

Report title: COMMISSIONING OF EXTRA CARE HOUSING AND DEMENTIA CARE HOME AT NEW FOSSEWAY ROAD, HENGROVE

Wards affected: Hengrove

Strategic Director: Alison Comley, Strategic Director, HSC

Report Author: Nick Hooper, Service Director, Neighbourhoods

RECOMMENDATION for the Mayor's approval:

1. Approve the proposal to dispose of the former school site at New Fosseway Road, Hengrove for redevelopment to provide an ECH scheme and Dementia Residential Care Home.
2. Approve the proposal to commission a third party provider to develop the site at New Fosseway Road to provide housing for older people with support and care, via a Competitive Dialogue tender exercise.
3. Approve the disposal at a partial discount from open market value in order to provide the 'subsidy' to create a viable scheme.

Key background / detail:

a. Purpose of report:

This report provides an update to the October 2012 Cabinet report "Future Vision for Extra Care Housing". It provides an update on the identification and evaluation of Council owned land suitable for the development of Extra Care Housing (ECH) on the scale identified in the October 2012 Cabinet report.

The report specifically seeks approval to commission an ECH scheme and Dementia Care Home on the former school site at New Fosseway Road, Hengrove by promoting a freehold disposal of the site.

b. Key details:

1. Our vision is to enable the development of 986 new ECH flats across all housing tenures in Bristol. This model of delivery responds to one of the aims outlined in the July 2012 Cabinet Report 'Delivering an Effective Social Care System' for the City to move away from its reliance on residential care for older people. The aims of the vision

- Enable the development of a quality, sustainable and personalised housing solution that enables older people to live in their own home for longer
- Provide more than just housing in the form of an outward facing community resource that enables the development of wellbeing and community services across the wider neighbourhood, helping to limit social isolation and loneliness and build resilient communities.

2. The preventative benefits of ECH in reducing social isolation have been identified in a report by the Housing Learning & Improvement Network as recently as June 2013 and could indirectly lower levels of dependence on state funded services. It is important that the Council encourages people who will be self-funding their care to choose the most appropriate support options so that they maximise their independence for as long as possible. If there is a need in future to pick up funding for someone's care and support (e.g. when their savings fall below a certain threshold), then the Council will be more assured of an appropriate service and cost, given the difference in cost between ECH and a care home placement.

3. The search for suitable sites included consideration of Local Authority owned land and other strategic opportunities. An assessment of available sites found very few large enough to develop. However New Fossey Road, Hengrove is suitable and presents an opportunity to offer people with social care needs a choice of homes to buy or rent at lower unit costs. It also offers the potential to develop ECH for purchase by people who have no current care needs.

4. A Planning & Design Brief has been produced which shows that a scheme of approximately 200 ECH flats and a 60 bed dementia care home can be developed on the site

5. Key Principles of Service Provision

Community Engagement

The Provider will have a strong presence in their local community and will be expected to make use of the local infrastructure and resources to improve the lives of service users and recruit staff.

Service Innovation and development

The Provider is expected to work proactively to identify ways in which they can improve the quality of their service, the type of services they offer and the suitability of these services.

Partnership working

The Council's expectation is that the Provider will work with all partners and stakeholders to create a strong and transparent relationship for the benefit of the service user. This will include using shared skills, knowledge and expertise to improve services and overcome challenges.

6. There are two main objectives to the tender exercise:

Select a partner to design, construct, maintain, operate and finance the ECH and Dementia Care home for New Fossey Road.

Potential to identify and secure other sites and developer opportunities yet to be identified to develop ECH as part of the New Fossey Road proposal.

7. The key to the success of this procurement exercise is to invite bids from as wide a section of the market as possible. The use of existing procurement frameworks will limit this possibility. Therefore the proposal is to conduct a process that brings the project into line with the procurement route being followed for the Dementia Care Home Project.

8. The selection of a suitable partner will be evaluated against cost and quality criteria in terms of (a) the building (b) the care contracts (c) the ability of the provider to offer services, facilities to local people in the surrounding area and (d) the ability of the provider to support initiatives aimed at building community cohesion and tackling social isolation (e) additional ECH proposals. Full support and encouragement will be given to enable local Providers to engage in this process.
9. The principles of the disposal of New Fosseway Road are outlined in Appendix 1 (exempt appendix). This appendix is exempt to ensure that we do not prejudice the procurement process if approval is given to proceed on this site.

**BRISTOL CITY COUNCIL
CABINET
31 October 2013**

REPORT TITLE: COMMISSIONING OF EXTRA CARE HOUSING AND DEMENTIA CARE HOME AT NEW FOSSEWAY ROAD, HENGROVE

Ward(s) affected by this report: Hengrove

Strategic Director: Alison Comley, Strategic Director, HSC

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Purpose of the report:

This report provides an update to the October 2012 Cabinet report “Future Vision for Extra Care Housing”. It provides an update on the identification and evaluation of Council owned land suitable for the development of Extra Care Housing (ECH) on the scale identified in the October 2012 Cabinet report.

The report specifically seeks approval to commission an ECH scheme and Dementia Care Home on the former school site at New Fosseway Road, Hengrove by promoting a freehold disposal of the site.

RECOMMENDATION for the Mayor’s approval:

1. Approve the proposal to dispose of the former school site at New Fosseway Road, Hengrove for redevelopment to provide an ECH scheme and Dementia Residential Care Home.
2. Approve the proposal to commission and then contract with a third party provider to develop the site at New Fosseway Road, to provide housing and a care home for older people as well as deliver the appropriate care and support, via a Competitive Dialogue tender.
3. Approve the disposal at a partial discount from open market value in order to provide the ‘subsidy’ to create a viable scheme on the basis that this will contribute to the well being of the community and as such is an appropriate use of Council assets.

The proposal:

1. Background

- 1.1.** The Council has already successfully completed a ten year programme of ECH with five housing providers. This delivered 600 flats for older people with on-site care and support. There are now 11 ECH schemes, each between 50-60 flats in size, spread evenly across the city. The majority of these are for social rent and nominations of people into the scheme come entirely from Health & Social Care (HSC). The programme supports the Council's intention to shift care provision from institutional settings towards more independent models that integrate housing and support for older people in the community. The aim is to meet our aspirations for older people's independence and wellbeing, but also to respond to affordability challenges.
- 1.2.** The majority of older people express the wish to remain in their own homes in the community for as long as possible. Of all the older people in the city with care needs being met by HSC, 85% - 90% of them live in their own homes so we need to develop housing alternatives that people can purchase as well as rent.
- 1.3.** To build on the success of these schemes, and ensure the maximum return on our capital investment, an ECH Vision and Delivery Plan was approved by Cabinet on 4th October 2012 along with the authority to jointly commission the first new ECH scheme with South Gloucestershire at Coldharbour Lane, Frenchay. Our vision is to enable the development of 986 new ECH flats across all housing tenures in Bristol. This model of delivery responds to one of the aims outlined in the July 2012 Cabinet Report 'Delivering an Effective Social Care System' for the City to move away from its reliance on residential care for older people.
- 1.4.** The benefits of our vision of ECH include:

 - A good housing solution which can potentially free up larger homes vacated by owner-occupiers for 'family' or larger households
 - Housing which promotes the concept of a home (and community) for life, independence, homeliness and flexible care and support on site
 - Design principles which promote social contact through provision of communal areas and facilities - such as cafes and leisure facilities - that encourage residents to mix and which are open to the wider community.
 - Onsite support focused on encouraging residents to make use of local facilities in the wider community and the provision of onsite leisure activities.
 - Care and support staff available on-site around the clock. Most studies of social wellbeing in ECH emphasise the importance of staff in supporting people to develop and build their social relationships.

- ECH can offer improved health and wellbeing e.g. fewer falls, shorter hospital stays, give people more confidence to engage socially and keep them more active and physically able to engage.

1.5. The ECH Vision aims to:

- Provide a model of housing with care and support that will meet the needs and aspirations of older people across all tenures offering choice and flexibility in service delivery and accommodation type
- Combine value for money with state of the art design and practicality, in locations that maximise benefits to individuals and our development partners
- Enable the development of a quality, sustainable and personalised housing solution that enables older people to live in their own home for longer
- Provide more than just housing in the form of an outward facing community resource that enables the development of wellbeing and community services across the wider neighbourhood, helping to limit social isolation and loneliness and build resilient communities.

1.6. Our Delivery Plan for ECH set out the capital funding model and identified the influence and importance of land values on the viability and deliverability of ECH schemes.

1.7. The Delivery Plan sets out a city-wide approach that aims to maximise the return on Council investment by attracting additional development sites and funding (e.g. from providers and the Homes & Communities Agency (HCA)). As part of the tender process for New Fosseway Road, bidders for this prime site will be asked to bring forward other sites and funding streams to assist the Council to meet its ECH targets.

1.8. The model of ECH set out in our Vision will also enable:

- a significant increase in the size of an ECH scheme
- reduce the average cost per flat to the Council and enhance the overall viability of the scheme and
- provide the potential for sustainable communal facilities for residents and the local community.

1.9. Larger schemes bring economies of scale, enable the development of viable attractive facilities and result in vibrant communities where people can contribute as well as receive support. They are also able to offer the benefit of their facilities to local people. In addition to increasing the availability of care and support services for older people in the local area, they will enhance the opportunities available to local people of all ages to take part in activities or to contribute/volunteer.

1.10. The provision of high quality care and support is of prime importance to the Council and our commissioning process will ensure this is achieved.

2. Key Drivers

2.1. Modelling work carried out by the Council (by HSC in 2012 to inform the Cabinet report of October 2012) identified that the following minimum levels of ECH are required over the next 5-10 year period.

Time Period	Rented Units	Units For Sale/Shared Ownership	Total
5 Years	94	434	528
5 – 10 Years	128	330	458
Total	222	764	986

2.2. The City’s current ECH provision is predominantly for rent with some offered on a shared ownership basis. There is a need for a new model of delivery that takes account of the changing demographics, tenure and demand/need patterns, the move to personalisation of care and the impact on commissioning, the scarcity of public subsidy and the need to access private finance.

2.3. The new model reflects the fact that the majority of people who enter a care home fund their own placement (‘self-funders’). In addition, 75% of Bristol residents over the age of 65 years are owner occupiers. Modelling shows that we must provide more options for people to buy ECH as an alternative to a care home placement, in addition to making more flats available for people to rent. The preventative benefits of ECH in reducing social isolation have been identified in a report by the Housing Learning & Improvement Network as recently as June 2013 and could indirectly lower levels of dependence on state funded services. It is important that the Council encourages people who will be self-funding their care to choose the most appropriate support options so that they maximise their independence for as long as possible. If there is a need in future to pick up funding for someone’s care and support (e.g. when their savings fall below a certain threshold), then the Council will be more assured of an appropriate service and cost, given the difference in cost between ECH and a care home placement.

2.4. Good quality housing with care and support can reduce social isolation, preventing a decline in health and wellbeing which could lower levels of dependence on state funded services in the longer term. Our model acknowledges that a range of tenure options and facilities on site are needed in order to attract older people into the scheme, who currently have no care or support needs. Our new model of ECH must enable a lifestyle choice to downsize both in anticipation of increasing support needs with age, and to reduce the likelihood of needs increasing.

2.5. With the current financial situation facing BCC, the provision of care and support creates a clear link between ensuring services are of high quality and appropriate for the needs of the people of Bristol, and offer value for money. This was addressed in the previous report to Cabinet, but is worth reiterating as this continues to be a key issue. The previous report states that ‘In addition to ECH supporting more people in the community it represents a more cost effective option for the City. The cost per bed space in a care home varies between £400-£1100 per week depending on the profile and funding sources of the residents. ECH costs on average £150-£350 per week (high needs band) with housing and service charge costs covered separately.’ Assuming 40 ECH flats with HSC nomination rights (all flats for social rent), this equates to a potential saving to the Council of £520,000 per annum based on the lowest cost bandings. If we assumed 60

ECH flats with HSC nomination rights (the flats for social rent and those for shared ownership), this equates to a potential saving to the Council of £780,000 per annum based on the lowest cost bandings. These savings would not begin to be realised until the scheme opens which, subject to Cabinet approval to disposal of land, planning approval and procurement etc. would likely be in financial year 2017/18, beyond the term of the three year budget currently being developed.

2.6. BCC must ensure it provides the right type and amount of ECH accommodation as in many cases, not only is ECH the most appropriate environment for a person's care, support and lifestyle needs, but it also offers the best value for money. The comparison made in 2.5 is very relevant because in most cases where suitable ECH accommodation cannot be found for an individual, that person will move into a care home. This move will often lead to the person becoming less independent, increasingly dependent on care and support and this will cost more money for comparable levels of care, than a place in an ECH scheme. HSC's care management process ensures that only people who are eligible for social care will access flats to which HSC has nomination rights, to ensure the financial benefits in 2.5 above.

3. Opportunity on New Fosseway Road, Hengrove

3.1. The Council's preferred model of ECH development is for schemes with a minimum of 150-200 units plus recreational, care and support facilities (though other models may still be possible depending on viability). Sites need to be where there is demand; close to local amenities to ensure people are able to stay independent, and where the schemes will be able to engage and involve members of the local community. Ideally sites need to be in established residential areas where property values are at a level that makes offering flats for sale a viable proposal.

3.2. The search for suitable sites included consideration of Local Authority owned land and other strategic opportunities. An assessment of available sites found very few large enough to develop our proposed model. However New Fosseway Road, Hengrove is suitable and presents an opportunity to offer people with social care needs a choice of homes to buy or rent at lower unit costs. It also offers the potential to develop ECH for purchase by people who have no current care needs. Most importantly, it is large enough to enable a developer/provider to include a significant proportion of communal areas, the benefits of which are outlined in 1.4 above.

3.3. The site is located in a good well established residential area, with good property values. There is a varied supply of local services and it is served by good bus routes. Early discussions have been held with the Bristol Clinical Commissioning Group to ensure that the five local GP practices will be able to meet demand. The site is the location of the former New Fosseway School has been cleared, secured and ready for development since 2011. The Council is keen to see the land utilised to prevent any illegal occupation or antisocial activity. It is also identified in the Bristol Development Framework with a proposal for residential development.

3.4. The site is bounded by existing residential development on its eastern and southern boundaries. The other notable buildings adjacent to the site are the Bush Residential Resource Centre on the south west boundary which is run by Children's & Young People's Services, Avon & Wiltshire Mental Health Trust's Petherton Road Resource Centre on the north east boundary and the Oasis Academy on the north west boundary. The proximity of the school is a particularly positive attribute that offers the potential for

inter-generational activity and good links with the local community. It is a flat cleared site extending to an area of 3.4 hectares (8.4 acres).

4. Development Proposals

- 4.1. A Planning & Design Brief has been produced which shows that a scheme of approximately 200 ECH flats and a 60 bed dementia care home can be developed on the site (see Appendix 2).
- 4.2. The Council has undertaken soft market testing at two events with Providers (one for ECH and one for the Strategic Care Home Partnership). The Bristol Retirement Living launch in February 2013 was well attended. It launched the Council's new ten year programme of ECH. Providers were taken through the Council's Vision in detail and responded positively. They also had the benefit of seeing some of the key elements now set out in our Planning and Design Brief along with an architect's sketch of a typical ECH development with Care Home on site. Feedback from providers has been very positive and there has been significant market interest in the proposal for a site like this, with a full range of services and facilities for older people on the same site.
- 4.3. The proposed tenure split is a planning policy compliant 70:30 split (market sale: social rent). The 30% is made up of 20% for rent and 10% shared ownership.
- 4.4. The dementia care home also proposed for the site is one of 3 care homes being delivered via the Dementia Care Home Partnership being tendered by HSC. The dementia care home will be exempt from Affordable Housing obligations as detailed in the Planning Obligations Supplementary Planning Document.
- 4.5. The Council will seek to enable and promote a new housing scheme that will inspire the people who will live in it whilst making a positive contribution to the community. We will require providers to engage proactively with local residents and other parts of the community from the outset.
- 4.6. There is a requirement for the scheme to be designed and built to standards that have a positive effect on the ability of ECH to deliver successful outcomes for older people in terms of their health, independence and wellbeing. Developers will need to demonstrate that the scheme meets corporate and national design and quality standards. The site will need to be developed and used in a way that is inviting to local people. Developers will need to demonstrate compliance with the Council's building design requirements for dementia facilities in respect of the care home. Care services and recreational facilities will need to be designed to maximise access to, and engagement with, both the residents and the local community.
- 4.7. Scheme proposals will also be required to comply with the Bristol Local Plan and meet specifically the Council's essential environmental and sustainability standards.
- 4.8. The principles of the disposal of the site are set out in Appendix 1 (exempt appendix).

5. ECH Care Proposals

Overall Approach to Care Delivery

- 5.1.** The traditional approach to care and support has been to view them as separate services provided in different ways by different staff. 'Care' is delivered at a set time, for a set duration, to undertake a set of tasks to meet people's basic personal care needs. 'Support' is delivered in a more flexible way to help maintain and maximise a person's independence, helping them do a range of things from paying bills to getting involved in social activities.
- 5.2.** Feedback from key stakeholders gave the clear message that this separation creates an artificial barrier between the two services and a 'task focused' approach to care delivery, neither of which are conducive to maximising the independence of individuals. The message from service users is that they want a service that is reliable, predictable and flexible. The message from Providers is that they want the Council to be clear and certain about what they want and expect. They also want to be given the flexibility to work with service users to meet their requirements. The approach outlined in this section will reflect these messages.

Key Requirements of Service Delivery

- 5.3. Outcomes:**
The Provider's focus must be on helping service users achieve outcomes that will maximise their independence and the quality of their life. It is common for an outcome to be something the service user has done for themselves all of their life and under this approach, questions of how this will be done and what type of services must be provided will be of lesser importance.
- 5.4. Reablement**
All services provided at New Fosseway must seek to maintain or improve a person's health and wellbeing. This may require them to maintain their current levels of ability, re-learn skills they previously had or learn new skills. The Provider will be expected to take a wide view of the person's health and wellbeing and take action to minimise the risk of social isolation, unplanned hospital admissions, malnutrition etc. This will avoid some of the unintended consequences of some care services that lead to service users becoming de-skilled and dependent on on-going care provision.
- 5.5. Choice and control**
ECH tenants are encouraged to exercise choice and control over who provides services to them and how this is done. All commissioning processes and service delivery arrangements must support this aim.

Key Principles of Service Provision

- 5.6. Community Engagement**
The Provider will have a strong presence in their local community and will be expected to make use of the local infrastructure and resources to improve the lives of service users and recruit staff.
- 5.7. Service Innovation and development**
The Provider is expected to work proactively to identify ways in which they can improve the quality of their service, the type of services they offer and the suitability of these services.

5.8. Partnership working

The Council's expectation is that the Provider will work with all partners and stakeholders to create a strong and transparent relationship for the benefit of the service user. This will include using shared skills, knowledge and expertise to improve services and overcome challenges.

6. Dementia Care Home

6.1. In July 2012, Cabinet approved proposals to commission a third party Provider to build and operate 2 new care homes on the sites of the former Brentry and Greville Elderly People's Homes.

