

Finance and Resources Committee

2.00pm, Tuesday, 2 February 2021

Council Business Plan and Budget 2021/26

Executive/routine Wards Council Commitments	Executive All
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1. Recommendations

- 1.1 Members of the Finance and Resources Committee are asked to:
 - 1.1.1 note the impact of the updated review of savings deliverability, management of pressures and other key financial planning assumptions on the in-year savings requirements over the period of the budget framework;
 - 1.1.2 note the timescales for confirmation of the 2021/22 Local Government Finance Settlement;
 - 1.1.3 note the proposed adoption of financial flexibilities as set out which, alongside approval of the new savings proposals outlined within the report, would allow the Council to set a balanced budget in 2021/22 based on current planning assumptions;
 - 1.1.4 note, that the three-year Council Business Plan: *Our Future Council, Our Future City* brings together our strategic priorities into a single plan responding to the need for change and should be read alongside the draft budget;
 - 1.1.5 note that a new planning and performance framework will be developed to provide a clear link between our business plan, key strategies, annual directorate plans and the underlying performance framework including benchmarking. The framework will be underpinned by a cycle of 'plan, do, check and review and act' at all levels and will drive a culture of continuous improvement;
 - 1.1.6 note that a further update will be reported to members once the implications for the Council of the Local Government Finance Settlement (LGFS) are known;

- 1.1.7 note the potential areas, utilising Spend to Save funding, to inform the development of specific projects promoting a Green Recovery; and,
- 1.1.8 refer, subject to any revisions in light of the LGFS announcement, the report to Council as part of setting the revenue and capital budgets on 18 February 2021.

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Report

Council Business Plan and Budget 2021/26

2. Executive Summary

- 2.1 The Council continues to operate in a climate of unprecedented uncertainty, the enduring impacts of which remain unknown. These impacts have required a wholesale review of current revenue budget framework assumptions, including anticipated on-going increases in expenditure and reductions in income, as well as re-assessing the management of service pressures and delivery of savings assumed in setting an indicative three-year balanced budget in February 2020.
- 2.2 In acknowledging the COVID-related causes of the shortfalls now being projected, it is proposed that the Council utilise available financial flexibilities in rebalancing the position for 2021/22 whilst acknowledging the vital need for more fundamental service change, improvement and prioritisation over the following years, guided by the overarching priorities set out within the Business Plan: *Our Future Council, Our Future City* to maintain its financial sustainability once the scale of these impacts becomes clearer.

3. Background

- 3.1 On 20 February 2020, the Council set a balanced budget for 2020/21 and indicative balanced budgets for the following two years. While it is anticipated that the most severe impacts of the pandemic will be felt in 2020/21, in early October a review was undertaken of the Council's underlying planning assumptions and previously-approved savings for both 2021/22 and 2022/23 to determine where corresponding adjustments may now be required. The results of this review, summarised in Appendix 1, were considered by the Finance and Resources Committee on 29 October and pointed to a need to identify further savings of at least £16.1m in 2021/22, with an additional £5.6m of savings also now required in 2022/23.

4. Main report

Further changes to the budget framework

- 4.1 The changes incorporated within the budget framework as part of the October review may be broadly grouped in to four categories:

- (i) anticipated recurring financial impacts of the pandemic on core budgets, both in terms of increases in expenditure and losses of income;
- (ii) a re-assessment of the on-going impacts of shortfalls in savings approved to be delivered, and pressures previously assumed to have been managed, in 2020/21;
- (iii) a re-assessment of the deliverability of those savings previously approved for implementation in 2021/22 and 2022/23; and
- (iv) other savings and additional income, primarily in corporate budgets, potentially available to offset the pressures above.

Recurring expenditure and income impacts of the pandemic

- 4.2 At this stage, provision for the anticipated recurring financial impacts of the pandemic remains unchanged, totalling £23m in 2021/22 and reducing to £21m in 2022/23 and continuing at that level thereafter. There is a risk, however, that the net pressure on the Council's budget, after taking account of any additional COVID-related funding included within the Local Government Finance Settlement, is higher than that assumed. On that basis, in addition to continuing to seek to optimise the level of financial flexibilities available to local authorities to spread the pandemic's expenditure and income impacts over a longer period, the Council's earmarked reserves will be reprioritised to create a specific COVID mitigation reserve. Further detail in each of these areas is provided later in this report.

Recurring impacts of delivery of savings approved for implementation and management of in-year residual pressures in 2020/21

- 4.3 The report to the Committee's meeting on 29 October included provision for a total £10m carry-forward into 2021/22 of (i) savings originally planned for delivery in 2020/21 and (ii) underlying pressures anticipated to have been managed on a sustainable basis during the current year. Given the combined level of pressure identified across these two areas of £17m, implicit within this sum was development of sustainable offsetting measures of £7m.
- 4.4 To date, some £5m of mitigating actions have been identified, reducing the residual pressure to £12.023m as shown in Appendix 2. Of these actions, £2m relates to reprofiling of repairs and maintenance expenditure which may give rise to a further liability in 2022/23 if the overall five-year strategic programme to improve the property estate's quality, safety and future sustainability is not extended.
- 4.5 While work is continuing to identify further mitigations, in order to reduce the risk of non-delivery incorporated within the approved budget framework, the remaining £2.023m has been added to the incremental savings gap for 2021/22 at this stage.

Re-assessment of savings approved for delivery in 2021/22 and 2022/23

- 4.6 Extensive work has also been undertaken on the development of implementation plans for those savings approved in principle in February 2020 for delivery in 2021/22 and 2022/23. Appendix 3 lists those savings where independent assessment by Finance staff has attested to the broad robustness of the associated

delivery plans, totalling £40.190m over the two years concerned. At this stage, however, there is insufficient assurance around the deliverability of a minority of these savings and reductions in investment (£5.588m and £9.347m in 2021/22 and 2022/23 respectively) as set out in Appendix 4.

- 4.7 The position reported to the Committee on 29 October included a risk contingency for non-delivery of savings of £5m in each year, based upon a preliminary assessment as of that time. Given the extended timeframes for likely service disruption, the updated assessment adds £0.588m and £4.347m respectively to each year's risk contingency (and thus the overall savings requirement). As with the management of in-year pressures, however, opportunities to develop corresponding implementation plans (or appropriate mitigations) for those savings where additional work is required will continue to be examined and a progress update will be reported to members of the Committee in the summer. Any further savings resulting from implementation of these measures will serve as a contingency against both (i) any shortfalls in delivery for those savings listed in Appendix 3 and (ii) further in-year COVID impacts, be it through additional costs or losses of income, and other risks within the budget framework, as well as contributing positively towards addressing subsequent years' savings requirements.

Other savings and additional income, primarily in corporate budgets, potentially available to offset the pressures above

- 4.8 Appendix 1 sets out a total of £27.0m of primarily-corporate or Council-wide mitigations assumed to be available to offset net cost pressures in 2021/22. At this time, the majority of these savings are still considered to be realistic and achievable. Council Tax collection levels and movements in the size of the underlying tax base will, however, continue to be closely monitored, taking into account additional available support through the Council Tax Reduction Scheme, planned recovery action and likely required levels of bad debt provision.
- 4.9 At the meeting of Council on 15 October 2020, members agreed to release funding of up to £14.8m from the Workforce Transformation reserve to facilitate a targeted programme of Voluntary Early Release Arrangements (VERA) for senior managers. An update on progress was included in the revenue monitoring report considered by the Committee on 21 January. Given the number of staff release approvals and modest associated recurring savings to date¹, it is considered prudent to revisit the assumed level of related savings for both 2021/22 and 2022/23 (together totalling £15.0m once account is taken of pre-existing targets in these areas).
- 4.10 The budget framework currently incorporates an assumed level of pay award of 3% for all staff in each of the years concerned, along with a £5m net in-year cost for consolidation of the Scottish Local Government Living Wage in 2021/22. Each 1% change in Council-wide employee costs equates to some £6m. In view of wider inflationary forecasts over this period, it is proposed to revise the assumed level of provision in both 2021/22 and 2022/23 to 2%, pending review of longer-term assumptions, with the resultant saving serving as a contingency against shortfalls in

¹ Estimated full-year savings of £0.8m are available to contribute to the Council-wide target as opposed to offsetting pressures within services.

the level of staff-related savings delivered and/or other assumptions within the budget framework. As such, there is no impact on the overall funding gap.

- 4.11 On 16 December 2020, the representative trade unions submitted the 2021/22 pay claim for employees covered by the Scottish Joint Council for Local Government (non-teaching) employees (SJC). This claim is for a £2,000 flat-rate increase to all spinal column points, or 6%, whichever is greater, along with a minimum rate of pay of £10.50 per hour, a separate additional payment towards pay restoration and no less than parity with other bargaining groups. As of the time of writing, no claim has been lodged in respect of teaching staff.

Overall impact of above changes

- 4.12 Taken together, the overall impact of the changes noted in the preceding paragraphs is as follows:

	2021/22	2022/23	2023/24	2024/25	2025/26
	£m	£m	£m	£m	£m
Net additional savings requirement reported to Finance and Resources Committee on 29 October 2020	16.050	5.550	25.800	28.000	29.000
Increase in required provision for pressures	2.023	2.000	0.000	0.000	0.000
Increase in required provision for non-delivery of savings, including those implicit in investment reduction	0.588	4.347	0.000	0.000	0.000
Revised savings requirement prior to consideration of new savings/financial flexibilities	18.661	11.897	25.800	28.000	29.000

UK Spending Review and potential implications for Scottish Budget

- 4.13 On 25 November 2020, the Chancellor of the Exchequer published a one-year UK Spending Review for 2021/22, albeit against a backdrop of unprecedented fiscal uncertainty. Excluding additional COVID-related expenditure, Scotland's core resource (revenue) block grant will increase by some £1.3 billion in 2021/22 to £31.7 billion, a real-terms increase of around 3.5%.
- 4.14 In addition to the increase in core funding, the Scottish Budget is currently due to receive £1.3 billion of additional Barnett Consequentials as a result of the UK Government's COVID-related expenditure plans, compared to £8.6 billion of relevant funding in 2020/21. While this, at least at face value, implies a significant and rapid unwinding of current levels of support, following the re-imposition of lockdowns across all four nations of the UK with effect from 5 January and the knock-on impacts on subsequent recovery, this position is likely to be reviewed.
- 4.15 Given the fiscal framework underpinning the progressive devolution of taxation and spending powers between the UK and Scottish Governments, the above headline figures, while helpful in indicating broad trends, still leave the potential for variation, particularly with regard to the implications of UK taxation policy choices. More generally, the quantum of grant funding made available to Local Government in Scotland as a whole and the Council specifically reflects a complex array of factors,

including Scottish Government priorities and commitments, its own taxation policy, the distribution of available funding in accordance with a complex series of needs-based formulae and the operation of the stability and 85% per capita funding floors. It is not, therefore, possible to extrapolate the above headline figures to the Council's likely level of grant settlement. It is likely, however, that the Council will continue to receive support from the stability funding floor and, by definition, receive a less favourable settlement than for Scottish councils as a whole, prior to any policy intervention through the 85% funding floor.

- 4.16 Following the postponement of the planned UK Autumn Budget to focus on the immediate pandemic response, a one-year Draft Scottish Budget and Local Government Finance Settlement (LGFS) will be announced on 28 January and thereafter be subject to a shortened process of Scottish Parliamentary consideration. A briefing on the provisional LGFS will be provided to elected members as soon as practicable after the announcement is made, with further updates provided as appropriate at Stages One and Two of its Parliamentary consideration.
- 4.17 Of particular importance in this context, however, will be clarity on whether current-year flexibilities around permitted Council Tax increases² (and where the budget framework correspondingly assumes increases of 4.79% in each of 2021/22 and 2022/23) and application of Integration Joint Board (IJB) savings targets (where application of a c2% savings target, prior to passing on in full relevant additional monies provided through the LGFS, is assumed) will continue. Officers continue to support efforts, through COSLA, to obtain early clarification in these areas. The budget framework assumption of a 0.7% cash-terms reduction in core grant funding, with no specific additional funding for COVID-related impacts, is however considered prudent and may thus provide a level of contingency should one or both of these options not be available.

