

Review of operating options for the Birmingham Environment Partnership: Lessons for the Green Commission

Final Report
June 2014

Foreword

History repeats itself.

Has to.

No-one listens.

(‘History Lesson’, Steve Turner from, Up To Date, Hodder and Stoughton, 1983)

At the end of 2010 the party was over for the Birmingham Environment Partnership (BEP).

Funding was coming to the end after several successful years where partnership working had helped Birmingham gain national recognition on the green agenda by the National Audit Office and Government. However the ambition was still there with a challenging carbon reduction target, climate change action plan. The council also recognised that the majority of change had been delivered by partners. With the council at best providing a coordinating and catalyst role, and at worst trying to minimise the barriers put up by other parts of the council which often had other priorities.

Sustainability West Midlands had chaired one of the work streams for BEP, and had seen the power of partnership in action. We wanted Birmingham to continue some form of activity. Therefore from our previous work on reviewing good practice in other cities, our experience of the former Climate Change Office reporting to the Regional Minister - we proposed a low carbon agency jointly funded by the council and partners to continue to drive change.

To build a business case we secured funding from BEP, put some of our own resources in, and commissioned URSUS, one of our associates, to conduct an independent review. They reported directly to the private sector Chair of BEP and the Birmingham City Council Cabinet member.

The independent review, tested our proposition and other models, and put forward a different partnership option which helped BEP continue for another year.

We provided an independent monitoring and reporting service for BEP for 2011-12 which concluded:

- The Climate Change Action Plan, which formed the key strategic and corporate document, was not being monitored or progress reported to the cabinet committee. Therefore the majority of the named council Directors and functions in the plan were not delivering their actions. This also undermined other partners willingness to contribute time and resources.
- There was poor alignment by the new BEP structures to deliver the relevant actions in the Climate Change Action Plan, and therefore lack of prioritisation, focused support and follow through by a reduced City Council team to work with partners.
- There were still good examples of projects and initiatives, which apart from Birmingham Energy Savers, and the District Energy Scheme, appeared to be the result of wilful individuals, rather than part of any corporate support from the council or strategic partnership working.

Therefore, not unsurprisingly the various BEP private and voluntary sector sub-group chairs and partners couldn’t see the value and evidence of corporate and partnership working and resigned or opted out over time, but continued to make a difference elsewhere.

In July 2012, after a change of political control, Birmingham City Council launched 'The Green Commission' to help review where Birmingham was with partners and refresh the way forwards.

The result of this work was published in November 2013 as 'The Carbon Roadmap' which contains excellent examples of existing good practice to date in the city. However in 2014 the Commission now faces the same challenges as BEP did four years earlier. How to align, prioritise, coordinate, and encourage action through a wider range of partners, and reduced resources?

The Commission also faces the additional challenge of not only supporting Birmingham strategic partnership working, but also that of the low carbon strand of the Greater Birmingham and Solihull Local Enterprise Partnership, which represents 9 different local councils, all with different local partnership arrangements.

We hope this re-issued report of the original findings for BEP will help Birmingham and other councils continue to explore alternative options of partnership working to drive the change required.

Sustainability West Midlands is already being asked by local authorities and local enterprise partnerships to help advise, support, and providing independent reporting and credibility to new partnership arrangements and to meet EU funding requirements. If there is senior corporate support and funding or we can align our existing programmes to help, we will do so. But ultimately we believe any local low carbon or environment partnership working must link back to our elected officials and the local authority – we all need local democracy and partnerships to build a better future.

Dr Simon Slater

Chief Executive, Sustainability West Midlands

Former Chair of Birmingham Environment Partnership – Carbon Reduction Partnership (2009-11)

Report information

Title: Review of operation options for the Birmingham Environment Partnership: Lessons for the Green Commission

Version: This re-issue is dated June 2014. The original report material was published in January 2011.

Client: Originally Birmingham Environment Partnership, this re-issue is for Sustainability West Midlands to help inform the Green Commission and other LEPs, local authorities and partnerships we are working with.

Funders: Birmingham Environment Partnership, and Sustainability West Midlands

Project Manager: Simon Slater, SWM

Project Contributors: Steve Owen, URSUS

Disclaimer: This report represents the independent advice commissioned by Sustainability West Midlands, and not necessarily that of the funders.

Copyright: This report may be freely distributed and used for public benefit and non-commercial use. If information is used from this report it must reference the source which is "Review of operation options for the Birmingham Environment Partnership: Lessons for the Green Commission, , Sustainability West Midlands 2014"

About Sustainability West Midlands

We are the sustainability adviser for the leaders of the West Midlands. We are also the regional sustainability champion body for the West Midlands, designated by government. We are a not-for-profit company that works with our members in the business, public and voluntary sectors. Our role is to act as a catalyst for change through our advice to leaders, to develop practical solutions with our members and share success through our communications.

Contents

1	EXECUTIVE SUMMARY	1
1.1	INTRODUCTION TO 2011 RESEARCH	2
1.2	STRATEGIC CONTEXT	3
2	CONSULTATION FINDINGS	6
2.1	IS THERE IS A CLEAR NEED AND RATIONALE FOR PARTNERSHIP WORKING?	6
2.2	WHAT SHOULD BE THE ROLE AND SCOPE OF PARTNERSHIP WORKING?	7
2.3	WHAT TYPE OF PARTNERS ARE REQUIRED TO HELP MAKE PROGRESS ON BIRMINGHAM’S PRIORITIES?	10
2.4	WHAT TYPES OF ‘STRUCTURE’ ARE NEEDED FOR EFFECTIVE PARTNERSHIP WORKING?	13
2.5	HOW COULD PARTNERSHIP WORKING BE FUNDED / RESOURCED?	16
3	OPTIONS FOR PARTNERSHIP WORKING	18
3.1	ASSESSING ALTERNATIVE PARTNERSHIP OPTIONS	22
	ANNEXES	
	ANNEX A	CONSULTEES
	ANNEX B	EXAMPLES OF LOW CARBON PARTNERSHIPS ELSEWHERE
	ANNEX C	ORIGINAL SWM PROPOSAL FOR A BIRMINGHAM LOW CARBON AGENCY
	ANNEX D	EXTRACT FROM BEP BOARD – SELECTED FUTURE OPERATING OPTION

This research was originally produced in January 2011 and reported to the Birmingham Environment Partnership (BEP) Board in March 2011. The majority of the findings and our subsequent experience over the last 3 years are just as relevant in 2014 for the Birmingham Green Commission. This is especially timely as the Commission is about to embark on a more delivery focused work plan.

At the same time many other local authorities and local enterprise partnerships are reviewing the development and delivery arrangements for their new low carbon European funding.

In summary the key lessons from the 2011 research and our subsequent experience indicated that any local authority wishing to develop and run a strategic climate change or environment style partnerships should consider the following:

Strategic issues

- Be clear on what the overall vision, strategy, objectives, targets and geographic coverage is for any local green or climate change strategy.
- Be clear on if and where partnership working will add value to achieve the agreed objectives and focus on achieving this, rather than trying to coordinate a range of overlapping and competing agendas.
- Differentiate influencing others activities either across the council and city, or within the scope of the partnership, and the direct responsibility for more focused programme development and delivery. Both are important but require a different skill set and attract different individuals and partners.
- Give the local authority and the relevant elected cabinet member the overall responsibility for any local partnership strategy, linked back to scrutiny committee process. This ensures local elected community leadership and accountability for our future.

Operational issues

- If there have been previous operational or delivery issues, put more emphasis on addressing these rather than rewriting another strategy.
- Be clear on the responsibilities, roles, and accountability of named individuals at the appropriate level within the council and partner bodies to deliver agreed actions and projects.
- Use an independent and credible organisation to help coordinate the reporting of progress and sharing of good practice to provide another source of advice to elected officials and to build more confidence from partners and funders engaging with the council and wider initiatives.
- Consider a dedicated unit or arms length body with local cross-party support to help coordinate and drive the change required so technical expertise can be built up and retained, programmes managed, new sources of funding accessed, and longer-term certainty created for investors.

The rest of this report is the re-issued discussion papers, options assessments, consultation responses and recommendations generated by an independent review commissioned by SWM to test our original proposal in 2011, see Annex C, and other options to carry forward the future functions of BEP.

The final selected option by BEP, was not our original proposal, but an alternative recommended by the review and which had more support within the council and reflected external partners during the recession, who no-longer had the resources to provide third party funding at the time. The selected option is described in Annex D.

Of particular interest is the options appraisal assessment in section 3 and Annex B which describes other examples and models of partnerships elsewhere, which although many have changed and moved on, it does indicate what is possible.

1.1 INTRODUCTION TO 2011 RESEARCH

This proposal has been requested by Keith Sexton, Chair of the BeBirmingham Environment Partnership (BEP). The aim of this report is to help progress the agreement on how the relevant functions of BEP should be delivered post March 2011. This work builds on the discussions with the BEP Board, Executive and Cllr Huxtable, and SWM research on good practice in competitive low carbon cities.

This Discussion Paper has been prepared to inform discussions with BCC and the BEP Executive in late January / early February to identify a preferred option for delivering partnership working required to help Birmingham achieve its low carbon and climate change objectives and ambitions. The work has been commissioned by the Birmingham Environment Partnership (BEP).

Background – Much of the progress around the ‘green’ agenda in Birmingham has been through a range of partnerships working with the City Council and external funding. Birmingham City Council (BCC) provides strategic leadership and requires support from others in innovating, developing and helping to deliver projects to address the City’s priorities. The initial model behind the innovative Birmingham Energy Savers (BES) programme, for example, was developed by BEP and is currently being delivered by the Council, working with private and voluntary sector partners.

To achieve the Vision and Outcomes contained in the Sustainable Community Strategy, the City Council, with support of BEP, has developed strategies to address core challenges, including:

- the Climate Change Action Plan;
- the emerging Energy Strategy;
- the Birmingham Total Waste Strategy;
- the Anti Graffiti Strategy;
- the Sustainable Procurement Compact.

The City Council alone cannot deliver the actions required in these strategies and needs support from partners to access resources, secure high levels of private sector investment, coordinate development of actions, monitor and be accountable for delivery.

However, external funding for the Birmingham Environmental Partnership from central government (via the Working Neighbourhoods Fund) ends on 31st March 2011, with no replacement funding agreed. At the same time, the City Council is experiencing major budget reductions and organisational change.

Senior City Council officials, the Partnership's Chairman Cllr Timothy Huxtable, the BEP board, executive and its four thematic sub-partnerships have been discussing over recent months how the partnership's support role to the Council can best be delivered in the future. As outlined in a BEP Board Paper (November 2010), these discussions have considered potential future operating models for BEP, with an initial proposal for adopting Option 3 - see *Box 1* below.

Aims – This work has been commissioned to help partners agree on how to deliver, post March 2011, the relevant partnership functions required to help the City achieve its low carbon economy and climate change objectives and targets. The work aims to identify a preferred option, for which a more detailed business plan will be developed.

This Discussion Paper – This paper is intended to inform discussions with BCC and the BEP Executive in late January / early February to identify the preferred option, and presents:

- findings from discussions with consultees;
- analysis of the types of partnership working required to make progress on Birmingham's climate change objectives;
- examples of partnership models from elsewhere; and
- outlines potential options and assessment of these options.

Box 1 **Potential options for future operating models outlined in BEP Board Paper, November 2010**

Potential options for future operating models:

- 1) 'Do nothing' option** – with the Partnership coming to an end on March 31st 2011
- 2) Splitting partnership themes to align with BCC directorates**, with each BCC directorate being responsible for managing its theme - covering the BEP themes of:
 - Clean city
 - Low waste
 - Climate adaptation
 - Carbon reduction
 - Sustainable transport
 - Sustainable procurement.
- 3) Establishing a social enterprise model to deliver partnership services:**
 - Board legally responsible for new organisation;
 - Secretariat seek external funding for projects;
 - Align with existing agencies;
 - Core staff seconded in from City Council;
 - Hosted within an existing partnership body in Birmingham.
- 4) Securing City Council core funding for a smaller secretariat and work across themes.**
 - Support development of themes to deliver green city objectives;
 - Monitor performance and promote innovation;
 - Secure core secretariat staff budget of 80k (admin and co-ordinator) split between two BCC directorates – leadership, support and accountability provided by senior officers in each directorate.

1.2 STRATEGIC CONTEXT

Briefly, the strategic context for this review includes:

- **Low Carbon Transition City** - Birmingham's ambitions and strong commitment to developing the low carbon economy to generate economic development and employment, as well as to achieve the city's targets of reducing CO₂ emissions by 60% by 2026.
- **The refreshed Sustainable Communities Strategy** - which identifies 9 key outcomes for the city, including the development of the low carbon and low waste economy; increased wealth and poverty reduction; and cleaner and greener neighbourhoods.
- **The economic imperative of updating and developing Birmingham's energy infrastructure** - The city (business, public sector, residents, etc) spends £1.3 billion on gas and electrical energy each year, most of which is imported into the city, representing a major leakage from the city's economy. With oil prices expected to at least double in the next 20 years, this economic leakage will grow significantly and impact upon competitiveness. Development areas identified in the Big City Plan also need new energy infrastructure.
- **Birmingham's growth agenda** – with population growth by a further 100,000 in the next two decades and the need for energy efficient housing and development of sustainable energy, transport and green infrastructure.
- **Climate Change Adaptation** - The need to ensure that Birmingham is resilient to future changes in climate and increases in the frequency of intense weather events – particularly in view of the city's growth agenda.
- **Budget reductions** - Significant budget reductions and job losses amongst public sector partners, and the need to do more with available resources, promote the Total Place approach.
- **Strategies and Action Plans** - A number of recent strategies and action plans have identified priorities for the low carbon economy and a sustainable city, including:
 - The Climate Change Action Plan – see *Box 2*;
 - The Energy Strategy (draft issues and options) – see *Box 3*;
 - Total Waste Strategy;
 - Core strategy;
 - Anti Graffiti Strategy;
 - Transport Strategy;
 - Area Investment Prospectus and Big city Plan / City Centre Masterplan; and
 - the forthcoming Economic and Enterprise Strategy for Birmingham.
- **The need for effective partnership working and new types of partnership working** to achieve the priorities identified in these strategies, particularly in areas such as low carbon energy infrastructure, buildings and transport infrastructure which are dependent on significant amounts of private sector investment and require new models of public and private partnership, such as Special Purpose Vehicles, green investment funds and joint ventures - building on existing examples such as the Birmingham District Energy Company (BDEC), and Birmingham Energy Savers. This is highlighted in both the Climate Change Action Plan, which identifies the need for new forms of commissioning partnerships; and the Energy Strategy Issues and Options paper which identifies the need for new relationships between the City Council and the energy sector to reflect the levels of investment required and risk involved in energy projects.
- **Cabinet Committee** - Establishment of the Climate Change & Sustainability Cabinet Committee with terms of reference as shown in *Box 4*.

- **LEP** - The forthcoming establishment of the Local Enterprise Partnership (LEP)

Box 2 **Birmingham's Climate Change Action Plan**

The Climate Change Action Plan provides the implementation framework for achieving Birmingham's target of reducing CO₂ emissions by 60% by 2026. It identifies priority areas:

- Improving the energy efficiency of the city's "**Homes and Buildings**"
- Reducing the city's reliance on unsustainable energy through "**Low Carbon Energy Generation**"
- Reducing the city's impact on the non-renewable resource use through "**Resource Management**"
- Reducing the environmental impact of the city's mobility needs through "**Low Carbon Transport**"
- Making sure the city is prepared for climate change through "**Climate Change Adaptation**"
- Making sure that this action plan "**Engages with Birmingham Citizens and Businesses**"

The Cabinet Committee "will work with the city's partners through the BeBirmingham partnership arrangements to oversee the strategic shape and direction of travel of Birmingham in delivering the actions identified in this Plan". (Climate Change Action Plan).