6.2. Following this decision, in January 2013 a mayoral cross party review recommended, based on demand analysis, that a third strategic partnership was progressed to provide additional residential/nursing care capacity for people with dementia.

6.3. The New Fosseway site has been identified as an appropriate site for the third home; it is of a sufficient size and the location supports analysis of where there is high demand for additional capacity in the market.

6.4. The proposal is therefore to develop a new Dementia Care Home alongside the ECH. The development will adopt the same approach and specification as the new homes that are being commissioned for the Brentry and Greville sites via the Dementia Care Home Partnership.

7. Delivering the Proposal

7.1. The Council will undertake a procurement exercise to select a partner for the New Fosseway ECH and Dementia Care Home. The Council expects a holistic approach and developers/care providers will be expected to bid for the entire provision and to find a business partner to provide the care and support element if they are unable to do so themselves.

7.2. Soft market testing with Providers at two events showed significant interest in this approach as outlined in 4.2 above. There are also local precedents where providers build accommodation, provide homecare services into ECH and build and operate care homes. These precedents include a Bristol based ECH scheme with care home on site. The Council in turn has a precedent of being flexible in its procurement approach and welcoming a consortium approach that enables one contractual arrangement.

7.3. This site, plus the joint scheme with South Gloucestershire Council at Coldharbour Lane, will only go so far to meeting the projected demand for ECH in Bristol over the next 10 years. Other site locations need to be identified to deliver ECH.

7.4. There are therefore two main objectives to the tender exercise:

- Select a partner to design, construct, maintain, operate and finance the ECH and Dementia Care home for New Fosseway Road.
- Potential to identify and secure other sites and developer opportunities yet to be identified to develop ECH as part of the New Fosseway Road proposal.

7.5. The procurement process and selection of a partner will be compliant with OJEU

legislation as detailed in Public Contracts Regulations 2006. Due to the complexities of the proposal, the Council will follow a Competitive Dialogue procedure.

- 7.6.** The key to the success of this element of the procurement exercise is to invite bids from as wide a section of the market as possible. The use of existing procurement frameworks will limit this possibility. Therefore the proposal is to conduct a process that brings the project into line with the procurement route being followed for the Dementia Care Home Project.
- 7.7.** The selection of a suitable partner will be evaluated against cost and quality criteria in terms of (a) the building (b) the care contracts (c) the ability of the provider to offer services, facilities to local people in the surrounding area and (d) the ability of the provider to support initiatives aimed at building community cohesion and tackling social isolation (e) additional ECH proposals. Full support and encouragement will be given to enable local Providers to engage in this process.
- 7.8.** The principles of the disposal of New Fosseway Road are outlined in Appendix 1 (exempt appendix). This appendix is exempt to ensure that we do not prejudice the procurement process if approval is given to proceed on this site.

Consultation and scrutiny input:

One of the key objectives for the redevelopment of this site is that it is delivered through a process of community involvement. The successful development partner will be required to fully comply with the Bristol Development Framework – Statement of Community involvement in the design and the preparation of a planning application.

a. Internal consultation:

Wide internal consultation has been undertaken as part of the HSC Transformation Programme. Further consultation on ECH has been undertaken via the Staff Reference Group in Health and Social Care. The next phase of internal consultation is to broaden this out to all staff by holding an event to share the development proposals and invite feedback.

Briefings to elected Members and separate briefings for ward councillors are underway.

b. External consultation:

The Council carried out a programme of community involvement in the preparation of a previous Design Brief for the site for housing development. A series of 4 events were held between November 2011 and March 2012 inviting members of the local community.

The Council's visions for Extra Care Housing and Care Homes for people with dementia were outlined in two separate events for local and national Developers and Providers in early 2012.

There has also been engagement with Bristol's Clinical Commissioning Group (CCG) via the Health and Social Care Transformation Programme Board. Consultation with the CCG is underway to measure the impact on local GPs and establish the right level

of service for people living in the scheme.

It is proposed to brief the Stockwood, Hengrove and Whitchurch Neighbourhood Partnership following on from approval to dispose of the site.

Other options considered:

In developing the ECH Vision and Delivery Plan the following alternative options were considered:

- a) Limit the scope of the project to fund the provision of 40 rented units and access to leasehold/shared ownership units for sale to Bristol citizens at the jointly commissioned scheme with South Gloucestershire Council at Coldharbour Lane. This option has not been pursued as it will not contribute to the Council's vision of providing market sale ECH for Bristol, nor will it enable the provision of sufficient numbers of flats for social rent.
- b) Limit the scope of the project to fund the provision of 40 rented units and access to leasehold/shared ownership units for sale to Bristol citizens at the jointly commissioned scheme with South Gloucestershire Council at Coldharbour Lane **AND** the additional social rent requirements. Again this option has not been pursued as it will not contribute to the ECH vision of providing market sale ECH for Bristol.

Risk management / assessment:

FIGURE 1							
The risks associated with the implementation of the (subject) decision :							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (i.e. controls) and Evaluation (i.e. effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
2	There is a delay in awarding the contract as a result of extended negotiations in the competitive dialogue	High	High	1) Set expectations with all project team and senior management around the nature of Competitive Dialogue and the possibility of extended timescales 2) Ensure that the scope of the dialogue is clearly defined, to offer enough flexibility to be attractive to the market but to limit the negotiations to essential items only, working group to be set up to discuss this 3) Check availability of Project Team and agree who is dialoguing before ISOS doc is released to providers	High	Medium	Corporate Procurement
4	Environmental performance levels demanded have significant cost implications. The expectations around sustainability in the buildings are not affordable - meaning that either expectations are not met or there are cost implications.	Medium	High	1) Understand what the minimum requirements are compared to what is desirable. Agree minimum essential standards that are required. Assess impact of desirable requirements - do we wish to exceed essential standards and importance of these in selection process. 2) Procurement PTB task re sustainability underway / engagement with Sustainability officer to feed in to specification/PQQ/Tender questions.	Medium	Medium	Project Manager / Sustainability team
8	Providers do not own suitable plots of land in the City for	High	High	1) Make this element of the tender/selection process a key item	High	Medium	Project Board

	additional ECH(s) which would impact on the New Fosseway tender and achieving the Council's overall goal of increasing residential and ECH provision in the City.			when selecting partners 2) Gain agreement on number of beds and capacity flexibility 3) Complete financial modelling to understand impact of reduced beds/units 4) City Design input. PM to commission work to appraise other LA holdings, spatial flexibility, supply and demand/need across the city. The outcome of this work could be shared with providers to encourage offers that best fit demand/need.			
9	Having appropriate number of providers to conduct competitive dialogue with & request final costed submissions (enough to provide competition or not too many where dialogue becomes lengthy process where no additional value is achieved in the exercise)	High	High	1) Not down-selecting at PQQ stage too much (>6 to ISOS stage) 2) When Outline Solutions complete, to down-select to a maximum of 3 bidders	High	Medium	Corporate Procurement
	Risk that most economically advantageous tenders identified through the procurement are outside the available budgets. This could result in project delay to reassess the business case or a worse case having to re-start the tender process with a revised offer.	High	Medium	1) Financial analysis to be performed prior to estimate a range of bid prices for the project, based on varied scenarios for key assumptions for example, contract duration, service specification, nomination rights and use of public sector capital. 2) Based on above agree our financial 'envelope' is i.e. minimum / maximum prices, and agree whether we choose to share this with providers from the outset. 3) Use the flexibility of the competitive dialogue process to explore the impact of the key assumptions on the price with the aim of delivering within the financial envelope.	Medium	Medium to Low	Project Board

FIGURE 2

The risks associated with not implementing the New Fosseway decision:

No.	RISK	INHERENT RISK		RISK CONTROL MEASURES	CURRENT RISK		RISK OWNER
		(Before controls)			(After controls)		
	Threat to achievement of the key objectives of the report	Impact	Probability	Mitigation (i.e. controls) and Evaluation (i.e. effectiveness of mitigation).	Impact	Probability	
1	Benefits of HSC Transformation Programme, to reduce the reliance on residential care by stimulating alternative market capacity, will not be realised. This will mean reduced savings and poorer outcomes for service users.	High	High	As the Council's own Elderly People's Homes are in the process of being closed, alternative residential placements would need to be commissioned. However, this would result in increased costs and less choice and independence for service users, and would not fit with the future models proposed for the delivery of care and support.	High	Medium	HSC Transformation Programme Board
2	If there is no additional ECH capacity put in to the market there will be an increase in the number on waiting lists.	Medium	High	Ensure that vacancies and the waiting lists are being managed effectively.	Medium	High	HSC Transformation Programme Board
3	Adequate housing alternatives to care homes are not available to owner occupier older people; reduction in choice and independence for service users	High	High	Develop policy to encourage housing providers to develop private ECH in Bristol.	Medium	Medium	Housing

4	Care and support budgets would increase in order to fund the increased need for more expensive residential care and support provision.	High	High	Review budgets to provide additional funding to deliver increased cost of delivering care and support.	High	High	HSC DLT
5	If new, attractive ECH is not developed, older people will not be encouraged to downsize and release larger properties in the city.	Medium	Medium	Previous ECH schemes and the Cold Harbour Lane development with South Gloucestershire offer some provision for older people looking to downsize, but there is an identified lack of capacity.	Medium	Medium	Housing
6	If a Competitive Dialogue approach is not adopted, it will restrict the probability of other developmental opportunities coming forwards	Medium	Medium	Use a competitive dialogue and the opportunities that brings to enable good negotiation on all the Council's requirements	Low	Low	Corporate Procurement
7	If self-funding service users go in to residential care instead of ECH, the Council may have to pick up care costs as the individual's own funds run out sooner.	High	Medium	Ensure that all ECH vacancies in other schemes are prioritised over residential care where appropriate. Encourage housing providers to develop private ECH in Bristol.	High	Medium	HSC DLT

Equalities Impact Assessment

Public sector equality duties:

Before making a decision, section 149 of the Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010
- ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to:
 - Remove or minimise disadvantage suffered by persons who share a relevant protected characteristic
 - Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons’ disability);
 - Encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low
- iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.

The Equalities Impact Assessment has been fully updated for this Cabinet report. Original work on the Equalities Impact Assessment was informed by the Equalities Impact Assessment for the HSC Transformation Programme of which this project is part. There is no perceived negative effect on equalities communities. Developing the range of ECH across the City presents an opportunity to review and improve the experience of equalities groups in accessing and using services and there is potential for a major positive impact

over the life of the entire ECH programme.

Eco impact assessment

The significant impacts of this proposal are:

- Building ECH and a Dementia Care Home in partnership will transfer a number of significant environmental impacts such as energy, water and waste out of Bristol City Council management and control to external providers
- Short-term there will be an increase in the consumption of fossil fuels and raw materials and production of waste during the construction phase
- Potential decrease in vulnerability of elderly people in Bristol to the effects of climate change if living in ECH
- Potentially improved appearance to the city with new ECH 'state of the art' designed complexes.
- ECH will have the flexibility to meet the changing care service needs of residents, providing them with a home for life and reducing the need for further house moves.

The proposals include the following measures to mitigate the impacts:

- Meeting planning policy guidance BCS13-16 as laid down in Bristol City Council's Core Strategy 2011. In order to demonstrate compliance with the core strategy Sustainability Statements, which will include an Energy and SUDS strategy, will be submitted with planning applications;
- In order to comply with BCS14 any new development will incorporate on-site renewable energy sources in order to achieve a 20% reduction in CO₂ emissions arising from residual energy demand, going beyond this if the viability of the project allows. Any new development will show that the heat hierarchy, as outlined in BSC14, has been followed;
- All ECH projects should comply with the 'Bristol City Council Sustainability Requirements and Guidance for New Build and Refurbished Facilities for Adult Social Care' document that was finalised in June 2013.

This document sets out the essential and desirable standards in terms of best environmental/sustainability practice, giving the key areas of advice in these categories:

1. National context/requirements
2. Bristol requirements
3. Eco-Impact Assessment scheme
4. Renewable and low carbon energy
5. Sustainability specification

In addition:

- All ECH commissioning arrangements should include environmental factors within the contract specification, tender assessment and on-going contract management.

- All ECH commissioning arrangements should include provision for climate related impacts to include business continuity, flood and resilient design of buildings and emergency preparedness and procedures to protect vulnerable people from extreme hot and cold spells.

The net effects of the proposals are:

- It is hoped that the short term negative effects associated with delivering new ECH facilities will be outweighed by the long term positive effects of providing energy efficient facilities for vulnerable residents to live in.
- Ensuring that mitigation measures for environmental and climate related impacts are included in the commissioning process and on-going contract management should also mitigate the impacts.

Resource and legal implications:

Finance

a. Financial (revenue) implications:

Given the lead in time for the delivery of the scheme it anticipated that revenue implications will arise in 2017/18, with no material consultancy costs expected to be incurred.

As per paragraph 2.5 and 2.6 the ECH element of the scheme is estimated to save in the region of £520k per annum relative to existing budgets based on the assumptions set out in the report. The debt servicing costs arising from borrowing the amount of the capital receipt foregone on the land disposal can be estimated to be in the region of £100k per annum, based on a 25 year loan, which would produce a net saving of in the region of £420k per annum. Given the time horizons of the scheme, this would need to be revisited periodically to monitor the potential revenue implications.

In terms of the dementia care home, it's anticipated that the financial commitments arising from this would be met from existing care management budgets and as set out in Figure 1 controls have been identified to manage this. Again, given the time horizons involved this is something that should be periodically monitored.

Advice given by Robin Poole, HSC Finance Business Partner

Date

b. Financial (capital) implications:

The disposal of the New Fosseway Road site will result in a capital receipt for the Council which will contribute to future capital development. The Council has considered the financial impact of disposal at less than market against the promotion or improvement of the economic, social or environmental well-being of the whole or any part of its area or all or any persons resident or present in its area.

Advice given by

Shahida Nasim, Interim Finance Business Partner

Date

18/9/13

**c. Legal implications:
State Aid**

The risk of the proposed arrangements constituting state aid will be low, provided that the successful contractor delivers social housing services and/or social services to the value of the land and the funding to be provided by the Council. In order to ensure this requirement is met, the open market value of the land must be ascertained, taking into account any restrictions to be placed on the land. Further the services to be provided must be valued on the basis of an analysis of the costs which a typical undertaking, if well run and adequately equipped would have incurred providing the services.

Procurement

When procuring goods, works and services the Council must comply with the Public Contracts Regulations 2006. The Regulations set out different procedures that can be used for the award of contracts. Competitive dialogue is one of those procedures and can be used where a Council wishes to award a particularly complex contract and considers that the use of the open or restricted procedure would not allow the award of the contract. It is therefore lawful for the Council to use this procedure provided that it complies with the obligations imposed by the Regulations, including following the notification process and adherence to specific time scales.

By following a EU compliant procedure the Council will be minimising the risk of any procurement challenge.

Advice given by Kate Fryer, Solicitor
Date 17th September 2013

d. Land / property implications:

Bristol City Council is required to obtain the best price reasonably obtainable for land disposals by virtue of Section 123 of the Local Government Act 1972.

The General Disposal Consent (England) 2003 provides a general consent removing the requirement for Local Authorities to seek specific approval from the Secretary of State for a wide range of disposals at less than best consideration. Authorities are granted consent in circumstances where the undervalue does not exceed £2 million and where the disposing Authority considers the disposal is likely to contribute to the achievement of the promotion or improvement of the economic, social or environmental well-being of the whole or any part of its area or all or any persons resident or present in its area.

If there is a disposal at less than market value it is for Cabinet to decide if by selling the land at less than market value that this will contribute to the social or economic well-being of the community

As any land disposal would not exceed the under value of £2M then the consent of the Secretary of consent is not required, but the Council still needs to decide if by promoting a disposal at less than market value that this is an appropriate use of Council assets.

Advice given by Jason Bailey, Portfolio Management Officer
Date 6th September 2013

e. Human resources implications:

As there are currently no directly employed staff at the present time then there would be no detrimental impact on BCC staff.

We will continue to review the situation.

Advice given by Lorna Laing, People Business Partner
Date 17 September 2013

Appendices:

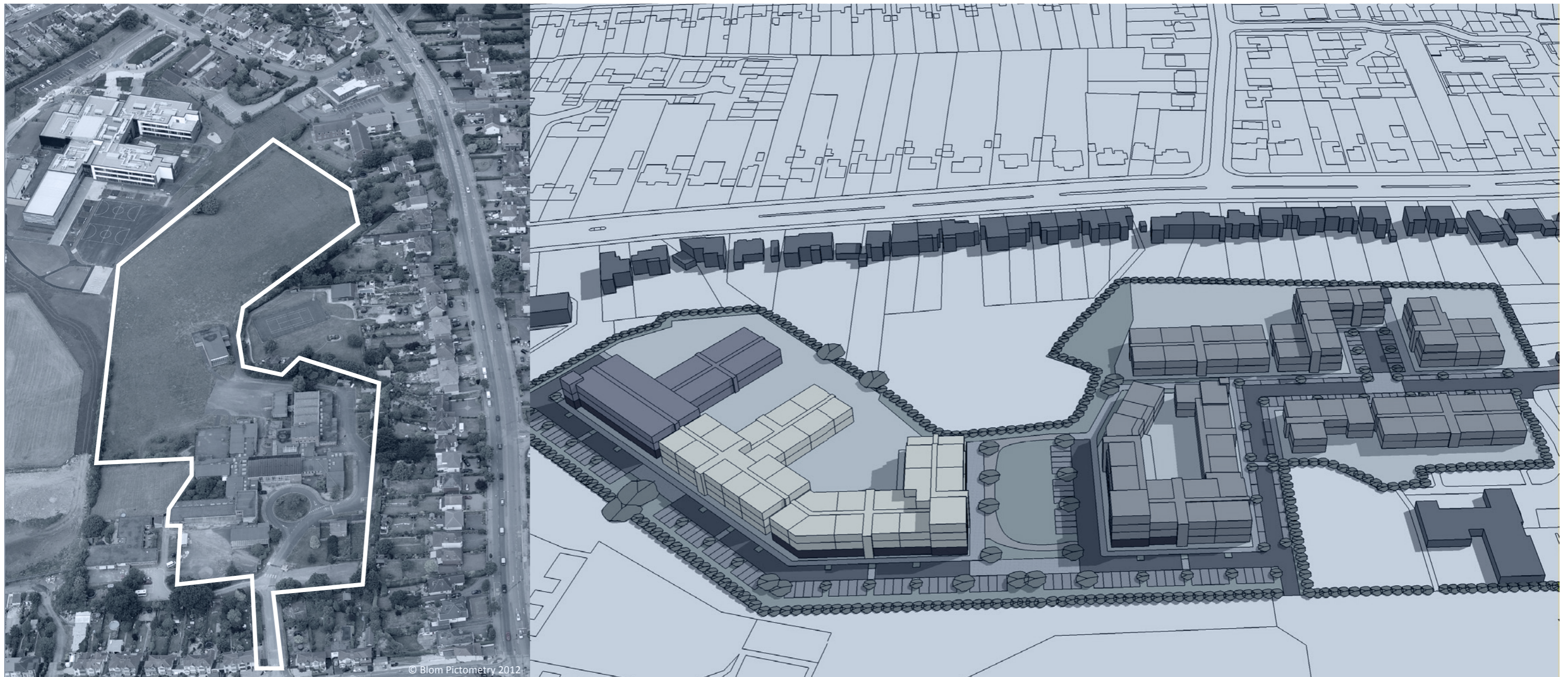
Appendix 1: Principles of Site Disposal (exempt)

