

REPORT TO: POLICY AND RESOURCES COMMITTEE – 22 NOVEMBER 2021
REPORT ON: COMMUNITY WEALTH BUILDING IN DUNDEE
REPORT BY: EXECUTIVE DIRECTOR OF CORPORATE SERVICES
REPORT NO: 312-2021

1.0 PURPOSE OF REPORT

This paper is intended to set on the basis of introducing a proposed community wealth building approach for Dundee City Council. The Council engaged with the Centre for Local Economic Strategies (CLES) to support the development of this and this report presents the findings of their research and identifies some early wins that can be taken forward.

2.0 RECOMMENDATIONS

This initial report recommends that elected members:

- note the information included in the CLES report (Appendix 1) and its recommendations
- note proposed structure and governance arrangements for developing a community wealth building approach within the Council (para 4.3)
- agree any early actions coming out of the CLES recommendations (para 4.4)
- remit the Community Wealth Building Board to prepare a strategy and action plan and submit this to members for approval once completed

3.0 FINANCIAL IMPLICATIONS

There are no direct financial implications arising from this report.

4.0 MAIN TEXT

4.1 What is Community Wealth Building

Community Wealth Building as a people-centred approach to local economic development, which redirects wealth back into the local economy, and places control and benefits into the hands of local people.

It recognises that the traditional model of wealth creation has not created a redistribution of wealth, rather the gap between rich and poor has widened. This has been particularly marked because of the covid pandemic. It is a maturing of economic development, where traditional public sector policy has focused on the redistribution of wealth after it is created, and community wealth building focuses on mechanisms to ensure that wealth is shared as it's created. Community wealth building is not opposed to economic growth but concerned with the distribution of that growth with a core focus of growing social and environmental benefits into all economic activity.

There are five core principles or pillars of community wealth building as shown in the diagram below:



Climate change considerations can be seen as an overarching consideration because of their impact on the areas covered by the other pillars.

The approach works by identifying and working with anchor organisations. These are large employers with a strong local presence in an area who can exert sizeable influence through their commissioning and purchasing of goods and services, through their workforce and employment capacity, and by creative use of their facilities and land assets. These include large public sector organisations including Councils, NHS health boards, Universities and Colleges, housing associations, and large local private sector employers. Whilst the public sector has a key role in enabling the conditions for an inclusive economy, the private, third and co-operative sectors play a key role in delivering jobs and creating economic wellbeing.

Community wealth building is a central theme of the Scottish Government's programme for government and national performance framework, as part of its mission to create new jobs, good jobs and green jobs. Dundee is coming to this agenda at a crucial time, and the report and action plan will draw from CLES's experience working across six key areas including: North Ayrshire, Fife, Glasgow City Region, Clackmannanshire, South of Scotland and the Western Isles.

4.2 CLES Delivering Community Wealth Building in Dundee Report

The Council engaged CLES to undertake an audit of current activities and provide further recommendations. They used an action planning process which involves analysing current work by DCC and other partners across the five principles of community wealth building: spending; finance; land and property; workforce and inclusive ownership.

CLES conducted a document review of key Council policies and strategies to develop an understanding of the Dundee context and to identify any key strengths. CLES supplemented this work with interviews with key stakeholders and also conducted workshops with bespoke working groups that have been created to take forward each pillar. Interviews were also held with some of Dundee's anchor institutions to get a broader picture of activity within the city and local area, and the appetite for the establishment of an anchor network within Dundee.

The full CLES report and suggested action plan is attached in Appendix 1. Officers will consider those actions that are most relevant and set appropriate timescales to implement these as part of the development of a separate action plan (see below).

4.3 Proposed Strategic Approach and Governance Arrangements

Community wealth building works best when it is corporately led and recognised as a unifying principle which brings together economic recovery, place leadership, anti-poverty approaches and climate action. This will require CWB principles to be considered in the development of council plans, strategies and thematic programmes. It is recognised that this will be a gradual process and that strong structures will be required to support the longer-term development of the approach and establish this culture within the organisation. One of the key strengths identified in the CLES report is the strength of partnership arrangements in the City and it's recognised that existing partnerships including the Dundee Partnership and its thematic groups will play an important role implementation of this strategy in the longer term.

To provide the focus required to take this forward the process will be led by a dedicated Community Wealth Building Board, encompassing senior staff and chaired by the Chief Executive. This will include DCC officers in the first instance before opening out to include relevant strategic partners to develop an anchor network across the city.

This board will be supported by CWB Pillar leads working groups (for each of the five principles) with members of staff responsible for further developing and implementing the approach and reporting to the project board on progress. In turn, these leads will co-ordinate a working group arranged around each of the pillar areas. These groups have been established and have participated in the research process and in time may be extended to include key stakeholders from partner organisations.

The CWB Board will be responsible for:

- Developing and implementing a Community Wealth Building Strategy for Dundee
- Establishing an action plan for Community Wealth Building
- Monitoring and reporting on the progress of this action plan
- Establishing an Anchors Network Taskforce to increase knowledge and commitment across the partnership
- Developing a community wealth building culture within the organisation

4.4 Early Opportunities

The approach is intended to be action focused, starting with what we do well and expanding on it, before moving on to areas where a good potential of success is in place, to implementation in less familiar areas. While the CLES research was intended to be the starting point of identifying opportunities during the process working groups have already identified some actions which can be taken forward in the short term. Details of these and some proposed actions are included below:

- **Build a Community Wealth Building culture in Dundee** – it is recognised that changing culture with an organisation or partnership is a long-term process but one that can begin by putting the mechanism in place to raise awareness of the approach and the benefits it will have for the people and business of Dundee. Information will be produced informing people of the approach and a process of staff awareness including e learning and training. In time this will expand to include engagement with partner organisations, local business and the wider community.
- **Improve baseline reporting to assess current spend and identify opportunities to drive increased local spend** – while the monitoring of local spend is a feature of the Councils Community Benefits programme there is a need to improve intelligence on what the Council and other anchor institutions are spending and where. Using the Scottish Government Grow Local tool the procurement team will work to identify a baseline of spend ideally in a Dundee City, regional and national basis to provide a framework for increasing local and generative spend year on year.

- **Develop and Deploy Community Wish Lists** – these lists will allow local communities to directly influence the community benefits delivered in their areas. It is intended that staff will work with Local Community Planning Partnerships to gather and moderate requests which will be published on an online portal, which contractors with community benefits requirements within their contracts will be directed to deliver. This is intended to compliment rather than replace the existing community benefit approach.
- **Work with anchors to target recruitment, employment and skills approaches towards areas hardest hit by Covid 19** - this group will commit to undertake an audit of entry level employment opportunities from within anchor institutions including DCC, Dundee's Health and Social Care Partnership (HSCP), Leisure and Culture Dundee, and Tayside Contracts in the short term. The group will then explore how these opportunities can be supported by new and emerging programmes of employability support. An example of an opportunity which was identified during the consultation phase of the CLES report has resulted in a commitment from the HSCP to deliver 6 new Home Care Modern Apprentice opportunities supported by the new Young Persons Guarantee.

5.0 POLICY IMPLICATIONS

This report has been screened for any policy implications in respect of Sustainability, Strategic Environmental Assessment, Anti-Poverty, Equality Impact Assessment and Risk Management. There are no major issues.

6.0 CONSULTATIONS

The Council Management Team were consulted in the preparation of this report. The CLES study process also included council officers and consultation with major anchor institutions including NHS Tayside, University of Dundee, Dundee and Angus College, Hillcrest Housing Association and V&A Dundee.

7.0 BACKGROUND PAPERS

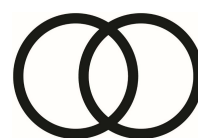
None.

ROBERT EMMOTT
EXECUTIVE DIRECTOR OF CORPORATE SERVICES

28 OCTOBER 2021

Delivering community wealth building in Dundee

Final report – October 2021



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Centre for Local Economic Strategies (CLES)

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Fair	Treating people with fairness and equality
Bold	Devising progressive solutions through pioneering work
Collaborative	Working with others to achieve the best result
Independent	Always acting with integrity
Acting in solidarity	Supporting, nurturing and empowering ourselves and others

Delivering community wealth building in Dundee

Final report – October 2021

Published by CLES, October 2021

Presented to Dundee City Council

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Executive Summary

The Centre for Local Economic Strategies (CLES) has been working with Dundee City Council (DCC) since June 2021 to develop an action plan for community wealth building as part of Dundee’s strategy for economic recovery.

This executive summary provides an overview of the report’s findings and action plan. This work is the first step in realising the potential of community wealth building in Dundee to help deliver a fairer and socially just recovery. The success of community wealth building will depend on the strength of collaborative action and on how existing and emerging partnerships with anchor organisations in the city evolve.

Ultimately community wealth building in Dundee is about ensuring that the city develops an approach to economic development which tackles directly the challenge of climate change as well as the underlying social challenges that continue to limit the life chances of residents including long term unemployment, deprivation and child poverty. This report sets out a series of recommendations as to how this new approach to economic development can be developed and implemented in the short, medium and longer term.

Why community wealth building, and why now?

Even prior to the Covid-19 pandemic, local economies were compromised by underlying weaknesses which have contributed to the increasing levels of wealth inequality in the UK. The gap between wages and living costs, the growing economic divide between those who own assets and those who do not¹, and the extractive nature of corporations and businesses frequently viewed as the panacea to a locality’s economic woes have led to an economy which simply does not work for the UK’s people or places.

Through the pandemic, a time of huge social pain due to the scale of disruption and personal loss, with increasing numbers fearful for their employment and at risk of losing their homes, the UK saw the number of home-grown billionaires reach a new record (with 24 new people entering the ranks).² Social and economic inequalities have only been revealed further through the pandemic – which has both exacerbated the problems that were already known to exist and made the

¹ This issue is often referred to as the “rentierisation” of the economy. It is a growing challenge in the UK and many other economies where capital and wealth are taxed and treated more preferentially than labour.

² R Watts (2021). Rich List 2021: how the Covid pandemic spawned more billionaires than ever. The Times. [Read](#).

need to tackle them ever more urgent. The pandemic has further emphasised that while everyone is in the same storm, not everyone has the same sized boat.

On top of the task of economic recovery from the pandemic, the even larger and more existential crisis of the climate emergency has become starkly and urgently apparent locally, nationally and globally. Although tackling climate change is a huge challenge (and has been recognised as a pressing issue for some time), it also presents an opportunity to tackle the pre-existing social and economic inequalities which risk being replicated if a traditional economic lens is used to address the climate and environmental breakdown. There is also a responsibility to recognise the contribution the prevailing economic approach makes to driving the climate emergency – and determine how local economic development can be reshaped in a way that works for the planet.

Community wealth building offers a lens through which to refocus the way DCC views local economic development which centres fairness and the climate emergency at the heart of the economic recovery. Community wealth building is about fundamentally shifting the power imbalances and inequalities apparent within our economies – addressing the question of who should benefit from economic development. It is an approach to local economic development that places people at its heart – seeking to ensure that local people have both a stake in the local economy, and a voice in how the local economy is shaped. It reorganises local economies to be fairer and stops wealth flowing out of communities, towns and cities by placing control of this wealth into the hands of local people, communities, businesses and organisations.

Community wealth building is a central theme of the Scottish Government's programme for government and national performance framework, as part of the national mission to Create New Jobs, Good Jobs and Green Jobs. Dundee is coming to this agenda at a crucial time, and the report and action plan will draw from CLES's experience working across six key areas in Scotland including: North Ayrshire, Fife, Glasgow City Region, Clackmannanshire, South of Scotland and the Western Isles.

Methodology

CLES conducted this project using its Community Wealth Building Action Planning process. The process involved analysing current work by DCC and other partners in Dundee across the five principles of community wealth building: spending; finance; land and property; workforce and inclusive ownership.



CLES conducted a document review of key DCC strategies to develop an understanding of the Dundee context and to identify the strengths of DCC's current activity in relation to community wealth building. CLES supplemented this work with smaller interviews with key stakeholders from within DCC and conducted workshops with DCC's Community Wealth Building Working Groups (working groups), which will be key to implementing actions in relation to each principle. CLES then conducted short interviews with senior leaders of some of Dundee's anchor institutions to get a broader picture of activity within the city, and the appetite for establishing an Anchor Network within Dundee.

Developing a community wealth building approach around Dundee's assets and opportunities

Through the Action Planning process, a number of key themes emerged outlining the foundation from which DCC will develop a community wealth building approach:

- There is a clear commitment within DCC to deepen its democratic approach. This commitment complements the broader purpose of community wealth building as a force which supports deeper economic democracy, and will be a key element in scaling community wealth building and building a culture of community wealth building in Dundee.
- Examples of good community wealth building practice already exist within Dundee, however there is real potential to capitalise further on this work through deeper collaboration with anchor organisations across the city, for example, to co-ordinate and target public spending and create fairer employment opportunities.

- Partnerships within Dundee are well established, and there is strong buy in from other organisations across the city to adopt a community wealth building approach. Therefore, DCC is in a strong position to help support and co-ordinate this partnership working going in the longer term to explore how together, a fairer approach to economic development can be realised.
- Within the senior leadership at DCC, there is strong support for community wealth building which has been evident at every stage in this project. Going forward, it is essential to cascade the learning from this project in order to support teams across the Council as they begin to develop and embed community wealth building as part of their day-to-day work. This will take time and will require a variety of different forms of support including training, awareness raising sessions as well as informal discussions and 1:1 support.
- As with any new approach, there are varying levels of buy-in within DCC and in the wider partnership community, which should be acknowledged and addressed as part of this process.

Findings and Recommendations

The following 22 recommendations identify achievable, evidence-based actions for DCC. There are five over-arching recommendations and the remainder are centred around each of the five principles or pillars of community wealth building.

Some recommendations are technical, some are more policy-focussed, others are cultural, relate to quick wins or are more long-term and extensive. As such, DCC may choose to take some forward and not others, and will be able to prioritise key actions which will both build buy-in and lay the groundwork to scale this approach.

Dundee as a community wealth building place

1. Apply a community wealth building lens to Dundee's economic development approach
2. Develop a set of tailored indicators to measure success
3. Deepen and formalise collaboration on community wealth building through a Dundee Anchor Network
4. Build a community wealth building culture within Dundee
5. Seek to influence wider regional programmes and initiatives, including Tay Cities, to follow a community wealth building approach

Spending

6. Improve the baseline reporting around local spend
7. Convene a cross-departmental working group to identify ways to increase opportunities for local generative suppliers

8. Develop a community benefits strategy across Dundee anchors
9. Deploy community benefits wish-lists in Dundee
10. Use public procurement to shape the market around improved sustainability and low carbon

Finance

11. Address challenges around personal finance in Dundee including developing other vehicles for debt repayment
12. Explore how Tayside pension funds can be used to promote more responsible and ethical investment including supporting local endeavours
13. Consider alternative funding solutions such as Community Municipal Investments (CMI) to crowdfund low carbon and other community priority projects

Land and Property

14. Integrate community wealth building into the way DCC utilises and develops council land and property
15. Build capacity and deepen participation so that communities can shape Dundee's land and property
16. Work with Dundee's anchor institutions to define how public sector land and property will be used to build community wealth

Workforce

17. Work with anchors to target recruitment, employment and skills approaches towards areas hardest hit by Covid-19
18. Progress a targeted approach to Fair Work across Dundee
19. Develop relationships with existing businesses and routes to employment in future sectors
20. Develop a framework with Dundee anchors to introduce workforce planning across the public sector

Inclusive Ownership

21. Establish a virtual Community Wealth Hub to align Dundee's business support resource to community wealth building
22. Explore the potential development of inclusive ownership in key foundational and future sectors

There needs to be a meaningful commitment to these actions and a recognition of the role they can play in realising Dundee's core priorities in relation to fairness and

climate action (particularly in light of the Council Plan refresh and City Plan update) and a wellbeing economy more broadly.

The following section includes a summary of the recommendations. The Action Plan attached to the full report provides more details on recommended next steps including proposed lead organisations and timeframes.

Summary of recommendations

Community wealth building should become the golden thread for all economic development measures DCC and other partners deploy. The following abridged summary of CLES's recommendations demonstrates how this golden thread can be developed in practice. The recommendations are presented in full in the body of this report. Proposed timeframes for action have been included. The timeframes reflect that some work is already in progress but other recommendations will take longer to implement particularly when working with other anchors or across Tayside.

Dundee as a community wealth building place

1. Apply a community wealth building lens to Dundee's economic development approach

Although Dundee's current economic strategy is embedded within the Tay Cities Regional Economic Strategy 2017-2037, DCC could consider a more bespoke, local plan which ties Dundee's priorities of fairness and climate action into wider regional priorities. Using a community wealth building lens will enable Dundee to progress those areas that are within the power of the local authority and other partners using the five principles of community wealth building.

Within this plan, DCC should seek to apply a community wealth building lens to both foundational economic sectors (which provide essentials including housing, utilities, food, education, health and care and high-street banking) and to traditional wealth creating sectors, such as those outlined in the Dundee City Plan and the Tay Cities Regional Economic Strategy. This will help guide DCC's approach and enable it to focus activity as it builds this approach.

Finally, DCC should also integrate its response to climate emergency into this economic strategy activity, being mindful of the directive made by Scotland's Just Transition Commission: namely, that "the benefits of climate change action are shared widely, while the costs do not unfairly burden those least able to pay, or whose livelihoods are directly or indirectly at risk as the economy shifts and changes."³

Proposed timeframe: Short-term 3 – 6 months

2. Develop a set of tailored indicators to measure success

³ Just Transition Commission (2020). A national mission for a fairer, greener Scotland. Scottish Government. [Read](#).

Community wealth building reorients the benefits of local economic development towards those people and places that need it most. It requires rethinking and recalibrating success and how it will be evidenced.

Dundee could develop a set of indicators that will measure success against its stated priorities in the context of the city. Examples could include raising employment rates in particular wards (including entering and staying in the workforce), increases in civic participation, decreases in homelessness, drug use and the poverty rate, increases in affordable housing and the number of worker-owned businesses and an increase in the level of anchor spending and the multiplier with local generative businesses.

DCC may also want to use specific measures around decarbonisation and biodiversity protection. These indicators could be used to drive shared commitments to environmental protections and progress towards net zero across Dundee's anchor networks.

Proposed timeframe: Short-term 3 – 6 months

3. Deepen and formalise collaboration on community wealth building through a Dundee Anchor Network

CLES's experience across diverse places is that community wealth building is most effective and transformative in places where the local authority and key anchors meaningfully collaborate, with formal structures bringing key partners together, advancing shared strategies and goals, with a key objective to deliver focussed and intentional action. These collaborations are often enabled by the creation of a formalised anchor network. This has been a key to success for many community wealth building places, including Preston and North Ayrshire.

Different localities have approached this in different ways, so it will be important for Dundee to determine what would work best for the city in the context of current partnership boards and governance structures. The anchor network could take the form of a new partnership body (which would sit independently of current forums) or the transformation of an existing group (such as the City Partnership).

Proposed timeframe: Medium-term 6 – 12 months

4. Build a community wealth building culture within Dundee

As DCC develops its community wealth building approach, careful consideration will need to be given as to how the approach is rolled out among different groups which will have a key part in making it a success. To establish a culture of community wealth building in Dundee, DCC and partners will need to take a phased approach to build buy-in to, and awareness of, community wealth building across multiple groups, including:

- DCC colleagues involved in Community Wealth Building Working Groups;

- DCC staff and suppliers (including Dundee Health and Social Care, Tayside Contracts and Leisure and Culture Dundee);
- Dundee Partnership (including Dundee's VCSE sector);
- Dundee's anchor institutions and suppliers; and,
- Dundee's wider communities.

Proposed timeframe: Ongoing and iterative

5. Seek to influence wider regional programmes and initiatives, including Tay Cities, to follow a community wealth building approach

Where DCC has the ability to influence regional programmes and initiatives and their delivery within Dundee, it should seek to embed the principles of community wealth building in their delivery. As a starting point, DCC should seek to support the implementation of a comprehensive community benefits approach where Tay Cities projects are delivered in Dundee, ensuring a progressive community benefits procurement framework is in place. This will be a key lever for unlocking opportunities for community wealth building. Indeed, procurement is likely to feature heavily.

Proposed timeframe: Longer term – 1 year +

Spending

6. Improve the baseline reporting around local spend

DCC should conduct an analysis of its supply chain spend with reference to factors such as geography, company size and industrial sector, as the first step in identifying areas of opportunity to maximise local spend. This approach can be scaled to cover not just DCC's spend but also other anchors. Following the spend analysis, DCC should also conduct a survey of its top suppliers, asking them about the extent of their spend on local suppliers and employees, to estimate the 're-spend' (or multiplier) of their supply chain in the local economy.

This data not only provides a snapshot of the current picture but more importantly can be used to identify opportunities to drive and influence local spending in a much more targeted manner to sectors and generative local organisations who may not be currently supplying anchors. Such an analysis can be repeated annually to track progress.

Proposed timeframe: Short-term 3 – 6 months

7. Convene a cross-departmental working group to identify ways to increase opportunities for local generative suppliers

DCC already employs a range of measures aimed at supporting local SMEs into public sector supply chains but it does not appear that there is coordinated tailored support for other forms of generative businesses such as social enterprises, cooperatives and community businesses, which are all quite distinct from each other in their strategic objectives. A cross departmental working group could bring together commissioning managers from across DCC with category managers to identify opportunities for different kinds of generative business. This group would be charged with taking forward recommendations aimed at advancing sustainable procurement practice within DCC and with other anchor organisations in Dundee. Part of this work would be to identify and work through blockages and challenges in procurement policy and practice and promote learning between service areas and local anchors.

