
Delivering Community Benefits through Transport Infrastructure Projects

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1 Introduction

This paper considers the delivery of community benefits through public sector infrastructure projects, with specific reference to the Glasgow City Region City Deal projects. Community benefits are seen as a key component in maximising social, economic and environmental benefits within the City Deal programme.

Consideration is given to the types of community benefits requested through public sector contracts; what support is available to consultants and contractors; what can be achieved and the lessons learned from experiences to date.

The paper has been informed by the experiences of a number of organisations delivering community benefits through the City Deal programme and other public sector projects. It identifies some useful case studies and learning points from recent experiences and it is hoped that this will provide useful information to other organisations in the delivery of their community benefits commitments.

2 Background

2.1 Policy Context

Community Benefits clauses have been part of procurement policy and practice in Scotland since 2008 as set out in Scottish Government (2008), Community Benefits in Public Procurement. The Procurement Reform (Scotland) Act 2014 gives the expectation that community benefits clauses will be used wherever there is an appropriate legal basis. Where a procuring organisation is to let a contract valued at £4 million or above, it must consider during the design of the tender whether to impose community benefits requirements.¹

Community benefits clauses can help to contribute to the Scottish Government's National Outcomes:

- National Outcome 2: We realise our full economic potential with more and better employment opportunities for our people
- National Outcome 3: We are better educated, more skilled and more successful, renowned for or research and innovation
- National Outcome 4: Our young people are successful learners, confident individuals, effective contributors and responsible citizens
- National Outcome 7: We have tackled the significant inequalities in Scottish society

The Government established a pilot programme to examine community benefits in a practical context (the 'CBIP Programme'). It was intended to promote the use of community benefit, in particular targeted recruitment and training clauses, in public procurement. The pilot programme commenced in 2003 and included participation in pilot contracts for construction and social care by five local authorities: Glasgow Housing Association, Raploch Urban Regeneration Company, Inverclyde Council, Dundee City Council and Falkirk Council. The main findings were as follows:

- The appropriateness of including community benefit clauses in procurement projects will vary from contract to contract and they are likely to be most suited to works and services contracts

¹ University of Glasgow (2015), Analysis of the Impact and Value of Community Benefit Clauses in Procurement

- Once a decision has been taken to use Community Benefits clauses, they should be included at all stages of the procurement process from business case to contract implementation and monitoring
- Projects benefit from a project champion i.e. a person who can take control of the Community Benefits aspect of the contract, with adequate resources and high-level backing
- Targeted recruitment and training and clauses require an understanding of the capacity of the contract to meet these requirements and an understanding of supply-side arrangements available to the successful bidder to ensure their delivery, including training and funding
- Organisations must set firm and realistic expectations in terms of their requirements. These must be precise to facilitate implementation and proportionate monitoring of the clauses.²

Community benefits clauses are commonly used in construction contracts. For example, hub West Scotland has a policy whereby it strives to make a positive social and economic impact across all planned investments through maximising sustainable employment, training and business opportunities whilst supporting education services and the communities surrounding the planned investments throughout the West Territory. Their approach aims to support: the reduction of youth unemployment; individuals who are mid-long term economically inactive; reduce inequalities; address skills gaps and promote and inspire people into the construction industry. This will be achieved by working in partnership with supply chain members, education and employability partners.

The Scottish Futures Trust produced a Community Benefits Toolkit for Construction in response to The Review of Public Sector Procurement in Construction, 2013 which recommended the need to improve how community benefits were included within construction contracts. The toolkit addresses the recommendations and offers a best practice methodology in defining, procuring, measuring and reporting on community benefits within construction contracts.

Increasingly community benefits clauses are being used in consultancy contracts, including recent City Deal projects. The report 'Analysis of the Impact and Value of Community Benefits Clauses in Procurement, 2014 recognised that there remains scope to continue to build awareness and understanding of community benefits clauses, particularly in their use in service contracts.