Appendix 2 Planning & Design Brief (sent as a separate document)

Access to information (background papers):

None

Extra Care Housing Development Former New Fosseway School Site, Hengrove



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Prepared on behalf of Bristol City Council ECH Project Manager by

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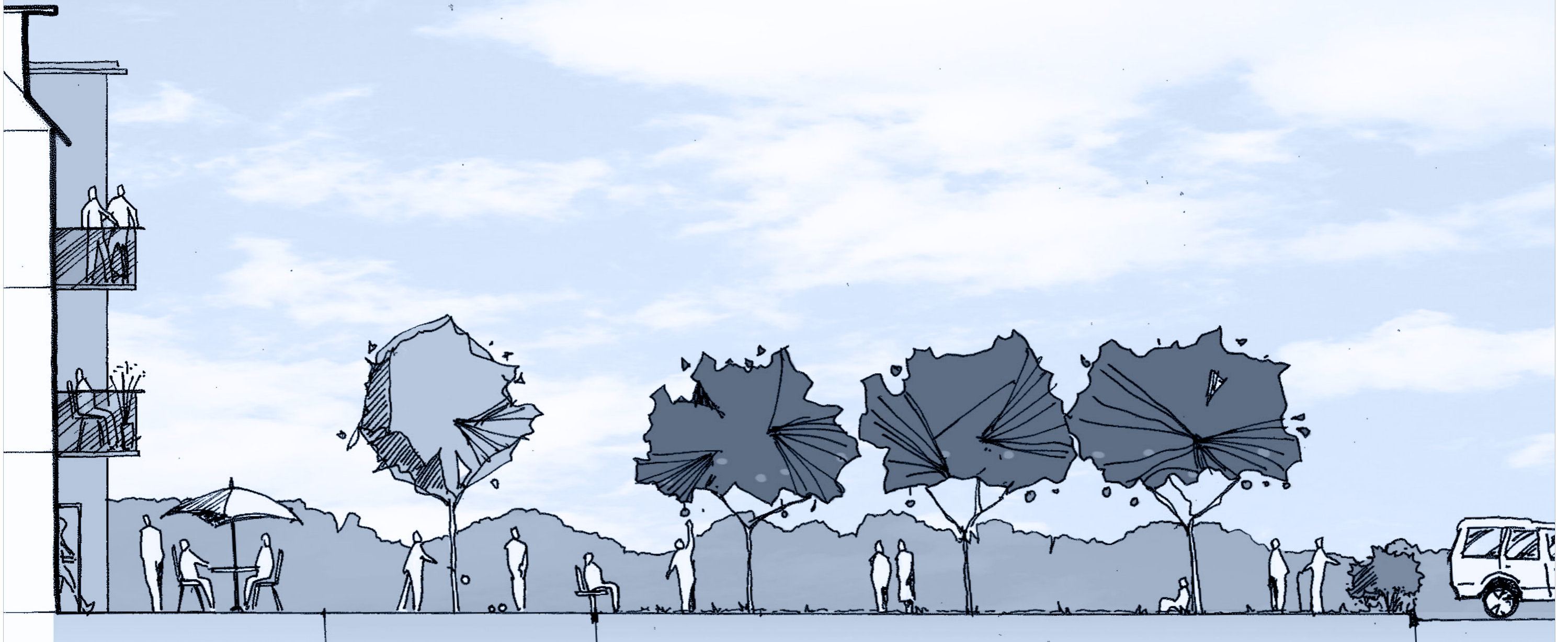
- 1 Background and purpose of brief
- 2 The site and its setting
- 3 Planning and internal stakeholder considerations
- 4 Community involvement
- 5 Development standards and requirements
- 6 Design objectives, principles and parameters
- 7 Illustrative development layout and massing
- 8 Additional work required to inform next stages of design development

Appendices

- 1 Community consultation feedback summary



Planning and Design Brief



1. Background and purpose of brief

1.1 General

The City Design Group (CDG) has been appointed to prepare a Planning & Design Brief for land at the former New Fosseway School site, Hengrove. The brief builds upon design feasibility work previously undertaken in connection with the site, also taking account of the new requirement to deliver a dementia care home and extra care housing development. The client for the project is the council's ECH Project Manager, Neighbourhoods & City Development.

The site comprises land that was formerly occupied by the New Fosseway School premises plus additional open land to the north. The total site area is 3.28 hectares (8 acres) and is bounded to the north and west by the Oasis Academy educational premises and to the south and east by suburban housing fronting New Fosseway Road and Wells Road respectively.

The site excludes the Bush Residential Resource Centre premises to the immediate south-west.

The brief takes account of the key findings of the community engagement strategy undertaken in connection with the previous design work. Full account has also been taken of client requirements with regard to the type, quantum and specification of development sought on the site.

The document outlines considerations, policies, standards, principles and parameters impacting upon the future spatial planning of the site. This will influence future use(s) of the site, access arrangements, development form and density, design quality and environmental performance.

Design and development proposals for the site should take full account of the content of this brief.

It will ultimately be up to the external development partner(s) to determine, through their experience in extra care and dementia care housing, how the site's development should best meet the urban design expectations. Reference should also be made, in this regard, to the following:

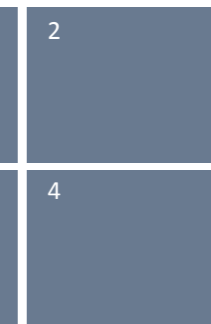
- 'Design Principles for Extra Care', prepared by PRP Architects on behalf of the Care Services Improvement Partnership (CSIP), February 2008.
- 'Best Practice Design Objectives' produced for the city council by the University of Stirling Dementia Services Development Centre (2013).

It should be noted that the content of this document is without prejudice to consideration of any formal future development proposal by the council as Local Planning Authority.

1.2 Project Outcomes

The brief seeks to:

- Provide guidance based upon an understanding of the site and its context.
- Promote the application of sound urban design principles, ensuring that the council achieves the highest standards on sites that it releases for development.
- Demonstrate the development potential of the site.
- Provide guidance that will support the planning pre-application process.
- Provide greater certainty to prospective development partners and other stakeholders.



1. Interior of the site near the main entrance looking north.
2. View north from the main entrance.
3. View east from main entrance.
4. Main entrance adjacent to Bush Centre respite facility.



2. The site and its setting

Ownership and local context

2.1 Ownership and location

The site is in the single ownership of the city council and lies within the Hengrove area of Bristol, grid reference St 6068, close to the Wells Road (A37). It is approximately five kilometres from the city centre and a little under one kilometre from the local authority administrative boundary with Bath & North East Somerset. Access is from New Fosseway Road, very close to its junction with the A37/Wells Road.

2.2 Neighbourhood setting

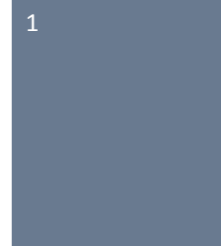
Other than the adjacent school premises to the north and south and Mowbray Road Park to the east, the neighbourhood is dominated by post-war housing development. These consist in general of primarily two storey, semi-detached houses and short terraces set within large plots. There has in recent years been a trend towards subdividing residential plots for additional housing development as seen at Acer Drive and off David Road.

Development is laid out in a rather loose manner into blocks of varying size, many of which have poor permeability and cul-de-sac insertions.

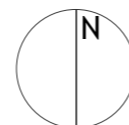
Wells Road to the east of the site represents a key arterial route out of the City. New Fosseway Road represents a key neighbourhood street serving the Hengrove area.

Local landmarks are restricted to educational and ecclesiastical buildings. The Bush Centre respite premises to the immediate south-west of the site sit low in the landscape.

With regard to neighbourhood facilities and amenities, bus stops are located within 250 metres of the site on the Wells Road and Petherton Road, providing local services into Bristol City Centre. The site is within walking distance of local shops on Walsh Ave/Hengrove Lane and there is a post office at the junction of Wells Road and New Fosseway Road.



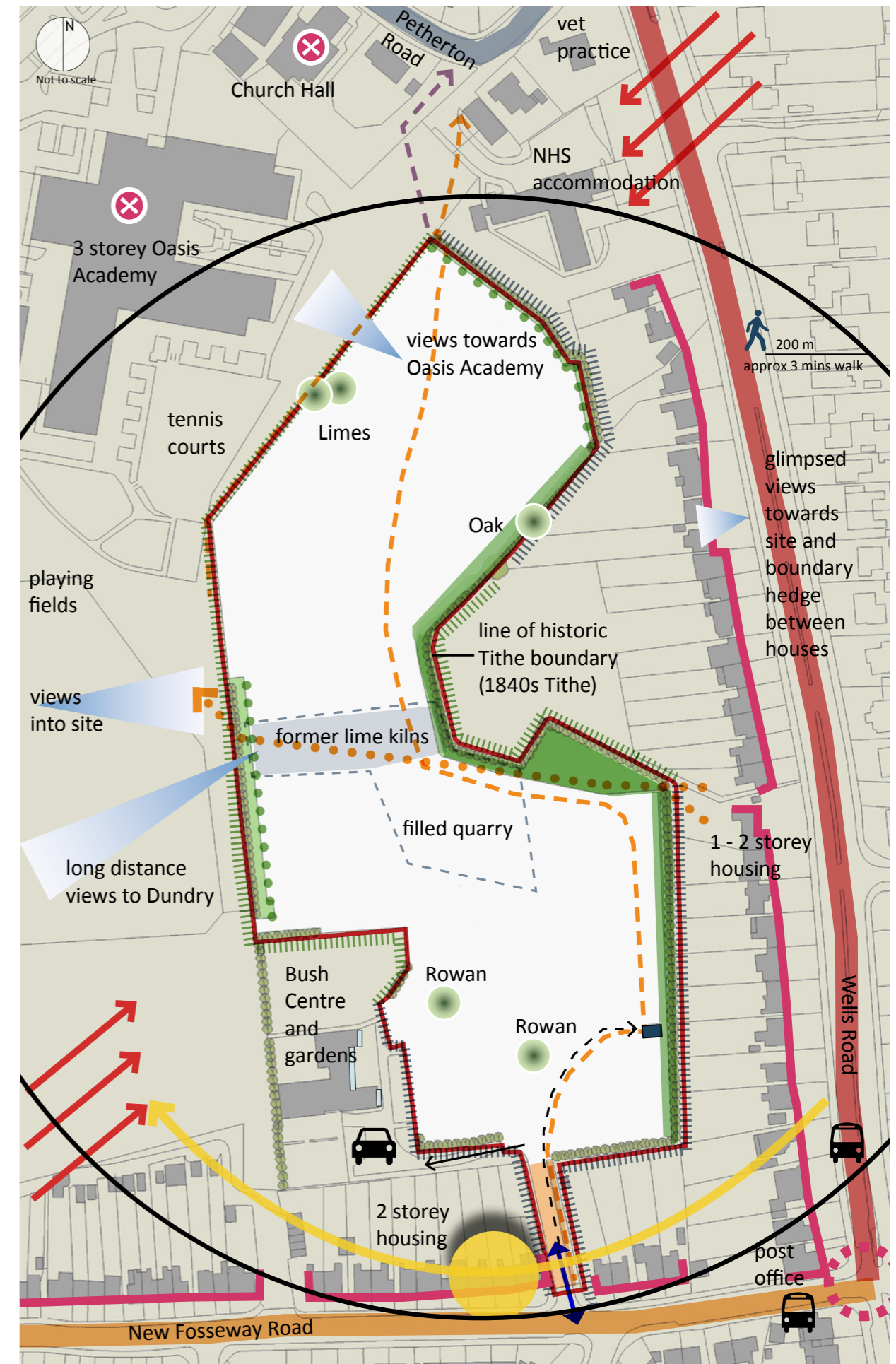
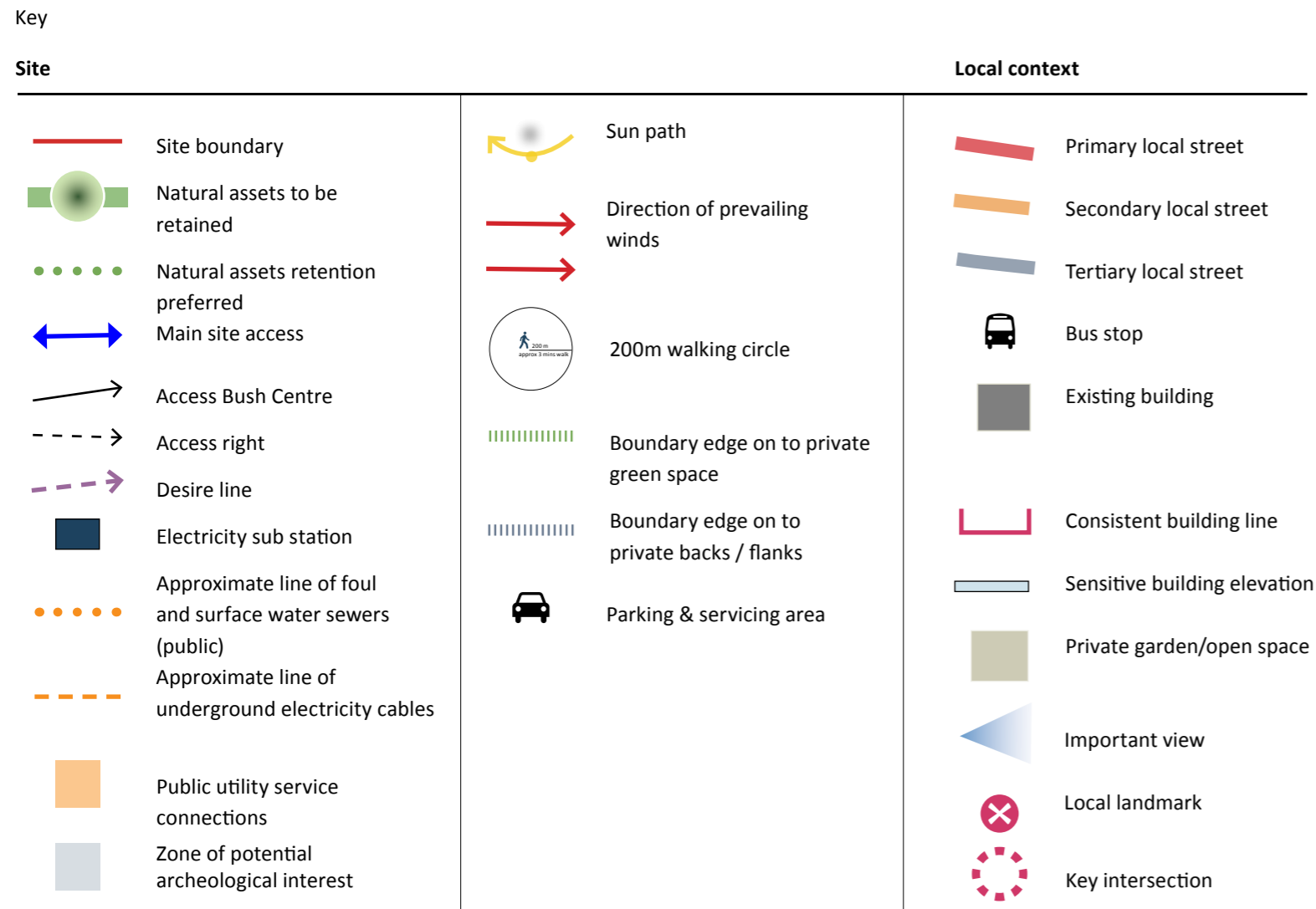
1 Aerial view of site and surrounding context from south.



2. The site and its setting

Site opportunities and constraints

Fig 1 - Analysis of site and immediate context



2. The site and its setting

The site

1	2
3	4

- 1 View north of site to Oasis Academy and mature boundary vegetation.
- 2 View out of site to the west.
- 3 View from site towards Dundry slopes to south-west.
- 4 View east across site from Oasis Academy premises.



2. The site and its setting

Site description

2.3 Topography, orientation & views

The site location on a limestone plateau affords long distance views to the Dundry slopes. The land rises very gently across the site from west to east by approximately one-two metres.

Views to the east are screened by existing trees, scrub and hedge. Due to the topography and open character of the landscape, views over the south and west boundaries are unrestricted.

Similarly, views are gained into the site from the adjoining school playing fields. Views to the north-west are dominated by the Oasis Academy building, but a glimpse of the Clifton Suspension bridge to the north is afforded from the site.

2.4 Natural features

The bulk of the established site vegetation lies on the eastern boundary with the Wells Road residences. This boundary appears on the historic 1840s Tythe Map and includes a TPO'd oak tree.

A mature hedge also runs part of the length of the western boundary and two isolated limes sit on the fence line adjacent to the Oasis Academy. Relict garden shrubs and small trees are scattered across the southern part of the site.

Those trees and other planting considered worthy of retention are identified in fig 1 (also see section 3).

The site has ecological worth which requires further investigation (see section 3).

2.5 Access

Access into the site is restricted to the former school driveway off New Fosseway Road. No additional access has been agreed, although there is a strong desire line to the north.

2.6 Ground conditions

The southern half of the site retains the foundations of the former school buildings and access roads/drives. The northern part comprises former playing field grassland, now unmanaged. Less improved grassland exists to the north of the boundary with the Bush Centre.

Regarding pollution, the only potential issue is the presence of a former quarry and lime kilns on the site (refer to fig 1). The quarry will have been filled at some point although the council has no record of the contents.

A geo-physical site investigation has been commissioned comprising a desk-top survey followed by ground investigation and contamination testing.

The site presents no apparent evidence of drainage or flooding problems and is not located within a flood risk zone.

2.7 Services

The site has good access to all public utilities from its New Fosseway Road access which supplied the former school buildings. Of particular note are storm and foul water sewers that run east-west across the middle of the site (see fig 1).

An electricity sub station exists in the southern part of the site, to the rear of no. 677 Wells Road. The site of the station was sold to SWEB in 1963, with the conveyance containing associated rights of access, rights to lay cables etc along a strip of land following the route shown in fig 1.

It is likely that Western Power Distribution will need to divert the route of some of its underground cabling as a result of the site's development.

The developer will be expected to carry out detailed service investigations for the purposes of developing the site.

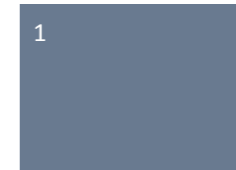
2.8 Archaeology

The council's Senior Archaeological Officer has commented that a limekiln is shown on the first edition OS, with an adjacent quarry (described as 'Old Quarry' in 1916). The date of these features is unknown, although they do not appear in the Tithe Map apportionment of the 1840s.