Proposed timeframe: Short-term 3 – 6 months

8. Develop a community benefits strategy across Dundee anchors

There is an opportunity to use spending by Dundee's anchor organisations more strategically and consistently to achieve highly impactful and lasting positive community benefits outcomes. This requires greater alignment of the community benefits strategy across the anchors in Dundee to coalesce ambition. To be successful, this will need strategic support from the local anchor organisations that can be translated into good practice across the city by appropriately resourced teams. This would involve a number of steps including:

- Establishing strategic agreement from anchor partners to implement a community benefits approach within their programmes, with advice and support provided by DCC.
- Develop an Anchors' Community Benefits group to support the development of their approaches.
- Expanding community benefits reporting across anchors and using a standardised reporting format.

In time, such a strategy could be expanded across the region linking in with other strong sustainable procurement practice.

Proposed timeframe: Medium-term 6 – 12 months

9. Deploy community benefits wish-lists in Dundee

Developing wish-lists in conjunction with community partners and sharing them across anchor procurement professionals can create more lasting and targeted community benefits. A working group of council staff from procurement, communities, planning and IT would be best placed to take this forward. Given tight geographical boundaries and local knowledge, Local Communities' staff, with their links to Local Community Planning Partnerships are best placed to help identify opportunities and alignment with local plans and priorities. Once established the wish list system should be shared with anchor institutions to both identify wishes from their

service users and to direct contractors to fulfil wishes as part of their community benefits commitments. This provision will allow community benefits to be delivered at a much more local level and allow contractors to better use their skills and talents to support local communities. Dundee's experience with participatory budgeting should be aligned with the wish-list to drive deeper community engagement.

Proposed timeframe: Short-term 3 – 6 months

10. Use public procurement to shape the market around improved sustainability and low carbon

One of the key levers DCC should use to reduce emissions and support their ambitions to become a carbon neutral city is that of procurement, commissioning and service design. Alongside seeking to minimise the presence of extractive providers, and growing the use of generative suppliers, Dundee should seek to tackle carbon emissions in the city through procurement and carbon literate service design in the way that DCC is already doing around fair work and local spend. The procurement team should work with the Sustainability and Climate Change team to advance this practice. Incorporating an environmental weighting into contracts could be rolled out at scale alongside support for generative zero carbon suppliers in the city. This should be supported by a programme that provides appropriate and ongoing training for commissioners, buyers and suppliers that builds their capacity and knowledge around improved sustainability and decarbonisation.

Proposed timeframe: Longer term – 1 year +

Finance

11. Address challenges around personal finance in Dundee including developing other vehicles for debt repayment

DCC should review its advice strategy and explore ways of working alongside local partners such as housing associations, health care providers and third sector organisations to ensure it reaches those in the most need. DCC could work with partners to examine how the holistic and early intervention approach of the programme could be taken further. A particular area of focus could be exploring support for those who are indebted to DCC and linking this to other forms of support – including addressing any issues in Dundee around the use of Debt Arrangement Schemes and Protected Trust Deeds (PTDs). DCC could consider setting up a hardship fund for small debts or an interest-free loan arrangement for larger debts to reduce the use of PTDs in the city and keep more money in the local economy.

Proposed timeframe: Medium-term 6 – 12 months

12. Explore how Tayside pension funds can be used to promote more responsible and ethical investment including supporting local endeavours

Dundee could seize the mantle to become one of the first councils in Scotland to look at providing more local financing through their pension fund, particularly as a means of addressing widening inequality and tackling the climate emergency. This needs to be balanced with concerns that the trustees have expressed around meeting their fiduciary duties. Nevertheless, there could be a discussion around whether this duty could be flexed to incorporate more of a social purpose. Certainly there is a growing argument that considering long-term investment drivers around environmental, economic and social harms is essential to the proper fulfilment of fiduciary duties. COP26 in November will focus attention on financing for climate adaptation and mitigation projects at home and abroad and the trustees should be ready to act.

Proposed timeframe: Medium-term 6 – 12 months

13. Consider alternative funding solutions such as Community Municipal Investments (CMI) to crowdfund low carbon and other community priority projects

Introducing a CMI or other crowdfunding solutions would provide an opportunity to tap into community investment for smaller scale greening or other community projects in Dundee that may otherwise be unfunded. These projects can vary widely in terms of size and scope, but can tap into local financial resources and strengthen people's connection to place. DCC is in the process of delivering a framework – Community Choices - that will engage with local communities to identify suitable projects for the £250,000 Climate Change Fund and other participatory budgeting resources. Dundee Decides and Community Choices could be linked with alternative funding sources to determine where and how the funds should be spent. Consideration should be given to how people without the necessary capital to invest can also benefit from these programmes.

Proposed timeframe: Medium-term 6 – 12 months

Land and Property

14. Integrate community wealth building into the way DCC utilises and develops council land and property

DCC is already in a good position in terms of the way it uses its land and property, but more could be done to integrate community wealth building more explicitly into its work. As this is a broad recommendation, DCC will need to take a phased approach to the task of integrating community wealth building into its ways of working around land and property. Next steps may include:

- Establishing how community wealth building is already and could be further enabled by frameworks DCC uses to decide the use of council land and property.
- Identifying assets which can have a particular role in building community wealth.
- Developing an overarching policy outlining how DCC should prioritise the use of land and property in relation to building community wealth.
- Exploring DCC's powers and influence over planning to build community wealth.

Proposed timeframe: Medium-term 6 – 12 months

15. Build capacity and deepen participation so that communities can shape Dundee's land and property

DCC should seek to deepen the connection between its use of land and property and local communities by going beyond participation to build capacity among the city's communities and deepen their connection to the Council's efforts to build community wealth. This should include capacity building and support targeted towards areas of high deprivation, and work with the V&A and UNESCO to explore deeper participatory approaches to involve communities in shaping the city, and gaining a greater sense of ownership over the place where they live. This should be a particular priority in DCC's approach to addressing and mitigating against climate change.

Proposed timeframe: Longer term – 1 year +

16. Work with Dundee's anchor institutions to define how public sector land and property will be used to build community wealth

DCC should develop a forum as part of the proposed Dundee Anchor Network to work collaboratively on increasing the use of land and property in the city for social, economic and environmental benefit. This work should seek to develop a collective strategic vision for land and property use and disposal in Dundee, the creation of a shared framework to link land and property use and transfer/disposal to community wealth building, the mapping of a retrofit pipeline to define the work needed by the public sector and connecting this to local firms (and the work which will be carried out by the Inclusive Ownership working group), and collaboration around low carbon infrastructure (for example, extending DCC's work on electric vehicle (EV) charging to broaden the network of charging points across the city using anchor land and property).

Proposed timeframe: Longer term – 1 year +

Workforce

17. Work with anchors to target recruitment, employment and skills approaches towards areas hardest hit by Covid-19

DCC should seek to use its experience providing support for those furthest from the labour market to develop a programme of work which will enable people to enter entry-level public sector positions and target employability support to the areas which most need it. After auditing current support and mapping the number of public-sector entry level jobs and unemployment, DCC could then work with the city's anchors to develop a programme of work targeting entry-level recruitment within the public sector at people in areas of deprivation and who may be struggling due to the economic fallout of Covid.

Proposed timeframe: Short-term – 3-6 months

18. Progress a targeted approach to Fair Work across Dundee

Extending Fair Work practices throughout the city to other anchors and businesses should be a key ambition for DCC in progressing this pillar. Dundee's targeted growth sectors should be a focus for this approach, namely care, retail and tourism as they have a track record of poor wages and poor conditions. To do this, DCC should continue to push for Fair Work practices in care through procurement activity and extend this more widely across its contracts; and use the experience gained and the strong campaign base developed through its Living Wage Place work to inform its approach to doing similar with Fair Work.

To extend Fair Work more widely across the city, DCC should co-produce an approach to extending Fair Work principles within the private and Voluntary and Community Social Enterprise (VCSE) sectors with local business leaders and representative bodies (such as Dundee and Angus Chamber of Commerce, Dundee Social Enterprise Network and Dundee's Third Sector Initiative). This is particularly relevant in influencing businesses and organisations within the city which are not connected to the Council's, or other anchors', procurement and supply chains.

Proposed timeframe: Longer term – 1 year +

19. Develop relationships with existing businesses and routes to employment in future sectors

Understanding how the employment and skills work provided across the city (such as the work done by the Discover Work Partnership and all members of the Fair Work and Enterprise Board) can link to local SMEs and other generative businesses will be important in developing a community wealth building approach which can grow from the ground up. DCC should gather learning from its Employability and Skills Teams' pre-existing work with employers, and build further connections between employers

and employability and skills initiatives in partnership in collaboration with Dundee & Angus College's recently formed Business Partnerships Team to build this connection.

DCC also needs to map skills and employment pathways for key sectors (such as those involved in tackling climate emergency), alongside developing support for candidates to enter such sectors – with a particular focus on support for those without higher education or training. This will support the creation of support and routes to employment in key sectors for those currently struggling to find employment in Dundee.

Proposed timeframe: Medium-term – 6-12 months

20. Develop a framework with Dundee anchors to introduce workforce planning across the public sector

Following the actions in recommendation 17, collaboration across anchors could open opportunities to develop further innovative approaches to employment. DCC should work with Dundee's anchors to develop an approach to introduce workforce planning, with consideration as to how anchors can connect this to the pre-employment and skills provision for those furthest from the labour market.

Proposed timeframe: Medium-term – 6-12 months

Inclusive Ownership

21. Establish a virtual Community Wealth Hub to align Dundee's business support resource to community wealth building

DCC has the opportunity to streamline and coordinate local business support to ensure local businesses have the support needed to advance community wealth building in Dundee. The development of a virtual Community Wealth Hub would bring together the varying forms of business support and funding in Dundee to support the creation of a more democratic economy – with support for varying forms of business, and a focus on advancing inclusive ownership across the key sectors identified as priority areas in Dundee.

Proposed timeframe: Longer term – 1 year +

22. Explore the potential development of inclusive ownership in key foundational and future sectors

DCC should utilise the sectoral approach defined in recommendation 1 to target inclusive ownership in relation to key foundational and future sectors. Dundee has a significant opportunity to advance inclusive ownership in key sectors including the circular economy, food and drink, and energy sectors. The Tay Cities Deal's focus on food creates an avenue for Dundee to advance the local application of globally significant technologies, and enable local people to have an active role within their

food systems. As Dundee is already widely recognised as a hub for the advancement of the energy transition, DCC should also seriously consider how to advance community- and local- ownership within this space – for example through the implementation of community renewables projects, and council ownership of energy infrastructure.

Proposed timeframe: Medium-term – 6-12 months

1. Introduction and context

This report for Dundee City Council (DCC) represents a key element in developing a wellbeing economy through a new approach to economic development – community wealth building. In so doing, DCC is the seventh area in Scotland to embark on this journey, joining a progressive movement of UK local authorities and areas using this approach.

Community wealth building forms a central theme of the Scottish Government’s Programme for government and national performance framework, as part of the National Mission to Create New Jobs, Good Jobs and Green Jobs. The Scottish Government has been working with a number of places across the country⁴ to produce bespoke community wealth building action plans, alongside longstanding work which has been advanced in North Ayrshire.

What is community wealth building?

Community wealth building is a people-centred approach to local economic development. It reorganises local economies to be fairer. It stops wealth flowing out of communities, towns and cities. Instead, it places control of this wealth into the hands of local people, communities, businesses and organisations. The way in which organisations like local councils, hospitals, universities and colleges spend



⁴ The five pilot areas were Clackmannanshire, South of Scotland, Glasgow City Region, Western Isles and Tay Cities (Fife).

their money, employ people and use their land, property and financial assets can make a huge difference to a local area.

The figure above is the Scottish Government's articulation of the 5 principles (or pillars) of community wealth building, which are key to building this approach.⁵ Used in progressive way, these principles can be used to generate wealth, jobs and opportunity for local people and give as many people as possible a stake in the local economy.⁶

Dundee

Dundee is clearly an ambitious council. Its commitment to climate leadership,⁷ the city's accreditation as the first Living Wage Place and the opening of V&A Dundee are all clear signals of progressive intent. Moreover, there is a strong desire to scale and amplify community wealth building practice from both the political leadership and senior officers, underpinned by a deep emphasis on fairness, social justice, and making sure wealth, jobs, and opportunities are for the benefit of all.

These ambitions are framed in the context of the wider Scottish Government's ambitions to achieve net-zero carbon by 2045, and a clear push for greater involvement of local communities in shaping their local places. This has been embodied by both the Community Empowerment (Scotland) Act 2015, which Dundee has done significant work to implement, and a clear commitment at the national level to advance community wealth building.⁸

Nevertheless, DCC cannot deliver these bold long-term ambitions alone. Dundee will need all people, communities, organisations and institutions to play their part. As a city with thriving partnerships and deep roots into local places, Dundee has strong foundations to advance this approach in collaboration with businesses and communities across the city. The Dundee City Partnership embodies a clear commitment to drive progress collaboratively within the city, and to work together to tackle jointly the inequalities that exist in Dundee as result of long-standing poverty and socio-economic disadvantage.

In order to achieve these aims purposeful action is needed; that is the community wealth building approach. The progressive programme of work that will stem from the results of this report and suite of recommendations is an important next step on Dundee's journey.

In this work, CLES is assessing DCC's ability to progress across the five principles of community wealth building. The recommendations contained within this report articulate what needs to happen to make the development of a wellbeing

⁵ Scotland's Centre for Regional Inclusive Growth. Community Wealth Building: Delivering a Wellbeing Economy in Scotland. [Read](#).

⁶ CLES (2020). Owing the economy: Community wealth building 2020. [Read](#).

⁷ Dundee City Council. What is the Council doing? [Read](#).

⁸ Scottish Government (2021). Community wealth building. [Read](#).

economy⁹ through community wealth building a reality. Throughout this work, CLES has balanced ambition with feasibility.

Methodology

CLES began by undertaking a desk-based review of key documents to assess the extent to which the tranches of work DCC is currently undertaking (i.e. in policies, strategies and actions) are reflective of a progressive and inclusive local economic approach. These are structured around the five pillars of community wealth building.

Second, a series of semi-structured interviews with key stakeholders were undertaken to assess further existing and future possibilities for community wealth building. Stakeholders involved in these interviews were individuals identified as key leads for each pillar who will be leading DCC's work to progress community wealth building following this project.

Third, CLES then tested its understanding of the current landscape and CLES's recommendations in relation to each pillar in five workshops. Attendees at these workshops consisted of DCC colleagues who will be involved in the Council's community wealth building working groups that are charged with progressing each pillar.

Fourth, in lieu of a wider anchor workshop (due to availability), CLES also conducted short interviews with the leaders of Dundee's key anchor institutions (as identified by DCC). These interviews were used to assess the wider landscape in Dundee and broader appetite for the establishment of an Anchor Network in Dundee. (See Appendix 1 for a full list of interviewees).

Fifth, CLES have used the findings from this process, alongside the desk-based work and experiences and insight from CLES's wider community wealth building work to make recommendations across the five pillars. These recommendations feature at the end of each section - they relate to DCC, but also have relevance to the wider set of Dundee anchors and the Tay Cities region.

Finally, this report also includes an action plan in Section 8 which sets out next steps for each recommendation.

⁹ Seed (2020). What does a wellbeing economy look like? [Read](#).

2. Dundee's potential for community wealth building

Community wealth building is central to the narrative and practical actions related to creating a wellbeing economy in Dundee. This section reflects upon Dundee's economic and social context, as well as DCC's overarching strategic vision and what CLES sees as the key challenges and opportunities going forward. It then makes recommendations as to where CLES thinks there is potential for deeper community wealth building work both within DCC and the wider Dundee City Partnership.

Economic and social context

Dundee is Scotland's 4th largest city, with a population of 148,750 and access to a wider region of 490,000 people.¹⁰ DCC is one of Scotland's 32 unitary authorities. It sits within the Tay Cities region which describes the area of East Central Scotland covered by the local authority areas of Angus, Dundee, Perth & Kinross and the north-east part of Fife.

In partnership with these three other local authority areas, including their respective business, education and third sector bodies, Dundee and its partners are the recipients of the Tay Cities Deal, which will deliver £700 million of investment to the wider region. This is intended to drive inclusive economic growth by creating higher value jobs, sharing prosperity and creating an inclusive skills ecosystem whilst reducing inequalities and deprivation.¹¹

Whilst the responsibility for economic development within Dundee sits with DCC, its economic strategy is encapsulated within the wider Tay Cities Regional Economic Strategy 2019-2039.¹²

Dundee has been described as a tale of two cities.¹³ On one hand, it is an international city with a local focus, facing outwards whilst maintaining deep roots in place. As the UK's first and only UNESCO City of Design, Dundee has a bright future – with the potential to grow a thriving tourist industry, catalysed by the development and opening of the V&A. However, within the same place there are significant social challenges – including having the highest number of drug related deaths in Scotland, one of the lowest male life expectancies of all Scottish areas,

¹⁰ Dundee City Council (2019). Dundee Economic Profile. [Read](#).

¹¹ Tay Cities Partnership (2020). Tay Cities Region Deal. [Read](#).

¹² Tay Cities Partnership (2019). Tay Cities Regional Economic Strategy 2019-2039. [Read](#).

¹³ D Marr (2019). The best and worst of times in a tale of two cities. The Herald. [Read](#).

and a very high percentage of workless households – 25.3% compared to 17.7% for Scotland as a whole.¹⁴

There are clear ambitions to ensure all those who live and work in the city benefit from Dundee’s potential, alongside centring the needs of the hardest hit in the city’s plan for economic recovery post-Covid-19. While the pandemic has altered Dundee’s expectations as a city attracting international travel, there is still a significant opportunity to showcase the city as the “UK’s Staycation of the Year”;¹⁵ and there is a clear and growing association between Dundee and Scotland’s efforts to decarbonise through the Port of Dundee’s work decommissioning oil and gas. Concerted efforts will be needed to ensure the benefits of Dundee’s ‘future sectors’ reach and aim to tackle the challenges faced by the people and communities which have so far been comparatively untouched by the benefits of the city’s development.

Strategic vision

DCC is an ambitious council. Every stakeholder interviewed conveyed the strength of identity and pride that comes with being a Dundonian. Both politicians and officers are imbued with the public values that underpin a community wealth building approach – caring deeply about getting the best outcomes for the people of Dundee. Recently, DCC laid out their approach to developing the next Dundee City Council Plan and revisions to the City Plan and have identified fairness and climate change as key cross-cutting priorities for the council moving forwards.

DCC’s current guiding principles are contained within a number of core strategic documents which are interrelated and connected (with some up for review).

Currently there is a clear ambition to build an economy that works for people, place and planet, by tackling poverty, inequality and the climate emergency, whilst also recovering from the impact of Covid-19. This ambition has been succinctly put within the City Plan for Dundee:¹⁶



[We] will have a strong and sustainable city economy that will provide jobs for the people of Dundee, retain more graduates and make the city a magnet for new talent... [We] will offer real choice and opportunity in a city that has tackled the root causes of social and economic exclusion, creating a community which is healthy, safe, confident, educated and empowered.

¹⁴ ONS (2021). Labour market profile – Dundee City. [Read](#).

¹⁵ Dundee City Council (2019). Dundee named UK’s City Staycation of the Year. [Read](#).

¹⁶ Dundee City Council (2017). City Plan for Dundee 2017-2026. [Read](#).



Underlying this ambition is a deep commitment to the people of Dundee, as expressed within the For Fairness in Dundee report:¹⁷



Too many people have insufficient income and this impacts on their health and opportunities. We see lower life expectancies, higher levels of crime, higher rates of unemployment and lower educational attainment in our most deprived areas. Positive outcomes for children are less likely to be achieved.

Our vision for the city is based on creating a strong and sustainable economy, enabling people to have a good quality of life, and for everyone to be included in reaping the benefits of the city's success. This vision makes it paramount for tackling poverty and inequality to be a priority for Dundee.



Challenges

Dundee's strategic approach is impressive and bold. Nevertheless, as CLES's interviews have revealed, DCC acknowledges that this ambition will require longer-term transformation, to be delivered in partnership, with a clear and consistent focus that will need to address a number of pressing challenges.

Social, economic and environmental factors

First, the implications of the Covid-19 pandemic are likely to affect life outcomes for Dundee's people for some time. This will be seen through increased or changed demand for services and poorer outcomes across a range of indicators. Dundee has a high proportion of groups identified as being at particular risk from ongoing Covid-19 disruption. Dundee's young people are potentially going to be hardest hit, as 30% of all employees under the age of 25 are employed in jobs negatively impacted by the pandemic (compared to 13% of those aged over 25).¹⁸ Vulnerable

¹⁷ Dundee Partnership (2019). For Fairness in Dundee: An action plan to reduce social inequalities and child poverty in Dundee. [Read](#).

¹⁸ The Dundee Partnership (2020). Culture Resilience and Recovery Plan 2020-2022. Unpublished.

groups and those living in deprived communities have been disproportionately impacted by the pandemic, and in many cases existing inequalities have been exacerbated.

Stakeholders shared that while some of Dundee's key sectors have done well through the pandemic (life sciences and digital), key growth areas such as tourism and hospitality have been hit hard, as have the culture and leisure sectors. Beyond specific sectors, the pandemic is expected to impact health, jobs, poverty and wider inequalities.

Second, Dundee continues to manage a legacy of industrial restructuring which saw declines in the city's textile industry in the second half of the 20th century. In Dundee, 36.6% (54,497) of the population live within the data-zones ranked in the 20% most deprived in Scotland. This includes 43.8% (10,506) of children in Dundee. 31% of households in Dundee City are fuel poor, 20% of these are owner occupied, 41% in social housing and 42% in the private rented sector.¹⁹ Although life expectancy in Dundee is lower than that for Scotland as a whole, the share of the population who are very elderly, aged 80 or over, is slightly higher than the Scottish average. Homelessness has been falling since 2012, but has plateaued at just over 1,400 applications per year since 2017.²⁰

However, concerted efforts by DCC in recent years have resulted in a number of positive outcomes in the city. The number of people earning less than the living wage has dropped from 20% to 13.5%, and Dundee has seen an increased percentage of working age people in employment, at 71.5%.²¹ Following the introduction of the Dundee Partnership's Youth Housing Options in 2015, a 15.3% reduction in homelessness applications has been recorded in relation to youth homelessness, from 483 in 2015-2016 to 409 in 2019-20.²²

Third, the economic picture across Dundee is mixed. With respect to traditional measures of economic performance, the area performs below the Scottish average in relation to economic activity and employment growth. The unemployment rate in Dundee (5.5%) remains higher than the Scottish average (4.3%), and at the end of January 2021 the Coronavirus Job Retention Scheme supported 14.9% of employments in the city. While the number of jobs in Scotland has grown by 5% since 2010, job numbers in Dundee have only risen by 1%.²³ Nevertheless, there is an opportunity to advance economic activity over the next 20 years around a number of key sectors, namely: life sciences, healthcare, digital technology, tourism and hospitality and creative industries. Dundee also stands to benefit from the Tay Cities Deal (outlined above).