Financial flexibilities

- 4.18 Members will be aware from previous in-year monitoring updates that Council officers, through COSLA, have been working closely with the Scottish Government to explore a range of potential financial “flexibilities”, to be used as appropriate to individual authorities’ own circumstances, that would have the effect of spreading the cost impacts of the pandemic over a longer period.
- 4.19 Following consultation with the UK Government, three specific measures are able to be applied at this stage to meet COVID-related expenditure:
- (i) utilising capital receipts received in-year in either 2020/21 or 2021/22;
 - (ii) a Loans Fund principal repayment “holiday” which would permit a council to defer repayments in either 2020/21 or 2021/22, but with the amount of this repayment added to the term of the remaining loans fund advance; and,

² The 2020/21 Local Government Finance Settlement permitted authorities to increase Council Tax rates by up to 3% in real terms, with this inflation-based increase calculated with reference to the UK Treasury GDP deflator. Should the equivalent flexibility continue in 2021/22, current rates would permit an increase in line with that proposed.

- (iii) repaying, in accounting terms, the debt element of service concession arrangements within PPP contracts over the life of the asset rather than the current mechanism based on the life of the contract³.

4.20 Should it be permitted, it remains officers' preference to utilise the PPP-based flexibility, adopting an annuity basis of repayment, as this would both maximise the level of retrospective benefit (based on a comparison of sums previously paid and due, in accounting terms, under the revised calculation) and deliver significant savings to the revenue account from 2021/22 onwards, whilst deferring the additional liability relative to current arrangements fully beyond the period of the PPP1 and PPP2 contracts.

4.21 Based on the Council's understanding of relevant guidance, however, at this stage it is proposed to utilise the Loans Fund principal repayment flexibility in 2021/22, thereby creating a reserve equal to the amount of the previously-planned in-year repayment and using this to offset COVID-related pressures in each of the next three financial years.

4.22 A one-year deferral of the principal (debt) element of the Council's planned 2021/22 would allow for the creation of a reserve of some £34m. It is proposed to apply this sum against COVID-related pressures as follows:

Continuing COVID-related impacts "funded" by one-year repayment holiday	2021/22	2022/23	2023/24
	£m	£m	£m
Budget framework assumptions:			
Loss of Lothian Buses dividend	6.000	6.000	6.000
Increased required support for Arm's-Length External Organisations (ALEOs)	3.000	0.000	0.000
Net loss of income, including parking and commercial rentals	3.000	1.000	1.000
Personal Protective Equipment (PPE)	1.000	1.000	1.000
Aligned to available level of flexibility and assuming subsequent demand management/service transformation:			
Temporary accommodation	5.000	0.000	0.000
Total	18.000	8.000	8.000

4.23 Applying the flexibility in the way indicated reduces the 2021/22 savings requirement by £18m. It does, however, give rise to knock-on impacts in 2022/23 and subsequent years as follows:

- (i) as the deferred amount of the repayment requires to be repaid over the remaining term of the loans fund advance, an additional annual liability of £2.5m is created over this period (estimated to be around fourteen years); and,

³ This arrangement would, however, not affect the level of contractual payments made which would remain in line with original agreements.

- (ii) the reduction in mitigating “funding” available between 2021/22 and 2022/23 of £10m adds to the corresponding incremental savings requirement from 2022/23.

- 4.24 Given these increases in subsequent years’ savings requirements and the underlying unaffordability of the current expenditure pressure within the temporary accommodation service, it is also being assumed that, through a combination of improved demand management and service transformation, £5m of the baselined £10m pressure in this area will be managed with effect from 2022/23.
- 4.25 In addition, as part of consideration of the approved savings comprising the budget framework, opportunities to accelerate into 2021/22 £0.528m of pre-approved savings within Communities and Families (primarily those related to reductions in funding to Police Scotland) have been identified.
- 4.26 Taking the measures outlined in the preceding sections as a whole results in a revised position as follows⁴:

	2021/22	2022/23	2023/24	2024/25	2025/26
	£m	£m	£m	£m	£m
Revised savings requirement per Paragraph 4.12	18.661	11.897	25.800	28.000	29.000
Application of financial flexibilities	(18.000)	10.000	0.000	0.000	0.000
Increase in subsequent years' loans charge liability resulting from deferral	0.000	2.500	0.000	0.000	0.000
Assumed management of temporary accommodation pressure	0.000	(5.000)	0.000	0.000	0.000
Acceleration of savings in Communities and Families	(0.528)	0.528	0.000	0.000	0.000
Updated savings requirement prior to consideration of new savings	0.133	19.925	25.800	28.000	29.000

- 4.27 While current pandemic-focused working arrangements and the uncertainty over timing of implementation have made the identification of additional savings correspondingly more difficult, three new proposals are indicated in Appendix 5, approval of which would allow the Council to meet the immediate priority of setting a balanced budget for 2021/22, with a small element of unallocated funding of £0.177m (as shown in Appendix 6).
- 4.28 It should be noted, however, that this budget framework provides no additional recurring funding relative to previous plans for tackling poverty, promoting sustainability and enhancing well-being and thus any such additional investment would need to be provided through reprioritising existing resources. The framework similarly does not include funding to meet, in full, current digital aspirations within schools. The Council’s 2021/31 Sustainable Capital Budget Strategy, a report on

⁴ It is being assumed that, by 2024/25, loss of the funding flexibilities of £8m would be offset by increases in income, or reductions in expenditure, of the same amount, hence there is no overall impact of the loss of this time-limited funding.

which is included elsewhere on today's agenda, also currently shows a £172m funding shortfall.

Edinburgh Integration Joint Board (EIJB)

- 4.29 On 15 December 2020, members of the EIJB considered a report on the initial three-year financial outlook for the Board. This report indicated a projected in-year savings requirement for 2021/22 of £30.3m and £63.5m across the three-year period to 2023/24. These sums include the assumed application of the savings target noted in Paragraph 4.17.
- 4.30 It is envisaged that the Integration and Sustainability Framework, aligned to the EIJB's Strategic Plan and looking at how it best works with staff and the people of Edinburgh in shaping and re-imagining the delivery of community-based services within the level of funding available, will support delivery of longer-term sustainability. In the immediate term, however, work is underway to develop a savings and recovery programme in 2021/22, comprising four elements as follows:
- (i) reviewing previously-approved proposals from 2019/20 and 2020/21;
 - (ii) progressing operational and "grip and control" projects that do not require explicit EIJB approval;
 - (iii) delivering efficiency-based projects under the Transformation Programme; and
 - (iv) developing new proposals that will be presented for approval by the EIJB as part of the financial plan in March 2021.

Future years of budget framework

Best Value Assurance Report recommendations

- 4.31 The Council's Best Value Assurance Report (BVAR) noted a number of observations concerning the setting and subsequent implementation and delivery of the Council's revenue budget. These included continuing shortfalls in savings delivery (and consequent reliance on savings in non-service budgets), a lack of robustness in the implementation plans for some proposals and the potential for the Council's use of reserves to become unsustainable without decisive action.
- 4.32 In seeking to address these concerns, a number of further enhancements have been introduced into this year's process, including updated, detailed and consistently-applied guidance for Finance professionals in assessing the rigour of accompanying savings implementation plans and more general earlier recognition, through discussion and agreement at Corporate Leadership Team, of the impact of underlying service pressures and savings shortfalls on the robustness of the budget framework. An indicative five-year planning timeframe has also been adopted.
- 4.33 In addition, the budget process has included detailed review of non-service budgets, reserves, the availability of financial flexibilities to spread the pandemic's financial impacts over a longer and more manageable timeframe and consideration

of likely project management and other required support to aid subsequent savings delivery.

- 4.34 The BVAR also recommended that the Council adopt a longer-term financial planning horizon once the on-going impacts of the pandemic upon the Council and its ALEOs become clearer. Given, however, the announcement on 5 January 2021 that Edinburgh and all other mainland authorities in Scotland would be returning to arrangements akin to the March 2020 lockdown and the significant consequent increase in uncertainty and risk that any longer-term budget is based on incomplete information or flawed assumptions, the primary focus of activity has reflected the Council's statutory responsibility to set a balanced budget for the following year by 11 March. This shorter, one-year timeframe is consistent with both the UK and Scottish Governments and councils elsewhere in Scotland.
- 4.35 In view of the immediacy of the Council's pandemic response, the budget for 2021/22 will therefore be underpinned, in the main, by shorter-term tactical measures (including those related to the Information and Communications Technology contract extension, reducing our number of staff and taking full advantage of financial flexibilities provided by the Scottish Government) whilst preparing for broader reforms and major changes to services from 2022 onwards. This longer-term review will include the Council's ALEOs.
- 4.36 Over the next five years, due to a combination of rising demand, inflationary pressures, legislative reform and a level of funding that is not expected to keep pace, the Council will need to save more than £100 million whilst maintaining an appropriate level of reserves. This sum is in addition to over £350 million of savings delivered since 2012/13. This will inevitably mean taking difficult decisions about where it is going to invest to progress its priorities and what it will scale back, deliver differently or, in some cases, stop. Once the financial position is clearer, a strategic long-term financial plan, guided by the overarching vision, principles and priorities set out within the Business Plan: *Our Future Council, Our Future City* (included as Appendix 7), will therefore be developed to maintain its financial sustainability.

Business Plan: Our Future Council, Our Future City

- 4.37 The new Council business plan lists our key deliverables for the next three years. As recommended by the Best Value Assurance Report it is clear on both our collective strategic priorities and direction of travel. The tone of the business plan is optimistic about Edinburgh's future but sets this against the financial challenges detailed in this report. Indeed, these challenges only further evidence the need for significant change in how we work.
- 4.38 There are three priorities in 'Our Future Council, Our Future City':
- (i) ending poverty and preventing adverse outcomes such as homelessness and unemployment;
 - (ii) becoming a net-zero city; and,
 - (iii) ensuring wellbeing and equalities are enhanced for all.

- 4.39 The plan is aimed at shaping Edinburgh’s “fair and green” recovery from the pandemic in the years ahead and is intended to be considered hand in hand with the budget framework. Through the Business Plan and our on-going budget planning we’ll also be driving forward the [aims set out in Edinburgh’s Community Plan](#). The priorities, shared by all members of the Edinburgh Partnership, are that all citizens have:
- (i) enough money to live on;
 - (ii) opportunities to work, learning and training; and,
 - (iii) a good place to live.
- 4.40 While the business plan focuses on deliverables over the next three years, its actions go beyond this timeframe and speak to our 2050 City Vision for a thriving, welcoming, fair and pioneering city. Successful delivery of the business plan will also show progress towards our 2030 poverty target and ambition to be carbon-neutral by 2030.
- 4.41 While much of the work set out in the business plan is underway, formal reporting will begin when we finalise the 2020/21 annual performance report at Council in May. The new planning and performance framework will provide a clear link between our business plan, key strategies, annual directorate plans and the supporting performance framework including benchmarking. The framework will be underpinned by a cycle of ‘plan, do, check and review and act’ at all levels and will drive a culture of continuous improvement.
- 4.42 A more detailed report on our approach to integrated performance and planning, our SMART KPIs and monitoring/scrutiny cycles will be submitted to Council in May 2021. A strategy map is included in the business plan which sets out our outcomes, actions and initial areas of measurement. These will be further developed over the coming months in preparation for the commencement of the new planning and performance framework.
- 4.43 The business plan will be a live document and we will continue to update it in line with reporting cycles. We will develop a communications strategy to ensure it reaches citizens through our media outlets and through our frontline services, when it is safe to do so.

Realignment and reprioritisation of Council’s reserves

- 4.44 The Risks and Reserves report included elsewhere on today’s agenda sets out the basis of a proposed realignment and reprioritisation of the Council’s reserves, consistent with the budget framework risks outlined elsewhere within this report. Given the improved, balanced in-year revenue monitoring position now being forecast, the Council’s reserves as of 31 March 2021 are expected to comprise four main elements:

- (i) an **increased unallocated General Fund balance** of £25m, equating to around 2.3% of the Council's net expenditure and being more in line with other authorities in Scotland;
- (ii) a series of **ringfenced reserves maintained for statutory⁵ or specific policy⁶ reasons** or to reflect timing differences between the receipt of income and its subsequent application, together totalling £55m;
- (iii) a **workforce transformation reserve** of £15m, less commitments incurred as part of the recent targeted staff release programme for senior managers, to facilitate organisational restructuring and deliver associated recurring efficiency savings; and
- (iv) a **COVID contingency reserve** of £16m, acknowledging the continuing uncertainty of the recurring impacts of the pandemic on, in particular, income levels in key areas such as parking, commercial rentals and other fees and charges.

4.45 Creation of the last-mentioned reserve, alongside both what are considered to be prudent planning assumptions in respect of grant funding levels and the potential for further in-year pressures mitigations and savings implementation plans to be developed, provides a degree of assurance against potential downside risks within the framework, particularly the ability to apply the assumptions around Council Tax increases and IJB savings targets.