2.2 The Glasgow City Region City Deal

The £1.13billion Glasgow City Region City Deal (GCRCD) is an agreement between the UK Government; the Scottish Government and eight local authorities across the Glasgow City Region: East Dunbartonshire Council; East Renfrewshire Council; Glasgow City Council; Inverclyde Council; North Lanarkshire Council; Renfrewshire Council; South Lanarkshire Council and West Dunbartonshire Council. The City Deal will bring tens of thousands of jobs to the Glasgow City Region through over 20 infrastructure projects; drive innovation and growth through the support of key sectors such as life sciences; and address challenges in the region's labour market. Both the UK and Scottish Governments are each giving the Glasgow City Region's local authorities £500 million in funding for the City Deal with member authorities investing a further £130 million. The Glasgow City Region City Deal projects will transform local and regional connectivity resulting in job opportunities through new and existing business growth.

Community benefits are recognised as being a key component in maximising social, economic and environmental benefits through the City Deal programme. Community benefits that have been targeted for delivery include the following categories: targeted employment and training; education support; supply chain development and community projects.

² Scottish Government (2008), Community Benefits in Public Procurement

2.3 Renfrewshire City Deal Projects

Renfrewshire Council is playing a key role in delivering three of the biggest infrastructure investments: the Airport Access Project; the Clyde Waterfront & Renfrew Riverside project and the Glasgow Airport Investment Area project.

Sweco has been appointed as Lead Consultant and is providing engineering advice for two of Renfrewshire Council's City Deal projects: Glasgow Airport Investment Area (GAIA) and Clyde Waterfront & Renfrew Riverside (CWRR). Sweco is using multi-disciplinary teams covering skills from roads, structures, transport planning, geotechnical, environment, landscape design and flood risk assessment. Work on these projects began in 2015 and planning applications are due to be submitted in summer 2017. As part of this commission, Sweco is actively delivering a range of community benefits.

2.4 Glasgow City Region City Deal Procurement Strategy

Since funding for City Deal projects will be drawn down subject to delivery of agreed Gross Value Added (GVA) regional targets at each stage, the continual success of the City Deal to achieve its strategic objectives will be dependent upon ongoing collaboration amongst Member Authorities and it is understood that procurement and collaboration in procurement can play an important role in achieving this vision. The GCRCDC Procurement Strategy aims to encourage the City Deal Member Authorities to work together to share best practice, policies and tender documents in order to promote a unified City Deal approach which can help maximise opportunities for leveraging community benefits from suppliers and provide a more common and consistent experience for suppliers engaging with procurement exercises for the City Deal Programme.

The Legal and Procurement Sub Group (LPSG) was set up to support the delivery of the procurement strategy and is made up of representatives from the Member Authorities. The LPSG provides advice on procurement to the Programme Management Office, Member Authorities and other stakeholders and ensures: the adoption of shared policies and strategies; utilisation of opportunities to achieve economies of scale or best value across the City Deal Programme and encouragement of discussion on the Programme's procurement schedule to minimise competition amongst member authorities for the same resources or suppliers which may lead to delays, limited choice or increased costs.

2.5 Evaluation of Community Benefits

In accordance with the City Deal Community Benefits Strategy, Member Authorities are committed to securing community benefits from suppliers when it is relevant and proportionate to the estimated contract value. These community benefits can be included in two ways: contractual, or voluntary. Where they are contractual they may be included as part of the specification e.g. advertising sub-contracting opportunities on Public Contracts Scotland or as evaluated. When evaluated community benefits are sought, these form part of the tender evaluation criteria. The typical weighting attached to community benefits proposals range from 5% - 10% of the quality weighting and are broken down into methodology questions and a Community Benefits Outcomes Table.

The Outcomes Table is allocated an expected number of Community Benefits Points which is considered proportionate to the value of the contract. The tender is issued with a copy of the City Deal Community Benefits Menu which lists each Community Benefits Activity, description of the requirements for each activity and the number of points each activity is worth. Tenderers are required to use this Menu to complete the Outcomes Table in which they commit to the Community Benefits they will deliver as part of the Contract if they are successful. Voluntary community benefits can be sought at any time on a live contract or from low value/ low risk tenders, where including a community benefit weighting is not proportionate.