Box 3 **Birmingham Energy Strategy – Draft Issues and Options (Nov 2010)**

The Draft Issues and Options paper for the Birmingham Energy Strategy highlights of the economic and carbon reduction imperatives for upgrading and investing in Birmingham's energy infrastructure and significantly accelerating energy efficiency measures. Priorities for the city identified in the paper include:

- Energy use behaviour change
- Energy efficiency in homes, commercial and industrial buildings, street lighting etc
- District Energy / CHP
- Renewables – microgeneration to larger scale
- Transport – mode change, efficiency vehicles, low carbon fuels
- Waste to energy
- Smart Grid, smart metering

The paper highlights the need for new forms of relationships and partnerships, including special purpose vehicles (SPV), to achieve these priorities and the major investments, drawing on the experience of leading European and UK cities and existing examples in Birmingham such as the Birmingham District Energy Company (BDEC) and Birmingham Energy Savers.

Box 4 **Cabinet Committee for Climate Change and Sustainability - Terms of Reference**

- To provide strategic leadership of the Birmingham Climate Change Action Plan.
- To drive the development of, oversee, and monitor progression of the Birmingham Climate Change Action Plan to achieve the 2026 target of a 60% reduction in carbon emissions, and to ensure the city is adaptable to climate change.
- To review the Birmingham Climate Change Action Plan by April 2011, and undertake major reviews of the Action Plan in 2012 and 2017 in line with the UK Carbon Budget periods.
- To consider and determine any issues of policy or practice associated with the implementation of the Climate Change Action Plan and the implications of relevant legislation.
- To oversee and lead the Council's response to be Carbon Reduction Commitment including approving the Council's Carbon Management Plan.
- To keep the Cabinet and, as and when appropriate, the full Council informed of the development of the City's response on carbon emission reductions and climate change adaptation.
- To work with Be Birmingham to ensure that there is a whole city partnership approach in making Birmingham a more sustainable city and addressing climate change.
- To oversee the Council's response to key initiatives including the Eurocities Declaration on Climate Change, the European Covenant of Mayors and other climate change, sustainability and carbon reduction initiatives, charters and campaigns etc.
- To co-opt to the Committee observer members who will provide a critical friend support to the work of the Committee.

The following summarises consultee views structured around the following questions:

- Is there is a clear need and rationale for partnership working?
- What should be the role and scope of partnership working?
- What types of partners are required to help make progress on Birmingham’s priorities?
- What types of structures are needed to deliver effective partnership working?
- How could partnership working be funded / resourced?

A list of consultees is provided in *Annex A*.

2.1 IS THERE IS A CLEAR NEED AND RATIONALE FOR PARTNERSHIP WORKING?

There is strong consensus amongst consultees on the importance and value of partnership and cooperation between public, private and voluntary sector organisations to help develop actions to progress the City’s objectives and outcomes on climate change and the low carbon economy.

This is because:

- BCC alone cannot deliver the necessary changes.
- Joint private, public and voluntary sector action is needed so that all bodies can be working together towards common low carbon and sustainability objectives, in line with the *Total Place* approach.
- The city needs to secure large amounts of private sector investment to achieve its climate change and low carbon economy objectives. Effective partnership working and carefully designed procurement processes are key to attracting investment and mobilising resources available through joint private and public sector approaches – eg .joint ventures, SPVs and low carbon investment funds.
- Developing innovative solutions and accessing funding is often best achieved through joint working, drawing on the skills and resources of different partners.
- Budget cuts for BCC mean that it may be less able to develop solutions and staff resource may be more limited.
- ‘Big society’ and priorities which require behavioural change on waste and energy highlight the need for community engagement and the involvement of voluntary sector partners.
- BCC needs help from partners in mainstreaming or embedding low carbon thinking into all areas and directorates.
- There is a serious risk that Birmingham will fall further behind on low carbon aspirations if significant progress and actions are not delivered.

Needs / Rationale Quotes from consultees:

“Partnership working will become more important in the face of BCC budget cuts – BCC will not be able to do it all”. (BCC officer)

“There is a very valuable role for a partnership in bringing together public, private and voluntary sector partners to help develop actions and access external funding”. (BCC officer)

“A partnership could play an important role in coordinating the work of different BCC Directorates on issues such as energy and climate change. It would need to have links to BCC directorates other than just energy or waste” (BCC officer).

“We’re interested in being involved because it would help inform future actions, but it is essential that businesses can be involved in a way that ensures impartiality” (Business).

“We are very keen to engage with cities like Birmingham in areas such as energy infrastructure, CERT/CESP/ECO, Green Deal, smart metering, grid improvements. We can bring resources to the table if the engagement is genuine and focuses on actions” (Energy company).

“If we work closely with the city council, we can find ways of financing actions. We need to have round table discussions to agree on how actions can be procured – otherwise there is a risk that companies won’t be able to finance them” (Energy company)

“It is completely accepted that creating a sustainable low carbon city needs public, private and voluntary sector cooperation. The Cabinet Committee would like an engagement mechanism with the private and voluntary sectors, and other public sector bodies. Partnership activities are needed to change the mainstream and embed low carbon thinking into all areas” (BCC officer)

“We want everyone to have a stake in the development of Birmingham. We want the private sector to help develop short, medium and long term implementation plans” (BCC officer).

“We need a holistic approach to delivering these strategies and priorities. Climate change needs to link to them all, and they all need to contribute to climate change. Things can’t be done in silos – we need partners to work together so the links can be made” (BCC Officer).

“Yes we definitely need effective partnership working and fora like under the LSP. It would be inconceivable to go back into our trenches – we can’t let it fizzle out. But partners need to make it clear what they can bring to the table, including resources, and what actions they can help develop - rather than just attending meetings” (community sector body)

2.2 WHAT SHOULD BE THE ROLE AND SCOPE OF PARTNERSHIP WORKING?

The majority of consultees agreed that the roles and scope of partnership working should involve the following:

- **Strategic focus** - Help BCC make progress on Birmingham’s strategic priorities for climate change and low carbon economy (60% CO₂ reduction by 2026) by developing innovative solutions and actions (eg. BES). Contribute to the 9 outcomes of the refreshed *Sustainable Communities Strategy - Birmingham 2026*.
- **Developing Actions** - Focus on developing actions to address strategic priorities contained in the Climate Change Action Plan, Total Waste Strategy, Energy Strategy and Climate Change Adaptation strategy. This should include short-, medium- and longer-term actions - working with BCC officers to take projects through the three stage project development process (Commissioning, Project Definition Document and Full Business Plan). Once developed, projects could be passed to BCC Directorates and others to deliver.

- **Funding** - Help access and attract funding – eg. EU (EIB, JESSICA, ELENA), national (Regional Growth Fund, DECC, Green Investment Bank, Low Carbon Networks Fund etc), private, FIT/RHI, CERT/CESP/ECO, help broker deals with ESCOs and develop Green Deal in Birmingham
- **Low Carbon Investment Funds** – Work with BCC to help to develop new low carbon investment vehicles / loan funds for the city. These could bring together public and private investment and generate a financial return to be reinvested into projects (BCC developing plans for this on housing retrofit). There is a need to identify and develop projects which might be suitable for inclusion in an investment portfolio that can be pulled together for discussion with potential investors. (An example of this approach is work underway by Manchester to develop a low carbon investment fund which is currently being marketed to potential investors across Europe - building on the existing the North West's Evergreen Fund).
- **Embed the city's priorities into partners' work**, so that partners are working towards common objectives, adopt a 'holistic' approach in which low carbon priorities are integrated into all relevant strategies, actions and service delivery, in line with the Total Place approach.
- **Engage wider communities** – Use the collective resources and activities of partners to engage the wider public, communities and businesses in activities and behaviour change to contribute to the city's low carbon and sustainability priorities.
- **Communications** – Highlight good practice and raise the profile of activities – both within Birmingham and to audiences outside the city, eg. the good news on waste recycling in Birmingham. Partners could contribute their in-house marketing resources to provide a combined publicity campaign with a higher impact than could be achieved by one partner alone.
- **Constructive challenge / Monitoring** - Play a role in monitoring Birmingham's progress on climate change and low carbon economy actions - a 'critical friend' / constructive challenge role – supporting the Cabinet Committee on ensuring that good progress is being made.
- **Themes** – Themes covered by a partnership could reflect the themes covered by the BCC Climate Change & Sustainability Cabinet Committee, with the Cabinet Committee giving the partnership body a clear remit to develop actions to address strategic priorities contained in the Climate Change Action Plan. Thematic partnership sub-groups could advise the Cabinet Committee on projects to deliver city priorities, covering themes such as:
 - energy infrastructure
 - low carbon buildings - how get the 400k homes in Birmingham low carbon
 - resource efficiency / recycling in SMEs
 - waste infrastructure development (eg. energy from waste, food waste)
 - low carbon transport – infrastructure and low carbon vehicles
 - clean city / anti graffiti (*would this sit better within the Safer Birmingham Partnership?*)
 - climate change adaptation – including green infrastructure and flood resilience
 - wildlife / biodiversity issues (though some consultees questioned how firmly this fits with the Climate Change Action Plan)
 - low carbon economy (cross cutting the above themes) – including sector development, local supply chains, procurement processes, engagement of social enterprises, skills and employment, business opportunities and low carbon inward investment.

- Consultees supported the need for potentially covering all the above themes, but emphasised the need for groups/sub-groups which were very focuses on individual topics (eg. energy issues), otherwise efforts would get distracted and the commitment of partners (especially businesses) would drop off.
- Some consultees questioned whether it is better to start off with a limited scope (eg. energy, low carbon buildings) and only expand to other themes once a partnership has proved its usefulness.

Role and Scope of partnership working - Quotes from consultees:

Focus on Developing Actions:

“Partner work would need to be action focused. Including issues such as Green Deal, smart meters, ECO/CESP/CERT, energy grid development” (*Energy company*).

“It needs to demonstrate serious deliverables, show what it has achieved. It needs a clear action plan and timeplan for deliverables, tackle bite sized chunks of activity and needs to be accountable for achieving this” [*Business*]

“In the past the BEP managed and distributed pots of funding. In the future it will need to be an arms length, non-bureaucratic body which brokers partnership work to deliver actions identified in the City’s strategies” (*public sector partner*)

“It could coordinate the work of partners to make projects happen. When ideas like Boris’ Bikes in London or the Birmingham Forest come up, we need partners to develop the ideas into delivery. The partnership could identify who needs to be involved and build ownership of projects amongst partners” (*BCC officer*)

“We need partners to help identify and develop short-, medium- and longer-term actions - working with BCC officers to take projects through the three stage project development process (Commissioning, Project Definition Document and Full Business Case / Implementation Plan). Once developed, projects could be passed to BCC Directorates and others to deliver” (*BCC Officer*).

“It needs a clear direction of travel focusing on developing the low carbon economy, and developing more things like the Aston University European bioenergy centre” (*Business*)

“Before companies invest effort into a partnership they must be convinced that it will work. It therefore needs to have clear, up front objectives about delivering tangible actions – if it does, we will get involved and commit our time to it” (*Energy business*).

“We are very keen to help develop actions, but the partnership working needs to be carefully planned and very clearly focused on specific actions and deliverables” (*Business*).

Themes:

“It would need to have very tight objectives and focus to avoid drifting vaguely in different directions” [*Business*].

“It is key to have the LEP on board and key private sector partners to identify and implement key projects. BEP could work with key partners to make things happen. It could help assemble groups to lead on projects. It could remain a part of BeBirmingham whose role will be to provide a conduit for bringing partners together to agree on projects to be implemented, a conduit for getting the right people involved”. (*BCC officer*)

“It needs a tight focus – which could grow over time once it’s proved its usefulness, rather than seeking to cover every agenda from the beginning. Otherwise it would get bogged down in arranging meetings, with too little time to focus on actions” (*public sector partner*).

“I’d be interested in a partnership that focused on waste management and clean city issues. This could be a separate sub-group of a wider partnership focusing on the Climate change Action Plan. The Action Plan does not include clean city issues – but we need to work with partners on these issues, so we would have to set one up if it was not included in a wider environment partnership”. (*BCC officer*)

“Yes include graffiti and clean city because it links to behaviour change for climate change” (*Business*)

"It would need to link to SD responsibilities in other BCC directorates – eg. wildlife" (*BCC officer*)

"BEP should look more at how habitable Birmingham is as a city – ie. include greenspace, nature and openspace to attract people to live n the city". (*community rep*).

"BEP needs to be involved more with communities to help bring behaviour change on waste, energy, greenspace etc". (*community rep*).

"In other places where it's working well, the partnership just has a focus on energy, and does not include things like transport and graffiti, which would distract from the focus. To be a key partner, we would need it to be very focused" (*Energy company*).

Accessing Funding:

"Need to work with LEP partners to access Regional Growth Fund" – (*voluntary sector*)

"A partnership body could act as an investment vehicle for the city to bring in significant levels of investments and risk capital for low carbon infrastructure and projects. This could be jointly owned by BCC and other investors". (*Business*)

"A partnership should play a coordination role in getting resources for projects on waste infrastructure and resource efficiency in SMEs. (Waste business).

"To make actions stack up financially, things need to be looked at together, rather than in isolation – eg. housing, CHP, electric vehicles. We need roundtable discussions with partners to agree on how actions can be packaged together to make them fundable" (*Energy company*).

Communications:

"Birmingham needs to be better at communicating the good things it is doing. The partnership could coordinate communication campaigns, eg. Low Carbon Month" (*BCC officer*)

"We would be happy to help a partnership on PR and marketing, using our marketing team to add to a concerted PR campaign" (*Energy business*)

Constructive challenge / Monitoring:

"A partnership should be allowed to constructively challenge what is happening – it needs to be able to play a critical friend role for the Cabinet Committee" (*Community rep*)

2.3 WHAT TYPE OF PARTNERS ARE REQUIRED TO HELP MAKE PROGRESS ON BIRMINGHAM'S PRIORITIES?

Different priorities require different types of partnership working. In some cases, small project focused cooperation is required, and in other cases, open fora are needed which enable a large number of organisations to get involved. Different priorities or themes clearly require different groups of partners, with specific skills. For example:

- **Energy infrastructure** investments in the city require new partnerships between the City Council, the energy sector and experts in energy financing to bring the required levels of investment;
- **Housing** energy efficiency improvements, as demonstrated by Birmingham Energy Savers, require partnerships between the City Council, energy companies providing CESP funding, construction businesses, microgeneration installers, RSLs, community groups and skills providers.
- **Anti-graffiti** activities need to include partners such as: the Fire Service, youth offending and probation services, British Waterways, Network Rail, private sector contractors, police, BCC housing and RSLs (via Birmingham Social Housing Partnership), BCC parks etc.

It will therefore be important to ensure that the right partners are involved in developing actions in different fields. We have therefore undertaken analysis of the typical types of partners needed to

help make progress on priorities within the Climate Change Action Plan, the Total Waste Strategy, the Anti-Graffiti Strategy and the emerging Energy Strategy – as summarised in *Table 1* below. A number of key points emerge:

- **Focus** – Certain priority actions need very specific skills. BCC officers or partners leading on these areas therefore need to be able to be selective to involve the right partners. Use of project or theme specific groups (or sub-groups) will often be more appropriate than involving everyone in a general partnership.
- **A wide range of partners** from public, private and voluntary sector need to be involved in developing different actions, which implies the need for effective communication of projects being developed so that the right partners put themselves forward. It also implies the need for adequate resources to be committed to organising effective partner working.
- **Common partners and links between themes** - A number of strategies and priorities within them require engagement with similar sets of partners. For example, waste and resource efficiency partners are important for progressing priorities within the Climate Change Action Plan, the Total Waste Strategy and the Energy Strategy. There is therefore a risk of duplication of effort and need for coordination of partnership working across different themes to make best use of partners' time and staff resources.
- **BCC Directorates** - There is often a need for a range of BCC Directorates to be involved in developing a priority actions (eg. housing retrofit requires the involvement of BCC staff from housing, energy, procurement, PR/communications, legal, finance and asset management). Adequate resources are therefore needed to allow BCC staff to work on projects outside their immediate directorates.
- **Holistic approach** – Because of links between priorities, it will be important that partnerships involved in related actions are effectively linked to one another. This will ensure that projects are developed in a coordinated way, rather than developing actions in 'silos'.