Spend to Save proposals for Green Recovery

4.46 In considering the Revenue Budget 2020/21 – Progress Update report at their meeting on 24 September 2020, members of the Committee requested that relevant costed proposals meeting Spend to Save criteria be brought forward within two cycles, taking into account suggestions put forward in February 2020 budget motions, the first report of the Edinburgh Climate Commission, the Sustainability Programme and the Adaptation and Renewal Programme Update report of 6 October.

4.47 Work continues on developing the Council's wider Sustainability Plan, including "Net-Zero" investment priorities, with an update presented to the Policy and Sustainability Committee on 1 December. After taking account of payback periods and other potential sources of funding, investment from the Council's Spend to Save fund could, subject to development of detailed business cases, contribute positively in two main areas.

Solar Photovoltaics (PV) Fund

4.48 There may be opportunities for the Council to use spend to save money to operate in a similar way to the existing Edinburgh Community Solar Co-Operative and install solar panels on roofs of suitable properties or land. Upfront investment would be

⁵ Including the Insurance Fund, Council Tax Discount Fund (ringfenced for the provision of affordable housing), licensing reserves and sums set aside under the Devolved School Management (DSM) scheme.

⁶ Including the Spend to Save and City Strategic Investment Funds.

provided from the fund, with payment then received from the Council and/or its ALEOs for energy used (with each benefiting from reduced/fixed-cost green electricity).

- 4.49 Additional, or reprioritised, resources would be required to manage the scheme, with a number of technical and legal considerations also requiring to be addressed. The Council would furthermore need to assess potential take-up for this form of funding. Simple paybacks would be expected to be around twelve to fourteen years (thus requiring changes to current Spend to Save criteria). It may be possible, however, to consider more flexible methods of repayment to offer some short-term revenue savings to participating organisations.

Energy Efficiency/Renewables Fund for ALEOs

- 4.50 There may be opportunities to mirror the arrangements the Council has in place whereby former CEEF funding is combined with SALIX funding to operate a revolving loans fund. There may also be an opportunity for the Scottish Government to provide match funding for this. Projects operate on the basis of payback (i.e. 10 years for energy works or 12 years for renewables), with attention also given to CO₂ savings and repayment over the lifespan of the technology concerned. This may be an easier option to implement as SALIX would provide a lot of the support but this would again be dependent upon potential take-up amongst partner organisations. As with existing schemes, there would be some potential risks, such as disposal of buildings during payback period (and thus loss of the energy savings “funding” to repay the initial savings) so this would also need to be considered.

Green Growth Accelerator (GGA)

- 4.51 The Green Growth Accelerator (GGA) was announced as part of the 2019/20 Programme for Government with the intention of unlocking up to £200m of additional resources for investments which can reduce greenhouse gas emissions.
- 4.52 The GGA is built on the principles developed for the new Learning Estate and Investment Programme (LEIP) which itself builds on the existing Growth Accelerator Model (GAM) initiative, a revenue finance model in which a local authority commits to deliver defined, measurable outcomes that are enabled or underpinned by investment in infrastructure. Where these are met, the Scottish Government makes regular revenue payments for a set period (typically 25 years although the GGA could be shorter at 10 to 20 years) reflecting the value of the outcomes achieved. A similar arrangement is already in place for the St James Quarter development.
- 4.53 The implementation of the GGA was delayed as a result of the pandemic but is now proceeding with the intention that a small number of Local Government-led pathfinder projects should go ahead next financial year, with a report being considered by COSLA Leaders on 29 January. Members will be kept apprised as the scheme develops.

5. Next Steps

- 5.1 Following consideration by the Committee, the proposals set out in Appendix 5 will be referred to Council for decision as part of the budget-setting process. Given the timing of the provisional Local Government Finance Settlement, however, members will also be kept apprised of the impact of this and other announcements or clarifications insofar as they affect the budget framework.

6. Financial impact

- 6.1 If all approved, the proposals set out in Appendix 5 provide the potential to set a balanced budget for 2021/22, based on the key current assumptions set out within the framework. In addition, the report sets out the basis of a proposed re-alignment of the Council's reserves which, along with a number of other measures set out, provides a degree of contingency against the risks outlined in the Risks and Reserves report included elsewhere on this meeting's agenda.

7. Stakeholder/Community Impact

- 7.1 A detailed report elsewhere on today's agenda summarises the response to the Council's recent engagement on budget priorities for 2021/22 and beyond and includes relevant supporting material from other engagement activity on priorities and life experiences during the COVID-19 pandemic.

8. Background reading/external references

- 8.1 [Revenue Budget 2020/21: progress update](#), Finance and Resources Committee, 3 December 2020
- 8.2 [Financial Framework 2021-2024](#), Edinburgh Integration Joint Board, 15 December 2020
- 8.3 [Revenue Budget 2020/23: 2020/21 month five position and framework assumptions update](#), Finance and Resources Committee, 29 October 2020
- 8.4 [Finance Update](#), Edinburgh Integration Joint Board, 27 October 2020

9. Appendices

- 9.1 Appendix 1 - Revised baseline savings requirements, taking account of on-going COVID impacts, 2021/22 to 2025/26 - as reported to Finance and Resources Committee, 29 October 2020
- 9.2 Appendix 2 - Projected non-COVID recurring pressures, provision for which now included in budget framework

- 9.3 Appendix 3 - Previously-approved savings and investment reductions assessed as deliverable at this time (and thus included in budget framework)
- 9.4 Appendix 4 - Previously-approved savings and investment reductions not assumed in budget framework at this time
- 9.5 Appendix 5 – Additional savings proposals for consideration by elected members, 2021/22 to 2023/24
- 9.6 Appendix 6 - Revised budget framework position, 2021/22 to 2025/26
- 9.7 Appendix 7 – Council Business Plan: Our Future Council, Our Future City

Revised baseline savings requirements, taking account of on-going COVID impacts, 2021/22 to 2025/26 - as reported to Finance and Resources Committee, 29 October 2020

	2021/22	2022/23	2023/24	2024/25	2025/26
	£m	£m	£m	£m	£m
Unfavourable changes to current planning assumptions:					
Continuing loss of Lothian Buses dividend	6.0	0.0	0.0	0.0	0.0
Continuing loss of other income (including parking and property rentals)	3.0	(2.0)	0.0	0.0	0.0
Recurring increase in homelessness costs	10.0	0.0	0.0	0.0	0.0
Recurring increase in Personal Protective Equipment (PPE) costs	1.0	0.0	0.0	0.0	0.0
Recurring increase in net provision for ALEOs	3.0	0.0	0.0	0.0	0.0
(i) total recurring financial impacts of pandemic on core budgets	23.0	(2.0)	0.0	0.0	0.0
(ii) carry-forward into 2021/22 of savings not delivered/on-going pressures	10.0	0.0	0.0	0.0	0.0
(iii) updated deliverability assessment of 2021/22 and 2022/23 savings	5.0	5.0	0.0	0.0	0.0
Consolidation of Scottish Local Government Living Wage	5.0	0.0	(1.0)	0.0	0.0
Reassessment of required inflation-linked uplift for non-pay costs	(1.0)	(0.5)	0.0	0.0	0.0
Council Tax - changes in base/assumed collection levels	(5.5)	0.0	0.0	0.0	0.0
Loans charges - additional savings based on net slippage in 2020/21 of £180m (in addition to £4m already within framework; 2021/22 only)	(6.0)	6.0	0.0	0.0	0.0
ICT contract extension savings	(1.0)	0.0	0.0	0.0	0.0
Unallocated funding within 2020/21 budget, net of corporate adjustments	(4.8)	0.0	0.0	0.0	0.0
Reduced short-term funding for asset life reprofiling (roads and infrastructure; 2021/22 only)	(1.0)	1.0	0.0	0.0	0.0
Past service pension costs - incremental reductions in liability	(0.5)	(0.3)	(0.2)	0.0	0.0
Savings from staff release (in addition to those already assumed in budget framework)	(7.2)	(3.7)	0.0	0.0	0.0
(iv) other savings and additional income, offsetting increased requirements in (i), (ii) and (iii) above	(27.0)	2.6	(0.2)	0.0	0.0
Estimated in-year savings requirement (for years beyond current period of budget framework)			27.0	28.0	29.0
Net additional savings requirement	16.1	5.6	25.8	28.0	29.0

Key budget planning assumptions as of 29 October 2020:

	2021/22	2022/23	2023/24	2024/25	2025/26
Pay awards	3%	3%	3%	3%	3%
EIJB savings target	c. 2.2%	c. 2.2%	TBC	TBC	TBC
General Revenue and NDR Funding year-on-year change	-0.7%	-0.7%	-0.7%	-0.7%	-0.7%
Council Tax increase	4.79%	4.79%	3%	3%	3%
Fees and charges increase	5%	5%	5%	5%	5%

Projected non-COVID recurring pressures, provision for which is now included in budget framework

	Directorate	Description	£m
Schools Non-Devolved	Communities and Families	Recurring Pressure	0.500
Third Party Grants	Communities and Families	Recurring Pressure	0.440
Community Access to Schools	Communities and Families	Recurring Pressure	0.380
Library Books	Communities and Families	Non-delivered 20/21 saving	0.074
Total Communities and Families			1.394
Residual Budget Gap	Place	Recurring pressure	2.445
Waste and Cleansing	Place	Recurring pressure	2.380
Area-Based Regeneration/Place Development	Place	Recurring pressure	0.440
Parks and Greenspace	Place	Recurring pressure	0.308
Scientific, Bereavement and Registration	Place	Recurring pressure	0.320
Strategic Transport	Place	Recurring pressure	0.290
Fleet	Place	Recurring pressure	0.250
Auto-renewal of registrations and permits	Place	Non-delivered 20/21 saving	0.100
Various	Place	Recurring mitigation	(0.700)
Total Place			5.833
Property and Facilities Management (PFM) - Legacy Pressures incl. Asset Management Strategy	Resources	Recurring pressure	2.378
Less reprofiling of repairs and maintenance expenditure until later years	Resources		(2.000)
PFM - term-time holiday pay; Janitorial Review; Security Contract	Resources	New Pressure	0.300
Advertising Income	Resources	Non-delivered 20/21 saving	0.300
Total Resources			0.978
Total service pressures			8.205
Efficiencies Programme	Council-wide	Non-delivered 20/21 saving	2.000
Chief Officers and Senior/Middle Management Review	Council-wide	Non-delivered 20/21 saving	0.513
Income Maximisation	Council-wide	Non-delivered 20/21 saving	0.500
Workforce efficiency - agency/overtime	Council-wide	Non-delivered 20/21 saving	0.250
Pay-related allowances	Council-wide	Non-delivered 20/21 saving	0.200
Travel and mileage (review)	Council-wide	Non-delivered 20/21 saving	0.200
Standalone water coolers - remove	Council-wide	Non-delivered 20/21 saving	0.055
Review of car parking costs	Council-wide	Non-delivered 20/21 saving	0.050
Mobile phones - reduce specification and volume	Council-wide	Non-delivered 20/21 saving	0.050
Total Council-wide pressures			3.818
Total Pressures including Council-wide			12.023

Previously-approved savings and investment reductions assessed as deliverable at this time (and thus included in budget framework)

		2021/22	2022/23
	Directorate	£m	£m
Borrowing Costs	Corporate	4.000	4.000
Procurement	Corporate	0.100	0.100
Council Tax	Corporate	5.400	5.700
Council company dividends	Corporate	(0.250)	0.000
EIJB efficiency	Corporate	4.700	4.600
Total Corporate		13.950	14.400
Continuation of RPI+2%	Council-wide	1.500	1.500
Chief Officers and Senior/Middle Management Review	Council-wide	1.604	2.518
Total Council-wide		3.104	4.018
Early Years (restructure of staffing) (note 1)	Communities and Families	0.300	0.000
Quality Improvement Officers (note 2)	Communities and Families	0.120	0.000
School Efficiencies (DSM) (note 3)	Communities and Families	0.600	0.000
Police Funded Officers - acceleration from 2022/23	Communities and Families	0.478	0.000
Strategic Service Reviews: Libraries and Adult Learning (note 4)	Communities and Families	0.250	0.000
Library Opening Hours – acceleration from 2022/23 (note 4)	Communities and Families	0.050	0.000
Instrumental Music Service (note 5)	Communities and Families	0.150	0.000
Edinburgh Leisure (note 6)	Communities and Families	0.380	0.000
Total Communities and Families (including accelerated savings)		2.328	0.000
Statutory Consents	Place	0.040	0.025
Parks and Green Spaces	Place	0.100	0.000
Parking action plan phase 2	Place	0.520	0.000
Culture Services Review of Museums and Galleries	Place	0.150	0.000
Culture Service (Income Maximisation)	Place	0.038	0.000
Cashless Parking - remove cash for car parking across the city	Place	0.150	0.000
Development and Business Services Operating Model	Place	0.950	0.300
Scientific, Bereavement and Registration Services	Place	0.090	0.000
Depots and Yards	Place	0.210	0.000
Roads - Revenue to Capital (one-off)	Place	(0.500)	0.000
Total Place		1.748	0.325
Digital delivery	Resources	0.250	0.190
Property investment and additional investment	Resources	(0.850)	0.000
Edinburgh Shared Repairs - Management Resource and Income Generation	Resources	0.000	0.007
Resources Directorate Workforce Savings	Resources	0.110	0.110
Total Resources		(0.490)	0.307
Total pre-approved savings		20.640	19.050
Investment Reduction			
Home to School Transport	Communities and Families	0.500	0.000
Total (all savings and investment reduction)		21.140	19.050

Note 1 - The saving reflects the full-year effect of measures implemented in 2020/21.