Finally, Dundee's declaration of a climate emergency in 2019 underlines all of the above. This is a major strategic challenge which cuts across many outcomes. Although Covid-19 has led to the largest global fall in emissions since the second

¹⁹ Scottish Government (2021). Scottish House Condition Survey: Local Authority Analysis 2017-2019. [Read](#).

²⁰ Scottish Government (2021). Main Tables. Homelessness in Scotland: 2020 to 2021. [Read](#).

²¹ Dundee City Council (2021). City Plan Council Plan Progress Report. [Read](#).

²² Scottish Government (2020). Youth homelessness statistics: 2019 to 2020. [Read](#).

²³ ONS (2021). Labour market profile – Dundee City. [Read](#).

world war,²⁴ the sobering truth is that even a controlled shutdown of the global economy has not led to the 7.6% annual reduction needed to meet the global target of keeping warming below 1.5°C. While the current economy is driving climate change, there is the ability to steer it in another direction. Although the response to this crisis will have to be vast, working at the national and global level, the importance of the local dimension must not be ignored. The impacts of climate change happen in real places to real communities. Dundee has recently experienced record levels of rain and wind speed which have tested flood defences.²⁵ While the Scottish Government is ahead of the UK national government in its commitment to tackling climate change, enlightened action at the scale and pace needed is unlikely to materialise. As such, Dundee must be at the forefront in responding to climate change for the sake of the city and its communities; and must do so urgently.

Opportunities

The strength of the Dundee City Partnership

Though the challenges outlined above are indeed pressing and complex, they are by no means insurmountable and DCC is in a strong starting position to advance and scale community wealth building activity.

The city's tight boundaries mean that organisations within its limits are highly connected, and strong partnerships are a key foundation upon which this community wealth building approach can be built. At present, the Dundee City Partnership is one mechanism within Dundee which coordinates collective work. As a key forum for local organisations, it can have a central role in shaping a city-wide approach to community wealth building.

While resource is a potential challenge when considering the implementation of a community wealth building approach, the development of DCC's Climate Team (with the recruitment of three new staff) offers an opportunity to build work on climate and community wealth building in tandem.

Moreover, DCC has strong connections into local communities via its local community planning partnerships and over recent years has deepened these links through the use of more participatory methods, including participatory budgeting. Later this year, the Engage Dundee survey will be repeated to develop a city vision, alongside the revision of the City Plan and a new Council Plan, capturing how Dundee can be made fairer, greener and more prosperous; and DCC is also developing the use of CONSUL, a digital democracy platform, which will build greater citizen participation in Dundee going forward. Engaging people in the process of community wealth building is critical to its success, so these links are a powerful asset that should be used to facilitate progress.

²⁴ The Guardian (2020). After the Covid-19 crisis, will we get a greener world. [Link](#).

²⁵ Dundee Partnership (2019). Dundee Climate Action Plan. [Read](#).

Potential contributions from other key anchors

In addition, many of Dundee's key organisations are going through a process of change, exploring the potential of new ways of working and recalibrating their focus in light of the past year of upheaval. Within this context, it is important to recognise the strengths held in other areas of the city, the transformative processes other institutions are going through, and how this can be an asset in Dundee's wider ambitions as a community wealth building place.

The V&A offers a significant opportunity to diversify Dundee's understanding and practice of design – thinking beyond the physical design of “things” to the way people relate to their city, how services are designed and delivered, and how people can be involved in shaping the places where they live. They have the potential to forge deep links with local communities and a keen interest in extending the role of leisure and culture within the city. Culture and community wealth building are concepts which are infrequently explored together, but Dundee has an opportunity to consider how to truly build community wealth through its approach to advancing the city's status as a destination – and some of the economic challenges that come with that.²⁶

The Michelin Scotland Innovation Parc (MSIP) provides significant opportunity to dig deeper into the ways Dundee can not only advance work around climate, but how this can be done in a way that also addresses the deep inequalities within the city. The development of the Waste to Energy Plant, and MSIP's role as a space for new and existing businesses in the low carbon economy to develop, are exciting new assets that have the potential to further cement the area's reputation as a hub for energy transition.

Recommendations

This is a pivotal time of opportunity for Dundee. Notwithstanding the challenges outlined above, the Scottish Government's Wellbeing Economy strategy, of which CLES's work forms a part, the Tay Cities Deal and the strong community wealth building foundations present a real opportunity to shape a flourishing wellbeing economy.

Community wealth building should become the golden thread for any and all economic, social and environmental measures DCC and other partners deploy.

The following overarching recommendations demonstrate how this golden thread can be developed in practice.

1) Apply a community wealth building lens to Dundee's economic development approach.

As noted above, Dundee's current economic strategy is embedded within the Tay Cities Regional Economic Strategy 2017-2037. There is, however, a strong commitment from the Chief Executive of DCC to develop a bespoke plan for Dundee which ties Dundee's priorities of fairness and climate action into wider

²⁶ D Burch and H Power (2021). Post-Covid recovery through culture. CLES. [Read](#).

regional priorities. Using a community wealth building lens will enable Dundee to progress those areas that are within the power of the local authority and other partners through the five principles of community wealth building.

DCC should seek to apply a community wealth building lens to both foundational economic sectors (which provide essentials including housing, utilities, food, education, health and care and high-street banking)²⁷ and to traditional wealth creating sectors, such as those outlined in the Dundee City Plan and the Tay Cities Regional Economic Strategy.

CLES encourages DCC to consider a sectoral approach to implementing a community wealth building lens across key sectors, with a mix of growth sectors and foundational sectors. DCC should identify which sectors it would like to focus on initially.

Several potential sectors which emerged through consultation were:

- Tourism: Dundee is identified in the Tay Cities' Deal as a key location which can build the region's potential for tourism. There is a significant amount of potential for this sector's development as part of Dundee's community wealth building approach.
- Energy: Dundee has a significant opportunity to explore the potential to build community wealth through the city's work on energy and renewables – particularly as the city is facing significant challenges in relation to fuel poverty. The city is already in a good position to explore this, with a clear ambition laid out in the Climate Action Plan for Dundee to be a trailblazer in the field of energy and renewables, a deep commitment from Dundee and Angus college in the development of training and skills provision to support this stream of work, Port of Dundee's decommissioning work, and the development of the MSIP.
- Food: While Dundee does not regard this sector a key growth sector, it is key as part of the city's foundational economy. Dundee has a huge opportunity to build on the Council's Food Strategy and consider how to make the most of the world class agricultural land surrounding the city to get fresh, local food onto Dundonians' plates, and consider how local businesses can feed into public sector supply chains in this space. There is more detail as to how DCC could take a community wealth building approach to this sector in Recommendation 22.
- Culture and night-time economy: There is an opportunity to explore the potential of Dundee's cultural and night-time economy within this context.²⁸ Leisure and Culture Dundee and the V&A both expressed interest in exploring how culture could play a part in Dundee's community wealth building approach, so there is an opportunity to develop this work in partnership.

²⁷ I Stanley (2020). Love's labours found: Industrial strategy for social care and the everyday economy. Nesta. [Read](#).

²⁸ D Burch and H Power (2021). Post-Covid Recovery through Culture. CLES. [Read](#).

Finally, DCC should also integrate its response to climate emergency into this economic strategy activity. DCC has already proposed to frame all future work through the lenses of fairness and climate change. As such, DCC should be mindful of the directive made by Scotland's Just Transition Commission: namely, that "the benefits of climate change action are shared widely, while the costs do not unfairly burden those least able to pay, or whose livelihoods are directly or indirectly at risk as the economy shifts and changes."²⁹

2) Develop a set of tailored indicators to measure success

Community wealth building reorients the benefits of local economic development towards those people and places that need it most. It requires rethinking and recalibrating success and how it will be evidenced. In fact, many traditional measures which hail economic success in terms of growth such as rising house prices, increased GDP and extractive forms of inward investment can mask rising socio-economic inequality and do not properly capture environmental impact.

Dundee could take inspiration from other places such as Wirral, and Scotland's ambitions around the creation of a wellbeing economy, and Wales's Wellbeing of Future Generations measures to develop a set of indicators that will measure success against its stated priorities in the context of the city. Examples could include raising employment rates in particular wards (including entering and staying in the workforce), increases in civic participation, decreases in homelessness, drug use and the poverty rate, increases in affordable housing and the number of worker-owned businesses, a decrease in the number of residents in debt to DCC and an increase in the level of anchor spending and the multiplier with local generative businesses.

The examples above are suggestions. It is essential to formulate a set of indicators that works for Dundee's priorities. This involves asking the question of what a fair, sustainable and thriving Dundee would look like and working back to create a theory of change.

In Wirral, the anchors are building a set of metrics around three objectives of the Democratic Economy, the Generative Economy and Financial Resilience. They have devised a theory of change which identifies the market failure, the inputs that are within the remit of the local anchors, the outputs that would be created and the outcomes they are seeking to achieve. The impacts centre around a fairer, more equitable and more resilient place.

Specific measures around decarbonisation and biodiversity protection are available from various sources including through the Global Reporting Initiative (GRI).³⁰ These indicators could be used to drive shared commitments to environmental protections and progress towards net-zero across Dundee's anchor networks.

²⁹ Just Transition Commission (2020). A national mission for a fairer, greener Scotland. Scottish Government. [Read.](#)

³⁰ The Global Reporting Initiative (GRI) sets out a comprehensive set of standard indicators for sustainability reporting for all sizes of organisations. More information can be found here [Read.](#)

In terms of process, the indicators need to be developed in conjunction with those charged with delivering against them. The working groups should consider what is achievable and aspirational within agreed timeframes for DCC, and a similar exercise should take place in time with the anchors. As a people-centred approach to local economic development, it is essential that the needs of Dundee's residents are placed central to these conversations by asking what would create the greatest change to their economic and social wellbeing.

Progress should also be measured at a city-wide, ward-level and hyper local level to make sure the benefits of community wealth building are reaching those people and places that need it the most.

It is important to note that the indicators should be used as the lodestar and could evolve and flex over time. As noted throughout this report, community wealth building is an iterative process and should not be understood as a destination.

3) Deepen and formalise collaboration on community wealth building through a Dundee Anchor Network.

CLES's experience across diverse places is that community wealth building is most effective and transformative in places where the local authority and key anchors meaningfully collaborate, with formal structures getting key partners in the same room, advancing shared strategies and goals, with a key objective to deliver focussed and intentional action. These collaborations are often enabled by the creation of a formalised anchor network. This has been a key to success for many community wealth building places, including Preston (see case study on next page) and North Ayrshire.

Generally, such anchor networks are either established through the reconfiguration of existing partnership forums, or are a new structure developed by the local authority.

Dundee already has a number of very robust partnership structures, including the Dundee City Partnership (the Partnership) and its sub-group of the Fair Work and Enterprise Board. The Partnership is well-placed to apply a community wealth building approach at scale. It features voices from several sectors which contribute significant resources and the Fair Work and Enterprise Board could make quick progress with the workforce pillar of community wealth building. Within this context, its focus could be recalibrated to prioritise an action-focussed community wealth building lens.

DCC is also planning to establish an internal strategic group to support the implementation of community wealth building, as a key governance structure above DCC's current community wealth building working groups. It was suggested that the city's key anchor organisations would also be part of this group.



Preston: The Power of Anchor Networks

In a growing number of localities, we are seeing how networks of anchor institutions operating in concert can amplify their impact on the communities they serve by leading a wholesale community wealth building approach. In Preston, for example, from 2014 to 2018, CLES worked with six anchor institutions, brought together by the city council. Here, we helped these institutions to use their combined weight to drive levels of spending with city-based suppliers up from £38.3m to £112.3m over a five-year period. In the light of this activity, the locality has begun to reshape the market for goods and services in some specific sectors to encourage more locally rooted companies to establish themselves and grow.³¹

Moreover, in terms of further direct impact stemming from anchor activities:

- 4000 extra employees are now receiving the real living wage. Preston saw a reduction in unemployment from 6.5% in 2014 to 3.1% in 2017. (Compared to UK average of 4.6% in 2017).
- Preston saw a 10% rise in 16-24 year olds receiving at least an NVQ Level 3 between 2014-2017.
- Preston moved out of the top 20% most deprived local authority areas in the UK.
- Preston was named the most improved city in the United Kingdom.

DCC and partners will need to decide whether a new anchor network (which would sit independently of current forums) or the transformation of an existing group (such as the Partnership) would be best for the city. Different localities have approached this in different ways, so it will be important for Dundee to determine what would work best for the city in the context of current partnership boards and governance structures.

Key characteristics of a successful anchor network include:

- High-level political buy in and representation from each of the anchors.
- Opportunities for practitioners from the different anchors to come together to build collaborative approaches to advancing community wealth building cross-organisationally.

³¹ CLES (2019). How we built community wealth in Preston: achievements and lessons. [Read](#).

- Representation from the city's key anchor organisations. In Dundee's case these would be: NHS Tayside, University of Dundee, Dundee & Angus College, Abertay University and Hillcrest Homes.
- Ownership of the group across the city's anchors – in other cities (such as Birmingham), anchors involved in the network have contributed money to collectively employ an “Anchor Network Coordinator” to support the activity of the network.

The anchor network will need a laser-like focus on key issues and the ability to advance action on them. In light of the pandemic, work will likely focus on jobs and on the role of human resources departments, as well as procurement and spending as key elements of stimulating local demand.

CLES has produced a toolkit based on experience establishing anchor networks elsewhere in the UK which may be of use to Dundee in determining how to progress the anchor network within the city.³²

Deep collaboration is needed to strengthen and scale-up progressive practice – key to enabling community wealth building to cut through and become the focus of strategic work across the city. Strong democratic political leadership will be crucial to lever this collaboration, and as such it will be imperative for the Council Leader to play a strong role in advancing the anchor network approach in Dundee.

4) Build a community wealth building culture within Dundee

As DCC develops its community wealth building approach, careful consideration will need to be given as to how the approach is introduced and developed among different groups which will have a key part in making it a success. To establish a culture of community wealth building in Dundee, DCC and partners will need to take a phased approach to build buy-in to, and awareness of, community wealth building across multiple groups, including:

- DCC colleagues involved in working groups;
- DCC staff and suppliers (including Dundee Health and Social Care, Tayside Contracts and Leisure and Culture Dundee);
- Dundee Partnership (including Dundee's VCSE sector);
- Dundee's anchor institutions and suppliers; and,
- Dundee's wider communities.

Initially, consideration should be given as to how to embed practice across DCC among staff not directly involved in community wealth building working groups. To begin to build this culture among DCC staff, DCC should provide community wealth building training through resources on the staff intranet and through annual workshops staff can take part in. Staff more deeply involved in the implementation of community wealth building within Dundee, such as the City Development team, should be provided the opportunity to attend Scottish Government workshops on

³²CLES (2020). Growing anchor networks in place: A how-to guide. [Read](#).

community wealth building (as hosted by EDAS), and connect with peers at other local authorities.³³

Similarly, it would be beneficial for DCC's suppliers to be provided with information about Dundee's community wealth building approach and how it will create opportunities for them.

Beyond its own staff, DCC should seek to influence the wider development of a community wealth building culture in Dundee with partners. Once the anchor network has determined next steps to introduce community wealth building to the Partnership, DCC should offer city-wide sessions to introduce staff and organisational leaders to community wealth building and what it means for Dundee. Beyond this, DCC should encourage other anchor institutions to adopt a community wealth building framework and provide briefings or training to their staff directly.

CLES coordinates a community wealth building Centre of Excellence³⁴ and facilitates several communities of practice for practitioners and politicians working in this space. A representative officer and politician would be welcome to attend to connect with others advancing practice in this area – there are also communities of practice for NHS colleagues and Housing Associations.

To address inequality and the economic conditions which have created persistent disadvantage in Dundee requires combining citizen wisdom with expert knowledge to solve the everyday problems Dundonians face. As Dundee clearly has a strong commitment to building empowered local communities, the city's approach to community wealth building should be guided by the principles of collaboration and participation which are driving DCC's movement towards participatory local government. As such, Dundonians should be provided the opportunity to understand and take on the opportunities provided by Dundee's community wealth building approach. Initially DCC could use the Local Community Planning Partnerships as a mechanism to share the planned approach and gain insight from local people, but deeper consideration will be needed to develop an approach which engages and empowers local people.

5) Seek to influence wider regional programmes and initiatives, including Tay Cities, to follow a community wealth building approach.

Where DCC has the ability to influence regional programmes and initiatives and their delivery within Dundee, it should seek to embed the principles of community wealth building in their delivery. As a starting point, DCC should seek to support the implementation of a comprehensive community benefits approach where Tay Cities Deal projects are delivered in Dundee, ensuring a progressive community benefits procurement framework is in place. This will be a key lever to unlock

³³ Scotland's Centre for Regional Inclusive Growth (2021). A how to guide to community wealth building – EDAS workshop series. [Read.](#)

³⁴ A link to CLES's Centre of Excellence can be found here [Read.](#)

opportunities for community wealth building. Indeed, procurement is likely to feature heavily.

Fife Council will be one of DCC's peers as it progresses on its community wealth building journey. As community wealth building is a priority at the national level, and there is wide and growing uptake of the principles across Scottish councils, Dundee has an opportunity to work with Fife to explore how they might influence the introduction of community wealth building as a framework at the regional level. While influencing the Tay Cities Deal as a whole would be extremely challenging (particularly as the work programmes have been decided and the Westminster government is involved in shaping the Deal), there will be other opportunities to shape regional strategy and practice in this space. This should be an ambition for Dundee in the long term.

3. Spending

The spending on goods and services by local authorities and key anchor institutions is a crucial lever in building community wealth. DCC and key partners have significant purchasing power and convening abilities that can deliver economic, social and environmental justice to the people of Dundee through the progressive procurement and commissioning of goods and services. Redirecting spend back into the local economy where it is needed most creates better jobs, helps wealth stick and strengthens local communities. In this report, the terms sustainable procurement and progressive procurement are used interchangeably but it is acknowledged that the language of sustainable procurement is more widely used in the Scottish policy context.

Sustainable procurement means a number of things. First, it is about increasing the importance of procurement as a corporate function. Second, it is about increasing levels of spend with local organisations, particularly social enterprises, cooperatives and SMEs. Third, it is about addressing some of the complexities around what can and cannot be done around procurement, particularly around legislation, regulation and bureaucracy. Fourth, it is about using procurement as a lever to address the local economic, social and environmental challenges which places face.

Context

The Procurement Reform (Scotland) Act 2014 created, "...obligations for public bodies to set out how they will contribute to socio-economic and environmental wellbeing through procurement". The policy behind the statutory duty is holistic in nature and sets out how public procurement can be used to animate supply chains by creating opportunities for large and small suppliers. The statutory obligation to include community benefits in public contracts applies when the estimated value of a contract is equal to or greater than £4M. Most local authorities in Scotland practice community benefits in smaller contracts using a mix of voluntary and mandatory approaches. In DCC, almost all contracts over £150,000 are considered for community benefits with the best developed programmes being in construction.

What DCC is already doing

DCC was an early adopter of community benefits and has been including mandatory community benefits in its contracts since September 2012. This is an

evolving approach with new measures introduced as required which support the community benefits' aim of maximising community benefit from procured activity for the people and businesses of Dundee. This approach already supports aspects of community wealth building.

A large proportion of procurement spend is directed through the Direct Labour Organisation, Tayside Contracts³⁵ and compliant frameworks, which include mandatory targets where possible for contractors to spend a proportion of their subcontract spend with local subcontractors or suppliers. Where mandatory targeting is not possible, local contract spend is closely monitored with council staff working with contractors to ensure that local contractors have the opportunity to compete for work. This is an important part of DCC's community benefits approach which for capital programmes also includes mandatory targets for employment from disadvantaged groups, apprenticeships, work placement and awareness raising activities. There is also a spend monitor in place to encourage contractors to spend with social enterprises and supported business and a catalogue is maintained for enterprises which can support the construction sector.

DCC sets out procurement as a strategic lever in tackling seven challenges namely: Social, Economic, Environment Sustainability, Community Safety, Health and Wellbeing and Organisational Challenges. CLES's research found that it has an experienced team that has clear strengths in terms of procurement and commissioning. Some examples of good practice that emerged from this work include:

- There is a comprehensive approach within DCC to community benefits and DCC employs a full-time experienced Community Benefits Officer. While the main focus of community benefits has been capital programmes, community benefits are considered in all suitable contracts above £150,000. Outcomes are based on delivering an agreed number of outcomes based on the value of the contract. It was noted that agreeing an appropriate outcome or activity and a partner who would benefit from it can be challenging and staff are keen to explore alternative options.
- There is a good partnership between the procurement team and the Supplier Development Programme³⁶ but there is a sense that there could be more engagement from local contractors.
- DCC's Corporate Procurement Strategy 2018-2020 sets out a range of measures aimed at supporting SMEs and social enterprises. These include using Quick Quotes for procurement activity below £50,000 and seeking at least one local contractor and breaking contracts down into smaller lots.
- The procurement team actively seeks opportunities to award relevant activity to supported businesses, using the Scottish Government's supported business framework approach. This includes extensive work with a local social enterprise Dovetail³⁷ that provides employment opportunities to disabled and disadvantaged people to make furniture, fire

³⁵ More information on Tayside Contracts can be found here [Read](#).