Table 1 Partners Required to Help Deliver Birmingham’s Low Carbon and Environment Strategies

STRATEGY / PRIORITIES:	EXAMPLES OF PARTNERS REQUIRED:
BIRMINGHAM CLIMATE CHANGE ACTION PLAN:	
Section 2 - Birmingham’s Transition To Becoming A Low Carbon City	BCC (strategy, energy, economy, employment, skills etc), LEP, Businesses in low carbon sectors, Sector Skills Councils (eg. Summit Skills), Colleges and other training providers, Birmingham Chamber, Marketing Birmingham, MEBC, SWM, BES, BCC skills/employment, EST, Carbon Trust.
Section 3. Homes And Buildings	BCC (energy, housing, planning, corporate landlord etc), BES, energy companies, BDEC Ltd, waste to energy sector, EST, Carbon Trust, HCA, SWM, Birmingham Chamber, developers, construction sector, energy finance experts, investors, RSLs, community groups, training and skills providers
Section 4 Low Carbon Energy Generation	BCC (energy, housing, planning, corporate landlord etc), BES, energy companies, BDEC Ltd, waste to energy sector, EST, Carbon Trust, HCA, Birmingham Chamber, SWM, developers, construction sector, energy finance experts, investors, RSLs, public sector energy users, universities.
Section 5 Resource Management	BCC, waste management businesses, Birmingham Chamber, WRAP, universities (eg. Aston University EBRI), transport partners, industry and commerce, SWM, Centro, bus operators, fleet businesses, community groups.
Section 6 Low Carbon Transport	BCC, Centro, Network Rail; bus, train and freight operating co’s; Sustrans, DfT, businesses across many sectors, Birmingham Chamber, automotive sector, investors, other Local Authorities, Highways Agency, schools, other public sector, community groups, CABLED project partners, universities, fuel companies.
Section 7 Climate Change Adaptation	BCC (all service areas, especially drainage, greenspace, planning, buildings, emergency planning etc), EA, Severn Trent, voluntary sector, community groups, developers, RSLs, IEWM.
Section 8 Engaging Birmingham To Take Responsibility	BCC, EST, IEWM, SWM, all public sector bodies, Birmingham Chamber, community groups, voluntary sector, and partners from other themes (energy, housing, resource management, transport, adaptation).
BIRMINGHAM TOTAL WASTE STRATEGY:	
Governance, Policy, Total Resource Strategy, Data management, Food waste, Commercial recycling, Commercial investment, C&D waste.	BCC, EA, waste sector, WRAP, construction sector, food sector, Severn Trent, industry including SMEs, investors, Birmingham Chamber and trade bodies (eg. building sector).
BIRMINGHAM ENERGY STRATEGY (DRAFT ISSUES & OPTIONS PAPER):	
Energy use behaviour change	BCC (energy, housing, planning, corporate landlord etc), BES, energy companies, EST, Carbon Trust, HCA, Birmingham Chamber, developers, construction sector, investors, RSLs, community groups, universities.
Energy efficiency – homes, commercial and industrial buildings, street lighting etc	BCC (energy, housing, planning, corporate landlord etc), BES, energy companies, EST, Carbon Trust, HCA, Birmingham Chamber, developers, construction sector, investors, RSLs, community groups, universities.
District Energy / CHP	BCC, BDEC Ltd, waste to energy sector, energy finance experts, investors, engineering consultancies, developers.
Renewables – microgeneration to larger scale	BCC, BDEC Ltd, waste to energy sector, energy finance experts, investors, developers, engineering sector, construction sector
Transport – mode change, efficiency vehicles, low carbon fuels	BCC, Centro, Network Rail; bus, train and freight operating co’s; Sustrans, DfT, businesses across many sectors, Birmingham

STRATEGY / PRIORITIES:	EXAMPLES OF PARTNERS REQUIRED:
	Chamber, investors, other Local Authorities, Highways Agency, schools, other public sector, community groups, CABLED project partners, universities, automotive sector, fuel companies.
Waste to energy	BCC (energy, waste, finance etc), waste to energy sector, BDEC Ltd, investors, energy companies.
Smarter use of power – including Smart Grid, smart metering, load management and storage of energy.	BCC (energy, housing, planning, corporate landlord etc), BES, energy companies, EST, Carbon Trust, HCA, investors, developers, RSLs, community groups, universities.
BIRMINGHAM ANTI-GRAFFITI STRATEGY	
Management, Intelligence, Enforcement, Removal, Prevention.	Fire service, youth offending & probation services, British Waterways, Network Rail, private sector contractors, police, BCC housing and RSLs (via Birmingham Social Housing Partnership), BCC parks etc.

Types of Partnership working required – quotes from consultees:

“The individuals who are members of a partnership and attend all the meetings, don’t always have, and can’t be expected to have, the specialist skills to play a constructive role on particular topics. We need to be selective in who we involve and bring in specialists who would not usually be part of a general partnership”.
(BCC officer)

“We need to have a clear and systematic understanding of the type of partnership working required to progress particular priority actions before we can decide on what type of partnership model we need”. (BCC officer)

“It is key to have the LEP on board when it’s set up” (BCC Officer)

“The precise role of partnership working is difficult to identify in different areas such as waste, energy, transport, clean city, waste to energy – there are different constituencies and partners needed to be involved in different themes. Therefore we need to identify key areas where more effective cooperation is needed to deliver key outcomes and targets – which is different to just having a general BEP”. (BCC Officer).

“On many energy issues, BCC has come a long way and is now working with partners such as EON and British Gas on financial vehicles. Many of the energy priorities need sophisticated working with specialist partners and have probably moved beyond what a general BEP could offer” (Public sector partner)

“The social and community agenda needs to be properly represented to achieve the full employment and community benefits of energy projects. We also need partners such as Severn Trent, Aston University, telecoms companies and key industrialists involved” (Energy business) .

2.4 WHAT TYPES OF ‘STRUCTURE’ ARE NEEDED FOR EFFECTIVE PARTNERSHIP WORKING?

The views of consultees vary on the ways of structuring partnership activities, with no overall consensus. Opinions generally fall into four ‘camps’:

- **BCC led Thematic Partnership platforms** - Consultees, including some BCC officers, public sector partners and energy businesses, whose preference is for a form of “cooperation platform”, organised by appropriate BCC Directorates with partners working on specific themes and projects. This is close to Option 2 in the BEP November paper (see *Box 1* above). They are also not convinced of the need for a separate new partnership body or social enterprise (Option 3 in the BEP November paper) and are concerned that a separate body may lack democratic legitimacy; and if resource is available to support partnerships, would prefer that this resource is allocated directly to the relevant BCC directorates.

- **Combination of BCC led thematic groups and a separate partnership body** - Some consultees favoured a combination of having thematic partnership platforms working with BCC officers on specific project areas, with a broader partnership body feeding into and supporting the thematic platforms.
- **Separate Partnership Entity** – Some consultees support the idea of having a separate entity as this would give a stronger sense of ownership for partners, and therefore encourage stronger partner commitment to developing actions. Some favoured a partnership broadly similar in structure to the BEP, with sub-groups and active BCC participation, but with a stronger focus on developing actions.

A number of consultees favoured the idea of this entity being formed as a separate legal company (eg. company limited by guarantee or CIC) to provide a vehicle for raising finance to invest in low carbon actions.

- **Uncertain / ‘Don’t mind, as long as it work’** - Consultees who do not have strong views on the most appropriate way of organising partnership working - some of whom say that it is difficult to decide on structures in view of current uncertainties about funding and bodies such as the LEP and BeBirmingham; and others who do not mind what the structure is, as long as it works and delivers the required roles set out in *Section 2.2* above.

The range of potential organisational options that have emerged from discussions with consultees is outlined in *Section 3*, which also takes account of examples of partnership structures elsewhere, some of which are described in *Annex C*.

2.4.1 Underlying Principles for Partnership Structures

Whilst consultee views varied on appropriate structures for organising partnership working, greater consensus emerged about the underlying principles which should underpin any future structures – as follows:

- Ability to support BCC and BeBirmingham in making progress on the city’s priorities and outcomes.
- Ability to generate tangible actions and the scale of activity needed to achieve Birmingham’s 2026 CO₂ target and low carbon economy objectives.
- Financially lean.
- Ability to draw in external funding and resources including private sector investment.
- Ability to involve the right sort of partners required for different tasks, with the right skills and resources.
- Ability to promote cross working between related themes.
- Maintaining leadership and drive, which is not swept away if BCC structures change.
- Accountability and transparency and a strong democratic basis for working.
- Structures which support impartiality – especially for private sector participants.

Types of structures for Partnership working – quotes from consultees:

BCC led Thematic Partnership platforms:

“BCC is the linch pin for partnership working and BCC has to be at the heart of any partnership structures. If it was an independent or voluntary partnership it could get ignored” (*Community rep*)

“We are fully supportive of the idea of having a relatively small, selected roundtable of partners, working closely with BCC officers to develop low carbon energy actions, sitting underneath and reporting to the Cabinet Committee - like in Stoke. And separate groups to tackle other issues such as waste and graffiti, in a similar way” (*Energy business*).

“Preference for task and finish sub-groups working on specific strands of the Climate Change Action Plan, supporting the Cabinet Committee. But because BCC has limited resources, it may be easier for a third party to provide the secretariat role on behalf of BCC. Agree on need for cross-links between the themes to avoid silos. The objective of partnership working should be to support the work of the BCC – therefore whatever partnership arrangements / structures work best for BCC” (*public sector partner*)

Combination of BCC led thematic groups and a separate partnership body:

“We need lots of projects being delivered and we want everyone to have a stake in developing these. We need to avoid projects being developed in silos. We need something strong in the middle to coordinate involvement of partners – which brings together BCC officers and big private sector players in a fora. BEP could help BCC to work with key players to make key things happen and it could work through BeBirmingham which will be a conduit for bringing partners together to agree on actions.” (*BCC officer*)

Separate Partnership Entity:

“The future proposals for BeBirmingham are still being developed – but it wouldn’t make sense for BeBirmingham still to exist and for the BEP not to be a key part of it” (*Community rep*)

“Continue the sub-group approach. With stronger links to other partnerships (eg. Birmingham Social Housing Partnership, Economic Development Partnership, Marketing Birmingham etc. Need for 2 people to make things happen – meetings, actions – people with excellent handle on everything that is happening in Birmingham and elsewhere. Partners could club together to fund the posts (or provide seconded staff or portions of their time). Like idea of hosting this in SWM as its business driven, accountable and transparent.” (*BCC Officer*)

“See benefits of an arms length partnership because this would make it easier to pull in partners since would not be completely controlled by BCC. Like idea of SWM hosting it, since would not have to set up a new body. (*BCC Officer*)

“Like the idea of a social enterprise in order to address potential issues of impartiality / avoiding conflicts of interest for companies”. (*waste business*)

“Like the idea of a wholly owned BCC company, but with external and private sector on board as well as BCC. Wholly owned good for given clear accountability of BCC” (*business*)

“Like the CIC model, with BCC ownership and other members eg, public (police, fire, EST, EA). Voluntary and private sector could be on executive board rather than owners. A separate CIC would give it a higher profile rather than just thematic sub-groups working to the Cabinet Committee” (*community rep*).

“Would like a separate legal entity acting as a vehicle for the city to bring in significant levels of investments for low carbon infrastructure and projects. This could be jointly owned by BCC and other investors. The CIC model would provide a means of bringing in investment. Prepare a prospectus to attract investment. Could be hosted by SWM and MEBC together. Potential parallels with the Black Country Reinvestment Association (funds SMEs in the Black Country)” (*business*).

Uncertain / ‘Don’t mind, as long as it work’:

“No strong feelings about structure, as long as it is lean and focused on actions. Preference for a single partnership with thematic sub-groups, supported by a secretariat of 1 or 2 people, hosted by a body such as SWM. No strong feelings on the CIC model – not sure it’s needed or what the benefits would be. (*Public sector partner*)

“Very keen to work with BCC and partners on energy issues – don’t mind what form the partnership working takes. Would prefer a model with longer term longevity rather ad hoc one-off project groups, because energy issues require long term working”. (*Energy business*)

“No strong views on alternative partnership models, as long as it works” (*Business*)

“Need for partnership working, but some partnership structural questions won’t be resolved for a while because of budget uncertainties. Need for light touch partnership until funding landscape becomes clearer. Should be more independent than just a sub-group working for the Cabinet Committee”. (*Community rep*) .

Other comments on partnership structures:

“It makes sense to have a partnership body, but this needs to be as simple as possible and should be part of BCC rather than outside it”. (*Waste business*)

“It works best when there is a strong private sector lead. In Glasgow, it’s slowed right down because it’s too public sector led and because of local politics” (*Energy business*)

“The low carbon economy aspects could be a sub-group of the LEP – but it’s too early to say what the LEP will be doing” (*Business*)

2.4.2 Other Issues relating to Partnership options

Various issues debated by consultees include:

- **Who the partnership(s) is accountable to** - The extent to which a partnership(s) is accountable to and given its mandate to develop solutions by the Climate Change Committee, individual Cabinet Members, BCC Directorates, BeBirmingham, LEP or its own Board?
- **Availability of resource** – Pragmatically, the level of resource available to support partnership working clearly has a significant influence on how partnership working is organised and who it is accountable to.
- **Level of Independence** - The level of independence from BCC, including in the potential role of critical friend. How arms length or independent should it be from BCC?
- **The degree to which a partnership is private sector or public sector led?** (eg. the Low Carbon Taskforce in Stoke is Council led; whilst Merseyside Low Carbon Committee is private sector led)

2.5 HOW COULD PARTNERSHIP WORKING BE FUNDED / RESOURCED?

So far, consultees have often said that they may be able to provide support to partnership working through staff time, but are generally not yet able to commit to providing funding and, for some, this would be dependent on BCC also committing funding. Examples of quotes are shown below.

Funding / Resources – quotes from consultees:

“Potential for some support from BCC Fleet and Waste Management via a person from the directorate – make it part of someone’s job to support the partnership working rather than committing funding. I’d want this person to be working on waste issues, not other wider climate change issues”. *[BCC officer]*

“It’s not yet clear on whether we could support the partnership financially. Need to await our Defra settlement and maybe in year 2 after the partnership has demonstrated its value” *(Public sector partner)*

“If partners are contributing funding, it will also need to be accountable to these partners and will need to contribute to their objectives”. *(Public sector partner)*

“We could provide expertise and staff time to work on issues, rather than funding for a partnership” *(Energy company)*.

“The partnership could prepare a prospectus to attract investment into a CIC to invest in low carbon projects and infrastructure in the city” *(Business)*

“Need for 2 people to make things happen – meetings, actions – people with excellent handle on everything that is happening in Birmingham and elsewhere. Partners could club together to fund the posts (or provide seconded staff or portions of their time). Like idea of hosting this in SWM as its business driven, accountable and transparent. *(BCC Officer)*.