Note 2 - The saving reflects the full-year effect of measures implemented in 2020/21.

Note 3 - The saving reflects the full-year effect of measures implemented in 2020/21.

Note 4 - The savings will be delivered through reviewing management and central structures.

Note 5 - The savings will be delivered through vacancy management and re-designing the tuition timetable to deliver operational efficiencies.

Note 6 - The Council provides an annual pay-related uplift of £0.380m to Edinburgh Leisure. In 2021/22, this uplift will be offset against an assumed saving of the same amount, resulting in the provision of a management fee that is unchanged in overall terms. The budget framework also contains additional investment of £3m for support of the Council's ALEOs, including Edinburgh Leisure.

Previously-approved savings and investment reductions not assumed in budget framework at this time

		2021/22	2022/23
	Directorate	£m	£m
Efficiencies Programme	Council-wide	2.000	2.000
Mobile phones - reduce specification and volume of devices	Council-wide	0.050	0.050
Approach to charging (Income maximisation)	Council-wide	0.500	0.500
Digital Strategy - Smart City	Council-wide	0.250	1.250
Redesign approach to our assets (including Letting and Catering Reviews)	Council-wide	0.500	1.500
Total Council-wide		3.300	5.300
Edinburgh Leisure Service Payment	Communities and Families	0.120	0.500
Review relationship with Edinburgh Leisure	Communities and Families	0.500	0.000
Police Funded Officers	Communities and Families	0.000	0.022
Instrumental Music Service	Communities and Families	0.000	0.350
Fee Paying Adult Education	Communities and Families	0.200	0.000
Strategic Service Reviews: Libraries and Adult Learning	Communities and Families	0.000	0.250
Library Opening Hours	Communities and Families	0.000	0.950
Library books - return to original library	Communities and Families/Resources	0.100	0.000
Night Noise team	Communities and Families	0.100	0.000
Total Communities and Families		1.020	2.072
Depots and Yards	Place	0.290	0.000
Parking action plan phase 2	Place	0.000	0.625
Culture Services Review of Museums and Galleries	Place	0.000	0.350
Culture Service (Income Maximisation)	Place	0.000	0.000
Cashless Parking - remove cash for car parking across the city	Place	0.050	0.000
Auto renewal of registration and permits (incl garden waste)	Place	0.100	0.000
Total Place		0.440	0.975
Edinburgh Shared Repairs - Management Resource and Income Generation	Resources	0.008	0.000
Total Resources		0.008	0.000
Total pre-approved savings		4.768	8.347
Investment Reduction			
Home to School Transport	Communities and Families	0.000	0.500
Community Access to Schools	Communities and Families	0.320	0.000
Property and Facilities Management	Resources	0.500	0.500
Total (all savings and pressures mitigations)		5.588	9.347

The above savings are not assumed within the budget framework at this time due to the associated high degree of confidence required for inclusion. Work will, however, continue over the coming months with a view to developing suitably-robust implementation plans to support their incorporation.

Proposal:	Renting of Assets for 5G nodes		Current Cost:	n/a	Saving by 2024:	£100k income pa
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Directorate:	Council-wide	Service Area:	n/a	Operational Lead:	Nicola Harvey	Finance Lead:	Iain Shaw
Change Area:	Tactical	IIA Required:	N				

Savings Profile:	2021/22	2022/23	2023/24
(Income)	£0.050m	£0.050m	-

Description:	<ul style="list-style-type: none"> The Scottish Government released the 5G Strategy for Scotland in August 2019 - https://www.gov.scot/publications/forging-digital-future-5g-strategy-scotland/ The strategy encourages local authorities to assist with the rollout of this technology and work with telecoms providers to assist the proliferation of 5G technology across Scotland. The introduction of the Electronic Communication Code (ECC - December 2017) changed the charging structure for the hosting of telecoms equipment. It is not prescriptive, but CEC will work with other Scottish Cities through the Smart Cities Alliance to form a standardised charging structure for telecoms providers. Our intention is to provide a simple process to enable 5G providers to site masts and cells across the city and leverage opportunities to use Council assets for these sites to gain an income stream from rental agreements, ensuring we receive full market value. Income would come from one-off payments of between £3k and £5k for rental of mast or small cell space and ongoing rental income from small cells deployed e.g. on street furniture or masts on roof tops. An example would be income of £20k pa from ten masts and £50k from 200 small cells deployed on street furniture as well as £30k pa one off rental agreements for 6-10 masts. Place colleagues from Planning and Roads as well as property colleagues within Resources will require to be involved, as nodes will be placed onto current assets.
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Outcomes:	<ul style="list-style-type: none"> Maximise the rollout of 5G across Edinburgh Support the 5G Strategy for Scotland Support the aspirations in the 2050 City Vision and our Digital and Smart City Strategy to enable Edinburgh to be a world-leading smart city Support the opportunities for world-class connectivity for our citizens, businesses and visitors.
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IIA Consideration:	N/A
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Proposal:	Print, Mail and Scan Strategy Deployment			Current Cost:	Approx. £1.7m P/A	Saving by 2024:	TBC - Once Audit of Our Estate is complete Q1 2021
Directorate:	Resources	Service Area:	Council-wide	Operational Lead:	Nicola Harvey	Finance Lead:	Iain Shaw
Change Area:	Printing, Mailing an Scanning processes.	IIA Required:	N				

Savings Profile:	2021/22	2022/23	2023/24
	£0.100m	£0.000m	£0.000m

Description:	Deployment of the CEC-wide print mail and scan strategy to commence as agreed by CLT on 4.11.2020. Next steps are to continue with the deployment and planning and secure a new Multi-functional Device (MFD) service provider. An audit of devices will begin in the first quarter of 2021 following approval to proceed from the Finance and Resources Committee. Savings have been estimated at a 10% reduction year-on-year on copier click volumes. These will be taken from service areas' budgets each year with a historical estimated split 70% Learning and Teaching and 30% other services.
Outcomes:	A detailed and costed savings plan will be produced and agreed as part of the Smart Cities Project Board as indicated in the strategy. So far across Customer £80k has been delivered during 2018/19 and £100k estimated in 2020/21 under the paperless strategy. Further savings for 2021/22 will be profiled once new supplier completes an audit of our estate Q1 2021.
IIA Consideration:	It is not anticipated that an Integrated Impact Assessment is required as this proposal is for the reduction of printing functionality internally in the organisation and in line with the Council's Print Mail and Scan Strategy.

Proposal:	Garden Waste Collection Service – Full Cost Recovery			Current Cost:	Cost - £2.48m Income - £1.85m	Saving by 2024:	Cost recovery - £0.320m
Directorate:	Place	Service Area:	Waste and Cleansing	Operational Lead:	Gareth Barwell / Louise Wood	Finance Lead:	Susan Hamilton
Change Area:	Tactical	IIA Required:	Y				

Savings Profile:	2021/22	2022/23	2023/24
	£0.160m	£0.160m	£0.000m

Description: Following its implementation in 2018, the annual charge for the garden waste service has remained at £25 per bin. This rate was proposed based on assumptions in the Business Case for the charge (including sign up levels, resourcing requirements and administration costs). It is recognised that this rate does not fully cover the costs of administering the subscriptions and undertaking collections (which are chargeable under legislation). The revised rate would be implemented from the 2021/22 collection year, for which the registration period will commence in summer 2021.

This proposal recommends a revised rate of £35 per bin for approval. This is based on full-cost recovery for the chargeable elements of the garden waste service factoring in known costs and resourcing demands based on the initial two years of the subscription service. Benchmarking against other Scottish Local Authorities who charge for this service has shown that the charge of £35 is consistent with the services offered by them.

Outcomes:

- Full-cost recovery for the garden waste collections
- Investment in administration support and system development to allow the mid-year sign up window to be greatly expanded addressing the high levels of complaints from residents and councillors on the restriction of the current window timescales and the inability to join if these are missed.

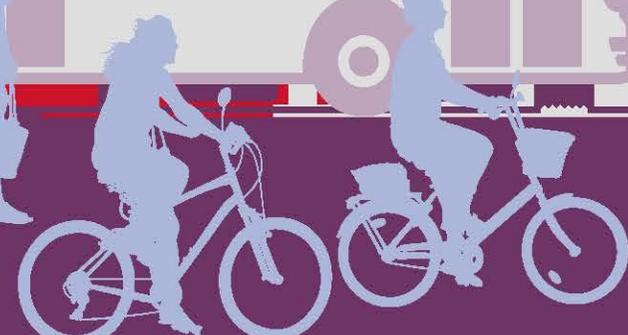
IIA Consideration: By increasing the charging for the removal of garden waste, groups of individuals who are in need may be affected. However, the likelihood is that the impact is reduced as there are policies in place for free garden waste uplift, for example for Council Tax Reduction Scheme and those registered as severely mentally impaired. There have been relatively few complaints about the charge itself (after the first year). Most complaints relate to the systems used, in particular the system of fixed registration windows.

Revised budget framework position, 2021/22 to 2025/26

	2021/22	2022/23	2023/24	2024/25	2025/26
	£m	£m	£m	£m	£m
Net additional savings requirement per Appendix 1	16.050	5.550	25.800	28.000	29.000
<i>Changes relative to position considered by Finance and Resources Committee on 29 October:</i>					
Increase in provision for pressures (revised composition as shown in Appendix 2)	2.023	2.000	0.000	0.000	0.000
Increase in provision for non-delivery of savings (per Appendix 4)	(0.232)	3.347	0.000	0.000	0.000
Increase in provision for non-delivery of savings implicit in investment reduction (per Appendix 4)	0.820	1.000	0.000	0.000	0.000
Application of financial flexibilities (see Paragraph 4.22 of main report)	(18.000)	10.000	0.000	0.000	0.000
Increase in on-going loans charge liability as a result of loans fund repayment deferral	0.000	2.500	0.000	0.000	0.000
Assumed management of temporary accommodation pressure	0.000	(5.000)	0.000	0.000	0.000
Less acceleration of savings in Communities and Families	(0.528)	0.528	0.000	0.000	0.000
New savings identified:					
Renting of assets for 5G nodes	(0.050)	(0.050)	0.000	0.000	0.000
Print, Mail and Scan Strategy Development	(0.100)	0.000	0.000	0.000	0.000
Increase in garden waste charge based on full-cost recovery	(0.160)	(0.160)	0.000	0.000	0.000
Revised position	(0.177)	19.715	25.800	28.000	29.000

Business Plan

Our Future Council, our Future City



◆ EDINBURGH ◆
THE CITY OF EDINBURGH COUNCIL

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Introduction

We spent most of 2020 facing up to enormous challenges that none of us could ever have predicted. The global pandemic brought immense change and a great deal of uncertainty. It also shone a light on the health of our people and planet as well as underlining the need to protect and support the most vulnerable in society.

Our focus throughout has been on keeping essential public services running and delivering support to those who need it the most. As leaders of our Council, we have never been prouder of the resilience and dedication demonstrated by staff right across council services.

Now, even as we continue to deal with the pandemic and all its challenges, we need to plan for a fair and green recovery for our city. We want to hold onto the many positives to have come out of our collective response to this crisis: kindness and community spirit, collaboration, new ideas and smarter, more sustainable ways of working and living. We have also held onto our aspirations as a capital. We will continue to support our residents to get the most out of living in Edinburgh and meet our obligations to Edinburgh's young people by providing more equal and inclusive learning pathways. We will also fulfil The Promise to our care leavers so that each and every young person can meet their potential.

