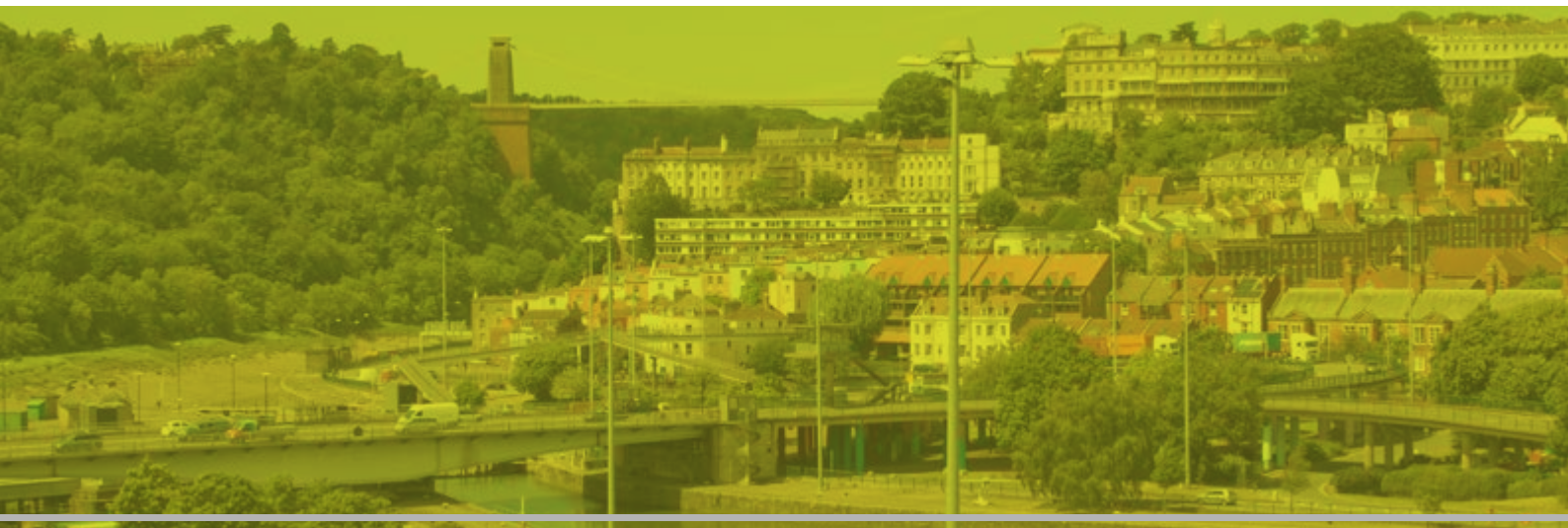
# INTRODUCTION

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. The definition of a major scheme is described in more detail in *paragraphs 16 to 19*.
2. The council's [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.

## Extract from the Bristol City Council Corporate Strategy:

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 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 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 BCS8 (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 – 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 method 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) A clear management and delivery structure, including identifying the nominated Employment and Skills lead for the development
  - c) Detail on the measures and actions that will be taken to achieve the key performance indicators including how you will monitor progress against these
  - d) A plan of expected target output dates
  - e) A clear management and delivery structure, including identifying the nominated Employment and Skills lead for the development
- 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 seven primary employment and skills key performance indicators as set out in the following:

### **Experience of work placements**

This KPI is aimed at providing young people and adults with a meaningful insight into the construction and end use sectors. This will include students from schools, colleges and universities (14+) who undertake a work-experience placement and/or people outside of formal education including unemployed residents or those seeking a career change. A work experience placement is 5 working days.

### **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**

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- 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**

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- 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 (*see paragraph 26*) and 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, a statement committing to the use of a local Employment and Skills Plan will be required to be submitted as part of the planning application validation criteria.
- 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 (ESP) Construction Phase**

No development shall take place including any works of demolition until a Construction Phase ESP is submitted to and approved by the Local Planning Authority. The ESP is to be in conformity with the Building Bristol Guidance [www.buildingbristol.com](http://www.buildingbristol.com) and will aim to maximise training and employment opportunities for local residents available during the construction phase of the development. The development shall thereafter be carried out in accordance with the approved ESP unless a variation in the plan is agreed in writing in advance by the Local Planning Authority.

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

- 25.** For commercial and other developments where the end use of the development will result in people being employed within it, e.g., 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 preoccupation planning condition will be included in the planning consent.

### **Employment and Skills Plan (ESP) End User Phase**

No occupation shall take place, other than for the purposes of fitting out, until an End User Phase ESP has been submitted to and approved by the Local Planning Authority. The ESP is to be in conformity with the Building Bristol Guidance [www.buildingbristol.com](http://www.buildingbristol.com) and will aim to maximise training and employment opportunities for local residents available during the End User 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.

- 26.** 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 in line with the contribution schedule below and it will be payable upon commencement of the development. The Fee will be index linked from 1 April 2022 to the point at which it is paid.

Build Cost	Contribution
£0 – £10 million	£2,000.00
£10 – £20 million	£4,000.00
£20 – £40 million	£6,000.00
£40 – £80 million	£8,000.00
£80 –£100 million	£10,000.00
£100m +	By negotiation



- 27.** 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 guidance in the creation of a high quality tailored ESP
  - Ensuring timely approval of ESP to support with discharge of pre-commencement/pre-occupation planning conditions
  - To support the achievement of employment and skills outcomes through a variety of council and partner led initiatives
  - To provide ongoing monitoring and evaluation of targets and outcomes
  - To promote your ESP within all Building Bristol partnerships and networks
  - To co-ordinate and support the Building Bristol Steering Group
  - 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
  - Support with individual case studies to publicise the ESP outcomes and achievements
- 28.** If developers encounter difficulties in delivering their Employment and Skills plans, they should contact the Building Bristol Co-ordinator in the first instance, for advice and support. Should developers not comply with the terms of the relevant Employment and Skills Planning Conditions, any enforcement action required will be undertaken by the council's Planning Enforcement Team, in accordance with the [Bristol Local Enforcement Plan](#).

## **BUILDING BRISTOL BOARD**

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- 29.** Bristol City Council has established 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**

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- 30.** The 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

## PLANNING VALIDATION STAGE

Applicant required to submit statement committing to the use of a local Employment and Skills Plan (ESP) if required by the Council, to be secured through planning conditions.

## PLANNING APPLICATION STAGE

Building Bristol to review planning application and confirm if ESP is required and inform planning officer of required condition(s).

Building Bristol will track planning applications and applicants are very welcome to contact Building Bristol to begin discussions regarding the ESP

## PLANNING DECISION STAGE

If planning permission is granted Pre-Commencement condition to be included in planning decision and, if necessary pre-occupation condition for end use. Building Bristol Fee to be included in S106 Agreement.

## PRE-COMMENCEMENT STAGE

Building Bristol to liaise with Developer to discuss and agree ESP targets and outcomes. Building Bristol to discharge employment and skills pre-commencement condition.

## CONSTRUCTION PHASE

Building Bristol to support developer, contractors and supply chain with delivery and monitoring of agreed ESP targets.

## END USER PHASE

Building Bristol to liaise with occupier to discuss and agree ESP targets and outcomes. Building Bristol to discharge employment and skills pre-commencement condition.