³⁶ More on the Scottish Supplier Development Programme can be found here [Read](#).

³⁷ Dovetail Enterprises (2021). About Us. [Read](#).

doors and other goods including for the Welfare Fund. This example of good practice could be built upon.

- DCC supports an annual Tayside Cities meet the buyer event. This is a joint initiative between City Development and the procurement teams and includes representation from the other Tayside Councils and major public sector procurers. There are also specific project orientated meet the buyer events which target local contractors and suppliers.³⁸
- In terms of regional activity, the Tayside Procurement Teams – Dundee, Angus and Perth and Kinross have recently undergone a process³⁹, facilitated by Scotland Excel, to review and explore opportunities for aligning the procurement function across the Tayside Councils, Tayside Contracts and Tayside Procurement Consortium. While ultimately it was decided not to progress with integration, lessons have been learnt and processes improved, leaving opportunities to develop more regional collaborations with councils and other public sector partners. The redevelopment of an anchor partners' procurement forum may be considered, along the lines of the now dormant TOPIC partnership group.⁴⁰
- The Social Care Contracts Team supports the commissioning of Social Care across both Children and Families and the Health and Social Care Partnership. Services are delivered through a mixed of local authority in house, private, independent and third sector provision. The team is linked closely to Strategic Planning Forums operating both at a local and regional level. The Flexible Framework agreement for Children and Young people allows staff across the Tayside councils to access a wide range of services which best meet local needs whilst adhering to procurement procedures. This has resulted in a large amount of often small or third sector providers being able to work compliantly with the various councils. Following this, an Adult Services' Framework is being developed.

Recommendations

6) Improve the baseline reporting around local spend

DCC should regularly conduct an analysis of its supply chain spend with reference to factors such as geography (both within the administrative borders of Dundee as well as a wider economic sub-region), company size and industrial sector, as the first step in identifying areas of opportunity to maximise local spend. CLES has published a free-to-use 'Making Spend Matter' [toolkit](#). This toolkit which was implemented in conjunction with partners such as Preston City Council provides a basic framework for this analysis, but CLES recommends DCC enhances this analysis by also considering spend against other factors such as SIMD data, legal incorporation status (to identify the extent of spend with generative businesses) and/or the carbon impact of its supply chain. This approach can be scaled to cover

³⁸ One anchor did mention challenges around working with local suppliers as Dundee is a small city and there can be perception of conflicts of interest.

³⁹ This process is referred to as PACT – Procurement and Commissioning Tayside.

⁴⁰ There have been efforts to develop Tayside-wide collaboration including the TOPIC partnership group but the challenge has been operationalising collaboration around specific projects and redirecting organisational focus towards local rather than national collaboration.

not just DCC's spend but also other anchors, as has been done in areas such as Preston.

Following the spend analysis, DCC should also conduct a survey of its top suppliers, asking them about the extent of their spend on local suppliers and employees, to estimate the 're-spend' (or multiplier) of their supply chain in the local economy. They should also ask suppliers questions relating to community benefits. This could take the form of monitoring and/or quantifying the level of community benefits indicators and/or gathering intelligence from DCC's supply chain on DCC's approach towards community benefits.

CLES is happy to provide support, guidance and/or training to assist with the implementation of this analysis as needed.

7) Convene a cross-departmental working group to identify ways to increase opportunities for local generative suppliers⁴¹

DCC already employs a range of measures aimed at supporting local SMEs into public sector supply chains but it does not appear that there is coordinated tailored support for other forms of generative businesses such as social enterprises, cooperatives, charities and community businesses, which are all quite distinct from each other in their strategic objectives. As such, they can benefit from different kinds of support when tendering for and delivering on public sector contracts.

A cross departmental working group could bring together commissioning managers from across DCC with category managers to identify opportunities for different kinds of generative business. This group would be charged with taking forward recommendations aimed at advancing sustainable procurement practice within DCC and with other anchor organisations in Dundee. Part of this work would be to identify and work through blockages and challenges in procurement policy and practice and promote learning between service areas and local anchors.

The working group should collaborate with existing networks and the Supplier Development Programme to increase tailored support to improve the ability of small organisations for joint-bidding and shared delivery. This can include reshaping meet the buyer events into meet the market events, or putting on additional events which change the focus of meetings into developing dispersed rather than linear networks. This could be part of a wider programme of business support for generative businesses in Dundee such as through a community wealth building hub (see recommendation 22 for more details).

The same cross-departmental working group should explore whether changes to UK procurement rules following the UK's exit from the European Union provide any latitude for building in preferences for local generative organisations around lower

⁴¹ At CLES, the term generative suppliers is used to refer to businesses that have ownership models with a structure and/or purposes that centres on ensuring local social and economic value is maximised. They distribute the wealth they create in a number of ways, including by ensuring high rates of local employment and spending in local supply chains, investing in local assets and sharing the surpluses they generate with workers, consumers or beneficiaries. Typically, generative suppliers include SMEs, social enterprises, co-operatives and community businesses.

value public contracts in Scotland.⁴² At a UK level these changes mean that lower value contracts can now be reserved for generative organisations⁴³ which presents an opportunity to do things differently.

8) Develop a community benefits strategy across Dundee's anchors organisations

The Council's experienced Community Benefits Officer has supported partners to deliver and monitor community benefits from specific capital contracts, including projects with NHS Tayside, Abertay University, Hillcrest Housing Association and the Scottish Prison Service. Whilst these partnerships have led to positive outcomes, so far these have been achieved informally and success often depends on individual contract managers and contractors concerned rather than a specific policy approach.

The following steps would enable a more consistent approach:

- Strategic agreement should be sought from anchor partners to implement a community benefits approach within their programmes. Advice and support can be provided by DCC's Community Benefits Officer to agree an approach and appropriate performance metrics, link with local support organisations and develop a collective monitoring approach.
- To build capacity within organisations it is suggested that they would retain responsibility for monitoring projects and ensuring compliance with support as required. In the first instance to secure greatest returns this could focus on formalising support for construction projects which are typically the most advanced in this area before expanding to other areas.
- Anchor organisations may benefit from the development of an Anchors' Community Benefits group to support the development of approaches. This could link up with regional partners and build on good practice established as part of the PACT process. This support could be extended to Dundee based Tay Cities Deal projects with details of the proposed approach also shared with the wider Tay cities partners. To be successful, this will need strategic support from the local anchor organisations that can be translated into good practice across the region. Reviving a Dundee procurement forum that was empowered to develop both strategic and operational functions would be key.
- An important way to drive consistency around community benefits is through reporting (see Glasgow City Region case study below for more detail). DCC has invested in the Hanlon system and is currently incorporating it into their community benefit monitoring approach. Lessons can be learnt about expanding this to other organisations from Glasgow City Region as it moves towards using a consistent community

⁴² Cabinet Office (2020). Procurement Policy Note 11/20: Reserving below threshold procurement.

[Read.](#)

⁴³ The guidance prohibits mixed consortia of social enterprises and SMEs with non-SMEs or non-social enterprises.

benefits' reporting system⁴⁴ across its member authorities for City Deal contracts, and in some cases for non-City Deal contracts. Adopting such an approach in Dundee across anchor organisations, and sharing with Tay Cities Deal partners could encourage the anchors to be more aspirational in their approach. By using data to show what has been achieved through a certain value or type of contract by one anchor, other anchors can see what is achievable and helps to set the bar higher.

- o Importantly, using a standardised reporting format across all stages of procurement provides consistency for suppliers. This is beneficial for both large and small suppliers but can really help smaller contractors who may not have a dedicated procurement function or enough resource to report community benefits outcomes in multiple formats for different buyers.



Glasgow City Region: Developing consistency around community benefits

The Glasgow City Region is made up of eight member authorities. The member authorities have agreed thresholds for community benefits inclusion in City Deal contracts but there is still a wide disparity in practice for how community benefits are operationalised across the region. To improve consistency, the eight member authorities are moving towards using a consistent community benefits' reporting system⁴⁵ across its member authorities for City Deal contracts, and in some cases for non-City Deal contracts.

The reporting system is used to track mandatory and voluntary community benefits inclusion in contracts by quantity and value from both Tier 1 and Tier 2 contractors. The system also includes a straightforward form for suppliers to complete to evidence outcomes. The standardised reporting format has improved consistency for suppliers. It has also helped to drive greater shared ambition amongst the member authorities through the use of data analytics to demonstrate what can be achieved through certain types of contracts.

9) Deploy community benefits wish-lists in Dundee

⁴⁴ Glasgow City Region uses the "Cenefits" system. The system can be adapted for different areas needs and requirements. More information on Cenefits can be found here - [Read](#)

⁴⁵ Glasgow City Region uses the Cenefits system. The system can be adapted for different areas needs and requirements. More information on Cenefits can be found here - [Read](#)

Suppliers do not always have the local knowledge to understand where community benefits can make the most impact.⁴⁶ If this is coupled with a generic menu of community benefits at tender, there is a risk that community benefits do not deliver what is really needed in local places. Perth and Kinross⁴⁷ and East Renfrewshire have linked community benefits commitments to current and defined local needs through project wish-lists (see case study below). Developing wish-lists in conjunction with community partners and sharing them across anchor procurement professionals can create more lasting and targeted benefits.

A working group of DCC staff from procurement, communities, planning and IT would be best placed to take this forward. Given tight geographical boundaries and local knowledge, Local Communities' staff, with their links to Local Community Planning Partnerships are best placed to help identify opportunities and alignment with local plans and priorities. Once established the wish list system should be shared with anchor institutions to both identify wishes from their service users and to direct contractors to fulfil wishes as part of their community benefits commitments. This provision will allow community benefits to be delivered at a much more local level and allow contractors to better use their skills and talents to support local communities. Dundee's experience with participatory budgeting (see further below) should be aligned with the wish-list to drive deeper community engagement. See the East Renfrewshire and Perth & Kinross case study below for more details.



East Renfrewshire and Perth & Kinross: Using wish-lists to achieve community benefits

East Renfrewshire and Perth & Kinross adopted wish-lists to address some of the shortcomings of the inclusion of community benefits clauses in their procurement processes – namely that the inclusion of these clauses alone does not mean that spending will meet the needs of local people. This approach allows councils to better match the needs of local areas to the community benefits delivered, target community benefits where they are most needed, and provide a simple, cost-effective way to enhance engagement between communities, councils and contractors.

⁴⁶ Some large suppliers, often in the construction industry, do have dedicated community benefits officers but this is not common with smaller and medium sized suppliers who may not have a procurement team.

⁴⁷ Perth & Kinross Council (2021). Community Benefits Wish List as at 15th September, 2021. [Read.](#)

Community benefits can be a vital tool to drive positive economic, social and environmental outcomes through public spending. Many suppliers to the public sector understand the role of community benefits and factor these into tenders and contract delivery. Nonetheless, a challenge suppliers face is understanding exactly what kinds of community benefits are needed in a particular place and time and ensuring that these benefits have a lasting impact. This can result in suppliers relying on generic community benefit menus during tendering, giving cash donations with little monitoring of impact or counting other factors like as apprenticeships and job creation as a benefit without analysing whether these benefitted priority groups in the area.

East Renfrewshire⁴⁸ and Perth and Kinross⁴⁹ use wish-lists to better match the needs of local areas to the community benefits delivered. East Renfrewshire's wish-list is compiled from regular conversations with community organisations. It seeks to ensure that the community benefits included in tenders and ultimately delivered serve the current needs of local communities in the area in a way that is timely, targeted and tangible. Wish-lists bring communities, contractors and public sector bodies closer through more open and early engagement. This helps ensure that community benefits deliver meaningful social value and don't become a tick box exercise. Often maintained by dedicated benefits realisation officers, wish-lists can also serve to put a human face to projects, increase ambition around community benefits and raise the profile of smaller community groups. Done well, wish-lists can make sure public engagement with projects grows and the longer term generative impact of public spending sticks.

10) Use public procurement to shape the market around improved sustainability and low carbon

One of the key levers the Council should use to reduce emissions and support their ambitions to become a carbon neutral city is that of procurement, commissioning and service design. Alongside seeking to minimise the presence of extractive providers, and growing the use of generative suppliers, Dundee should seek to tackle carbon emissions in the city through procurement and carbon literate service design in the way that DCC is already doing around fair work and local spend. The procurement working group could work with the Sustainability and Climate Change team to advance this practice.

Incorporating an environmental weighting into contracts could be one way to drive change (see the Manchester City Council case study below for more details). This should be supported by a programme that provides appropriate and ongoing training for commissioners, buyers and suppliers that builds their capacity and knowledge around improved sustainability and decarbonisation.

⁴⁸ East Renfrewshire Council (2021) Project wish list will help developers improve local communities.

[Read.](#)

⁴⁹ Perth & Kinross Council (2021). Map of community benefits wish list. [Read.](#)

To fully maximise the power of procurement within Dundee and Tayside more broadly, DCC should seek to share procurement practice which supports their environmental efforts within the city and region.



Manchester City Council: Using environmental weighting in commissioning and procurement to accelerate the drive to net zero

One of the key levers councils can use to reduce emissions and support their ambitions to become carbon neutral is that of procurement, commissioning and service design. Incorporating an environmental weighting into public sector contracts is one way to drive change. A 10% weighting has been successfully piloted by Manchester City Council on two Highways contracts as part of their Social Value reset. Adopting an environmental weighting at scale alongside broader support for the development of generative zero carbon suppliers can shape the market towards less carbon intensive goods and services. This should be supported by a programme that improves carbon and nature literacy for commissioners, buyers and suppliers.

4. Finance

Community wealth building seeks to increase flows of investment within local economies. It does this by harnessing the wealth that exists locally, rather than by seeking to attract national or international capital. The finance pillar of community wealth building straddles both public and private finance considerations. It seeks to enhance the financial clout of local authorities alongside strengthening the foundations of local places by ensuring local businesses, entrepreneurs and households are financially secure.

Like each of the community wealth building pillars, the finance pillar does not stand alone but cuts across the community wealth building approach. Tackling finance can appear challenging for various reasons including the systemic focus of the UK banking sector towards global markets which has created a lack of depth in regional banks, constitutional constraints on local tax-raising powers and risk-aversion amongst elected members and local officers when it comes to trying innovative financial products. However, there is also a growing number of innovative case studies which show the power of community finance to help transform local economies.

Examples of community wealth building finance in action include local authority pension funds redirecting investment from global markets to local schemes and away from fossil fuels. Access to finance is fundamentally important to the success of community wealth building. As such, it is vital that mutually owned banks are supported to grow and regional banks charged with enabling local economic development are established. Ensuring there are ethical lenders such as credit unions is also key in ensuring that local people are not sent into unmanageable debt.

Context

The UK banking sector is orientated to global markets rather than local and regional investment and economic development; in fact the City of London is the epicentre of this global industry. Despite the dominance of financial services in the UK economy, over recent years, there has been a stagnation in lending to small businesses⁵⁰ and many local bank branches and lending centres have closed, reducing the connection between lenders and their local communities. Some areas of Scotland no longer have physical bank branches which is emblematic of the demise of the high street and excludes certain individuals and businesses from ready access to financial services – with the number of bank branches reduced by

⁵⁰ D O'Leary (2015). Community Chest. Demos. [Read.](#)

a third between 2010 and 2017.⁵¹ This reduction of banks on Scotland's high-streets means local wealth has been pushed into global institutions, and the physical investment of banks into the places where they operate has vanished.

Access to fair credit is the life blood of many small businesses and sole traders without which they struggle to operate and compete with larger firms to provide goods and services. At the same time, increasing poverty is driving many individuals to pay-day lenders, with punitive interest rates because they also struggle to access other forms of credit.

These challenges are systemic and entrenched and have been worsened by Covid-19. They are also deeply damaging to the foundations of a local economy. Multiple interventions are required to create change.

What DCC is already doing

Dundee's deep inequality is of course reflected in stark financial inequality. This existed long before Covid-19 and there are significant challenges in certain areas around financial precarity including a lack of insurance, over indebtedness and deprivation.

DCC has provided a range of financial support to households over the past year to mitigate the financial harm created by Covid-19. Some of these initiatives have been extended including the Food Insecurity Network, Fuel Well and Discretionary Housing Payments. With the end of the Furlough Scheme and the removal of the £20 Universal Credit temporary uplift looming, it is clear that the economic impact of the pandemic is far from over and additional support may be needed in the future.

DCC already had a track record of trying to tackle deprivation and increase financial flows through innovative products such as a council mortgage scheme and Small Business Finance Limited which provides start up grants and loans to small businesses in the area.⁵² It has also rolled out programmes such as Dundee Money Action which aimed to provide holistic financial support, and Dundee Decides a participatory budgeting programme that aims to bring citizens closer to financial decisions. These programmes and some other examples are discussed further below.

Dundee Money Action

DCC worked with partners to deliver a 3-year programme to provide holistic financial support to financially precarious and over-indebted households in Dundee. Dundee Money Action brought together local and national partners including Shelter, Citizens Advice Bureau, Brooksbank and Wise Group to deliver joined up financial, debt, housing and welfare advice. The project has now ended

⁵¹ Research by Responsible Finance in 2018 highlighted the particular issue of financial exclusion in Scotland. There is no reason to assume the situation has improved over the past few years particularly in light of Covid-19. See: Responsible Finance (2018). Tackling financial exclusion in Scotland. [Read](#); and, Scottish Parliament (2018). Bank closures: impact on local businesses, consumers and the Scottish economy. [Read](#).

⁵² More information of Small Business Finance (Dundee) Limited can be found here [Read](#).

but showed the power of multi-partnership working and generated approximately £15M of extra income for local residents.

Fuel Well Dundee

2,500 households were provided with access to top-up payments to support fuel costs over the 2021 winter months.⁵³ The programme was delivered by the Council and SCARF (part of the Home Energy Scotland network). Around £300,000 was granted to households who met certain criteria, alongside advice on fuel use and welfare rights. This programme will be extended according to DCC's Covid-19 recovery plan.

Small Business Finance (Dundee) Limited

Small Business Finance (Dundee) Limited was set up in 1987 in partnership with DCC, the Mathew Trust and the private sector. It provides grants and small loans to businesses between £5,000 - £25,000 at fixed rates of interest for terms between 2 and 5 years. The businesses must be resident in, or moving to, Dundee. The intention is that the loans should supplement not replace other forms of public and private financing.

Participatory budgeting

Participatory budgeting is one way of rebalancing power dynamics in a place, by devolving decision-making over spending from elected bodies to citizens. 'Dundee Decides' is the largest participatory budgeting project undertaken by any council in Scotland. Over £1.2M of DCC's mainstream budget has been allocated to participatory budgeting across the city's eight wards.⁵⁴ On the back of this success, and as part of the Covid-19 recovery strategy, a £250,000 participatory budgeting climate change challenge fund has been established to harness local ideas.

Tayside Pension Fund

The Tayside Pension Fund covers 45 employers from the Tayside area including DCC, and DCC is its main administrator. It is the 4th largest local government pension scheme in Scotland by asset size. Data from the Local Government Pensions Scheme showed that there were 19,117 contributors, 9,027 who have deferred their contributions and 16,635 pensioners as of 31 March 2021.⁵⁵ It holds investment assets of £4.85BN⁵⁶ and pays out around £96M annually to pension holders. The exact amount that is then spent in the local economy is unclear. The

⁵³ Dundee City Council (2021). £300,000 distributed by Fuel Well Dundee. [Read.](#)

⁵⁴ PB Partners (2020). Dundee Decides – Dundee Pilot Participatory Budgeting Programme 2017-2018 – Evaluation by PB Partners [Read.](#)

⁵⁵ This data was taken from the documents provided to the Pension Sub-Committee and Pension Board Joint Meeting on 21 June 2021.

⁵⁶ This was taken from the Annual Report and Accounts for 2020/21 which have not yet been audited and are not yet publicly available. This data was taken from the documents provided to the Pension Sub-Committee and Pension Board Joint Meeting on 21 June 2021.

net value of the pension fund assets increased considerably in the past year according to the unaudited accounts.⁵⁷

According to UK Divest (a group that campaigns for local authorities to divest from coal, oil and gas), around 2.9% of the Tayside Pension Fund was invested in fossil fuels in 2019/20.⁵⁸ This is towards the lower end of councils in the UK and the latest investment position from the pension fund is that fossil fuel investments may now have reduced to around 1.5% of the total portfolio.⁵⁹

There is movement towards considering more ethical investing of the pension's funds, including actively seeking membership of Climate Action 100⁶⁰ but there does not appear to be an agreed strategy of redirecting investment towards local initiatives. This is due to fiduciary duty concerns around balancing the risk/return profile of investments.

Recommendations

11) Address challenges around personal finance in Dundee by developing other vehicles for debt repayment.

Dundee Money Action was successful because it worked in a multi-partnership manner addressing debt, budgeting, income maximisation and financial challenges promptly before the need for sheriff officers, Debt Arrangement Schemes and Protected Trust Deeds (PTDs).

DCC should review its money advice strategy and explore ways of extending Dundee Money Action, or a similar scheme with a local financial institution that could be rolled out in conjunction with local partners such as housing associations, health care providers and third sector organisations to ensure it reaches those in the most need. A particular area of focus could be exploring support for those who are indebted to the Council.

In relation to personal debt more broadly across Dundee, PTDs can be a particularly extractive due to high fees but are often a commonly used solution to address problematic debt. DCC should examine how PTDs are being used in Dundee acknowledging that DCC itself typically does not use them due to the high fees. DCC could consider setting up a hardship fund for small debts or an interest-free loan arrangement for larger debts to reduce the use of PTDs in the city and keep more money in the local economy.

Often credit unions will not lend to the most precarious without underwriting support from a public sector anchor such as a local authority. In terms of delivery, such a scheme could be rolled out in conjunction with partners such as GPs, housing associations and other third sector organisations.