2.6 Support from Partners

There are various organisations that can provide support to suppliers delivering community benefits. For example, in Renfrewshire, two important organisations are Invest in Renfrewshire and Engage Renfrewshire. Engage Renfrewshire is a single access point for community action, volunteering and social enterprise in Renfrewshire. With Engage Renfrewshire's help, Sweco was able to identify a community project that it could support. *We're Here* is a charity that assists people who require support to retain or regain independence and work towards reducing isolation. Sweco is supporting them financially and non-financially through the provision of ad hoc advice and guidance. Social enterprise networks can provide similar advice.

Invest in Renfrewshire is Renfrewshire Council's programme to reduce unemployment and grow the local economy. It can support organisations with recruitment, including interns, apprentices and people to participate in work experience placements and shortlist candidates for consideration by organisations. Other local authorities' employability services can assist with these activities.

Many local authorities coordinate the promotion of work experience students from secondary schools enabling an organisation to indicate when work experience placements are available and make this information easily available to schools.

Primary Engineer is a useful organisation for the delivery of schools activities. The organisation trains teachers of early years, primary and secondary schools in the delivery of Science, Technology and Maths (STEM) activities to their classes. This enables teachers to become more confident in these skills and able to deliver STEM projects to their classes. The supplying organisation's engineers also become involved in the delivery of the classroom projects. This approach is being taken in the delivery of community benefits as part of the A96 Dualling programme on behalf of Transport Scotland.

Developing the Young Workforce (DYW) is the Scottish Government's national strategy for strengthening links between businesses and education with the aim of reducing youth unemployment. The strategy is delivered by employer led regional groups across Scotland. Contacting the relevant group is a useful way to promote job opportunities in a specific area.

The Institution of Civil Engineers (ICE) in partnership with Tomorrow's Engineers can provide support in delivering tried and tested practical activities and resources to use in schools. These aim to show young people what can be achieved by studying maths and physics and to advise them of the range of careers available in engineering and the different ways to get into engineering.

3 Community Benefits Activities

3.1 Overview

When tendering for a project, a community benefits activities menu is often included from which tenderers select which outcomes they will provide to a total points value. The menu is not, however, definitive and organisations are also able to provide community benefits in different ways, should they identify an alternative means of delivery. Some examples of how organisations are delivering community benefits are provided below.

3.2 Targeted Training & Employment

This activity aims to provide new employment for University Graduates and Modern Apprentices. For many organisations, the recruitment of graduates and modern apprentices is a normal part of their recruitment requirements. However, in the delivery of project-specific community benefits they may focus on a specific geographic area or a target priority group.

Advance Construction has been involved in the delivery of community benefits for many years but had not formally structured how they delivered them. Involvement in a City Deal project encouraged them to formalise and expand its programme to target more diverse groups, including people with mild support needs to work in construction and civil engineering. The organisation developed a purpose built training centre designed to offer pre-apprenticeship training in a safe environment, enabling young people and adults to obtain a CSCS card. The training offered them the opportunity to understand what is required in real employment, gain those skills more quickly and help them to make informed choices about future employment. In the past 18 months, Advance has given 20 additional work placements on top of its regular commitment of 30 places.

In 2016, Sweco offered a City Deal Internship position to an unemployed/underemployed Renfrewshire graduate. This provided an opportunity for a recent graduate from Renfrewshire to work on projects that are local to them. Megan Blake, a resident of Paisley and graduate of The University of Strathclyde, was initially recruited to this role for a period of 11 months. Since then, Megan has taken up a permanent position as a Graduate Transport Planner with Sweco. Further recruitment to fill the vacant Graduate Intern position was then possible and Catriona Weir, a graduate of The University of the West of Scotland and a Renfrewshire resident, was appointed to the Internship role. Both Megan and Catriona continue to work on the Renfrewshire City Deal projects.