Our residents have told us that they want Edinburgh to become a sustainable, fair and thriving city. Now, more than ever, we must stay true to our commitments. We must build on our success as a capital city with such a high

quality of life to end poverty, to become a net zero city by 2030 and to improve the wellbeing of our residents across the whole city.

These are ambitious aims and to meet them we need to do more than simply strive to return Edinburgh to where it was before the pandemic. We must take on board the lessons we have learned and build back better.

This means continuing to promote fairness and tackle inequality, to build affordable and sustainable homes and to create safe and welcoming communities. We will also develop and support a network of '20-minute neighbourhoods' where public transport and active travel are the best options for getting around and our streets are designed for people, supporting their local businesses. We will also invest in new, modern inclusive schools and early years facilities for our children and young people, better engage with our local communities and create a strong and positive culture for our colleagues to support them in delivering services for our residents.

This Business Plan sets out how we will achieve the Council's priorities and how we will drive forward the [aims set out in Edinburgh's Community Plan](#). We want to make sure our residents have enough money to live on, opportunities to work, learning and training and that Edinburgh remains a good place to live for everyone.

This marks an exciting new opportunity for us, one that will make sure we are shaping the future and the responding positively to the challenges it will bring.

Executive summary

This plan has been developed to cover the next three years. It will act as a guide to make sure we focus on our priorities and deliver real improvements. It is also a guide for our partners, local businesses and communities who are all part of **Our Future Council; Our Future City**.

Continuing the fight against Covid-19

A lot has changed in Edinburgh since March 2020, but we have continued our work to support communities and businesses. In the first weeks of the initial lockdown, our Contact Centre team handled 12,000 calls, providing guidance and support to vulnerable and shielded residents. Council Resilience Centres meant appropriate face to face services could be continued, with almost 6,000 citizens making use of these essential services between April and September. We processed over 8,000 applications for crisis support which was a 76% increase on the same period in 2019 and there was a 100% increase in take up of free school meals, with direct payments made to families throughout lockdown and school holidays. We also processed over £110 million of Business Support Grants to support the city's businesses and the economy. No matter what new challenges the pandemic brings, this Council will continue to respond quickly to make sure our services are maintained, businesses are supported and the most vulnerable people in the city get the help they need.

This work can only be done in close partnership with the third sector, volunteers and our communities. With third sector partners we have set up Locality Operation Groups to provide practical and professional support to the children and families most in need of help and support. Barriers that have prevented collaboration in the past have been overcome in the face of a crisis. As we plan for recovery, we will embrace these changes, be that in working in new ways with the third and voluntary sector, or simply equipping and

supporting residents and local businesses to play a more active role in maintaining their local environment and helping each other out.

Managing the ongoing budget challenge

Continuing to respond to an emergency of this scale does not come without additional risks and challenges. For our Council, the pandemic so far has brought around £85 million of additional financial pressures in either increased spend or lost income. We have a strong track record of successfully delivering balanced budgets, but the scale of this new challenge is acute. Closing the gaps in our budget for this year and future years will mean reprioritising our services and reforming how we operate. This means that for the 2021/2022 budget we will be taking forward a number of short-term measures to help us deliver our pandemic responses, while also balancing our financial position and preparing for broader reform and major changes to services from 2022 onwards.

Our priorities

Both Covid-19 and the financial pressures on our budget mean we need to look again at how we deliver services. Over the coming years we will continue to focus on our three priorities:

- ending poverty and preventing adverse outcomes such as homelessness and unemployment
- becoming sustainable and net zero city
- making sure wellbeing and equalities are enhanced for all.

These will be aligned with the priorities set out in the Edinburgh Partnership Community Plan which were developed based on feedback from

communities. The priorities, shared by all members of the Edinburgh Partnership, are that all citizens have:

- enough money to live on
- opportunities to work, learning and training
- a good place to live.

Our Future Council

We need to work differently to deliver our priorities and those of the Edinburgh Partnership in a way that is financially sustainable. We need to be a Council that is more agile, more empowering of others and more connected to our citizens lives and communities. It means carrying on with the changes prompted through the city's response to the Covid-19 crisis and taking that learning into every aspect of the organisation.

It means structuring and delivering services differently, working with communities and using existing buildings within each community. In doing so we will work with equality groups to consider the needs of all our citizens.

It means having accessible technology to support digitally excluded citizens and the tools to allow our teams to deliver services digitally more effectively and efficiently.

It means building our resilience to a future crisis having learned first-hand from the experiences of Covid-19. We will build public health considerations into all our services and show how this approach can protect the city and economy from future shocks. By building an increased focus on public health into our future plans, we will look at everything from our use of our green spaces to how we use public transport in a crisis.

Most of all it means delivering a future organisation where we tailor support for everyone who needs help and where citizens feel their council is always on their side. This will be a new way of working for all parts of our organisation and it will need a new relationship between the Council and our colleagues, the people using our services and with our partners in the third and private sectors and across other public agencies.

This Future Council also requires a further evolution in the culture of the organisation. We must focus on empowering our colleagues and involving them in changes at a much earlier stage, as well as being honest about the impact of change on our teams and services. And it requires a culture that is more inclusive, where people feel safe and able to raise concerns and potential risks knowing that they will be responded to fairly and effectively.

This Business Plan marks an exciting new opportunity for us to make these changes and make sure that we can shape the future and respond positively to the challenges it will bring.



Business Plan structure

This Business Plan describes the approach we will take to deliver our priorities in the form of 15 outcomes with actions. This plan stands as one part of a golden thread linking and guiding our operations, through to the shared goals and commitments of the Edinburgh Partnership and towards our long term ambitions for [Edinburgh to be a fair, welcoming, pioneering, and thriving city, as expressed by the 2050 Edinburgh City Vision](#). These priorities represent a core focus for all our teams over the next phase of the city's development and for the way we will reform our services.

How we work with partners

Shared outcomes and joint working

The ambitions we have for Edinburgh cannot be met by the Council, or any other organisation, working on its own. Through the [Edinburgh Partnership](#) we are committed to working with our community planning partners – including public, private, and third sector leaders and their organisations – across the city to deliver the outcomes and goals we all share, and which can only be achieved when we work together. [The Edinburgh Partnership Community Plan 2018- 2028 describes the framework](#) for that joint working where there is a focus on action to end poverty and three specific outcomes to which all partners are committed. We want to make sure that residents across all parts of Edinburgh have enough money to live on, access to work, training and learning opportunities, and a good place to live.

- **Enough money to live on.** All partners are committed to working together to deliver a more coordinated approach to income maximisation, support and advice services. The plan aims to make sure all residents have access to income maximisation support where and when they need it and receive the same high-quality support wherever they are in the city.
- **Access to work, training and learning opportunities.** Partners are committed to working together to provide new and additional targeted support to help people into work, training or learning. This includes planning of intensive integrated family support programmes, support for people on release from prison and support for care experienced young people.
- **A good place to live.** The places people live and work, their connections with others and the extent to which they can influence the decisions that affect them, all have a significant impact on their quality of life and wellbeing. Towards this, all partners are committed to working together to

create good places to live in Edinburgh and accessible and open places, with good links to health, childcare, and other services. Partners are also committed to maximising the availability of land for affordable homes and the strategic value of Edinburgh's public sector estate.

We work locally with partners in Locality Partnerships within this framework to make sure the actions we take are focused on the things that matter most to citizens in every area of the city.



Ending poverty by 2030

Outcome 1

On track to end poverty in Edinburgh by 2030 by meeting the targets set by the Edinburgh Poverty Commission

- As a first step of **The City of Edinburgh Council End Poverty Plan 2020-30**, during the next 12-18 months we will:
 - deliver people-centred income **maximisation, family and household support services** with Edinburgh Partnership on a single city-wide approach to commissioning advice services, and aim to extend into all city communities, holistic support to improve financial resilience, health and wellbeing for people who are already in or are at risk of being in poverty - this will support the delivery of the Community Plan 'Enough money to live on' priority
 - work with the new **End Poverty Edinburgh citizen group** and embed citizens' voices in the design of approaches to end poverty
 - work to **'poverty proof'** all our services by expanding the successful 1in5 programme and continue to tackle child poverty
 - continue to provide and co-ordinate immediate support for those in financial hardship and experiencing food insecurity by working with our partners to develop a long-term support and intervention strategy to prevent food poverty and food insecurity in all our communities.

Outcome 2

On track to deliver new prevention service models

- We will create a **new prevention service model** for people focused services aimed at preventing poverty and its outcomes. This is a long-term programme of organisational change that will make prevention of poverty a core function of all our services and teams. We will develop new preventative service models over the next 12 -18 months and then roll them out so that they become embedded across the whole organisation over the ten-year period for which we have a target to tackle poverty. This model will co-ordinate public sector services behind empowered, front line workers for whom the quality of relationship with our most vulnerable people is their key concern. With this new approach we will remove structural and organisational barriers that impede joined up services and embed them in communities across the city. It will be built upon collaboration with our community planning partners such as the Edinburgh Integration Joint Board (EIJB) and the NHS and will be based upon a new relationship with the Third Sector.

Outcome 3

More residents experience fair work and receive the living wage

- We will expand the **Edinburgh Guarantee** to support more citizens into positive destinations, with an enhanced focus on helping those with barriers to employment, such as young people and people with disabilities or from a minority ethnicity, into sustainable employment. Since February 2020 we have seen a concerning rise in unemployment rates as well as Universal Credit claimants and have agreed with our city partners that we

need to take action to support citizens back into work. Working with the public, private, education and our third sector partners across Edinburgh we will launch an Edinburgh Guarantee for All. Businesses will be encouraged to offer a variety of support, training, education and employment opportunities for those who have had their life chances affected by the pandemic or suffer from barriers to employment. By offering routes into sustainable employment we aim to help to alleviate in-work poverty and reduce the unemployment rate as well as the amount of people claiming Universal Credit. This will support the delivery of the Community Plan 'Access to work, learning and training' priority.

- For many, the opportunity to work, while also gaining a qualification or a degree is crucial to their introduction to work life and for many people from deprived areas, this is the only way that they can afford to get a qualification or degree. We will continue to provide **apprenticeships** which combine paid employment and on-the-job training with an accredited qualification at industry recognised standards or degree. We will explore the possibility of offering further posts through the UK Government Kickstart funding and managers will be asked to include Modern and/or Graduate Apprenticeships as part of their workforce plan.
- We will encourage an expansion in the number of living wage accredited employers in the city. Together with Edinburgh employers, public sector, third sector and Trades Union partners we will work with the Living Wage Foundation Scotland, to achieve accreditation for Edinburgh as **a living wage city** and promote the use of living wage and fair work practices throughout the city economy.

Outcome 4

Intervene before the point of crisis to prevent homelessness

- We will focus on the unique **homelessness** challenges faced by our capital city with an ambitious programme to expand the supply of social rented and affordable housing, improve housing services, transform temporary accommodation and move away from the use of unsuitable accommodation. We will continue to invest in homelessness services

focusing on the prevention of homelessness in the first place and early intervention. We want to help before the point of crisis through our second rapid rehousing transition plan and as part of our new approach to prevention across the organisation.

Outcome 5

Ongoing delivery of our 20,000 affordable homes programme

- We are continuing to build 20,000 affordable homes in partnership with registered social landlords and private developers to address the city's housing crisis. Between April 2017 and March 2020, over 5,000 new homes were approved for site start and over 3,500 completed. It is currently projected that 10,000 homes will be completed, under construction or approved for site start by the end of 2022. This will support the Community Plan 'a good place to live' priority.
- We will **transform our housing services** through investment that is fairer, more sustainable and tackles poverty. Over the next ten years, we will invest £2.8 billion through the Housing Revenue Account and create homes and places that people can afford, and where they feel safe, secure, healthy and connected. This funding will deliver new council houses and invest in improvements to existing homes and estates. Through this investment we will bring together new and existing homes to create resilient communities with strong local identities. We will also invest to create well-designed, green and open spaces that will encourage residents to be active, with strong connectivity to the wider community through sustainable, affordable travel with easy access to services and amenities. We aim to bring all our Council homes for our 20,000 tenants up to modern standards, highly energy efficient and low carbon emissions.