⁵⁷ The unaudited accounts show net asset value increased from £3.6BN to £4.8BN between 2019/20 and 2020/21. This was due almost entirely to changes in market value.

⁵⁸ UK Divest (2021). Divesting to protect our pensions and the planet [Read](#).

⁵⁹ This data is not publicly available at this stage.

⁶⁰ Dundee City Council (2020). Tayside Pension Fund Annual Report and Account 2019/20. [Read](#).

12) Explore how Tayside pension funds can be used to promote more responsible and ethical investment including supporting local endeavours

The Tayside Pension fund trustees have made significant progress in divesting from fossil fuels but more could be done to redirect funds towards investments that advance the priorities of fairness and climate action in the local and regional context. There is appetite within DCC to explore investing in local projects in ways that have proved successful in other places such as Preston. Dundee could seize the mantle to become one of the first councils in Scotland to look for more local financing initiatives.

This needs to be balanced with concerns that the trustees have expressed around meeting their fiduciary duties. Given the duty that the trustees have to invest in a manner that allows them to meet their obligations to the beneficiaries it may ultimately be cheaper for DCC to use other sources of finance. Nevertheless, there could be a discussion around whether this duty could be flexed to incorporate more of a social purpose. Certainly there is a growing argument that considering long-term investment drivers around environmental, economic and social harms is essential to the proper fulfilment of fiduciary duties.⁶¹ See the Lancashire and Preston case study below for more detail.

This is especially important in the context of the Covid-19 recovery. Investing in local businesses could not only see dividends for pension holders, but could act in the interests of the place in the long term, by supporting businesses and the local economy at a time of crisis. Another area could be looking at the start-ups that are incubated by the universities and seeing if there is an opportunity to provide seed-funding for an ethical equity stake.

Dundee's port and proximity to the North Sea make it well-placed to play its part in the offshore wind industry and support the just transition. The trustees should actively explore opportunities to fund initiatives that can super-charge green innovation both locally and across the globe. There is a need not just to fund the low-carbon transition but also climate adaptation strategies to address the impact of flooding, fires and other natural disasters. The Scottish Government is investing £62M to support the transition away from fossil fuels towards low carbon energy projects. The clear message is that renewable energy sources are the future. COP26 will further ignite the debate on these topics and the pension trustees should be ready to act.

⁶¹ Fiduciary Duty in the 21st Century – UK Roadmap [Read](#).



Lancashire and Preston: Pension fund investment

Local government pension schemes are the only public service schemes in the UK which have investment funds. Local authority pension funds hold significant assets and make substantial investments across the UK. Community wealth building seeks to channel this wealth to local communities while still delivering a steady financial return for portfolio holders.

It is important to consider not just the geography of where the investments are going, but the nature of the business invested in. Channelling investment to the more socially generative side of the economy has multiplier effects upon social, economic and environmental value. Divestment from extractive industries like fossil fuels by such large investors can also serve to shape markets towards more generative and cleaner industries such as renewable energy.

Preston's pension fund is managed by Lancashire County Council. As part of the "Preston Model" of community wealth building, these two organisations worked together to localise pension investment in Preston. Since 2013, £100m has been allocated in Preston and South Ribble, with investments in student housing and hotel redevelopment. This strategy ensures stable returns also benefit local people and the local economy.

13) Consider alternative funding solutions such as Community Municipal Investments (CMI) to crowdfund low carbon and other priority projects.

At the core of the finance pillar of community wealth building is the idea that the benefits of financial returns should be shared as broadly as possible. Alternative forms of funding present ways to extend ownership to groups who have traditionally been excluded. These alternative finance mechanisms can also be used strategically by DCC to advance specific small projects that address fairness and climate change.

Introducing a CMI or other crowdfunding solutions would provide an opportunity to tap into community investment for smaller scale greening or other community projects in Dundee that may otherwise be unfunded. Like many places, some of Dundee's residents will be emerging from the pandemic with increased savings.

Some people are also likely to be viewing their neighbourhood and neighbours through a new lens, wanting to contribute to where they live and thinking about the future of their community.

CMLs offer councils an opportunity for more affluent members of a place, or those who have left the area but still have strong links, to fund projects like solar panels, tree-planting, community growing or other low carbon projects in more deprived areas whilst earning a small return. CMLs typically look to raise around £1M and there are several successful examples in England including West Berkshire.⁶² See the West Berkshire case study on the following page for more details.

Crowdfund Angus is a Scottish example of using a crowdfunding platform to support smaller scale projects that aim to reduce child poverty, improve mental health and wellbeing and increase accessibility and connectivity.⁶³ These projects can vary widely in terms of size and scope but have the opportunity to tap into local financial resources and strengthen people's connection to place.

DCC are in the process of delivering a framework – Community Choices - that will engage with local communities to identify suitable projects for the £250,000 Climate Change Fund and other participatory budgeting resources. Dundee Decides and Community Choices could be linked with alternative funding sources to determine where and how the funds should be spent. Consideration should be given to how people without the necessary capital to invest can also benefit from these programmes. See the case study on the following pages for one approach which emerged in Eeklo, Belgium.

⁶² Helping West Berkshire build back greener [Read.](#)

⁶³ More information on Crowdfund Angus can be found here [Read.](#)



West Berkshire: Community Municipal Investments

Community Municipal Investment (CMI) bonds are being used by a growing number of English local authorities as a way of giving individuals the chance to support and invest in local low-carbon projects.

Working in conjunction with Abundance Investment, West Berkshire Council raised £1 million through a CMI in 2020. The CMI is a 5-year bond offering a fixed return of 1.2%. The council crowdfunded the £1 million from 600 investors, one fifth of whom were local residents. The minimum investment was set at £5.

The funds raised through the CMI will be spent on projects to help West Berkshire become carbon neutral by 2030 which is 20 years ahead of the UK government target date of 2050.

The first projects funded by the fund were:

- A carbon audit to better understand the scale of the net -zero challenge in the district. Results of this are expected soon.
- The installation of more Electrical Vehicle charging points throughout the district. (Over 100 have already been installed and 36 are being delivered on residential streets in Hungerford and Newbury.)
- Installing solar panels on council buildings.

The council hopes to issue more CMIs in the future following the success of this initial bond. At least five more local authorities are planning to issue CMIs before the end of 2021.

More information from Abundance Investment can be found [here](#). A link to a local authority guide on assessing the suitability of crowd-funding developed by Dr Mark Davis of the Bauman Institute at the University of Leeds can be found [here](#).



Eeklo, Belgium: Social shares in community energy

In Belgium, cities in the Flanders region are stating a preference for citizen-owned energy supply in their tenders. Eeklo's local authority required a 100% renewable energy target and a minimum of 30% citizen ownership for a new district heating network.

Eeklo has also broken down barriers to citizen ownership of a wind farm, providing 750 people with a pre-financed share of the citizen energy cooperative Ecopower based on the local authority's 25% ownership of one wind turbine. These shares are specifically for people in energy poverty (particularly if they are paying high prices for electricity). This gives them the advantages of being a full member of the cooperative, enabling them to use electricity at cost, lowering energy bills and enabling them to pay off debts related to energy.⁶⁴

⁶⁴ REScoop (2020). Community Energy: A practical guide to reclaiming power. [Read](#).

5. Land and property

Land and property assets form a key element of community wealth building. Whilst a traditional economic development approach prioritises the value of these assets in economic terms, developing a community wealth building approach in Dundee would see these assets harnessed first and foremost to serve the common good, rather than through the narrow lens of a commodity.

Community wealth building is primarily concerned with the question of ownership. This pillar is significant because land and property ownership is the manifestation of economic and political power, and the current state of landownership is a major driver of wealth inequality in the UK.⁶⁵ This pillar is not only intended to help DCC to explore how it and other anchors can use their land and property for socially and environmentally productive purposes, but it is also intended to inspire DCC to question the way land and property should be used and viewed within Dundee as a whole. See the Liverpool City Region Land Commission report for more information as to how land and property can be explored and understood in a community wealth building context.⁶⁶

As this report focuses on DCC's work, this chapter will focus on key elements of the land and property pillar DCC can control and influence as a starting point.

Context

Dundee has been visibly transformed over the past twenty years thanks to DCC's development work – with the Waterfront development and the establishment of the V&A acting as a potential catalyst for the region's rise as a tourist destination.⁶⁷ DCC's efforts to integrate the living wage among employers on the Waterfront, support for employers to engage with DCC's employability teams, and concerted efforts to build upon DCC's approach to procurement have demonstrated a clear commitment to making more of the development opportunities in Dundee for the city's people. Dundee is in a good position to consider how the city's visible changes can have a greater impact on the lives of people in the most deprived areas of the city, building upon this work.

DCC holds a significant portfolio of property - 13,700 units of council housing, shops and industrial units which deliver over £6m of revenue for the Council per year and a multitude of other properties (including parks, green space, community centres, housing offices and council offices in the city centre).

⁶⁵ L Murphy (2018). The Invisible Land: The hidden force driving the UK's unequal economy and broken housing market. IPPR. [Read](#).

⁶⁶ Liverpool City Region Land Commission (2021). Our Land: Final report of the Liverpool City Region Land Commission. [Read](#).

⁶⁷ Tay Cities Partnership (2020). Tay Cities Region Deal. [Read](#).

As with many councils implementing a community wealth building approach, Dundee faces the challenge of leveraging greatest financial value from property and development, whilst building an approach which maximises the social value of its land and property for Dundee. DCC clearly wants to view its land and property assets in more than just their financial terms, and DCC (and other anchors) have an opportunity to seek a balance which intentionally enables income generation while supporting the creation of generative forms of business and tackling the climate emergency.

With such a significant portfolio of land and property, DCC faces the challenge of decarbonising its stock and catalysing wider efforts in the city to address the climate crisis. DCC has an opportunity to view its decarbonisation efforts through the lens of community wealth building, with consideration as to who will deliver the services DCC needs to decarbonise its property, how new assets (such as renewable energy infrastructure) will be delivered and owned, and how it can use its land and property to address climate change and social inequalities simultaneously (through the integration of climate change and fairness outlined in the City and Council Plan Progress Report).

What DCC is already doing

Asset Registers

DCC has a clear picture of the non-residential assets it holds which are available for use. Invest in Dundee connects interested businesses to DCC's comprehensive asset register, and assets available for transfer are collated and shared annually via DCC's "Community Asset Transfer" (CAT) information page.⁶⁸

While these asset registers are an excellent starting point, stakeholders raised that there is a lack of clarity around how DCC should prioritise the occupancy of non-residential properties. In addition, although DCC has a wealth of assets, currently there is no understanding of the strategic potential of different assets in building community wealth.

Use of land for social, economic and environmental benefit

DCC already has a firm understanding of their non-residential assets and are well placed to build upon this work to agree an approach to determining the wider social, cultural and environmental potential of their land and property. As DCC already lease out many properties to community and third-sector groups and projects, have already conducted a number of CATs in recent years, and are utilising the Waterfront development to advance the living wage and support employability outcomes, DCC have a strong foundation to build upon. Multiple projects demonstrated this:

- DCC has utilised its influence over the development of the Waterfront to ensure all employees within the Waterfront are paid the living wage; connecting employers with employability teams to support recruitment

⁶⁸ Invest in Dundee (2021). Land and Property. [Read](#); Dundee City Council (2021). Commercial Property Search. [Read](#); Dundee City Council (2021). Community Asset Transfer. [Read](#).

from “hard to reach” groups; and the use of procurement to bring local businesses into the construction supply chain and deliver additional community benefits.

- Stakeholders shared insight to West Ward Works, which has been transformed into a creative hub after playing a huge role in the inaugural Dundee Design Festival (being transformed into three galleries, a cinema, a café and an auditorium).
- DCC leases buildings to non-commercial businesses, community groups, charities and social enterprises (such as Fintry Nursery, Camperdown Glasshouse and local community centres).
- DCC is thinking more creatively about how schools can be used, opening them to use by community groups out of school hours. This is coupled with more ambitious work around the Drumgeith Road campus and the new development’s potential to draw connections to the local Michelin Scotland Innovation Parc and the city’s new Waste to Energy plant, alongside the V&As involvement in giving design innovation insight for the new development.

It is clear that Dundee understands the importance of using its land and property to tackle the climate emergency – demonstrated both by stakeholders and within the Council’s Climate Action Plan and the Local Development Plan.

Community Asset Transfers

DCC’s tight administrative boundaries were perceived by stakeholders as an asset in connecting with local communities. DCC has strong relationships with different localities in the city, and DCC’s Community Empowerment Team are the main point of contact supporting CATs. There have been five successful transfers over the past five years, but despite DCC’s clear push around CATs it has faced a number of challenges.

Stakeholders also shared that they felt lack of uptake was due to the reality of what it means to take on an asset (as the transfer process can be onerous, places smaller groups at a disadvantage, and the responsibilities of ownership can be daunting). Overall, Dundee is facing barriers in this space due to a number of factors including the size of the properties available, the support available to community groups, and different levels of capacity in different communities within the city.

The Community Empowerment Team have targets around CATs and supporting communities to explore it as an option, and these targets reflect an expectation that communities will be keen to take on DCC properties. Stakeholders felt that DCC’s aspirations around CAT did not necessarily align with the ambitions of the wider community.

Housing management and development

As DCC owns significant housing stock in the city, it is contending with the challenge of realising the Scottish Government’s ambitions around retrofit and addressing fuel poverty. Dundee has the highest level of households in fuel poverty across all

Scottish cities, 31% across all housing tenures. The complications of this transition are more keenly felt when trying to address tenements (which make up 75% of council-owned residential stock). DCC is already undertaking work on council-owned tenement blocks, installing external cladding on 5,000 properties. Hillcrest Homes is also highly conscious of the need to retrofit existing properties, and is progressing work in this area.

DCC have an ambitious target to deliver an average of 480 units per year of new housing,⁶⁹ but due to the size of DCC's administrative boundary it is challenging to find sites to deliver at scale. DCC's strategy to identify additional land to meet the housing land requirements focuses on the reuse of brownfield land within the city. This land is typically more expensive to develop and therefore can drive up costs in relation to borrowing and rent. These sites are also less attractive to large-scale commercial house builders from a viability perspective – a challenge in attracting contractors for new developments.

DCC has strong connections to the local housing associations, having met recently to discuss a joint approach to net zero, and has worked with NHS Tayside around land. However, aside from a forum focussing on the delivery of the Social Housing Investment Programme, there is no forum which brings the city's anchors together around the subject of land and property within Dundee.

Recommendations

14) Integrate community wealth building into the way DCC utilises and develops council land and property.

As this is a broad recommendation, DCC will need to take a phased approach to the task of integrating community wealth building into its ways of working around land and property. Next steps may include:

- **Establishing how community wealth building is already and could be further enabled by frameworks DCC uses to decide the use of council land and property.** This could have a particular focus on supporting alternative models of ownership (in connection with the Inclusive Ownership section of this report). Haringey Council (see case study below) has developed an approach to leasing its property to generative businesses which incentivises the delivery of the social outcomes the council desires. A similar approach could be considered by DCC to deliver greater community benefit from its land and property.
- **Identifying assets which can have a particular role in building community wealth.** DCC should consider, for example, how it might work with local communities and group to explore alternative and imaginative uses of land where it is of low value due to low demand in the city. Plymouth City Council (case study below) did this with their Ernesettle Community Solar project, developing a system when benefitted a local community trust, a cooperative, and the local community while also contributing to the city's zero carbon ambitions. DCC should also consider how it can use its

⁶⁹ Dundee City Council (2019). Dundee Local Development Plan. [Read](#).

assets to support the development and growth of businesses in less affluent areas of the city. Glasgow City Council (case study below) focused its efforts in this way by linking business support with access to property for social businesses in high SIMD wards. Dundee could take inspiration from these examples to draw the connection between its use of land and property and the business support offer in the city.

- **Develop an overarching policy outlining how DCC should prioritise the use of land and property in relation to building community wealth.** DCC is already doing significant work around land and property that contributes towards a community wealth building approach, but a key missing element is a way to unify this work and channel it towards building community wealth more broadly. This policy could outline DCC's intent in relation to the use of its land and property as a resource to build community wealth.

Specific issues this policy could address include:

- Clarification on how DCC quantifies the social benefit of leasing property to generative businesses and community groups in comparison with the financial return of leasing property to commercial businesses.
 - How DCC will connect its work on CATs with its goals around community wealth building.
 - How DCC will link its work on land and property by the City Development Team, the Community Empowerment Team and business support (led by the Inclusive Ownership working group) to advance alternative models of ownership in Dundee's key sectors.
 - How DCC will build community wealth through its use of land and property to address the climate emergency (for example by supporting local generative businesses to enter supply chains providing retrofit and other interventions such as the development of renewable energy generation).
- **Explore DCC's powers and influence over planning to build community wealth.** DCC is already familiar with many of the ways it can use its influence and powers around planning to deliver social outcomes (such as through the work carried out on the Waterfront project). Planning is a key tool in the arsenal of every council taking forward a community wealth building approach, and DCC should explore how it might use its powers and influence to contribute to the city's community wealth building approach.



Haringey Council: Community Wealth Building Leases

DCC may want to explore the work of Haringey Council, who want to address the challenge of vacant buildings with their Community Wealth Building Leases. The council is piloting the lease to support a local generative business to occupy the restored Bruce Grove Public Conveniences site (a Grade II listed public toilet which is being restored with the GLA's Good Growth Fund and Historic England's 'High Street Heritage Action Zone' fund to include a new community café).

The Lease will ascribe monetary value to social value (community benefit) outcomes, seek to incentive performance, and manage the resource needed to monitor and enforce performance by offering discounts for performing tenants based on the monetary value of what is delivered. If the tenant achieves these outcomes, they receive an annual rent discount.

Key indicators include:

- Number of people from Tottenham full time employed on a contract for 6+ months.
- Number of employees who were long-term unemployed.
- Number of employees who were NEET.
- Number of employees who are rehabilitating young offenders.
- Number of jobs created for people with disabilities (particularly those with learning disabilities or suffering from mental health issues).
- Number of weeks spent on meaningful work placements or pre-employment courses
- Meaningful work placements that pay minimum or National Living Wage
- Total amount spent in Haringey supply chains per annum or with local SMEs.



Glasgow: Spaces for Growth

In 2019, Glasgow City Council worked with City Property to provide a suite of initiatives that offered assistance to start-up businesses, social organisations, creative organisations and community groups, including helping them to find affordable accommodation.

The support has three strands, consisting of:

- A £375,000 Community Business Boost programme, supporting new and growing local businesses in the 4 highest SIMD wards in Glasgow by part-funding rent for two years.
- Vacant Property Initiatives, which sought to bring vacant units into positive use to stimulate local economies, footfall and visitor numbers.
 - The Meanwhile Space initiative used vacant property until it could be brought back into permanent use. 11 units were identified, and organisations could apply for leases for up to one year with annual rent at £1.
- Glasgow Business Step Up offered affordable accommodation to start-up businesses, giving them opportunity to become established and grow with stepped rent increases. 12 properties were identified in the 4 highest SIMD wards.
- Community Growth Hubs were established as dedicated spaces for social enterprises, creative organisations and community groups. This offered co-location, enabling collaboration and opportunity to maximise impact for local communities.



Ernesettle Community Solar, Plymouth: Using disused land for social and environmental purposes

Ernesettle Community Solar was built in 2016 and delivered through work with the Plymouth City Council (PCC) and Four Greens Community Trust (FGCT). PCC had land it could not develop or farm due to its nature as a land-fill and sitting within the blast zone of an MOD site. PCC wanted to add community value to the site, so offered the land to FGCT as a mechanism to give the community group a source of income without grant funding. At the time FGCT was struggling with funding, but as the land was transferred as a commercial asset, FGCT were able to offer the land to Plymouth Energy Community (PEC), a local energy cooperative, to develop a solar array. Plymouth Energy Community were able to make money from the energy generation (with surplus helping to fund fuel poverty work), and pay FGCT an annual rent for the land (18k in year one, then index linked in following years). FGCT have used this money to develop playing fields locally, and they can now plan projects with confidence due to a level of income certainty.

The combination of PEC and FGCT were crucial in obtaining local support for the solar array, and the two have continued to build trust in the local community. This relationship means that the council can now work with PEC and FGCT to deliver more projects, with a clear connection into the community to gauge and inform local opinion about projects like their mobility hubs (supporting Plymouth's efforts to decarbonise the local transport system).

15) Build capacity and deepen participation so that communities can shape DCC's land and property.

DCC already has established participation mechanisms such as Local Community Planning Partnerships (LCPPs), the Place Standard Tool and the V&A and UNESCO's work on planning within communities. However, for people to be actively involved in shaping Dundee's use of land and property in relation to community wealth building, DCC could consider how to build capacity among the city's communities. Douglas Valley Community has made efforts to build this capacity within Wigan to support greater uptake of community asset transfer (see case study on the following page).



Douglas Valley Community, Wigan: Capacity Building

Douglas Valley Community are working with Wigan Council as part of the Wigan Deal⁷⁰ to provide support for organisations who want to apply for a community asset transfer. The group have developed a diagnostic toolkit to help organisations, groups and enterprises assess their readiness for asset transfer.⁷¹

The toolkit is specifically targeted at current community and voluntary organisations looking to take on an asset to develop their services, and for social and community enterprises looking to strengthen their asset base and develop new income streams.

Douglas Valley Community also provide a number of forms of support for small businesses and community groups in Wigan. This encompasses varying levels of capacity support, including:

- Establishing governance structures and processes, and setting up appropriate legal structures;
- Core capacity building for voluntary organisations keen to build on their strengths and bolster existing structures and processes;
- Improving networking and communication through digital inclusion;
- An offer of accommodation, with a portfolio of 8 community centres – 5 of which are leased to local community groups.