“We could potentially provide support to a new Partnership such as support with staff resource to assist the operation of a secretariat, space for hosting the secretariat, admin overheads” *(Business)*

“We would invest time, ideas, innovation, but not money. If companies were putting in money, it might lead to a risk of impartiality and conflicts of interest. But we could bring funding to invest in actions via CESP and Green Deal” *(Energy business)*

“A partnership doesn’t need 2 or 3 secretariat, but it does need a coordinator and for key partners to provide officer staff time to make sure it works” *(Community rep)*

OPTIONS FOR PARTNERSHIP WORKING

A spectrum of options for structuring partnership working on climate change and low carbon actions emerged from consultee discussions:

1. Project specific ‘task and finish’ groups set up with the mandate of the Cabinet Committee to development specific projects, with participants selected according to the needs of specific projects. Each project group would be established and supported by the appropriate BCC directorates, with no separate partnership body. Individual project groups would come to an end when projects had been established and passed to BCC Directorates and other partners to deliver. Note: This option could be adopted in parallel to other options – ie. not mutually exclusive.
2. Thematic project development groups, developing projects in different themes (along the lines of Stoke’s Low Carbon Taskforce or AWM’s Waste Infrastructure Advisory Group), with the mandate of the Cabinet Committee to develop actions. Established up by the appropriate BCC directorates. Different thematic groups could be supported by BCC Directorates or a common secretariat.
3. Climate Change Task Group, with sub-groups, and links to a wider partnership. The task group would include BCC officers and selected other partners, supported by BCC officers or a secretariat. Specific partners would be invited to participate according to the needs of different projects. The Task Group would link to a wider partnership group who would meet periodically to hear about, discuss and contribute to the work of the Task Group. *(Similar to Stoke, but with the addition of the wider partnership group)*.
4. Multiple / thematic partnerships – covering for example, energy, waste & clean city, transport. Partnerships could potentially be split to reflect areas of BCC Councillor responsibility (eg. Cllr Huxtable and Cllr Tilsley’s responsibilities for waste and climate change). Each partnership could be supported by officers from the appropriate BCC Directorates or separate secretariats.
5. A private sector led taskforce (along the lines of the Merseyside Low Carbon Committee) to identify and develop projects, given the mandate to develop projects by the Cabinet Committee, with links to a wider panel of partners, supported by a small secretariat working closely with BCC directorates. Could potentially be a sub-group of the LEP.
6. A separate legal partnership entity, including legal options as a:
 - Wholly owned company – 100% owned by BCC, with grant funding from BCC and partners to develop actions to address priorities, also accessing external funding.
 - Private company limited by guarantee – for instance owned 49% by BCC, 51% by other members. Arms Length, with grant funding by BCC and other partners and accessing external funding to develop actions to address priorities. *(Similar in ways to Marketing Birmingham)*.
 - Community Interest Company - owned by BCC and other members.

Figure 1 Option 1 - Project Specific 'Task and Finish' Groups

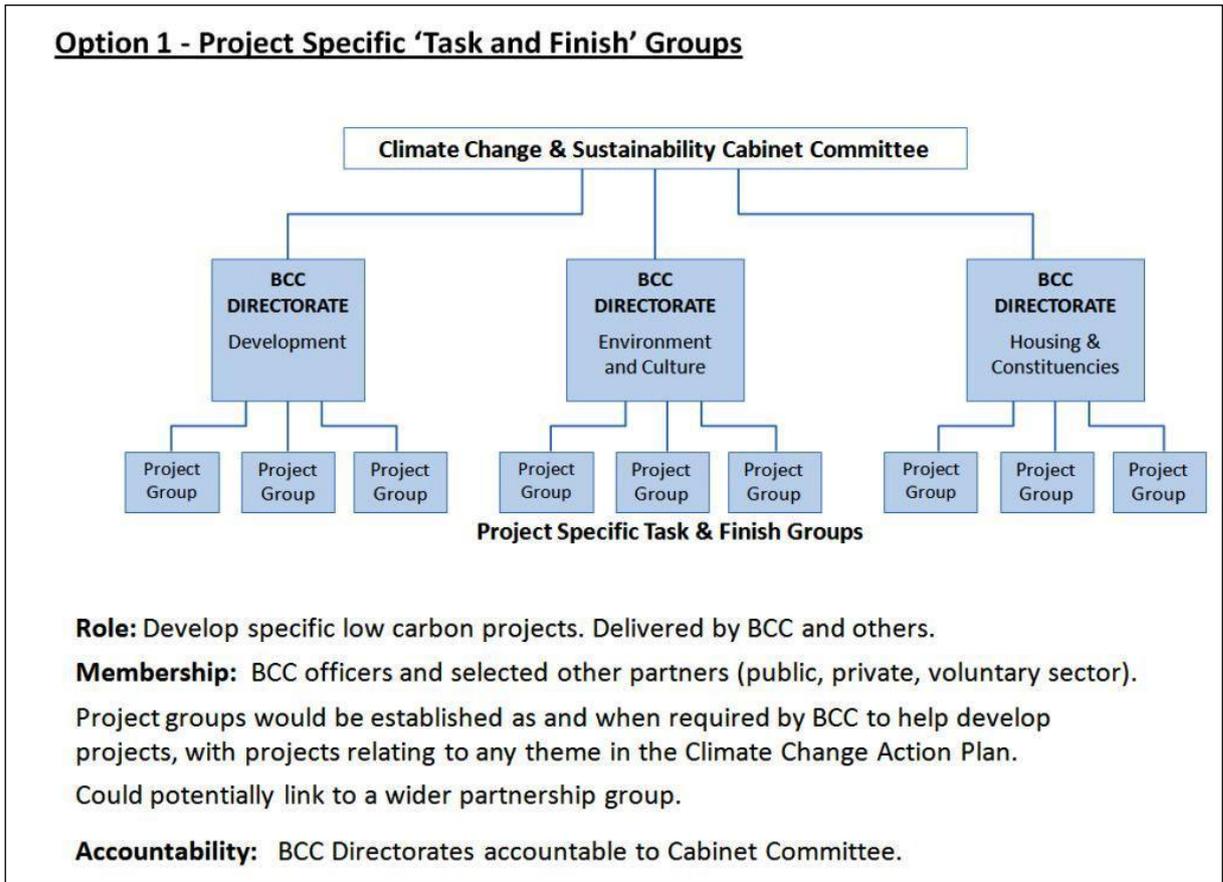


Figure 2 Option 2 - Thematic project development groups

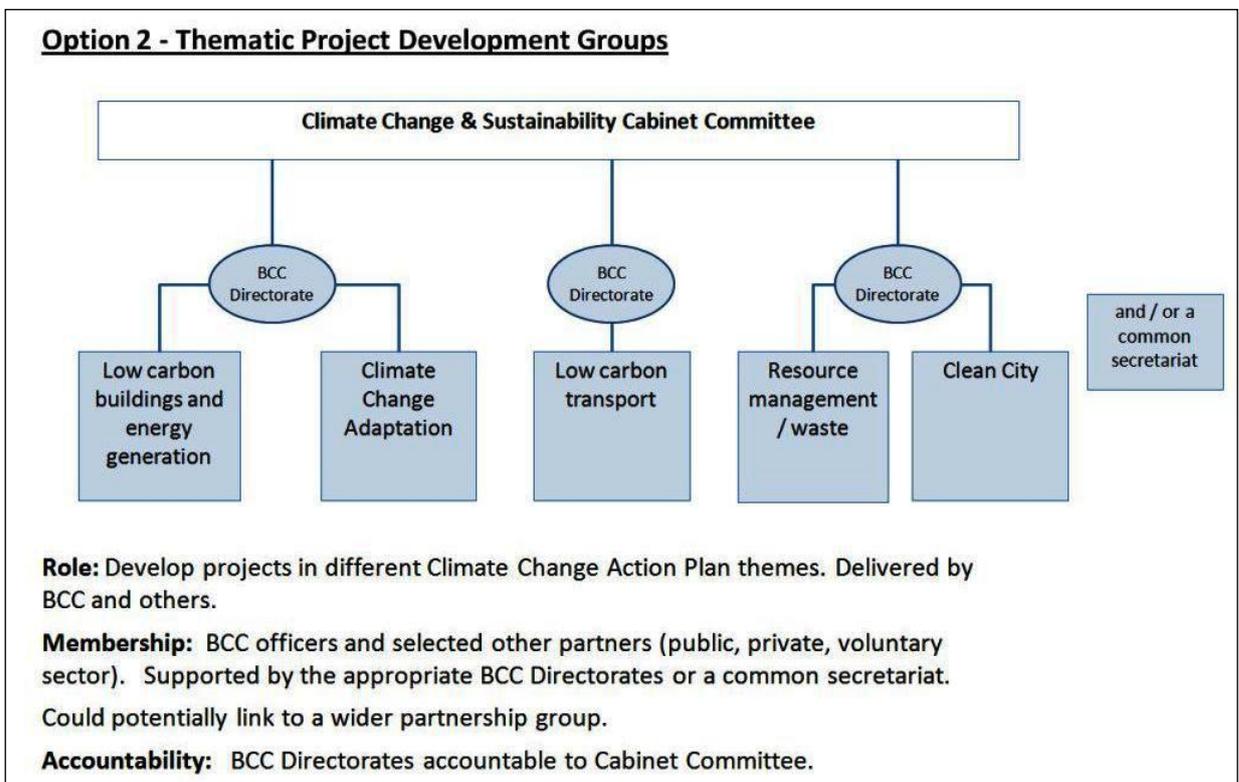


Figure 3 Option 3 - Climate Change Task Group, with sub-groups, and links to a wider partnership

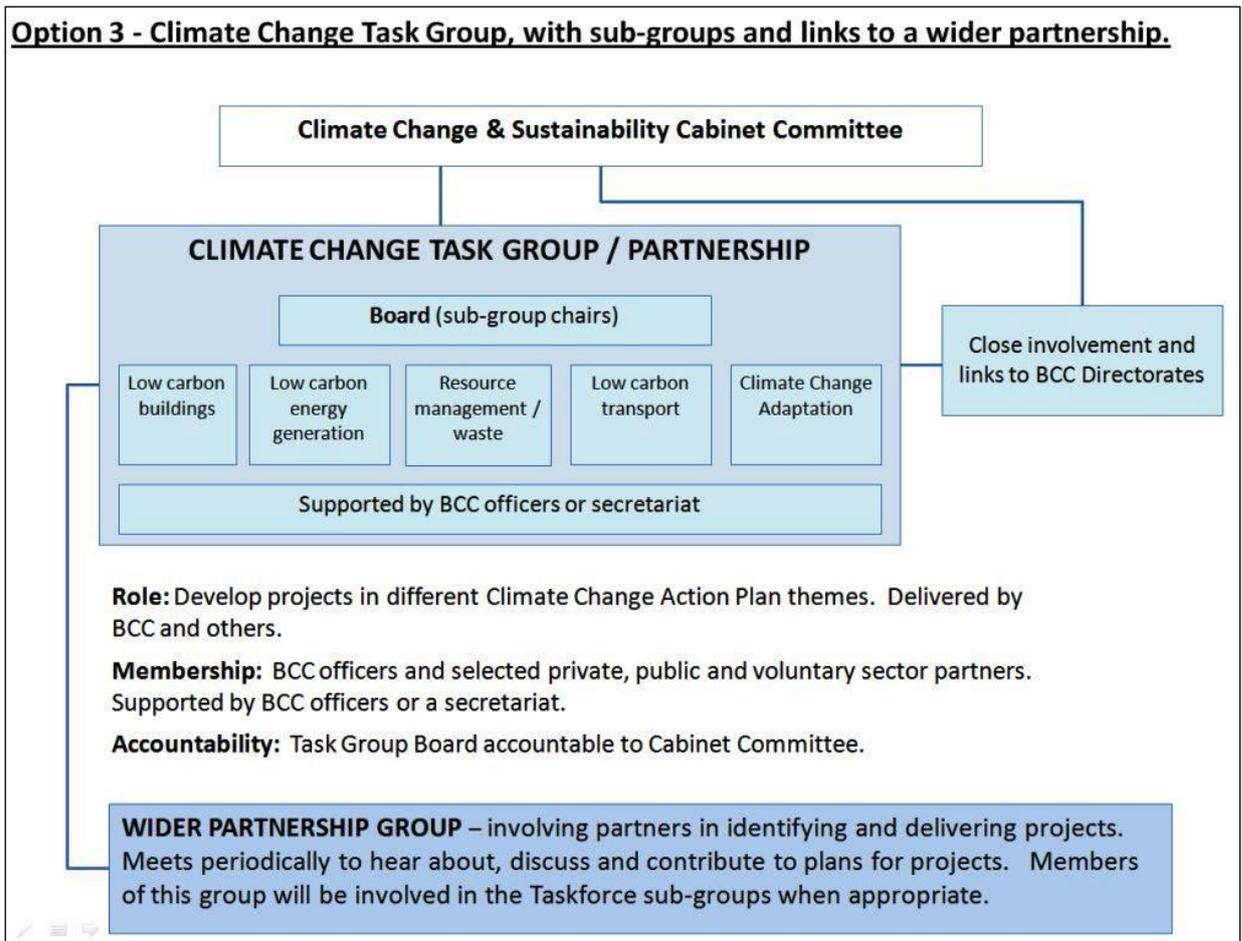


Figure 4 Option 4 - Multiple / thematic partnerships

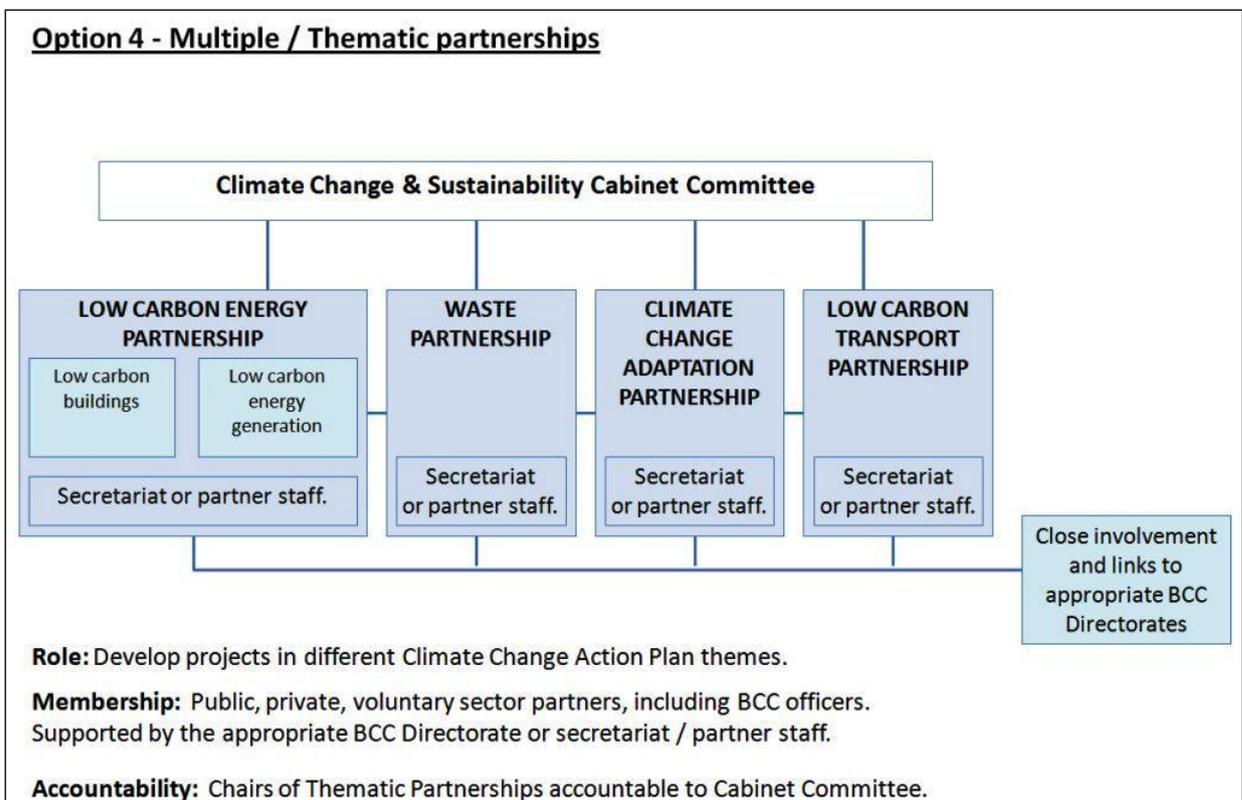


Figure 5 Option 5 - A private sector led Low Carbon Taskforce (like Merseyside Low Carbon Commission)