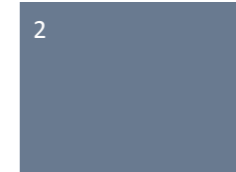
2.9 Adjoining development

The development site is bounded on two sides by the backs of residential premises fronting Wells Road and New Fosseway Road. Of particular note is the NHS operated Petherton Road Resource Centre to the north-east of the site. Careful consideration also needs to be given to the site's relationship with The Bush Centre and the school playing fields.

The exact boundary line with The Bush Centre needs to be clarified and confirmed.



1 Ecological survey of eastern boundary hedgerow on site.



2 Badger sett located in the dense vegetation on the eastern boundary.



3. Planning and internal stakeholder considerations

Planning policy context

3.1 General

The council has prepared this brief as the landowner and not in its role as the Statutory Planning Authority. The developer will be required to address the planning considerations set out in the following paragraphs, which have been prepared with the advice of the Council's Strategic Policy and Development Services Teams.

It should be noted that the council will not engage in detailed pre-application dialogue until a preferred development partner(s) is selected. The council intends to launch a new approach to its pre-application service during 2013, operated on a cost-recovery basis.

3.2 Land use and planning history

The site was most recently used as a Special School (Class D1) for young people with severe learning difficulties, with associated facilities and playing pitch. The school was closed in 2009 and demolished in 2011.

3.3 Planning policy context

The national and local planning policies relating to this site comprise the National Planning Policy Framework (NPPF) and the Bristol Local Plan.

Details of the most relevant policies and links to documents are outlined below. The content of this document takes account of these policies.

3.4 National Planning Policy Framework

Central government planning policy and guidance is outlined within the recently published National Planning Policy Framework, March 2012, which can be

found at the following link:

<http://www.planningportal.gov.uk/planning/nppf>

Refer particularly to section 7 'Requiring Good Design' (paras 56-68).

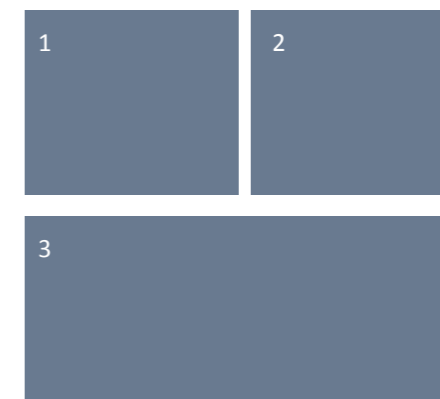
3.5 Bristol Local Plan Core Strategy

The Bristol Local Plan Core Strategy, adopted June 2011, represents the council's primary strategic planning document.

<http://www.bristol.gov.uk/page/planning-core-strategy>

The relevant policies affecting this site are listed below and can be found on the council's website:

- Policy BCS1 (South Bristol)
- Policy BCS5 (Housing Provision)
- Policy BCS7 (Centres & Retailing)
- Policy BCS8 (Delivering a Thriving Economy)
- Policy BCS9 (Green Infrastructure)
- Policy BCS10 (Transport & Access Improvements)
- Policy BCS11 (Infrastructure and Developer Contributions)
- Policy BCS12 (Community Facilities)
- Policy BCS13 (Climate Change)
- Policy BCS14 (Sustainable Energy)
- Policy BCS15 (Sustainable Design & Construction)
- Policy BCS16 (Flood Risk & Water Management)
- Policy BCS17 (Affordable Housing Provision)
- Policy BCS18 (Housing Type)
- Policy BCS20 (Effective & Efficient Use of Land)
- Policy BCS21 (Quality Urban Design)
- Policy BCS22 (Conservation & the Historic Environment)
- Policy BCS23 (Pollution)



Images of site context

- 1 New Fosseway Road street scene.
- 2 Long distance views to Dundry slopes.
- 3 Oasis Academy adjoining site.



3. Planning and internal stakeholder considerations

Planning policy context

3.6 Bristol Local Plan Site Allocations and Development Management Policies

The Bristol Local Plan Site Allocations and Development Management Policies Publication Version Document was submitted to the Secretary of State on 12 July 2013 for independent examination. Although this document is not yet adopted, the National Planning Policy Framework confirms that its policies can be given weight in advance of adoption where they are in accordance with it.

<http://www.bristol.gov.uk/siteallocations>

The site is allocated within this document for housing (Site reference BSA1402). The document specifies that development should:

- be informed by an ecological survey of the site and, where appropriate, make provision for mitigation measures;
- be informed by a Health Impact Assessment.
- be informed by a site-specific Flood Risk Assessment as the area of the site is greater than 1 hectare.

The estimated number of homes stipulated for this site is 175 (@50dph).

The Development Management policies comprise detailed policies that will be used by the council when assessing planning applications. The relevant Development Management policies to this particular site are listed below:

- Policy DM1 (Presumption in Favour of Sustainable Development)
- Policy DM2 (Residential Sub-divisions, Shared &

- Specialist Housing)
- Policy DM4 (Wheelchair Accessible Housing)
- Policy DM5 (Protection of Community Facilities)
- Policy DM7 (Town Centre Uses)
- Policy DM14 (The Health Impacts of Development)
- Policy DM15 (Green Infrastructure Provision)
- Policy DM16 (Open Space for Recreation)
- Policy DM17 (Development Involving Existing Green Infrastructure)
- Policy DM19 (Development & Nature Conservation)
- Policy DM23 (Transport Development Management)
- Policy DM26 (Local Character & Distinctiveness);
- Policy DM27 (Layout & Form)
- Policy DM28 (Public Realm)
- Policy DM29 (Design of New Buildings)
- Policy DM31 (Heritage Assets)
- Policy DM32 (Recycling & Refuse Provision in New Development)
- Policy DM34 (Contaminated Land)
- Policy SA1 Site Allocations
- Appendix 1 (Standards of Open Space for Recreation)
- Appendix 2 (Parking Standards Schedule)

3.7 Other documents

Other relevant documents to any future planning submission include:

- Statement of Community Involvement - Adopted October 2008

<http://www.bristol.gov.uk/page/planning-statement-community-involvement>

- Planning Obligations Supplementary Planning Document, Adopted September 2012.
- Climate Change and Sustainability Practice Note (supporting Core Strategy Policies BCS13-16).
- Space Standards Practice Note, July 2011
<http://www.bristol.gov.uk/page/supplementary-planning-documents-and-guidance>
- Bristol City Council Community Infrastructure Levy Charging Schedule (January 2013)
- The Bristol Planning Protocol, 2011
<http://www.bristol.gov.uk/page/major-developments#jump-link-3>
- Bristol's Parks and Green Space Strategy (Adopted February 2008)
<http://www.bristol.gov.uk/parkstrategy>
- Hengrove and Stockwood Neighbourhood Partnership Action Plan. Whilst this document has no formal planning status, it identifies the following as priority areas to be addressed:
 - a Isolation in the area for older people
 - b Community facilities and activities
 - c Green spaces



- 1 New building employing high quality external materials and finishes.
- 2 New residential development with focal public green.



3. Planning and internal stakeholder considerations

Site-specific planning issues

3.8 Community Involvement

The city council carried out a programme of community involvement in the preparation of the previous development brief for the site.

One of the key objectives previously identified for the redevelopment of this site is that it is delivered through a process of community involvement. The developer will be required to fully comply with the Bristol Development Framework - Statement of Community Involvement (Adopted October 2008) in the design process and the preparation of a planning application.

3.9 Land use

The proposals for a dementia care home (60 + bed) would fall within Class C2 of the Town and Country Planning (Use Classes) Order 1987 (as amended).

The extra care housing proposal is understood to comprise self-contained dwellings, plus communal facilities.

The residential part of the extra care housing proposal would fall within Class C3 of the Town and Country Planning (Use Classes) Order 1987 (as amended), by virtue of the fact that the units will be capable of being occupied in a fully self-contained manner.

NB. [ODPM Circular 03/2005](#) clarifies that 'Sheltered Housing' is within Use Class C3. A useful wider discussion of the differences between C2 and C3 accommodation is set out in paragraphs 3.2-3.10 of

Eastleigh Borough Council's adopted 'Supplementary Planning Document: Older People and Those in Need of Care (May 2011)'.

The planning status of the communal support facilities will depend upon their scale (proportion relative to the overall floorspace), location/design, and most importantly the degree to which they are intended solely for the use of residents of the scheme (and their visitors). Facilities that are needed to provide limited care packages for residents are likely to be considered part of the C3 use.

However, other facilities, such as those offering social/leisure/hobby, dining and retail opportunities could potentially be considered to comprise a separate use if open for use by the wider public. In this situation the scheme would need to be described as a 'mixed-use comprising care home, extra care housing, and [summarise other facilities: eg community facilities / retail]', rather than 'care home and extra care housing scheme including ancillary support and [summarise other facilities]'

The National Planning Policy Framework (NPPF) directs many such uses (particularly retail) towards identified centres, which for Bristol are identified in Policy BCS7 of its Core Strategy. There is however, scope for small scale facilities where these would provide for local needs and can be demonstrated to not be harmful to nearby centres (Whitchurch – Oatlands Ave, and Gilda Parade in this instance). BCS7 also directs community facilities towards centres in recognition of their wider accessibility.

In summary, Bristol's Development Plan is supportive of a scheme on this site which comprises a dementia care home and extra care scheme incorporating ancillary facilities for future residents, but any associated facilities which have an intended catchment beyond immediate residents of the scheme would need careful additional consideration.

3.10 Loss of former playing pitch

Sport England has raised an objection to the council's Site Allocation proposal on the grounds that the development will lead to the permanent loss of part of the existing playing field and conflicts with current Government Guidance and the organisation's Playing Field Policy.

In response to this objection, the council has begun consideration of mitigation measures to propose to Sport England, which would require a financial contribution from the development of the former school site. These are likely to involve enhancement of the Oasis Academy sports facilities on the under-used arc of land to the south-west of the development site for wider community benefit.

1

1 Recent social housing development meeting HCA space standards.

3.11 Housing requirements

The council's Core Strategy policies require that all new residential development should maintain, provide or contribute to a mix of housing tenures, types and sizes to help support the creation of mixed, balanced and inclusive communities.

Residential developments should provide sufficient internal space for everyday activities and to enable flexibility and adaptability by meeting appropriate space standards (refer to section 5).

Policy BCS20 stipulates for residential developments that a minimum net density of 50 dwellings per hectare will be sought.



3. Planning and internal stakeholder considerations

Site-specific planning issues

3.12 Adjoining residential amenity

The development of the site will have both short and long term impacts for people living around the site. The community has previously highlighted privacy and overlooking of the houses and gardens of adjoining properties as a key concern. It is essential that the living environment of adjoining residential premises is protected as far as possible, or negative impacts mitigated.

3.13 Second access link

The city council acknowledges that a single point of access to the development is unsatisfactory from a transport planning and urban design perspective.

A second link would help to achieve a permeable development form that is fully integrated within the existing neighbourhood in line with planning policy expectations. Site permeability will facilitate natural surveillance and social interaction, as well as the viability of potential hub uses. Additionally, the link would encourage less car dependency by creating a more direct route for new residents to existing facilities and shops.

The council will therefore expect the possibility of a second access link into the northern part of the site to be fully explored.

3.14 Traffic, roads and parking.

The site access from New Fosseway Road is the sole access point. The council's transport and highway engineers are satisfied that the access point on to New Fosseway Road can accommodate the traffic generated by the development. However, it may be necessary to improve driver visibility at the site entrance.

Local residents previously expressed concerns about an increase in the volume of traffic using the Wells Road/New Fosseway Road signalled junction. Council highway engineers do not consider this to be a problem. The developer is required to demonstrate that the traffic generated will not affect capacity at the signalled junction.

All site development proposals will therefore be required to include the necessary data for assessment by the council's City Transport Team and Highway Engineers and will be expected to include:

- TRIP data at the site entrance/exit at New Fosseway Road.

It is likely that contributions will be required, under Section 38 of the Highways (1980) Act:

- for any improvements to the site entrance and possibly at the Wells Road signal junction;
- to ensure safety for all users;
- to address any capacity problems at the junctions;
- Towards provision of Bristol Network Cabling that will improve the management of traffic on the Wells Road.

New highway works within the site will be expected to be built to an adoptable standard, with a preference for the council to adopt these public spaces, along with associated trees and lighting.

Car parking should be provided in line with the council's emerging parking standards under its Local Plan. In addition to the residential parking, parking provision will also need to be made to serve visitors, staff and the non-residential hub uses. The amount of parking required will ultimately be dependent upon the scale and use class of these ancillary facilities.

Notwithstanding the above, car parking provision is anticipated at a ratio of 70-80% per dwelling average for the extra care accommodation and ancillary uses, with an additional 20 no. spaces serving the dementia care facility. 5% of these spaces would need to be built to disabled standards.

By comparison, the following car parking ratios have been provided to serve similar developments:

- Hagley Road, Birmingham: 67%
- Milton Keynes Village: 58%
- St Oswalds Village, Gloucestershire: 46%.

3.15 Ecology

Initial desk-top work carried out by the council's Nature Conservation Officer, indicates significant ecological interest on the site including:

- badger use - latrine/regular paths/possible single-hole sett
- hedgerows forming strong links and may qualify as 'important' under Hedgerow Regulations

- value of dense boundary vegetation to protected/notable species identified in the Bristol City Council adopted Biodiversity Action Plan (BAP)
- likely bat use of the site, using meadows, hedgerows and trees including roosting and foraging links
- bird nesting/foraging
- grassland value: large areas of lady's bedstraw and black knapweed, indicating areas of floristic (and possibly invertebrate) value
- reptiles: need to assess reptile use/population size estimate for protection/mitigation
- amphibians: estimate of presence/possible population size to inform mitigation

An extended Phase One survey will consequently be needed for the whole site. This should identify habitats of value and protected/notable/BAP species issues to maintain the wildlife network within the site. Links to adjoining sites and any necessary mitigation measures should also be identified.

3.16 Trees

The principal tree/hedge cover on site is located around the site boundaries, in particular along the eastern edge. The species comprise a mix of native field/hedgerow types such as ash, oak, sycamore, willow and hawthorn, with ornamental species such as cherry, rowan, cherry laurel, lawson's cypress and robinia.

There is a formal arrangement of small cherry and rowan trees planted around the former site entrance road. Two rowans are of moderate quality and value; the remainder are of low value.

3. Planning and internal stakeholder considerations

Site-specific planning issues

Along the boundary with no.661 Wells Road and the property behind is a former educational nature area that features several mature fruit trees and a hedge boundary of laid ash trees.

A large mature oak on the north-eastern boundary with the rear of no. 641 Wells Road is the best quality specimen on site. This valuable specimen has a high amenity value and is worthy of a TPO.

The western boundary with the Oasis Academy is lined until halfway along its length with a recently planted hedge. The upper portion of the western part of the site is devoid of trees save for two semi-mature limes of moderate quality.

Those trees and natural assets to be retained are highlighted in fig 1. Trees planned for retention should be given sufficient space in development proposals. This means that their root protection areas and canopies should remain undisturbed.

Any removed trees will need to be replaced in line with the Bristol Tree Replacement Strategy, which sets out the number of replacement trees according to a formula based on the diameter of those removed.

3.17 Archaeology

The limekiln that formerly stood on the site is of archaeological interest and would require investigation if it is likely to be affected by the development proposal. The developer will be required to liaise with the City Archaeologist in this regard.

3.18 Ground conditions

A geotechnical site investigation has been put in hand to establish the site's suitability for development.

3.19 Sustainability

The site's development would be of an appropriate scale and use to justify a single energy centre, as there is likely to be a high heat demand. Reference needs to be made to the draft specification document for the council's Health and Social Care projects.

3.20 Public art

In line with Local Plan Policy BCS21, the development of the site should enable the delivery of permanent/temporary public art, promoting a multi-disciplinary approach to commissioning artists in the design process.

3.21 Contributions & Affordable Housing

The development will be liable for Community Infrastructure Levy (CIL) in accordance with the rates set out in the council's Charging Schedule. The relevant rates are:

C3 residential:	£50 /sq m
C2 Care Homes:	£0 /sq m
D1 (non-residential institutions)	£0 /sq m
Retail:	£120 /sq m

The following types of development are entitled to claim Mandatory Relief:

- Development by registered charities for the delivery of their charitable purposes, as set out in Regulation 43 of the [Community Infrastructure Levy Regulations 2010](#).
- Those parts of a development which are to be used as social housing, as set out in Regulation 49 of the Community Infrastructure Levy Regulations 2010.

In determining the final CIL liability, consideration will need to be given to whether any associated uses (eg Retail) are ancillary facilities or are uses in their own right.

More information on CIL can be found on the council's Planning (Community Infrastructure Levy) webpage.

Planning Obligation requirements are set out in the council's Planning Obligations SPD.

Most significant is the requirement (of Core Strategy Policy BCS17) for 30% of any C3 residential development to be Affordable Housing. This would not apply to C2 care homes.

Other possible requirements are for highway infrastructure works (scope to be determined through a Transport Assessment) with any associated Traffic Regulation Orders, and tree planting/landscaping and public realm requirements (as directed within this brief).



4. Community involvement

Previous community engagement process

4.1 Statement of Community Involvement

A process of Community Involvement (CI) was a fundamental part of the preparation of the previous development brief when the site was being considered for open market housing.

A letter, sent out to 275 households in the area surrounding the development site, inviting them to attend the first CI Event on 24 November 2011, initiated the process. The same 275 local households were invited to each subsequent CI event.

Prior to the commencement of the CI process the Hengrove and Stockwood Neighbourhood Partnership was briefed on the proposed development brief and associated CI process. The briefing was at the Neighbourhood Partnership meeting on 17th November 2011.

A summary of the questions and responses covering the main issues raised during the CI process is included in Appendix 1.

4.2 Event 1 - Creating Ideas

This event was held at the Oasis Academy on 24 November 2011.

The purpose of the event was for the project team to explain and discuss with local people:

- the Council's (then) intentions for the site
- the process for preparing a development brief
- the involvement of local people in this process.

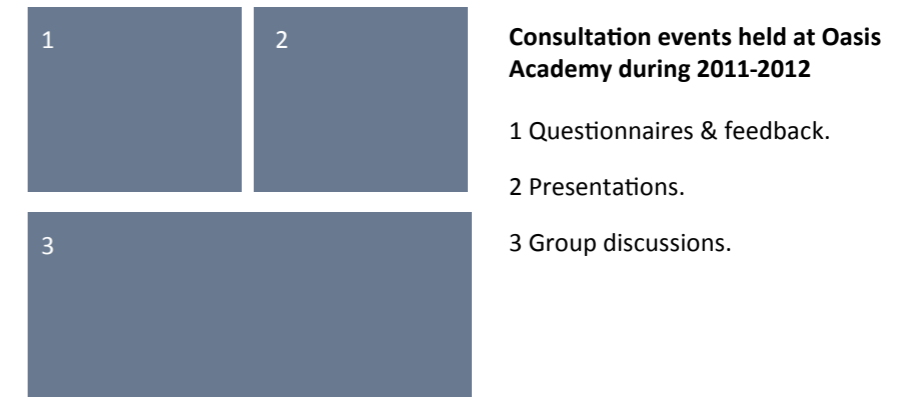
4.3 Event 2 - Exploring Ideas

A drop-in session held at the Oasis Academy on 14 December 2011.