Figure 1: Catriona Weir, City Deal Graduate Intern and Megan Blake, Graduate Transport Planner

3.3 Education Support

This category encompasses several activities: work experience placements; industry awareness days, structured careers events; workplace visits and school mentoring. AHR has found that education support activities are extremely important in promoting the building industry to young people. While work experience placements are straightforward to deliver, mock interviews and attending careers events can offer greater benefits to young people. Schools organise regular careers events with mock interviews and are always keen for different types of organisations to attend them.

Sweco found that it was straightforward to offer placements to 14-16 year old students through established work placement coordination programmes and during 2016 hosted four students. These placements were designed to offer a general overview to the types of engineering careers that are available and help students to make better informed decisions about their future careers. These can be rewarding experiences for all involved.

Encouraging feedback was received: *"I would like to thank the organisation for giving me such an amazing and wonderful work experience opportunity."* - Panashe Rambawasvika, St Andrew's Academy, Paisley



Figure 2: Sandy Ross, Sweco, Panashe Rambwawasvika, St Andrew's Academy and Chris Cardno, Sweco

For the development of Barrhead High School by BAM/hub West Scotland, there was discussion with the Head Teacher on the scope of the work experience placements to develop a bespoke programme designed to meet the needs of students. Detailed evidence of activities carried out and feedback was gathered as part of the joint working with the school.

3.4 Supply Chain Development

This category aims to encourage supply chain briefings with SMEs and microbusinesses to help them to become a supplier for the main contractor or consultant. AHR have held Bidders Days to find out local businesses are and to enable them to meet their Design Team to discuss potential opportunities. This has proved beneficial to them in sourcing relevant local suppliers for several of their projects. Local authorities can provide support in organising such Bidders Days so that the main supplier can be connected with smaller, local suppliers that were not previously known to the main supplier.

Sweco has attended 'Meet the Buyer' events organised by Glasgow City Region City Deal and representatives have given presentations on the delivery of community benefits and the company's experiences.

3.5 Community Projects

Community projects aim to improve the capacity and capability of community groups and upskill their members enabling transfer of technical knowledge or changes in attitude. They offer an opportunity for organisations to tailor their support to projects that fit well with their capabilities and experience. For example, AHR has provided support to a charity by producing a brochure for them and giving them property advice. Sweco, in collaboration with Engage Renfrewshire, is supporting Klas Care, a local out of school care project, providing after school programmes in the Linwood and Johnstone areas. Sweco is providing engineering advice and guidance to help them to progress their project to establish a new after school facility. Sweco was able to identify Klas Care with the help of Engage Renfrewshire which circulated the offer of support to potential organisations and invited a shortlist of them to attend a presentation by Sweco. This enabled Sweco to match an organisation to the skills that it was able to offer.

Systra is delivering its support by producing travel and accessibility information for community centres in order to help local people to feel more connected to the community and adjacent areas. This uses some of Systra's core skills to help local people by addressing the impact that a perceived lack of transport opportunities can have on a community. They do this by producing maps that show how long it takes to reach GPs surgeries, chemists, post offices and bus stops etc. on foot. This is of particular importance when people are new to a community and may not have English as a first language. It can

help to removed (perceived) barriers to services. This approach has received positive feedback from local people.