DCC could work with relevant stakeholders (e.g the Community Empowerment Team and Dundee's Third Sector Initiative) to develop a capacity building approach targeted at ensuring local groups can make the most of the ability to lease properties/use CATs to their fullest extent. This should be particularly targeted towards areas of high deprivation.

DCC could seek to advance participatory approaches in particular relation to land – building upon its work with the V&A, UNESCO, on participatory budgeting and the implementation of CONSUL. This is not only because these approaches can support DCC to shape its work on land and property, but because they can be truly catalytic in engaging neighbourhoods and communities in shaping the city.

⁷⁰ Wigan Council. What is The Deal? [Read.](#)

⁷¹ Douglas Valley Community. A self help guide for Community Asset Transfer. [Read.](#)

A sense of ownership and peoples' recognition of their ability to shape the places where they live is important in developing a culture of community wealth building more broadly within a place, and land and property is a key pillar through which this can be achieved due to its high visibility – it is often the most tangible thing people in an area have in common.⁷² This could also be a useful tool in engaging local people around the climate emergency, and generating greater buy-in for the changes to their homes and the built environment that will be necessary to tackle climate change.

16) Work with Dundee's anchor institutions to explore the use of public sector land and property to build community wealth.

DCC could develop a forum as part of the proposed Dundee anchor network to work collaboratively on increasing the use of land and property in the city for social, economic and environmental benefit. This forum could seek to:

- Develop a collective strategic vision for land and property use and disposal in Dundee;
- Create a shared framework to link land and property use and transfer/disposal to community wealth building;
- Map a retrofit pipeline to define the work needed by the public sector and connecting this to local firms; and,
- Support collaboration around low carbon infrastructure (for example, extending DCC's work on electric vehicle (EV) charging to broaden the network of charging points across the city using anchor land and property).

⁷² Shared Assets (2016). Transforming derelict or underused land through community-led models: A guide inspired by the experience of Our Place projects. [Read](#).

6. Workforce

For cities like Dundee to push back against decades of unemployment and poverty, employment and skills must be at the core of the community wealth building agenda. Concerted efforts by the public sector to turn the dial on employment and skills have the potential to reshape the labour market so it works for local people and businesses for years to come - equipping local people with the skills needed to support the development of growth and self-worth, enabling people to reach their full potential.

Context

In Scotland, the Fair Work agenda is central in driving this pillar. The Scottish Government's commitment to promoting Fair Work is set out in Scotland's Economic Strategy, National Performance Framework, Economic Action Plan and Labour Market Strategy. The actions the Scottish Government is taking are articulated through the Fair Work Action Plan.⁷³

The Tay Cities Region labour market is characterised by high levels of inequality, with high unemployment and entrenched and persistent deprivation sitting alongside more affluent areas of high employment. In this context, Dundee is going to face significant challenges in relation to employment following the end of the Coronavirus Job Retention Scheme on 30th September. To the end of January 2021, the Scheme supported roughly 14.9% of employments in the city.⁷⁴ Key sectors within Dundee - culture, tourism, retail and hospitality - have been significantly impacted by Covid-19.

With vulnerabilities and injustices accentuated by the pandemic for individuals from protected groups, entry or re-entry to the labour market will be additionally challenging. Those now furthest from the labour market are those who have not been able to work through the pandemic - for example those in jobs which cannot be translated to online or remote working, or those who are digitally excluded. This raises the question of how well this cohort will fare in a labour market with a renewed emphasis on digital skills.

Dundee's labour market is dominated by the public sector. As such DCC, its associated organisations (including Dundee Health and Social Care Partnership, Tayside Contracts and Leisure and Culture Dundee) and other anchors have a key role to play in shaping the conditions for their workforces, shaping the employment and skills agenda, and influencing supply chains.

⁷³ Scottish Government (2019). Fair Work Action Plan. [Read](#).

⁷⁴ Dundee City Council (2021). Covid-19 Recovery Plan Progress and Update - May 2021. Unpublished.

Many higher paid jobs within the city are not occupied by city residents. This is, in part, due to Dundee's small administrative boundary, the ease with which people can commute to the city, and the large 'travel to work area' of the broader Tay Cities Region. This means wealth leaves the area.

There are not enough entry-level jobs for longer-term residents in Dundee. The city's highly transient student population are more likely to find employment in key sectors such as hospitality, tourism and retail and the city's universities - roles which do not require further training and education and are well placed for people seeking entry-level jobs.

What DCC is already doing

DCC approaches to recruitment, progression and Fair Work

DCC employs over 7,000 people, is one of the largest employers in the city and has a strong advantage in advancing approaches to employment and skills due to the retention of internal resource for organisational learning and development. This has resulted in a strong internal approach to targeted employment, in-work progression, and a comprehensive understanding of DCC's workforce.

There were numerous examples of good practice around DCC's internal approach to recruitment and progression:

- DCC is delivering Kickstart apprenticeships and worked to ensure that Scottish Living Wage is paid to apprentices going through the programme after seeking agreement politically and through trade unions to raise wages.
- The use of equalities' data has resulted in targeted efforts to address barriers to progression for women in supervisory and middle-management roles.
- DCC has targets to increase the percentage of young people employed to 25% in comparison to the current 5% of council staff, to address the challenges presented by an aging workforce. To support this they have established a Business Administration and Social Care academy.
- Modern Apprenticeships are an important part of DCC's efforts to support staff development. There are currently 35 Construction and 21 Modern Apprentices across a range of frameworks. The Council is currently planning to recruit an additional 28 Modern Apprentices in Business Admin, Science Technician, Digital Marketing, IT Networking, Dance Management, Building Services and Quantity Surveying posts.
- DCC's Adult Employability Service and Youth Employability Team deliver employability support direct to disadvantaged groups experiencing multiple barriers to employment. One specific project highlighting efforts to support groups experiencing such barriers, was a two-year Health & Work Support Pilot with Fife Council, making improvements to the way early intervention is provided for those with health conditions or

disabilities, to help them sustain or return to work. This included training and support for employers on issues relating to health and work.⁷⁵

DCC has significant influence over the local labour market based on the skills and employment opportunities they create in-house. DCC has a Direct Labour Organisation (DLO) to deliver housing maintenance on council-owned residential properties, work closely with Tayside Contracts for council catering and cleaning, and are jointly responsible for the Dundee Health and Social Care Partnership with NHS Tayside. As such, DCC employs a significant number of people in the city and has strong influence over the employment of a number of others through their contracting and service delivery.

Following Dundee's accreditation as a Living Wage Place – a significant achievement - DCC are making efforts to put Fair Work principles into practice (using their influence to push the principles through their supply chains using procurement mechanisms). Community benefits work on Homecare contracts has resulted in a shift in focus from the Living Wage to employee terms and conditions, pushing forward fair work principles with a clear and tangible impact for employees.

Employment and skills support

DCC provides significant employment and skills support for local residents, with focussed support for disadvantaged groups that experience multiple barriers to employment. There is a mixed landscape of support beyond DCC, with the recognition of a “currently complex and weakly-connected regional employability and skills landscape” which is being addressed through Dundee's Local Employability Partnership “Discover Work” and is included in the Tay Cities' approach to employment and skills.⁷⁶

The principles of Fair Work are embedded across DCC's employability and skills services. DCC ensures that people who use their services are not placed with employers offering zero hours contracts. DCC's approach to employment and skills is informed by a good understanding of the need for wraparound support for those far from the labour market, including support for individuals' financial and mental health; and significant work has been undertaken to build relationships with local businesses to secure employment opportunities. Both Adult and Youth Employability Services have a track record of planning and delivering Employability Academies in partnership with local employers. The DCC's Youth Employability Team was particularly highlighted as having strengths in this area.

Targeted employment and the delivery of specific employment and training programmes (such as disability positive programmes, Kickstart and Ban the Box) have been very successful. However, stakeholders shared that to date these approaches have not been geared towards areas of deprivation within the city. Stakeholders directly delivering employment and skills support also shared that those they support who are perceived as “hard to reach” are experiencing greater

⁷⁵ Dundee City Council (2021). Skills and Employability Development Programme Outline Business Case Draft, March 2021. Unpublished.

⁷⁶ Ibid.

barriers to entering the labour market, both personally and in the context of the local economy.

Targeted work around key sectors

A range of work is being undertaken to attract Dundonians to growing sectors such as care, construction and hospitality. These include established programmes like the NHS Tayside Health Care Academy and Health and Social Care Partnerships Health and Social Care Academy delivered in partnership with Dundee & Angus College and City Development's Adult Employability Service virtual jobs fairs and sector-focussed academies. Also newer initiatives including a programme created from the community wealth building consultations which will advance a pre-recruitment academy model for young people looking to enter into social care opportunities by providing a specialised training programme and a recruitment pathway for six young people to secure Social Care Modern Apprenticeships.

City Development has supported the development of training around energy, and are working with employers to ensure that where green jobs are created local people can access them. Through the Employment and Skills workshop, CLES identified that a significant challenge in this space is articulating the skills needed and the careers available in fields such as the delivery of renewables – elements needed to enable the employability teams to encourage people into the sector.

Work within the City Partnership

While Dundee is a Living Wage City, not all of Dundee's anchors are currently living wage accredited. However, many are paying the living wage but have avoided accreditation due to the added complexity it brings to their procurement.

The Partnership is a significant asset to progressing work in relation to this pillar of community wealth building. The Partnership already have a Fair Work and Enterprise Board, which is well placed to progress work at a city-wide level, and the Discover Work Partnership, a multi-agency board which brings together colleagues from Skills Development Scotland, DCC Employability, the DWP and the VCSE sector. These boards are key pieces of partnership infrastructure which will enable DCC to drive further positive change within the city.

The development of a community wealth building approach to workforce is an opportunity to advance this collaborative work around employment and skills to an even deeper degree, and more can be made of the local assets presented by Dundee & Angus College, and the local universities.

Recommendations

17) Work with anchors to target recruitment, employment and skills approaches towards areas and groups hardest hit by Covid-19.

To make a tangible impact on poverty and deprivation in Dundee, DCC and other anchors should consider how their recruitment and provision of employability and

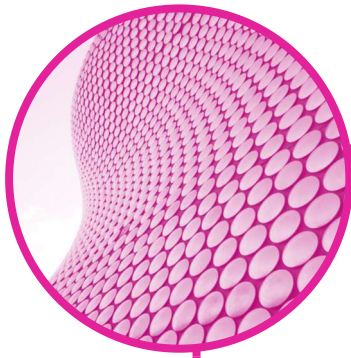
skills support can address poverty, geared towards the communities which most need employment and skills support.

DCC could seek to use its experience providing support for those furthest from the labour market to develop a programme of work which will enable people to enter entry-level public sector positions. After auditing current support and mapping the number of public-sector entry level jobs and unemployment, DCC could then work with the city's anchors to develop a programme of work targeting entry-level recruitment within the public sector at people in areas of deprivation and who may be struggling due to the economic fallout of Covid-19. This has been piloted by similar anchor networks in Birmingham (see case study on the following page) – demonstrating the importance of cross-sector and cross-organisational working in advancing this approach.

This programme of work could:

- Develop and provide pre-employment support across the city's institutions (such as work placements and mentoring), and link anchors into current and emerging employment programmes where they are not already connected. This is important because there is a clear need for personalised pre-employment support for those re-entering the labour market following furlough or prolonged unemployment around confidence-building and maintaining employment.
- Develop simplified entry and progression routes for those who are underrepresented within the public sector.
- Ensure employment activity prompted by procurement and community benefits has a focus on areas of highest deprivation and unemployment stemming from the pandemic, deepening DCC's focus on enabling people who have been long term unemployed to access jobs and employment support.

Good practice developing from this approach should be driven through Dundee's Discover Work Partnership and amplified beyond the public sector when possible.



Birmingham: From Hospitality to Health

University Hospitals Birmingham NHS Foundation Trust has been developing its approach to more diverse and accessible recruitment since the first Covid-19 lockdown in 2020. Project Wingman, prior to Hospitality to Health, was established to bring cabin crew on furlough into customer, patient and staff care roles. Through this project the Trust recognised that the cohort of people they had recruited from the aviation sector were excellent employees, but that they would be unlikely to be recruited through the NHS recruitment process. The Birmingham Anchor Network recognised the potential of this approach and began to build upon this insight.

The Birmingham Anchor Network supports seven of the city's largest institutions to maximise the benefit they bring to the Birmingham economy. The network, which represents a combined workforce of over 50,000 people and budget of over £5bn, has recently released an action plan which responds to the impact of Covid-19 on the Birmingham economy. This co-ordinated response is believed to be the first of its kind anywhere by a network of anchor institutions.⁷⁷

In Autumn 2020, Pioneer Housing Group, an Anchor Network member, identified that Covid-19 was likely to impact on the employment stability of many of their residents, particularly those working in the hospitality sector. Meanwhile, the local NHS Trust – also a member – were facing staffing shortages particularly in the face of a second wave of Covid-19 and forecast winter pressures. There was an obvious match to be made. The problem was that the employment team at the Trust were unfamiliar with delivering targeted neighbourhood-based recruitment, while the employment team at Pioneer were unfamiliar with the language, processes, pathways etc required for entering the NHS.

By working together through the Anchor Network, Pioneer and the Trust are now combining their strengths and experience to deliver pre-employment courses for NHS roles to Pioneer tenants.

As a result of this experience, the Trust is now reviewing its whole employment process to make it easier for people to switch careers into NHS roles and Pioneer are adopting the approach to work with three other major employers in Birmingham for the benefit of their tenants. The Trust has

⁷⁷ CLES and the Birmingham Anchor Institution Network (2020). Birmingham Anchor Network response to the Covid-19 pandemic: Update report for the Birmingham Anchor Network Leadership Group – May 2020. [Read](#).

developed a standard person specification for Band 2 and 3 roles, which means it is recruiting based on values and behaviours rather than skills and experience, opening the jobs market to new people from the local area.

18) Progress a targeted approach to Fair Work across Dundee.

As Dundee faces considerable challenges in relation to in-work poverty, anchors should embed Fair Work principles throughout their practice and seek to influence local employers to do the same.

While DCC is clearly streets ahead in implementing fair work practices, these practices are not necessarily widely spread within the city. While a number of the city's anchors are already accredited Living Wage employers (Dundee & Angus College, Abertay University and the V&A) several anchors are not accredited. DCC should encourage accreditation, as it ensures that suppliers also pay the living wage, expanding the impact of Dundee as a Living Wage City throughout local supply chains and building upon the power of procurement as a key lever of community wealth building in Dundee.

Extending Fair Work practices throughout the city to other anchors and businesses should be a key ambition for DCC in progressing this pillar. Dundee's targeted growth sectors should be a focus for this approach, namely care, retail and tourism as they have a track record of poor wages and poor conditions. To do this, DCC should continue to push for Fair Work practices in care through procurement activity and extend this more widely across its contracts; and use the experience gained and the strong campaign base developed through its Living Wage Place work to inform its approach to doing similar with Fair Work.

To extend Fair Work more widely across the city, DCC should co-produce an approach to extending Fair Work principles within the private and Voluntary and Community Social Enterprise (VCSE) sectors with local business leaders and representative bodies (such as Dundee and Angus Chamber of Commerce, Dundee Social Enterprise Network and the Third Sector Initiative). This is particularly relevant in influencing businesses and organisations within the city which are not connected to DCC's, or other anchors', procurement and supply chains.



Greater Manchester: Good Employment Charter

Leaders across Greater Manchester have agreed a Good Employment Charter to encourage and support employers to identify and provide good jobs, deliver opportunities for people to progress and develop and help the city region become more productive.

The model for the charter was co-designed with input from business owners, employers and employees across the city region and involved two public consultations to develop and agree the proposals. The charter will have a tiered approach to help support and encourage employers to share excellent practice, access support to progress to higher standards and help them become more successful as a result.

The three tiers identified through the consultation process are:

- Tier 1: Supporters – for those employers who support the aims of the charter and Greater Manchester Strategy, but are not yet able to meet the requirements of accreditation.
- Tier 2: Membership – requiring employers to demonstrate excellent practice in key characteristics of employment practice, these are: secure work; flexible work; a Real Living Wage; workplace engagement & voice; excellent recruitment practices & progression; excellent people management; a productive & healthy workplace.
- Tier 3: Advocates – employers who meet high standards in all the key employment characteristics to be members and then go out to other employers to encourage them to raise employment standards and join the Charter process.⁷⁸

19) Develop relationships with existing businesses and routes to employment in key sectors.

Understanding how the employment and skills support provided across the city (such as the work done by the Discover Work Partnership and all members of the Fair Work and Enterprise Board) can link to local SMEs and other generative businesses will be important in developing a community wealth building approach which can grow from the grassroots. Employment support benefits from being targeted at both employees and employers to support the development of local

⁷⁸ Greater Manchester Combined Authority (2019). Greater Manchester's Good Employment Charter model revealed. [Read](#).

generative businesses across the board – not just in “future sectors”. To build the connection between support and business need, DCC can gather learning from its Employability and Skills Teams’ pre-existing work with employers, and build further connections between employers and employability and skills initiatives in partnership in collaboration with Dundee & Angus College’s recently formed Business Partnerships Team.

As Dundee has a clear focus on developing expertise in the field of energy, is dedicated to using the catalytic potential of the V&A to advance tourism and hospitality and is clearly committed to developing digital skills in the city there are opportunities to build the workforce within these spaces. These sectors sit alongside pre-existing foundational sectors which are of key importance in Dundee – care and construction – which also need to feature in the city’s approach to advancing skills and employment opportunities. DCC needs to map skills and employment pathways for key sectors (such as those involved in tackling climate emergency), alongside developing support for candidates to enter such sectors – with a particular focus on support for those without higher education or training.

In relation to climate, DCC should seek to work with Dundee’s Climate Leadership Group to advance this agenda more broadly in the context of tackling Dundee’s net-zero challenge and developing the skills and pathways to employment needed locally.

20) Work with Dundee anchors to introduce workforce planning across the public sector.

The Partnership’s Fair Work and Enterprise Board already provides a forum to bring anchors together to address employment and skills within the city. There is the potential to extend the focus of this group and consider the practical action that can be done collectively, quickly, on the ground in Dundee to shape the local labour market (as articulated in recommendation 17).

Following the actions set out in recommendation 17, collaboration across anchors could open opportunities to develop further innovative approaches to employment. Stakeholders expressed an interest in city-wide public-sector workforce planning, and such an exercise could highlight areas of potential for the city to adapt its practice, target recruitment, and create employment opportunities which would not otherwise have been possible. DCC should work with Dundee’s anchors to develop an approach to introduce workforce planning, with consideration as to how anchors can connect this to the pre-employment and skills provision for those furthest from the labour market mentioned in recommendation 17.

7. Inclusive ownership

Inclusive ownership of the economy refers to the element of community wealth building concerned with the governance, ownership and management of businesses and enterprises. This means creating an economy where there are more SMEs, municipally owned companies and other forms of ownership such as co-operatives, community businesses and social enterprises.

This can run in tandem with conventional approaches to local economic development. These approaches tend to focus on high growth sectors and drawing inward investment into an area, whereas community wealth building emphasises the importance of foundational sectors and supports models of ownership which hard-wire wealth and social benefits into the local economy.

The idea of moving the economy towards more inclusive models of ownership is to make the overall economy less “extractive” (wealth is taken out of the economy) and more “generative” (wealth is broadly held by all). The purpose of this work is to rebalance the economy so that it becomes more generative of wealth for all.

Context

Dundee’s economic strategy is shaped by the Tay Cities Region’s Economic Strategy, meaning that DCC need to consider activity within this pillar in the context of the region’s approach to economic development. Multiple stakeholders raised the question of whether initiatives within this pillar should be delivered at the local or regional level, and the distinction of what is possible as DCC and what should be done in collaboration with other local authorities within the region will be an important element impacting the delivery of this pillar.

Dundee is in a strong position to consider how it can make the most of its local business base as the city has a higher percentage of SMEs than every other member of the Tay Cities Deal, and higher than the Scotland average (17% versus 12%). Even with this base, however, Dundee is sitting behind in relation to the share of jobs which are in the Scottish Government’s Growth Sectors – specifically Food & Drink, Financial and Business, Energy and Sustainable Tourism.⁷⁹

Business support in Dundee is delivered across a range of groups, with local, regional and national support delivered by:

- DCC (primarily through the Business Gateway Tayside contract)
- Scottish Enterprise
- Skills Development Scotland

⁷⁹ Tay Cities Partnership (2019). Tay Cities Regional Economic Strategy 2019-2039. [Read](#).

- Dundee & Angus College
- Department of Work and Pensions
- Dundee and Angus Chamber of Commerce
- Centre for Entrepreneurship

Additional support is also provided by organisations such as the Circle (a hub for generative businesses) and Women’s Business Station, and Dundee & Angus College recently recruited a five-person Business Partnerships Team to build relationships with SMEs around upskilling and training.

Stakeholders felt that DCC already had significant experience in this space, as DCC previously had a keen focus on supporting the development of SMEs with dedicated staff, however in recent years that resource has been removed as DCC pivoted to focus on ‘higher growth’ opportunities. As DCC clearly has a history of work in the social enterprise space, developing this pillar provides an opportunity to learn from DCC’s past experiences, whilst utilising the other four pillars of community wealth building to create the conditions needed for generative businesses to thrive in Dundee.

What DCC is already doing

Dundee’s landscape of business support

Stakeholders described the business support landscape in Dundee as cluttered, and in recent times support has predominantly been delivered by Business Gateway Tayside and Scottish Enterprise. Currently there is no dedicated business support for organisations in the leisure and culture space, although it is a very prominent sector for Dundee. The Business Gateway contract is currently delivered by Elevator, covering Dundee, Angus and Perth and Kinross, but it is up for renewal. Elevator are also mapping the wider business support ecosystem to develop a greater understanding of current provision and any gaps.

The Dundee Third Sector Initiative (TSI) is not connected to this business support offer – indicating that the VCSE sector in Dundee is currently not seen as part of the formal economic development landscape (although the TSI is involved in the city’s boards including the Partnership). The TSI is supported by Dundee’s Social Enterprise Network – a body that has become more distanced from DCC’s work in recent years.