Outcome 6

Increasing attainment for all and reducing the poverty-related attainment gap

- We will end the stigma of poverty by promoting and valuing all learning pathways. The **Edinburgh Learns for Life strategy** builds on the successful Edinburgh Learns strategy to help every learner reach their potential in school and their local community. This means making better use of digital learning and partnerships with colleges, universities and local businesses across our **learning estate**. We will embed a cultural shift that includes and supports every learner, particularly those with protected characteristics. This will include schools reviewing their curriculum to remove outdated traces of bias, in other words: decolonising.
- We will support the **Edinburgh Slavery and Colonialism Legacy Review Group**. This group will consider the city's historical links to racism and make recommendations to review features such as our statues and street names which commemorate those with close links to slavery. This is part of the Council's drive for racial equality across the City, to help redress this history which has a lasting impact today.
- We will continue to tackle closing the attainment gap and embedding the **Edinburgh Learns Teaching Charter**. We will continue to work in partnership with families and wider services to poverty-proof the school day and Get it Right for Every Child. This will support our Community Plan 'Access to work, learning and training'.
- We will create a truly **inclusive education system** and reduce the number of special schools. We will do this through our programme of modernising our services for **children with additional support needs** and by designing our schools for the future to accommodate the needs of all children irrespective of disability or additional support requirements.
- We will continue to **invest in our schools** within our ten-year Capital Investment Programme, so our school's estate provides modern places for learning that contribute to the 20-minute neighbourhood model and are

constructed to Passivhaus standards. Each new learning estate project will be influenced by a learner-led consultation. This will set out how and what pupils will learn and will form the basis of their Learning Charter.

- We will continue to plan for and deliver **expanded early years provision** for children aged three to four years across the city and make sure it is flexible enough to meet the needs of working families.
- We will continue to deliver a range of **Adult and Family learning opportunities** with the priority being Adult Literacy and Numeracy and English as a Second or other Language.

Outcome 7

Edinburgh's economy recovers from recession and supports businesses to thrive

- We will renew the **Edinburgh Economy Strategy** to support a new economy in the city. This will set out our response to the emerging economic challenges in the wake of the Covid-19 pandemic and align with our core priorities to tackle poverty, promote sustainability and wellbeing.
- We will use our Business Gateway service, which engages with over 3,000 entrepreneurs each year, to help more **businesses flourish in Edinburgh**. We want to support an environment where starting your own business is a choice rather than a necessity and where citizens have confidence that they will be supported as entrepreneurs at every stage of their business. Working with our partners, including the universities, enterprise agencies and business groups, such as Edinburgh Chamber of Commerce, Federation of Small Businesses and Social Enterprise Edinburgh, we will provide year-round start-up and growth focused workshops, and 1-2-1 growth and digital business advisors. These will be free to citizens and will focus on current priorities including Covid-19 recovery, digital skills, women in business, growth and digital skills.
- We will work in partnership to develop a new plan for the short term recovery in the **tourism and hospitality sector** and to deliver the city's adopted Tourism Strategy, with its focus on making sure that tourism

works for local people as well as visitors, whilst also remaining mindful of the climate emergency.

- We will continue to support the arts and cultural sector in the city and contribute to the stabilisation and retention of the city's **world class cultural offer**. We will work with partners to urgently deliver a plan for the future for the Festivals and the sector as a whole to support a sustainable recovery through 2021 and beyond. Issues of affordability and support for the individual artist, critical before the pandemic, remain of central importance.

Becoming a sustainable and net zero city

Outcome 8

On track to deliver our 2030 net zero target

- We will work with partners and citizens ahead of COP2026 to develop a **2030 City Sustainability Strategy**. The strategy will be supported by an implementation plan which will set out targeted actions to mitigate climate change and encourage businesses and city partners to adopt net zero strategies. It will set out what it will take to reach our target and key areas of impact and investment.
- We will deliver a **City Heat and Energy Masterplan** tied to our Local Development Plan that lays out a strategic citywide approach to heat and energy production, distribution and efficiency that can inform and support local net zero energy plans.
- We will develop a **Council Emissions Reduction Plan** that focuses on our own organisational emissions and reflects our commitment as a signatory of the **City Climate Compact**.
- We will develop a costed plan to retrofit a reduced Council estate to become more energy efficient and maximise the use of clean energy and **switch to zero-emission vehicles across our commercial fleet**. We will bring all our homes up to modern standards, highly energy efficient and low carbon. We will also **build sustainability into our governance** by delivering carbon literacy training to staff and to support elected members' decision-making and scrutiny.
- We will assess the risks of **climate change and develop a plan to climate proof our infrastructure, communities, business and the natural and built environment**. This will include adapting our buildings to be resilient to climate change, delivering an Ecological Coherence Plan to

identify the risks to our greenspaces and biodiversity from climate change and creating a Water Management Strategy for the city to deal with climate risks from river, surface water and coastal flooding. We will also learn more about how to protect areas around our coast by creating a climate ready coastal park in Granton.

- We will set a high bar for sustainable development in Edinburgh and hold ourselves to account as a major developer. Using our new Carbon Scenario Tool, we will be looking at all our new major infrastructure investments over the next ten years and challenging them to reduce their emissions to net zero. We will make sure that the economic benefits we deliver also contribute to the sustainability of our environment through infrastructure planning and providing services to develop our city and enhance our natural and built environments,
- We will develop Service Level Agreements or similar documents for our arm's length external organisations (ALEOs) that reflect our commitment to fair work and sustainability, incorporate the net zero target, and ask that ALEOs develop plans to reduce their emissions to net zero by 2030.

Outcome 9

Citizens are engaged and empowered to respond to the climate emergency

We will put **community engagement and empowerment** at the heart of our approach to sustainability, giving citizens and businesses the information, resources and motivation needed to make informed choices and act on issues which help to reduce the city's emissions to meet the net zero 2030 target. We will provide this support by:

- maintaining a long-term open dialogue with citizens, businesses and communities through a range of engagement approaches including online and, when possible, face-to-face activities
- engaging with children and young people through events and campaigns in primary and secondary schools, aimed at raising awareness and encouraging action on key issues, including clean air, active travel, healthy eating and wellbeing
- collaborating with third sector organisations and community groups to harness the assets that exist within communities and help enable communities to become more sustainable
- supporting citizens and businesses to reduce emissions from transport, energy and waste by:
 - working with citizens and communities to create and maintain safer walking and cycling routes which make on-foot, or by bike, the easiest choice for getting around the city
 - promoting and encouraging re-use, repair, recycling, and local food growing, to help citizens reduce waste and save money
 - exploring opportunities to further develop community-owned, low-cost, clean energy solutions
 - encouraging and supporting businesses from pre-start through to growth to adopt net carbon zero strategies and business models.

Outcome 10

Develop key strategic sites and project to meet the needs of a diverse and growing city

- Our **City Plan 2030** will inform all decisions on new development proposals and shape how the city grows and changes over the next ten years. The proposed plan will be published in 2021 and, as the spatial strategy for the city, it will set out the infrastructure required to support both change and growth and improve the city for existing communities and new residents. The key focus of the plan will be reusing existing

'brownfield' land where possible to deliver high quality, sustainable, mixed used developments. This will support our Community Plan 'A good place to live' priority.

- We will transform our city centre. The loss of income from both the festivals and commuter economy has impacted our city centre. While 2021 will see the opening of two new additions to Princes Street in the forms of the St James Quarter and the Johnnie Walker Visitor Centre, the changing retail landscape in recent years has had a significant impact. We will support the private sector by transforming the environment of the city centre. The **City Centre Transformation Plan** seeks to create an area for people and not cars, an exciting place to live and visit, that continues to be enriched by the legacy of our historic past. Over the next three years we will:
 - finalise the Waverley Valley Masterplan, including a revised design for Princes Street
 - complete the George Street improvement scheme, the city centre west to east cycle link, and other key connectivity schemes
 - work with partners to complete the Waverley station masterplan and move to phased delivery
 - create new, high quality urban environments on a permanent basis
 - help the city centre become again a residential destination of choice as a result of controlling the short term lets environment.
- We will begin the early phases of this regeneration programme starting with an outline business case and sustainable development blueprint to support the **Granton Waterfront** development. This development will have 3,500 new net zero homes (with at least 35% of these being affordable), ten hectares of new public accessible coastline, 20,000 square meters of new commercial and cultural space, a new primary school and mental health care facility. Through its vision to deliver net zero and low car ownership (75% of homes car free) Granton Waterfront regeneration is one of the largest projects of its kind and provides an opportunity to showcase how development can contribute to a greener

economy. A key feature will be reducing home energy costs which will saving around £12 million over thirty years¹. Granton will also support the delivery of the 20,000 new affordable homes target across Edinburgh. The Development Framework which was approved in February 2020 included the vision and key principles for creating this new coastal community. We will use the opportunity of Granton to test innovative approaches to construction, energy generation and community wealth building. This will support our Community Plan 'A good place to live' priority.

- We will finalise our re-development strategy for **West Edinburgh**. This will finally see the development of well connected, mixed use sites at Edinburgh Park, the Gyle, parts of the A8 corridor and potentially elsewhere. It will also put in place an inclusive approach to growth in the area, helping our more deprived areas benefit from investment, innovation and job creation. We will continue to work with the Wester Hailes community who have recently produced a Local Place Plan setting out their ambition for regeneration in their area, with new housing, a new school, better public safe and new urban designs key factors. This will support our Community Plan 'A good place to live' priority.
- We will finalise the business case and procure a commercial partner for the new **Bio Quarter** health innovation district with our partners. Edinburgh is a global destination for pioneering health, innovation and enterprise and the Bio Quarter will be further transformed into mixed used destination where health innovation companies can come to grow, alongside a sustainable mix of other uses, creating job opportunities for surrounding communities.

Outcome 11

The city has a well-connected and sustainable transport and active travel network

- We will complete the **Trams to Newhaven** project, finally completing the **East-West high-volume low carbon light rail route**.
- We will publish a new transport plan for the city, the **City Mobility Plan**, which will:
 - set out our plans to 2030 for our sustainable and integrated transport system and confirm our intention to move forward with a Low Emission Zone for Edinburgh
 - outline the need to reform public transport in the city to maximise integration across all modes and reduce over concentration in key corridors
 - confirm our policy of active travel improvement for walking, wheeling and cycling, including infrastructure to support safe, dedicated active travel choices on our key road network
 - set out plans to encourage more people and companies to go about their business without needing a car
 - show how we will rise to the challenge of digitally led mobility as a service innovation.

¹ Anderson Bell Christie net zero strategy 2019

Wellbeing and equalities

Outcome 12

People can access the support they need in the place they live and work

- Through our principle of a '20-minute neighbourhood' we will consult citizens on the **location of hubs** where everyone can use services in a 20-minute round trip on foot, cycle or public transport. This will shorten local travel patterns and reduce citizen's carbon footprint. We want services in town centres, as set out in the City Plan 2030, but we also want to consider where our most vulnerable residents live and the needs of our more rural residents. This will support our Community Plan's 'a good place to live' priority.
- We will develop a **new model for libraries** that aligns with the '20-minute neighbourhood' concept, giving our citizens good local access to library services via public transport or active travel. Integrating libraries into our wider estate will allow us to manage them more efficiently and allow opening times to be broader than at present.
- Working with Edinburgh Leisure, we want to improve **affordable leisure services** that residents can use in some parts of the city. The response to Covid-19 will undoubtedly mean that Edinburgh Leisure will need to realign its core business due to financial pressures and changes in customer demand. However, we need to make sure that any changes assist those people in poverty and improve the well-being of the city's residents.

Outcome 13

Improved safety and wellbeing for vulnerable citizens

- Over the next three years we will continue to focus on **child and adult support and protection** for our most vulnerable citizens and improve mechanisms to manage public safety risks presented by high risk offenders. We will continue to develop and improve our responses to domestic abuse through staff training and more generally, by taking on board in all our services the lessons learned from trauma informed practice and the drug related deaths review group.
- We will further invest in **early help and support for our children** by shifting the balance of care which aims to reduce the need for children to go into care and to improve their outcomes. We know that intervening early helps people and is cost effective. Our investment in early intervention for looked after children since 2012 has already helped prevent 1,600 children from being taken into care and saved us £5 million per year. We will continue to provide **good quality of care and support for looked after children and young people** by making our residential estate fit for purpose, working with partners as corporate parents to improve how we collectively fulfil our statutory duties to our looked after children and unaccompanied minors, and delivering the [recommendations from The Promise](#) outlined by the Independent Care Review.
- We will strengthen our role as a **Corporate Parent** for children and young people in our care by a council-wide approach to the delivery of our Corporate Parenting Plan. This will include working across the Council and with partners to ensure all public agencies are aware of and undertaking their statutory duties as corporate parents to make Edinburgh

a city that celebrates, encourages, supports and demonstrably cares for its Looked After Children.