The purpose of the event was to:

- invite local people to see comments that they made at the first event on 24th November
- get local people's views and comments on some initial ideas for the development brief.

Traffic and highway issues were identified as the greatest concern to local people from the first event. Traffic and highway engineers were invited to the second event to discuss issues directly with local people.



4. Community involvement

Previous community engagement process

4.4 Event 3 - Exploring and agreeing ideas

This event comprised a drop-in session held at the Oasis Academy on 8 February 2012.

This event was originally intended to agree Ideas for the brief. However in response to local residents' concerns that the process was being rushed and inappropriate ideas and concepts being put forward, it was felt that another CI event was needed to further explore ideas.

Event 3 was therefore in part to 'explore ideas' further and to begin the process of 'agreeing ideas'. Agreement of local people was sought on an overall vision and aims for the site's development. The project team's Urban Design Officer was present to answer residents' questions and discuss design related issues.

4.5 Event 4 - Final review

The final review event took place on 28 March 2012.

The CI process was rounded off by three separate presentations on the content of the (then) development brief document followed by discussion sessions.

The aim of this event was to provide local people with the opportunity to examine and discuss the final draft brief with the project team. Various questions were addressed by the project team.

4.6 Agreed vision and development aims

The four events resulted in the adoption of a vision statement and a series of development aims that are set out below. Whilst these were drafted in response to the earlier intention to develop the site for open market housing, they remain relevant to the current proposals for the site.

Vision statement

"The creation of a high quality and sustainable development that adds to the character and variety of housing in the neighbourhood while respecting the quality of life of the neighbours"

Development aims

- To achieve this vision the development must therefore:
- Make a positive contribution to the area's character and sense of place
 - Create a high quality, green, well connected and healthy neighbourhood
 - Deliver a safe and secure residential environment
 - Protect existing boundary hedges particularly those of adjoining residential gardens
 - Ensure a positive relationship between the development and the open space/school playing fields
 - Contribute towards a balanced mix of housing type, size and tenure throughout the neighbourhood
 - Take advantage of the panoramic views towards Dundry
 - Provide for the long term management and maintenance of the development

1

1 Discussions with city council Transport & Highways Officer; concern about the effects of increased traffic arising from new development was a primary issue at the events.

2

2 Feedback forms were filled in during the consultations. Events were generally well attended.



5. Development standards and requirements

Development requirements

5.1 General

The requirements and quality standards set out below outline the essential design outputs and outcomes that the council seeks from the project.

5.2 Development requirements

The project will need to deliver the following accommodation requirements:

- 60+ bed dementia residential care home.
- between 175 and 200 extra care flats (for over-55s), at a ratio of 33% 1 bed units and 67% 2 bed units.
- ancillary communal and administrative facilities focussed within a central hub at ground floor level.

The dementia care home will need to provide a minimum of 60 beds arranged in a 'modular' format. Capacity would be divided into a series of modules/ clusters of units to ensure the building creates a homely environment and avoids an institutional feel. The building would also need to accommodate appropriate nursing facilities and be adaptable to changing future needs.

The proposed tenure split for the extra care accommodation is a 70%/30% split between private and affordable units. Of the affordable units, there is a requirement for at least 2/3 to be rented with the other 1/3 for shared ownership.

Typical communal and administrative facilities would include the following:

- reception
- shop
- restaurant & kitchen
- Cafe bar & lounge

- meeting hall
- library & IT suite
- well-being suite
- hairdressing & beauty salon
- woodwork room
- craft room
- fitness suite
- laundry & launderette
- fully accessible toilet facilities
- assisted bathroom
- guest room with ensuite
- storage
- lifts and circulation space
- manager's office & staff administration area
- staff rest room & kitchen

According to the document 'Design Principles for Extra Care', these facilities should be commercially attractive and able to run independently of the extra care scheme in terms of services, access and tenancy agreements.

Sharing facilities like a shop or hairdresser with the community means they will be more financially viable within the scheme and ensures a lively and ever-changing mix of faces and a crucial link between the scheme and the outside world.

The project requirements present an opportunity to introduce a form of development that will add to the local housing mix, as well as offering local community facilities.

5.3 Long term management and maintenance

Successful places are safe, well maintained and well managed. Bristol City Council is committed to achieving high quality places. However this depends on suitable management structures being put in place.

The developer will be required to:

- Create an appropriate estate management plan and body to actively manage the non-adopted and shared/common parts of the development.
- Incorporate appropriate covenants within the onward disposal of residential and other property on the site, to maintain the integrity of the completed scheme.

An ownership and management plan will need to be submitted clearly identifying the extent of public highway, parking provision, planting, amenity space and storage provision proposed for:

- council adoption.
- adoption by the estate management body.

1

Safe, well managed and maintained developments

1 Myrtle Drive, Shirehampton, Bristol.

2 Newhall, Essex.

2



5. Development standards and requirements

Development standards

5.4 Quality Standards

The development standards set out below are intended to ensure that the council achieves the highest quality of development on sites that it releases.

- Planning proposals should demonstrate, through the submitted Design & Access Statement, how the development would deliver high quality urban design, with reference to the Building for Life 12 assessment questions.

<http://www.designcouncil.org.uk/our-work/CABE/Our-big-projects/Building-for-Life/>

- In line with the city council's draft document 'Sustainability Requirements and Guidance for New Build and Refurbished Facilities For Adult Social Care' (May 2013):

A BREEAM assessment (likely Multi-Residential but check with BRE) will be required, including post construction certification, to achieve:

Essential

Sustainability Statement, giving overview of sustainable design measures;

BREEAM 'Very Good' rating

Good practice

BREEAM 'Excellent' rating

<http://www.breeam.org/page.jsp?id=86>

NB. General reference needs to be made to this council document.

- Policy BCS14 of the Local Plan requires 20% renewable energy generation in new development, and the consideration of potential for district or community heat networks.

- All flats and units will need to be Lifetime Homes compliant and fully wheelchair accessible.

<http://www.lifetimehomes.org.uk>

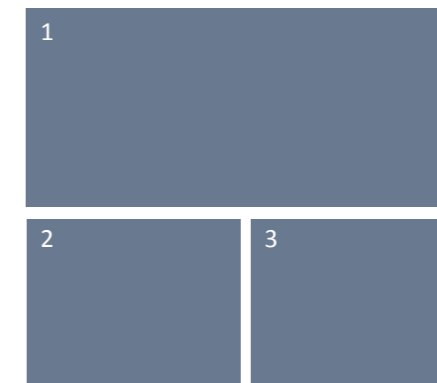
- Whilst no internal space standards are set out for the development (other than the HCA minimum standards required under Local Plan Policy BCS18), it is anticipated that new flats will achieve a minimum Gross Internal Area of 54 sqm for 1 bed 2 person flats and 68 sqm for 2 bed 3 person flats.

- Civil Engineering Environmental Quality (CEEQUAL) 'Excellent' Standard to be achieved. Verification will be required by an approved CEEQUAL assessor.

<http://www.ceequal.com/>

- The dementia care facility will also be assessed in line with the 'Dementia Design Audit Tool', developed by the University of Stirling Dementia Services Development Centre. Providers will need to meet all 'Essential' requirements, as well as a substantial number of the 'Recommended' requirements to give a total score reaching 'Gold Star' standard.

<http://www.dementiashop.co.uk/products/dementia-design-audit-tool-new-edition>



Examples of new developments where buildings, public realm and landscape design have been considered as a whole to achieve a high standard of urban design

1 Contemporary mixed dwellings with highway planting and on-street parking

2 Traditional style housing and tree planting in the footway

3 High quality modern housing, integrating new and existing planting.

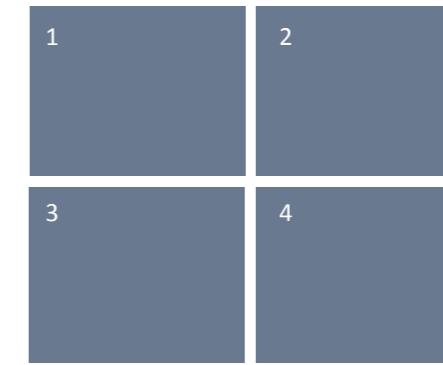


Former New Fosseway School Site
Planning & Design Brief

September 2013
City Design Group

6. Design objectives, principles and parameters

Overarching design objectives



- 1 Attractive, usable & adaptable modern housing demonstrating an understanding of site & context.
- 2 Buildings & street fronting on to green space.
- 3 Attractive tree-lined street accommodating different transport modes & parking.
- 4 An accessible and permeable street environment that links with the local street network.

6.1 General

This section of the document establishes the objectives, principles and parameters with which any new development must comply in order to deliver the outcomes, requirements and standards outlined in the preceding sections.

6.2 Overarching design objectives

An acceptable design solution must:

- Contribute towards the local neighbourhood
- Be grounded upon a rigorous understanding of site and context
- Consider local climatic conditions including optimising solar access and protection from prevailing winds
- Create an accessible and permeable street environment that links with the existing local street network
- Integrate with existing boundary development edges and clearly define public and private space
- Deliver buildings and spaces that sit comfortably within their landscape setting and integrate existing natural features
- Safeguard the amenity of existing neighbours and create a high quality environment for future occupants and visitors
- Create a safe and secure environment for future residents, staff and visitors

- Be fully accessible to all those who will use the site, particularly addressing the needs of disabled and elderly people
- Make efficient use of the site and capitalise upon its good public transport links by delivering a higher residential density than the surrounding neighbourhood
- Create buildings and street space that front the green open space/playing fields to the west of the site
- Create a 'green' link through the site connecting the historic boundary hedgerow with the school playing fields and views beyond to Dundry
- Create attractive, lively, well managed streets and public spaces that integrate landscape treatments and accommodate different transport modes, parking, servicing and social interaction
- Deliver private spaces that can support outdoor recreation, storage, ecology, local food production and sustainable drainage solutions
- Deliver buildings of a human scale that is appropriate to the local context and the character of the new streets created
- Deliver attractive, usable, energy efficient, 'green' buildings
- Deliver buildings and spaces that are adaptable to changing conditions.



Spatial concept

6.3 Spatial Concept

Fig 2 establishes the essential spatial concept diagram that needs to guide the future layout and planning of the site. This builds upon the assessment of site character, constraints, planning context, previous community engagement and development requirements established in the previous sections of the document.

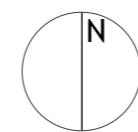
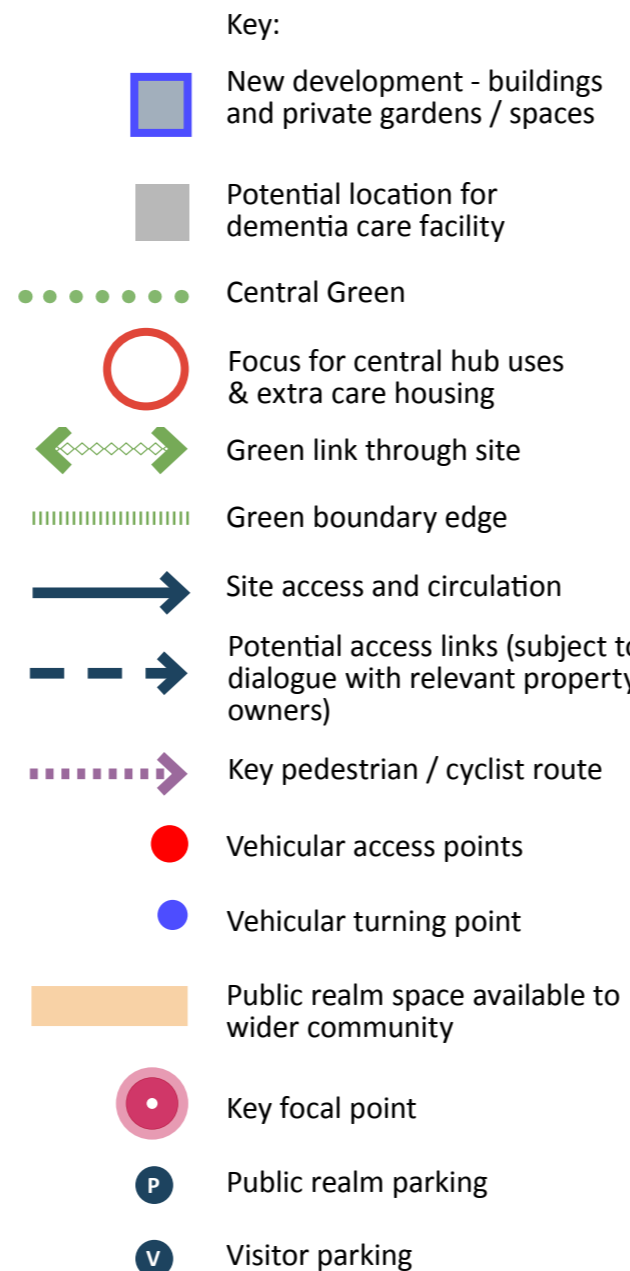
The diagram describes the spatial extents of public and private space based upon the required access and movement patterns through the site. In this regard, the potential to improve local permeability is recognised, alongside the opportunity to open the site up as an integral part of the local neighbourhood.

A focal 'Green' and location for non-residential hub uses and visitor parking is identified within the centre of the site, coinciding with physical constraints and the identified opportunity to create a landscape link.

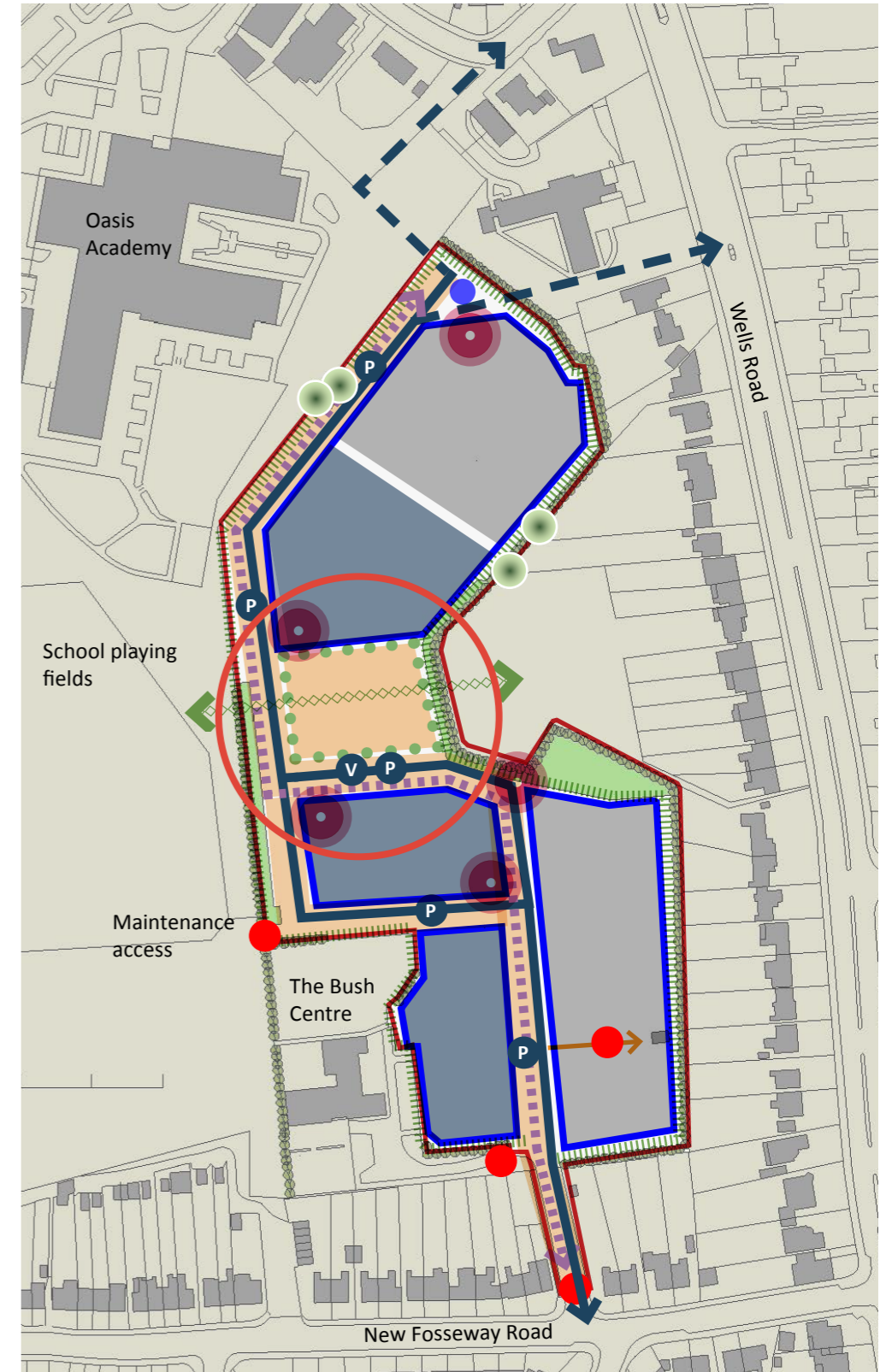
An active, single-sided street edge is shown to the adjoining school playing fields. This approach will create a positive visual relationship between the site and the open space. It will also enhance natural surveillance/outlook, privacy, safety and security for future residents, as well as reducing the likelihood of encroachment and flytipping

A green boundary treatment is proposed around the site in consideration of local landscape character and neighbouring premises.

The options for siting the required dementia care facility are within the quieter parts of the site, removed from the central hub.



Not to scale



6. Design objectives, principles and parameters

Site Principles and Parameters

6.4 Development layout

The parameters plan at fig 3 establishes the essential site layout and street structure that any development proposals will need to achieve. The following site planning requirements should be read in conjunction with this diagram, as well as figures 4-8 that illustrate typical plans and sections through the different street/space types.

Landscape character

New development should be laid out to respect the local landscape pattern, including the site geometry, the historic hedgerow to the east of the site and the school playing fields to the west.