Inclusive ownership: care and eco-innovation

DCC delivers 30% of their Homecare contracts in-house, with 70% delivered externally by eight contractors (five private-sector and three VCSE sector providers). Stakeholders felt that the council received good provision from both their private and VCSE sector providers, but that the split of provision between the sectors was not by design. As such, it was felt that more could be done to formalise ways of working which build community wealth within procurement and commissioning processes.

Stakeholders articulated that Dundee is already seeing businesses seeking to invest and relocate in the city with a focus on renewables and green mobility. However, stakeholders also shared that community involvement and the question of ownership were under-developed in relation to Dundee's approach to the climate emergency. Within the context of climate, stakeholders identified two areas to explore: food and energy.

Food - local vs regional

DCC has developed city-wide meals provision focussing on providing health, balanced meals to care homes and schools across Dundee. DCC recognises the importance of food and growing as part of their Climate Action Strategy and Local Food Growing Strategy, and have recently been able to taken tangible steps in the creation of a Community Growing Hub at Camperdown Glasshouse with the award of a £900k capital grant. The project is currently at feasibility study stage, and DCC is considering whether to work with community and voluntary sector organisations, or even the potential to create a community or social enterprise.

However, as Dundee is a heavily urbanised local authority, opportunities for local growing are limited. Stakeholders highlighted that this approach may be more successful at a regional rather than a local authority level. The city is surrounded by world-class agricultural land and contains key institutions working on food innovation – including the James Hutton Institute (exploring hydroponic growing), Abertay University and the University of Dundee. Dundee and the broader region face the question of how they can apply ground-breaking technology being developed on their doorstep locally, and use this to promote alternative models of ownership in the food and drink sector and associated supply chains.

Energy and ownership

Dundee is emerging as a hub for energy transition and decommissioning, and currently has a heavily infrastructure-focussed approach to tackling the energy transition. The region as a whole is contributing significantly to renewable electricity and heat generation, with a diversified supply chain including FTSE 100 business and around 250 SMEs.⁸⁰ In the near future, the city will have a significant asset in the MSIP, which has the potential to catalyse activity in this space within the city – including business support.

In connection with the community-shaped gap in the delivery of climate interventions, DCC has been approached in the past by groups interested in delivering community energy. However, DCC does not currently have the expertise in-house to pursue this line of enquiry.

⁸⁰ Tay Cities Partnership (2020). Tay Cities Region Deal. [Read](#).

Recommendations

21) Establish a virtual Community Wealth Hub to align Dundee's business support resource to community wealth building.

DCC could build upon the business support on offer to deliver what is needed for Dundee to become a community wealth building place. As the Scottish Government is currently reviewing the national specification for business support as provided by the Business Gateway, there may be an opportunity to realign this support based on the Government's priorities around community wealth building alongside thinking more creatively about how to fill the gaps in business support locally.

As a starting point, DCC should work with relevant local stakeholders to map the current business support on offer, identify how this supports alternative models of ownership, and explore how support can be altered or developed to advance inclusive ownership in Dundee. Initially, it should be assumed that DCC will be progressing this approach locally rather than regionally. DCC may consider wider discussion with regional partners if it is felt that the Business Gateway Contract can be adapted to support community wealth building aims.

DCC should then work with relevant local organisations to develop a community wealth hub. The purpose of a Dundee community wealth hub would be to support the growth and development of generative organisations in the commercial economy (cooperatives, social enterprises, SMEs and others) in the context of tackling the economic impact of Covid-19 and addressing the climate emergency.

This is done by coordinating, communicating and developing the landscape of business support (as identified in the mapping stage) to enable the development and flourishing of a generative business base in Dundee. The hub would direct and develop the eco-system of financial, technical and social support critical to the development and flourishing of a generative business base.

A community wealth hub's function in community wealth building is to support the creation of a more democratic economy where more people have a stake in Dundee's economic success. North Ayrshire Council is currently progressing this agenda within the context of its community wealth building approach, and Barcelona is one example of the application of such approaches at scale (see case studies on following pages).



Scottish Government: Employment, ownership and cooperative development.

The Scottish government has been one of the most active administrations in the UK in advancing an agenda of employee ownership and co-operative development. Scottish Enterprise⁸¹ provides information on both succession planning and employee ownership, whilst the Scottish government has formed an industry group – Scotland for EO (Employee Ownership) – to help further develop this agenda.⁸²

This work is advancing too at the local authority level, particularly in North Ayrshire Council. The council is building on its pre-existing work, including a dedicated Family Business Advisor, who meets with such businesses and discusses succession planning and whether they are aware of and/or interested in converting their business into an employee ownership trust. This approach was tailored to North Ayrshire's economy, which is dominated by family-owned businesses. The council is keen to push forward on this strategy, helping to keep firms active, the local economy resilient and money flowing in local areas – through developing an agenda of employee ownership and conversion for viable local SMEs without succession plans.

⁸¹ Scottish Enterprise (2021). Employee Ownership. [Read](#).

⁸² Scotland Can Do (2021). Scotland for Employee Ownership. [Read](#).



Barcelona Activa: Building the Social and Solidarity Economy

Established in 1986 by Barcelona City Council, Barcelona Activa works with small businesses and start-ups to promote entrepreneurship and provide employment opportunities in the city. It was established to develop strategies that support employment, business development, entrepreneurship which in turn foster a more diversified economy.

To promote entrepreneurship, Barcelona Activa offers a comprehensive model including technical coaching, feasibility assessment, tailor-made training and incubation programmes. This approach helps to facilitate the transformation of business ideas into successful enterprises.

In 2015 Barcelona elected a Mayor with a background in grassroots activism, Ada Colau, and the city administration has been promoting the SSE ever since. This has been based upon a strategy (the Impetus Plan⁸³) which aims to consolidate the existing social economy enterprises and promote and support new initiatives, and recently a new economic agenda was published which included the importance of the SSE in Barcelona's approach to 2030.⁸⁴

The city council created a department with its own Commissioner for the SSE and has developed a range of measures including raising awareness of SSE models, advisory services for start-ups and existing ventures, financial support in the form of grants and bank guarantees, access to use empty council premises, the use of social clauses in council tenders and the promotion of inter co-operation between SSE organisations.

Many of the support activities are run through Barcelona Activa, which is *"responsible to a significant extent for implementing political leaders' vision of growth and economic development in the city"*⁸⁵ and developed a greater focus on tackling some of the inequalities of income in different parts of the city following the election of Ada Colau.⁸⁶

⁸³ For more information see <https://ajuntament.barcelona.cat/economia-social-solidaria/en/facilities-and-resources#facilities-and-resources>

⁸⁴ Ajuntament de Barcelona. Barcelona Green Deal: A new economic agenda for Barcelona 2030, area of Economy, Work, Competitiveness and Tax Office. [Read](#).

⁸⁵ https://www.jrf.org.uk/sites/default/files/jrf/files-research/international_cities_barcelona.pdf

⁸⁶ <https://e3m.org.uk/barcelona-promoting-the-social-and-solidarity-economy/>

Its impact on the local economy has been significant in providing services that assist young people to enter the labour market and by supporting entrepreneurship.⁸⁷

Community wealth hubs are an approach to business support which build upon existing infrastructure and seek to increase connectivity to third sector infrastructure support bodies (such as Dundee Third Sector Interface and the Social Enterprise Network), and DCC's wider neighbourhood and place-based approaches. This facilitates reaching a wider base of current and prospective generative businesses and enables connections to be made between such organisations and the support on offer.

Dundee's hub could undertake the following activity:

- Developing a baseline understanding of existing and potential supply and demand for generative organisations and employee ownership.
- Providing support services that provide wrap-around advice and support to generative organisations.
- Coordinating funding streams to support the development of new generative organisations to supply target sectors, such as energy, food and drink, and digital.
- Developing business support which can facilitate the conversion of some existing businesses to more generative models, including employee-ownership (see case study below). This should include technical and financial assistance to support the conversion of businesses which are at the point of transition (owners retiring or selling) to worker-ownership.
- Providing bespoke business support programmes for the co-operative sector. For example, the Greenwich Co-operative Development Agency offers local support, advice and training for all forms of social enterprise initiatives to tackle poverty.⁸⁸
- Support for developing "platform co-operatives" – umbrella organisations in target sectors to provide the scale needed for small generative organisations to compete in public sector and commercial markets.
- An approach to help address business ownership gaps in disadvantaged communities. For example, the Bronx Co-operative Development Initiative focuses on expanding ownership for low-income women of colour in New York City.⁸⁹
- Joining these efforts to creative use and repurposing proposals for public sector land and assets (linking with the Land and Property Working Group) and connecting generative businesses to public sector procurement opportunities (see Yorkshire case study below).

⁸⁷ <https://use.metropolis.org/case-studies/barcelona-activa#casestudydetail>

⁸⁸ Greenwich Cooperative Development Agency (2020). GCDA supporting communities to be healthy and sustainable since 1982. [Link](#).

⁸⁹ Bronx Cooperative Development Initiative (2020). Building the future economy of the Bronx. [Link](#).

DCC should seek to learn from colleagues in Fife, as Fife Council is already undertaking work to unify different streams of support and funding. In addition, DCC should work with those currently providing business support, Dundee TSI and the Chamber of Commerce to create pathways for groups and individuals interested in establishing a business or taking advantage of the opportunities presented by Dundee's community wealth building approach.



Yorkshire: Support for generative suppliers.

With a combined spend of £1.4 billion per year on public services, Calderdale Council, City of Bradford Metropolitan District, North Yorkshire County Council and Barnsley Council have joined forces to develop local business support for the voluntary and community sector: the [Go4Growth programme](#). The programme will offer dedicated support for generative organisations in Yorkshire to enter public sector supply chains. The scheme was developed as the four councils recognised that smaller organisations need more support and guidance to secure work in the public sector in comparison to larger competitors.

The programme aims to redirect spend towards more generative suppliers who the councils see as a vital part of their inclusive economy strategy. The four local authorities have recognised that such suppliers can help deliver better quality public services but acknowledge that it is challenge for some of these supplies to tender and deliver on public contracts. The programme aims to develop local opportunities for such firms and support the organisations to build the skills to deliver.

22) Explore the potential of inclusive ownership in key foundational and future sectors, and actively pursue their development in Dundee.

Dundee is in a firm position to develop inclusive ownership across key sectors. CLES recommends a sector-based approach as an initial method for exploration, but over time DCC may want to broaden this exploration and align it with support from the community wealth hub to develop alternative models of ownership in key sectors which receive large amounts of public sector money, such as construction.

Over the next five years, the Scottish Government have committed to the creation of a £100 million Green Jobs Fund to support increased opportunities for green job creation across Scotland.⁹⁰ The intention of this fund is to help businesses which provide sustainable and/or low carbon products and services to develop, grow and create jobs. There is a significant opportunity to utilise this fund, alongside the additional capacity being resourced within DCC (with three new staff members and £250,000 dedicated to participatory budgeting on the ground), to consider how Dundee can advance alternative models of ownership in sectors which will be key to tackling the climate emergency. Dundee's Climate Action Plan outlines energy, transport, waste and resilience as key areas of focus. The circular economy, food and drink and energy have been identified due to their connection to these areas of focus, but DCC are by no means limited to these sectors.

Circular economy

Dundee's work developing a circular economy is to be applauded, and DCC should work with organisations such as Dovetail to open their products to other anchors within the city. Importantly, where businesses already exist consideration should be given to how to support them to develop sustainable business models which do not rely on grant funding – a key issue DCC encountered in previous work with social enterprises.

Food and Drink

Dundee could support the development of local food supply chains, advancing the local application of globally significant technologies and enabling people to take an active role within the local food system – in connection with the council's Local Food Growing Strategy and the Tay Cities Deal's focus on food. Several avenues for development emerged through consultation:

- As the food and drink sector is a key priority within the Tay Cities Regional Economic Strategy, projects being undertaken in relation to food and drink as part of this strategy should be viewed through a community wealth building lens. DCC should explore this with other local authorities in the region progressing a community wealth building approach – such as Fife.
- DCC could work to ensure Dundonians can have a role in their local food system – extending their vision through the Local Food Growing Strategy to

⁹⁰ Scottish Government (2020). Protecting Scotland, Renewing Scotland. [Read](#).

support the development of food- and drink-related generative businesses in the city and the region (see the Kindling Trust case study below).

- DCC could connect local food sellers with local suppliers to create a culture of fresh produce rather than fast food. DCC should also work with Tayside Contracts to connect local suppliers into their operations (including school meals), and with NHS Tayside to promote a culture of buying local among local anchors.

Energy

With the city's key focus on advancing technology around the energy transition, DCC could explore opportunities for inclusive models of ownership around energy generation, efficiency and infrastructure within the city. The energy sector is an area ripe for public-community collaborations, due to the nature of the climate crisis and the role of cities as agents of change.⁹¹

The Scottish Government views community energy projects as a priority within the wider local energy landscape, aiming to generate 2GW of local renewable energy generation by 2030.⁹² Community-owned energy initiatives have been shown to retain seven times more value in the local economy than commercial models of renewable energy,⁹³ and have additional benefits including increased energy awareness, behaviour change and advocacy within the community for the roll-out of future green technology supporting efforts to tackle climate change.⁹⁴ DCC may also want to consider the use of community municipal investments (recommendation 13) to support municipal ownership of energy generation, and ensuring such projects are delivered in areas of deprivation which may not have the social or financial capital to establish community energy projects.

To enable this, staff within the City Development team working specifically on climate would need to upskill and develop in-house capacity around this subject. See case studies below for information on models such as Plymouth Energy Community, North Ayrshire's Nethermain Solar PV site (supporting the council's ambitions around municipalisation and climate leadership), and West Berkshire (see Finance section) which DCC could take inspiration from.

⁹¹ Transnational Institute (2021). Democratic and collective ownership of public goods and services. [Read.](#)

⁹² Scottish Government (2021). Local energy policy statement. [Read.](#)

⁹³ N Šahović, P Pereira da Silva (2016). Community Renewable Energy - Research Perspectives. Energy Procedia. [Read.](#)

⁹⁴ Community Energy England (2021). Benefits of Community Energy. [Read.](#)



Kindling Trust, Greater Manchester Changing food systems

Kindling Trust, established in Greater Manchester in 2007, is a locally based cooperative which focuses not only on food growing, but transforming the local food system.⁹⁵ Over a number of years the cooperative has delivered a number of interventions to address the inequalities they see at different points within the food system:

- Land Army, which brings volunteers from Greater Manchester out to farms in the nearby countryside, introducing people to farming and supporting farmers working in isolation.
- Farmstart, which is an incubator farm giving people opportunity to learn from growers and take on land, starting with a small plot and moving on to take up more space. The programme is intended to enable people to explore whether farming is for them, expanding their ambitions around community growing and their potential to contribute to changing the food system.
- Access to market through Manchester Veg People. This is a cooperative of growers and workers – made up of growers local to

⁹⁵ Kindling Farm (2021). Kindling Farm Business Plan 2021/22 to 2027/28: Version 2. [Read](#).

Manchester – and buyers who are a range of restaurants, cafés and pubs.

They have also worked with a local secondary school to integrate Manchester Veg People's produce into the school's menu, whilst keeping the price of school dinners the same; and University of Manchester purchased up to £40,000 of produce from the cooperative for its cafés every year.

Due to demand from local people, they established Veg Box People, enabling local people to purchase fresh produce from local growers. They have a distribution network using local social businesses and cooperatives as collection points, encouraging those collecting food to buy from the businesses. This initiative is also linked to local food banks, as buyers can donate a dedicated amount of money per bag and if bags go uncollected they are donated to local food banks.

With the success of the cooperative so far, they recently closed a community share offer to purchase a farm on the outskirts of Greater Manchester to support a new generation of farmers, placing fairness, sustainability and health at the heart of the local food economy.



Plymouth Energy Community: Community ownership of energy generation

PEC originated within Plymouth City Council's Low Carbon Team, and was lent political support by a councillor keen on developing more local cooperatives. As the council had a distinct interest in the success of the project, they provided seed funding to support its establishment and continue to provide staff time based on a service level agreement.

The company was structured in a way that allowed it to offer energy advice/residential energy efficiency work alongside PEC Renewables, which was set up for asset ownership to deliver renewables projects. Initially PEC delivered a series of rooftop solar projects, then moved on to deliver Ernesettle Community Solar (see Land and Property).

PEC has grown significantly since its establishment and is working with the council to make local energy generation work better for local people and businesses. Alongside exploring the potential of a private wire to provide electricity to a South West Water treatment works (near the Ernesettle Community Solar site), and working with the council to establish a solar array on council-owned and managed land, PEC pushes any financial surplus into

work focussing on addressing fuel poverty. This includes providing free advice to keep Plymouth's people warm, and reduce both their energy bills and carbon footprint. A day of one of their advisors' work makes residents £602 better off, and the team deliver a series of programmes to a wide range of people in the city and surrounding area.

This use of surplus contributes to removing some of the financial burden from those most affected by fuel poverty through the provision of services, and also opens options to invest in other energy transition interventions. This work has also enabled PEC to identify need in the local area. With energy advisors having observed the impact of poorly built housing resulting in energy inefficiency, they are now working with PCC to deliver 37 units of affordable carbon zero housing, ensuring it is both affordable to buy or rent, and to run.



Nethermains Solar PV Farm, North Ayrshire: Council ownership of energy infrastructure

North Ayrshire Council has a target date of 2030 to become carbon net zero, and wanted to establish the alternative use of Council land to generate renewable energy. The Nethermains site is a former landfill sites which has been chosen to establish a ground mounted solar array farm. In January 2021 the Cabinet approved its development, which meets multiple council objectives in relation to community wealth building:

- Spending Potential for local suppliers and supply chains to benefit from the significant investment through provision of services and materials both during construction and ongoing operational phases;
- Land and Property: Explores alternative use of Council land and assets that currently are not productive and re-purposes those assets;

- Financial Power: Commits capital investment to support actions to reduce carbon emissions across North Ayrshire;
- Plural Ownership: Supports the Council's ambitions around municipalisation and shows Climate Leadership.

This approach is complemented by North Ayrshire's anchor charter, which outlines a sixth pillar of community wealth building, committing local anchors to becoming a net-zero carbon organisation. This requires anchors to:

- Commit to a timescale for achieving net zero carbon and greenhouse gas emissions
- Support and encourage environmentally sustainable supply chains
- Consider strategies to embed environmental benefits through, for example, capital investment projects, active travel and sustainable energy generation

8. Action plan

CLES has recommended actions which can be developed by the DCC working groups on the assumption that these will deliver on the agreed strategic priorities. It is important to note that the working groups should seek to work collaboratively with each other, leaders and other officers within DCC as well as anchor organisations where indicated. For some of the strategic recommendations, greater leadership oversight will be necessary. Resource and capacity issues could impact upon some of the recommended next steps in this Action Plan. This has, where possible, been addressed in terms of flexing other types of resource, but additional dedicated resource may also be required.

Time horizons are as follows:

- Short-term – action can be taken immediately or within 3-6 months
- Medium-term – action can be taken within 6-12 months
- Longer-term – action could be taken in 1 year or more

One of the over-arching recommendations in the Dundee as a community wealth building place section is around developing a set of metrics to measure impact. Once these have been agreed, the Action Plan should be updated to include these metrics.

Dundee as a community wealth place

Recommendation	Lead organisation(s)	Time horizon	Next steps
1) Apply a community wealth building lens to Dundee's economic development approach	Council leadership working with the DCC working groups	Short-term	<ul style="list-style-type: none">○ Dundee's current economic strategy is embedded within the Tay Cities Regional Economic Strategy 2017-2037.○ This Action Plan is a starting point for developing a bespoke plan which uses community wealth building to advance Dundee's local economic

Recommendation	Lead organisation(s)	Time horizon	Next steps
			<p>development addressing Dundee's strategic priorities of fairness and climate action.</p> <ul style="list-style-type: none"> ○ DCC has made a commitment to make community wealth building the central tenet of economic development activity in Dundee applying to both foundational and wealth creating sectors. ○ DCC should identify which sectors it would like to focus on initially. Upon agreement, and after local business support has been reviewed, its business development function should be deployed towards developing more generative models of ownership within these sectors and connect local businesses into public sector supply chains (see recommendation 22).
<p>2) Develop a set of tailored indicators to measure success</p>	<p>Council leadership working with the DCC working groups</p>	<p>Short-term</p>	<ul style="list-style-type: none"> ○ The DCC leadership team (elected and appointed) should come together with anchor leaders and the working groups to agree a vision of a sustainable, fair and thriving Dundee. ○ This vision should be used to develop a theory of change around Dundee's vision and key priorities of fairness and climate change using community wealth building as the delivery model. ○ The network should agree a set of tailored indicators which will measure impact over time. These indicators could leverage of learning from other places and agreed international measures such as GRI. ○ When developing these indicators is important to think about raising baselines rather than averages. Furthermore, it is important to develop indicators which assess whether those people and places that need the most targeted support are benefitting. ○ These measures should be regularly reviewed and reported against at city wide, ward level and hyper-local levels using existing data sets like SIMD and others.