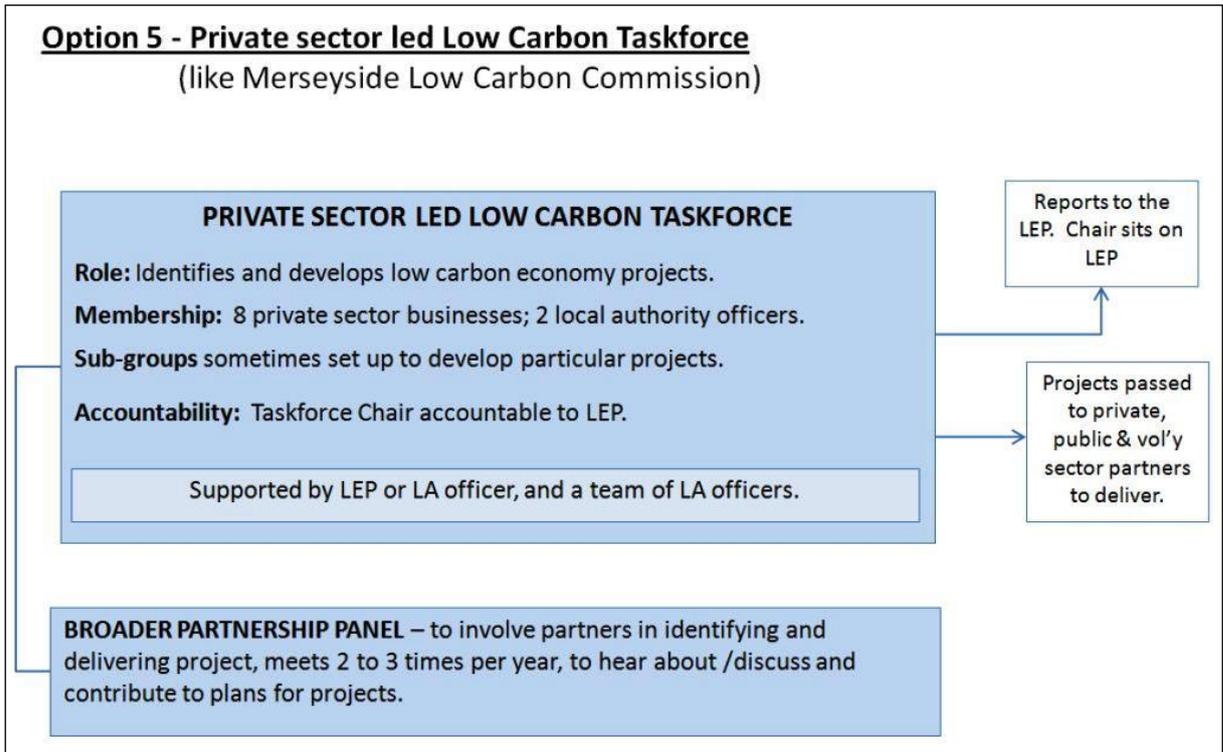
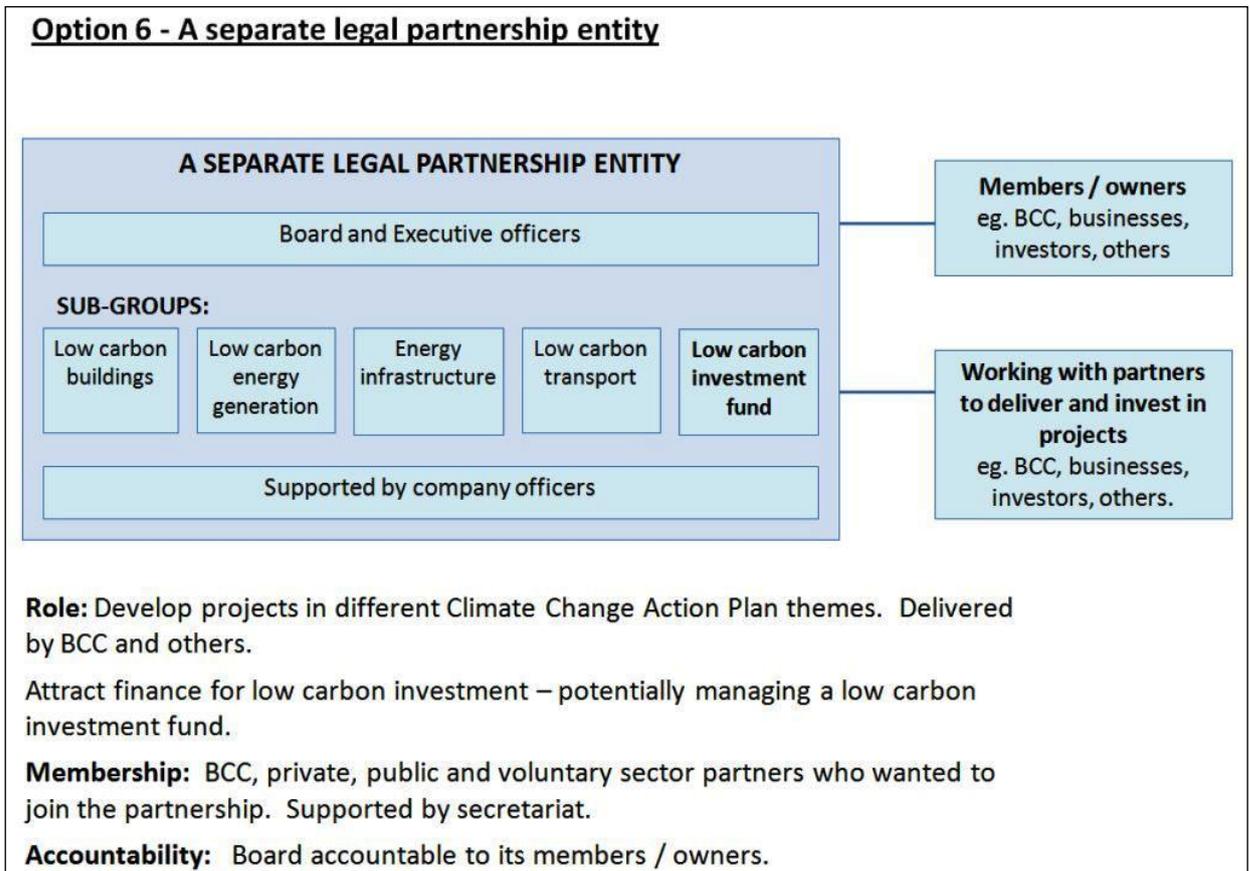


Figure 6 Option 6 - A separate legal partnership entity



3.1 ASSESSING ALTERNATIVE PARTNERSHIP OPTIONS

The pros and cons of alternative options for structuring partnership working have been assessed against the following criteria (reflecting underpinning principles for partnership working identified by consultees). The draft assessment criteria are as follows:

- Ability to support BCC and BeBirmingham in making progress on the city’s priorities and outcomes.
- Ability to generate tangible actions and the scale of activity needed to achieve Birmingham’s 2026 CO₂ target and low carbon economy objectives.
- Financially lean.
- Ability to draw in external funding and resources including private sector investment.
- Ability to involve the right sort of partners required for different tasks, with the right skills and resources.
- Ability to promote cross working between related themes.
- Accountability and transparency and a strong democratic basis for working.
- Structures which support impartiality – especially for private sector participants.

The assessment is shown in *Table 3*, using a 3 point scoring (where 3 is high and 1 is low) – summarised in *Table 2*. No individual option stood out as having a significantly higher score, though the four options with the highest scores were: (1) the project specific task and finish groups; (2) the thematic groups; (3) the Climate Change Task Group, potentially with sub-groups, and links to a wider partnership, and (4) the partnership with thematic sub-groups.

Obviously the scoring process involves a subjective assessment and, in reality, how well options perform depends on how well they are implemented. Nevertheless it indicates that a number of options could, broadly speaking, perform equally well and that the decision on which option, or combined options to adopt, depends on the preferences of BCC and partners.

Table 2 Summary of options assessment

Option:	Assessment Score (out of possible 24 points):
1. Project specific ‘task and finish’ groups, led and supported by BCC Directorates	22.0
2. Thematic groups – supported by BCC Directorates, or a common secretariat	22.0
3 - Climate Change Task Group, with sub-groups, and links to a wider partnership	23.5
4. Multiple / separate thematic partnerships, eg. energy, waste, transport	21.5
5. A private sector led taskforce – with secretariat, linked to BCC and the LEP	19.0
6. A separate legal partnership entity	16.0

Table 3 Assessment of Options for organising Partnership working

Assessment Criteria:	1. Project specific 'task and finish' groups, led and supported by BCC Directorates	2. Thematic groups – supported by BCC Directorates, or a common secretariat	3. Climate Change Task Group, including sub-groups, and a wider partnership.	4. Multiple / separate thematic partnerships, eg. energy, waste, transport	5. A private sector led taskforce – with secretariat, linked to BCC and the LEP	6. A separate legal partnership entity
Ability to <u>support BCC and BeBirmingham</u> in making progress on the city's priorities and outcomes	3 – as long as effective T&F groups are established and sufficient BCC officer time can be provided to help organise and work with these groups.	3 – as long as effective groups are established and sufficient BCC officer time can be provided to help organise and work with these groups.	3- the taskforce would support BCC in developing actions and could also draw on expertise and resource of partners in the wider partnership group.	3 – strong, as long as the partnerships are well linked to BCC directorates and are able to involve the right partners to drive actions.	3 – could be effective in supporting BCC as long as its terms of reference focused on agreed priorities for the city.	2 – may not link strongly to BCC priorities, and therefore a risk that it would not work effectively with the BCC.
Ability to generate <u>tangible actions and the scale of activity</u> needed to achieve Birmingham's LCE objectives.	3 – could generate significant actions if the right partners are involved and sufficient BCC officer time and resource is available to work with the groups to develop actions. Partners' desire to participate will depend upon how actions contribute to their objectives. Requires effective private sector involvement to attract private sector investment	3 – could generate significant actions if the right partners are involved and sufficient BCC officer time and resource is available to work with the groups to develop actions. Partners' desire to participate will depend upon how actions contribute to their objectives. Requires effective private sector involvement to attract private sector investment	3 - could generate significant actions if the right partners are involved and sufficient BCC officer time and resource is available to work with the groups to develop actions. Partners' desire to participate will depend upon how actions contribute to their objectives. Requires effective private sector involvement to attract private sector investment	3 – Could generate significant actions if the right partners are involved and partners provide sufficient resource to develop actions. Sub-groups could help to have a strong focus on actions. Would be good for getting partner commitment to develop projects.	2.5 - Could achieve strong private commitment and involvement in actions. However, required involvement of public and voluntary sector may be less strong.	2 – If it does not link strongly to the BCC and BCC objectives it may have difficulty in developing activity. But could be a good vehicle for raising funds from private capital to invest in projects.
<u>Financially lean.</u>	2.5 – would not require significant funding, but would require time of BCC officers in different Directorates and time of partners. But would not benefit from contributions of partners.	2.5 – would not require significant funding, but would require time of BCC officers in different Directorates and time of partners. But would not benefit from contributions of partners.	2.5 – would not require significant funding, but would require time of BCC officers in Directorates and time of partners. Could also benefit from contributions of partners in the wider partnership group. The wider partnership group may require some secretariat.	2 – may give rise to duplication of effort in providing secretariat support for more than one partnership. Partners could provide contributions (staff time and funds)	2 –would require secretariat support and time of BCC officers.	2 – would require investment from members to provide staff / secretariat and organisation's overheads.
Ability to draw in <u>external funding and resources.</u>	2.5 – Costs of developing projects would be largely borne by BCC and	2.5 – Costs of developing projects would be largely borne by BCC and	3 – Costs of developing projects would be largely borne by BCC and	2.5 – Partners could contribute to developing projects. Would need to	2.5 – Would be good for drawing in private sector investment in actions. Clout of	2 – May be able to access risk investment funding. But if not close to BCC, it may not

Assessment Criteria:	1. Project specific 'task and finish' groups, led and supported by BCC Directorates	2. Thematic groups – supported by BCC Directorates, or a common secretariat	3. Climate Change Task Group, including sub-groups, and a wider partnership.	4. Multiple / separate thematic partnerships, eg. energy, waste, transport	5. A private sector led taskforce – with secretariat, linked to BCC and the LEP	6. A separate legal partnership entity
including private sector investment.	available resources may be limited. Clout of BCC would help draw in funding for actions. Requires effective private sector involvement to attract private sector investment in actions.	available resources may be limited. Clout of BCC would help draw in funding for actions. Requires effective private sector involvement to attract private sector investment in actions.	available resources may be limited. Clout of BCC would help draw in funding for actions. It could also benefit from partner contributions in the wider partnership group.	have full clout of BCC to help draw in funding for actions. Would need strong private sector involvement to access private sector funding for actions.	BCC would also help draw in funding for actions. But costs of project development are likely to be borne by BCC.	benefit from BCC access to finance.
Ability to draw in the <u>right sort of partners</u> required for different tasks, with the required skills and resources.	2.5 – T&F groups could help to attract the right partners by having a clear focus on specific actions. Dependent on BCC officers identifying and involving the right private/ public/ vol'y sector partners. But partners who are not involved may not have sense of ownership of actions.	2.5 – T&F groups could help to attract the right partners by having a clear focus on specific actions. Dependent on BCC officers identifying and involving the right private/ public/ vol'y sector partners. But partners who are not involved may not have sense of ownership of actions.	3 – it could combine partners identified by BCC with partners from the broader partnership group and their networks of contacts.	3 – Partners' networks of contacts would help to get the right organisations / people involved.	2 – could be good for getting strong private sector involvement, but may be less good for securing involvement of partners not in the taskforce.	2 – this depends on its relationship with BCC since BCC will always be a key partner for developing actions.
Ability to promote <u>cross working between related themes</u> .	2.5 – Cross working across themes (eg. energy, waste, transport) would depend on effective joint working between BCC officers in different Directorates and with other external partners.	2.5 – Cross working across themes (eg. energy, waste, transport) would depend on effective joint working between BCC officers in different Directorates and with other external partners.	3 – Cross working across themes would depend on effective joint working between BCC officers in different Directorates and with other external partners. But could be strengthened by links to wider partnership group.	2 – links between thematic partnerships may need to be strong, and require good links between BCC Directorates.	2 – would depend on themes being represented in the taskforce and activities of BCC officers supporting the taskforce.	2 – this will depend on the membership of the organisation and whether it involves organisations from different themes.
<u>Accountability, transparency and strong democratic basis</u> for working	3 – would provide a clear democratic basis because it would be responding to priority areas identified by the Cabinet / Council. Efforts would need to be made to make work of the groups transparent to	3 – would provide a clear democratic basis because it would be responding to priority areas identified by the Cabinet / Council. Efforts would need to be made to make work of the groups transparent to	3 – would provide a clear democratic basis because it would be responding to priority areas identified by the Cabinet / Council. The work of the taskforce would be transparent to the wider partnership	3 – strong democratic basis could be achieved by Cabinet / Council giving the partnerships a clear remit. Transparency would be enhanced by partnerships structure.	2.5 – democratic mandate could be given to the taskforce by BCC cabinet committee. But risk that it could be less transparent.	2 – May lack strong democratic mandate for developing actions and lack of transparency to partners not involved.