Access and street pattern

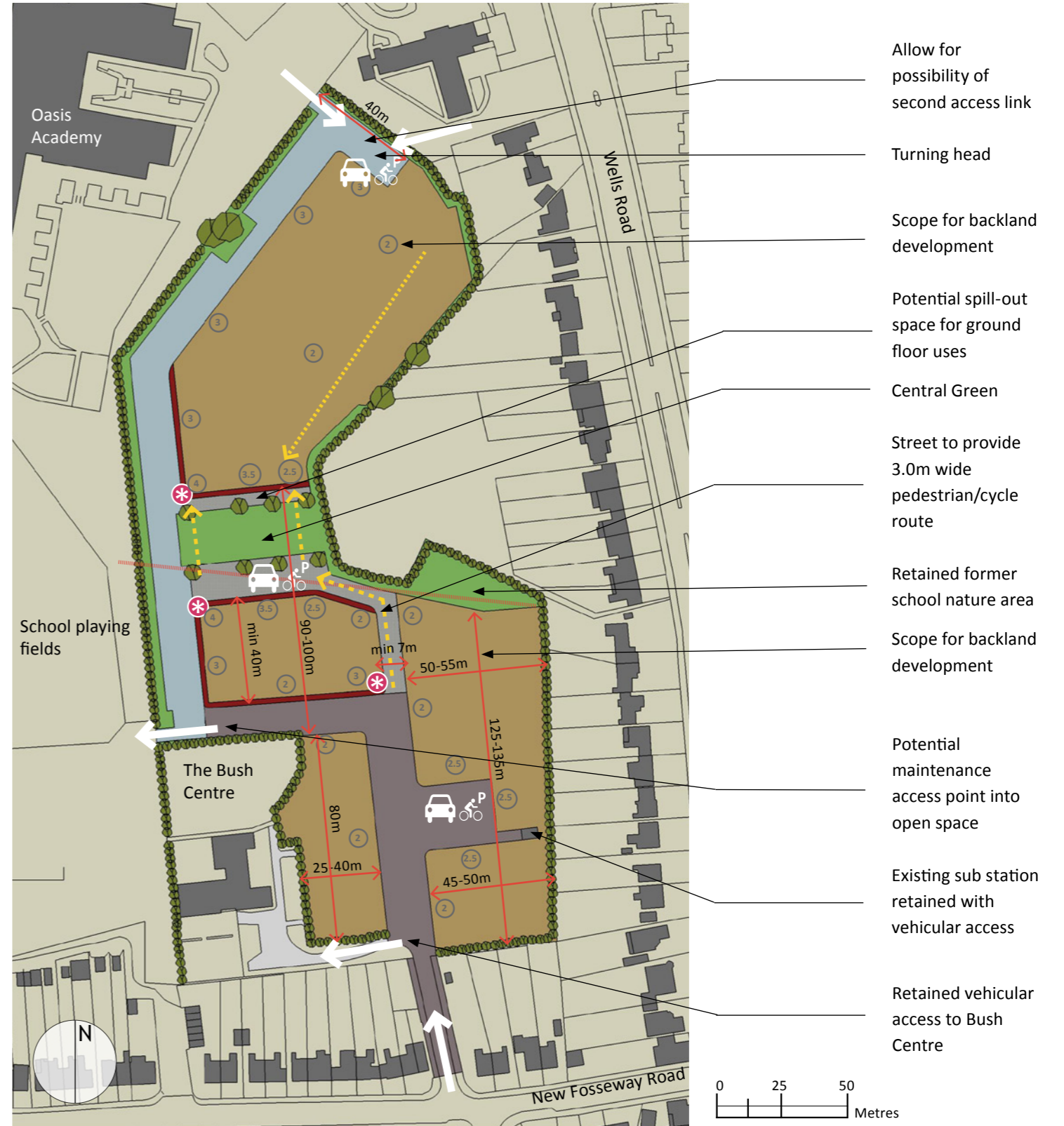
The development layout should create a series of new inter-connected streets that link into the existing public realm network. In this regard, the possibility of creating a second access link into the northern part of the site needs to be fully explored. A vehicular turning head would, however, be required in the absence of this link.

The main Residential Street link should enter the site as indicated and create a circuitous route by following the site boundary to the school playing fields.

The site layout should maintain vehicular access to the Bush Centre and the existing electricity sub station within the south-eastern corner of the site. An adopted link that would enable future vehicular access into the playing fields for maintenance purposes should also be provided.

Key

-  Existing building
-  New development - buildings & private space
-  Scope for active ground floor uses
-  Specimen tree planting & green site boundary edges
-  Key green assets
-  Residential Street (refer to fig 4-6)
-  Swale Street (refer to fig 7)
-  Central Green hard space (refer to fig 8)
-  Access/potential access point
-  Parking area/drop-off/visitor cycle parking
-  Approx line of foul & surface water sewers
-  Public pedestrian link
-  Private pedestrian link
-  Optimum building height (storeys)
-  Potential location hub entrance/reception



6. Design objectives, principles & parameters



1 Indicative image of Swale Street and Central Green highlighting clean building lines, on-street parking and integrated landscape design.

Site Principles and Parameters

The site should be planned to ensure that residents can be dropped off and picked up by minibus, taxi and ambulance close to the main hub entrance.

Central Green

The Green provides a central communal focus to the development and realises the objective of creating a 'green' link through the site. Locating the communal open space centrally will avoid building over the existing sewers and overcome potential archaeological and pollution constraints. The Green would be enclosed by buildings to the north and south.

Natural features

The development layout should retain the former school 'nature' area in the eastern part of the site, as well as the mature planting that defines the site's eastern boundary. Boundary planting should also be retained and strengthened with new planting to the backs of existing premises within the south-eastern corner of the site, as well as The Bush Centre premises.

The historic hedgerow planting marking the rear boundary of no. 649 Wells Road should be, as far as possible, contiguous with the public realm to enable its

effective protection and management. Elsewhere, new development plots should back on to and secure the rear gardens of existing residential premises, as well as The Bush Centre.

The existing hedge planting and mature lime trees to the site's western boundary should be retained and integrated as an element of the new street design. Selective crown lifting and sections of hedge laying (subject to ecological and arboricultural surveys) would be anticipated to open up views over the adjoining open space and towards Dundry beyond. New planting would be expected along the remainder of this site boundary.

The development configuration illustrated is likely to require the removal of the two rowan trees in the southern part of the site (refer to fig 1).

A suitably wide buffer area of managed planting/lawn will need to be provided to reinforce the protection of the retained hedgerows and trees and to protect root zones. Figs 4-8 and the following section on public realm design address this matter in more detail. The potential to use this buffer to create a swale should be investigated alongside the new street fronting the playing fields.

Development configuration

Development should be arranged into blocks as indicated, with new buildings fronting, defining and overlooking the public realm and physically containing private space within the centre of the block. In this regard, the site planning should create a clear physical distinction between those areas available to residents, staff and the wider community.

Development blocks should be large enough to allow for appropriate combinations of building type and size. Sufficient space should be created within the block interior to allow adequate privacy, outlook, natural lighting and external amenity space. Development should be configured to optimise solar access.

The plot for the dementia care facility should be integrated as part of the overall development, yet capable of self-containment in the event of multiple developers/providers delivering the project.

A minimum distance of 11.0 metres should be provided between the rear elevation of any new building and the boundary to existing back gardens. A minimum of 5.0 metres should be provided between the flank elevation of any new building and the boundary to existing gardens, although a greater distance is likely to be required for deep-plan building types. A minimum of 21.0 metres will be sought between opposing rear elevations.

Development should be configured to create clean, simple building and front boundary lines.



6. Design objectives, principles and parameters

Site Principles and Parameters

6.5 Development form

Building scale, form & appearance

Buildings should be of a domestic scale. The site's character and context would allow for the accommodation of buildings of two to four storeys. Any proposals would, however, need to be tested with regard to their landscape and visual impact.

Fig 3 highlights the potential to accommodate taller three to four storey buildings fronting the playing fields and the Central Green. This would serve to emphasise the character and status of these key spaces. Architectural variation and accentuation could also help to differentiate these buildings.

The design of new buildings will need to work sensitively with the local landscape. The scale, massing and form of buildings will need to be broken up to create an interesting roofscape and avoid a bulky appearance in this suburban context. Particular regard should be had to Local Plan Policy DM24 in this regard.

A contemporary approach to roof modelling is encouraged that allows for renewable energy installations and green roofs. Any 0.5 storey accommodation specified should be partially or totally contained within the roofspace, with potential to create set-backs and roof terraces.

The site represents an opportunity to design an imaginative scheme that complements the local architecture through a bespoke and contemporary interpretation of characteristic forms, materials, colour tones and themes. All building elevations should be well articulated in this regard.

The site size would suggest the employment of a common architectural language, with potential to subtly accentuate the identified focal points/buildings. Specific reference should be made to Local Plan Policy DM27 in this respect.

Adaptability & internal arrangement of buildings

Internal spaces within buildings should be arranged to create public, active fronts and private backs. This would involve maximising the potential for building entrances, ground floor windows and living rooms to face the street. Windows should be incorporated to all building elevations facing the public realm.

Where practicable, independent front doors should be provided to those ground floor flats facing the public realm. This will assist in maximising active frontages.

The scale, form, construction and internal arrangement of new buildings need to allow for future adaptability whilst optimising natural lighting, ventilation, solar access and cooling/shading.

Particular care will be required with solar aspect in relation to north, south and west facing single aspect flats. Consideration should be given to the inclusion of an element of dual aspect flats, especially to buildings with a north-south orientation.

Where incorporated, central corridors and atria should consider opportunities for natural lighting and ventilation, as well as enabling views to external spaces.

Floor:ceiling heights in all habitable domestic rooms should be a minimum of 2.6 metres. Non-residential hub and administrative uses are anticipated to be higher.

In order to minimise noise disturbance, flats/units should, wherever possible, be configured with living rooms:living rooms and bedrooms:bedrooms in vertical and horizontal arrangement.

Consideration should also be given to the acoustic separation of noisy rooms such as laundries, sluice rooms, lift motor rooms, plant rooms and other communal spaces from residents' living, sitting and sleeping areas.

Dementia care facility

Typical building elements of 14m depth and 7m depth would facilitate the preferred modular approach to the care home build, whilst enabling natural lighting, ventilation and future adaptability.

Accommodation should be broken down into small clusters, such as 10 bed units, with their own communal facilities. Corridors should be kept short and articulated in width to allow for seating and items of personal memorabilia.

The building should be configured with the more 'active' internal elements fronting the street. These elements include the building entrance, nursing accommodation, offices and circulation space.



1 Windows and living rooms facing the street with threshold planting and low wall creating defensible space.

2 Contemporary interpretation of traditional local architecture, Barton Hill, Bristol.



6. Design objectives, principles and parameters

Site Principles and Parameters

6.6 Public realm

Street design general

Figs 4-8 illustrate typical plans and sections through the different street/space types identified on the parameters plan (fig 3). These diagrams establish spatial and design requirements that will need to be accommodated under any design proposal. It is acknowledged that minor adjustments might be necessary to the dimensions and details shown as part of the next stages of design development.

The new street spaces created will need to safely accommodate pedestrians, cyclists, motorists and service vehicles. All street designs will need to be able to accommodate the swept path of a 6 wheeler refuse vehicle and a pantechnicon without obstruction. All streets should be grade-separated.

Structural planting, parking, traffic calming, hard landscape and lighting should be integral to street designs and should be considered from the outset in a coordinated and inclusive manner. High quality landscape treatments will be expected. Appropriate provision should also be made for ecological enhancement and sustainable drainage solutions. Services should run beneath the carriageway or footway.

Tree planting across the site should look to incorporate indigenous and fruit bearing species where possible.

Central Green

Fig 8 indicates the potential for 'active' ground floor hub uses such as shop, restaurant and café/bar to spill out into this space, providing animation and taking advantage of its south-facing aspect.

In addition to spill-out, a communal public space of 15-20 metre width should be provided. This space has the potential to provide for informal recreation, possibly accommodating a boules court, bowling green or community orchard.

The space will also need to provide visitor car and cycle parking, as well as north-south pedestrian links as indicated in fig 3.

Residential Street/Swale Street

Careful consideration needs to be given to the design of the Residential Street and Swale Street to minimise undesirable vehicular through movements if a second vehicular access can be achieved from the north. Integrated on-street parking would assist in this regard, and the dimensions shown within figs 6 and 7 allow for combinations of parallel and perpendicular parking arrangements.

Framework tree planting will be especially important to create a sense of enclosure to the Main Residential Street.

Care will need to be exercised regarding the underground electricity cable that runs close to the school playing field boundary.

Management

It is anticipated that the estate management body (refer to section 5) would take on responsibility for the future maintenance of the Green and the retained/new planting to the site's periphery. The Green should, however, be available for use by the wider community.

- 1 Attractive green public space serving local community.
- 2 New development and street design with grade-separation, on-street parking and tree planting.



6. Design objectives, principles and parameters

Site Principles and Parameters

6.7 Private realm

External amenity space

An appropriate and usable amount of shared private amenity space should be provided to flats and the dementia care facility, with direct access from buildings into these spaces.

The dimensions and design of these spaces will need to consider their ultimate function and therapeutic requirements, as well as matters of solar access and daylight, privacy, safety and security. With regard to the dementia care facility, these spaces should be easily overlooked from communal rooms/staff offices.

These private spaces should consider opportunities for clothes drying, gardening, local food production, communal composting, sustainable drainage and rainwater harvesting.

Peripheral private land within the immediate curtilage of buildings has the potential to be used as individual gardens for residents.

Provision of outdoor amenity space at first floor level should also be considered. This might include balconies, terraces or roof gardens. The siting and design of these should carefully consider solar orientation, as well as impact upon neighbouring amenity.

Balconies should have a depth of not less than 1.5 metres.

Front gardens/thresholds & storage provision

The required depth dimensions and boundary treatments for front gardens/thresholds to the different street types are indicated in figs 4-8. These provide defensible space, as well as opportunities for patios, planting, water butts etc.

Full consideration should be given to the need for safe and inclusive access from the public realm to building entrances. Design proposals for front boundary treatments should refer to the local context.

Flat buildings should be provided with shared refuse/recycling storage that is covered, secure, inconspicuous and conveniently sited for use/collection.

Rear boundary treatments

Solid rear boundary treatments such as walls and fences should be avoided where new development plots back on to retained planting. The existing planting should instead be strengthened with new trees and shrubs as indicated in fig 4.

6.8 Parking

Car parking

Parking needs to be integral to the design of the development and should prioritise unallocated provision within the public realm in the interests of the flexible and efficient use of space.

On-street parallel parking bays should be 2.7 metres wide where adjacent to planting or a front boundary treatment and 2.0 metres wide where adjacent to a footway. Perpendicular parking bays to the Swale Street and Green should be 6.0 metre length.

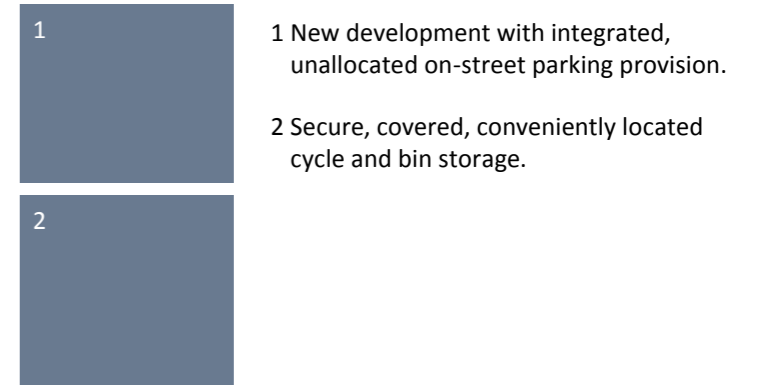
If incorporated, single garages should be minimum 3.0 metres x 6.0 metres.

Small rear parking courts should only be considered once on-street options have been exhausted. These should provide a maximum of eight parking spaces and should be clearly designed as private spaces with a single, secure point of access. The courts should incorporate high quality landscape treatments, lighting and means of enclosure and should look to include permeable paving.

Disabled & cycle parking

Suitable allowance will need to be made for disabled parking provision. Cycle parking should be provided at a minimum one space per dwelling. Suitable storage will be required that is secure, covered and conveniently located.

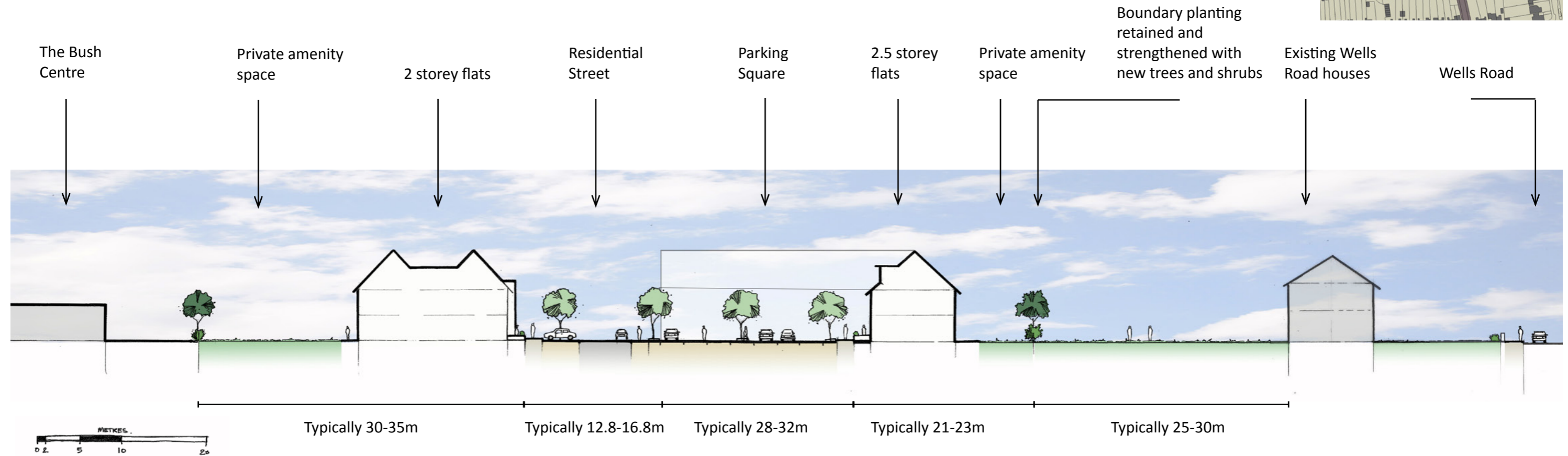
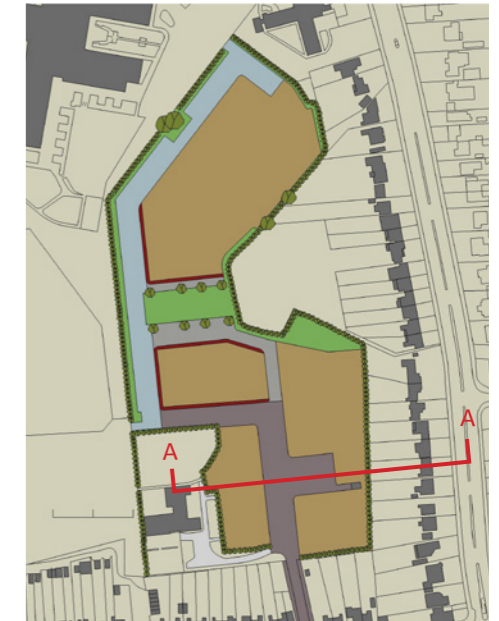
Consideration should also be given to storage for mobility scooters.