Recommendation	Lead organisation(s)	Time horizon	Next steps
3) Establish a Dundee Anchor Network	Council leadership team	Medium-term	<ul style="list-style-type: none"> ○ The Council leadership team (elected and appointed) should come together with anchor leaders to establish a new partnership body which may evolve from one of the existing partnerships in the city or sit as an independent body. ○ The network should agree and codify a statement of intent for the network. CLES can support in the drafting of this document. ○ Working groups should be formed across the anchors to agree on how to deliver on the recommendations which require collective action.
4) Build a community wealth building culture within Dundee	Council leadership working with the DCC working groups and broader Anchor Network	Ongoing and iterative	<ul style="list-style-type: none"> ○ The development of community wealth building is an iterative process. DCC has already rolled out training for all the working groups. It is recommended that there is further awareness raising, training and regular communication of the strategy and progress for other groups including: <ul style="list-style-type: none"> ● DCC staff and suppliers (including Dundee Health and Social Care, Tayside Contracts and Leisure and Culture Dundee); ● Dundee City Partnership (including Dundee's VCSE sector); ● Dundee's anchor institutions and suppliers; and, ● Dundee's wider communities.
5) Seek to influence wider regional programmes and initiatives, including Tay Cities, to follow a community wealth building approach	Council leadership working with Tay Cities partners and broader Anchor Network	Longer-term	<ul style="list-style-type: none"> ○ The Dundee focused actions are the agreed starting point but where possible Dundee should advance a community wealth building approach across Tayside's programmes and initiatives. ○ As a starting point, there are clear areas of synergy around adopting a more robust community benefits framework and sustainable procurement approach which could be embedded more deeply into Tay Cities Deal projects.

Recommendation	Lead organisation(s)	Time horizon	Next steps
			<ul style="list-style-type: none"> ○ This recommendation aligns with the direction of travel at the Scottish Government level where a Community Wealth Building Act is anticipated in this parliamentary term.

Spending

Recommendation	Lead organisation(s)	Time horizon	Next steps
6) Improve the baseline reporting around local spend	Procurement working group	Short-term	<ul style="list-style-type: none"> ○ Conduct an analysis of DCC's supply chain spend with reference to geography, company size and industrial sector. ○ Work with other anchors to replicate or conduct analysis simultaneously. ○ Use spend analysis data to conduct a supplier survey to estimate re-spend in local economy. ○ Use data to conduct a gap analysis and redirect spending towards local generative organisations. ○ Repeat and adjust annually to track progress.
7) Convene a cross-departmental working group to identify ways to increase opportunities for local generative suppliers	Procurement working group in conjunction with commissioners and category managers across DCC	Short-term	<ul style="list-style-type: none"> ○ Map where local generative organisations are currently supplying the DCC's and gaps in provision. ○ Breakdown current suppliers into SMEs, social enterprises and other forms of generative businesses (this could be done through the baseline analysis noted above). ○ Provide opportunities for dialogue with generative suppliers to identify barriers to successful tendering and delivery. ○ Working with organisation to use learning to improve design and delivery of services.

Recommendation	Lead organisation(s)	Time horizon	Next steps
			<ul style="list-style-type: none"> ○ In time, extend learning and good practice across anchors.
8) Develop a community benefits strategy across Dundee's anchors	DCC's Community Benefits Officer working in conjunction with relevant parties across Dundee's anchors and supported by the Procurement working group and Local Communities and Fair Work working groups	Medium-term	<ul style="list-style-type: none"> ○ Use anchor network to establish strategic agreement from anchor partners to implement a community benefits approach within their programmes, with advice and support provided by DCC. ○ Develop an Anchor Network Community Benefits group to support the development of their approaches. ○ Expand community benefits reporting across anchors and using a standardised reporting format. ○ In time, assess potential to expand the strategy across the region linking in with other strong sustainable procurement practice.
9) Deploy community benefits wish-lists in Dundee	DCC's Community Benefits Officer supported by the Procurement working group and working in conjunction with Local Communities, IT and planning teams.	Short-term	<ul style="list-style-type: none"> ○ Establish a working group of DCC staff to lead project. ○ Local Communities' staff take responsibility for identify opportunities and alignment with local plans and priorities. ○ IT teams develop wish-list system drawing on learning from other councils in Scotland such as Perth and Kinross. ○ Share system with anchor institutions to both identify wishes from their service users and to direct contractors to fulfil wishes as part of their community benefits commitments. ○ Explore how Dundee's experience with participatory budgeting could be aligned with the wish-list to drive deeper community engagement.
10) Use public procurement to shape the market around improved sustainability and low carbon	Procurement working group and Sustainable and Climate Change team	Longer-term	<ul style="list-style-type: none"> ○ Provide annual training to all DCC's teams on carbon and nature literacy and explore potential for advanced training for commissioners.

Recommendation	Lead organisation(s)	Time horizon	Next steps
			<ul style="list-style-type: none"> ○ Explore opportunity to incorporate an environmental weighting into Council contracts at scale alongside support for generative zero or low carbon suppliers in the city. ○ Incorporate measurement of carbon footprint into baseline in time. ○ Share learning and good practice with anchors.

Finance

Recommendation	Lead organisation(s)	Time horizon	Next steps
11) Address challenges around personal finance in Dundee including developing other vehicles for debt repayment	Finance working group working in conjunction with community partners such as housing associations, health care providers, credit unions and other third sector charities such as Citizens Advice Scotland.	Medium-term	<ul style="list-style-type: none"> ○ Review current personal financial advice strategy and explore how can work with community and anchor partners to reach those most in need. ○ Use learning from Dundee Money Action to examine how preventative and holistic support could be taken further particularly around income maximisation, debt advice and budgeting. ○ Examine the potential for setting up a hardship fund or interest free loan book to reduce the use of high-cost loans and PTDs in the city.
12) Explore how Tayside pension funds can be used to promote more responsible and ethical investment including supporting local endeavours	Finance working group working in conjunction with Tayside Pension Fund trustees and administrators	Medium-term	<ul style="list-style-type: none"> ○ Set up a working group to explore the potential for using a portion of the pension fund assets for more responsible and ethical investment that support local economic development in Dundee. ○ Agree a time horizon for divestment from fossil fuels and unethical products. ○ Connect with and learn from other areas that have re-directed a portion of funds locally and how this has been balanced with fiduciary duties.

Recommendation	Lead organisation(s)	Time horizon	Next steps
13) Consider alternative funding solutions such as Community Municipal Investments (CMI) to crowdfund low carbon and other community priority projects	Finance working group	Medium-term	<ul style="list-style-type: none"> ○ Examine potential for crowdfunding solutions such as CMIs and crowd-funding platforms by connecting with other local authorities that are already working with alternative financing models. ○ Develop a framework to identify which projects may benefit from such funding using the local authority guide on crowdfunding. ○ Examine existing DCC participatory budgetary and consultation tools to explore how these could connect community and greening projects with crowd-funding. ○ Promote tools across the DCC's community teams and partners to raise profile of additional funding streams. ○ Work with credit unions and other local finance partners to promote the initiatives and tap into local savings.

Land and property

Recommendation	Lead organisation(s)	Time horizon	Next steps
14) Integrate community wealth building into the way DCC utilises and develops council land and property.	Land and property working group	Medium-term	<ul style="list-style-type: none"> ○ Assess how DCC's current frameworks for decision-making around land and property enable community wealth building, or could better support community wealth building. ○ Sift DCC's asset registers to identify existing land and property that could be used for community wealth building purposes, then work with the Community Empowerment team and colleagues working in sustainability and climate to determine next steps to involve local groups and communities in shaping their use. ○ Agree a set of criteria which can be used to weight local social, economic and environmental considerations alongside price at

Recommendation	Lead organisation(s)	Time horizon	Next steps
			<p>disposal, sale and leasing of assets based on the council's priorities around land and property in relation to building community wealth.</p> <ul style="list-style-type: none"> ○ Explore the potential uses of planning powers to support community wealth building (e.g developer contributions).
15) Build capacity and deepen participation enabling communities to shape land and property use and development.	Dundee City Council (City Development, Community Empowerment Team)	Longer term	<ul style="list-style-type: none"> ○ Bring together relevant stakeholders (e.g Dundee TSI) to establish a capacity building approach for local communities in relation to leasing property and CAT. ○ Bring together relevant stakeholders (e.g V&A and UNESCO) to build upon pre-existing participatory approaches in relation to shaping the use of land and property.
16) Work with Dundee's anchor institutions to explore the use of public sector land and property to build community wealth.	Dundee City Council and Anchor Network	Longer term	<ul style="list-style-type: none"> ○ Establish a Land and Property forum as part of the Dundee Anchor Network with the purpose of working collaboratively on increasing the use of land and property in Dundee for social, economic and environmental benefit.

Workforce

Recommendation	Lead organisation(s)	Time horizon	Next steps
17) Work with anchors to target recruitment, employment and skills approaches towards areas and groups hardest hit by Covid-19.	Dundee City Council - Employability and Skills Teams, Workforce working group	Short-term	<ul style="list-style-type: none"> ○ Audit DCC's current employability programmes and how they support those furthest from the labour market. ○ Map the total number of public sector jobs at entry level positions within the city across all anchors. This should include employment opportunities with the Dundee Health and Social Care Partnership, Leisure and Culture Dundee and Tayside Contracts.

Recommendation	Lead organisation(s)	Time horizon	Next steps
			<ul style="list-style-type: none"> ○ Map unemployment by sector and ward, to understand the impact of the pandemic and build a picture which can be used to target recruitment into specific areas of the city. ○ Use the information gathered to design a programme supporting routes to employment for those furthest from the labour market into entry-level public sector jobs with anchors. This should include personalised pre-employment support and connecting anchors to current and emerging employment programmes.
18) Progress a targeted approach to Fair Work across Dundee	Procurement working group and Workforce working group	Longer-term	<ul style="list-style-type: none"> ○ Discuss and encourage Living Wage accreditation with City Partnership members and outline the benefits of pushing the living wage through local supply chains. If needed, discuss an alternative approach to pushing the living wage through supply chains as a compromise. ○ Identify key procurement contracts to extend the council's Fair Work approach and integrate Fair Work based on previous experience (Care contracts). ○ Assess lessons learned from the Living Wage campaign and explore their application to a Fair Work approach across the city. ○ Co-produce an approach to extending Fair Work principles within the private and VCSE sectors with local business leaders and representative bodies (such as Dundee and Angus Chamber of Commerce, Dundee Social Enterprise Network and the Third Sector Initiative). This is particularly relevant in influencing businesses and organisations within the city which are not connected to the Council's, or other anchors', procurement and supply chains.
19) Develop relationships with existing businesses and	Workforce working group	Medium-term	<ul style="list-style-type: none"> ○ Gather good practice from the approach taken by the Youth Employability Team with the Employer Recruitment Incentive

Recommendation	Lead organisation(s)	Time horizon	Next steps
<p>routes to employment in future sectors.</p>			<p>programme and the Adults Employability Team in sustaining engagement and working with local businesses. This is important in connecting business needs to employability and skills support, as SMEs frequently require more support around recruitment and training.</p> <ul style="list-style-type: none"> ○ Work with Dundee & Angus College and the city's business support providers to build relationships with local businesses in partnership with their Business Partnerships Team. ○ Work with Dundee's Climate Leadership Group to identify skills required and pathways to employment in relation to the climate emergency. ○ Map future skills needed for respective sectors – particularly sectors of high importance within the city (such as those needed to tackle the climate emergency). ○ Work with relevant stakeholders to develop provision supporting candidates into key sectors. This should include support for individuals who have not been through higher education or training to access these opportunities.
<p>20) Work with Dundee anchors to introduce workforce planning across the public sector.</p>	<p>Dundee City Council and City Partnership</p>	<p>Medium-term</p>	<ul style="list-style-type: none"> ○ Following the actions in recommendation 17, explore the potential of city-wide public sector workforce planning and joint approaches to employability, skills and recruitment with the Fair Work and Enterprise Board (and other relevant stakeholders).

Inclusive ownership

Recommendation	Lead organisation(s)	Time horizon	Next steps
<p>21) Establish a virtual Community Wealth Hub to align Dundee's business support resource to community wealth building.</p>	<p>Dundee City Council with business support providers</p>	<p>Longer-term</p>	<ul style="list-style-type: none"> ○ Work with Elevator to map the current business support on offer. ○ Assess how current business support meets local needs in relation to alternative models of ownership. ○ Conduct gap analysis of where support is required but not currently available. ○ Explore how the Business Gateway contract and other local support might be reconfigured to deliver support which can support the development of alternative models of ownership in Dundee. ○ Work with local stakeholders to develop a virtual community wealth hub based on the information gathered in the mapping exercise.
<p>22) Explore the potential of inclusive ownership in key foundational and future sectors, and actively pursue their development in Dundee.</p>	<p>Inclusive Ownership working group</p>	<p>Medium-term</p>	<ul style="list-style-type: none"> ○ Identify which sectors to experiment with alternative models of ownership. ○ Work with colleagues across DCC's Community Wealth Building Working Groups to develop a comprehensive approach to developing the chosen sector/s, integrating the mechanisms available across the five principles of community wealth building.

Appendix 1 – Consultees

List of DCC stakeholders consulted

Name	Position/Directorate
Cllr John Alexander	DCC Leader
Gregory Colgan	DCC Chief Executive
Cllr Kevin Keenan	Council Member
Cllr Fraser Macpherson	Council Member
Cllr Philip Scott	Council Member
Cllr Derek Scott	Council Member
Cllr Sharron Wright	Council Member
Peter Allan	DCC Chief Executive's Department
David Godfrey	DCC City Development
Gregor Hamilton	DCC City Development
Bryan Harris	DCC City Development
Alastair Kay	DCC City Development
Ross Mackenzie	DCC City Development
Mandy Mckenzie	DCC City Development
Allan Millar	DCC City Development
Diane Milne	DCC City Development
Frances Greig	DCC Corporate Services
Karen Lawson	DCC Corporate Services
Craig Mason	DCC Corporate Services
Gillian Milne	DCC Corporate Services
Tracey Russell	DCC Corporate Services
Aileen Smyth	DCC Corporate Services
Rachael Thomas	DCC Corporate Services
Kiley West	DCC Corporate Services

Name	Position/Directorate
Gordon Laidlaw	DCC Children and Families Service
Laura Menzies	DCC HSC Partnership & Children and Families Service
Tracey Stewart	DCC Children and Families Service
Craig Willox	DCC HSC Partnership & Children and Families
Paul Thomson	DCC Neighbourhood Services/Corporate Services
Marie Dailly	DCC Neighbourhood Services
Paul Davies	DCC Neighbourhood Services
Jim Fenton	DCC Neighbourhood Services
Nicky Maccrimmon	DCC Neighbourhood Services
Elaine Pratt	DCC Neighbourhood Services
Roger Seaman	DCC Neighbourhood Services
David Simpson	DCC Neighbourhood Services
John Wolstencroft	DCC Neighbourhood Services

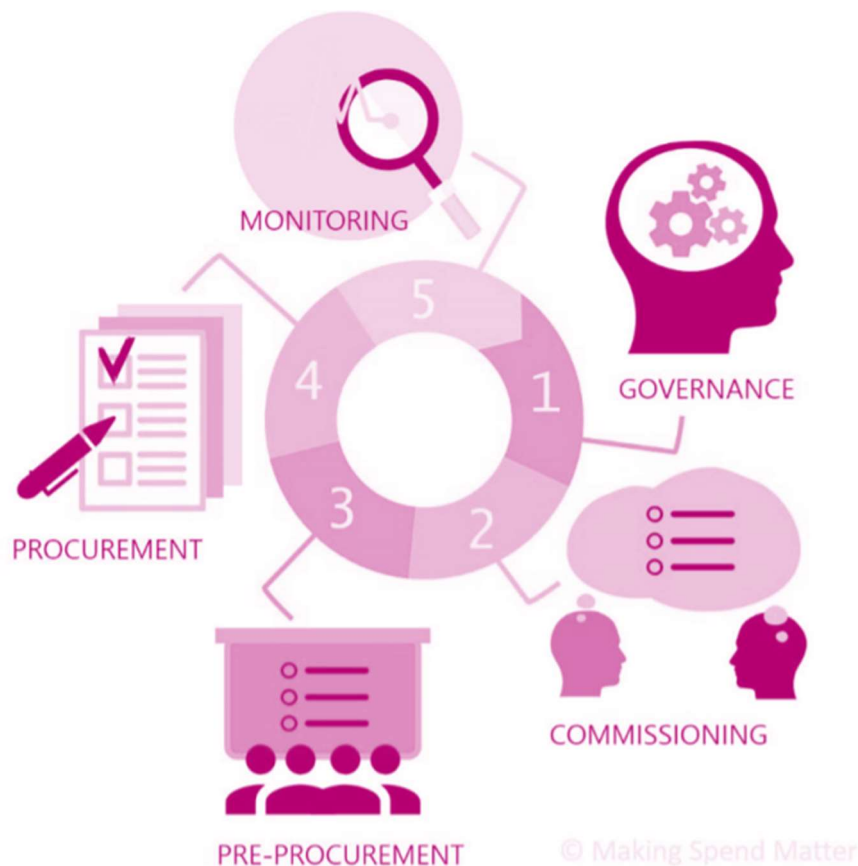
List of anchor stakeholders consulted

Name	Organisation
Leonie Bell	V&A Museum of Design
Judy Dobbie	Leisure and Culture Dundee
Iain Gillespie	University of Dundee
Simon Hewitt	Dundee and Angus College
Angela Linton	Hillcrest Homes
Nigel Seaton	Abertay University

Appendix 2- CLES's approach to the five stages of progressive procurement and embedding community benefits

At CLES we view the process of procurement as a cycle with five complimentary and interlinked stages, in order for it to become more progressive. The following elements explain the five stages of the procurement cycle and what local authorities and other anchor institutions can do to be more progressive and embed community benefit considerations. The Scottish Government has updated its Procurement Journey guidance following the UK's departure from the EU on 31 December 2020. Links to the updated guidance can be found in the footnotes.⁹⁶

The Progressive Procurement Cycle



⁹⁶ Procurement Journey (2021). EU Exit and Procurement Journey Changes. [Read](#).

Theme 1 – Governance and Strategy

This first theme of activities is around governance and strategy – this should drive the way in which procurement is undertaken politically, strategically, and operationally.

Political buy-in

Local authorities can progress procurement by ensuring that it is a key component of political visioning. Growing and enhancing the business base of a locality and utilising procurement as a lever to address wider challenges is not linked to any particular political ideology. It makes economic sense.

Spend analysis

Local authorities can progress procurement by understanding in more detail how much they spend on an annual basis buying goods and services. In particular, local authorities can undertake spend analysis to understand where their procurement spend goes geographically, sectorally, and in terms of particular business types such as SMEs.

Community benefits focused procurement strategy

Local authorities can progress procurement by developing procurement strategies which are shaped by community benefits. Traditionally, and rightly so, procurement strategies will focus upon compliance with legislation. They can however link to wider strategic priorities and particularly delivering wider economic, social, and environmental outcomes.

Community benefits procurement framework

Local authorities can progress procurement by developing procurement frameworks which are focused on community benefits. In this, they can link community benefits to each of the stages of the procurement cycle by developing outcomes, indicators, community benefit focused questions, means of evaluating responses, monitoring measures, and matrices of where community benefit is relevant to particular service areas.

Community benefits commissioners and procurers

Local authorities can progress procurement through ensuring their procurement officers are correctly trained. This means training around how to undertake procurement from a legal and compliance perspective, and also from a community benefit perspective, thus ensuring that community benefit is an integral part of the process.

Theme 2 – Commissioning

The second theme of activities is around commissioning – these are all things that those responsible for designing goods and services can think about prior to going to tendering and the market.

Service user engagement

Local authorities can progress procurement through actively engaging citizens and service users in the design of goods and services. This can include public consultation or engaging with users on the design of a service that they are going to benefit from. This activity can be particularly prevalent in the provision of health and wellbeing services.

Cross-departmental relationships

Local authorities can progress procurement through making the responsibility for the process go beyond procurement officers. There needs to be active engagement of those who are designing the goods or services (commissioners) and those who have knowledge of local economies, the market, and the challenges facing localities (those working in economic development).

Community benefits weighting

Local authorities can progress procurement through introducing weightings into decision making criteria that go beyond cost and quality. For example, they can weight responses around community benefit as 20% of the overall decision or give a percentage weighting to specific factors such as fair work practices and sustainability criteria.

Theme 3 - Pre-procurement

The third theme of activities is around pre-procurement – these are all things which local authorities can undertake to make potential suppliers aware of upcoming procurement opportunities.

Information provision

Local authorities can progress procurement through effectively communicating the processes and opportunities to the market. They can set up portals which enable organisations to be alerted to relevant opportunities and which make them aware of how procurement is undertaken, with a particular emphasis on community benefit requirements.

Meet the market events

Local authorities can progress procurement through engaging with the market as part of the process. For example, they can arrange events where interested organisations come together to discuss a specific opportunity. This can also be effective in developing relationships across organisations which are important for sub-contracting arrangements.

Theme 4 – Procurement and Decision-Making

The fourth theme of activities is procurement and decision-making – these are things which local authorities can do in the tender process itself and in evaluating the responses of potential suppliers.

Community benefits questions menu

Local authorities can progress procurement through asking specific questions as part of the tender process around community benefit. These questions can link to the types of community benefit activities which an organisation is already undertaking and activities that they will undertake specifically in relation to the opportunity for which they are tendering.

Qualitative and quantitative evaluation

Local authorities can progress procurement through adopting innovative approaches to evaluating tender responses. This can include the utilisation of quantitative metrics to explore the potential impact of Community Benefit activities, for example.

Theme 5 – Delivery

The fifth theme of activities is delivery – these are things which local authorities can do during the actual delivery of the contract by the chosen supplier.

Legal and contractual terms

Local authorities can progress procurement through being more robust about how community benefit commitments are detailed in contracts. They should be a condition of contract with suppliers expected to deliver against them, and monitor against them, with penalties for non-compliance.

Community benefit brokerage

Local authorities can progress procurement through supporting suppliers to deliver community benefit commitments. In this, they can broker relationships with employment and apprenticeship providers, and with voluntary and community sector organisations.

Monitoring

Local authorities can progress procurement through actively monitoring the outputs delivered by suppliers. This can be particularly important in exploring the extent to which community benefit commitments have been delivered, and the wider impact of such activities on beneficiaries and wider economic, social and environmental outcomes.

Supplier networks

Local authorities can progress procurement through developing relationships across suppliers delivering goods and services. They can set up networks that enable suppliers to share practice and learn from each other. The focus of such networks could be around community benefit, for example.



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