Assessment Criteria:	1. Project specific 'task and finish' groups, led and supported by BCC Directorates	2. Thematic groups – supported by BCC Directorates, or a common secretariat	3. Climate Change Task Group, including sub-groups, and a wider partnership.	4. Multiple / separate thematic partnerships, eg. energy, waste, transport	5. A private sector led taskforce – with secretariat, linked to BCC and the LEP	6. A separate legal partnership entity
	external partners.	external partners.	group.			
Structures which support <u>impartiality</u> – especially for private sector participants.	3 – yes because BCC would be inviting specific partners to be involved to advise on development of actions, terms of engagement could be agreed, and procurement processes would be used to ensure impartiality.	3 – yes because BCC would be inviting specific partners to be involved to advise on development of actions, terms of engagement could be agreed, and procurement processes would be used to ensure impartiality.	3 – yes because BCC would be inviting specific partners to be involved to advise on development of actions, terms of engagement could be agreed, and procurement processes would be used to ensure impartiality.	3 – yes because the partnership would be open to different organisations who wanted to be involved; and terms of engagement agreed to avoid any conflicts of interest.	2.5 – terms of engagement could be established to ensure impartiality, but potential risk that companies not directly involved may feel excluded.	2 – depends on how it is set up and rules of engagement for members. But there may be procurement issues if it uses public sector funding.
TOTAL (max 24)	22.0	22.0	23.5	21.5	19.0	16.0

Key: Score - 3 high, 1 low.

Annex A - List of Consultees

Name	Organisation
Keith Sexton	Amey plc
Jon Baker	Environment Agency
Will Groves	Environment Agency
Kevin Mitchell	Assistant Director Fleet & Waste Management, BCC
Keith Budden	Manager, BEP
Simon Slater	Sustainability West Midlands
Jacqui Kennedy	Director of Regulatory Services BCC
Alison Jarrett	Finance - Environment and Culture Directorate BCC
Neil Hopkins	BCC Procurement
David Bull	Assistant Director, Development BCC
Paul Clarke	Smurfit Kappa
Mark Heesom a	Veolia Environment Services Limited
Steve Mitchell	Veolia Environment Services Limited (Managing Director)
Sandy Taylor	BCC Climate Change
Tim Manson	Marketing Birmingham
Michael Woodhead	E.ON
David Morgan	E.ON
Ian Fox	RWE Energy / N Power
David Osman	RWE Energy / N Power
Mark Saunders	AMEY
Paul Hanna	Birmingham Chamber of Commerce
Brian Carr	BVSC Chief Exec
Chris Vaughan	Community rep on BEP Board
Cllr Huxtable	BCC
Cllr Tilsley	BCC. Not available for discussion
Chloe Tringham	BCC
Mark Barrow	Strategic Director, Development BCC
Jackie Mould	BeBirmingham
Bridget Blow	Interim LEP chair - outstanding
David Middleton	MEBC
Jon Gorrie	KPMG
Paul Mountain	Martineau
Simon Wright	Energy Saving Trust, Midlands
Steve Turner	Greater Manchester, Commission for the Low Carbon Economy
Phil Dawson	Stoke City Council – Low Carbon Taskforce
Gary Adlen	Mersey Partnership – Low Carbon Committee
Juliette Daniels	London Climate Change Partnership
<i>Contacted – discussion outstanding:</i>	
<i>Sharon Lea</i>	<i>Director Fleet & Waste Management, BCC</i>
<i>Simon Helmer</i>	<i>Carbon Trust - outstanding</i>
<i>Ross Hudson</i>	<i>London GLA</i>
<i>Andy Nolan</i>	<i>Sheffield City Council</i>
<i>Cath Monaghan</i>	<i>EST, North West</i>

Annex B Examples of Partnership models from elsewhere

Examples of Partnership Models

- Merseyside Low Carbon Committee
- Stoke Low Carbon Taskforce
- Manchester – Programme Board for LCEA Low Carbon Built Environment

Not included in paper:

- *Reading UK CIC;*
- *London's / GLA approach to low carbon partnership working (moved from an external body, the London Energy Partnership, to an internal GLA team);*
- *AWM Waste Infrastructure Advisory Group;*
- *Birmingham Social Housing Partnership;*
- *the Black Country Reinvestment Association;*
- *Marketing Birmingham;*
- *Finance Birmingham.*

Merseyside Low Carbon Committee (private sector led)

The Mersey Partnership (TMP) is a partnership of private and public sector bodies which aims to promote economic development in the sub-region, working closely with the six local authorities on Merseyside.

Through its Membership base and network TMP has created a **Low Carbon Committee**, a private sector led group (8 private sector and 2 local authority reps) to oversee the development and implementation of a strategy to grow the Low Carbon Economy. It was set up to get strong private sector engagement in the development of the low carbon economy, reflecting the need for private sector investment to grow the low carbon economy, and the fact that councils' capacity to develop projects is currently constrained by budget cuts.

It acts as a conduit between the private and public sectors for identifying and developing low carbon projects to generate jobs and economic development, as well as reduce CO₂ emissions. A private sector led committee was favoured over a politically / local authority led committee because of difficulties in getting 6 LAs to agree to actions and experience which had shown that private sector businesses had become 'switched off' engaging with LAs.

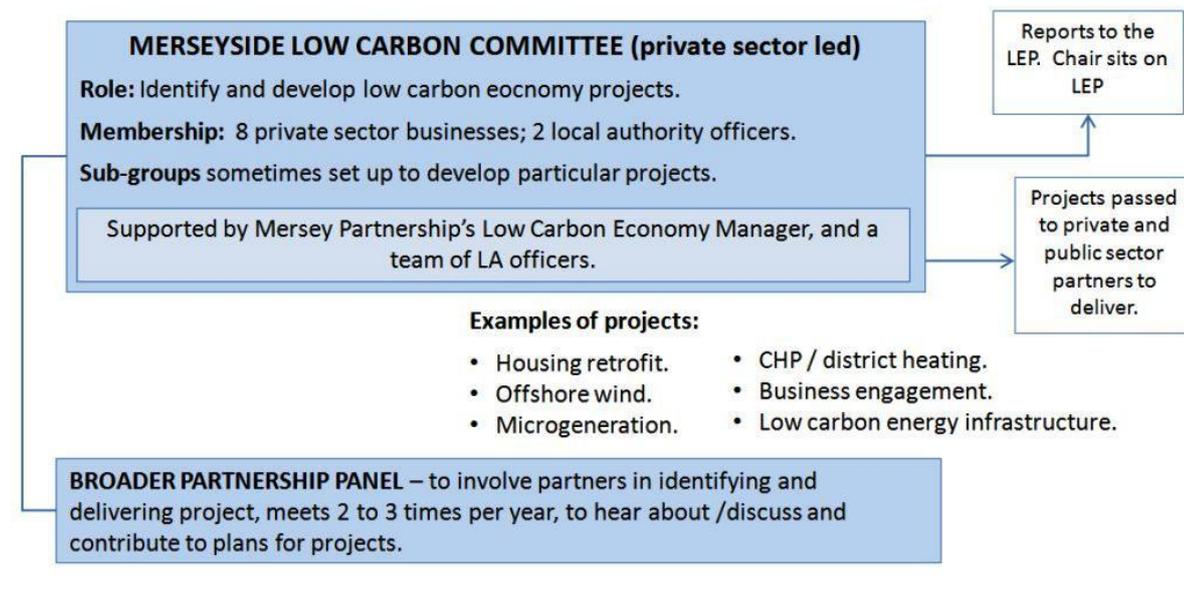
The private sector chair was given the role of selecting private sector members, which include energy companies, manufacturers, consultancies, local SMEs and low carbon product suppliers. It has prepared an action plan (being launched 7/2/11) of agreed actions in areas such as:

- CHP and district heating schemes
- Microgeneration
- Housing retrofit
- Sustainable cities
- Offshore wind
- Business energy and resource efficiency

Committee members contribute their time and expertise. It is supported by a Low Carbon Economy manager from TMP and a team of people within local authorities and other partners to develop and deliver projects, including preparing funding plans and applications. Sub-groups of partners have been established to deliver the priority projects identified by the Committee.

The Committee reports into the LEP, and the Chair of the Committee attends the LEP.

A wider Panel of partners sits underneath the Committee, which gets together 2 or 3 times a year to hear about and contribute to the committee's work.



Stoke – Low Carbon Taskforce

Aims: Stoke City Council (SCC) has established a Low carbon Taskforce to coordinate and accelerate the development of low carbon actions in the city. It focuses on commissioning / steering the development of actions for the low carbon economy, including accessing funding (eg. EU, CESP, FIT and Regional Growth Fund). Once projects are set up, they get embedded into existing SCC Directorates who manage their delivery – allowing the taskforce to move onto commissioning new projects.

“People in different parts of the Council were doing little things in silos, so we set up the Taskforce to bring things together and develop bigger and interlinked actions. Previously people would say, “*what a cracking idea...we must do it*”, but projects didn’t happen because people had their day jobs to do. Together, the group gets things moving, with everyone contributing their know-how”.

Membership: Mainly SCC, but selected other partners. Chaired by SCC Head of Environment, and includes SCC officers for carbon reduction, housing, inward investment, PR/Communications, Warm Zone, EON and other energy companies are joining. Private sector members have a memorandum of understanding that requires them to leave the room when contracts are discussed, plus the involvement of the SCC performance management team helps ensure there are no conflicts of interest. Community and voluntary sector partners are also engaged on certain projects. The Taskforce is linked to the LEP, and is expected to become a LEP sub-group in time.

“*We didn’t want to make it too big and wanted members who would make things happen rather than just attend meetings. It’s simple, pragmatic and action driven – without the need to create new structures*”.

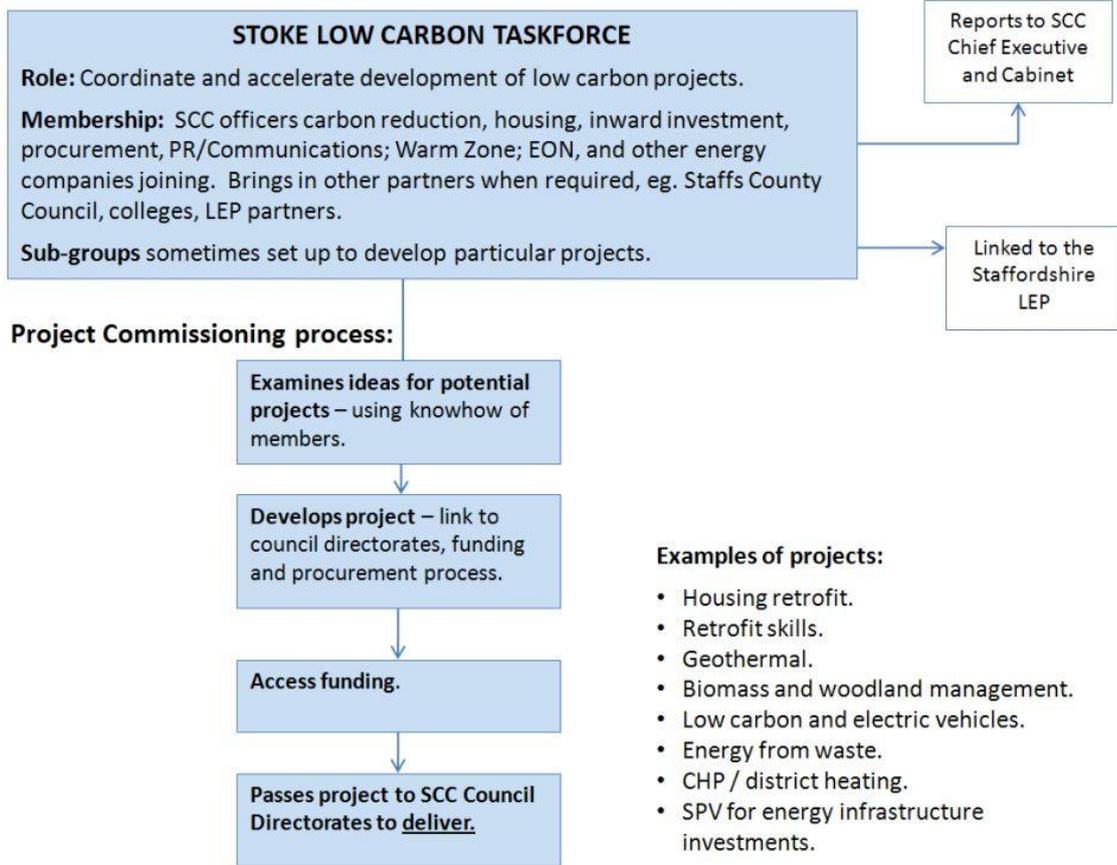
Authority: The taskforce has the authority of the SCC Chief Executive to develop projects. It reports to the Cabinet as and when it is necessary to do so.

Scope: Focuses on actions to develop the low carbon economy.

Actions: Currently working on areas including: housing retrofit using FIT (including the EON/SCC retrofit and green energy joint investment); geothermal; biomass linked to woodland management (with plans to set up a Staffordshire LEP wide wood fuel CIC); low carbon and electric vehicles; energy from waste; retrofit skills; CHP / district heating; special purpose vehicles for energy infrastructure. The taskforce moves from theme to theme developing actions, and has sub-groups working on particular areas.

Ingredients for Success: Involve people who want to make things happen; people with knowledge and skills; clear senior authority to do things from the SCC Chief Executive; simply bring key officers and partners together, rather than creating any new structures.

Resources and Funding: Members contribute their time and expertise. No financial contribution is required. Managed by Phil Dawson from the SCC regeneration team.



Manchester

LCEA Programme Board: In 2010 Greater Manchester was identified by Government as a Low Carbon Economic Area (LCEA) for the built environment, involving a programme of activity on low carbon buildings (new and retrofit and related skills, employment, R&D and supply chain development) using £1.9 m of local and national funding, as well as bidding for EU funds such as ELENA, RGF and seeking private sector investment.

A Programme Board has been established to assist the development of Greater Manchester’s work on low carbon investments through the LCEA Joint Delivery Plan. The Board is underpinned by a Project Management Group made up of relevant officers leading the delivery of the work programmes and supported by a secretariat of 2 to 3 people. The Board reports to the Greater Manchester Environment commission.

The Environment Commission is part of AGMA, through which the 10 local authorities in Greater Manchester work together. The Environment Commission was established to prepare and coordinate the delivery of strategic plans and projects to address environment objectives in Greater Manchester. One area of work involved the development of a Climate Change Agency for Greater Manchester – but this was superseded by the LCEA and the establishment of the LCEA Programme Board.

The 10 local authorities are merging to become a combined authority in April 2011, and it is expected that a combined climate change team will be formed, similar to the GLA model in London.

Programme Board Membership: Membership of the Board includes a private sector chair, 6 councillors and 5 others from businesses, National Housing Federation, colleges and local authority officers.

Role: On behalf of the Environment Commission, the Programme Board oversees the development and delivery of the agreed LCEA Delivery Plan, reports to the Environment Commission and AGMA Executive on LCEA progress; secures and maintains the support of all key partners involved in the delivery of the LCEA Delivery Plan.

Activities: Activities being developed within the LCEA under the lead of the Programme Development Board and Manchester's wider Green Jobs programme include: housing retrofit; smart Grid technology; charging networks for electric vehicles; energy infrastructure investments; development of proposals for a city centre District Heating network; preparation of a prospectus for a low carbon investment fund and pitching investment opportunities to the investment community; and accessing funding opportunities such as the European Elena programme for technical assistance, the Regional Growth Fund, the Green Investment Bank and opportunities associated with the Feed-In-Tariffs and Renewable Heat Incentive.