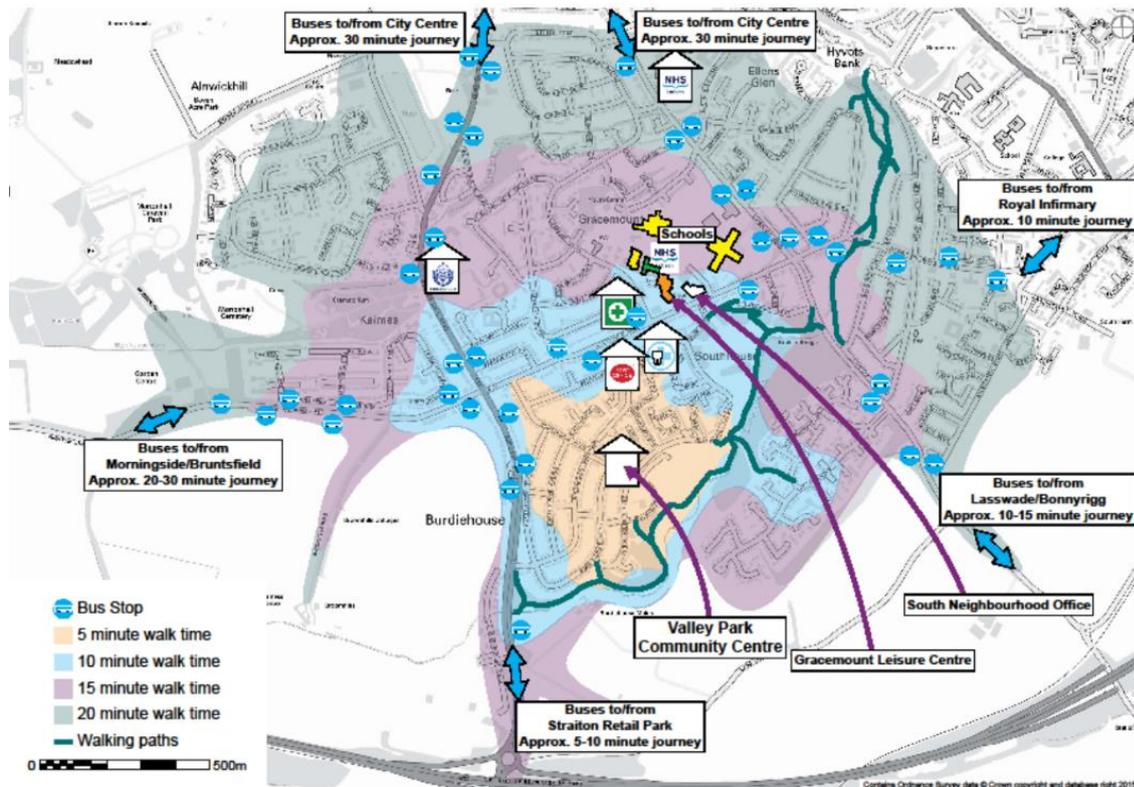


Figure 3: Valley Park Community Centre Accessibility Map

4 Lessons Learned

4.1 Consider the appropriateness of the Community Benefits Requested

It is important to consider if the supplier has the capability to deliver on the specified community benefits clauses. For example, the use of social enterprises or local suppliers may be difficult for a consultant depending on the project scope.

Procuring organisations could be more community focussed and identify the key drivers for the particular community by indicating where they can find support in targeting particular groups of people. For example, do they want to target young people, unemployed people, refugees etc?

However, flexibility is also seen as important, for example, some unemployed people may require additional support when taking up employment and it may be more practical initially for them to work two or three days per week. However, the community benefit may not be recognised unless they work five days per week.

Links with the Third Sector can help to give real benefit. For example, Renfrewshire Council has established a Community Benefits Forum that includes representatives from procurement, education, employability, Engage Renfrewshire and the City Deal team. Tapping into the knowledge of a social enterprise network such as Social Enterprise Network South Lanarkshire can be useful in delivering beneficial, targeted activities.

4.2 Formalised Approach

The inclusion of community benefits clauses in public sector contracts has led to suppliers formalising and expanding existing activities and creating staff roles with responsibility for implementation of their contract commitments.

City Deal encourages organisations to take a more coordinated and targeted approach to its engagement with communities. This is particularly true in relation to recruitment and training where the recruitment of interns and pre-apprentices can be seen to be valuable in creating new jobs and giving young people employment experience. For organisations, this also provides benefits, including an improved pipeline of employees and addressing skills gaps. Setting up formal apprenticeship programmes benefits the trainees as this becomes a more focussed training programme for them.

Suppliers are already committed to promoting Science, Technology, Engineering and Mathematics (STEM) subjects. Working with schools and colleges through work experience and careers talks provide a good way of achieving this. It also provides personal and professional development for staff who participate in these activities.