- All decisions made in the Council will follow the UNRC children's rights into Scottish Law. This means that **children and young people are involved in decisions that affect their life and their rights are respected**. We will develop a new model of governance for the Edinburgh Children's Partnership that builds on the work of the Good Governance Institute. The model will ensure the active involvement of children and young people in the governance structure and the delivery of outcomes, with children's rights being front and centre.
- The **Edinburgh Integration Joint Board (EIJB)** is an independent Public Body and a partnership between the City of Edinburgh Council and NHS Lothian. The EIJB agreed its Strategic Plan for 2019 -2022 and has launched an ambitious transformation plan for significant and sustainable change and to improve health and social care services in the city. As a statutory partner with NHS Lothian and working alongside the EIJB's wider partners (the third and independent sectors, citizens and carers) we will look to align with the principles set out in their plans and maximise the opportunities for new ways of working. We will support their key programmes of work.
 - Through the **3 Conversations model** we will work closely with individuals and their families in a strengths-based approach to connect them to the right people, communities and organisations quickly. This partnership currently has ten teams practising in this new way and is building on this learning to embed the 3 Conversations model across all of our services.
 - We will build on our **Home First Project** which was scaled up during the Covid-19 response to help individuals maintain as much independence as possible by remaining at home or in a homely setting, through a new model of assessment, rehabilitation and recovery.

- We will develop The **Edinburgh Pact**, an informal agreement between the Edinburgh Health and Social Care Partnership and the people of Edinburgh, which will support thriving, healthy and informed communities. The Pact will be co-designed and created with citizens and the first phase of the project involved extensive public and stakeholder engagement to understand what really matters to people in relation to their health and social care needs.
- The **Bed Base Care** project will make sure we have the right kind of bed based supports available, in the right place, at the right time. This considers demand and capacity for a range of bed base services including care homes, intermediate care, respite, hospital based complex clinical care and rehabilitation and will set out the optimum model for sustainable bed-based care services that are fit for the future.

Outcome 14

Core services are maintained or improved

- We will continue to improve our **core services for communities**. Investing in our waste collection depots has improved the reliability of our kerbside collections and the Communal Redesign project will improve services for residents living in flats and tenements whilst increasing opportunities for them to recycle more of their household waste. Alongside this, we will continue to improve the cleanliness of the city through effective street cleansing, increased enforcement and working with community groups who want to play a more active role in keeping Edinburgh clean. We will maintain a focus on roads and street lighting through our Roads and Transport Improvement Plan, alongside capital investment in footpath and road improvements and upgrading the remaining 20,000 streetlights to more reliable and energy efficient ones. Covid-19 has reinforced the importance of accessible and welcoming parks and greenspaces and it is important that we continue to maintain these to the high standards which our citizens expect. We will continue to improve in play areas and develop park management plans that will allow

us to seek external funding to improve parks, such as the wonderful transformation of Saughton Park.

Outcome 15

Make better use of the Council estate and resources to meet our strategic priorities

- We will learn from the five **Council Resilience Centres** which we set up at the start of the pandemic to provide essential services to vulnerable people across the city. This included emergency homelessness assessments, cash payments and a safe place for people experiencing harassment and domestic violence. By the end of 2020, around 20,000 vulnerable citizens had sought support from the Resilience Centres, and we had gained valuable insight into the importance of a local point of coordination.
- We will look at where we can **better use the facilities** in local communities, such as schools, libraries community centres and sports centres. Working in this more strategic way will allow us to rationalise our assets and push forward our priority for a net zero organising for both out public and office-based buildings. Where possible we will upgrade buildings to meet our net zero target.
- We will introduce a single point of contact for all booking services, from swimming lessons and tennis courts, to cooking lessons and literacy classes.
- We will take the next steps to deliver the **Digital and Smart City Strategy** and begin the implementation of the City Operations Centre by investing in Internet of Things (IoT) sensors to monitor communal waste and recycling and litter bins and a new CCTV system to help us to manage the city on a more proactive basis. We will use this data to improvement our services.
- **We will commission, source and sustain** a broad range of supplies and services to meet our organisation's diverse needs in a way that meets our three priorities. We will continue to embed our new procurement strategy which places sustainability at the heart of our procurement programme. This will allow our considerable spending power to support fair and green growth, and simultaneously help us address the challenges that the city is facing. This will include seeking to make it easier for local small businesses and third sector to use our Council contracts which will increase the community benefits delivered by Council suppliers. Our Commercial and Procurement Services team will also consider Fair Trade, Fair Work and other sustainable procurement commitments when tendering for new contracts.

Listening to citizens and empowering communities in all we do

To meet the priorities set out in this plan, we need a real increase in the say people and communities have over services and how they are provided by the Council and other partners. This will build more empowered and resilient communities across the city, drive accountability within services and encourage democratic participation and engagement by citizens.

We have seen throughout the crisis that communities and citizens can achieve great progress together. We will seek to increase the control local communities have over the design of services and local resources through increased assets transfer and greater participatory budgeting.

We recognise that our communities engage with many different public and wider service providers and so we will work through our community planning partnership to increase the visibility and impact of joined up decision making and service delivery.

Working with our local partners - public, private and third sectors, we will:

- work with our community planning partners (the Edinburgh Partnership) to deliver the 2050 City Vision, eliminating poverty from the city by 2030 and responding to the threat posed by Climate Change to meet our 2030 emissions target
- work with the Edinburgh Partnership on a new operating model for all Council services that is focused on preventing poverty, and is built around '20-minute neighbourhoods' in all parts of the city, utilising local plans to enable change where appropriate

- work with the third sector to move away from a procured services model and into a relationship-based approach to commissioned services as advocated by the Edinburgh Poverty Commission
- agree a new role for voluntary sector hubs to develop our city's social capital and set out what resources will be required for this role to be optimised.

Working to empower our communities and listen to citizens, we will:

- build our community empowerment expertise and resources
- offer more support to Community Councils, work with EVOG and with our wider third sector partners to redesign and strengthen Neighbourhood Networks
- maintain new relationships and groups built up as a response to Covid-19 and support communities with Community Asset Transfers and Participatory Budgeting
- support Community Asset Transfers and the use Participatory Budgeting to allocate resources wherever possible
- make sure that the diverse people and communities of Edinburgh, including those protected by the law, feel their voice is effectively heard and listened to in decision making processes
- put in place a best practice consultation and engagement guide to support officers to deliver high quality consultation and report on how citizens' views have shaped the policies and services we deliver
- continue to benchmark our progress with an annual Capital Consultation developed with NHS Lothian.

Our finances

We spend over £1 billion in revenue and around £400 million of capital each year. While we have a strong track record of balancing the budget, the income we receive is not enough to meet the increased demand in services, such as homelessness and social care costs. While we cannot fully predict the financial impact of the pandemic, we know that over the next three years we will need to save around another £50 million. This is in addition to the £350 million we have already saved since 2012/2013. The nature of this financial pressure is very different to previous crises and presents new challenges, which this plan aims to address.

For 2021/2022, we have balanced the budget by making savings in areas such as our IT contract, reducing staff numbers and taking advantages of financial flexibilities provided by the Scottish Government to spread the costs of the pandemic over a longer period. We will also continue to use our Spend to Save fund to target investment in key areas and work with all layers of government so that the right conditions exist to help us achieve our goals.

While we can deliver a lot of the change using existing budgets, we will also need to identify further resources and investment if we are to deliver this ambitious Business Plan alongside the recommendations from the Edinburgh Poverty Commission and the Climate Commission.

This Plan will also be supported by our ten-year sustainable capital budget strategy which will direct capital investment into appropriate projects. You can learn more about our finances at Appendix 1.

Balance of controls and risk management

Through the continued support from our Governance, Internal Audit and Risk teams we will apply proportionate and balanced controls, effective risk management and assurance processes across the Council to support the management of our finances, delivery of services and the implementation of change. You can read more in our [Annual Governance Statement](#) and [Internal Audit Annual Opinion 2019/20](#).

Best Value

Responding to our 2020 Best Value report

In November 2020, Audit Scotland published [our Best Value report](#). It concluded that over the last four years many of our services have improved and our finances have been well-managed with ambitious strategies in place to improve the lives of local people and the economy. In some areas, the report felt that there was more we could do to fulfil our potential and further improve the lives of citizens.

A key recommendation was the need for us to align our strategic priorities within the framework of long-term financial planning, underpinned by a detailed workforce plan. This recommendation is addressed by this Council Business Plan, along with the 2021/22 Council Budget and new Council People Strategy and Workforce Plan. This plan also sets the strategic framework for meeting other key recommendations that we should:

- have a strategic approach to self-evaluation and continuous improvement (see page 20)
- further improve our performance reporting by making better use of performance measures and targets, particularly to demonstrate the impact of improvement work and reporting by publishing easily accessible, up-to-date performance information on our website (see page 20)
- putting communities at the heart of improving services, learning from community engagement and clearly communicating the results of community consultation (see page 16)
- support community groups to complete asset transfers, (see page 16) work with the Edinburgh Partnership Board on its new governance arrangements with community representatives and improve outcomes for communities (see page 6)
- work with the Edinburgh Partnership Board to produce progress reports with clear targets, accountable leads and links between the actions taken and the impact on performance (see page 6).

The full Best Value Report Improvement Plan will be considered by the Policy and Sustainability Committee on 23 February 2021. The plan will provide a response to each recommendation, consider specific findings, set out proposals for each recommendation and propose an approach to monitor the improvement actions.

Improvement actions will be specific, measurable and reported through the new performance management framework, aligned with the Business Plan.

Ensuring a governance framework that supports effective decision making and scrutiny

As we start to look beyond the immediacy of the global pandemic, like all organisations, we are considering what lessons we can learn from this period of adjustments to our democratic decision making. We want to make sure that our Governance Framework is agile, transparent and supports robust internal controls and scrutiny, as well as being clear and easy to navigate for the citizens as much as for councillors, and colleagues. We will do this by reviewing how we take decisions at all levels in the organisation and check that we are making them in a transparent and clear way. We will review our internal controls, so our governance and assurance arrangements support decisions being taken at the right time, in the right way and with proper consideration of our risk appetite.

We will also respond positively to the findings of the 2020 Best Value Assurance Review by completing and putting in place our refreshed Member / Officer Protocol. This will support councillors and council officers to work well together to deliver the Council's priorities and support political leaders to make strategy and policy decisions, whilst operational matters are led by Council managers.

Our people

A new People Strategy and Workforce Plan

We know that successful organisations have a clear purpose and a strong, positive culture. We aspire to be a progressive organisation that works flexibly and seeks to always do the right thing for our colleagues and the citizens we serve. Responding to Covid-19 has been a lesson in how we can work differently, and, over the next three years, we want to build on this to become a fairer and more inclusive place to work. There have been positives and negatives from the way we have had to work since March 2020. We will hear the voices of staff on this experience, which will inform future working practices.

Removing organisational and cultural barriers allows our colleagues to feel a greater sense of trust, empowerment and ownership of their roles that is positive for the services we offer and the people we employ. We want to build a culture across all services which focuses on the importance of strong relationships between colleagues, citizens, businesses and communities. These strong relationships will be critical as we build resilience to future public health, environmental and economic shocks into our structures, partnerships and skills.

You can read more about the changes we are making in our new People Strategy (2021-2024) and underpinning Workforce Plan. These include more detail on:

- our organisational purpose and behaviours
- physical, mental and emotional wellbeing
- the expectations we have of our colleagues and the expectations they should have of the Council as their employer



- our approach to organisational change so everyone feels engaged and heard
- our Diversity and Inclusion Strategy and Action Plan will promote a more positive culture where we can all be authentic and true to ourselves
- investing in the learning, development and capability of our colleagues
- work with the Trade Unions to consolidating the Scottish Local Government Living Wage into our pay framework
- and plans to reform aspects of our terms and conditions to help improve our organisational culture and performance.

Our performance

A new framework which integrates planning and performance

This new framework will provide a clear link between our business plan, key strategies, annual service plans and the underlying performance framework including benchmarking. The framework will be underpinned by a cycle of 'plan, do, check and review and act' at all levels of service and will drive a culture of continuous improvement.

The business plan outcomes will be aligned to SMART performance indicators and milestones which will allow for open discussion and scrutiny of performance at organisational and service team levels, as well as with Elected

Members on a regular basis. We will publish public reports and online tools on our website to make sure our performance is easy to access for citizens. Appendix 2 provides a high-level view of our outcomes, key actions/plans and initial areas of measurement. These measures will be further developed into SMART performance indicators and used to monitor progress.