Scope: Focuses on the LCEA, ie. low carbon buildings (new and retrofit). It does not cover waste or transport issues.

Annex C: Original SWM Proposal for a Birmingham Low Carbon Agency

Proposal for Birmingham Low Carbon Economy Agency

Submission from Sustainability West Midlands

For: The BeBirmingham Environment Partnership

Version: 1st October 2010

Introduction

This proposal has been requested by Keith Sexton, Chair of the BeBirmingham Environment Partnership (BEP). The aim of this report is to help progress the agreement on how the relevant functions of BEP should be delivered post March 2011. This work builds on the discussions with the BEP Board, Executive and Cllr Huxtable, and SWM research on good practice in competitive low carbon cities.

The rest of this report covers background information about SWM, the sources we have drawn on when developing the proposal, the nature of the problem we are trying to address, the potential solution in the form of a low carbon economy agency, potential barriers, what SWM can offer, and next steps.

About Sustainability West Midlands

Sustainability West Midlands (SWM) – the sustainability adviser for the leaders of the West Midlands – is a private sector led not-for profit company that works with its members who are leading individuals and organisations in the business, public, and voluntary sectors.

Our vision is of businesses and communities thriving in a future West Midlands that is environmentally sustainable and socially just.

We play our part by acting as a catalyst for change through our advice to leaders, developing practical solutions with our members, and sharing success through our communications

We are recognised by Government as the West Midlands sustainability champion body for promoting good practice. We are programme managers for a £950,000 Government support and leadership programme for local authorities around the low carbon economy.

In Birmingham we have helped produce the Climate Change Action Plan, the Annual Carbon Monitoring, the Energy Strategy, and attracted HRH Prince of Wales to include Birmingham as part of his national environmental tour.

The evidence and experience we have drawn on for this proposal

- This proposal is based on drawing on a range of evidence:
- Our experience of Chairing the Birmingham Carbon Reduction Partnership and being a member of the Housing Partnership.
- A review for AWM and the former West Midlands Climate Change Office on the good practice lessons from low carbon/energy agencies.
- Our work with local authorities on low carbon economy leadership in stimulating the ‘green’ economy and advice to the emerging local enterprise partnerships.
- Our large business programme sharing good practice between sectors, business to business clubs, and networks.

- Discussions with our members drawn from over 70 private sector, local authority, and community organisations committed to a more productive, low carbon and inclusive economic future.
- Initial discussions with private utilities interested in funding a low carbon agency.

What is the problem that is being addressed?

Our understanding of the problem we are trying to address is:

- The majority of progress around the 'green' agenda in Birmingham has been through a range of partnerships working with external funding and the council. This funding and support for partnerships is now coming to an end with no replacement function agreed.
- The council can lead, support and deliver, but needs others to advise, innovate, and pull together new packages of work. For example Birmingham energy savers was developed by others and is currently delivered by the council.
- The council has developed a more strategic approach with the Climate Change Action Plan and Committee, but no resources to support the coordination, monitoring and support of this agenda across the Council or partners. As a result transparency, accountability, and monitoring progress has been mixed.
- Customer service and certainty for investors is poor. For example private sector investors such as utilities and business find Birmingham an attractive prospect in terms of size of potential market, but confusing in terms of engagement.
- Successful low carbon competitors – such as Manchester, Bristol, London, Hamburg, Berlin – all have some form of arms length body to tackle the above issues.

The proposed solution – Birmingham Low Carbon Economy Agency

Governance

The agency would be part of an existing or new not-for-profit company limited by guarantee. It would operate as a social enterprise with its main customers being the council, community groups, and large businesses and utilities.

The agency would be chaired by a director drawn from the private sector, but the overall controlling stake would be with the council.

Remit

The agency would focus on providing policy support for the council, sharing good practice and coordinated delivery by others across the city, and attracting new investment and business opportunities for the council, private sector and community partners to deliver.

Roles would include:

- Policy support for leaders and decision makers in Birmingham around monitoring, reporting and implementation of Climate Change Plan.
- Focus on low carbon jobs, energy, waste, and environmental infrastructure strands of action plan.
- Business development around key project areas, coordinates and attract resources, then turn into delivery packages, and hands over to council and partners to deliver.

- Customer service – sharing good practice, helping potential investors, promoting Birmingham as a driver of the low carbon economy

There would have to be clear boundaries to the role of the agency. For example in reviewing other agencies we have found sometimes there has been ‘mission creep’ where as they have become trusted partners they have often moved into direct delivery rather than passing work onto more appropriate delivery partners. Also this agency can’t take on whole of former BEP agenda such as Graffiti removal.

What would it look like?

Initially there needs to be a core team made up of a Director, Office manager, Policy/communications manager, business development manager, and a rolling intern scheme. This would be around £180-250,000 pa to cover not-for profit sector staff and office costs.

The core team could be expanded by encouraging public funded schemes such as the Carbon Trust and EST to place their staff in the agency.

Addition staffing could be flexible based on a range of project managers and associates depending on work load and funded on project by project basis.

Where would the funding and investment for the core agency costs come from?

Discussions with a number of utilities has indicated a strong interest in investing in such an agency, if the council also shows commitment through investment and support, and the agency is governed in a transparent way through a ‘neutral’ not-for-profit.

Carbon Trust and EST have also indicated a similar level of interest.

Once established the agency could also investigate other longer term revenue streams, such as returns from a share in a community renewable scheme.

Results

The impact of the agency would be measured by:

- Cost effectiveness of delivering former or new council functions
- Ability to attract additional resources and value from private sector and other partners to support agency core functions
- Increased ‘deal flow’ through agency identifying business and project activity, and linking to partners and sources of investment.
- Carbon / energy and costs saved for city council, residents and business
- Third sector and private sector ‘green jobs’ created.

Potential Barriers

In developing this proposal we are aware of several barriers:

- The uncertainty around council resources and structures could add an unnecessary delay on developing a potential solution in the form of an agency.

- The ambition and remit for the agency could be made too broad leading to a large and complex offer that will never be progressed. This is what happened to the initial Birmingham Climate Change Agency scoping report three years ago.
- Some parts of the council or its staff will feel threatened by an arms-length or joint agency providing the services they could provide.

What could SWM offer?

There are a number of existing not-for-profit organisations Birmingham could investigate in developing this concept or creating the agency. Ideally it should be one that can act as an ‘honest broker’ and is not involved in direct delivery.

SWM has already done a reasonable amount of development work as we were asked to advise and potential take on the function of the former West Midlands Climate Change office. This was because the office was perceived as poorly performing due to lack of private sector involvement and clear leadership. The office has now stopped due to the change in Government priorities for public sector regional bodies.

SWM already is a not-for-profit Birmingham based company with a private sector led Board. The Board also includes the Deputy Leader of Birmingham City Council, and Professor Julia King providing a link to the Government Climate Change Committee. We have a small core team of four and a larger team of associates and members which helps to expand or contract depending on projects. We could either run or ‘incubate’ the agency for Birmingham in addition to our existing work programmes over the next 12-18 months.

Next steps

If there is political agreement from Birmingham to investigate the agency and potentially provide some investment to show commitment to the private sector, then SWM would be happy to work up a more detailed proposal and secure potential private sector match.

If the council wants to investigate this option, but with another potential provider, SWM would be happy to share any additional intelligence we have. We have already been providing this function for Coventry who are also exploring a low carbon economy agency.

Annex D: Extract from BEP Board – Selected Future Operating Option

Birmingham Environmental Partnership Board
16th March 2011

Purpose

To report on the outcome of discussions with stakeholders on a “Future Operating Model” for the Birmingham Environmental Partnership and to seek the agreement of the Board to the proposals in the attached paper, and the transfer of responsibility for the Birmingham Environmental Partnership to the Strategic Director Development with effect from 1st April 2011

Background

The attached preferred option paper for the “Future Operating Model” for the Birmingham Environmental Partnership is attached. The paper outlines proposals for its terms of reference and operation, including:

- An overview of the preferred organisational option.
- Roles, accountability and terms of reference for:
 - the Executive Board;
 - Thematic Project Groups;
 - leaders of the Thematic Project Groups; and
 - the supporting Secretariat.
- Funding and budget for the BEP.

The transition process, identifying actions and timetable for transition to the future operating model.

Recommendations/Decisions

Board is asked to:

- Supports the principles for a new “Birmingham Environmental Partnership” detailed in the attached Future Operating Model proposal.
- The responsibility for the Birmingham Environmental Partnership and the BEP secretariat is transferred to the Strategic Director Development with effect from 1st April 2011.

Appendix 1

Birmingham Environmental Partnership – Future Operating Model. Preferred Option – Draft Terms of Reference and Transition Plan

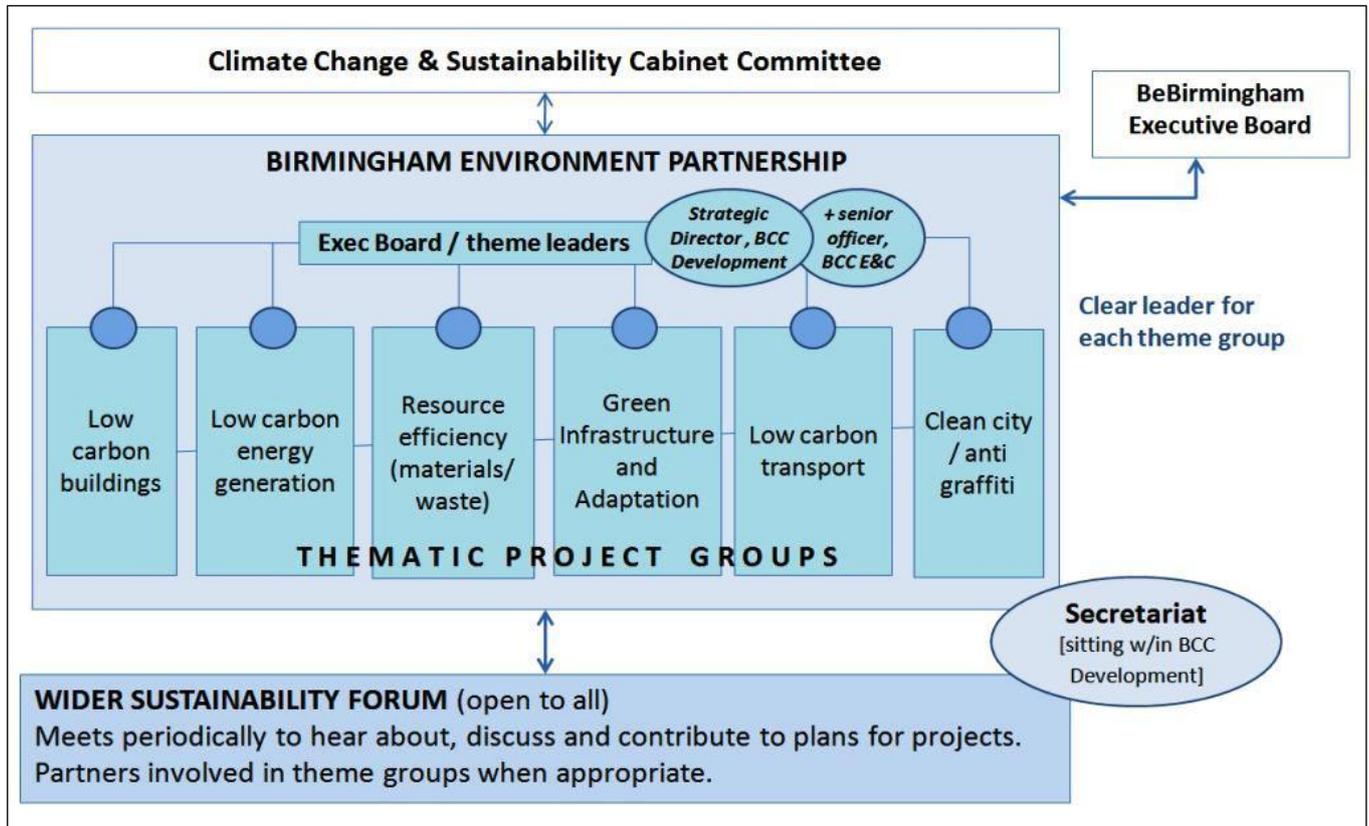
This paper describes the preferred option for the Birmingham Environmental Partnership’s (BEP) future operating model and sets out proposals for its terms of reference, establishment and operation, including:

- An overview of the preferred organisational option.

- Roles, accountability and terms of reference for:
 - the Executive Board;
 - Thematic Project Groups;
 - leaders of the Thematic Project Groups;
 - the Wider Sustainability Forum; and
 - the supporting Secretariat.
- Funding and budget for the BEP.
- The transition process, identifying actions and timetable for transition to the future operating model.

Overview of the Preferred Option

The preferred option that has emerged through discussions with partners is illustrated in the diagram below.



Key features of the preferred option:

- **Role** - The overall role of the partnership will be to develop actions and leverage in resource for actions to address priorities contained in strategic documents such as the Birmingham Climate Change Action Plan, the Total Waste Strategy, the Energy Strategy, Green Infrastructure and Adaptation Action Plan and the Anti-Graffiti Strategy – including the 2026 target of a 60% reduction in carbon emissions. It will also help to develop and deliver strategies, help deliver carbon reduction and ‘clean green City’ outcomes of the Sustainable Community Strategy, Birmingham Science City and lead on related Local Enterprise Partnership and Green Birmingham communication initiatives.
- **Low Carbon Jobs** - Development of green employment, business opportunities and skills will be a cross-cutting theme throughout the work of the Partnership, including of the Thematic Project Groups.
- **Board** - The Partnership will be led by an Executive Board – including a Chair, Vice Chair, the Strategic Director of BCC Development Directorate (BCC’s lead officer for the partnership), also a senior officer from the BCC Environment & Culture Directorate (E&C), leaders of the six Thematic Project Groups and selected other partners including ‘Duty to Cooperate partners’ such as the Environment Agency (totalling around 12 Board members).

- **Accountability to Cabinet Committee** - The Partnership Board and lead BCC officer (Strategic Director from BCC Development) (and possibly also a senior BCC E&C officer) will be accountable to the Cabinet Committee for Climate Change and Sustainability, attending Cabinet Committee meetings (as observers) to report on the Partnership's progress in developing actions. The Partnership would also link to the BeBirmingham Executive Board and the Local Enterprise Partnership (LEP).
- **Funding / Resources** - BCC is providing a budget to support the work of the Partnership. This resource will contribute to costs of the secretariat and help lever in significant additional resource, commitment and funding from other sources and partners – including private sector, other public sector, community sector, national and European sources. Importantly, resources for actions will also come from mainstreaming low carbon and environmental priorities into broader areas of BCC and partners' work, such as transport, housing, area regeneration, planning and the work of marketing Birmingham.
- **Thematic Groups** - Beneath the Board, six Thematic Groups will focus on the development of actions to address the agreed priorities. Projects will then delivered by BCC and other partners.
- **Theme Leads** - Each Thematic Group will have a clear leader, who will bring key partners together to develop agreed priority actions. Leaders are expected to be senior BCC officers or other selected individuals from partner organisations. They will have clear resources and time to deliver this important role (i.e. not just a 'Friday afternoon job').
- **Theme Members** - Membership of thematic groups will comprise BCC officers and selected private, public and voluntary sector partners. Members will be carefully chosen to bring together key senior and influential personnel. Theme groups may sometimes set up sub-groups to work on particular actions. Involvement of members will be flexible to reflect the needs of specific projects being developed.
- **Secretariat** - A small secretariat will support the Executive Board and Thematic Groups, as well as working with the Wider Sustainability Forum. Secretariat staff will be employed by and be based within BCC Development Directorate. The secretariat will play an important role in ensuring that the overall partnership, including the Thematic Project Groups, works effectively and is successful in delivering the BEP roles, including accessing additional funding and resource.
- **Wider Sustainability Forum** - The Board and thematic groups will link to a Wider Sustainability Forum, which will meet 2 or 3 times a year and provide a route for wider partners to contribute ideas for actions and offer their involvement in developing the actions within the Thematic Groups.
- **Transparency** - All the work of the Partnership will be delivered in an open and transparent manner, with minutes of Board and Thematic Group meetings available on the BCC website; and arrangements in place to ensure that no conflicts of interest or commercial advantage arise for any private sector members of the Thematic Groups.