4.3 Nominate a Lead for Delivery

To ensure effective and timely delivery, it is important that one person has overall responsibility for the delivery of the community benefits specified in the organisation's tender. However, it should also be noted that involving many staff in the activities provides beneficial personal development opportunities for staff as well as being able to share many different experiences with people in the community. Buy-in from senior management to the involvement of staff is essential for the effective delivery of activities.

Companies have often appoint someone to lead on delivery or outsource delivery. For instance, this can assist organisations to recruit staff and to source local suppliers. Several organisations have recognised the importance of this and the Construction Industry Training Board (CITB) holds regular forums for those people leading on community benefits for their respective organisations where they can share information and good practice. Renfrewshire Council's Community Benefits Forum is another good example of this.

4.4 Encourage more Community Benefits Delivery with Suppliers

While, some primary suppliers are working with their supply chain to deliver the community benefits, it should be recognised that this can prove more difficult when the supply chain is not known at the tender stage or the supply chain plays a small role in the overall project. Procuring organisations could consider how they can support suppliers to deliver on this activity.

4.5 Benefits of Support for Careers Events

It is clear that supporting schools through work experience placements, attending careers events and mock interviews is beneficial to young people as they consider their careers choices. The ability to speak to someone in industry gives them a good insight into different careers and provides a rewarding opportunity for staff who participate in the events.

4.6 Facilitate interaction with Local Suppliers

While there are regular 'Meet the Buyer' events, there is an opportunity for local authorities to be more proactive in supporting suppliers to identify local and smaller suppliers that may not understand that there are opportunities for them to become involved in a major City Deal project. There may also be an opportunity for the Supplier Development Programme to provide a directory of local and supported businesses or to raise awareness of the information that is available, to assist companies in working with SMEs.

4.7 Significant Support Available

It can be seen that there is considerable support available from various organisations in the delivery of community benefits. This includes employability services, community and social enterprise organisations and schools work placement coordination services. Working in partnership with such organisations makes it easier to deliver meaningful community benefits. Contracts should be more explicit about which agencies can support which targets so as to optimise the benefits to the community.

4.8 Evaluation of Community Benefits

The Community Benefits Menu that is provided with some tenders is helpful in defining the community benefits priorities for that particular tender and therefore, how it will be evaluated. There may be an opportunity to re-evaluate the scoring mechanism to give higher weighting to the delivery of robust community benefits and relate them to the value of the project. The scoring mechanism could evolve as organisations become more accustomed to delivering them.

4.9 Reporting and Auditing

It is important to keep records of the activities carried out e.g. college enrolment for apprentices, job adverts, emails or photos showing attendance at events to provide the audit trail of evidence. There is no standard reporting system so the supplier should set up a means of reporting on activities carried out and provide this to the procuring organisation.

5 Conclusions

This paper has outlined the types of community benefits being requested through public sector contracts and the approach taken by some suppliers in delivering these community benefits. These can be seen to benefit both local people and the supplier. The benefits to local communities include: more training opportunities and jobs for local people; opportunities for unemployed people; better understanding of the local job market and understanding routes into higher level technical skills. For suppliers there are also many benefits, including: an improved pipeline of employees; improved competitiveness; addressing skills gaps and fostering good relations with the local community. For the procuring organisation, such activities can help to meet local and national policies.

It has shown that organisations are delivering activities that are beneficial to local communities in which they are working and that contractual requirements have encouraged them to formalise and expand their community-based activities.

While there is considerable support available to suppliers from procuring organisations and other agencies, public sector organisations could offer more guidance in relation to some aspects, particularly where specific groups in the community are to be targeted and where the local supply chain can be identified.

The paper has outlined a number of examples that show the good work that that is ongoing by a number of suppliers to deliver their community benefits commitments. It sets out a number of lessons learned from recent experience. It is hoped that this will give other organisations practical information in the delivery of their community benefits as well as useful feedback to public sector organisations.

6 References

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Acknowledgements

Lorna Wallace, East Renfrewshire Council
John Kane, Advance (Scotland) Construction
Richard Blair, AHR
Allan Spence, Systra
Caroline Lamond, City of Edinburgh Council
Lyndsey McNaughton, hub West Scotland
Nicola Gooch, Morgan Sindall

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