We will submit a more detailed report on our approach to integrated performance and planning, our SMART key performance indicators (KPIs) and monitoring/scrutiny cycles to Council in May 2021.

Appendix 1: Council finances

Revenue or capital?

The **Revenue Budget** covers day-to-day spending on providing Council services, including staff salaries, utilities costs, third party payments and general supplies.

The money to support this is determined at the start of the year through a combination of Government Grants, Non-Domestic Rates and Council Tax.

Capital spending relates to anything spent on buying, constructing or improving the assets we own where the benefits will extend beyond the current year. This could include new buildings such as schools or investment in the tram network.

Money for this can come from Government grants or capital receipts (such as income from selling property), with some coming from borrowing.

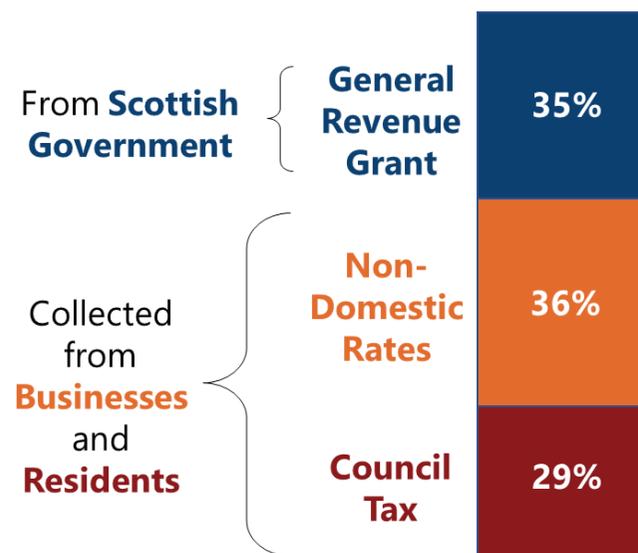
Reserves represent monies put aside in anticipation of meeting known (earmarked) or unknown (unallocated) future liabilities. Some of these reserves are required by law, whereas others are linked to the Council's own priorities

Where does the money come from?

Broadly speaking, capital and revenue are kept separate – **capital funds cannot be used to fund services** and revenue funds intended for delivery of services are not used to invest in capital projects.

Revenue comes from:

- Scottish Government through General Revenue Funding (35%)
- residents and businesses of Edinburgh through Council Tax (29%) and Non-Domestic Rates (36%).



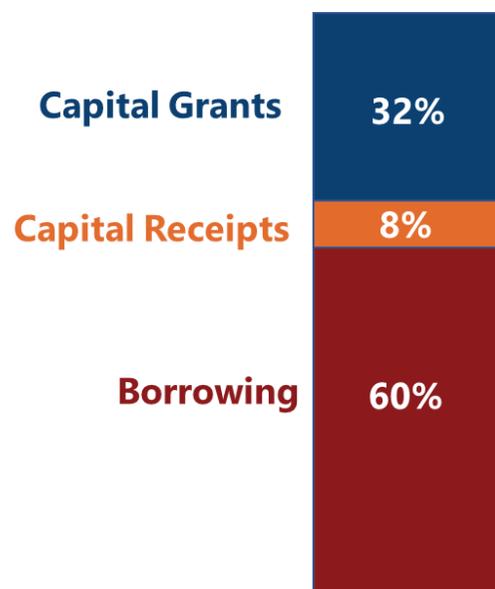
The General Revenue Funding comes as a lump sum from The Scottish Government. Non-Domestic Rates are collected from businesses and public bodies within Edinburgh and Council Tax is collected by the Council from residents.

Capital comes from:

- Scottish Government through Capital Grants (32%)
- through Capital Receipts (8%)
- from borrowing (60%).

The Capital Grants come mainly from Scottish Government. Capital Receipts are income from, or linked to, capital projects (such as the sale of assets). The Council has a requirement to show that all borrowing is sustainable and affordable without detrimental impact on services.

In total, £1 billion of revenue and £470m of capital spending was approved in 2020/21.



Where does it get spent?

The Council has four main Directorates; **Communities and Families, Place, Resources, and Health and Social Care*** as well as a division of services reporting to the **Chief Executive**. The net budget takes account of service income received. The gross budget represents all of the money that the Council spends irrespective of how it is funded.

Net Budget



Gross Budget



Directorate	Gross Budget (£m)	% of total Gross	Income (£m)	Net Budget (Gross minus Income) (£m)	% of total Net
Communities and Families	547.5	41%	108.9	428.6	49%
Place	247.7	18%	201.4	46.3	5%
Resources	222.6	16%	54.3	168.3	19%
Health and Social Care	323.5	24%	95.7	227.8	26%
Chief Executive	11.2	1%	1.9	9.3	1%
Total	1,352.5		462.2	890.3	

As well as this **£890m of direct service spend**, the Council incurs other corporate costs that support delivery of these services – these are shown below.

We also incur expenditure to support the delivery of all services across the Council and through partner organisations. The main elements are:

- **loans charges** (borrowing costs i.e. repayments of debt principal and interest) - £103.5m
- **insurance premiums**, the Council's **Apprenticeship Levy** liability, **non-service-specific payments to Lothian Pension Fund** and **inflation and demand related uplifts** - £25.8m
- **Lothian Valuation Joint Board** (Council's share of the Board's operating costs) - £3.8m.

*Some Health and Social Care spending is done through the Edinburgh Integration Joint Board (EIJB) which is made up of councillors, non-executive members of NHS Lothian and professional advisors.

NHS Lothian and the Council both contribute to the overall budget, but it is controlled and allocated by the EIJB.

Appendix 2: Performance Strategy Map

The strategy map shows the three strategic priorities, and outcomes with underlying actions and initial measures.

Ending poverty by 2030

We are on track to end poverty in Edinburgh by 2030 by meeting the targets set by the Edinburgh Poverty Commission.

We are on track to deliver new prevention service models

More residents experience fair work and receive the living wage.

Intervene before the point of crisis to prevent homelessness

Ongoing building of our 20,000 affordable homes programme

Increased attainment for all and reducing the poverty-related attainment gap.

Edinburgh's economy recovers from recession and supports businesses to thrive.

Delivery of the Council End poverty plan

Deliver people-centred income maximisation, family and household support services

Work with the End Poverty Edinburgh citizen group, to embed citizens' voices in the design of approaches to end poverty

Develop a long-term support and intervention strategy to prevent food poverty and food insecurity

Create a new prevention service model for people focused services aimed at preventing poverty

Expand the Edinburgh Guarantee to support more citizens into positive destinations

Continue to provide apprenticeships

Work with the living wage foundation to establish Edinburgh as a living wage city

Develop new and innovative approaches for homelessness

Continue delivery of 20,000 new affordable homes in partnership with registered social landlords and private developers

Develop and deliver the learning for life programme providing inclusive and equitable learning opportunities

Close the attainment gap

Support the Edinburgh Slavery and Colonialism Legacy Review Group

Continue to invest in our schools with our learning estate investment programme

Expand and deliver flexible early years provision

Deliver a truly inclusive education system with schools designed to accommodate the needs of all children

Renew the Edinburgh Economy Strategy

Help more businesses to flourish in Edinburgh through our Business Gateway service

Continue ongoing initiatives to support the tourism and hospitality sector

Contribute to the stabilisation and retention of the city's world class cultural offer

- ~ People lifted out of poverty
- ~ Rates of poverty in Edinburgh (children, households, persistent)
- ~ Numbers and outcomes for people supported by employability programmes/services
- ~ Edinburgh Guarantee measures
- ~ Apprenticeship programmes
- ~ Number of Living wage employers
- ~ Numbers and outcomes of people supported by homelessness services
- ~ Affordable homes (approvals, completions)
- ~ Home completions (all tenures)
- ~ Attainment levels
- ~ Reduce the attainment gap
- ~ Positive destination/Participation measure
- ~ Lifelong learning measures
- ~ Provision of early years hours
- ~ Delivery of school estate investment programmes (eg spend, new schools)
- ~ Updated Economy Strategy measures (Employment rates, unemployment statistics, GDP)
- ~ Business measures (eg new starts, numbers of businesses, survival rates)
- ~ Business Gateway service measures
- ~ Visitor measures
- ~ Festival measures

Becoming a sustainable and net zero city

We are on track to deliver our 2030 net zero target.

Citizens are engaged and empowered to respond to the climate emergency.

Develop key strategic sites and projects to meet the needs of a diverse and growing city.

The city has a well-connected and sustainable transport and active travel network.

Work with partners and citizens to deliver a 2030 City Sustainability Strategy

Deliver a City Heat and Energy Masterplan

Develop a Council Emissions Reduction Plan that focuses on our own organisational emissions

Develop a costed plan to retrofit a reduced Council estate to become more energy efficient

Develop a plan to climate proof our infrastructure, communities, business and the natural and built environment

Deliver a climate ready coastal park in Granton

Review and challenge our major infrastructure investments over the next 10 years to reduce their emissions

Develop Service Level Agreements for our ALEOs that reflect our commitment to sustainability

Put community engagement and empowerment at the heart of our approach to sustainability

Create and maintain safer walking and cycling routes which make on-foot, or by bike, the easiest choice for getting around the city

Promote and encourage re-use, repair, recycling, and local food growing, to help citizens reduce waste and save money

Explore opportunities to further develop community-owned, low-cost, clean energy solutions

Collaborate with third sector organisations and community groups to harness the assets that exist to help communities become more sustainable

Deliver the City Plan 2030

Transform the city centre through the City Centre Transformation plan and regenerate Granton and West Edinburgh

Finalise the business case and procure a commercial partner for the new Bio Quarter district health innovation

Move to early implementation of the City Mobility Plan, including delivering the Tram extension

- ~ Cut emissions to net zero by 2030
- ~ Council annual consumption (gas, electricity, LCG)
- ~ Council emission measures
- ~ Total heat consumption in the city
- ~ Total heat-related emissions in the city
- ~ Total power consumption in the city
- ~ Total power-related emissions in the city
- ~ Recycling rates/landfill usage
- ~ Electric vehicles measures
- ~ Energy efficiency standards for social housing
- ~ Major infrastructure investments emissions
- ~ Community engagement measures (to be defined)
- ~ Active travel measures
- ~ Programme delivery milestones/measures (to be defined)

Wellbeing and Equalities

People can access the support they need in the place they live and work.

Improved safety and wellbeing for vulnerable citizens

Core services are maintained or improved.

We will make better use of the Council estate and resources to meet our strategic priorities.

Develop the 20 minute neighbourhood model and identify the location of hubs through consultation with citizens

Develop a new model of library provision

Work with Edinburgh Leisure to provide accessible and affordable leisure services

Continue to focus on child and adult support and protection

Develop our response to Domestic Abuse

Continue to invest in early help and support for our children and young people

Continue to provide good quality care for looked after children

Embed the 3 Conversations model across all Health and Social care services

Build on our Home First Project to help individuals to remain independent at home or in a homely setting

Develop The 'Edinburgh Pact'

Transform and redesign bed-based services across the City

Provide high quality services in local communities

Build on the learning from the five Council Resilience Centres to provide essential services to vulnerable people

Utilise the facilities in local communities to support delivery of the new service delivery models

Introduce a single point of contact for all booking services

Deliver a number of smart city projects which use data to drive service improvement

Begin implementation of the City Operations Centre concept through investment in IoT sensors and a new CCTV system

Embed our new procurement strategy which places sustainability at the heart of our procurement programme

- ~ 20 minute neighbourhood measures
- ~ Library service measures
- ~ Adult and child protection measures
- ~ Domestic abuse measures
- ~ Looked After children measures
- ~ Health and Social Care Partnership Core 23 indicators (selection)
- ~ Assessment waiting time
- ~ Bed days lost due to delayed discharge
- ~ Service delivery measures for services delivered through the hubs (eg waste, street cleansing, roads, parks)
- ~ Service user satisfaction measures
- ~ Customer contact measures
- ~ Volume, value and processing times for claims (Crisis grant, Scottish Welfare fund, Discretionary housing payments)
- ~ Booking system measures
- ~ Online transactions measures
- ~ Sustainable Procurement Strategy measures

Organisational Performance measures, which include a range of our enabling functions and services:

- ~ Financial Management (Revenue and Capital Budgets)
- ~ Property/Building Condition
- ~ Health and Safety (reported incidents)
- ~ Workforce Planning and Management (Absence levels, Diversity, Headcount)
- ~ Digital (Service Incidents, System Availability and Security)
- ~ Local Government Benchmarking Framework (LGBF) Indicators