Accountability of the Partnership

The Partnership Board and lead BCC officer (Strategic Director BCC Development (and possibly also a senior BCC E&C officer) will be accountable to the Cabinet Committee for Climate Change and Sustainability and focus on developing a substantial suite of *actions* to achieve priorities identified in strategic documents such as the Climate Change Action Plan, Birmingham Energy Strategy and Total Waste Strategy.

This accountability to the Cabinet Committee will reflect the BCC's Strategic Priorities and any budget allocation to support the Partnership's work in developing and delivering actions.

The Partnership Chairman and Strategic Director of BCC Development Directorate (in which the Partnership is located) will attend the Cabinet Committee meetings as observers, and report on progress being made by partners in developing and delivering actions.

Performance management arrangements - The performance of the BEP will be monitored by the secretariat and managed by the BEP Board whilst, reporting to the Cabinet Committee. In turn, each of the Thematic Project Group leaders will report to the BEP Board on progress being made in their themes.

Performance measures for the BEP will be established, including:

- The development of an agreed set of actions, contained within a work programme agreed with the Cabinet Committee.
- Funding and resources for actions leveraged / accessed by the Partnership.
- Contribution of actions developed by the BEP to Birmingham's priorities, including the CO₂ emission reduction target, low carbon jobs and business opportunity; and
- Measures of strategic added value for BCC, such as success in engaging a range of partners in the development of actions, mainstreaming climate change priorities into broader areas of delivery and communicating actions to stakeholders and partners.

Partnership Board

Terms of Reference:

1. On behalf of the Cabinet Committee, the Board will oversee the development of actions across key themes to contribute to Birmingham's priorities in the Climate Change Action Plan, Birmingham Energy Strategy, Total Waste Strategy, Green Infrastructure and Adaptation Action Plan, green jobs, carbon reduction and 'clean green City' outcomes in the Sustainable Community Strategy, the forthcoming Economic and Enterprise Strategy and Anti Graffiti Strategy. Once developed, actions will be passed to BCC and partners to deliver.
2. To leverage in and access significant additional resources and funding for actions.
3. Help ensure that low carbon and climate change priorities are firmly integrated into broader areas of activity and service delivery (e.g. transport, buildings, area regeneration and planning).
4. Help to develop and deliver low carbon and clean green city strategies, engaging key organisations in strategy development and delivery.
5. To formally agree the key actions being developed by the Thematic Groups, monitor progress, advise on the development of actions and linkages between Thematic Project Groups.
6. Work with the BCC Strategic Director for Development and BCC E&C senior officer in managing the use of the BCC financial and human resource to the Partnership, as well as resources contributed by other partners.
7. To report formally to the Cabinet Committee on progress, including in a quarterly report.
8. To secure and maintain the support of all key partners involved in the developing key climate change and low carbon economy actions in the key thematic areas.
9. Engage and communicate with a broader set of interested partners via the *Wider Sustainability Forum*.

Membership: The Partnership's Board will comprise:

- Chairman and Vice Chairman – a BCC Cabinet Member and a private sector representative (reflecting the importance of strong private sector involvement in the partnership);
- Strategic Director of BCC Development Directorate (in which the Partnership is located) – who will be responsible for managing the operations of the Partnership and secretariat on a daily basis.
- A senior officer from BCC Environment & Culture – whose role will focus on priority areas fitting with BCC E&C's remit, e.g. waste management and green space.
- Lead of low carbon building group;
- Lead of low carbon energy group;

- Lead of resource efficiency (materials / waste management) group;
- Lead of green infrastructure and climate change adaptation group;
- Lead of low carbon transport group;
- Lead of clean city / anti graffiti group; and
- A community sector champion selected by Be Birmingham.
- Selected partners, notably 'Duty to Cooperate Partners' such as the Environment Agency and key voluntary sector organisations.

Meetings: The Board will meet quarterly (or every two months in the first year) and review progress being made by each of the Thematic Groups in developing actions. The Chairman and Strategic Director of BCC Development Directorate will attend the Cabinet Committee as observers to report on progress.

Secretariat support: The Board will be supported by the Partnership's secretariat, which will organise the meetings, prepare papers, work closely with the thematic leads to develop actions and deliver communication activities.

Transparency and Declaration of Interests: The work of the Partnership Board needs to be transparent and must ensure that no conflicts of interest arise for members of the Board. The agenda and minutes of Board meetings will be prepared by the Secretariat and made available on the BCC democracy web-pages. In all meetings of the Board, members must declare any relevant personal interests and/or prejudicial interests relating to any items of business to be discussed at the meeting. If a prejudicial interest is declared a member must leave the room and any declarations or leaving of the room will be recorded.

Thematic Project Groups

Thematic groups will cover the themes of:

- low carbon buildings;
- low carbon energy;
- resource efficiency (materials / waste management);
- green infrastructure and climate change adaptation;
- low carbon transport;
- Clean city / anti graffiti.

Role: The role of the Thematic Project Groups will be to develop key actions linked to priorities in the Climate Change Action Plan, Birmingham Energy Strategy, Total Waste Strategy, Green Infrastructure and Adaptation Action Plan, Anti Graffiti Strategy and the forthcoming Economic and Enterprise Strategy etc. Once developed, projects will be passed to BCC and other partners to deliver. Each thematic group will identify priority actions to focus on – these will be agreed with the BEP Board. The Theme Groups are expected to meet at least once every two months, and may also establish smaller sub-groups to work on specific projects.

Membership: The thematic groups will consist of key individuals with particular knowhow, skills, influence and capabilities necessary to develop priority actions. They will include BCC staff and staff from other private, public and voluntary sector organisations with particular resources and skills to bring to the table to develop actions.

As noted in the previous discussion paper on alternative organisational options for BEP FOM (27th Jan 2011), different priorities require different groups of partners to be involved, for example:

- **Energy infrastructure** investments in the city require new partnerships between the City Council, the energy sector and experts in fields such as energy financing to bring the required levels of investment;

- **Low carbon housing** - as demonstrated by Birmingham Energy Savers, requires partnerships between the City Council, energy companies providing CESP / ECO funding, construction businesses, microgeneration installers, RSLs, community groups and skills providers et al.
- **Waste management / resource efficiency** – for example, BCC waste management officers, EA, private sector waste service and infrastructure providers, financial investors, WRAP, construction sector, food sector, Severn Trent, industry including SMEs, Birmingham Chamber et al.
- **Anti-graffiti** activities need to include partners such as: the Fire Service, youth offending and probation services, British Waterways, Network Rail, private sector contractors, police, BCC housing and RSLs (via Birmingham Social Housing Partnership), BCC parks etc.

Selection of members of Thematic Groups is covered in *Section 4.1.2* below.

Resources: In developing actions to address strategic priorities, the Thematic Projects Groups will draw on the skills and time inputs of group members, support from the BEP secretariat, *including* mainstreaming of broader delivery budgets and potential external funding for project development (e.g. European Investment Bank, Regional Growth Fund). The Thematic Project Groups will be supported by the Secretariat who will help ensure that the Groups work effectively and engage the right people in developing actions.

Leaders of the Thematic Groups

Role: Thematic leaders will:

- Identify partners to work within the thematic groups on specific projects.
- Lead the work of the thematic groups in developing actions.
- Be accountable to the Executive Board and Strategic Director of BCC Development and a BCC E&C senior officer for progress in the themes.
- Report progress on a quarterly basis to the Executive Board.

The thematic leaders are expected to be senior staff such as BCC officers or other selected private, public and voluntary sector partners. To ensure that Thematic Groups make good progress, it will be important for the thematic leads are able to devote time and resource to make things happen – i.e. not a ‘Friday afternoon’ job. Their roles as leads of BEP thematic groups will need to be reflected in their wider job descriptions and responsibilities, and be recognised by their line managers.

Identifying Thematic Leads: Thematic leads will be selected by the Chair of the BEP Partnership. Initially, this could also involve discussion with the existing BEP Board / Executive and BCC Development and BCC E&C Directorates.

Resources:

- Each thematic lead will supported by the Secretariat who will help ensure that the Groups work effectively, including links between Groups, and that the right people are involved, as well as organising thematic meetings and developing the actions.
- Each theme group will develop projects drawing on the resources secured by mainstreaming low carbon priorities into wider areas of activity, and resources brought by members of the themes and other partners.

Members of Thematic Project Groups

Members of thematic project groups will be selected according to their ability to help develop key actions and could change according to the specific actions being worked up. Likely to include BCC officers, selected private, public and voluntary sector partners.

Members will be carefully selected by the thematic leaders, working with partners such as the existing BEP Board/Exec. Members will be agreed with the new BEP Board.

Transparency and avoiding conflicts of interest will be ensured by:

- All thematic group meetings being minuted and agendas and minutes made available on BCC web-pages.
- In all meetings, thematic group members must declare any relevant personal interests and/or prejudicial interests relating to any items of business to be discussed at the meeting. If a prejudicial interest is declared a member must leave the room and any declarations or leaving of the room will be recorded.
- Thematic group leaders should seek advice from BCC procurement experts to ensure no conflicts of interest.
- Where appropriate, the selection process for members would enable a number of companies in particular sectors to participate.
- The link between Thematic Project Groups and wider stakeholders via the Wider Sustainability Forum also provides a way of ensuring transparency and a route for different businesses to engage with the Thematic Groups.
- Each thematic group will be required to undertake communications activities to help inform stakeholders about the work of the groups.
- Also the option of external observers attending Thematic Project Group meetings.

Wider Sustainability Forum

- The Wider Sustainability Forum will help ensure that the work of the Partnership is inclusive and transparent to a broad range of private, voluntary and public sector partners.
- In particular, the Forum should aim to have strong private sector involvement (as well as public and voluntary sector involvement), reflecting the importance of private sector engagement with BCC and other partners in developing / delivering actions.
- It will meet 2 or 3 times per year, to allow partners and interested parties to hear about and contribute to the work of the Partnership and the Thematic Groups. These meetings will be arranged by the Secretariat

Partnership Secretariat

Roles of secretariat:

- The secretariat will report to the BCC Strategic Director of Development on a day to day / operational basis and to the Partnership's Board.
- It will support the Partnership's Board – help ensure that the overall BEP and theme groups work effectively – i.e. a strategic leadership role as well as providing administrative support such as organising meetings, writing and posting minutes on BCC web-pages, organising events (including the Wider Sustainability Forum) and communication initiatives.
- Support the Thematic Project Groups – help ensure that the theme groups work effectively, ensure the right people are involved in developing actions, assist in developing projects, help in access significant levels of external funding, as well as providing administrative roles such as organising meetings and preparing minutes to meetings.
- Help ensure strong links between the Thematic Project Groups, other Be Birmingham Partnerships, Birmingham Science City and the Local Enterprise Partnership so that inter-related projects are developed, rather than being developed in silos.
- Work with partners to access significant levels of additional resource and funding for actions.
- Work with the BCC Strategic Director for Development in managing the BCC budget allocation to the Partnership, as well as resources contributed by other partners.

- Organise the meetings with the Wider Sustainability Forum.
- Work with partners in the Thematic Groups to organise and deliver communication activities.

Resources:

- Delivering the above tasks will potentially require a secretariat of 3 or more staff, providing strategic leadership, performance management, financial and administrative support as well as leading on Green communications and co-ordination.
- The secretariat staff will be based in and employed by BCC Development Directorate, transferring over from BCC E&C Directorate on 1/4/11. Job descriptions and roles will be developed. The secretariat will work with BCC and the existing BEP Board and Executive during the period of transition to launching the new BEP in mid July.

Funding and Budget for BEP

Resources for actions will come from mainstreaming low carbon and climate change priorities into broader areas of BCC and partners' work, such as transport, housing, area regeneration, planning and the work of marketing Birmingham. BEP will also work to access resources from external sources.

The secretariat will be core funded by BCC Development Directorate.

Transition Process

It is proposed that the new BEP is launched in mid July, following approval by the Cabinet Committee at its meeting on 14/7/11. The proposed transition process and next steps are shown in the table and Gantt chart below.

Ref.	ACTION:	DETAIL / COMMENT:
1	Develop proposals for BEP FOM:	
1.1	Discuss with BCC Development Directorate and BCC E&C the preferred option ToR and process for developing it.	To be done asap. Clarify BCC budget allocation for the Partnership.
1.2	Prepare briefing papers for BEP Board meeting (16/3/11) and Cabinet Committee meeting (17/3/11)	Seeking BEP Board and Cabinet Committee approval for preferred option and transition process.
1.3	Obtain BEP Board approval for transition process (16/3/11)	BEP Board meeting 16/3/11.
1.4	Obtain Cabinet Committee approval for transition process (meeting 17/3/11)	Cabinet Committee meeting 17/3/11. .
1.5	Transfer secretariat staff from BCC E&C to BCC Development Directorate; and develop detailed job descriptions for secretariat staff.	
1.6	Communicate the preferred option and transition plans to stakeholders (including consultees in the FOM consultation process).	
1.7	Identify thematic leads	Leads will be selected through discussion between the existing BEP Board and Exec, BCC Development and BCC E&C Directorates.
1.8	Identify an initial list of priority actions that thematic groups will be expected to	To be identified by proposed thematic leads, BCC officers and existing BEP Exec.

Ref.	ACTION:	DETAIL / COMMENT:
	focus on.	
1.9	Hold discussions with partners on what resources (e.g. staff time or funding) they can commit to the new BEP.	
1.10	Identify members of Thematic Project Groups	To be identified by thematic leads, BCC officers and existing BEP Exec.
1.11	Take proposals for preferred option ToR, thematic leads, theme group members, initial priority actions and secretariat arrangements to Cabinet Committee for approval.	Take paper to Cabinet Committee meeting 14/7/11 for approval of detailed ToR and working arrangements of the new BEP.
2	Establish the Partnership	Aiming to launch after Cabinet Committee meeting on 14/7/11.
2.1	Hold first BEP Board meeting - Chair, BCC Directors (Dev and E&C), theme leaders, selected other Board members.	Discussions to include proposed priority actions for the different Thematic Project Groups to work on.
2.2	Thematic Project Groups - first meetings, identify priority actions to work on.	Meetings will confirm the priority areas to develop actions and agree how the thematic groups will work, including arrangements to avoid conflicts of interest.
2.3	Communicate new partnership model and priority actions by theme to stakeholders.	
2.4	Establish the Wider Sustainability Forum (first meeting)	Organise an event to invite stakeholders to hear about the work of the BEP and the thematic project groups, and to contribute ideas and support for development of priority actions.
3	On-going operation of the Partnership & Thematic Groups	
3.1	Thematic Project Groups working on priority actions	The frequency of the meetings will be determined by the individual Thematic Groups.
3.2	Quarterly BEP Board Meetings	The Board will review progress being made in each of the Thematic Project Groups.
3.3	Progress reporting to Cabinet Committee	Quarterly progress updates to the Cabinet Committee, presented by the BEP Chair and Strategic Director of BCC Development (and possibly also a senior officer from BCC E&C).
3.4	Meetings of Wider Sustainability Forum	Events (2 or 3 times per year) for a wider group of stakeholders to hear about and contribute to the work of the BEP.