6. Design objectives, principles and parameters

Long section through site

Fig 4

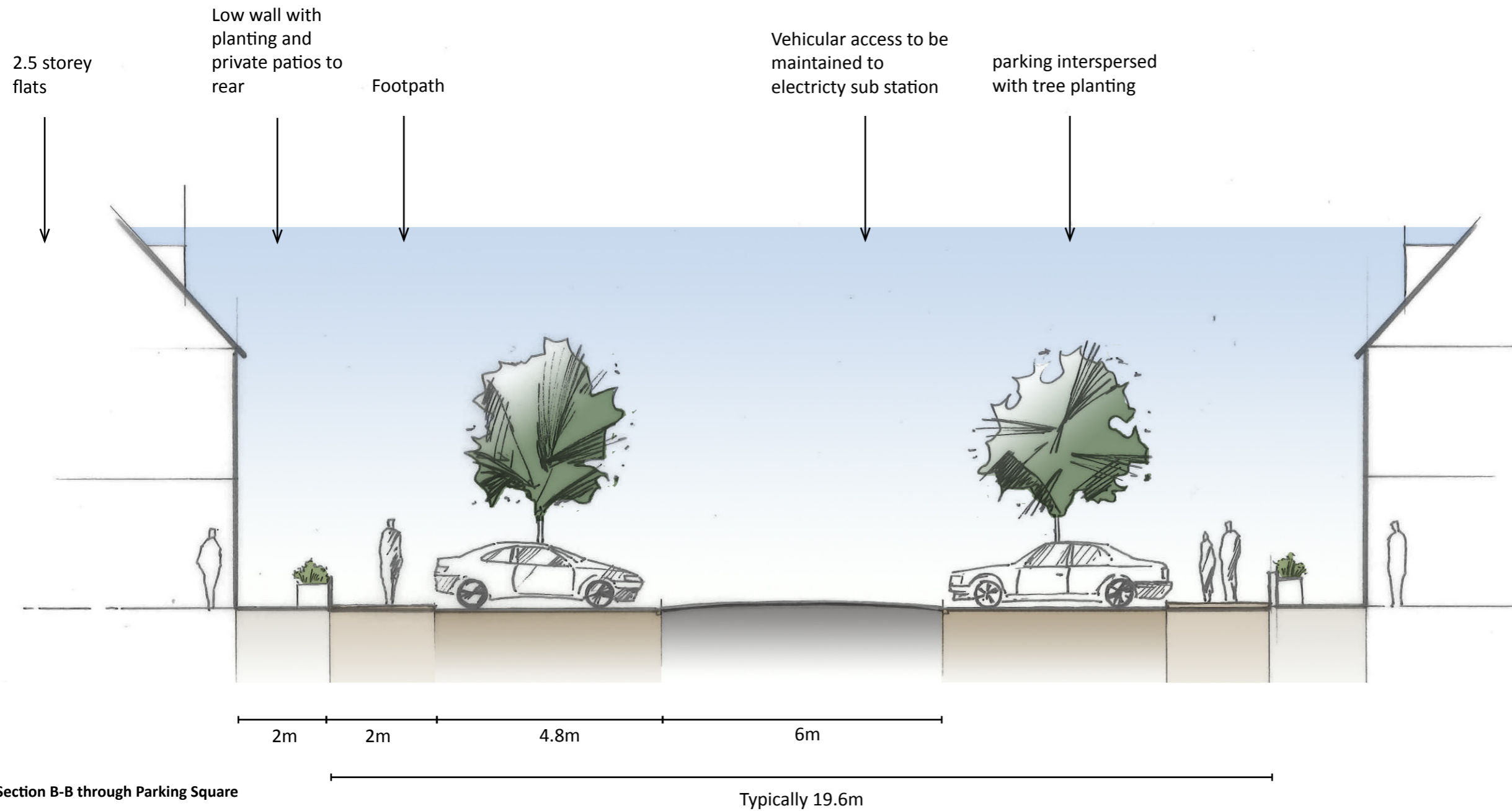
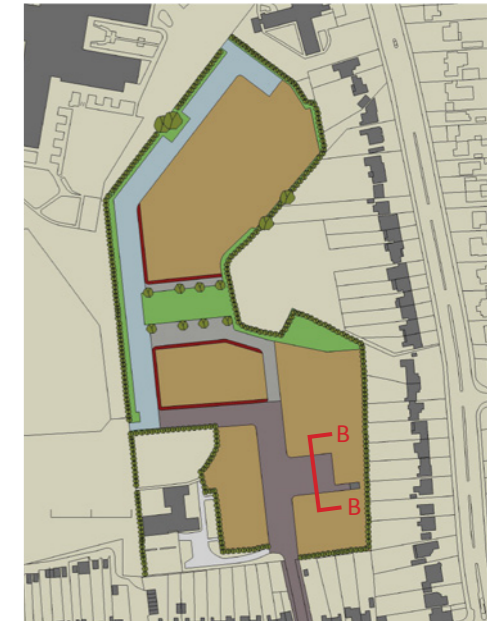


Section A-A long section through site and neighbouring premises fronting Wells Road

6. Design objectives, principles and parameter

Parking Square

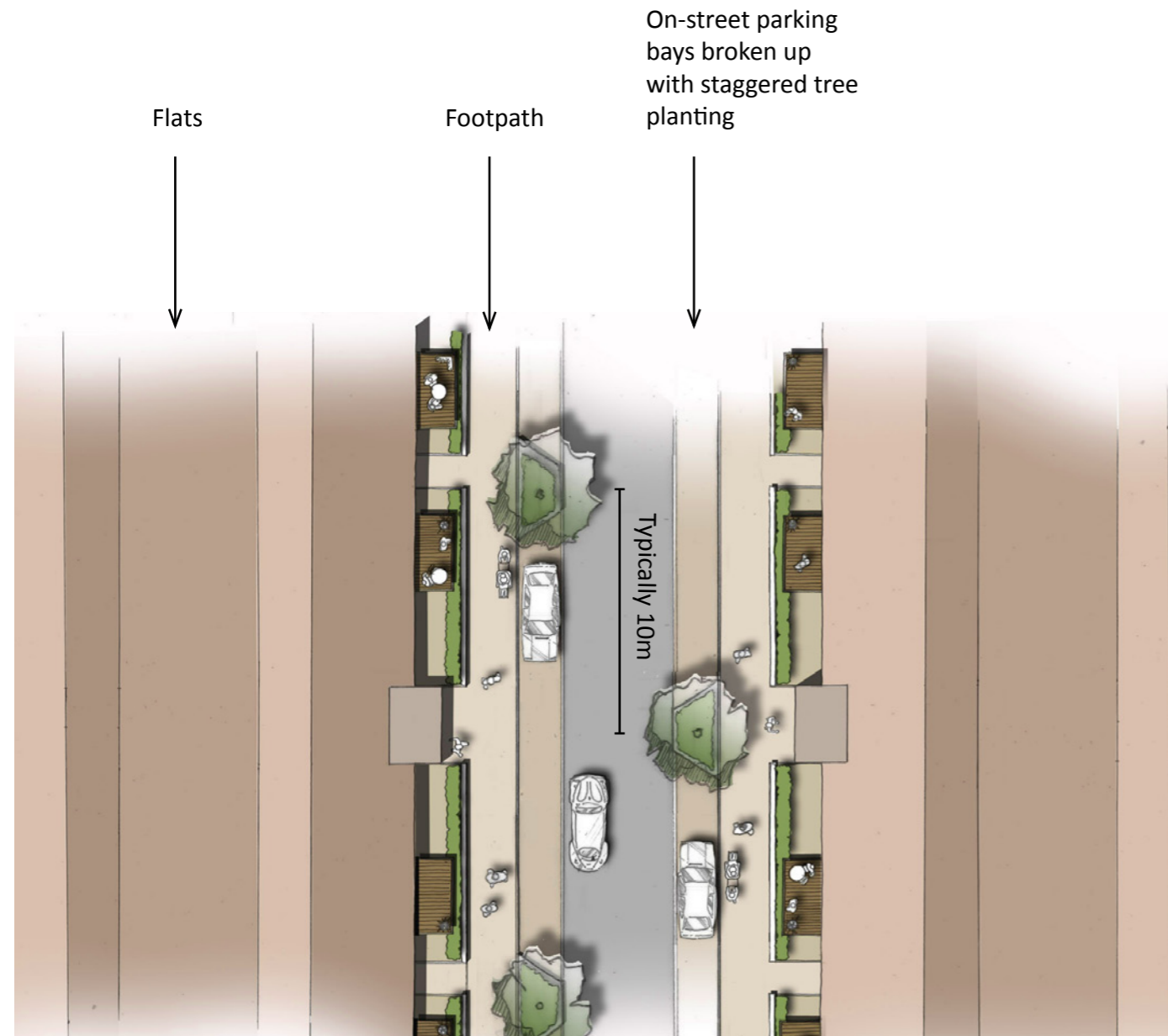
Fig 5



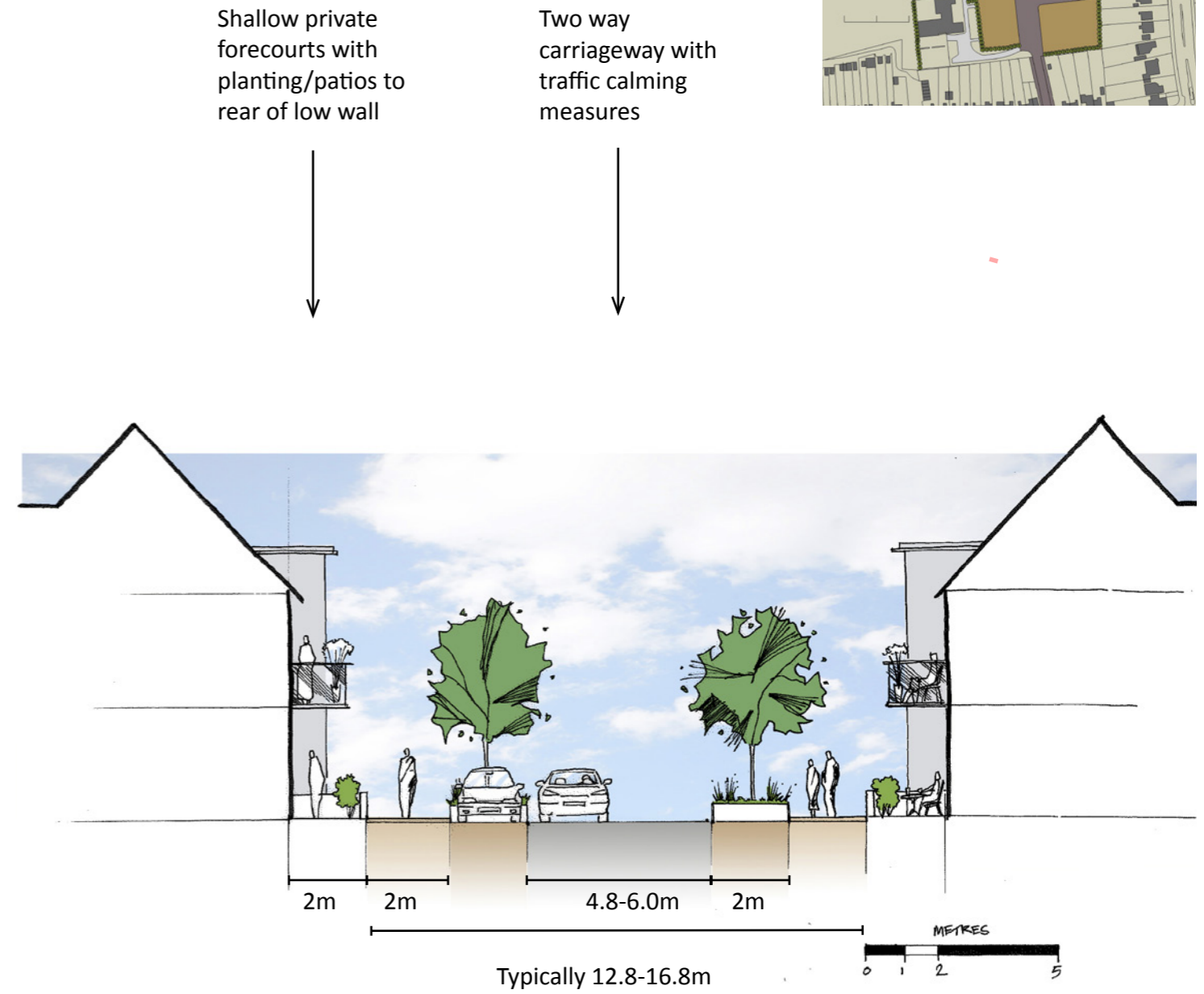
6. Design objectives, principles and parameters

Residential Street

Fig 6



Residential street - Plan

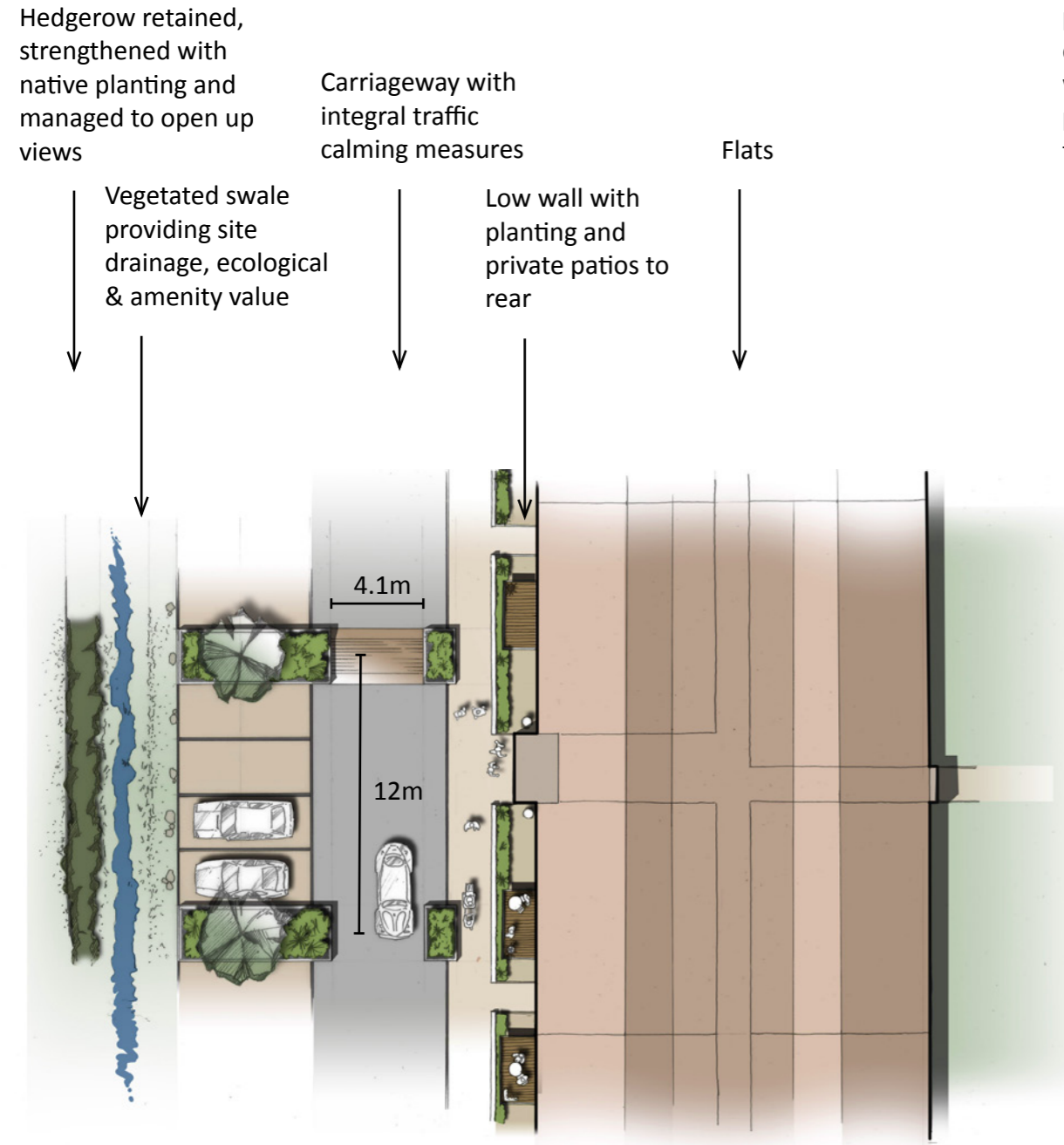
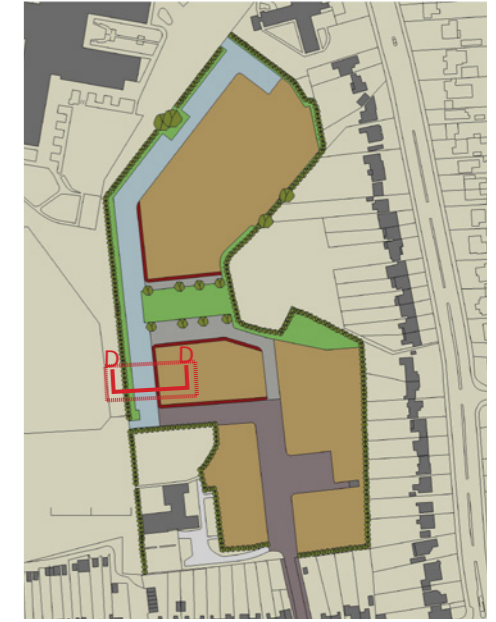


Residential Street - Section C-C

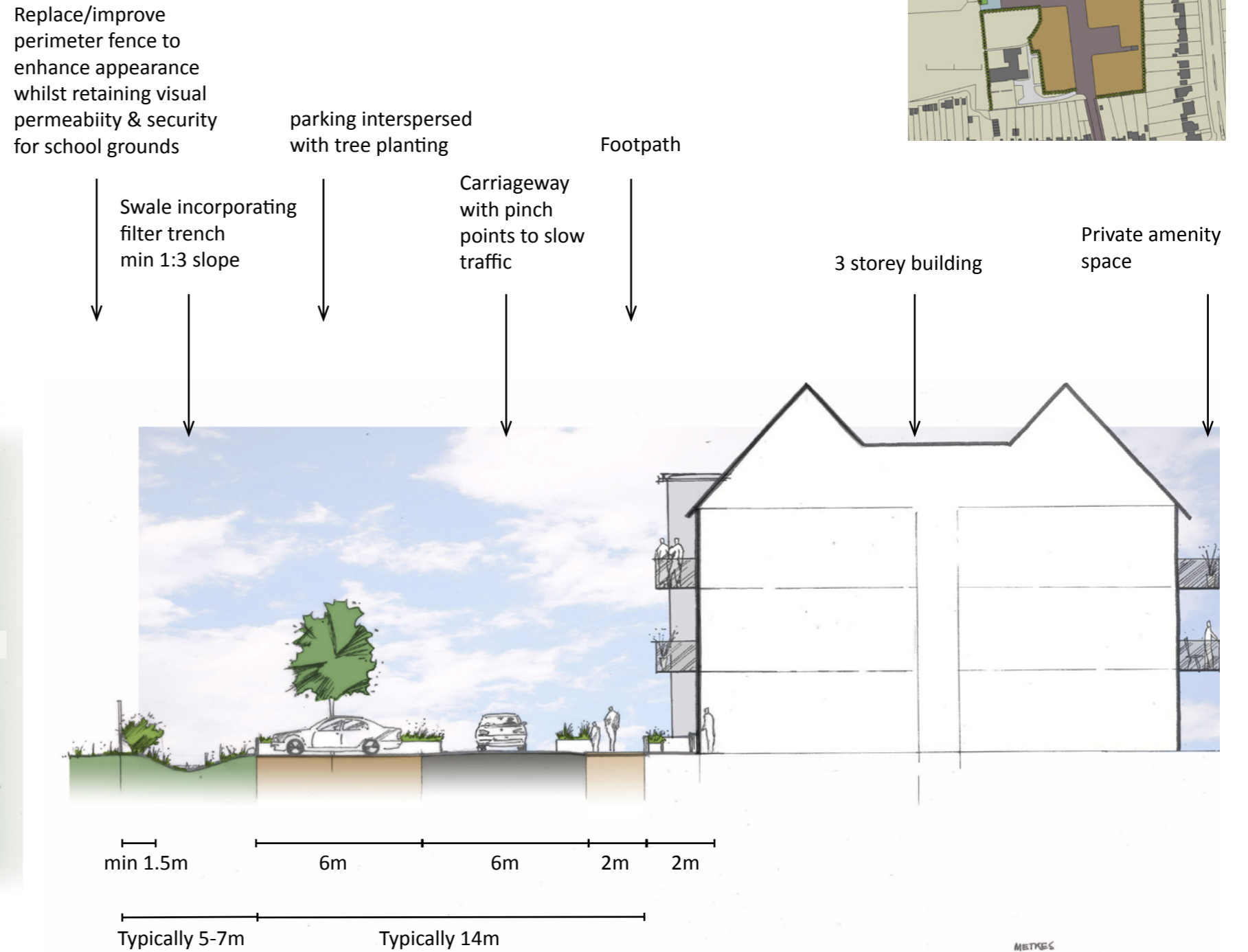
6. Design objectives, principles and parameters

Swale Street

Fig 7



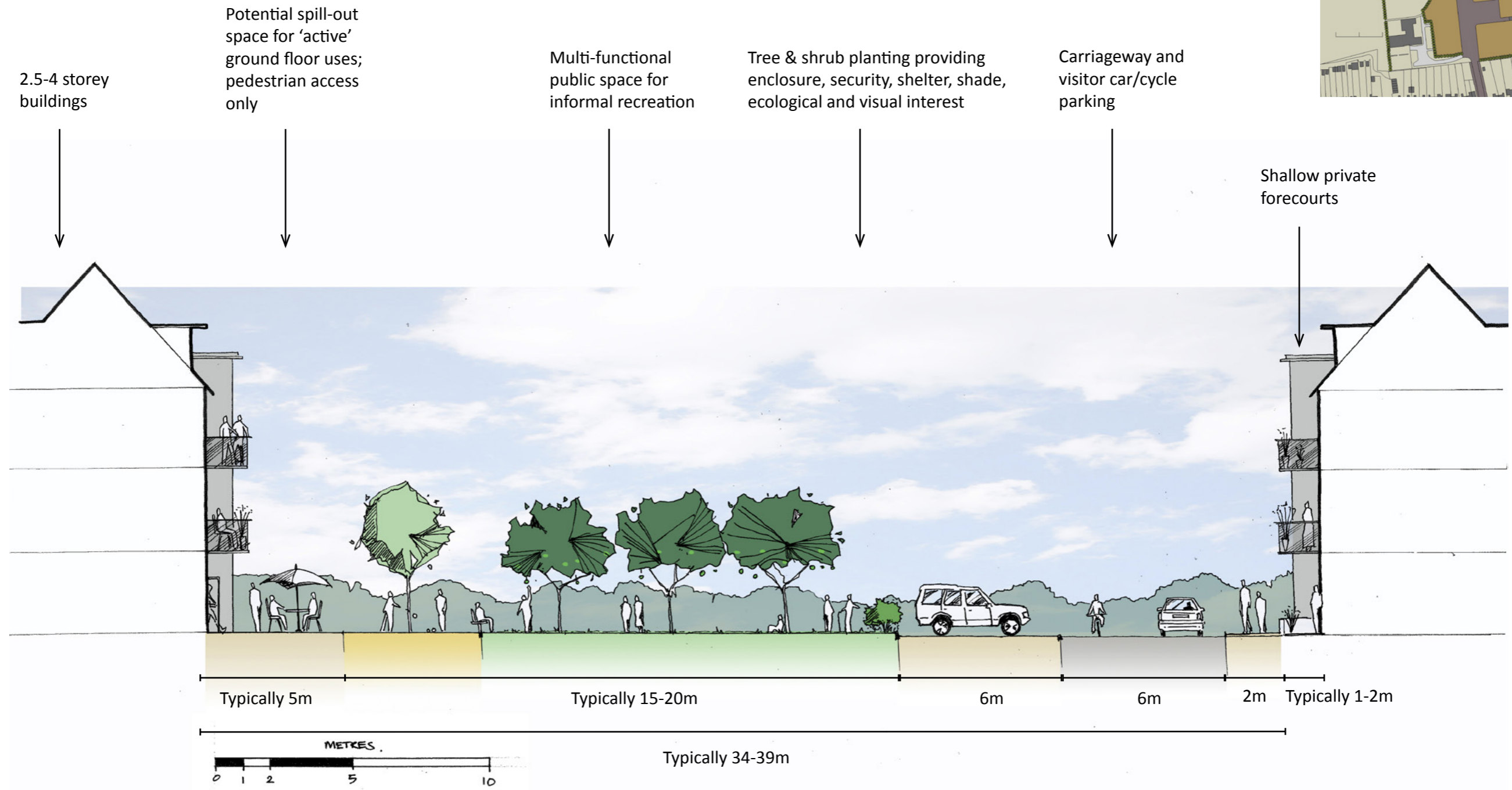
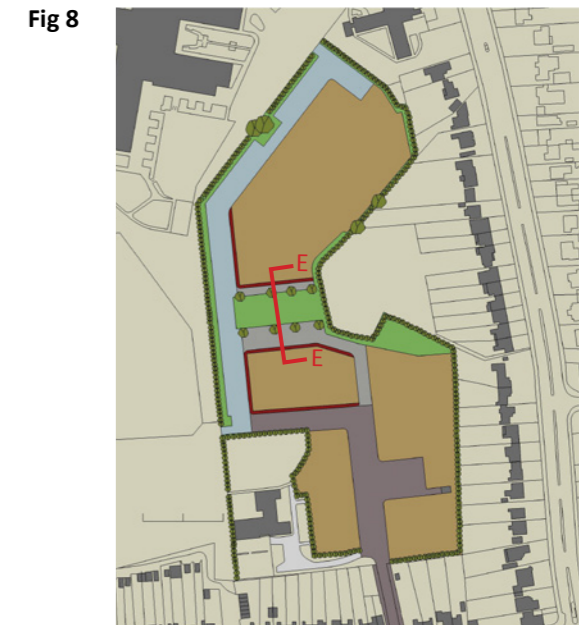
Swale Street - Plan



Swale Street - Section D-D

6. Design objectives, principles and parameters

Central Green



Section E-E through Central Green

7. Illustrative development layout and massing

Fig 9 Illustrative site layout plan

7.1 General

Figs 9 and 10 show an illustrative design of how the site might be developed taking account of the content and requirements of this brief.

7.2 Illustrative layout

The layout conforms with the structural requirements of the parameters plan (fig 3). Allowance is made for a second link to the north, as well as access into the adjoining open space.

The public realm, block dimensions and private realm designs are in line with the requirements of figs 4 to 8.

7.3 Building height and form

Buildings would be two to four storeys, with the taller buildings focused primarily on to the Central Green and the playing field street edge.

Building depths are typically 17.5m for single aspect dwellings and 10.0m for dual aspect dwellings.

The scale of buildings within the southern part of the site reflect the height of existing buildings along New Fosseway Road, assisting character transition between these two streets.

All buildings are in conformity with the stipulated minimum dimensional requirements. Buildings have been intentionally scaled and configured to enable adaptability, whilst optimising natural lighting.

7.4 Development mix

The development scheme as illustrated could potentially deliver the following mix.

68 no. 1 bed apartments (@ approx. 54 sqm GIA, 61 sqm GEA)

128 no. 2 bed apartments (@ approx. 70 sqm GIA, 79 sqm GEA)

A dementia care home of approx. 3,400 sqm, which could provide approx. 70 beds, communal facilities and 24 hour nursing care (on a plot size of 0.37 Ha).

Approx 2,120 sqm of ancillary non-residential uses that comprise the development hub.

The illustrative scheme shows a potential split of 76 no. extra care apartments and 120 no. independent living apartments.

Total no. dwellings – 196

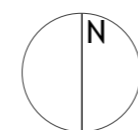
Net. Density – 67 dwellings per hectare (excl. dementia care home plot)

7.5 Parking

The development scheme as illustrated would deliver approx 160 no. car parking spaces, which would be entirely accommodated within the public realm. This would equate to an average ratio across the site of 0.7 no. space (70%) per dwelling plus 20 no. spaces serving the dementia care facility. a minimum of 8 no. bays would be specifically for disabled parking only.

Key

	Existing building
	2 bed apartment
	1 bed apartment
	Dementia care facility

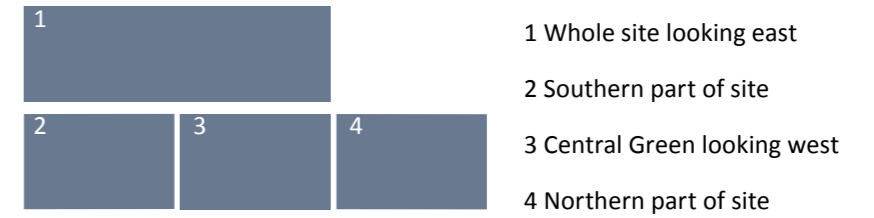


Not to scale



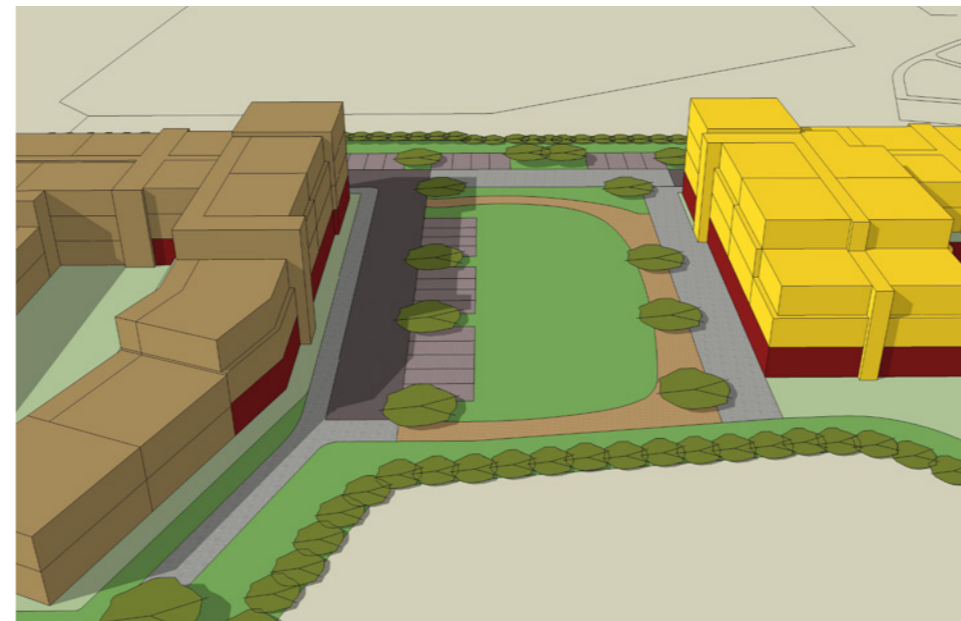
7. Illustrative development layout and massing

Fig 10 Illustrative site massing images



Key:

	Existing building		Key green assets
	Potential independent living apartments		Private amenity space
	Potential extra care apartments		Tree & hedgerow planting
	Dementia care facility		Carriageway
	Active ground floor uses		Footway/traffic calming
			Parking bay



8. Additional work required to inform next stages of design development

The following work is considered necessary to inform the next stages of design development:

- Extended Phase 1 Habitat Survey.
 - Arboricultural Survey, including existing hedgerows, in accordance with BS5837: 2012 'Trees in Relation to Design, Demolition & Construction - Recommendations'.
 - Liaison with City Archaeologist regarding need for archaeological site investigation.
 - Local Stakeholder Engagement Strategy.
 - Dialogue with the Oasis Academy and NHS Estates regarding the creation of a second access link into the site.
- Dialogue with the Oasis Academy, the council's Sport & Health Development Service, Corporate Property and Sport England regarding the loss of the former school playing pitch and the under-used arc of green space to the west of the site.
 - Dialogue with The Bush Centre to clarify the common boundary line.
 - Discussion with Western Power Distribution regarding the diversion of the existing underground cable within the site.
 - Discussion with Wessex Water to establish the exact routing of the underground sewers within the site.

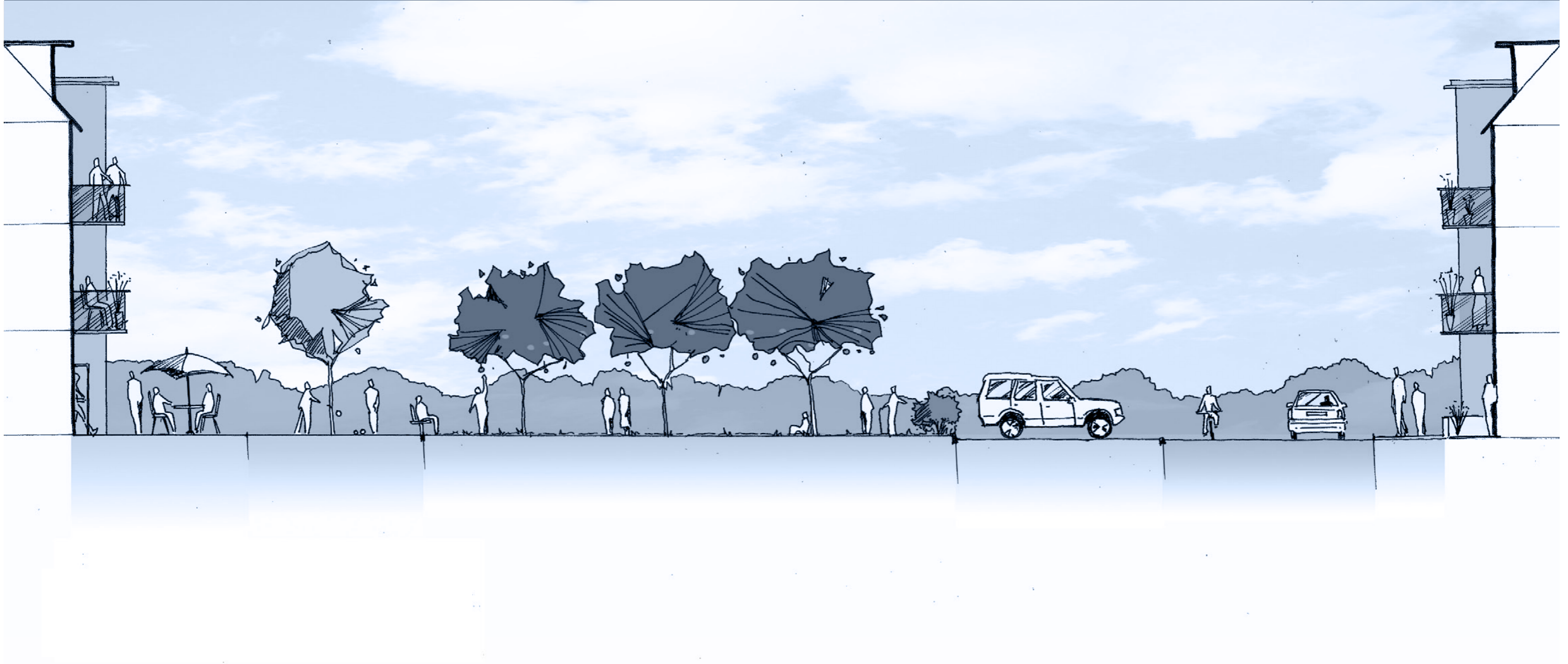
All Planning and pre-application enquiries should be directed to:

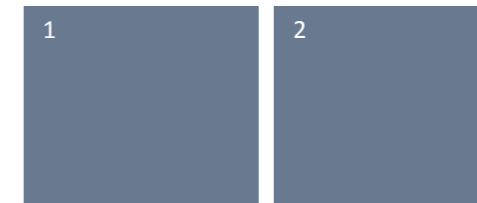
Richard Matthews,
Team Manager,
Major Schemes Team,
Development Services,
Bristol City Council

Tel: 0117 9223010

E-Mail: richard.matthews@bristol.gov.uk

Appendices





Panels from the previous consultation events indicating a range of issues and the project team's response to these.

Community consultation feedback summary

New Fosseway School Consultation Summary to date: -	
You commented: -	We responded: -
<p>Rear boundary treatment A strong treatment needed – fences backing onto walls.</p> <p>and</p> <p>Boundary fronting open space Boundaries should directly face open spaces.</p>	<p>Rear boundaries will be secure and maintainable with rear gardens abutting, retained fencing/planting and new planting.</p> <p>Housing will overlook playing fields and new play area.</p>
<p>Housing mix by size and type Two storey properties are more in keeping with the area.</p>	<p>We agree, but will look for opportunities to increase heights where the character of the site allows and existing properties are not affected.</p>
<p>Housing styles Thirties era and later conventional styles preferred.</p>	<p>Noted. The developer will be required to provide dwellings that visually compliment existing house types.</p>
<p>Streets Streets offering a mix of on and off street parking preferred.</p>	<p>We agree, although parking within new streets will Allow flexible arrangements that will enable traffic calming.</p>
<p>Access New Fosseway access alone inadequate - creates a cul de sac.</p>	<p>The council can not provide additional access at this stage but will encourage a developer to explore this in the brief.</p>
<p>Amenities/Open Space The development needs to provide amenities for teenagers and toddlers, centrally within the layout.</p>	<p>The council has a standard requirement for a site of this size - 600m/2 for mixed age play provision. The illustrative plan shows 1800m/2</p>

New Fosseway School Consultation Summary to date: -	
You commented: -	We responded: -
<p>Traffic and Highways The New Fosseway/Wells Road Junction will not cope with the extra traffic generated by the Development</p>	<p>Our highway officers have indicated that the additional traffic could be managed and further eased with minor traffic signal and management adjustments</p>
<p>Wildlife Protected species are present on the site.</p>	<p>The developer will be required to provide a full wildlife survey. Measures to reduce impacts on protected species will be a requirement of both the brief and the planning process.</p>
<p>Development Process Has the council any control over the development once the land is sold?</p>	<p>The council is committed to achieving the highest quality development for the site and will include within the brief conditions to cover the sale of the land together with a requirement for on-going engagement that will include council officers.</p>
<p>Education Building on former education land puts more pressure on remaining schools.</p>	<p>Contributions to schools will be made through the land sale or section 106 receipts agreed as part of the planning process.</p>

